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# Glenorie Village Investigation Report

July 2025

We acknowledge the Traditional Custodians of this land, the Darug and GuriNgai peoples, and pay respect to their Ancestors and Elders past and present and to their Heritage. We acknowledge and uphold their intrinsic connections and continuing relationships to Country.

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Prepared with assistance from  
**GLN Planning**

**gln.**  
planning  
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strategy

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## Nepali

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यदि तपाईंले यसलाई बुझ्नुभएको छैन भने, कृपया अनुवाद र दोभाषे सेवालाई 131 450 मा फोन गर्नुहोस्। तपाईंको तर्फबाट हर्नसबी शायर काउन्सिललाई 9847 6666 नम्बरमा फोन गरिदिन आग्रह गर्नुहोस्। काउन्सिलको कामकाजी समय सोमबारदेखि शुक्रबार बिहान 8:30 बजे देखि बेलुका 5 बजेसम्म हो।



## Hindi

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# Contents

<b>1</b>	<b>EXECUTIVE SUMMARY</b>	<b>3</b>
<b>2</b>	<b>PROJECT CONTEXT</b>	<b>4</b>
<b>3</b>	<b>GLENORIE VILLAGE</b>	<b>6</b>
3.1	Location and Context	6
3.2	The Role of Glenorie Village	8
<b>4</b>	<b>STRATEGIC PLANNING FRAMEWORK</b>	<b>10</b>
4.1	Greater Sydney Region Plan and North District Plan	10
4.2	Hornsby Shire Rural Lands Study	11
4.3	The Hills Rural Strategy	12
<b>5</b>	<b>KEY CONSIDERATIONS FOR CHANGE</b>	<b>14</b>
5.1	Statutory considerations	14
5.2	Demographics	17
5.3	Constraints	19
5.4	Opportunities	22
5.5	Community Consultation	23
5.6	Local and State Agency Input	24
<b>6</b>	<b>EXPLORING CHANGE</b>	<b>26</b>
6.1	Glenorie Village	26
6.2	Moores Road	30
<b>7</b>	<b>RECOMMENDATIONS</b>	<b>33</b>
7.1	Glenorie Village Recommendations	33
7.2	Moores Road Recommendations	35
<b>8</b>	<b>IMPLEMENTATION</b>	<b>36</b>
8.1	Amendments to Hornsby LEP	36
8.2	Amendments to Hornsby DCP	38
<b>9</b>	<b>INFRASTRUCTURE FUNDING AND DELIVERY</b>	<b>39</b>

## APPENDICIES

Appendix A: Opportunities and Constraints Paper	1
Appendix B: Transport and Traffic Assessment	2
Appendix C: Flood Risk, Infrastructure and Utilities Opportunities and Constraints Report	3
Appendix D: Feedback Summary Report	4
Appendix E: Moores Road Bushfire Report	5

## FIGURES

Figure 1: Project Context	5
Figure 2: Main villages serving the rural areas of Hornsby and The Hills LGAs	7
Figure 3: The commercial centre of Glenorie	8
Figure 4: Hornsby Shire's Rural Lands Study	11
Figure 5: Agricultural belt	16
Figure 6: Glenorie demographic snapshot	17
Figure 7: Combined considerations – see OCP for full details and maps	19
Figure 8: Combined considerations – see OCP for full details and maps	20
Figure 9: Combined considerations – see OCP for full details and maps	21
Figure 10: 10,000m <sup>2</sup> minimum lot size, RU4 Primary Production Small Lot (1.5km)	26
Figure 11: 5,000m <sup>2</sup> minimum lot size, C4 Environmental Living (1.5km)	27
Figure 12: 5,000m <sup>2</sup> minimum lot size, C4 Environmental Living (400m)	28
Figure 13: 4,000 and 5,000m <sup>2</sup> min lot size, mixed use and C4 Environmental Living (400m)	29
Figure 14: Hornsby LEP 2013 Land Use Zone	31
Figure 15: Hornsby LEP 1994 Land Use Zone	31
Figure 16: Investigation area lot sizes	32
Figure 17: Recommended Scenario	33

## TABLES

Table 1: Recommendations for future place planning in Glenorie	11
Table 2: Extract from The Hills Rural Land Strategy 2019 for the expansion of villages	12
Table 3: Relevant Ministerial Directions	14
Table 4: Summary of local and State agency input	24
Table 5: Hornsby RLS – Northern Ridgeline Recommendation	30
Table 6: Village Radius Diversity Scenario advantages and disadvantages	34
Table 7: Zone Description – C4 Environmental Living	36
Table 8: Zone Description – R3 Medium Density Residential	37
Table 9: High level infrastructure cost estimates	39

# 1 Executive Summary

This Glenorie Village Investigation Report actions a long-term recommendation from the Hornsby Rural Lands Study to investigate opportunities for rural living by reviewing lot sizes around Glenorie Village and preparing a Village Place Plan.

It examines the suggested rezoning and changes to minimum lot sizes of between 5,000m<sup>2</sup> and 10,000m<sup>2</sup> while also considering opportunities and constraints, community feedback, changes in population demographics, evolving patterns of urban and agricultural land use, Glenorie's commercial role, pedestrian connectivity, environmental and infrastructure challenges and natural hazards.

The report explores a number of change scenarios for Glenorie Village but ultimately recommends:

- Rezoning for housing diversity delivery which includes:
  - Small rural 4,000-5,000m<sup>2</sup> allotments close to the Village to the southeast to be rezoned to environmental living.
  - Townhouse development along Old Northern Road within the existing low-density area, noting that this may be unlikely to be realised in the short term due to sewer servicing constraints.
  - Mixed use (commercial and residential) on the southern corner of Cairnes Road and Old Northern Road.
- Improved pedestrian access across Old Northern and Post Office Roads by exploring intersection improvements, a redesigned bus turn around area and expanded open space connection.
- Preparation of a Place Plan to illustrate the above recommendations and establish place principles to guide any change in Glenorie.

The report also explores lot size harmonisation to the east of Moores Road, a separate recommendation from the Hornsby Rural Lands Study, which was highlighted through early community consultation and recommends:

- A Strategic Bushfire Study be prepared in accordance with Planning for Bushfire Protection and in consultation with the Rural Fire Service.
- Pending the outcome of the Strategic Bushfire Study, determine the ability of the area to accommodate lot sizes consistent with the surrounding 2ha area and a suitable implementation pathway such as a new minimum lot size, a new lot averaging clause, or other methods to address bushfire and evacuation risk.

## 2 Project Context

The *Hornsby Rural Lands Study* (RLS), finalised in 2022, sets the strategic directions for managing the rural lands in Hornsby Shire. One of the long-term recommendations from the RLS is to investigate the potential for Glenorie village to accommodate some additional housing, where there are no adverse impacts on the preferred rural village character, and where the development maintains other values of the rural area. The RLS proposes that a C4 Environmental Living zoning accompanied with a 5,000-10,000m<sup>2</sup> lot size be explored.

In May 2024, a multidisciplinary consultancy team led by GLN Planning was selected to assist undertake the project and included:

- GLN Planning – Planning and Development Contributions.
- Inspire Planning – Urban Design and Master Planning.
- Cumberland Ecology – Ecology and Environmental Assessment.
- ARC Traffic and Transport – Transport Consultancy Services.
- Bushfire Hazard Solutions – Bushfire Consultants.
- Infrastructure and Development Consulting (IDC) – Flood Assessment, Utilities and financial review.
- JBS&G – Contamination Consultants.

The project commenced with an opportunities and constraints analysis in and around Glenorie Village. This analysis established baseline data on the Village and its surrounds, identifying key land use, environmental, infrastructure and character considerations. It draws on several supporting technical studies to identify land capable of meeting the State Government and Council's strategic planning framework and vision, while addressing overall land capability and suitability considerations.

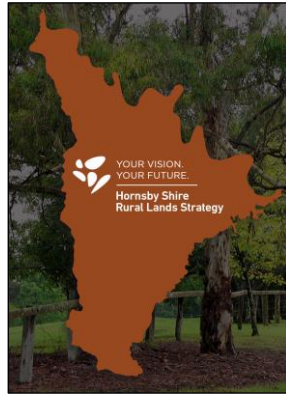
The outcomes of these investigations were publicly exhibited in 2024 and have been finalised in an *Opportunities and Constraints Paper* (OCP) which should be read alongside this investigation report.

A *Feedback Summary Report* was released in 2025 which outlines the community feedback received in relation to the opportunities and constraints analysis and input from local residents, landowners and community and interest groups. A full summary of community input, including commonly shared insights, survey answers, mapping exercises and written submissions can be viewed in the Feedback Summary Report which should also be read alongside this investigation report.

This report, the *Glenorie Village Investigation Report*, considers supporting evidence from the opportunities and constraints analysis and community feedback, including changes in population demographics, evolving patterns of urban and agricultural land use, Glenorie's commercial role, pedestrian connectivity, environmental and infrastructure challenges and natural hazards. Drawing on the evidence base, this report provides recommendations for the future of Glenorie Village and also on potential lot harmonisation along the eastern side of Moores Road, a matter highlighted in community feedback and in the original RLS.

A *draft Glenorie Place Plan* has been prepared based on the Village Investigation Report. It provides place planning principles for Glenorie Village and incorporates the recommendations from the Investigation Report into actions.

Figure 1 illustrates the project context and documents that should be read in conjunction with this report.



*Rural Lands Study 2022  
(Long Term Recommendation – Glenorie Village)*



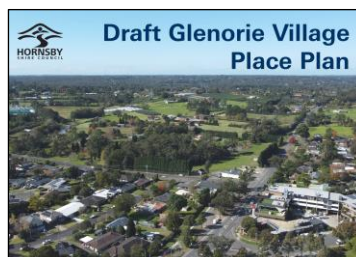
*Opportunities and Constraints Paper*



*Feedback Summary Report*



*Glenorie Village Investigation Report*



*Draft Glenorie Village Place Plan*

**Figure 1: Project Context**

## 3 Glenorie Village

### 3.1 Location and Context

Glenorie Village is the northernmost of five established villages that serve the rural communities within the Hornsby and The Hills Local Government Areas (LGAs). The remaining four villages are Galston, which lies along Mid Dural Road; Dural, located further south on Old Northern Road; Kenthurst, along Kenthurst Road; and Round Corner, positioned near the junction of Old Northern and Kenthurst Roads. Compared to Glenorie, these villages are situated closer to the urban edges of Hornsby Shire and The Hills Shire. Their proximity to a more extensive road network provides stronger connections to nearby centres and destinations.

The topography in most of these rural areas consists of distinct ridgetop lands used for rural and rural residential purposes, separated by deeply incised valleys and connected by local roads. In the case of Glenorie Village, Cattai Ridge Road and Wylds Road cross these valleys to connect with broader rural regions. Rural properties to the north, stretching up to Wisemans Ferry and out to river settlements, depend significantly on Old Northern Road and Glenorie Village for retail, health, and community services.

Colah Creek, which runs north-south parallel to Old Northern Road on the eastern boarder of Glenorie, acts as a natural boundary with Fiddletown and Arcadia. As a result, Galston serves as the more convenient and accessible village centre for these areas. To the west in The Hills Shire Council, tributaries such as Blue Gum Creek, O'Hara's Creek, Kellys Creek, and Little Cattai Creek play a similar role, orienting the ridgetop rural and rural-residential lands to the west more towards the villages of Kenthurst, Round Corner, and Dural. Figure 2 shows these villages in the context of The Hills and Hornsby Shire.

Glenorie Village has a defined hub containing shops, services and community facilities generally located around the intersection of Post Office Road and Old Northern Road. Shops and services include a supermarket, RSL and medical centre, along with mixed small shops below shop-top housing. The Village is also serviced by the terminus/departure bus stop for the 637 Castle Hill Station line. Further out from the centre are Glenorie Public School and an adjacent preschool and sports field.

Glenorie Village is bisected by Old Northern Road. Retail and services business are located on the western side of Old Northern Road, within The Hills Shire Local Government Area, along with shop-top housing. Detached dwellings on low density lots are located to the south of the centre, with larger rural lots further out. This contrasts with the Hornsby Local Government Area side, which primarily accommodates community and transport infrastructure, low density residential uses to the north and larger rural lots to the east.

A bus turnaround and stop are located within Hornsby Shire at the corner of Cairnes Road and Old Northern Road, marking the commencement of Bus Route 637. This route provides connections to urban centres and other public transport services to the south. This includes larger shopping centres and the Sydney Metro at Cherrybrook. The bus turnaround area and rear fencing behind presents a poor sense of arrival to the activity hub of the village.

A pedestrian refuge within a marked island connects the two halves of the Village at the bus stop across Old Northern Road. The closest formalised crossing point is at pedestrian activated lights at Glenorie Public School, approximately 400m to the north. A pedestrian path has been constructed along Old Northern Road, extending from Schwebel Lane to Les Shore Reserve. While functional, the path falls short of the standard typically required for shared pedestrian and cyclist use. The Hills Shire Council also provides an equestrian centre, offering a recreational facility that aligns with the rural character of the area.

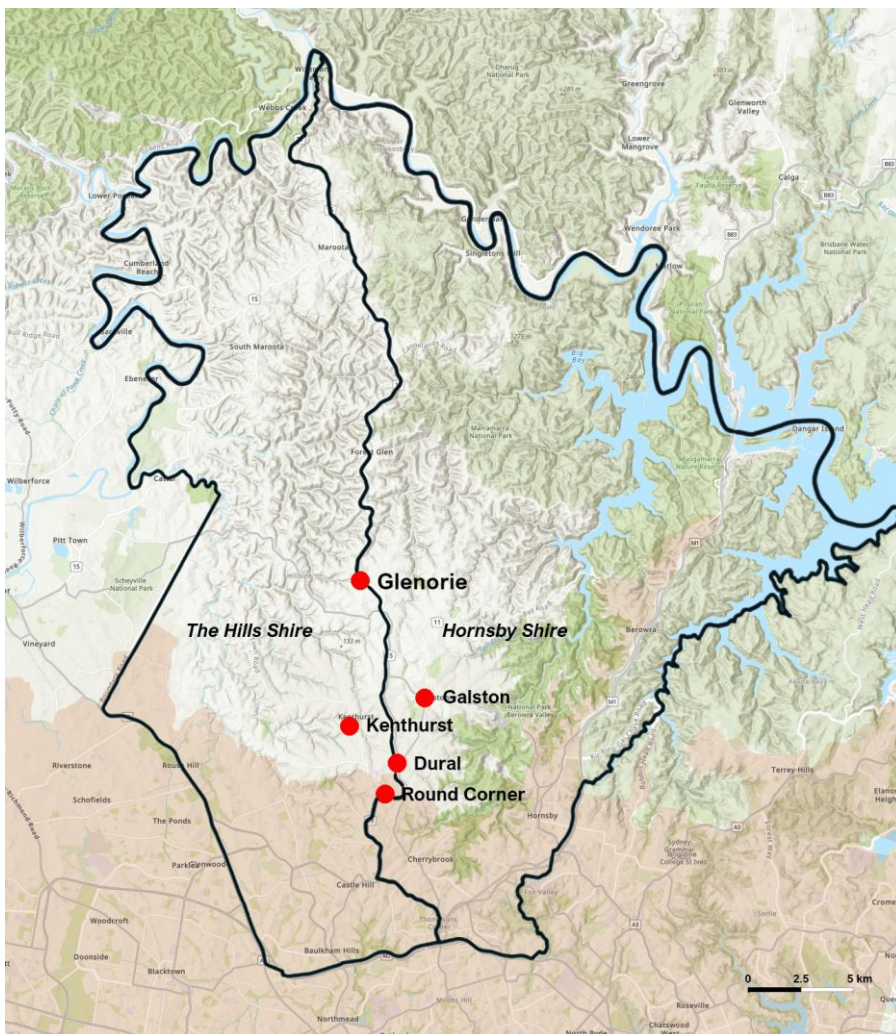
The residential subdivision of Glenorie Village occurred mostly in the mid-1970s via a collector road that runs to the rear of the primary school. This residential area on the Hornsby side has been designed so that it "turns its back on" Old Northern Road. Development is accessed by battle axe handles and/or other roads from the subdivision to the east rather than having direct access to Old Northern Road. A small road stub is located off Tecoma Drive and terminates at the edge of a rural property, pre-empting a future expansion that never occurred.

A small parcel of land, (approx. 1 ha), at the intersection of Whites Road and Old Northern Road to the southeast of the village is zoned E4 General Industrial under *The Hills Local Environmental Plan 2019* and currently remains undeveloped, albeit with development consent for a service station and small sized industrial units.

Outside the urban parts of the Village there are substantial areas of conservation and rural zoned land containing bushland, rural enterprises, or housing. Importantly, there are areas of intense and productive agriculture including market gardens, cut flowers and some orcharding. The subdivision pattern has historically produced lots of varying sizes and often irregular shapes and frontages, but most are 2ha in size being the minimum subdivision size under the Hornsby LEP. Access to the lots is provided from rural standard roads with no footpaths, using single or shared access handles. This arrangement has enabled mid-block subdivisions without direct frontages to the main road network.

Approximately 1.5km southeast of Glenorie Village lies Moores Road, accessible via Cairnes Road, Harrison Lane, and Munros Lane. Lands in this area are zoned a mixture of RU4 Primary Production Small Lot and C3 Environmental Management. This area supports rural enterprises of different scales, including a large medical technology firm, agriculture and equestrian facilities. Lot sizes along Moores Road are varied reflecting a boundary in planning controls. Despite having the same rural zone, lots to the west have a minimum lot size of 2ha, while to the east the minimum lot size is 10ha.

There are a series of lower order streams that traverse the area. The riparian corridors adjacent to these have been previously substantively or completely cleared as part of past agricultural practices and modified to provide farm dams. As a consequence, there are large sections of these creeks that do not contain bed or bank conditions or permanent water.



**Figure 2: Main villages serving the rural areas of Hornsby and The Hills LGAs**

## 3.2 The Role of Glenorie Village

The rural villages within Hornsby and The Hills LGAs represent the smallest form of urban settlement, primarily established to serve as community hubs for the surrounding rural populations. These villages typically provide access to lower-order goods, such as food, everyday household items, and personal necessities, as well as essential local services. In contrast, higher-order goods, including furniture, household appliances, sporting equipment, and motor vehicles, are generally accessed in larger urban centres located further afield.

In the context of this study, the rural villages within the Hornsby and The Hills LGAs have developed over time around clearly defined catchments, enabling residents to conveniently access lower-order goods and essential personal and health services. These centres typically include key community facilities such as schools, community halls, post offices, medical practices, and other care services. The presence of these services not only supports the daily needs of the local population but also increases visitation to the village centres, contributing to their ongoing viability.

A survey of retail premises in Glenorie, Galston, Round Corner, and Kenthurst was conducted to assess whether the range of goods and services aligns with the intended role of rural village centres, providing lower-order goods to meet the immediate needs of surrounding rural communities. The presence of vacancies or businesses offering higher-order goods may indicate a shift in demand or a weakening of a village's core function.

Survey results revealed that Glenorie includes one premises offering higher-order goods (a furniture, homewares and clothing shop), along with one vacant tenancy. In contrast, Round Corner, a larger and more established centre, has no vacancies. Galston recorded two ground-level vacancies, while Dural showed vacancies only on the Hornsby side within the Business Centre, where offerings extend beyond typical convenience retail.

As village centres primarily cater to lower-order convenience needs, they are particularly vulnerable to changes in consumer behaviour and economic conditions. The closure of even a small number of businesses can have significant flow-on effects, especially as the surrounding road network enables residents to travel easily to higher-order centres, often as part of daily work commutes. Retailing is a dynamic industry, and emerging trends in how people shop and access services, such as online retail, changing work patterns, and evolving lifestyle preferences can significantly influence the viability and prosperity of village centres.



**Figure 3:** The commercial centre of Glenorie

Recent trends in home-based shopping, including delivery of groceries, goods, and prepared meals, have increasingly replaced in-person visits to village centres. This shift was significantly accelerated during the COVID-19 pandemic, when lockdowns and movement restrictions limited trips to collect essential supplies, further diminishing pedestrian traffic to local shops, dining venues, and community facilities. This trend has resulted in reducing opportunities for incidental purchases and spontaneous engagement with local businesses.

The increase in remote work in the post-pandemic period has also had mixed effects on village visitation. While working from home can increase local activity during weekdays, it may also reduce the frequency of multi-purpose trips that previously supported village retail, such as stopping at shops or services during commutes.

Another emerging trend in retailing is the expansion of major supermarkets into product lines traditionally offered by smaller, non-aligned specialty shops. This can reduce patronage to those independent businesses, undermining the diversity, vitality, and long-term viability of the broader village centre.

The make-up of the various shops in any village will reflect the need to supply the catchment with the goods and services resident demand. The closure of one shop or a service, however, particularly if it is the only one providing that offering in a village, can result in those that need that offering travelling to a nearby centre for that product and taking those essential and incidental purchases with them. Government decisions to rationalise services and private decisions to relocate to a better market can have dramatic flow on effects.

## CHAPTER 3 – KEY FINDINGS

- ❖ Glenorie Village serves as a vital community hub for the northern rural areas of Hornsby and The Hills LGAs, providing essential goods and services to its residents.
- ❖ Connectivity is heavily dependent on Old Northern Road, which bisects the village and there is limited pedestrian infrastructure linking both sides.
- ❖ The rural catchment surrounding Glenorie Village includes agriculture, market gardens, and rural enterprises that maintain economic and environmental value.
- ❖ Emerging trends in retail such as online shopping and extended product lines in major supermarkets, alongside shifts in consumer behavior, could challenge the viability of village-centered businesses.

# 4 Strategic Planning Framework

## 4.1 Greater Sydney Region Plan and North District Plan

The *Greater Sydney Region Plan – A Metropolis of Three Cities* (Region Plan) and associated District Plans were prepared by the then Greater Sydney Commission to outline key policy objectives to be considered, particularly at the plan making phase and when preparing and assessing Planning Proposals.

The Region Plan, along with the *North District Plan* (applying to Hornsby Shire) and the *Central City District Plan* (applying to The Hills Shire), identify Glenorie Village and other rural and conservation lands within each LGA as a part of the Metropolitan Rural Area (MRA). The MRA designation is intended to protect land with significant environmental, agricultural, and resource value and sustain local rural towns and villages.

Within the MRA, both District Plans prepared in 2018 note that further rural residential development is generally not supported. However, they acknowledge that:

*Maintaining and enhancing the distinctive character of each rural and bushland town and village is a high priority. Ongoing planning and management of rural towns and villages will need to respond to local demand for growth, the character of the town or village and the surrounding landscape and rural activities. Rural and bushland towns and villages will not play a role in meeting regional or district scale demand for residential growth.*

*Limited growth of rural residential development could be considered where there are no adverse impacts on the amenity of the local area and where the development provides incentives to maintain and enhance the environmental, social and economic values of the Metropolitan Rural Area. This could include the creation of protected biodiversity corridors, buffers to support investment in rural industries and protection of scenic landscapes.*

Therefore, local growth around Glenorie Village as envisaged in the District Plans should build resilience and plan for trends or changes that may reduce visitations to services and businesses within the village. It should also respond to local demand for services or housing in a way that preserves local character.

## 4.2 Hornsby Shire Rural Lands Study

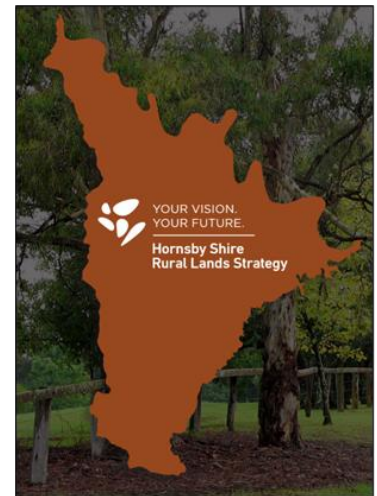
The *Hornsby Rural Lands Study* (Figure 4) is a place-based strategy that provides an evidence base and recommendations for managing the rural areas of Hornsby Shire into the future. It sets the vision for rural areas and the parameters for future land use planning, with an overarching vision that Hornsby Shire's rural areas should be valued for their unique landscapes, biodiversity, lives and livelihoods they support.

The RLS recognises that rural villages like Glenorie play a crucial role in supporting the local community. These villages serve as centres that meet the needs and service requirements of the surrounding area, while also acting as hubs for employment, socialisation, education, and leisure. They promote a lifestyle and character that is unique, attracting both locals and visitors alike who appreciate the charm and tranquillity of rural living.

The *Hornsby Local Strategic Planning Statement 2020* (LSPS) echoes this sentiment, highlighting the importance of rural areas to Hornsby Shire's environment and local economy. It delineates a clear line between Hornsby Shire's urban and rural areas with the MRA. Supported by the *North District Plan*, the MRA aims to protect rural land from urban development and continue to provide opportunities for people to live in a pastoral or bushland setting.

While rural populations in Hornsby Shire are not expected to grow as much as populations in urban areas, modest growth is inevitable, with a demographic shift towards a higher proportion of older residents. Currently, Hornsby Shire's rural villages have limited housing diversity, making it difficult for people to remain within their local community when they move off large rural properties.

To ensure the continued social and economic viability of rural villages and to address challenges related to housing diversity, the RLS recommends, among other measures, the preparation of place plans for these communities. These plans should explore existing village areas, village boundaries, and environmental living opportunities, considering environmental constraints, servicing requirements, and existing land uses. Glenorie Village has been selected as the first location for implementation of the RLS recommendations, including a place plan. Recommendations and commentary from the RLS in relation to Glenorie are shown in Table 1 below.



**Figure 4: Hornsby Shire's Rural Lands Study**

**Table 1: Recommendations for future place planning in Glenorie**

Recommendation	Comment
Ensure that there is a balance between urban development and environmental and farmland preservation	Prepare a place plan for Glenorie village in line with the principles for determining village boundaries set out in this Strategy. Once prepared, incorporate the place plan to update the relevant section of the Hornsby DCP.  As part of place planning for Glenorie, apply the E4 zone to the investigation area (outside the existing R2 zoned land) following further consideration of significant vegetation, bushfire risk and servicing constraints. It is recommended that a lot size ranging from 5,000-10,000sqm be considered, provided on-site wastewater management can be accommodated.
Ensure significant vegetation is protected.	Update the DCP to include objectives and prescriptive measures based on managing land use conflicts, non-agricultural uses (buffers) and rural village character outcomes.
Retain rural village character.	Collaborate with The Hills Shire Council for future place planning in Glenorie.
Harmonise planning recommendations with The Hills Shire	Continue to work with The Hills Shire to align policy around Glenorie village as it relates to the village boundary and possible E4 zoning around the village.

## 4.3 The Hills Rural Strategy

The Hills Shire's *Rural Strategy 2019* was developed consistent with the principles of the *Central City District Plan* and the *Hills Local Strategic Planning Statement* to guide rural development towards 2036.

The Strategy anticipates that growth within land zoned for rural purposes will remain modest compared to existing centres and designated release areas. It also projects an ageing rural population, which is expected to increase demand for residential subdivision to accommodate potential downsizers. Land fragmentation remains a shared concern in The Hills as it is in Hornsby Shire.

The Strategy concludes that capacity exists for residential growth within existing zoned areas, and that rezoning of rural or environmentally zoned lands is not necessary, as these lands should be protected for productive uses and scenic values.

Like the Hornsby Shire RLS, the Strategy adopts a place-based planning approach to rural villages to investigate opportunities for additional housing, such as in Glenorie, while managing existing and potential land use conflicts. It also notes that, outside village footprints, moderate growth in rural areas can be facilitated through cluster subdivisions, dual occupancies, and secondary dwellings.

Despite this, Glenorie is specifically identified as a rural village that would benefit from "revitalisation and a modest amount of residential and commercial growth". The main criteria for The Hills Council to consider future planning proposals for rural village expansion are outlined in Table 2.

The Strategy also notes a decline in the amount of land used for rural and agricultural activities, such as orchards and market gardens, while land allocated to extractive industries is increasing. Additionally, it highlights the significant role that tourism plays in supporting local employment opportunities in rural areas.

**Table 2: Extract from The Hills Rural Land Strategy 2019 for the expansion of villages**

Criteria	New Proposals Must Demonstrate
1. Infrastructure Provision	Timely provision of utilities, transport, open space and communication infrastructure
2. Access	Access to a range of transport options that allow efficient travel between homes, jobs and services
3. Housing Diversity	Provision of a range of housing types
4. Employment lands	Provision of employment opportunities or access to employment areas
5. Avoidance of risks	Land use conflicts are avoided and safe evacuation routes are available (flood & bushfire)
6. Natural resources	Responsible use of natural resources and minimisation of development footprint
7. Environmental Protection	Protection and enhancement of biodiversity, air quality, heritage and waterways
8. Quality & equity in services	Access to health, education and other essential services.

## CHAPTER 4 – KEY FINDINGS

- ❖ Glenorie is within the Metropolitan Rural Area (MRA) which aims to protect significant environmental, agricultural, and resource values while promoting local rural towns and villages.
- ❖ Both the Hornsby and The Hills Shires expect modest growth for rural residential development, with measures to balance urban development and environmental preservation.
- ❖ The Hornsby Rural Lands Study advocates for place plans to manage rural areas, ensuring housing diversity and the sustainability of rural village character.
- ❖ The Hills Rural Strategy identifies Glenorie as a rural village suitable for revitalisation and modest residential and commercial growth while addressing land use conflicts and resource protection.

# 5 Key Considerations for Change

Through the development of the OCP, consultation with the Glenorie community, and liaison with service providers and State Government agencies, the key considerations for change have been identified for Glenorie. These factors guide the development of planning options for Glenorie Village and reflect the main considerations shaping the future of the Glenorie.

## 5.1 Statutory considerations

The strategic planning framework, at both a State level and local government level are discussed in Section 4.1 and 4.2 respectively.

There are also statutory factors that are important considerations for change as they ensure alignment to strategic merit and an evidence base for decision making. These matters include:

- Statutory and environmental planning instruments:
  - *Biodiversity Conservation Act 2016;*
  - *State Environmental Planning Policy (Biodiversity and Conservation) 2021;*
  - *State Environmental Planning Policy (Housing) 2021;* and
  - *State Environmental Planning Policy (Primary Production) 2021.*
- Relevant directions issued by the Minister under Division 9.1 of the *Environmental Planning and Assessment Act 1979*
  - *1.1 Implementation of Regional Plans;*
  - *4.1 Flooding;*
  - *4.3 Planning for Bushfire Protection;*
  - *6.1 Residential Zones; and*
  - *9.1 Rural zones.*

The relevant Ministerial Directions have been considered in the Opportunity and Constraints Paper and summarised in Table 3 below. Planning proposals are required to be consistent with legislation and Ministerial Directions or inconsistencies required to be justified by a supporting study.

**Table 3: Relevant Ministerial Directions**

Direction and objective	Summary of requirements	Key Consideration for this Investigation Report
Ministerial Direction 1.1 Implementation of Regional Plans The objective of this Direction is to give legal effect to the vision, land use strategy, goals, directions and actions contained in Regional Plans	Planning proposals must be consistent with a Regional Plan released by the Minister for Planning. A planning proposal may be inconsistent if it achieves the overall intent of the Regional Plan.	Glenorie is located within the MRA. A key strategic objective of both the State Government and Council is to protect productive agricultural land, prevent urban development on rural land and uphold the values of the Metropolitan Rural Area. However, a place based approach to support rural villages is appropriate.

Direction and objective	Summary of requirements	Key Consideration for this Investigation Report
<p>Ministerial Direction 4.1 Flooding</p> <p>The objectives of this Direction are to:</p> <p>(a) ensure that development of flood prone land is consistent with the NSW Government's Flood Prone Land Policy and the principles of the Floodplain Development Manual 2005, and</p> <p>(b) ensure that the provisions of an LEP that apply to flood prone land are commensurate with flood behaviour and includes consideration of the potential flood impacts both on and off the subject land.</p>	<p>Flood prone land must not be rezoned in flood planning areas from Rural to Residential, Employment or Mixed Use zones.</p> <p>A planning proposal may be inconsistent if it is supported by a study or is of minor significance.</p>	<p>Intensification in flood prone areas should be avoided, with options for development outside of sensitive areas. See further discussion below.</p>
<p>Ministerial Direction 4.3 Planning for Bushfire Protection</p> <p>The objectives of this Direction are to:</p> <p>(a) protect life, property and the environment from bush fire hazards, by discouraging the establishment of incompatible land uses in bush fire prone areas, and</p> <p>(b) encourage sound management of bush fire prone areas.</p>	<p>A planning proposal must have regard to Planning for Bushfire Protection 2019 and avoid placing inappropriate developments in hazardous area and land must be able to provide for management and emergency measures.</p> <p>A planning proposal may be inconsistent if the NSW RFS does not object to the proposal.</p>	<p>Increasing density in or near bushfire prone areas should be avoided or be supported by a bushfire study.</p> <p>If density is proposed on higher risk land, the NSW RFS may require a strategic bushfire study.</p> <p>See further discussion below.</p>
<p>Ministerial Direction 6.1 Residential Zones</p> <p>The objectives of this Direction are to:</p> <p>(a) encourage a variety and choice of housing types to provide for existing and future housing needs,</p> <p>(b) make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services, and</p> <p>(c) minimise the impact of residential development on the environment and resource lands.</p>	<p>When a planning proposal that affects or proposes residential zones, it must include provisions that encourage a diverse range of housing that uses existing infrastructure, is of good design and reduces the consumption of land for housing at the urban fringe.</p> <p>A planning proposal may be inconsistent with the terms of this direction if is justified by a supporting study.</p>	<p>New homes should address local dwelling density and reduce pressures in surrounding rural lands.</p>
<p>Ministerial Direction 9.1 Rural Zones</p> <p>The objective of this Direction is to protect the agricultural production value of rural land.</p>	<p>A planning proposal must not contain provisions that will increase the permissible density of land within a rural zone (other than land within an existing town or village).</p> <p>A planning proposal may be inconsistent with the terms of this direction justified by a study prepared in support of the planning proposal which gives consideration to the objectives of this direction.</p>	<p>Increased density should be avoided or minimised on rural lands that are outside Glenorie Village. If density is proposed to be increased, it should be justified by a supporting study. See further discussion below.</p>

Given the rural nature of the area, particular importance is placed on Directions 4.1 Flooding, 4.3 Planning for Bushfire Protection and 9.1 Rural Zones.

*Ministerial Direction 4.1 Flooding* specifies that a planning proposal must not rezone land within the flood planning area from Recreation, Rural, Special Purpose or Conservation Zones to a Residential, Employment, Mixed Use, W4 Working Waterfront or Special Purpose Zone.

Consideration of flooding is a matter related to the protection of life and property, with Glenorie Creek and its tributaries subject to flood related development controls. Flooding is acknowledged as a constraint to planning for Glenorie as part of this report. In accordance with the Ministerial Direction, flood constraints have been assessed and reported in Appendix C prepared by IDC (Infrastructure and Development Consulting).

*Ministerial Direction 4.3 Planning for Bushfire Protection* specifies that a planning proposal must introduce controls that avoid placing inappropriate developments in hazardous areas and should include perimeter roads where relevant for Asset Protection Zones.

Areas immediately to the north and east of the village comprise contiguous bushland that creates a fire hazard. Bushfire risk is acknowledged as a constraint to planning for Glenorie as part of this report. In accordance with the Ministerial Direction Council has, and will continue to, consult with the RFS concerning the recommendations. A report prepared by Building Code and Bushfire Hazard Solutions, which informs the OCP, reviews the hazard and evacuation routes for the study area and has been submitted to the RFS.

*Ministerial Direction 9.1 Rural Zones* specifies that a planning proposal must not increase the permissible density of land within a rural zone, other than existing towns or villages. A planning proposal may be inconsistent with the provisions of the Direction if it is in accordance with a Regional or District Plan, or if an inconsistency is minor significance. The justification must demonstrate consistency with the objective of the Direction which is to 'protect the agricultural production value of rural land'.

The protection of rural land and productive agriculture is an important consideration alongside the objective to improve housing diversity. Careful consideration is required to balance the protection of productive agriculture land and minimising land use conflicts with the need to support housing diversity around Glenorie Village. The Opportunities and Constraints Paper includes a map illustrating the results of a land use survey denoting agricultural uses and investment within Glenorie. Figure 5 below illustrates that, although becoming more intermittent and scattered further to the west, there is a band of uses, forming an agricultural belt, located just outside the 400m distance from the village.



**Figure 5: Agricultural belt**

## 5.2 Demographics

The suburb of Glenorie extends between Hornsby Shire and The Hills Shire. The overall characteristics of the people, households and homes in the suburb of Glenorie are summarised in Figure 6.

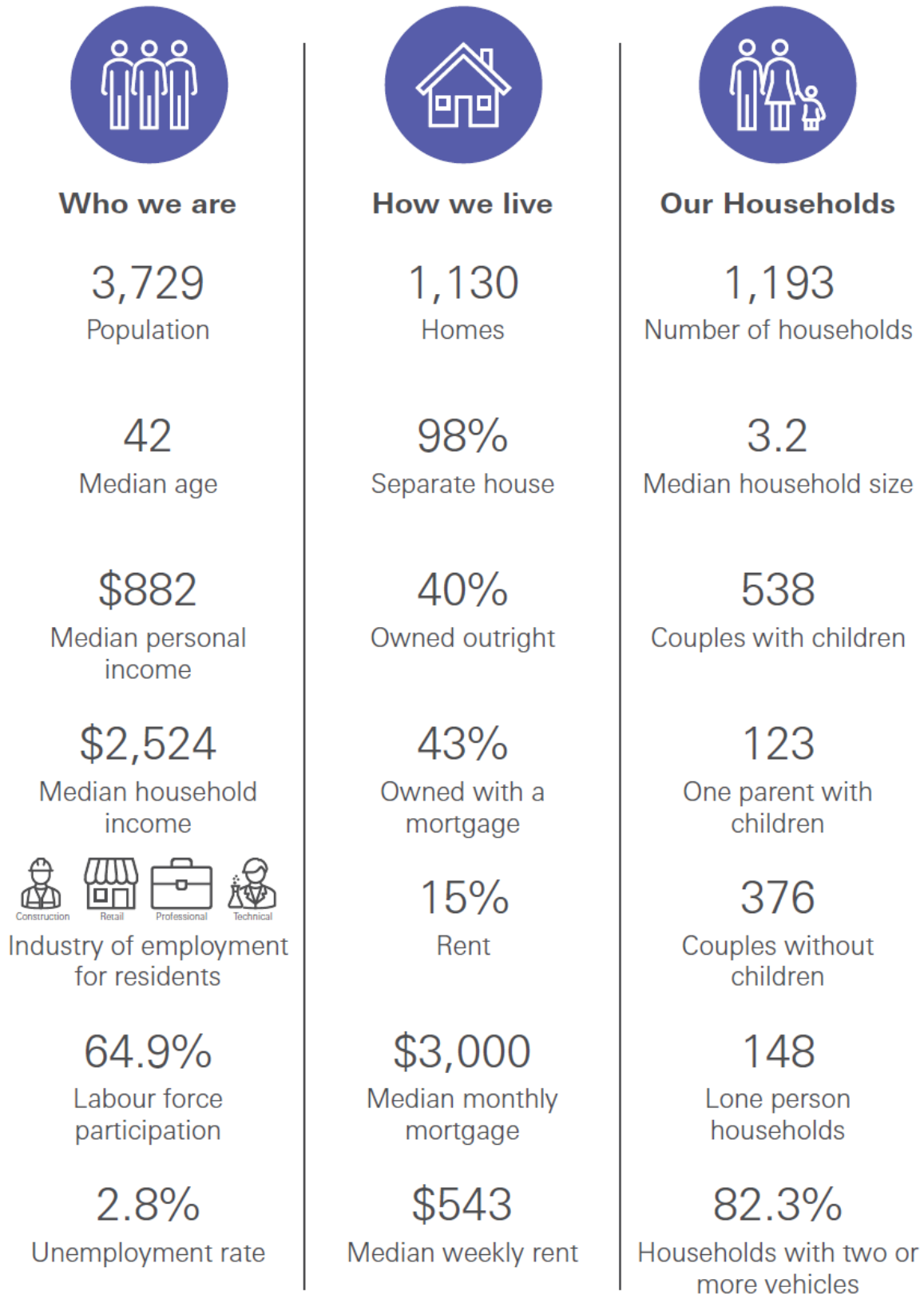


Figure 6: Glenorie demographic snapshot

As of the 2021 Census, there were 3,792 people living in the suburb. This is up from 3,405 people in 2011, an increase of 387 people, or about 11 per cent. A review of the age of Glenorie residents over the period reveals that most of this growth was in groups between 50 and 64 (from 720 to 804 people or 11 per cent) and over 65 (from 449 to 670 people, or 49 per cent). In contrast, the population 19 and younger increased from 992 to 1,024 people, or 3 per cent.

There were similar increases to the number of family households living in the suburb, increasing from 930 to 1,048 (13 per cent), with an average of 3.2 people per household remaining stable during the period. The distribution of households has shifted somewhat towards couple families with no children, which increased from 302 to 376 households (24 per cent).

There has been modest change in the number of dwellings over the period, increasing from 1,079 to 1,130 (51 homes or 4 per cent). Of these, almost all have been 'separate houses' which accounted for over 98 per cent of all occupied homes. There has recently been additional unit development along Old Northern Road, with 19 new dwellings delivered. However, the primary residence type remains separate homes, either on residential or large rural lots.

Over 80 per cent of homes in the suburb were owned by occupants in 2021, with about half of those being owned outright. Only 15 per cent of dwellings were rented. Tenure was similar in 2011. As a comparison, about 72 per cent of homes in Hornsby were owned.

Housing costs in the suburb have increased significantly from 2011 to 2021. Weekly rents have increased from \$320 to \$543 (an increase of 69 per cent) and the median mortgage has increased from \$2,500 to \$3,000 (an increase of 20 per cent). The median weekly household income has also increased during this time from \$1,673 to \$2,524 (51 per cent).

Overall, the demographic changes reflect a community that is trending older, with increased earning potential being reflected in increased housing costs. Limited housing stock, almost entirely in the form of detached housing and limited rentals, may be limiting opportunities for newer families and other households that would prefer other housing options.

## 5.3 Constraints

Key constraints identified in the Opportunities and Constraints Paper and from community consultation are discussed below and should be read in conjunction with the full Paper, which includes detailed mapping.

### Areas of biodiversity and habitat

There are remnant stands of vegetation within the investigation area, particularly along watercourses, adjacent to some roads, or in patches on properties. These areas contain, and support, native plant and animal species, including koalas. Disturbance could result in serious and irreversible impacts to that community. As such, with the rural area adjacent to Glenorie Village already extensively cleared to facilitate agricultural practices, areas of biodiversity and habitat should be preserved.

The OCP maps land within the investigation area into three categories (high, moderate and low constraint). Patches of vegetation considered highly constrained are present particularly along creek lines and are protected under legislation, including the *Biodiversity Conservation Act 2016*. Similarly, areas of moderate constraint are associated with bushland, typically on government owned land. Development on such lands should be avoided. Areas of lowest constraint are those cleared for agriculture and housing.

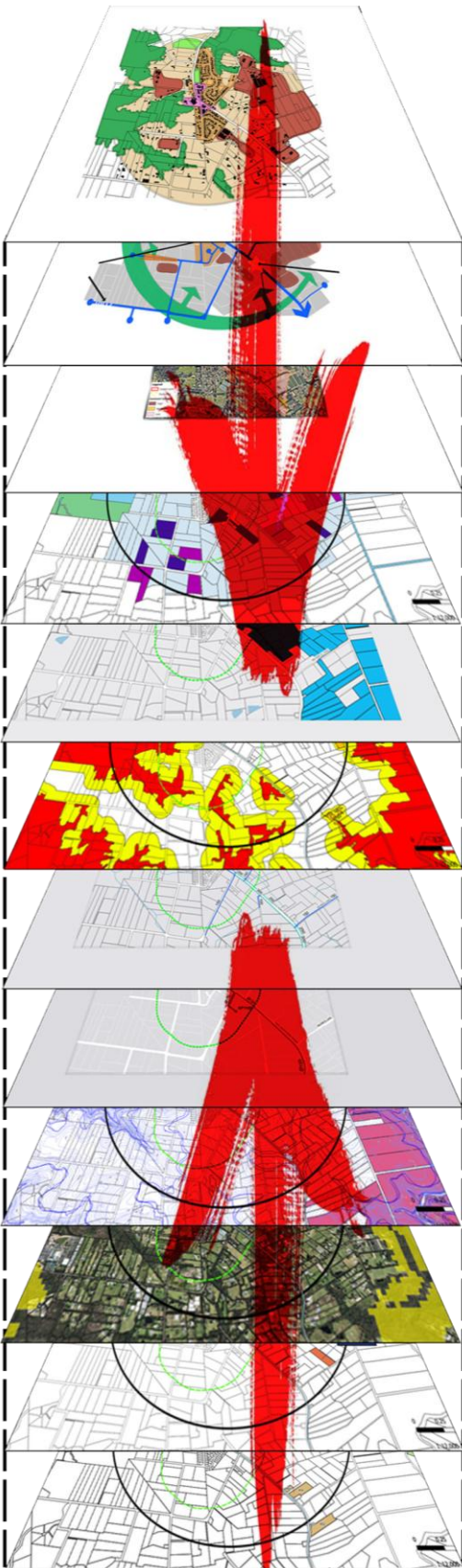
### Flooding and riparian corridors

Consideration of flooding is important to protect life and property. Glenorie is traversed by a network of creeks that flow through a series of sub catchments. For the most part, these drain to Glenorie Creek and to the north beyond the study area. Streams and creeks provide both an ecological and hydraulic function for the local environment. However, like most creeks and streams, flooding in high rainfall events can occur.

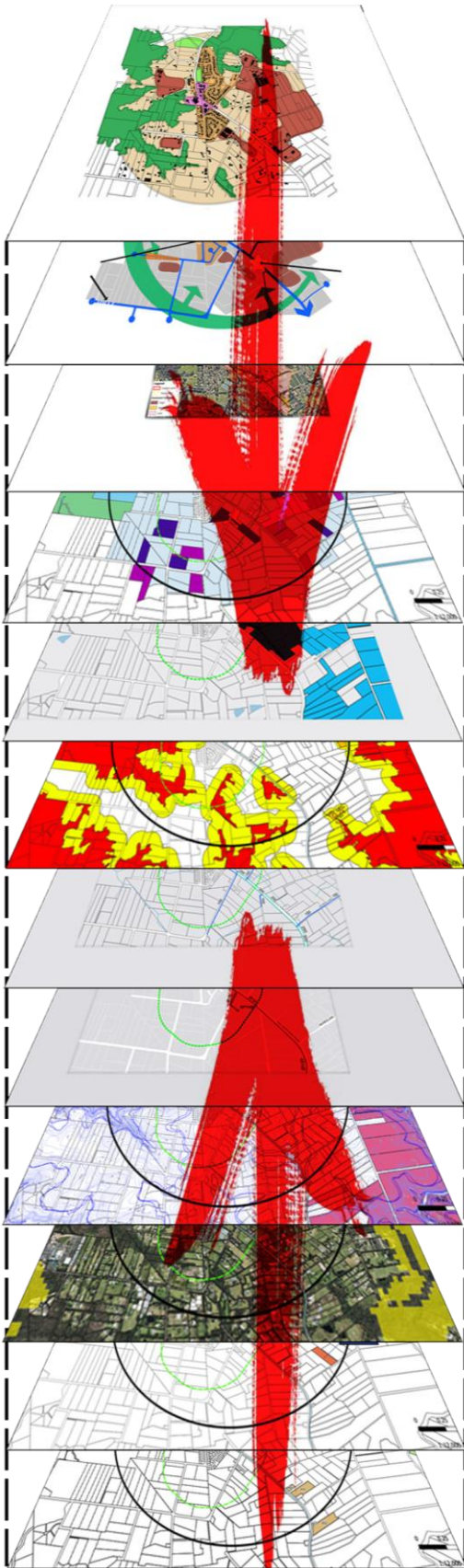
The OCP maps flood prone land in the study area which is generally located around the alignment of the upper tributaries of Glenorie Creek, which is highly modified with dams, levies and channels. Flooding events would impact roadways used as evacuation routes, likely for short durations.

As flood prone lands are generally contained within the riparian corridors, opportunities exist to site dwellings outside of this area with appropriate freeboard. Future housing and supporting infrastructure, such as effluent disposal areas, should be located outside of flood prone areas, in line with relevant guidelines and legislation.

Future subdivision of land should consider opportunities to promote the ecological function of riparian areas, such as restoring ecological connectivity. Retention of existing dams would assist maintain existing flow detention during storm events.



**Figure 7: Combined considerations – see OCP for full details and maps**



**Figure 8: Combined considerations – see OCP for full details and maps**

### Bushfire Hazard

Bushfire hazard is a considerable risk in Glenorie, which is surrounded by bushfire prone land of varying levels. The greatest bushfire risk for the Village lies north of Cairnes Road at the northern end of the investigation area, where significant vegetation is located. Dead-end roads to the north of Cairnes Road are a significant constraint from a bush fire evacuation and firefighting efficiency perspective.

The rural area south of Carines Road and west of Moores Road is generally not bushfire affected, and includes local roads, providing multiple potential paths of travel for evacuation.

### Geological Conditions

While much of Glenorie is located on generally flatter lands suited to urban and rural development, the terrain is also characterised by steep incised valleys which define and sometimes penetrate the ridgetop areas.

Assessments and mapping in the OCP indicate there are no geological features within the investigation area that raise specific concerns or constraints.

There is steep land at, or over, 20% grade mapped within the existing village and associated with a valley to the north of the village area. Future development on these or other steep lands would need to be assessed for landslip and related risks on a site-by-site basis.

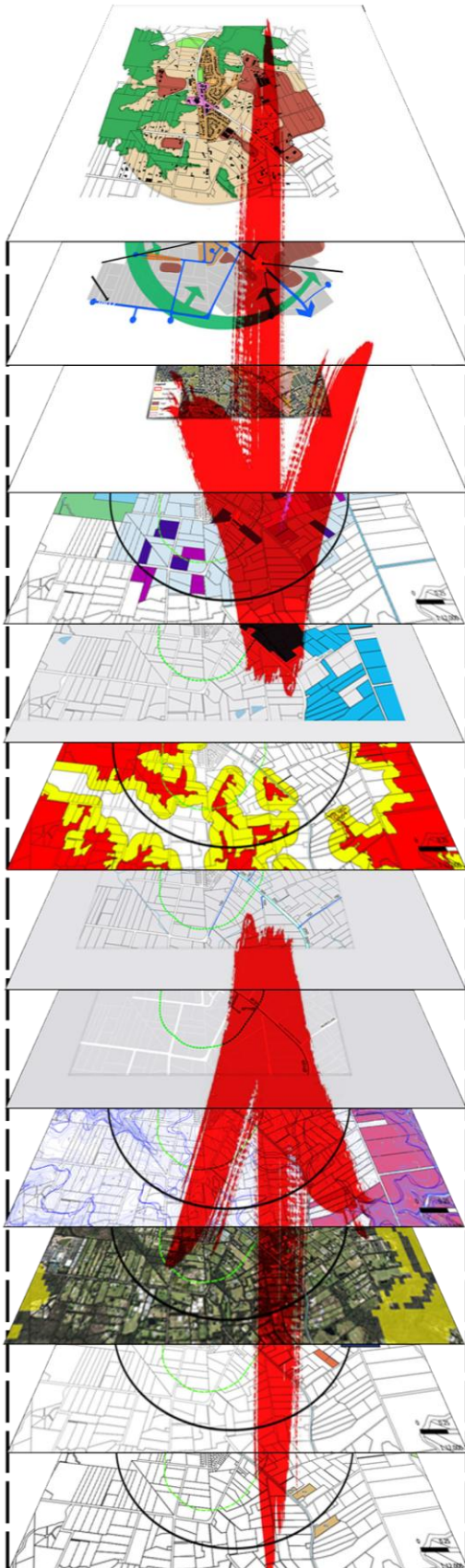
### Heritage

Investigations undertaken for the OCP note that decades of extensive land clearing for agricultural production have left limited to no potential for Aboriginal heritage in areas subject to past agricultural practices. Future detailed investigations may be required to ascertain the presence of Aboriginal objects and sites in areas affected by watercourses and vegetation.

The European heritage items shown on the OCP mapping are located on the southern periphery of the investigation area. Development near these sites should consider potential heritage impacts, in line with the Hornsby DCP.

### Contamination

As a rural location with agricultural history, potential contamination may be present on some land due to previous agricultural or other uses or activities. This is typical of areas that experience change from agricultural to residential-type development and would be addressed, as required by legislation, at a future development application stage if rezoned. Based on a review of Council records, the OCP and Preliminary Contamination Assessment notes the investigation area would be suitable for further residential land uses, subject to future contamination reporting undertaken as part of development applications.



**Figure 9: Combined considerations – see OCP for full details and maps**

### Wastewater Services

Wastewater generated from residentially zoned land is currently serviced via a Sydney Water rising main system, which pumps the Sydney Water Priority Sewerage Program (PSP) serviced area to the south, to a sewer treatment plant in mid-Dural. Rural properties in, and around, Glenorie generally utilise various forms of On-Site Sewerage Management (OSSM).

In early 2024, discussions commenced with Sydney Water, and a feasibility application was submitted to assess the capacity for additional potable water and wastewater connections in Glenorie Village. Sydney Water advised that preliminary assessments indicate sufficient capacity within the trunk system to support additional potable water connections. However, the existing PSP system has reached its servicing capacity, and therefore cannot accommodate further wastewater connections. Sydney Water also confirmed there are currently no plans or funding allocated to expand the wastewater service area. As such, until Sydney Water receives additional funding for a reticulated sewerage system, any future growth in the short term in Glenorie would be required to use OSSM.

The Flood Risk, Infrastructure and Utilities Opportunities and Constraints Report prepared by IDC (Appendix C), details the key factors and requirements for establishing suitable OSSM systems which include soil conditions, land slope and buffers from waterways and property boundaries. Desktop analysis of these factors indicates lot sizes of at least 1,500m<sup>2</sup> to 2,000m<sup>2</sup> are required to support dwellings with OSSM systems.

### Productive Agricultural Land

A key objective in the District Plans for the MRA lands is to protect productive agricultural land. The RLS acknowledges this and recognises the importance of the Glenorie area in contributing to the rural economy of Hornsby Shire and in particular its cut flower production, market gardening and nurseries.

Properties with productive agricultural operations generally form a distinct band of land uses located just within or outside a 400m distance to the east of the existing residential zoning and the alignment of Old Northern Road.

Consideration of mitigating measures to reduce landuse conflict between new housing and existing agricultural uses is important and may require buffer setbacks, screen landscaping, acoustic attenuation and other measures depending on the nature of the existing agricultural land use at the interface.

## 5.4 Opportunities

Key opportunities for Glenorie are discussed below.

### Housing Diversity

The place planning process presents an opportunity to increase housing diversity in and around Glenorie Village. Housing in the village currently consists of single dwellings on residential lots and limited shop-top housing close to the village centre, and single dwellings on 2+ hectare lots further out from the centre.

The RLS proposes a C4 Environmental Living zoning accompanied with a 5,000-10,000m<sup>2</sup> lot size be explored. Housing on lots this size would provide an intermediate option that maintains the area's rural character, while allowing more flexible and diverse living arrangements, particularly for people looking to downsize, but still maintain a rural lifestyle.

Community consultation also indicated interest in medium density housing options close to the village centre. There is an opportunity to introduce this housing typology, in the form of townhouses, close to shops, services, and transport. Doing so would, again, provide an alternative for those wishing to downsize but still live in the area, while also supporting a more walkable, vibrant village core and helping to meet the changing demographic of the Glenorie community.

### Private, Public and Active Transport

A traffic and transport analysis undertaken by arc traffic + transport considers a hypothetical development scenario of around 100 dwellings and impacts on the road network. The analysis shows the level of service of the existing road network is operating within a high level of service, and additional dwellings would not significantly impact the function of existing intersections. While it identifies the potential for new internal roads, they are provided as an example of a future subdivision pattern, not as a necessity to manage road capacity. As such, opportunities for new intersections with Old Northern Road would be limited and vehicle access should be accommodated by existing roads.

The traffic and transport analysis identifies the potential for improvements at the intersection of Old Northern Road and Post Office Road, either as a roundabout or signalisation. This would have the effect of slowing traffic in the Village and improving pedestrian safety by incorporating improved crossing points. This new intersection would need to be designed and delivered in consultation with The Hills Shire Council and Transport for NSW.

The report also presents the potential for improved active transport connections within the village and contribution to a longer-term active transport network. This could incorporate new footpaths on at least one side of the road, with the potential for serving cyclists through a shared path. In the village centre, footpath upgrades could be made as part of public domain upgrades. In-village upgrades would be compatible with regional active transport links, such as a shared pedestrian pathway between Glenorie and Dural which is currently under investigation for funding and delivery.

Any future residential growth would create additional demand for bus services, which could over time result in new or higher frequency bus routes. Discussions should continue with Transport for NSW regarding bus services in Glenorie and the potential for more effective and higher frequency bus services.

### Public Domain

There is an opportunity to enhance the public domain in Glenorie Village through a combination of urban design improvements, traffic interventions, and strategic land use changes. This could include the creation of a more defined and welcoming entry point to the village, with clear road treatments and streetscape upgrades along northern and southern points of Old Northern Road.

A reconfiguration and relocation of the bus turnaround point could also present an opportunity to reuse the land for a community purpose. Located on prime land in the village centre, this site could be transformed into a public space that connects the village centre and Cairnes Road to the Glenorie Memorial Hall and Glenorie Memorial Hall Park.

Upgrades to the public domain would require coordination with The Hills Shire Council, as well as Transport for NSW, and should be performed in conjunction with traffic and pedestrian network upgrades.

## 5.5 Community Consultation

Targeted consultation with Glenorie residents, landowners and local community / stakeholder groups was undertaken in November 2024, centred around the release of a draft Opportunities and Constraints Working Paper which detailed the results of initial planning and environmental investigations.

Feedback was sought on the following key study areas:

- Whether the draft Opportunities and Constraints Working Paper had accurately identified the relevant opportunities and constraints for Glenorie Village;
- If the information collected during the initial planning and environmental investigation stages was accurate;
- What the community considers to be major constraints and considerations for change;
- What the community would change about the village and its surrounds; and
- Whether the lot sizes proposed in the Hornsby Rural Lands Study are consistent with current community sentiment.

Insights from the community consultation which form key considerations for change include:

- Areas most frequently identified by residents for improvements were active and public transport, as well as traffic and roads;
- Bushfire threat and ecology were identified as key local constraints;
- Arguments were made both for and against the need for change in Glenorie; and
- Where change is supported, there is a preference for smaller allotment sizes around the existing village. Lots at or under 5,000m<sup>2</sup> were identified in 65% of responses, with 16% of respondents identifying the current 20,000m<sup>2</sup> lot size should be maintained.

At the in-person feedback sessions, interactive mapping exercises involved attendees identifying locations for inclusion or exclusion in the Village investigation area. Composite mapping detailed within the Feedback Summary Report highlights a location along Moores Road, which is further to the east of the Village. The Moores Road area is the subject of a separate Hornsby Rural Lands Study (Hornsby RLS) recommendation to review the possibility of harmonising minimum lot size requirements from currently 10 hectares to 2 hectares consistent with the surrounding land.

In response to this feedback and considering efficiencies in progressing the review alongside the Village investigations, preliminary planning and bushfire investigations were added to the project scope in relation to Moores Road. These preliminary findings in relation to lot size harmonisation along Moores Road are discussed in the remaining Chapters of this report. However, the discussion and recommendations are separate to the Glenorie Village discussion.

A full summary of community input, including commonly share insights, survey answers, mapping exercises and written submissions can be viewed in the Feedback Summary Report, which should be read in conjunction with this report.

## 5.6 Local and State Agency Input

Key state agencies and essential service providers were contacted to discuss the current state of service delivery for Glenorie Village and whether capacity would be available to cater for additional population. A summary of the findings with key stakeholder groups is outlined in Table 4 below.

**Table 4: Summary of local and State agency input**

Agency or Essential Service Provider	Feedback
Sydney Water	<ul style="list-style-type: none"> <li>» A feasibility application was lodged with Sydney water to advise on potable water and sewerage capacity.</li> <li>» Potable water supply would be available to service additional population growth at Glenorie Village</li> <li>» The existing sewerage system for Glenorie Village has reached its growth servicing capacity with no current plans to expand.</li> <li>» Initial investigations by Sydney Water indicate expansion of sewer capacity would require upgrades of numerous facilities within the village and downstream and are unlikely to be financially feasible based on proposed growth.</li> </ul>
NSW Rural Fire Service	<ul style="list-style-type: none"> <li>» Areas in the northern investigation area have significant bushfire risk and development in that area should be avoided as it may reduce the resilience of the existing and future village area.</li> <li>» Areas of lower bushfire risk are located on rural lands to the south and southeast of the village.</li> <li>» Old Northern Road serves as the main evacuation route from Glenorie Village as well as the main emergency vehicle access. Additional population may impact this route.</li> <li>» A future Planning Proposal with potential population growth would need to satisfy the requirements of Planning for Bushfire Protection and should be accompanied by a Traffic Evacuation Study.</li> </ul>
Schools Infrastructure NSW	<ul style="list-style-type: none"> <li>» Existing schools have capacity to absorb growth.</li> <li>» Targeted infrastructure improvements may assist increase numbers of students that walk or cycle to Glenorie Public School.</li> <li>» Potential upgrades include relocating the bus stop closer to the School, upgrading the intersection of Old Northern and Post Office Roads and improving footpaths along Old Northern Road and Tecoma Drive.</li> </ul>
Endeavour Energy / Energy Australia	<ul style="list-style-type: none"> <li>» The existing network likely has some available capacity to accommodate additional dwellings within the investigation area.</li> <li>» There may be a need to upgrade feeder mains from the Glenorie Zone Substation, with a future feasibility application based on a clearly defined Place Plan providing additional details.</li> </ul>
Jemena (Natural Gas)	<ul style="list-style-type: none"> <li>» The existing gas main is fed from Castle Hill, with limited capacity due to the length of the main.</li> <li>» There may be a need to undertake limited upgrades to support some housing growth and retail, subject to economic viability.</li> </ul>

Agency or Essential Service Provider	Feedback
NBN	<ul style="list-style-type: none"> <li>» Fibre assets are present throughout the study area.</li> <li>» A fibre plan will be prepared by NBN based on future proposed development works</li> </ul>
The Hills Shire Council	<ul style="list-style-type: none"> <li>» The Hills Shire Council is conducting place planning investigations in Glenorie. These investigations are expected to be finalised by the end of 2025.</li> <li>» Consultation has been undertaken throughout the project to seek to ensure the recommendations for the Hornsby side of Glenorie Village align with place planning work on the western side of Glenorie.</li> <li>» The Hills Shire Council has identified capacity for additional commercial floorspace within the village and it is anticipated lot sizes and the extent of village expansion will be broadly consistent on both sides of Old Northern Road.</li> </ul>

## CHAPTER 4 – KEY FINDINGS

- ❖ Planning proposals must align with State and local strategic planning frameworks, including various Ministerial Directions on for flooding, bushfire protection, and rural zones.
- ❖ Bushfire risks are concentrated to the north of Glenorie Village, necessitating careful planning of evacuation routes and development density.
- ❖ Glenorie's population increased by 11% between 2011 and 2021, with growth mainly among older age groups and a stable household size.
- ❖ Most housing is separate homes on large lots, with limited rental options and recent increases in housing costs outpacing income growth.
- ❖ Community feedback indicates a preference for smaller lot sizes closer to the Glenorie Village, with 65% of responses favouring lots under 5,000m<sup>2</sup> and protection of agriculture.
- ❖ There is potential to improve public and active transport infrastructure, including intersection upgrades and new footpaths.
- ❖ Biodiversity and habitat areas, particularly near watercourses, must should be preserved to protect native species, including koalas.
- ❖ Housing diversity is an opportunity, with interest in medium-density housing near the village centre to support changing demographics and a walkable community.
- ❖ The current wastewater system is at capacity, limiting further connections and growth without costly upgrades likely to exceeding \$100 million.

# 6 Exploring Change

## 6.1 Glenorie Village

Based on the key considerations for change in the previous Chapter, different scenarios for growth have been considered. The scenarios outlined below consider the layers of hazards, constraints and community and agency feedback to explore the extent of change that could be accommodated while protecting productive rural land and adding housing diversity in lot sizes.

### Dispersed 1 hectare lots

Figure 10 explores the idea of assuming all properties within a 1.5 kilometre radius of the Village could accommodate change, other than bushfire prone lands to the North, with lot sizes down to 1 hectare (10,000m<sup>2</sup>).

In this scenario, the RU4 Primary Production Small Lots zoning would be retained, allowing continued use of the land for agriculture and other associated uses, while lowering the minimum lot size from 2 hectares to 1 hectare, encouraging a modest increase in dwellings and population to support Glenorie Village.

The scenario addresses community feedback that the study area be maximised, while excluding highly constrained vegetated and bushfire prone lots, but does not address the preferences for lot sizes at or under 5,000m<sup>2</sup>.



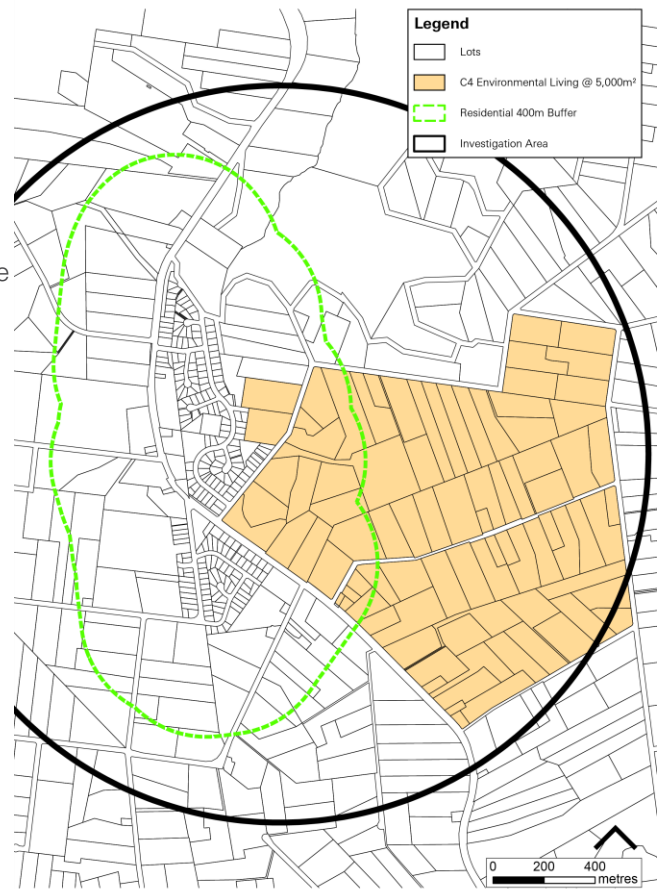
**Figure 10: 10,000m<sup>2</sup> minimum lot size, RU4 Primary Production Small Lot (1.5km)**

## Dispersed 5,000m<sup>2</sup> lots

Figure 11 explores the idea that all properties within a 1.5 kilometre radius of the Village could accommodate change, excluding the northern bushfire prone properties. However, it considers lot sizes reduced to 5,000m<sup>2</sup>.

In this scenario, a C4 Environmental Living zone would be applied, as lots of half a hectare (5,000m<sup>2</sup>) are no longer considered rural and continued use for productive agriculture would no longer be viable.

The scenario addresses community feedback that lot sizes at or below 5,000m<sup>2</sup> are preferred, but does not meet the objective of protecting productive agricultural land and retaining rural character as change would be facilitated further from the Village.



**Figure 11: 5,000m<sup>2</sup> minimum lot size, C4 Environmental Living (1.5km)**

## Village Radius 5,000m<sup>2</sup> lots

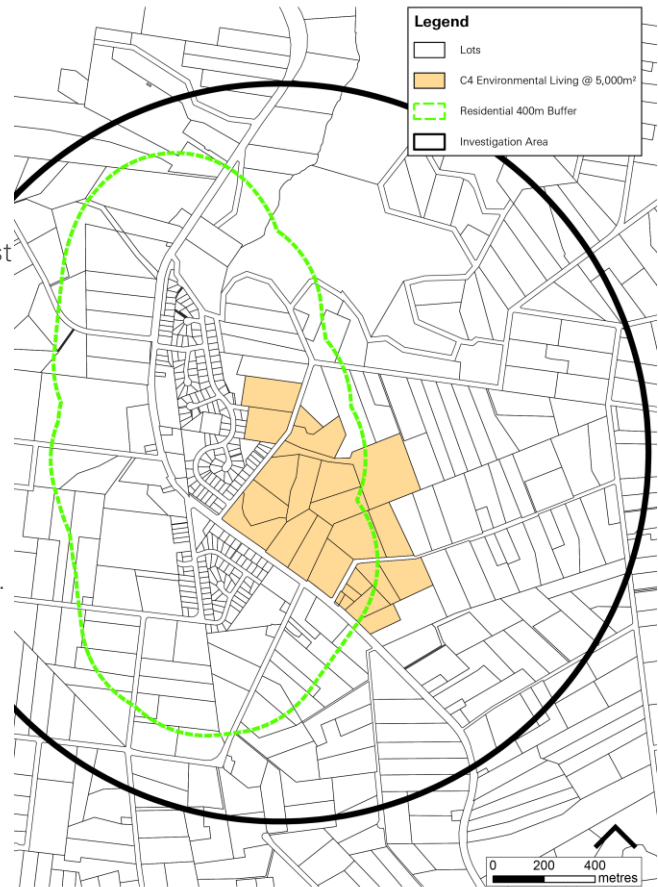
Figure 12 explores a 5,000m<sup>2</sup> lot size applied to land within 400m of the Village, consistent with the Rural Lands Study baseline approach.

In this scenario, a C4 Environmental Living zone would be applied to lots located within walking distance of the Village centre and existing low density residential area.

Lots of 5,000m<sup>2</sup> located close to the Village would assist transitioning from the low density Village to the large productive agricultural lots to the east of the village.

The scenario protects productive agricultural land to the east of the agricultural belt identified in Chapter 5. This is a priority of the RLS and reflected in community feedback highlighting the importance of retaining and protecting agricultural lands. As many submissions acknowledged, land use conflict between agriculture and residential land should be considered and managed.

The minimum lot size would address the preference for lots of 5,000m<sup>2</sup> and preservation of agricultural lands, but does not offer a greater choice in housing diversity or commercial floorspace to cater for the additional needs and requirements that new dwellings bring.



**Figure 12: 5,000m<sup>2</sup> minimum lot size, C4 Environmental Living (400m)**

## Village Radius Diversity

Figure 13 explores a combination of C4 Environmental Living 4,000m<sup>2</sup> and 5000m<sup>2</sup> lots as well as townhouses and commercial development.

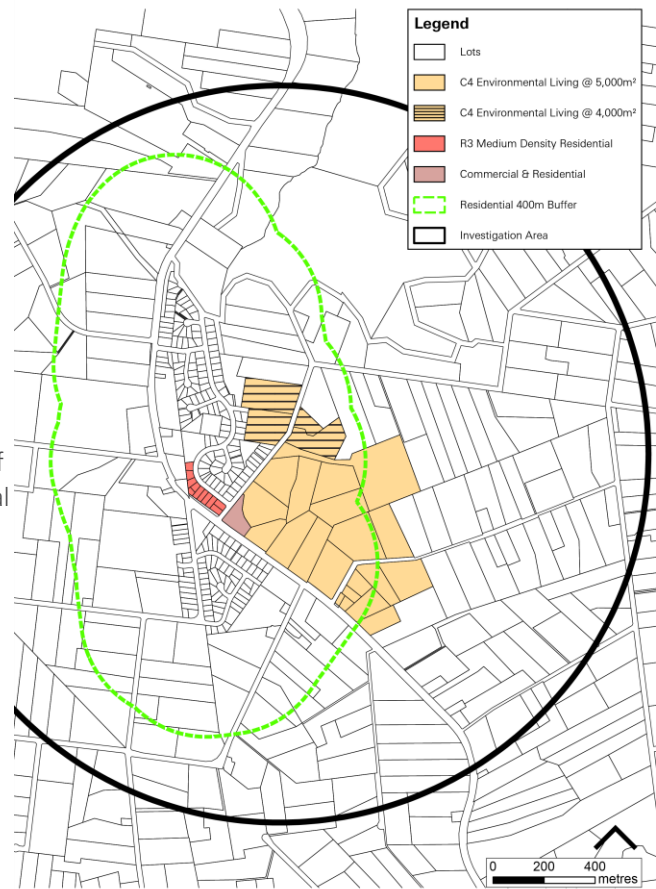
In this scenario, medium density and commercial developments would be introduced to expand the centre of the existing village around Old Northern Road and Cairnes Road. Townhouses would be permitted on existing low density zoned land in the area bounded by Old Northern Road, Cairnes Road, Tecoma Drive and Glenorie Public School. Residential and commercial development would be permitted on the north western corner of Cairns Road.

Lots of 4,000m<sup>2</sup> and 5,000m<sup>2</sup> within walking distance of the village would transition between residential and rural lands. The two minimum lot sizes would reflect the different opportunities and constraints identified in the area.

The potential 5,000m<sup>2</sup> lots contain a mix of flood and biodiversity constraints along Glenorie Creek, including dams. The 5,000m<sup>2</sup> lot size would allow flexibility in design to accommodate these constraints.

The potential 4,000m<sup>2</sup> lots to the east of Cairnes Road would allow new homes and a new perimeter road extending from the current Tekapo Road cul-de-sac north and joining Cairnes Road, improving connectivity and bushfire evacuation options and buffers for residents. There is potential for limited 4,000m<sup>2</sup> lots on the eastern side of Cairnes Road, as these lots have fewer constraints than those directly to the south and the current lot pattern is suited to 4,000m<sup>2</sup>.

This scenario would protect productive agricultural land to the east of the agricultural belt identified in Chapter 5 and address the preference for a mix of housing options in and around the Village. New commercial areas also provide the opportunity for diverse local shops and services. However, the inability of Sydney Water to service lots with sewer may delay medium density development.



**Figure 13: 4,000 and 5,000m<sup>2</sup> min lot size, mixed use and C4 Environmental Living (400m)**

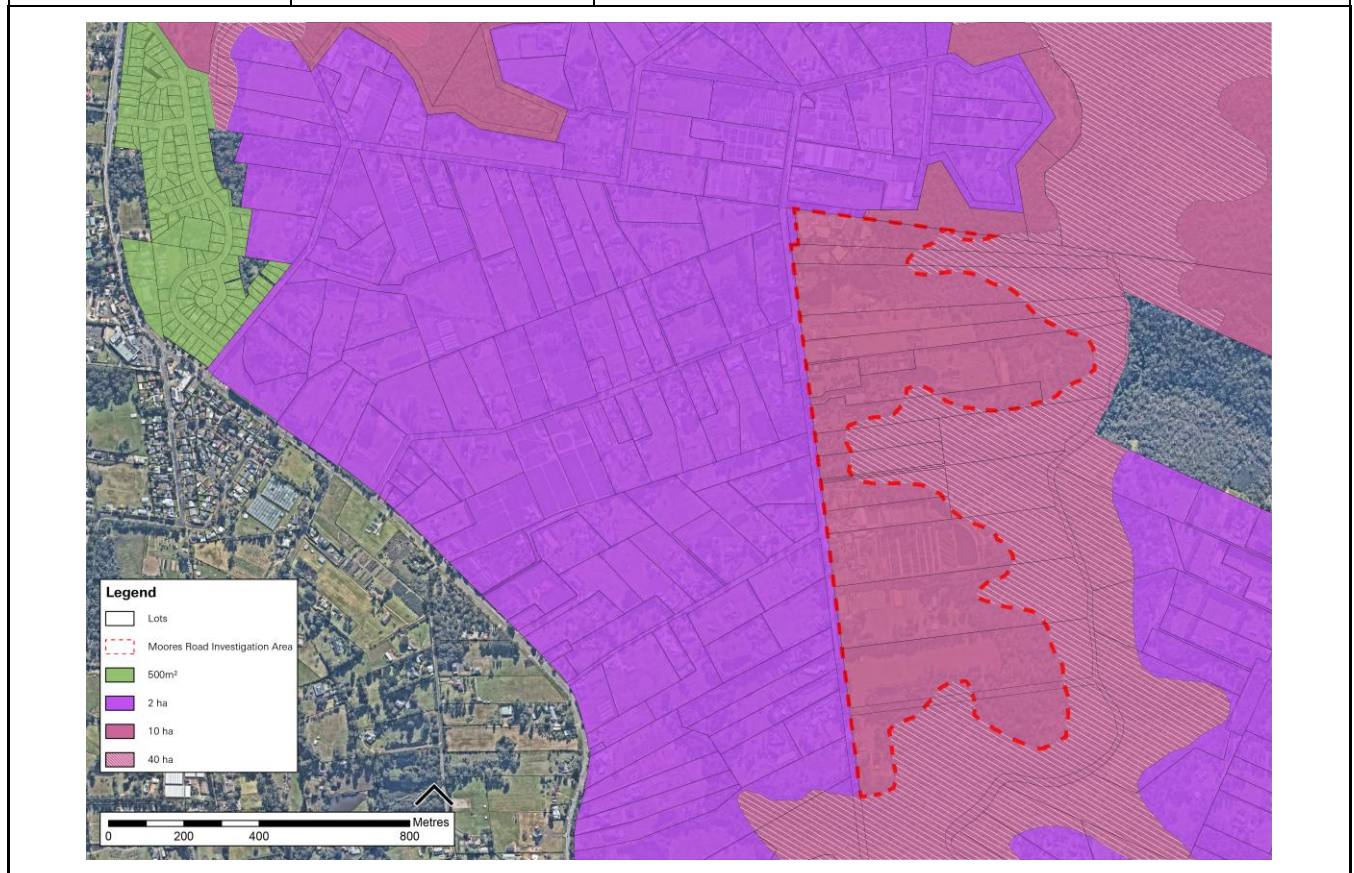
## 6.2 Moores Road

As discussed in the previous Chapter, the area to the east of Moores Road was highlighted for change in some feedback during community consultation on opportunities and constraints.

Moores Road is further to the east of the Village but is the subject of a separate Hornsby Rural Lands Study (Hornsby RLS) recommendation to review the possibility of harmonising minimum lot size requirements as outlined in Table 5.

**Table 5: Hornsby RLS – Northern Ridgeline Recommendation**

Principle	Recommendation	Potential Policy Implication
Harmonise planning controls in this landscape area while seeking to protect and enhance significant scenic landscape values.	Review the minimum lot size extent where minimum lot size transitions from 2 hectares to 10 hectares in the south-eastern part of the landscape area.	<p>The landscape qualities in this area are defined by a settlement pattern of predominantly 2 hectare lot sizes which indicates the current minimum lot size has largely been realised. In part of the landscape area, a minimum 10 hectare lot size applies.</p> <p>The preferred character in this location is based on picturesque rural ambiance, and the vegetation extent in the northern part of the landscape area is a key feature. Some further subdivision to a minimum lot size of 2 hectares may be appropriate in the investigation areas shown on the map, provided access/egress considerations, vegetation protection and bushfire protection can be maintained.</p>



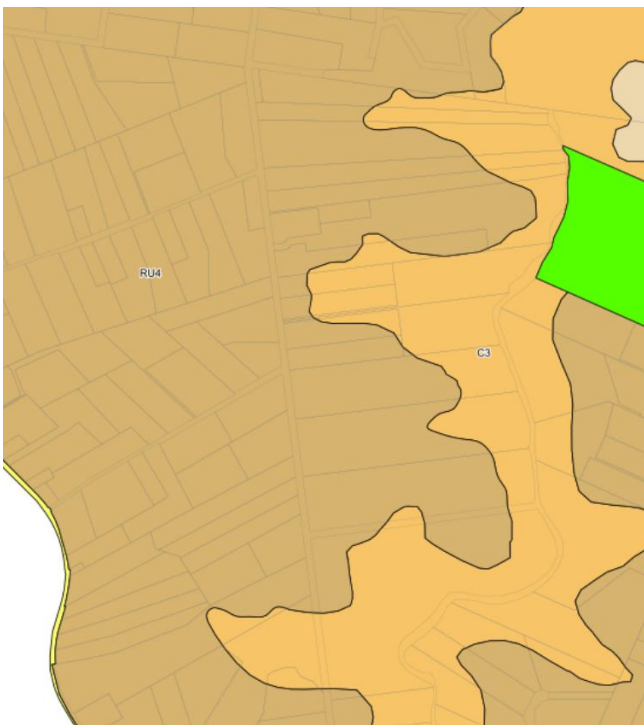
In response to community feedback and considering efficiencies in progressing the review alongside the Village investigations, preliminary planning and bushfire investigations were added to the project scope in relation to Moores Road. This is explored below.

## History of Planning Controls

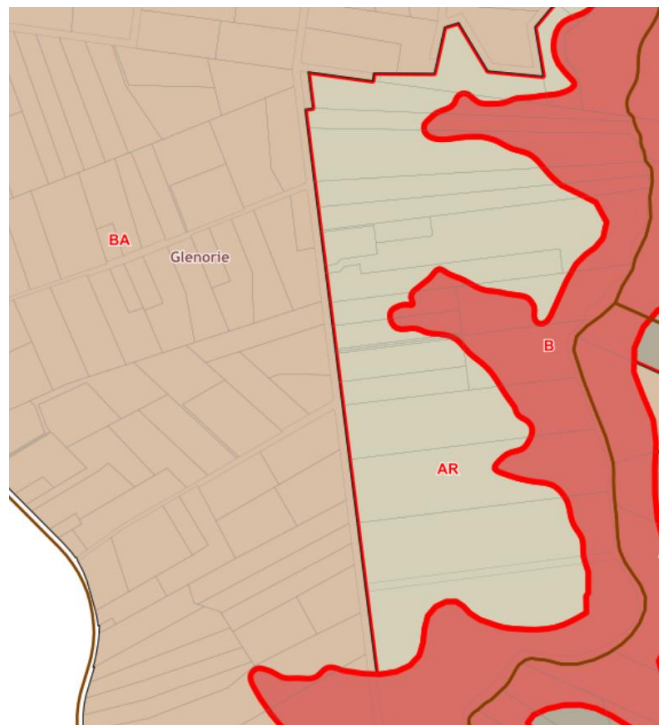
Under the Hornsby LEP 2013, Moores Road investigation area is currently generally zoned as RU4 Primary Production Small Lot. Many lots are split zoned and the rear leading to Colah Creek, where a C3 Environmental Management zone.

Within the investigation area, a 10ha minimum lot size applies, which aligns with the RU4 zone. A 40ha minimum lot size applies to the C3 Environmental Management lands that make up the rear of existing lots. The application of the 10ha minimum lot size within the investigation area differs from the 2ha lots sizes to the west, which are also zoned RU4.

Under the previous Hornsby LEP 1994, the currently zoned RU4 zoned land within the investigation area land was zoned 'Rural AR Large Holdings Rural Landscapes' with a 10ha lot size, while the RU4 zoned land to the west of Moores Road was zoned Rural BA Small Holdings Rural Landscapes with a 2ha lot size. The lot sizes were retained when the current Hornsby LEP came into force in 2013, however, the zoning was harmonised to RU4 for both areas.



**Figure 14: Hornsby LEP 2013 Land Use Zone**



**Figure 15: Hornsby LEP 1994 Land Use Zone**

Under the Hornsby LEP 1994 zone objectives and land use permissibility for the AR and BA rural zones, both zones had the intent of preserving rural character, allow for agricultural and compatible land uses and improving environmental qualities. Land use permissibility within the zones was the same, with exception that the AR zone also allowed stock and sales yards, which are not identified as current uses in the investigation area. Given the zoning is now consistent, being RU4, with the same zoned objectives and land uses, consideration of harmonising the lot size is warranted.

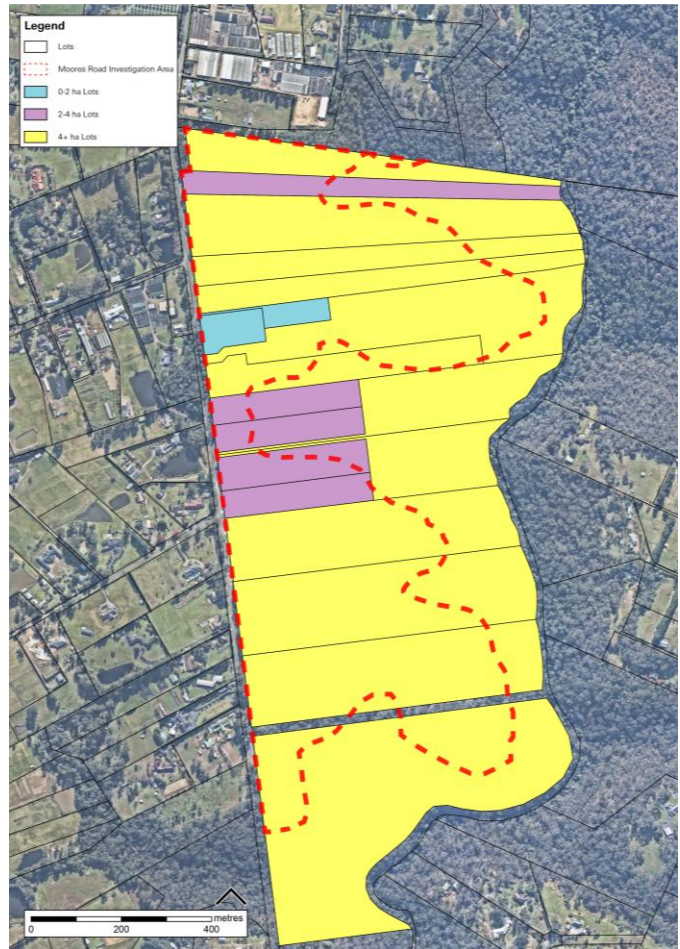
## Landuse and subdivision pattern

A desktop review of the Moores Road investigation area reveals a primarily rural character, with land used for a mix of agriculture and animal and boarding training establishments. A large medical technology firm, producing animal vaccines, operates in the northern part of the investigation area. Residential dwellings are generally oriented towards the front of properties, of varying sizes and setbacks.

At the street level, the varying width of lots within the investigation area translates to a varied character. Lots in the northern portion of the investigation area, where widths are generally around 60m, present as large lot residential with limited views to rural uses at the rear of properties. In the southern portion, where widths are well over 100m, clear views to rural land uses are present.

The western side of Moores Road presents similarly, despite having smaller lot sizes. This is because the 'narrow' fronts of lots are oriented to perpendicular roads, with longer side boundaries along Moores Road.

The investigation area includes 21 lots, ranging from approximately 1ha to 20ha. The distribution of lot sizes is shown in Figure 16. As shown in that figure, two lots (blue) are under two hectares, five lots (purple) are between two and four hectares, and 12 lots (yellow) are over four hectares. Almost all lots contain both RU4 and C3 zones, with C3 lands located towards the rear of allotments.



**Figure 16: Investigation area lot sizes**

## Bushfire risk

A separate Bushfire Constraints and Opportunities Report has been prepared by Building Code and Bushfire Hazard Solutions (see Appendix E) for the Moores Road investigation area. The report identifies a high bushfire risk in this area of Moores Road, with vegetation and slope to the east presenting a fire hazard.

There may be some potential for lot size harmonisation, particularly in the flatter areas of rural zoned land, away from bushland and the C3 zoning. However, further consultation would be required with Rural Fire Service and the Department of Planning, Housing and Infrastructure to confirm the suitability for any additional dwellings in the investigation area. This may also include consideration of site-specific mitigation measures, such as perimeter roads or asset protection zones. Further, planning controls may need to limit the number of additional homes that could be introduced into the area, rather than the introduction of a lot size change from 10ha to 2ha.

# 7 Recommendations

## 7.1 Glenorie Village Recommendations

The Village Radius Diversity scenario is most consistent with the original Rural Lands Study recommended approach and the key considerations for change outlined and explored in this report.

The scenario excludes land with high bushfire risk to the north, protects productive agricultural land to the east of the agricultural belt, and accommodates the preference for a mix of housing options in and around the Village. A mixed use residential and commercial area at the corner of Cairnes Road and Old Northern Road provides the opportunity for local shops and services on the Hornsby side of the Village. At the heart of Glenorie Village, townhouses are proposed for a small portion of lots already zoned R2 Low Density Residential. Although not mentioned in the RLS recommendations, housing diversity was a key issue raised during community consultation, with many indicating a desire to downsize from large lots but still stay within Glenorie. Medium density in this location would also assist in activating community land along Old Northern Road by orientating dwellings to face both frontages.

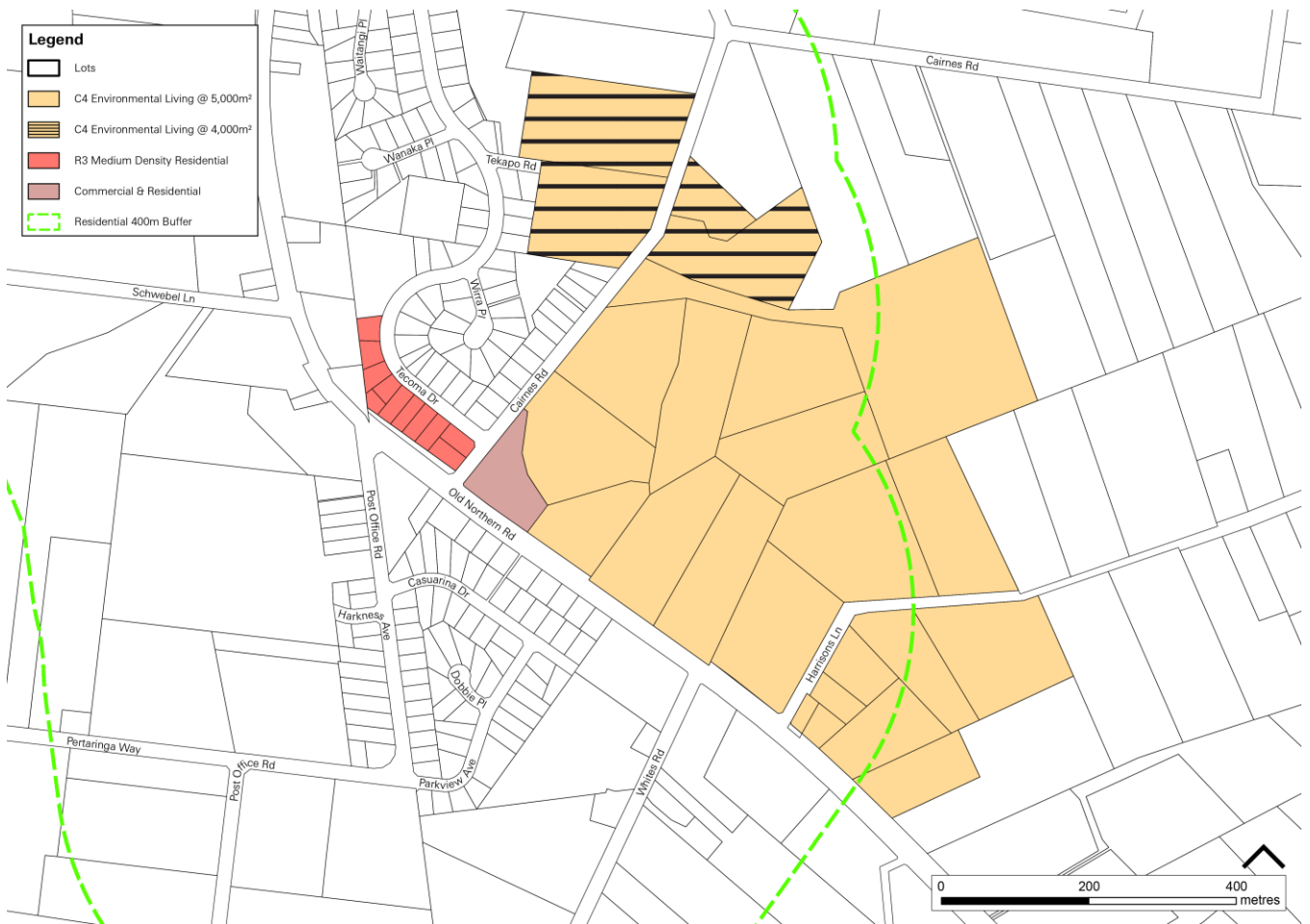


Figure 17: Recommended Scenario

The advantages and disadvantages of the Village Radius Diversity scenario are discussed in Table 6.

**Table 6: Village Radius Diversity Scenario advantages and disadvantages**

Advantages	Disadvantages
Introduces highest level of housing diversity for Glenorie Village	Uncertainty of sewerage capacity for medium density and commercial development
Medium density activates the Old Northern Road frontage and contributes to village centre	Requires coordination between land owners to achieve medium density redevelopment
Provides an opportunity for improvements at the heart of Glenorie and a better Old Northern Road interface	Medium density represents a change in character on the eastern side of Glenorie
Responds to community feedback for a range of allotment sizes and commercial floorspace	New roads may require a coordinated approach to development between landowners
Avoids significant bushfire constraints	New public roads are an important consideration in development feasibility
Protects productive agricultural land to the east of the Village	Possible delay of commercial site redevelopment due to potential existing long-term commercial leases and capability of OSSM
Provides a transition between the urban area of the village to large lot residential character and agricultural lands	May not meet expectations of some members of the community for greater change and increase in housing supply in the area
C4 Environmental Living buffer can protect rural character	
Precinct boundaries are determined by land capacity and surrounding land uses	
Lot sizes have been designed to provide space to accommodate flooding constraints	
Broadly aligns with RLS recommendations	

It is recommended that:

- Certain rural properties as shown in Figure 17 be rezoned from RU4 to C4 Environmental Living.
- To accompany the C4 zoning, the northern most properties as shown in Figure 17 have their minimum lot size reduced from 20,000m<sup>2</sup> to 4,000m<sup>2</sup> and the southern properties as shown in Figure 17 have their minimum lot size reduced from 20,000m<sup>2</sup> to 5,000m<sup>2</sup>.
- Certain R2 Low Density Residential zoned land as shown in Figure 17 be rezoned to R3 Medium Density Residential, noting this may be unlikely to be realised in the short term due to sewer servicing constraints.
- Part of the property on the southwest corner of Cairnes Road and Old Northern Road be rezoned to permit mixed use residential and commercial development.
- Pedestrian access across Old Northern and Post Office Roads be improved by exploring intersection improvements, a redesigned bus turn around area and expanded open space connection.
- A Place Plan be adopted to illustrate the above changes and corresponding public domain improvements which could be leveraged from the additional development.

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## 7.2 Moores Road Recommendations

There is merit for further consideration for reducing the minimum lot size within the study area to be more consistent with the 2ha lot sizes to the west of Moores Road.

However, the severe bushfire risk and split C3 Environmental Management zoning mean that potential for lot size rationalisation would need to be based on density of additional dwellings and evacuation routes.

It is recommended that:

- A Strategic Bushfire Study be prepared in accordance with Planning for Bushfire Protection and in consultation with the Rural Fire Service.
- Pending the outcome of the Strategic Bushfire Study, the ability of the area to accommodate lot sizes consistent with the surrounding 2ha area be determined including consideration of a suitable implementation pathway such as a new minimum lot size, a new lot averaging clause, or other methods to address bushfire and evacuation risk.

# 8 Implementation

This Section relates to the Glenorie Village recommendations and identifies the required amendments to the Hornsby LEP and Hornsby DCP to support implementation of the vision as well as how infrastructure is to be funded and delivered, barriers to delivery and potential timeline for delivery.

## 8.1 Amendments to Hornsby LEP

The following discussion outlines amendments to the Hornsby LEP required to implement the recommendations.

### Land Use Zoning

Improved housing diversity is best achieved through the introduction of a C4 Environmental Living (C4) zone. LEP Practice Note PN11-002 describes the attributes of the C4 Zone (noting that the reference to E4 below has been changed to C4) as follows:

#### *E4 Environmental Living*

*This zone is generally intended for land with special environmental or scenic values, and accommodates low impact residential development. This zone may be applicable to areas with existing residential development in a rural setting, which still has some special conservation values.*

*Where lands have higher conservation values, with more restrictive land use permissibility, an E2 or E3 zone may be more suitable than E4 zone.*

The C4 zone is the most appropriate zoning as it is suitable for facilitating low impact residential housing on land with important environmental and scenic values. Residential development in the form of dwelling houses is permitted with consent. However, medium to high intensity residential uses such as residential flat buildings and multi-dwelling housing are prohibited in the zone.

The zone objectives and permitted and prohibited land uses are as follows:

**Table 7: Zone Description – C4 Environmental Living**

Zone Description – C4 Environmental Living	
Objectives of the zone	<ul style="list-style-type: none"> <li>» To provide for low-impact residential development in areas with special ecological, scientific or aesthetic values.</li> <li>» To ensure that residential development does not have an adverse effect on those values.</li> <li>» To permit development that is compatible with the character, infrastructure capacity and access limitations of the area.</li> </ul>
Permitted without consent	Environmental protection works; Home occupations.
Permitted with consent	Building identification signs; Business identification signs; Dwelling houses; Flood mitigation works; Group homes; Home-based child care; Oyster aquaculture; Pond-based aquaculture; Roads; Tank-based aquaculture; Tourist and visitor accommodation; Water reticulation systems
Prohibited	Backpackers' accommodation; Farm stay accommodation; Hotel or motel accommodation; Industries; Local distribution premises; Service stations; Serviced apartments; Warehouse or distribution centres; Any other development not specified in item 2 or 3.

Part 3 Housing Code and Part 3A Rural Housing Code of the *State Environmental Planning Policy (Exempt and Complying Development Codes) 2008* do not apply to the C4 zone. As a result, redevelopment of individual lots for

dwelling houses would require the submission of a development application to Council where consideration of siting can occur.

The C4 zone land is protected under the *State Environmental Planning Policy (Biodiversity and Conservation) 2021*. The land would be subject to the provisions of Chapter 2 Vegetation in Non-Rural Areas which specifies that native vegetation must not be cleared without a permit granted by a relevant council. Additionally, a permit or approval would be required for the clearing of planted native vegetation and environmental protection works.

In addition to the above, a R3 Medium Density Residential zone would be introduced to facilitate the development of terrace style housing. LEP Practice Note PN11-002 describes the attributes of the R3 Medium Density Residential Zone as follows:

*R3 Medium Density Residential*

*This zone is for land where a variety of medium density accommodation is to be established or maintained. Other residential uses (including typically higher or lower density uses) are also permitted in the zone where appropriate. A variety of residential uses have been mandated to encourage housing choice and diversity in this zone*

The zone objectives and permitted and prohibited land uses are as follows:

**Table 8: Zone Description – R3 Medium Density Residential**

Zone Description – R3 Medium Density Residential	
Objectives of the zone	<ul style="list-style-type: none"> <li>» To provide for the housing needs of the community within a medium density residential environment.</li> <li>» To provide a variety of housing types within a medium density residential environment.</li> <li>» To enable other land uses that provide facilities or services to meet the day to day needs of residents.</li> </ul>
Permitted without consent	Environmental protection works.
Permitted with consent	Attached dwellings; Boarding houses; Building identification signs; Business identification signs; Centre-based child care facilities; Community facilities; Dwelling houses; Emergency services facilities; Flood mitigation works; Group homes; Home-based child care; Home occupations; Multi dwelling housing; Neighbourhood shops; Oyster aquaculture; Places of public worship; Recreation areas; Recreation facilities (indoor); Recreation facilities (outdoor); Residential flat buildings; Respite day care centres; Roads; Semi-detached dwellings; Seniors housing; Tank-based aquaculture; Water reticulation systems.
Prohibited	Any other development not specified in item 2 or 3.

The provision of the R3 Medium Density Residential zone would further assist in diversifying housing in Glenorie Village. The existing Celebrations bottle shop appears to have existing use rights and could be incorporated into a redevelopment on this land.

Due to the presence of flooding impacts on R3 zoned allotments, there would be limited opportunity for complying development to be undertaken on these sites under the Low and Mid Rose Housing Diversity Code.

## Minimum Lot Size

The changes would be accompanied by amendments to the Lot Size Map which should be read in conjunction with clause 4.1 of the HLEP. Land within the study area is currently subject to a minimum lot size of 20,000m<sup>2</sup>. The Lot Size Map would be revised to permit lot sizes ranging from 4,000m<sup>2</sup> to 5,000m<sup>2</sup>, with the smaller lot size closer to the existing Village.

## 8.2 Amendments to Hornsby DCP

The Hornsby DCP is broken into a series of land uses that help the user navigate to the correct part to access the relevant planning controls. The current land use related parts include:

- Rural
- Residential
- Business
- Community
- Industrial River Settlements

There are also subdivision and heritage parts. However, there is no Part of the DCP for the Conservation Zoning, and Place Plans applying to the Rural Villages have typically been incorporated in the Rural DCP. It is envisaged that the Place Plan for Glenorie would be added to the Place Plans in the Rural DCP, with an amendment to ensure the Chapter also applies to Rural Conservation lands.

The provisions in this part of the DCP apply specifically to land zoned C4 Environmental Living within the study area. The provisions would include the following:

- Preferred road network to provide appropriate interfaces as well as preferred rural road standards and other access requirements.
- Siting of dwellings
- Design, materials, and colours of dwellings
- Landscaping and tree protection
- Setbacks (existing)
- Vehicle access
- Street network
- Public domain improvements

The provisions would be finalised to come into force to coincide with the Planning Proposal phase.

## 9 Infrastructure Funding and Delivery

Any additional lots have the potential to increase the population, which in turn generates additional demand for a range of enabling and supporting infrastructure.

### Current Local Contributions Framework

Hornsby Shire Council's *Section 7.11 Development Contributions Plan 2020-2030* (the current CP) is the local contributions mechanism that applies to new residential development and subdivision in the LGA, and would apply to any future development applications. However, the current CP does not specifically envisage the additional lots that could be facilitated by the Place Plan, nor the new and augmented infrastructure required to support that growth.

### Updated Local Contributions Framework

At a minimum, a new or updated local infrastructure contributions plan would need to be prepared to assist fund the cost of infrastructure, and other infrastructure funding and delivery sources would be critical to realising the vision under the Place Plan.

The land is located in the North catchment of the contributions plan and the indexed contribution rate for a dwelling house, lot or exhibition home at 1 January 2025 is \$20,000. This is the maximum contribution rate that a Council can levy in accordance with the *Environmental Planning and Assessment (Local Infrastructure Contributions) Direction 2012*. This means that the Council would need to model the funding implications of preparing a new contributions plan, or updating the existing contributions plan, and the resulting funding gap that would emerge between the uncapped contribution rate (i.e. the actual cost of delivering infrastructure to support the Glenorie Place Plan) and the capped contribution rate.

The draft Glenorie Village Place Plan details the new public infrastructure planned to support the growing population and enhance Glenorie Village. Table 9 below provides initial cost estimates for this infrastructure. These estimates are high-level and based on IPART benchmark costs and IDC (Infrastructure and Development Consulting) assessments. It is likely that these costs would change as detailed designed are developed.

**Table 9: High level infrastructure cost estimates**

Infrastructure	High Level Costing (Approximate)
<b>Expanded Glenorie Memorial Hall Parkland</b> » Demolition, landscaping, footpaths, seating area, Park Lighting and new bus shelter	\$220,000
<b>Public Roads</b> » New public road connecting Tekapo Road to Cairnes Road, redesigned bus bay on Old Northern Road, street lighting and drainage works	\$1,100,000
<b>Intersection Improvements</b> » Roundabout at the intersection of Post Office and Old Northern Roads	\$350,000
<b>Village Entry Treatment</b> » Raised thresholds, landscaping	\$210,000
<b>Total Infrastructure Cost (Approximate)</b>	\$1,880,000

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# **Appendix A: Opportunities and Constraints Paper**

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# **Appendix B: Transport and Traffic Assessment**

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# **Appendix C: Flood Risk, Infrastructure and Utilities Opportunities and Constraints Report**

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# Appendix D: Feedback Summary Report

Available on Hornsby Shire Council Your Say:

[https://yoursay.hornsby.nsw.gov.au/download\\_file/1943/806](https://yoursay.hornsby.nsw.gov.au/download_file/1943/806)

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# **Appendix E: Moores Road Bushfire Report**

