

# **SNOWY RIVER DEVELOPMENT CONTRIBUTIONS PLAN 2008**

## **APPENDIX 5: BUSHFIRE SERVICES**

## **Acknowledgments**

This document was prepared following a review of the previous contributions plans adopted by Snowy River Shire Council on May 16, 2006. The document was put together by Dr Colin Seaborn of SOS Initiatives Pty Ltd, overseen by SRSC employees who are acknowledged below.

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## **1 SUMMARY**

This document serves as an Appendix to 'Snowy River Development Contributions Plan 2008' and provides:

- A summary of development contributions relating to the provision of Bushfire Services within the Snowy River Shire
- A brief outline of the methodology used to assess and define the value of the contributions.

The structure of this appendix is as follows:

- Immediately following this summary is a table stating the contributions applicable within the whole Shire.
- This is followed by a justification for the levying of contributions; a brief outline of the methodology adopted within this plan and details of the facilities for which the levy is being applied.
- A series of Attachments provides further information, including details of cost estimates.

## **2 CATCHMENT AREA AND CONTRIBUTIONS TABLE**

### **2.1 RELEVANT CATCHMENTS**

This appendix applies to the Snowy River Shire as a whole.

Catchments and the Shire boundaries are defined in the maps in Part C of the overall 2008 Contributions Plan Document. This Appendix is an attachment to that document.

## 2.2 CONTRIBUTIONS TABLE

Type of Dwelling/Premises	Unit of Measure for Contribution	Contribution Rate
Subdivision	lot	\$143
Dwellings - 1 bedroom	bedroom	\$82
Dwellings - 2 bedrooms	2 bedrooms	\$102
Dwellings - 3 or 4 bedrooms	3 or 4 bedrooms	\$143
Dwellings - > 4 bedrooms	bedroom	\$143 plus \$41 per extra bedroom > 4
Lodges, resorts & motels	room	\$41
Child Care Centres	Per 20 children > 20	\$143
Educational Establishments	20 day students	\$143
	6 boarders	\$143
Camping Grounds	site	\$143
Tourism facilities	100m <sup>2</sup> of floor space	\$72
Commercial & Industrial Developments	100m <sup>2</sup> of floor space	\$72

Notes:

- Where developments are over 50 beds (or the equivalent) they may be individually assessed to ascertain if on-site equipment should be provided in lieu of a contribution.
- When determining contributions payable for a particular development, consideration will be given to any contributions previously paid with respect to the subject land. Generally, development of an existing residential lot receives a credit towards development contributions otherwise payable, equivalent to the contributions payable on one lot. Principles outlining credits for different types of development are described in section 2.14 of the overall plan document.

### **3 OUTLINE OF METHODOLOGY**

#### **3.1 INTRODUCTION**

This appendix contains the procedures for administration, assessment and settlement of contributions and accountability, as well as a schedule of the specific rates for contribution. The appendix also contains the methodology for determining the contribution rates and the manner and timing of expenditure of the funds collected.

Attached to the appendix are various supplementary documents, which provide further discussion of its operation and administration. Included in the attachments are worked examples of the manner in which contributions will be determined for certain types of development.

#### **3.2 TITLE**

This appendix is called “Snowy River Development Contributions Plan 2008 – Appendix 5: Bushfire Services”

#### **3.3 PURPOSE**

The purpose of this Plan is to permit Council to levy contributions pursuant to Section 94, Environmental Planning and Assessment Act, 1979 for the provision of bushfire services and facilities within the Shire.

#### **3.4 AIMS & OBJECTIVES**

- to enable the Council to require as a condition of development consent contribution or dedication towards the provision of Bushfire facilities and services;
- to enable the Council to recoup funds which it has spent in the provision of Bushfire facilities and services in anticipation of development;
- to ensure that the existing community is not burdened by the provision of bushfire facilities and services as a result of future development;

#### **3.5 DEFINITIONS**

This appendix adopts the definitions contained in Part D of the overall 2008 Contributions Plan.

#### **3.6 THE LAND TO WHICH THIS APPENDIX APPLIES**

This appendix applies to all that land that is within the catchments listed in section 2.1 of this document.

#### **3.7 NEXUS**

An increase in the Shire's population and development creates additional demand for Council provided services which should be met by the incoming population resulting from increases in density as well as new development or redevelopment. All development that results in an increase in demand for

bushfire facilities and services including urban and rural subdivision, residential and rural housing, tourist accommodation, education establishments, commercial and industrial development will be levied to meet these increased demands.

For Council to be able to levy a contribution as a condition of development consent, the contribution must be assessed in accordance with this appendix.. This appendix establishes the nexus between the expected types of development in that area and the demand for additional Bushfire facilities and services.

Within Snowy River Shire fire district, as at March 2004, there are twelve rural fire brigades covering an area of 6,040 square kms and there are 700 volunteer brigade members servicing this area.

To adequately and safely fight fires, the local brigades need to be properly equipped and trained to provide the necessary equipment. Funding arrangements with the Rural Fire Service are approximately as follows:

- (a) Council including development contributions (13.5%)
- (b) State Government (13.5%)
- (c) Insurance Companies (73%) – effectively contributed by existing facilities in the shire through insurance costs. So is assumed to be part of overall community contribution.

In this contribution plan, nexus is demonstrated in the following terms:

**Causal** - the need for the facility or service must be a direct result of the development being levied:

As shown in Schedule B, it is estimated that that there will be significant growth in Equivalent Tenements in the Shire over the next ten years (average of 84 ETs per year). This will put increasing pressure on the need for adequate bushfire services across the Shire.

Following extensive community consultation after the 2003 fires, a detailed analysis of equipment and support needs has been undertaken by Council's Fire Control Officer with the assistance of the Department of Bush Fire Services and this is the basis of this contribution plan. Further details of equipment needs and their justification are shown in Schedule A.

**Spatial** - the service or facility must be near enough in physical terms to provide benefit to the development:

The whole shire is covered by this contribution plan on the basis that when large fires occur as evidenced by fire in early 2003, all property (including those in major centres such as Jindabyne) are either under threat or are adversely affected by road closures. Also, as experienced in Canberra in 2003, when there is a major bushfire, urban dwellings can be adversely affected. Therefore, based on this experience, risk assessments are not used to adjust contribution rates. It is also assumed in this plan that, in approving any new development, SRSC will ensure that bushfire risk is minimised for the particular location.

**Temporal** - the service or facility must be provided within a period of time to be of benefit to the development:

Only equipment and facilities expenditures in past 5 years or planned over next five years have been taken into account. These were identified through community consultation and reference to NSW Rural Fire Service Delivery Model (See Schedule A for more details).

### 3.8 CALCULATION OF CONTRIBUTION RATES

Formula adopted for calculation of contribution rates in Schedule B is as follows:

$$R = \frac{(E \times Y - B)}{N} + S$$

Where

- R = Base Contributions rate payable per Equivalent Tenement (ET)
- E = Cost of Facilities and Services (excluding State Government contribution of 13.5%) as per Schedule A
- N = No of additional ETs in shire from 2007/08 to 2016/17
- B = Balance in Bushfire Services section 94 account as at June 30, 2008
- Y = proportion of cost to be met by new development over the next 10 years based on additional ETs divided by total of new and existing ETs
- S = study/administration cost per ET – as calculated in Schedule C

Contribution rates can thus be calculated for new developments. For purposes of these calculations a 3 or 4 bedroom dwelling is regarded as the equivalent of 1 ET. These dwelling rates can be adjusted for any additional dwellings or residential flat buildings based on the number of bedrooms as indicated below.

For larger developments which are greater than 50 bedrooms an individual assessment will be carried out as it may be more appropriate that on site equipment be provided rather than a contribution made.

### 3.9 APPORTIONMENT

Where the existing population will benefit from new amenities and services provided, the cost of providing those amenities and services will be apportioned between Section 94 funds and other monies of Council. Apportionment rates are included, in the formula for contribution rates.

### 3.10 OCCUPANCY RATES

Based on the 1996 Census information and for the purposes of this Plan, the following occupancy rates and Equivalent Tenements (ETs) figures are adopted:

Dwelling Size	Occupancy Rates (persons)	Assumed ETs for Calculation purposes
One bedroom dwelling	1.6	0.57
Two bedroom dwelling	2.0	0.71



Three or four bedroom dwelling	2.8 to 3.6	1
More than four bedroom dwelling	3.2 plus 0.8 per extra bedroom greater than 4	1 plus 0.29 per extra bedroom

Assumptions related to other types of development are provided in schedule B.

### 3.11 REVIEW OF CONTRIBUTION RATES

To ensure that the value of contributions reflect the costs associated with the provision of public services and facilities, the Council will review the Plan (and appendices), and amend the contribution rates on the following basis:

- (a) The contribution rates will be reviewed at July 1 each year by reference to the Canberra All Groups Index for the previous calendar year (January to December), excluding the impact of the GST.
- (b) Annual review of completed works and amendment of schedules as necessary
- (c) Major reviews and repeal of Plan when required.

### 3.12 METHOD & TIMING OF PAYMENT

A contribution is payable:

- (a) in the case of a consent to development being subdivision – before the issue of a Subdivision Certificate to the applicant;
- (b) in the case of a consent to development where a construction certificate is required – before the issue of a construction certificate to the applicant;
- (c) in the case of Complying development under Division 3 of Part 4 of the Act, - prior to commencement of works;
- (d) in the case of a consent to any other development – before development is commenced.

### 3.13 PUBLIC AVAILABILITY OF FINANCIAL INFORMATION

In accordance with Clause 36(1), Environmental Planning and Assessment Regulation, 1980, copies of the following are available for inspection free of charge at Council during office hours.

- (a) a copy of the Section 94 Contributions Plan;
- (b) the contributions register;
- (c) an annual financial statement at the end of each financial year.

### 3.14 SAVINGS AND TRANSITIONAL ARRANGEMENTS

- (a) A development application that is submitted after the adoption of this Plan shall be assessed in accordance with the provisions of this Plan.
- (b) A development application that has been submitted prior to the adoption of this Plan but not determined shall be assessed in accordance with this Plan.
- (c) Developer contributions payable by way of a condition of a consent of a development application that has been determined prior to the adoption of this Plan but for which that condition has not been satisfied

shall be levied contributions in accordance with the provisions of this Plan.

## 4 SCHEDULE A

### 4.1 COSTING OF WORKS

#### Analysis

The equipment needs of Snowy River Rural Fire Service (SRRFS) and its twelve brigades were determined in early 2004 by the Operations Officer of SRRFS by taking into account the following:

- (a) The NSW Rural Fire Service – Service Delivery Model was used to identify the equipment needs of each of the twelve brigades based on the Total Fire Threat for each brigade. The Total Fire Threat score is based on a formula taking into account area bushfire risk, structural, transport, population and fire history. Based on this total fire threat score an equipment index is determined and this is translated into equipment needs for the particular brigade. (References: NSW Rural Fire Service – Service Delivery Model; Version 2.0 – March 2003, p 19 – 27).

This analysis indicated that for each of the twelve brigades in the SRRFS the following total fire threats, equipment indices, tanker and personnel needs were identified.

Brigade	Total Fire Threat	Equipment Index	Tankers	Personnel
Adaminaby	122232	11	2*Cat1 + 1*Cat2 + 1*Cat7	51
Anglers Reach	56	1	1*Cat7	15
Berridale	84718	10	2*Cat1 + 1*Cat7	63
Brothers	14804	7	1*Cat1 + 1*Cat2 + 1*Cat7	34
Dalgety	31761	8	2*Cat1	29
Dry Plains	17172	7	1*Cat1 + 1*Cat2 + 1*Cat7	42
Ingebyra	85083	10	2*Cat1 + 1*Cat7	47
Jindabyne	1875	3	1*Cat1 + 1*Cat7	27
Jindabyne East	634	2	1*Cat2	17
Numbla Vale	22848	8	2*Cat1	36
Rocky Plains	70161	9	2*Cat1 + 1*Cat7	35
Wollondibby - Snowy River	26175	8	2*Cat1	27

- (b) Following the extensive bushfire in the Snowy Mountains area and the Snowy River Shire in early 2003, a review of adequacy of the SRRFS was undertaken through community meetings and brigade debriefs that were held immediately after the fires. This identified a number of needs for fire services across the whole Shire.

#### Identified Needs

Based on the analysis provided above the following needs were identified:

- (c) Power supply to seven brigade sheds, quoted at \$110,000 in 2004 is now completed.

- (d) Communications – following an audit of current network, for the total estimated cost is \$150,000 to make it more effective. Communications expenditure is required to upgrade from low frequency to high frequency band radios. The RFS would like to buy @20 per year. This year 20 were procured at around \$2,000 per radio. A new repeater is also required on Big Bugtown within the next three years.
- (e) To satisfy legislation under the OH & S Act facilities to improve safety of sheds, toilets and food preparation facilities need to be installed at 16 brigade stations at an estimated cost of \$200,000
- (f) Enhancement of tanker fleet: There are 36 brigade tankers with the oldest being in excess of 35 years old. Where feasible, the fire district works on a five year tanker replacement program . Between 2005 and 2008 the following equipment was purchased:
  - i. 6x Cat 7 @ \$57,000 = \$342,000
  - ii. 1x Cat 2 @ \$71,000 = \$71,000
  - iii. 2x Cat 9 @ \$30,000 = \$60,000
  - Total = \$473,000

Between 2008 and 2013 the following equipment purchases are planned:

- i. 5x Cat 2 @ \$71,000 = \$355,000
- ii. 5x Cat 1 @ \$110,000 = \$550,000
- Total = \$905,000

Funding arrangements are that SRSC makes a contribution of approximately 13.5%, State Government 13.5 % and insurance companies the remainder (73%).

**Estimated Expenditure**

For purposes of calculating the Development Contributions expenditure and developments over the next ten years will be taken into account.

Expenditure Type	Cost (2008 Dollars)	Timing
Power Supply	\$110,000	2005 - 07
Communications	\$130,000	2007 - 2014
OH & S Facilities	\$200,000	2007 - 2014
Replace Tanker Fleet from 2005 - 2008	\$473,000	2005 - 2008
Replace Tanker Fleet from 2008 - 2013	\$905,000	2008 - 2013
Total	\$1,818,000	

## 5 SCHEDULE B

### 5.1 CALCULATION OF CONTRIBUTION RATES

The formula adopted for calculation of contribution rates is as follows:

$$R = \frac{(E \times Y - B)}{N} + S$$

Where

- R = Base Contributions rate payable per Equivalent Tenement (ET)
- E = Cost of Facilities and Services from 2005/06 to 2013/14 (excluding State Government contribution of 13.5%) ie. 86.5% of \$1,818,000 as per schedule A
- N = No of additional ETs in shire from 2006/07 to 2016/17 (843) – see table below for ET growth calculations
- B = Balance in Bushfire Services section 94 account as at June 30, 2008 (\$93,014)
- Y = proportion of cost to be met by new development over the next 10 years (being 12.7% based on additional ETs of 843 divided by total of new & existing ETs of 843 + 5799)
- S = study cost (\$16.66) – as calculated in Schedule C

#### Calculation per ET

$$\begin{aligned}
 R &= \frac{\$1,818,000 \times .865 \times .127 - 93,014}{843} + \$16.01 \\
 &= \$126.57 + \$16.01 \\
 &= \$143 \text{ per ET}
 \end{aligned}$$

#### Calculation of Equivalent Tenements (ET)

Based on the information and calculations in the overall Contribution Plan Document (Section 3. Part C.1 – Catchment Growth) the following growth figures have been used in the calculations. ETs in Shire as at June 2007 = 5799; Growth in ETs in Shire from June 2007 to June 2017 = 843.

Based on assumed ETs for different dwellings/premises the following contribution rates apply:

Type of Dwelling/Premises	Equivalent Tenements	Unit of Measure for Contribution	Contribution Rate
Subdivision	1	lot	\$143
Dwellings - 1 bedroom	0.57	bedroom	\$82
Dwellings - 2 bedrooms	0.71	2 bedrooms	\$102
Dwellings - 3 or 4 bedrooms	1	3 bedrooms	\$143
Dwellings - > 4 bedrooms	1 plus 0.29 per extra bedroom > 4	bedroom	\$143 plus \$41 per extra bedroom > 4

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Lodges, resorts & motels	0.29 per room	room	\$41
Child Care Centres	1 per 20 children greater than 20	20 children	\$143
Educational Establishments	1 per 20 day students	20 day students	\$143
	1 per 6 boarders	6 boarders	\$143
Camping Grounds	0.29 per site	site	\$143
Tourism facilities	0.5 per 100m <sup>2</sup> of floor space	100m <sup>2</sup> of floor space	\$72
Commercial & Industrial Developments	0.5 per 100m <sup>2</sup> of floor space	100m <sup>2</sup> of floor space	\$72

Notes:

- Where developments are over 50 beds (or the equivalent) they may be individually assessed to ascertain if on-site equipment should be provided in lieu of a contribution.
- When determining contributions payable for a particular development, consideration will be given to any contributions previously paid with respect to the subject land. Generally, development of an existing residential lot receives a credit towards development contributions otherwise payable, equivalent to the contributions payable on one lot.

During the major fires in early 2003, two factors became apparent:

1. Bushfire Services were required to protect towns and their access roads as well as rural regions. As a result brigades were not limited to their own geographic area.
2. A large number of areas were at risk (including Jindabyne) irrespective of previous perceptions of risk.

Therefore, it is assumed to be appropriate to spread the bushfire contribution charge equally across the whole shire irrespective of location.

## 6 SCHEDULE C

### 6.1 PREPARATION AND REVIEW OF CONTRIBUTION PLAN

#### Nexus

In order to establish the contribution rates under this plan, the Council has had to undertake a contribution study over the whole Council area. The capital costs of this study were required in order to identify the types of facilities and services for which a contribution may be made, the extent of the benefiting population, the cost of the required facilities, the proportion which may be "reasonably" levied as a Section 94 contribution, the actual contribution rates and the preparation of the implementation schedules. These works and cost incurred are outside the work normally undertaken by Council's Environmental Services Department. It is therefore reasonable to seek the recoupment of these costs.

To cover the capital cost of this study and any additional studies undertaken in the future, it is reasonable for the Council to levy charges from developers under Section 94. The cost of future contribution plans, prepared in response to particular developments, should be recouped from the specific area.

Base Contribution Calculation per Equivalent Tenement (ET)

$$\begin{aligned} &= \frac{C + R}{N} \\ &= \frac{\$5000 + \$8,500}{843} \\ &= \mathbf{\$16.01} \end{aligned}$$

Where

C = Cost of 2005 study - \$4000; Cost of 2008 study - \$1000

R = Cost of updates during period 2008/09 – 2017/18 = \$8500 (being 9 annual updates/administration at a cost of \$500/ yr to update CPI & other factors plus a full review of this plan after 5 years @ \$4000)

N = Estimated number of ETs to be created over next 10 years