

Govt promises MO law will return

The NSW Minister for Urban Affairs and Planning, Craig Knowles, has promised that the Multiple Occupancy legislation scrapped by the former Coalition government will be reinstated following an upcoming review and his personal inspection of some local MO communities.

However Lismore City Council might beat the government to the punch by adding a provision for new MO's in its Local Environment Plan when the 2020 Strategic Plan is considered by the post-election Council, probably in November.

On the other side of the coin, Deputy Mayor Frank Swientek has said that the Minister would be "very remiss if he didn't discuss his proposal with Lismore, given that we're the MO capital of Australia ... the issue needs to be debated very thoroughly and the rating anomalies must be addressed".

During Council debates in late 1994/95, Cr Swientek referred often to the rate advantages he claimed were enjoyed by MO residents. This week, on hearing of Mr Knowles' view, he told *The Echo* that a "Larger population and less income could bankrupt this city. The Minister would be well advised to look at rating MO's".

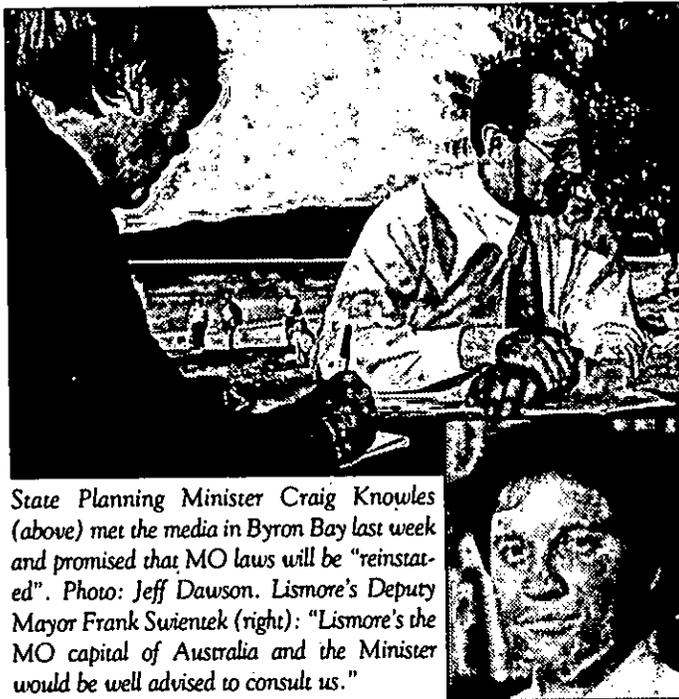
Cr Swientek, who, like the Minister, belongs to the ALP's right faction, said he had tried, unsuccessfully so far, to contact Mr Knowles and would continue to do so.

The on-site MO visits proposed by Mr Knowles are unlikely to take place until the close of the next parliamentary session in December.

Even if the Government pulled out all stops, it would take several months to bring in a law allowing new MO's.

Mr Knowles, who is the first State Labor Government minister to visit the Far North Coast since the March election, was in Byron Bay last week to approve an amendment to the Byron Shire LEP which would allow construction of the Brunswick Heads By-pass.

While there he told *The Echo* that the "issues pertaining to MO's had been very well canvassed and I recognise levels of concern on both sides of the debate".



State Planning Minister Craig Knowles (above) met the media in Byron Bay last week and promised that MO laws will be "reinstated". Photo: Jeff Dawson. Lismore's Deputy Mayor Frank Swientek (right): "Lismore's the MO capital of Australia and the Minister would be well advised to consult us."

Mr Knowles' reference was to the often-heated debate surrounding State Environmental Planning Policy (SEPP) No. 15, the law permitting MO's which was abolished by the Coalition's Minister for Planning, Robert Webster, in December. The legislation, brought into force in 1988, ceased to be law from February 1.

The then-Government ruled that councils may put in place their own planning instruments permitting MO developments. Lismore Council, whose area contains 64 MO's, more than any shire in NSW, decided against doing so.

Both Mr Webster's announcement - which followed a consultant's review of SEPP 15 - and Lismore Council's decision resulted in strong protests from present and prospective MO residents, while the pro-development lobby supported the move, having long complained that MO dwellers were gaining unfair rating advantages.

These are the "sides of the debate" whose views Mr Knowles seemed so aware of last week. In the election, both the unsuccessful Labor candidate for Lismore, John Maxwell, and a successful ALP candidate for the Upper House, Janelle Saffin, supported restoring the MO law.

Although Cr Swientek told *The Echo* that he doubted it had "ever been a Labor policy", the Minister wrote last week to Lismore Councillor Diana

Roberts, a member of the peak Pan Community Council of MO's, indicating that a reinstatement was "In accord with the new Government's pre-election policy".

MO's impress

Last week's Lismore City Council meeting considered the detailed review of MO's compiled by planner Malcolm Scott who said that "generally 'things appear OK' in terms of compliance with approvals".

The review showed that there are 413 approved dwellings, the great majority being owner-occupied. Effluent disposal and water supply were acceptable. The spare capacity on MO's was estimated to be 396 sites.

It said most were on land not regarded as prime crop or pasture land and most had "not developed to their theoretical maximum". The future of MO's on rural land would be clarified by the outcomes of Council's 2020 Strategic Plan and "when the State Government 'plays' its hand".

Commenting on the review's outcome, Peter Hamilton of Pan Com said that "It's clearly not the defective situation that was being implied some time ago". - R.O.

Knowles checks the lie of the land

PLANNING MINISTER

Craig Knowles made his first visit to the Far North Coast last Wednesday. He turned up in Byron Bay for a press conference at the Beach Hotel and was promptly swamped with journalists, tv crews, and local residents including a deputation of aboriginal people to discuss land claims and north ocean shores. The owner of North Ocean Shores, Mr Chum Vidgin, also arrived from Brisbane hoping for some communication from the

Minister on the rumours of further offers for more of his land. He had an interim protection order slapped on much of his land by the new government but has heard little from it since. Mr Knowles inspected the area in company of CONOS members Stan and Val Scanlon but did not inform Mr Vidgin of his visit.

Mr Vidgin is waiting to see if the Government plans to buy any more of his land in addition to the 325 hectares the previous government bought earlier this



A pensive Minister for Planning, Craig Knowles, is interviewed by Nicholas Shand at Apex Park in Byron Bay last Wednesday.

year. He was not impressed by the fact that the Minister went to see his land without either telling him or inviting him along.

Mr Knowles said he had to have further discussions with Environment Minister Pam Allen before any purchase decision was made by the Minister responsible for crown lands, Kim Yeadon.

Mr Knowles did announce he had finalised rezonings for the Brunswick Heads bypass. Compulsory acquisitions of land have now been completed and the

decks are now clear for the tendering process for construction.

Asked about Multiple Occupancy, Mr Knowles said he would be reinstating the State Environmental Planning Policy (SEPP 15) on MOs despite the fact a current review of the matter has not yet been completed.

He was considerably less forthcoming on premier Bob Carr's 'hit list' of bad planning decisions. He agreed that once they had been given Council consent there was little he

could do about, for instance, the case of the Taylor's Lake development. He said he would, however, refuse any rezonings allowing the expansion of the development. It also appears there is nothing he can do to stop the eight town houses on one lot in Suffolk Park.

News

Council faces dilemma over MOs

By
JOHN GEDDES

THE FUTURE of Multiple Occupancy housing developments in the Tweed is still undecided.

Tweed Shire Council last week decided to not to prohibit MOs until a policy on how to handle existing developments was formulated.

Council officers recommended that the Tweed Local Environmental Plan be amended to make MOs prohibited in all areas of the Tweed shire.

But councillors said there was a moral and ethical responsibility to protect people who had been living

on MOs for up to 11 years.

Cr Trevor Wilson said if the council planned to change its LEP, there needed to be a careful study of the likely repercussions.

"Prohibiting multiple occupancies would immediately create several hundred more illegal dwellings," he said.

"There has been little consultation with the people who will be most affected. There is no need for speed, let's find a way to deal with existing MOs first."

Council's director of development services David Broyd said there were a number of disadvan-

tages in the existing policy on multiple occupancy developments that affected both the council and the general community.

There were inequities in the way in which MOs were treated compared with other forms of rural residential development.

He said MOs were allowed housing densities well above those normally permitted and there was little opportunity to recover the costs of development.

MOs had an unpredictable impact on the rural population and made planning for services and facilities difficult.

Developers and ratepayers across the shire generally subsidised services and facilities to MOs because they did not contribute developer contributions.

The existing rating system took no account of the number of dwellings on MOs.

Mr. Broyd said additional time and resources had to be allocated to multiple occupancy developments in terms of monitoring approvals and collection development contributions.

Several MO residents have spoken out against the style of development and called for conversion to community title.



● Cr Wilson
'little consultation
with the people
affected'

Tweed Heads
Daily News
17.3.95

Controversial Mt Warning project approved

Yes to eco-dream

By
JOHN GEDDES

A **CONTROVERSIAL** plan to develop a 25-lot "nature-lovers" community at the base of Mt Warning has been given the green light.

Tweed Shire Council this week approved an amendment to the Local Environmental Plan to allow the community-title settlement to go ahead on the 120-hectare wildlife refuge.

The decision brings closer to fruition the nine-year dream of former Mt Warning Caravan Park owner Doug Davidson to establish a community that would care for the environment and local wildlife.

The council has imposed strict condi-

tions including a sunset clause on a development application for the staged development of the site within two years of the gazettal of the plan.

The owners must carry out an extensive Fauna Impact Statement and lodge it with their first development application and must include an integrated effluent system to protect local water-courses.

They will also be responsible for the widening and upgrading of the Mt Warning Road/Kyogle Road intersection at a cost of almost a quarter of a million dollars.

The Davidson family must enter into a legal agreement with the council to rehabilitate the former grazing land, and into

a conservation agreement with the NSW National Parks and Wildlife Service to manage it.

During debate on the development, councillors expressed misgivings but said, given the history of the Davidson's property, it was the right decision.

Cr Ron Cooper said he feared the "hidden costs" for the road works, sewerage system and fauna impact study could kill the project before it got off the ground.

Cr Bruce Graham said he had grave concerns about the ultimate success of the community. It would be difficult to get 25 families to all "pull in the same direction".

His support was on the basis that it was definitely a one-off situation.

But Cr Trevor Wilson said his concern was that there were a lot of people who had Environmental Protection zonings on their properties, and they would "kill for an opportunity like this".

Council's decision would be a hard one to defend.

Mr Davidson first floated the idea for a multiple occupancy development on his property in the mid-80s.

In 1991 he announced plans for a futuristic wildlife sanctuary for conservation-minded families under community title legislation.

Families living there would volunteer to carry out rehabilitation work, tree planting and fauna care.

Tweed Heads Daily News 17.3.95

Di, Is this the MO we discussed recently?

Peter.

Appears not to be an MO, the plan used here in generic sense.

WEEKENDER

Svein studies district MOs



Researcher Svein Wesenlund is writing a thesis on multiple-occupancy developments and has been visiting examples in the Lismore area and staying on them.

By JENNIFER SOMERVILLE

THE social dimension of multiple-occupancies in the Lismore area is to find a place in Norwegian social anthropology.

Researcher Svein Wesenlund, of Norway, is visiting Australia to write a thesis on the subject.

As a postgraduate social anthropology student at the University of Oslo, Svein decided to research alternative communities.

He considers that Australia has many years more experience than Norway, where such communities are not common.

So he is spending 10 months living on two multiple-occupancies in the Lismore area.

As well as carrying out his necessary research he is sharing the tasks of the MO dwellers while observing the differences and similarities between the two communities.

"In Australia, hardly any research has been done in depth on alternative communities," he said.

"They are like modern 'tribal societies' and certainly worth researching".

Svein has found an almost complete ignorance of the social dimension of MOs, with most discussion concentrating on physical aspects such as a community's size, density of people, topography, rating/tax issues, bushfire plans, water systems or roads.

"All these issues are important, but equally so are the way people interact and participate, and their experience of sharing resources and values in an MO's social organisation.

"This social dimension is tricky to get a hold on and it's difficult to measure in an equal way that the physical development is done, with its focus on numbers and statistics." Svein finds that 'MO' is basically a technical term.

"What happened to the term 'alternative community', or even better, 'intentional community?' he said.

Svein's research has shown that no MO is the same as another, with those in this region covering a broad spectrum from strata-title types to more commune-based types.

He claims that the current debate on MOs does not explain why it is so important for some people who want to establish, or are living on an MO, not to subdivide the land, and to examine the rating issue.

He has found that 'community title', with people able to sell their share without asking their neighbours, and almost anyone able to buy into the land, is contrary to some major aspects of the ideology shared by people living on MOs.

This is a belief in low-cost land and housing, pooling of resources and socio-psychological well-being and learning.

Norwegian looks at social aspects of collective life

"In the organisational structures of some MOs, you can't have a close decision-making process about members' main activities, goals and use of land if they don't own the land in common, participate and decide as a whole group. This is a very important aspect of their lives," he said.

"Claims that MOs are not paying their fair contribution towards a council's provision of services, because 15 households on an MO can pay the same rate as one house on a similar piece of land, show a lack of understanding of the term 'pooling of resources'.

"Many MOs maintain their internal roads at their own costs; are on solar power and build composting toilets which save water and protect the environment.

"But resources also means social resources. Living on an MO, I believe, reduces social isolation, allows single parents to share child care and learn from more experienced parents, reducing the demand on health and welfare services."

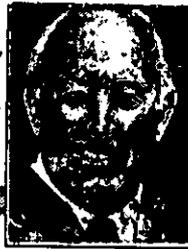
Council's meeting on Tuesday night dealt with a motion which sought to have included in Council's Local Environmental Plan an enabling provision for single title multiple occupancy of land. The motion was defeated.

The debate was somewhat emotional at times and mostly failed to assure people who already live on this type of multiple occupancy that their chosen lifestyle was not in jeopardy.

What the decision of Council has sought to do is to bring to an end the inequitable situation that has occurred over the last 20 years with single title multiple occupancy of land, where one Council rate assessment is divided up into as many ways as there are legal units on that

land. This has been the main bone of contention in the wider community and has also been a worry to some multiple occupancy unit holders themselves. I am advised.

The occupancy of land in such a way as to achieve a community lifestyle is still available under the provisions of community title. Unit holders in both are responsible for the capital cost and maintenance of their internal infrastructures such as internal road, water supply etc. As mentioned earlier the single title multiple occupancy dweller pays a share of one property rate. The community title dweller is rated separately and at a level of rating appropriate to the provision of infrastructure such as roads outside the community property.



COUNCIL COMMENT

by John Crowther

Multiple occupancies in the form of community title is an acceptable development by the widespread community and as such is capable of eliminating the concerns surrounding single title multiple occupancy and certainly able to satisfy the expectations of those who enjoy a communal lifestyle.



NEW SOUTH WALES
GOVERNMENT

DEPARTMENT
OF PLANNING

Review of SEPP No. 15 Multiple Occupancy of Rural Lands

The Department of Planning advised in early February that it is currently reviewing State Environmental Planning Policy No. 15 — Multiple Occupancy of Rural Lands. As part of the review, Byron local government area has been selected as one of six case study areas.

A survey has recently been distributed to multiple occupancy residents. A consultant appointed by the department, Christopher Murray, will be available to discuss the review and the survey at:

**9.00am to 3.00pm
Friday, 25 March 1994
Byron Council Chambers
Cnr Lawson and Fletcher Sts
Byron Bay.**

Survey forms are to be returned by Thursday, 31st March 1994.

Appointments can be made by contacting Sarah Shaw at Byron Council on (066) 85 6500.

Written submissions are also invited from interested parties within the local government areas. Submissions can be forwarded to:

**Department of Planning
Northern Regions Office
PO Box 6
Grafton, NSW 2460.**

They should be received by Thursday, 31st March 1994.

Inquiries:

Leigh Knight Department of Planning (066) 42 0622	Brenton Dickins Purdon Associates Pty Ltd (06) 257 1511
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MO bandwagon

THE MO bandwagon is alive and well, so I reckoned it's time I hopped on board too!

A: It's good ! B: It's bad !

The MO does give cheaper land and unfairly cheap per household rates so far as councils and many ratepayers are concerned.

Community sharing is a new catch phrase used as a beneficial point. But to many this type of land sharing is a sinful waste of productive land as little food, if any, is produced on them.

Thus not as sharing perhaps as village or town living. Yes, it's affordable housing — but unfortunately, while there are some very good MOs and very nice residents, most remain un-utilised land — unplanned, unserviced and mostly unserviceable vast areas.

As it is, councils have a problem not only with costing services, but very importantly, limiting village size so as to avoid wasting our very very fertile and highly productive agricultural land — thus the limit put on Dunoon and now opening up of Wyrallah village as the new development area.

What a mess we would have if MOs were allowed to dot the region.

There must be council limits to MOs.

**L G ROSER,
Wyrallah**

MO debate

LISMORE Council has sent yet another swagful of ratepayers money down the drain with their loss in the Land and Environment Court over the Jiggi MO.

Now Mayor Crowther wants to throw more good money after bad in his call for council to appeal against the judges decision.

Won't these buffoons ever learn, estimated \$40,000 in court costs fighting the MO at The Channon and lost.

Two losses in a row at such enormous cost to the community doesn't say much for the competence of this council.

What makes the recent loss even more appalling and wasteful is that council was offered a way out of the controversy surrounding the proposed MO by the owners of one Jiggi land late last year.

The owners offered to reduce the number of house sites to appease the vocal locals who were leading the council by the nose in their opposition to the MO.

They asked council to enter into mediation with them and local opponents under the auspices of the Land and Environment Court so that an amicable solution could be found for all concerned parties.

Above all the owners wanted to avoid the useless waste of time and money involved in going to court.

From the beginning local residents claimed they were not against the MO itself, but one side of it.

A door knock survey of Davis Road residents (where the MO is located) by myself and another shareholder in the land found a majority were not opposed to an MO with reduced house sites.

A minority group of mean spirited residents in league with a similarly mean and bloody minded majority of councillors voted down the proposal.

Only the three females councillors and Ken Gallen had the common sense and sense of fair play to vote for it.

The upshot has been the approval by the court of the original proposed 16 house site MO and an enormous legal bill for both sides.

Please remember this when voting in the September council elections.

PETER WISDOM,

Lismore

6. THE NORTHERN STAR, TUESDAY MAY 6

9.5.95

MO appeal considered

After convening in closed session during Tuesday night's meeting, Lismore City Council has decided to seek further legal advice before deciding whether to lodge an appeal against the Land and Environment Court's recent overturning of its rejection of a proposed 16-lot Multiple Occupancy for land at Davis Road, Jiggi.

In a Mayoral Minute tabled in open Council, Mayor John Crowther presented legal advice from Council's

barrister, Greg Newport, stating that "In my opinion, the Judge made an error in law (at least one, maybe more, but I will check all exhibits before concluding how many!)" and that "An appeal to the Supreme Court will, in my opinion, overturn the Court's decision handed down on April 24,

1995".

As reported last week, the Court strongly endorsed the appeal lodged by the developers, Jonathan and Theana, who in the past year have not only lost the support of Council but of a significant number of their MO shareholders. Jonathan told *The Echo* this week that he intended to sue Council for damages because of its "malicious attitude" towards him.

Council's legal opinion to date centres on the Court's rejection of the need for Davis Road, Jiggi to be upgraded at the applicant's expense. This is of "major concern", Mr Newport has advised Council: "Clearly if this becomes the norm, Council will have an enormous problem with all future subdivisions where any form of road upgrading is required".

The MO's organisation known as the Pan Community Council has called on the Council to accept the "reality of MO/communities", noting that in the last six months the Council had lost two MO appeal cases in the Land and Environment Court.

"At the very least the Council should be considering the use of mediation as a cheaper and more effective alternative", Pan Com's Simon Clough said, adding that MO's provide an "enormous boost to the local society ... the new Carr Labor government has pledged itself to reinstate the statewide MO policy withdrawn by the Coalition. Surely it's time that Lismore Councillors did some direct talking to Pan Com and MO communities to resolve any differences they might have".

See Editorial on page 5.

NR Echo . 18.5.95

Council to appeal Court's M.O. approval

In a closed session on Monday night, Lismore City Council voted 6/3 (Crs Gallen, Hepburn and Spash were absent) in favour of lodging a legal appeal against a recent decision by the Land and Environment Court to approve a 16-lot Multiple Occupancy proposed for Davis Road, Jiggi.

Aware that any appeal against Justice Bannon's decision must be lodged by this Friday, May 19 the Council decided to lodge its appeal on the basis of advice from barrister Greg Newport that there were valid grounds for such action.

However it also decided to obtain a second legal opinion on "the opportunities of lodging a successful appeal". The option remains for it to withdraw the appeal should contrary or cautionary advice be received.

The Echo understands that the second opinion will cost between \$2,000 and \$3,000. The cost of the appeal has been estimated by Council to be an additional \$10,000. The appeal would not be heard for two or three years hence.

Meanwhile, Jonathan (he uses only one name), the organiser of the MO syndicate and a major shareholder in it, has begun legal action of his own. This matter will begin its run in the Land and Environment Court this Friday, the same day as the deadline for Council's lodging its appeal.

Jonathan has engaged Lismore solicitor Keith Graham to seek costs - put by Jonathan at \$62,000 - against the Council as well as damages compensation - an unspecified amount - with respect to the MO application. Council will seek a legal

opinion on whether councillors might be personally liable if Jonathan's action succeeds.

Mr Graham is acting on the basis that he would receive one-quarter of all compensation recovered from the Council.

Jonathan has often claimed that the Council was "prejudiced" against him and was not willing to evaluate his MO application on its merits. He has taken this complaint to the Minister for Local Government.

The Mayor and others were "obstructive and pejorative in comments" made to the applicants and in Council meetings, he has claimed.

He believes that support for his views came in Justice Bannon's April 24 decision upholding his own appeal against the Council's refusal.

It has been estimated that Council spent \$30,000 to defend its decision. Justice Bannon's judgement noted that "The Court is not constrained to abandon

consideration of the application ... simply because amendments are proposed". It is these amendments which - although Council will not yet reveal its hand - are expected to form the basis of its appeal.

At Monday's meeting, two Jiggi residents spoke against the development, while one MO shareholder supported it. Jonathan attended but did not speak: "I'll only speak now to Council through the courts", he told *The Echo*.

Crs Carson, Irwin and Roberts were against proceeding to appeal.



Would-be MO developer Jonathan...claims Lismore Council is "prejudiced" against him.

MO shock Wed Oct 19

I AM appalled at the recent decision by the National Party's Minister for Planning to scrap the state wide multiple occupancy (MO) policy.

State Environmental Planning Policy 15 (SEPP 15) has been the only way that low income people have been able to band together to buy rural land and build their own low cost homes.

These are not people who have been on the public housing list waiting the eight years or so for their name to come up, they are people who have taken initiative. Multiple occupancy is not a soft option.

MO dwellers have to provide, not only their own housing but also their own finance, water, waste disposal, roads, power, in fact all the normal infrastructure.

The way Mr Webster has gone about making his decision to revoke SEPP 15 has been inadequate in two major ways:

1) A consultant who was retained to review the policy had little or no experience with MO. The review was not thorough with one day being spent in Lismore where there are over 60 MOs. In fact, it is questionable whether the consultants ever set foot on an MO!

2) The results of the review, despite repeated requests were not been made available to the Pan Communities Council (the body that represents many MOs).

It seems particularly high handed of a Minister to bring down a decision that can have a dramatic effect on people's families and properties without even the courtesy of asking for their input into the decision.

SIMON CLOUGH,
The Channon

MO comment

How ineffective of Lismore City Council to resist urban growth by banning MOs and yet allowing Goonellabah, Wollongbar and Alstonville to grow unchecked.

WILLIAM (I care) GOODE,
Junction House

CT v. MO

I REFER to the Mayoral Message (NS 10/12/94) where Mayor John Crowther attempts to draw parallels between community title and multiple occupancy (MO) land ownership. As pointed out during the debate in Council recently there are distinct differences.

Community title is only permissible in areas close to Lismore or villages, where land is more expensive. It requires land to be subdivided into a minimum of six lots with sealed access and internal roads. Because land is subdivided it's more expensive to develop, legal costs are higher and it appreciated in value more than MOs.

Under community title it is extremely difficult to determine who buys into your community. Community title is not low cost development for low income people.

With regard to rating, charges are based on land valuation. A piece of land divided into negotiable titles under community title has a higher land value than the same land remaining as one title under multiple occupancy.

Lismore Council's decision to remove multiple occupancy as a form of land tenure has deprived young people and the less well-off of a lifestyle choice that has proven its worth for many, providing security and a sense of belonging to an extended family. For low income people it's a chance to get on with life without having to worry about where to live. To date, community title has not shown itself to be an affordable alternative carrying the same values.

A GIBSON,
Pan Community Council Nimbin

saleable to buyers of property.

Most of us 'MO dwellers' are post war children. We were raised by parents who had lived through the horrors of war created by greed and power. We were encouraged towards peace, harmony and living with each other rather than against each other. We were taught to have the courage to stand up for what we believe is right.

Nimbin is a very important social experiment. It is the revealing truth of what people will do, given the respect, to orchestrate and organise their own lives.

No one could say that all appears to be 'roses' in Nimbin, but one thing is sure — MOs do work. They work for the people who live on them, they work for the township and they work for the environment. They just don't work for 'developers'.

Louise Riddle plucks rates figures out of where? Why is this so? Nimbin people, in the majority, were suspicious of motives behind Jarlanbah development but it went ahead regardless and is now established. Why are these people from NIMRAP insisting on making themselves unpopular amongst a population who would prefer to keep out of antagonistic political arena?

The thousands of tourists who come to Nimbin walk in the street, they want to look and feel how a population of courageous people fare when the step beyond the shackles of money focused living, to concentrate on acceptance, tolerance and a life of unity, greedy!

I ask developers who are against MOs to think again before any more attempts are made to eat the fabric of Nimbin and its people. No one wants a fight, but if we are pushed enough we will stand up.

LOUISE GRAVES,
Co-ordinator NEDA

MO questions

I'M not attempting to state the statistical case for Multiple Occupancy's (MOs) in the community being a financial and environmental advantage; evidence of this is clear and will become apparent at the community forum this month. Rather I wish to focus on moral and personal rights.

Wana Gabanunu is one of the three Bundjalung laws. It means 'don't be greedy'. The developers who come to Nimbin committed to money making projects think and talk finance, profit and gain. They appear determined to break the backbone and spirit of the very people who have created the lifestyle they recognised as

Lis Echo 4-5-95

Lis Echo 4-5-95

Editorial:

Facing the financial constraints made so evident by the condition of many local roads and footpaths, it seems surprising that Lismore City Council chose to spend at least \$70,000 defending court challenges against two planning decisions involving Multiple Occupancies.

This is especially so when seen in the context of the Council's own extensive review of the sixty-plus MO's in the Lismore local government area, an exercise which revealed that only one house had been built outside the approvals of the DA process.

A person closely involved with the review has concluded that while the positive outcome did not mean that the standard of all housing is "exemplary", the Council was "generally pleased".

Despite this, the Council's action might be justified if it had believed there was a strong chance of winning the appeals against its decisions to reject the MO applications.

Courtroom gambles

However, this was far from the case, judging from the comments of both senior staff and various observers.

There was a general belief that it would lose the appeal against its rejection of a 10-lot MO proposed for The Channon - which had been endorsed by planning staff but rejected on the casting vote of the Mayor - and uncertain feelings about the 16-lot MO proposed for Davis Road, Jiggi which the Land and Environment approved last week after hearing the appeal.

In both instances, the Council engaged highly paid legal counsel, while The Channon appeal was won by a law student and the Jiggi one by the applicant's representing himself.

Council is considering whether to appeal the latter decision - an appeal against the appeal, so to speak - a course of action which would be likely to require further financial outlay, win or lose. Then there is the appalling possibility that the applicant might sue for damages.

In the Jiggi case, both staff and all twelve councillors had been against the proposal, with suggestions (by the Community Independent councillors as well as a majority of MO shareholders) of a mediation process being rejected. It might also be noted that mediation, which would have been

likely to hinge on the number of lots and their location within the site, was rejected by the MO's developers, known simply as Jonathan and Theana.

Although the court's decision might not yet be final, the applicants' disinclination to compromise has served them well to date and in this regard there has been nothing particularly 'alternative' about their attitude.

While perhaps unfair to suggest that the Council acted capriciously, or that the majority of its elected members are - as was suggested in one debate on the MO subject - "lifestyle bigots", it might be prudent for our representatives to exercise more caution when committing themselves to outlaying other people's money - the easiest kind to spend.

It might also be timely for them to reconsider the value of MO's to the community, as indeed the new State Labor government is likely to, perhaps with an amendment to their rating structure which could defuse some of the criticism of this supposedly 'community-subsidised' form of living.

Decisions involving the settlement of land and the planning of housing are among the most complex a council could face. Gambling in the courts should not be a factor, especially if the outcome is so uncertain and potentially expensive.

Kyogle to tighten controls on MOs

The Kyogle Shire Council has moved to significantly tighten controls on multiple occupancy developments within its boundaries.

The council decided this week to repeal provisions of its Local Environmental Plan, effectively prohibiting new MOs in the council area.

However, the council will consider applications for site-specific rezoning of land to permit new MOs, but only after council staff have completed a Development Control Plan for MOs.

The DCP would set new design, location and siting requirements.

Under the council's new controls, those people applying to have land rezoned for MOs will be required to support their applications with a Local Environmental Study.

Council's executive manager planning services, Stephen Fletcher, said the new procedures gave council greater control in ensuring MOs are developed on appropriate sites.

"Applicants cannot appeal a rezoning application, which reduces the potential for costly litigation against council through the Land and Environment Court," he said.

"Another benefit is that the full cost of the rezoning process, including the assessment of Local Environmental Studies, can be met by the applicant. Development application fees don't nearly cover the cost of processing a DA."

Mr Fletcher said that before a new LEP could be gazetted, it would have to go on public display and the process could take up to three months.

He said that in the meantime, any new MO applications would be processed under the current LEP which allowed MOs in the old Terania Shire area.

The Kyogle council has about 30 MOs within its boundaries, with most in the old Terania Shire.

NS. 25.3.95



NEW SOUTH WALES GOVERNMENT DEPARTMENT OF PLANNING Community Comment on Multiple Occupancy Review

The Department of Planning is currently reviewing the State-wide policy applying to multiple occupancy development on rural lands. The review will assess the current adequacy and relevance of the provisions within State Environmental Planning Policy No 15, which was introduced in June 1988 specifically to provide guidelines for multiple occupancy development.

As the policy has been in operation for over five years, the department is assessing the extent of its use throughout the State and the impact of that use. As part of the review, six local government areas have been selected for closer study. Shoalhaven, Byron, Lismore, Kyogle, Kempsey and Bellingen local government areas are those chosen.

The department and its consultants are calling for input from local residents to assist with the review. A survey questionnaire has been prepared for completion by residents of multiple occupancy developments. Residents are urged to contact the department, or its consultant, to register an address by Friday, 11 February to assist with distribution of the survey.

Landowners adjoining multiple occupancy developments as well as elsewhere in the local government area are also invited to make a submission. Written responses can be sent to:

Department of Planning
Northern Regions Office
PO Box 6
Grafton, NSW 2460

To register an address for survey distribution, or to obtain further details, please contact:

Leigh Knight or Brenton Dickins
Department of Planning or Purdon Associates Pty Ltd
Northern Regions Office (066) 42 0622 (06) 257 1511.

Govt criticised for handing MOs over to councils

The Lismore Union for Homeless Women and Children has criticised the way the State Government has handed over the responsibility of Multiple Occupancy developments to local government.

"While we believe that MO legislation should rest with councils, the State Government should have ensured that all councils had adopted a planning policy to deal with MO applications before making the move," secretary of the group Joy Wallace said.

"The State and Federal Governments have stressed that every possible housing option should be made available, particularly to people who are disadvantaged economically.

"The State Government should have ensured that councils like Lismore did not close out that type of housing," she said.

MAYORAL MESSAGE

Council's meeting on Tuesday night dealt with a motion which sought to have included in Council's Local Environmental Plan an enabling provision for single title multiple occupancy of land. The motion was defeated.

The debate was somewhat emotional at times and mostly failed to assure people who already live on this type of multiple occupancy that their chosen lifestyle was not in jeopardy.

What the decision of Council has sought to do is to bring to an end the inequitable situation that has occurred over the last 20 years with single title multiple occupancy of land, where one Council rate assessment is divided up into as many ways as there are legal units on that land. This has been the main bone of contention in the wider community and has also been a worry to some multiple occupancy unit holders themselves, I am advised. The occupancy of land in such a way as to achieve a community lifestyle is still available under the provisions of community title. Unit holders in both are responsible for the capital cost and maintenance of their internal infrastructures such as internal road, water supply etc. As mentioned earlier the single title multiple occupancy dweller pays a share of one property rate. The community title dweller is rated separately and at a level of rating appropriate to the provision of infrastructure such as roads outside the community property.

Multiple occupancies in the form of community title is an acceptable development by the widespread community and as such is capable of eliminating the concerns surrounding single title multiple occupancy and certainly able to satisfy the expectations of those who enjoy a communal lifestyle.

JOHN CROWTHER, Mayor

Councillor ignores "facts"

I was present at the Lismore council meeting on December 6

MO debate

REGARDING the latest Multiple Occupancy at Jiggi, please note the town council has by its own admission spent \$80,000 of our money trying to stop a group of citizens lawfully occupying their own land, not including the cost of massive bureaucracy imposed on the would-be cottage dwellers, far in excess of any other similar project.

An endeavour to build humble residences is treated with endless demands for reports — geologists, engineers, planners, Aboriginal relics, water consultants etc etc.

This is so excessive and beyond the law which states MOs are to be a low cost alternative, that it can only be seen as a personal and vindictive attack on not just the project organiser, but all members; a widow with infants, a lady in a wheelchair and others unable to spend all their savings on land and then live properly for three years without being able to occupy it.

This town council has already pushed through a bylaw to outlaw all MOs in the shire, and is now bludgeoning us as the last affordable homeowners. Other Jiggi MOs got up no worries. Who do these people think they are? They are light years away from understanding the term, 'public servant'. Their arrogance is breathtaking. I believe Crowther is fighting against Australia.

Mr VIV STOTT,
KEDRON BROOK,
Jiggi

N.S. 10.5.95

when the future of multiple occupancy development was discussed. During this meeting I heard Councillor Frank Swientek corrected regarding inaccurate information he provided concerning rates received from multiple occupancies. I was subsequently amazed to hear Cr Swientek repeat this misinformation on ABC radio the following morning, when justifying his vote against future multiple occupancy.

I appreciate that people do what they can to further their cause but surely resorting to 'facts' which are clearly untrue and not researched does neither credit to local government nor to public confidence and trust in council decisions. As well it does nothing to enhance the credibility of the Councillor concerned.

P End
Nimbin

Our democracy

I quote from Mayor John Crowther's Council Comment "Whether we agree with it or not we live in a supposedly democratic society... what seems to be forgotten or ignored is the absolute responsibility to respect the rights of others; for them to enjoy their way of life."

On December 6, Lismore Council voted to end multiple occupancy development. Multiple occupancy gave individuals the legal right to pool their resources, buy land together and build housing. Of course, not everyone would choose to share land ownership and all that that choice entails. In fact, few do. However, the ability to choose this option has been a right many MO residents value highly. By removing this right the Mayor and other conservative Councillors, in the presence of hundreds of objectors, have displayed blatant hypocrisy.

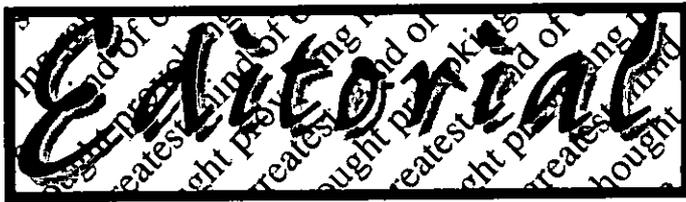
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Thanks

On behalf of the producers of the 1994 Dolphin Awards and the North Coast Entertainment Industry Association (NCEIA) we would like to thank *The Echo* for their wonderful media coverage and recent Editorial on the 1994 Dolphin Awards.

We would particularly like to thank Robin Osborne and Simon Thomsen for their time and support.

Bev Carhyle
North Coast Entertainment
Industry Association



Lismore City Council's decision against amending its Local Environment Plan to provide for future Multiple Occupancy (MO) development was lamentable for various reasons.

The case argued by those opposing Cr Diana Roberts' motion involved in too large a part from jealousy about MO dwellers' rate advantages and prejudice over their perceived lifestyles. There was no talk about MO communities' negative impact on the rest of society or on the landscape - except by a poorly informed consultant in the public access session. Nor should there have been: Council's recent survey of local MO's - there are 68, with a resident population of around 1,500 - revealed a strong conformity with the law. Put simply, MO's have been little problem to the Council and it has seen fit to reject very few in the six years of the law's existence.

Further, as lawyer David Heilpern said in his access talk, virtually no young people from MO's seem to have been involved in Lismore crime.

Worst of all, however, was for the slender majority which rejected MO's to ignore the fact that Cr Roberts' proposal to allow suitable MO's in "appropriate rural areas" would not have obliged Council to approve any applications received after next February, when the State Government's SEPP 15 planning legislation on MO's ceases to be law.

The Council would have been able to fully analyse the merits (or otherwise) of would-be MO's, as it does with applications for other agglomerative

developments, rural and urban.

Little would have changed except that the Council could have rejected applications from prospective MO's without facing the risk of appeals in the Land and Environment Court by a disappointed developer or group of them. With the disappearance of SEPP 15 goes the avenue for legal appeal, leaving a Council as the sole arbiter of a development's merit.

As a third of the State's MO's are in the Lismore area, a clear implication of the Fahey Government's decision to repeal the law was that our Council would need to make its own decision on the future of MO's here. Indeed, this was spelt out in its consultant's report.

The repeal of SEPP 15, which has meant that no MO applications could be received by Council after November 30 and that none can be approved later than February 1 next year, was steered through Parliament by the NSW Planning Minister Robert Webster whose local National Party colleagues, Bill Rixon and Don Page, were lobbied strongly by people opposed to MO's.

The commonest complaint to them was that the rate structure is advantageous to MO residents, with a community's being able to divide a levy which must be borne *in toto* by a farming family on similar acreage next door.

It's a valid point and one that strikes a responsive chord in both Nationals' territory and amongst many urbanites. The matter of achieving rates' equity is deserving of more Council attention.

Councillors rejected a compro-

mise possibility when they failed to provide a seconder for an amendment from Cr Baxter (who later voted against MO's) to defer the matter and hold a workshop to discuss the relevant issues.

Cr Swientek - who said he "passionately believes" that ending MO development is the "correct course" - cited some inaccurate figures on the total revenue from MO rates, refuted Mr Heilpern's criticism of "lifestyle bigots" on Council and pettifogged his way through a cross-examination of Mr Heilpern about statistics on youth crime in downtown Lismore.

Perhaps a future meeting can hear about the law and order problems in Cr Swientek's self-appointed bailiwick of Goonellabah. If there's evidence that people who cause trouble come from brick homes, consideration might be given to putting a freeze on building suburban cottages.

The debate's outcome will do little to distinguish this Council and a positive disservice to the many young people, who, like it or not as Mr Heilpern said, will move here from less desirable places like Sydney's Western suburbs in coming years.

Unless overturned, the rejection of future MO's will doubtless foster the construction of many illegal dwellings, the policing of which, if conducted sincerely by Council, would cost ratepayers much more than the amount not being garnered from the MO rating category. It will also cause much ill will.

Perhaps a re-evaluation of the matter would be a fitting start to 1996, which is the International Year for Tolerance. Of course it's also the year of the State election and the ALP seems interested in reintroducing the MO legislation if elected, in which case the debate will return to square one.

NS 4 6 49
Angry meeting

AS one of the Lismore rural ratepayers who attended the 'crisis' meeting in Lismore on May 25, I am compelled to express my disgust at the way the 'meeting' was conducted.

All invited guest speakers, with the notable exception of the two council representatives, the Mayor and the General Manager, were heard out with courteous attention.

The council people however, were subjected to a barrage of

interjections and rude insulting remarks, as much or even more from the chairman as from certain individuals in the audience. The latter can easily be forgiven. They were there because they were angry and wanted everyone to know it.

The chairman however, had a duty to try and conduct the meeting giving a 'fair go' to both sides in an effort to establish the council's reasons for the totally unacceptable decision it had made, as well as establishing clearly what the affected community felt about the decision.

While undoubtedly he achieved the latter, he had no intention of achieving the former.

The lesson for the council is, of course, not only earlier community consultation where possible, but insistence on a totally independent chairman (which includes both sexes) where protest meetings are concerned.

Let's have a bit more of the old Australian 'fair go' in the future.

BYRON C STEVENS,
Boorie-Creek

No malice on MOs, says Swientek

Deputy mayor Frank Swientek said yesterday that it was community-mindedness, not bloody-mindedness, that had led to councillors voting against a multiple-occupancy proposal at The Channon.

Replying to a statement by Community Independent councillors who accused the council of bloody-mindedness, Cr Swientek said yesterday that no one took these decisions lightly, nor did they mean to be obstructive, unhelpful or unpleasant.

He rejected allegations that the decision was bloody-mindedness.

Cr Swientek said: "I spent a lot of time deliberating on this matter, discussing the proposal with Mark Anson, the applicant, and walking around the site with Mark on a very wet day to get a better appreciation of the proposed development and the likely impact it might have on the site and the neighbouring area.

"I also spent time listening to members of The Channon community, both in The Channon and at council meetings, who expressed their concerns about the proposal.

"After consideration of all the information, I made a considered and informed decision.

"There were a number of concerns I had about this development, most of which I raised at the council meeting, including concerns about extra traffic on an inadequate road and increasing traffic flow past a school where



CR SWIENTEK

students had to walk across the road.

Cr Swientek said there also were environmental concerns about increasing gully and tunnel erosion resulting from more runoff as a result of the development of roads and houses.

There also was potential conflict of land use with the neighbouring horticultural industry.

The cumulative perceived negative social and economic impact on a small community of another MO, and most importantly, the interests of the local community, were keys.

Cr Swientek said that the Community Independents' accusation that refusal of the application cost ratepayers \$50,000 was misleading and unfair.

"The figure of \$50,000 is exaggerated by almost 30 per cent above the best-cost estimates given by the general manager, Mr Ken Gainger," he said.

"It is misleading and unfair to blame councillors for a decision made by the council in good faith.

"Members of the Community Independents Political Party in Lismore City Council rejected an MO application in Jiggi on the April 15 this year with the possible threat of a legal challenge by the applicants.

"Almost every development application refused by the council can be challenged in the Land and Environment Court.

"Often threats of court action are made and many times nothing comes of it.

"If the council wants to reject an application for an MO or a rare earth plant or a sex shop, it is entitled to do so.

"Judges in the Land and Environment Court, as qualified as they may be on legal matters, would not consider the community interest in the same light as elected representatives."

Council faces multiple occupancy fight

Multiple occupancy residents are gearing up to fight a Lismore City Council decision which virtually bans future MO developments.

Simon Clough, from the Pan Community Council, said MO communities were outraged by a 9-3 decision at the council's policy and resources committee meeting last week which leaves the council with no planning provisions to process future MO applications.

Cr Diana Roberts will put a motion at the council's December 6 meeting to amend the LEP to include MOs.

Mr Clough said the council

By DEBBIE SCHIPP

would see the strength of the MO community's opposition on December 6.

In the past the council has used SEPP 15 to assess multiple occupancy development applications. When SEPP 15 was revoked Planning Minister Robert Webster said local councils would need to prepare provisions in their local environment plans to assess MO applications.

By not doing this the council has virtually stopped MO developments.

Mr Clough said no one had

suggested or produced evidence that MO policy should not be included in Lismore's LEP, and accused the council of prejudice in its attempt to stop MOs.

"Previously we had one councillor suggest MOs be restricted to one rural area in an idea that bore a strong resemblance to apartheid.

"For new people seeking to live co-operatively in a low-cost way in a rural environment it may well be the end of a dream.

"For people on MOs their communities will not be able to expand, nor will they be able to vary the conditions of the development consent."

MO comment

REGARDING multiple occupancy (MO) of rural land, K M Newton (NS 11/11/94) suggests Councils should follow the State lead and disallow MOs. Let's set the record straight.

The Minister for Planning states very clearly that local Councils will need to prepare provisions in their local plans for the assessment of MO applications. The Minister does not state that multiple occupancy should be disallowed. In fact, the review of MOs undertaken for the Minister by independent planning consultants does not recommend this option as the review process demonstrated basic support for MOs as an alternative form of rural housing.

Multiple occupancy development enables the pooling of resources, particularly where low incomes are involved, and encourages a community based and environmentally sensitive approach to rural settlement.

The review has demonstrated very clearly that this is being achieved. I would urge local Councils to follow the Minister's direction and prepare provisions for assessment of multiple occupancy applications in the future.

DIANA ROBERTS,
Lismore City Councillor, Nimbin

Looking at multiple occupancy

The State Planning Authority is currently reviewing the Multiple Occupancy Policy. The point that concerns me was in the press release of Don Page, our current sitting National Party member, in which he claimed the review would: 'include the prohibition on subdivisions'.

by Lester C Brien

A questionnaire has been sent out to the existing Multiple Occupancy dwellers and their neighbours but I wonder if they are the people who ought to be asked, at least on the question of individual title. Human nature being what it is one could expect from current MO dwellers, a positive reply to the question of individual title.

Such a move would increase the value of their holding at least four fold and perhaps more, depending on the location of the MO. But it may be as well to canvass the background of the MO Policy. That Policy is rooted in the Terania Creek dispute of 1979.

Following the Aquarius Festival at Nimbin in 1973 a number of communes were set up. Two of these had official sanction, The Tuntable Falls Commune in the then Terania Shire and the Mnbwgee Commune in Kyogle Shire. We needn't go into the reasons for this but the fact remains that there were a number of other communes set up between '73 and '79 when the Terania Creek Dispute erupted that did not have official sanction, the dwellings on these communes were, in '79, all illegal dwellings.

At the height of the Terania Creek Dispute the Lismore City Council issued 15 demolition notices on illegal commune dwellings on Bodhi Farm, one of the communes in the Terania Creek Basin. It was this action that precipitated the Wran Labour Govt. of the time to have a closer look at the dispute and Paul Landa the then Minister for Planning and Environment, visited the area. Logging was stopped shortly after his return to the corridors of power but of equal import was the fact that

Landa threatened the Lismore City Council with dismissal if they attempted to carry out the demolitions and declared that he was going to legalise the communes. That was the background of the MO Policy. It is important to realise that the communes and the MO Policy enables poor people to get a stake, at least in NSW and the reason that poor people can get into MOs is that there is no individual title and thus the stake is comparatively cheap. If you give MOs individual title then you are defeating one of the major planks of the Policy.

We need to always bear in mind that conservative governments are reactionary governments and it may well have been that the outcome at Terania Creek would have been different under say, a government like we have at present. Conservative governments rarely show a brief for the poor and our own Don Page is the Parliamentary Secretary to the Minister for Planning and thus it could be expected that he might take an active role in this review.

The question of individual title goes far beyond the current MO occupiers, as I said, it could be expected that the majority of those would support individual title. The question goes to the heart of the historical philosophy of this country, where a battler could get out in the bush and make a life for himself (neuter gender if you please). This is

part of the great egalitarianism of Australia, where every citizen can get a stake in Terra Australis and not be a renter, probably a symbol of his class in his country of origin.

No, it's all those kids and adults that aren't yet on an MO but who may want to be in the future. If you give individual title to MOs the price will be increased dramatically and you will be denying a future to many Australians to live where they choose. And it won't solve anything because if the price goes up they'll just start building illegal dwellings again and a new form of MO will have to be brought in anyway. So I think we should all take an interest in this current review, at least on the question of individual title.

NS 30.4.94

Rates plan causing anger

By MERV KING*

LISMORE City Council's proposed rate rises for farmland and some residential ratepayers are certainly causing much concern and anger in rural areas.

To refresh the memories of those affected, farmland rating will rise by an average of 47 per cent, with lower valued properties rising around 42-47 per cent and with higher valued properties attracting a 47-50 per cent increase.

Those rural dwellers who were formerly rated general will go to residential with a 35-40 per cent increase in rates.

All this while rural and some urban roads crumble and the airport and Lismore central business district beautification go from strength to strength.

Ratepayers have but three choices in this matter. They can sit back and take it. They can object to council in the unlikely hope that council will

Ratepayers' Corner

change its views.

However if they did, it would be only putting off the inevitable as we understand that council's intention is to have all ratepayers on or near the residential rate eventually.

So farmland and rural residential ratepayers would face similar rises in the next few years. Not a very palatable alternative is it?

The third choice is to mount a campaign to have council divided into an urban and a rural council or alternatively to have an urban council with surrounding rural areas being absorbed into neighbouring councils.

You can show your solidarity by attending a public meeting to be held in the auditorium of the Lismore Workers Club on Wednesday, May 25, at 7.30pm.

This meeting has been organised by

the Lismore/Alstonville branch of the NSW Farmers Association and is supported by the Lismore and District United Ratepayers' Association and the NSW Canegrowers Association.

It will give all those affected by the rate rises the opportunity to express their views and determine what course of action, if any, they may wish to take.

Member for Lismore Bill Rixon will attend and will be representing the Minister for Energy and Local Government, Gary West.

The next general meeting of the Ratepayers' Association will be held at the Lismore Workers Club on Wednesday, May 11 at 7.30pm.

● *Merv King is the secretary of the Lismore and District United Ratepayers' Association and the views expressed in this article are his own.

- the segment is capable of having a reliable value attributed to it either separately or by apportioning the value of the asset.

Normally, it is necessary to segment major components of system assets. Often this will require engineering identification of those material segments that need to be replaced during the life of the system asset. Electricity generating plant, water/sewerage networks, networks of rail, road and water channels and most general and special purpose buildings (eg office blocks and hospitals) are examples of assets which are capable of segmentation.

The extent of segmentation is generally dependent on the nature and functions of the asset itself. For example, a freeway consists of bridges, roads, and traffic management systems. The bridges can be individually identified and categorised according to such features as size (large bridges and small culverts) and construction material (concrete and metal or wood). The roads can be classified into grades and "homogeneous segments" along their length. The homogeneous factors may include pavement/surface type, width (including number of carriageways), uniformity of maintenance history, current condition and terrain. The approach adopted for State roads can also be applied to other similar situations such as the road networks within forest plantations and the walking tracks and roads of national parks.

As a further illustration, a water distribution network can be segmented into water reservoirs (dams), water treatment works, major (bulk) delivery pipes and water distribution systems. In the case of the individual dams, the spillages, release valves, walls and ancillary equipment may be separately identified. The water distribution system itself can be segmented into minor pipes, pumping stations and service reservoirs. Also, the minor pipes can in turn be further segmented by pipe type, size, length and location.

Similarly, an electricity generation and distribution network can be segmented into the power generation plant and the transmission system. The power plant, for example, can be segmented into buildings and civil works, coal handling plant, boilers, steam turbines, electricity generators, transformers, water cooling and management systems and communications systems. Each of these can be further segmented into functionally complete units.

Many public sector agencies have special purpose buildings, for example, hospitals, schools, courthouses, police stations, bus depots and prisons. While such buildings have different purposes and, therefore, different characteristics, they can be segmented by generic components as follows:

- each facility at a particular location can be broken into separate buildings. This is particularly necessary where individual buildings within a complex have been constructed at different times or have different characteristics (e.g. the cell blocks compared to the administration buildings in the prison system); and
- special purpose buildings can be segmented into identifiable components: the building envelope (external shell), the roof, the internal services, the interior fitout and the external services/works (e.g. drainage, sporting or parking facilities). Depending on the characteristics of the buildings, and based on materiality considerations, the segments may be further broken down. For example, the internal services can be split between mechanical, electrical, hydraulic, lifts and special purpose services. The fitout in, say, a hospital can