

CITY OF ARMADALE

MINUTES

OF DEVELOPMENT SERVICES COMMITTEE HELD IN THE COMMITTEE ROOM, ADMINISTRATION CENTRE, 7 ORCHARD AVENUE, ARMADALE ON MONDAY, 16 JUNE 2025 AT 7:00PM.

Official Opening and Acknowledgement Of Country read by Cr J Keogh

The City respectfully acknowledges the Traditional Custodians of the land upon which we are meeting tonight, the Wadjuk people of the Noongar nation and pay my respects to the Aboriginal Elders past, present and always, and to extend that respect to any Aboriginal people in the room.

PRESENT:

Dr C M Wielinga(Chair)
Cr M Silver (Deputy Chair)
Mayor R Butterfield
Cr J Keogh
Cr L Sargeson
Cr G J Smith
Cr S Mosey (*Deputy to Cr S Stoneham*)

APOLOGIES:

Cr S Stoneham
Cr S Peter JP

OBSERVERS:

Nil

IN ATTENDANCE:

Mr P Sanders	Executive Director Development Services
Mr J Lyon	Executive Director Corporate Services
Ms D Dagostino	Manager Health Services (<i>left 7.10pm</i>)
Mrs N Mathieson	Executive Assistant Development Services

PUBLIC:

Nil

DISCLAIMER

The Disclaimer for protecting Councillors and staff from liability of information and advice given at Committee meetings was not read as there were no members of the public present.

DECLARATION OF MEMBERS' INTERESTS

Nil

QUESTION TIME

Nil

DEPUTATION

Nil

CONFIRMATION OF MINUTES

RECOMMEND

Minutes of the Development Services Committee Meeting held on 19 May 2025 be confirmed.

Moved Cr L Sargeson
MOTION CARRIED

7/0

ITEMS REFERRED FROM INFORMATION BULLETIN - ISSUE 8 - JUNE 2025

No items were raised for report or further investigation.

.

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DEVELOPMENT SERVICES COMMITTEE

16 JUNE 2025

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1.1 - POLICY REVIEW - OCCUPATION OF A CARAVAN OTHER THAN AT A CARAVAN PARK

WARD : ALL

FILE No. : M/323/25

DATE : 9 June 2025

REF : DD

RESPONSIBLE : Executive Director
MANAGER Development Services

In Brief:

- This report details the review of Council Policy – Occupation of a Caravan other than at a Caravan Park which was prompted by amendments to the *Caravan Parks and Camping Grounds Regulations 1997* in September 2024.
- In May 2024, Council reviewed and amended the existing Occupation of a Caravan other than at a Caravan Park Policy (D7/5/24 refers), however further changes are now required, and this is proposed to occur via a new Policy title.
- Recommend that Council:
 1. Adopt the draft Temporary Accommodation Policy.
 2. Revoke the Occupation of a Caravan other than at a Caravan Park Policy.

Tabled Items

Nil

Decision Type

- ☒ **Legislative** The decision relates to general local government legislative functions such as adopting/changing local laws, town planning schemes, rates exemptions, City policies and delegations etc.
- ☐ **Executive** The decision relates to the direction setting and oversight role of Council.
- ☐ **Quasi-judicial** The decision directly affects a person's rights or interests and requires Councillors at the time of making the decision to adhere to the principles of natural justice.

Officer Interest Declaration

Nil

Strategic Implications

Strategic Community Plan 2020-2030

1.2 Improve Community Wellbeing

1.2.4 Facilitate the delivery of health and wellbeing programs and services within the community.

Corporate Business Plan 2023/24 – 2026/27

1.2.4.1 Implement Community Health and Wellbeing Plan

Community Health and Wellbeing Plan 2021-2024

- 11.2.2.2 Implement the City's statutory responsibilities for providing health protection for the community, as legislated by the *Public Health Act 2016*, *Food Act 2008*, *Tobacco Products Control Act 2006*, *Environmental Protection Act 1986* and the *Health (Miscellaneous Provisions) Act 1911*, subsidiary legislation and local laws.

Legal Implications

1. *Caravan Parks and Camping Grounds Act 1995*
2. *Caravan Parks and Camping Grounds Regulations 1997*

Council Policy/Local Law Implications

Nil

Budget/Financial Implications

Nil

Consultation

1. Planning Services
2. Building Services
3. City Legal
4. Executive Leadership Team
5. Standing Order House Advisory Committee

BACKGROUND

On 1 September 2024, the Department of Local Government, Sport and Cultural Industries introduced amendments to the *Caravan Parks and Camping Grounds Regulations 1997*, extending local governments approval powers to allow temporary accommodation on private land for up to 24 months.

It was intended that the changes would streamline the application process for temporary accommodation approvals on private land, cut red tape and offer more flexibility for local governments.

Previously, local governments could only provide approvals for a maximum of three months, or up to 12 months if the proposed arrangement was in a caravan and the person had a building or demolition permit. Standard camping approvals for longer than three months required a separate application to the Minister for Local Government.

The City currently has a Council Policy – Occupation of a Caravan other than at a Caravan Park, which outlines the circumstances as to when the City will approve camping on private land for more than three days, being:

1. Visitors to the occupier of a house for up to 28 consecutive days provided that the caravan is used in conjunction with the sanitary and ablution facilities of the house.
2. Owner/s of land where a current building permit is in force for up to 12 consecutive months provided that the caravan is occupied in association with construction of a

new house on the land, the land is zoned as General Rural or Rural Living, and the caravan is provided with adequate sanitary and ablution facilities connected to an approved onsite wastewater system.

All other applications to occupy a caravan other than at a caravan park are to be considered on their individual merits by Council.

In May 2024, Council reviewed and amended its policy (D7/5/24 refers), and in September 2024, the Regulations were updated. Given the current policy does not cater for the amendments to the Regulations a further review was required.

This report provides an overview of the review of the policy which highlights the implications the amendments have on City operations.

DETAILS OF PROPOSAL

This report proposes to revoke the existing Occupation of a Caravan other than at a Caravan Park Policy and replace it with a new renamed Temporary Accommodation Policy, given the extensive amendments. The policy name aligns with terms used by the Department of Local Government, Sport and Cultural Industries and other local governments.

The draft Temporary Accommodation Policy has been prepared to meet the following objectives:

1. Guide the application and approval of temporary accommodation (greater than five days) for a maximum of 24 consecutive months, where health, safety and hygiene requirements are in place.
2. Ensure the applicant has a legal right to occupy the land on which the temporary accommodation is proposed.
3. Acknowledge the option for a renewal of an application following the expiry of a permit.

COMMENT

In July 2024, the WALGA State Council proposed a new advocacy position, suggesting that “tiny homes on wheels” could offer an alternative and affordable housing option to assist in addressing the housing shortage. However, between July and August 2024, no further consultation occurred with local government authorised officers responsible for implementing the legislative reform. On 22 August 2024, the Department of Local Government, Sport and Cultural Industries announced amendments to the *Caravan Park and Camping Ground Regulations 1997*, which took effect on 1 September 2024.

Following the announcement, media coverage created confusion within the community by frequently using the term “tiny homes on wheels” which is not clearly defined under the Regulations. The Department of Local Government, Sport and Cultural Industries advises on their website that “*Local governments are encouraged to avoid the tiny home phrase and, dependent on the nature of its design, refer to the dwelling either as a caravan, a camp or a building.*”

Since the amendments took effect, the City has received a significant number of enquiries, primarily from residents seeking approval for “ancillary accommodation” which is controlled by the Town Planning Scheme No.4 rather than a caravan or “vehicle on wheels” which is included in the Regulations.

It is important to note that changes to ancillary accommodation have already occurred to make accommodation easier to build. This is a current option that is already open to a significant portion of the City's lots.

Differences between Caravans and Ancillary Dwellings

Caravans

- The occupation and use of a caravan on private land other than in a caravan park in governed by the *Caravan Parks and Camping Grounds Regulations 1997*.
- A caravan is defined as a vehicle that is fitted or designed for habitation. A vehicle is defined as a conveyance (other than a train, vessel or aircraft) capable of being propelled or drawn on wheels.
- A caravan is classed as a light vehicle (under 4,500kg) and is required to be licensed by the Department of Transport.
- A caravan must have wheels attached to it and maintained in such a condition that it is able to be moved under its own power or be towed within 24 hours of services attached being disconnected.
- A caravan is not considered as a “dwelling” or “building” under planning legislation/policy.

Ancillary dwellings

- The occupation and use of an ancillary dwelling on private land are controlled by the City's Town Planning Scheme No.4 and are exempt from development approval if they comply with all relevant deemed-to-comply requirements in the Residential Design Codes, including not exceeding 70m² and meeting the setback requirements within the City's Town Planning Scheme.
- Ancillary dwelling is defined as a building that is permanent, self-contained and capable of being used independently of the existing dwelling on the site. Commonly termed a “granny flat”.
- Ancillary dwelling does not have wheels attached.
- Depending on the zoning of the land, the following policies may apply:
 - WAPC's State Planning Policy 7.3 – Residential Design Codes (R-Codes)
 - WAPC's State Planning Policy 3.7 – Planning in Bushfire Prone Areas
 - Local Planning Policies including but not limited to *PLN 3.4 Outbuildings* and, *PLN 3.6 Ancillary Dwellings*.

ANALYSIS

In November 2024, planning, building, and health officers began discussions on the proposed policy amendments to establish the circumstances under which approvals would be granted, considering planning, building and health requirements.

A supporting document, *Guideline – Temporary Accommodation*, has been prepared for the application of the draft Policy. This guide is not intended to form part of the Policy but will be used as part of the supporting framework for its implementation.

SOHAG COMMENTS

The Standing Order House Advisory Committee (SOHAG) considered the draft policy at its meeting on 19 May 2025 and recommended that the draft policy be referred to the Development Services Committee for consideration.

OPTIONS

Council has the following options:

1. Adopt the draft Temporary Accommodation Policy without amendments and revoke the Occupation of a Caravan other than at a Caravan Park Policy.
2. Adopt the draft Temporary Accommodation Policy with amendments and revoke the Occupation of a Caravan other than at a Caravan Park Policy.
3. Revoke the Occupation of a Caravan other than at a Caravan Park Policy without replacement.



CONCLUSION

The amendments to the *Caravan Parks and Camping Grounds Regulations 1997* have expanded local government authority to approve temporary accommodation on private land for up to 24 months. In response, a comprehensive review of the City's existing policy was undertaken to ensure alignment with the new regulatory framework while maintaining appropriate health, safety, and amenity standards.

Given the extent of the amendments required, it is proposed that the existing *Occupation of a Caravan other than at a Caravan Park Policy* be revoked and replaced with the newly developed *Temporary Accommodation Policy*. This new policy and supporting guideline provide clarity and consistency for assessing applications, defines acceptable types of temporary accommodation, and establishes acceptable zoning requirements, site positioning, wastewater management, and facility provisions.

Adopting this policy will enable the City to effectively manage temporary accommodation approvals while ensuring public health, safety and community expectations are upheld.

ATTACHMENTS

1.  Draft Policy - Temporary Accommodation
2.  Current Policy - Occupation of a Caravan Other than at a Caravan Park

RECOMMEND

D1/6/25

That Council:

1. **Adopt the draft Temporary Accommodation Policy.**
2. **Revoke the Occupation of a Caravan Other than at a Caravan Park Policy.**

Moved Cr L Sargeson
MOTION CARRIED

7/0

2.1 - TRAFFIC LIGHTS ADVOCACY - ARMADALE CITY CENTRE (REFERRAL ITEM)

At the Council meeting held on 28 April 2025, Cr J Keogh referred the following matter to the Development Services Committee.

That the matter of traffic light advocacy positions be referred to the Development Services Committee.

Comment from Cr Keogh

It is my understanding that the City is currently advocating for Traffic lights to be installed on the intersections of Armadale Road and Church Avenue and Armadale Road and Orchard Avenue.

I would also like to ask for a list of intersections that the City has identified a need for traffic light installations for.

Full details of Cr. Keogh's referral have been distributed to Councillors by separate memo.

Officer Comment

The intersection of Armadale Road/Church Avenue has been the subject of various intersection options over a number of years. As part of the MetroNet's Byford Railway Extension (BRE) Project, Armadale Road was recently upgraded, including the intersection of Armadale Road/Church Avenue. Works are nearly completed, with landscaping of Minnawarra Park and other similar works still to be completed. Traffic lights are not proposed to be installed as part of the current works.

When undertaking the design for road intersection works, it is common practise to design the works having regard to the potential ultimate road design and intersection. Armadale Road/Church Avenue intersection could have several ultimate configurations:

1. Left-in/left-out only intersection – The City would not support this restriction in movements, due to loss of access and impacts on local businesses and residents accessing the City Centre.
2. Roundabout – Provides full vehicle movements, however large increase in size that would impact the significant stand of trees in the northern verge of Armadale Road and require additional widening from Minnawarra Park. Roundabouts can impact pedestrian movements.
3. Traffic lights – Traffic lights require less land area than a roundabout, therefore will have less impact on the significant stand of trees in the northern verge of Armadale Road and require less widening from Minnawarra Park. Traffic lights can provide pedestrian controlled crossings, which are more suitable than the above two options.

No works were undertaken as part of the BRE project at the intersection of Armadale Road and Orchard Avenue, with the exception of some minor paving treatments to the median.

The City does not have a list of intersections identified for future traffic light installations. The design of intersections is considered as part of the traffic assessment for individual road upgrades. Main Roads WA determine all intersection designs that include traffic light proposals and are responsible for arterial road planning and construction.

ATTACHMENTS

There are no attachments for this report.

Cr L Sargeson left the meeting, the time being 7:26 pm

Cr L Sargeson returned to the meeting, the time being 7:27 pm

RECOMMEND

D2/6/25

That Council:

- 1. Request Officers consult Council on any traffic light proposals suggested for Armadale Road.**

Moved Cr J Keogh

MOTION CARRIED

7/0

COUNCILLORS' ITEMS

Nil

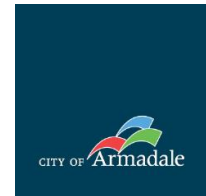
EXECUTIVE DIRECTOR DEVELOPMENT SERVICES REPORT

Nil

MEETING DECLARED CLOSED AT 7.41pm

DEVELOPMENT SERVICES COMMITTEE		
SUMMARY OF ATTACHMENTS		
16 JUNE 2025		
ATT NO.	SUBJECT	PAGE
1.1	POLICY REVIEW - OCCUPATION OF A CARAVAN OTHER THAN AT A CARAVAN PARK	
1.1.1	Draft Policy - Temporary Accommodation	13
1.1.2	Current Policy - Occupation of a Caravan Other than at a Caravan Park	17

DRAFT POLICY **TEMPORARY ACCOMMODATION**



ASPIRATION	Community
RESPONSIBLE DIRECTORATE	Development Services
RESPONSIBLE BUSINESS UNIT	Health Services
RELEVANT LEGISLATION	<i>Caravan Parks and Camping Grounds Act 1995, Caravan Parks and Camping Grounds Regulations 1997</i>

1. Objective

This policy seeks to:

- Provide safe and regulated temporary accommodation options by enabling the responsible use of caravans on private property to help address housing pressures.
- Establish requirements for sanitary facilities, ablution facilities and utility connections of the temporary accommodation to promote suitable living conditions whilst maintaining public health and safety within the community.
- Maintain community standards by establishing location, duration and amenity requirements that minimize potential nuisances.

2. Scope

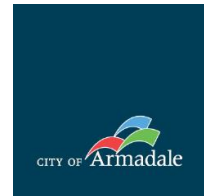
- This policy applies to the use of caravans for temporary accommodation for more than 5 days on private land other than at a caravan park.
- This policy does not apply to ancillary dwellings which are subject to building and planning legislation.

3. Policy

For applications to be considered, the policy requirements below must be adhered to.

3.1 General requirements

- The applicant must own or have a legal right to occupy the land.
- Approval can be for a maximum period of 24 months, and any reapplication will require the completion of a new application.



3.2 Zoning requirements

Applications will only be considered if they relate to land in the following zones under the City's Town Planning Scheme No.4:

- Residential
- Special Residential
- Rural Living
- Special Rural
- General Rural
- Urban Development

3.3 Permitted camping and location requirements

Applications will only be considered for the use of a caravan, no other camps are permitted. The caravan is to be:

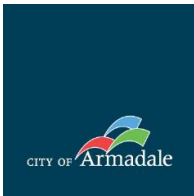
- registered and roadworthy;
- a single storey;
- located wholly on the land and behind the building line;
- provided with privacy screening on any window located within 6 metres of a neighbouring property; and
- setback in accordance with the following:
 - In a Residential zone, 1 metre from any side/rear property boundary, fence or structure;
 - In an Urban Development zone with no structure plan in place, as per the Town Planning Scheme setback requirements for the Rural Living zone; or
 - In all other zones, as per the Town Planning Scheme setback requirements.

3.4 Health and safety requirements

Approvals will only be granted where health and safety requirements have been met. This includes the following requirements:

- An adequate supply of electricity and potable water (and gas if required);
- The provision of kitchen, toilet, laundry and bathroom facilities;
- Adequate wastewater management is available;
- Adequate waste management (rubbish and recycling) is available;
- Fire safety management and compliance with any Bushfire Management Plan; and
- Any other requirement at the request of the City.

The City reserves the right to revoke an approval, where a breach of an approval has occurred.



4. Influencing Strategies or Plans

Community Health and Wellbeing Plan

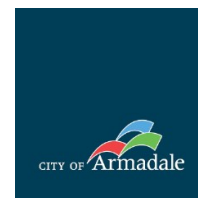
5. Applicable Legislation

- Caravan Parks and Camping Grounds Act 1995
- Health (Miscellaneous Provisions) Act 1911
- Caravan Parks and Camping Grounds Regulations 1997
- Health (Treatment of Sewage and Disposal of Effluent and Liquid Waste) Regulations 1997

6. Definitions

- Camp
As defined in the Caravan Parks and Camping Grounds Act 1995.
- Caravan
As defined in the Caravan Parks and Camping Grounds Act 1995.
- Vehicle
As defined in the Caravan Parks and Camping Grounds Act 1995.

VERSION CONTROL			
RELEVANT DELEGATIONS	Nil		
INITIAL COUNCIL ADOPTION	20/02/2006	REFERENCE	D9/2/06
LAST REVIEWED	27/05/2024	REFERENCE	D7/5/24
NEXT REVIEW DUE	Click or tap to enter a date.		
REVIEWED OR AMENDED	22 September 2008 (D98/9/08) 27 February 2012 (D8/2/12)	27 July 2015 (D37/7/15) 23 April 2018 (D21/4/18)	



POLICY OCCUPATION OF A CARAVAN OTHER THAN AT A CARAVAN PARK

ASPIRATION	Community
RESPONSIBLE DIRECTORATE	Development Services
RESPONSIBLE BUSINESS UNIT	Health Services
RELEVANT LEGISLATION	Caravan and Camping Grounds Regulations 1997 (WA)

1. Objective

To provide clear direction of the City's position regarding the use of caravans for temporary accommodation for more than 3 days on land other than at a caravan park.

2. Policy

Approval may be granted to camp in a caravan on land a person owns or has a legal right to occupy in the following circumstances:

Visitors to the occupier of a house

Provided that:

- The caravan is used in conjunction with the sanitary and ablution facilities of that house; and
- The period of occupancy does not exceed 28 consecutive days

Owner/s of land where a current building permit is in force

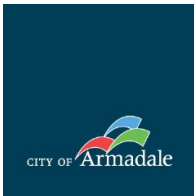
Provided that:

- The caravan is occupied in association with construction of a new residential building on that land
- The land is zoned by the City's Town Planning Scheme No.4 as General Rural or Rural Living
- The caravan is provided with adequate sanitary and ablution facilities connected to an on-site wastewater system that has been approved for use by the City
- In accordance with regulation 11(2)(c)(i) of the *Caravan Parks and Camping Grounds Regulations 1997*, the period of occupancy granted will be limited to 12 consecutive months.

All other applications to occupy a caravan other than in a caravan park, for circumstances not covered in this policy, are to be considered on their individual merits by Council.

3. Influencing Strategies or Plans

Community Health and Wellbeing Plan



4. Applicable Legislation

Building Act 2011 (WA)

Building Regulations 2012 (WA)

Caravan Park and Camping Grounds Act 1995 (WA)

Caravan Park and Camping Grounds Regulations 1997 (WA)

Health (Treatment of Sewage and Disposal of Effluent and Liquid Waste) Regulations 1974

VERSION CONTROL			
RELEVANT DELEGATIONS	Nil		
INITIAL COUNCIL ADOPTION	20/02/2006	REFERENCE	D9/2/06
LAST REVIEWED	27/05/2024	REFERENCE	D7/5/24
NEXT REVIEW DUE	27/05/2027		
REVIEWED OR AMENDED	22 September 2008 (D98/9/08) 27 February 2012 (D8/2/12)	27 July 2015 (D37/7/15) 23 April 2018 (D21/4/18)	

