

Local Planning Policy No. 3.2

YALLINGUP

SPECIAL CHARACTER AREA



1. HEAD OF POWER

This Policy has been adopted pursuant to *Planning and Development (Local Planning Schemes) Regulations 2015*, Schedule 2 (Deemed Provisions), Clause 4 and applies to development across the whole of the City.

2. PURPOSE

To preserve the character of Yallingup. It does not intend to freeze future development within the locality but rather guide it in accord with community views on issues such as appropriate siting, densities, landscaping, design and form.

2.1 Introduction

The small coastal settlement of Yallingup, nestled on the steep western embankment of Cape Naturaliste possesses a special character, one which is considered worthy of preservation. This character is attributable to its numerous assets including scenic and recreation qualities, cultural heritage, as well as the unique style and form of its residential component.

The combination of the above elements have made Yallingup a popular place to visit and live. This popularity contributes to the areas unique qualities whilst also threatening to destroy its special character.

The following provisions outline the tangible and intangible elements of Yallingup's character which provide the basis for development controls. These controls endeavour to ensure that these important characteristics are not compromised by future development.

2.2 Application

These provisions apply to all public and private land within the specified boundaries of the Yallingup Special Character Area shown on Map Two. The area extends from the high water mark adjacent to the surfside area, south east to the proposed Yallingup Hall Bypass, inclusive of all development and reserves in between.

Within the broad area, two distinct precincts exist. These precincts have been designated for the purpose of describing the individual and distinguishable characteristics of the Yallingup area which differ across the precincts. These precincts are:

PRECINCT 1: Caves House and surrounds - consists of both the leasehold and freehold land associated with Caves House, the abutting land adjacent to reserves west to the Ghost Trail and east to the proposed Bypass. The predominant uses of this area are commercial, tourist, recreation / open space and natural bush.

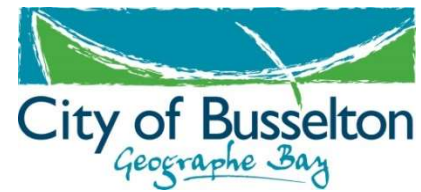
PRECINCT 2: Township and surrounds - includes the entire residential area and abutting and adjacent reserves extending from Rabbits Hill Carpark to the coastal high water mark to Yallingup Beach Road. Uses of this area include residential, tourist, commercial, recreation and natural bush (see Map One).

These provisions should be read in conjunction with the City of Busselton District Town Planning Scheme, the R-Codes and all other City Policies.

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2.3 Application of Controls

In assessing development proposals, The City will consider all those matters specified in the City of Busselton Town Planning Scheme, these provisions and other relevant Planning Policies. The City may refuse a development or landuse which does not comply with these controls, or may seek to modify a non-complying application by imposing conditions designed to make it comply.

The City may also approve an application which does not comply with these controls where, in its view, a certain control or standard is not appropriate or relevant in that particular place. It is in this regard that the two precincts have been designated and their individual characteristics described. For instance, a number of the controls apply, or are relevant only to one or the other precinct whilst others relate to the entire area.

Although this flexibility exists the City's general intent is to approach all development or rezoning applications within the study area in a holistic manner. This position reflects the inevitable impact any changes in one Precinct would have on the other.

The City commits itself to the observance of these provisions in the carrying out of public works in the area and will encourage other authorities to do likewise.

These provisions have been adopted by the City pursuant to the City of Busselton Town Planning Scheme. Where there is an inconsistency between these provisions and the R-Codes, or another City Policy, or Code, then these provisions prevail to the extent of such inconsistency.

2.4 Background

Yallingup has a unique and special character widely recognised by residents and visitors alike. Concern for the preservation of this character amongst both residents and the general community is very strong. The very factors that have made the area so popular have also led to pressure for development in order to further capitalise on its unique attributes. These two competing forces threaten to create conflict and tension in the area. This tension has been evident in relation to proposals to develop further the land immediately south and west of Caves House and previously to development proposals for the "Surfside" site.

The extent to which landowners wish to be involved in the future of Yallingup is evident from the level of response to the City of Busselton's Yallingup Development Plan in 1994. This level of response is particularly noteworthy considering that a large percentage of residents are non-permanent.

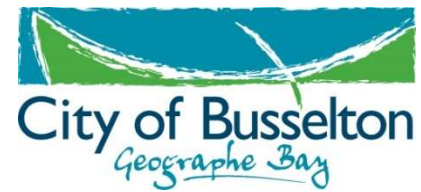
Whilst that plan was oriented to the formulation of works and management priorities to address outstanding issues, community responses indicated strong concern over the retention of the character of the area.

It was in relation to the Development Plan, and specific components of it, i.e. signage and the style of the City works, that the need for some level of regulation and adoption of a policy position by the City to prevent the loss of the character of the area emerged. From this stemmed the Yallingup Special Character Area Study. The study has been conducted by the City via a community consultation process which has attracted many submissions. A community consultation workshop was held which was attended by 15 residents. The broader submission process was much more representative in that 66 submissions were received. It has been the joint recommendations of these two processes that have been considered in finalising the provisions.

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3. INTERPRETATION

N/A

4. POLICY STATEMENT

4.1 Yallingup Special Character Area

It is the combination of a unique location nestled in the hills abutting the coast coupled with Yallingup's significance not only to the residential community of the town but also to tourists, that gives it a very special environmental and social role in the City. It is these roles and this special identity which is described in this document and controls proposed to ensure its protection.

4.1.1 The Natural Environment

The area is surrounded by the Leeuwin-Naturaliste National Park and possesses a unique location virtually embedded in the National Park. Yallingup possesses spectacular scenery and a largely undisturbed ecosystem surrounds the townsite. The town overlooks a long stretch of beach with the limestone cliffs and dazzling white sands that are characteristic of the coastal zone in this region. Yallingup Brook and Lagoon, the coastline and Caves House all form significant landmarks in the area.

4.1.2 The Social Environment

Yallingup is a very well known coastal recreational area and has developed as a tourist facility within the City particularly with the role of Caves house as a social meeting point as well as a hotel. Many residents are non-permanent providing quite a relaxed holiday atmosphere most of the year. Yallingup township is only accessed by one road and the isolated village feel and large number of holidaying visitors means that the social mix is very different to much of the rest of the City.

4.1.3 The Built Environment

Because of the limited extent of the sewerage system in the townsite, the constraints of the National Park and the geography of the area, the townsite has remained very small, with Caves House and grounds being a significant portion of Yallingup.

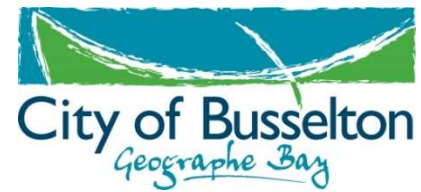
The residential quality of the area is generally very high. The form and structure of the houses and the materials used vary significantly between various lots but continuity has been formed by the high level of remnant vegetation that has been left around the house sites. Many residences are of a two storey, split level nature as is suited to the quite steep terrain which is a feature of the residential area of the town.

Caves House has tremendous heritage significance within the City, and along with the landscaped gardens and Ghost Trail, forms a very picturesque attraction for locals and tourists. Roads, paths and traffic developments until recently have been very informal. The General Store, Caves House,

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the caravan parks and the “Surfside” complex down towards the coastline form the only commercial nodes in the area. These are all centred on provisioning residents and tourists.

4.2 Elements of the special character of Yallingup and development controls

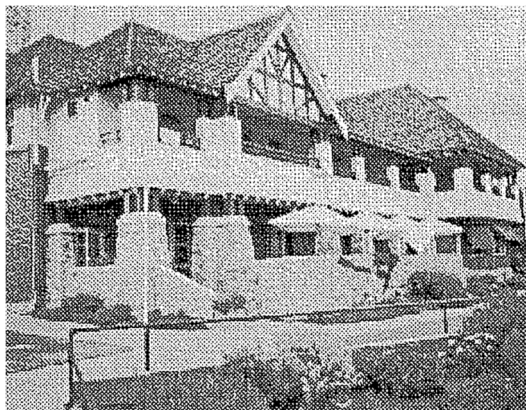
AESTHETICS

4.2.1 Characteristics:

Undoubtedly the most striking characteristic of Yallingup as a whole is its spectacular scenic beauty.

Both precincts offer views of the ocean, the spectacular coastline and National Park. These scenic and physical features are central to all other elements that contribute to the character of Yallingup.

The most important aesthetic characteristics of Precinct 1 are the renowned architecture and landscaped gardens of Caves House and its “enclosure” by thick native vegetation on all sides, particularly abutting the Caves Road and Yallingup Beach Road entry.



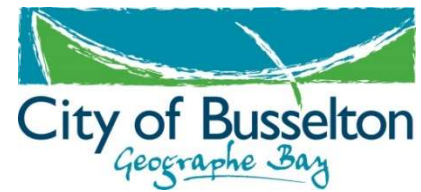
The unrivalled views of the dramatic rugged cliffs, headlands and gently curving bays of the coastline become apparent as one enters Precinct 2 and the townsite proper along Yallingup Beach Road. These views are awe inspiring.



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The atmosphere this entry evokes has been described as similar to that of arriving in a “special and different” place as it has “one way in and one way out” which, together with its seclusion on the Ridge’s western aspect, and the wilderness quality, creates almost an island ambience within the surrounding National Park.

The rocky and sandy beach immediately in front of the township is particularly attractive as it is relatively unspoilt, although well used. The quality of the vista is increased even further during “high” surf periods when long swell lines and waves occur near the Lagoon attracting large numbers of visitors.



The key aesthetic feature of Precinct 2 is again the views afforded of the coast, from residential dwellings. The steepness of the ridge creating an “amphitheatre” setting unique to this and other small coastal settlements.

4.2.2 Development Controls:

- a) A Tree Preservation Order to be enacted and applied over the Area covering indigenous coastal plant species with particular emphasis placed on scrub and trees above 2m in height given their importance to the aesthetics of Yallingup as a whole. Existing vegetation on proposed development sites must be identified on site plans accompanying Development Applications.
- b) No development in Precinct 1 to exceed the height of immediately surrounding vegetation (i.e. trees within a 100m radius or the immediate landscape unit of a proposed development) in order to maintain the unbroken vegetation canopy.
- c) Landscaping in both precincts to be in keeping with surrounds, thus generally native, with the exception of land that abuts or adjoins the Caves House’ gardens. In the case of these lands, landscaping proposals must blend with the immediate environment of the gardens.
- d) The existing architectural integrity and attractiveness of the largely unspoilt native setting of the Area as a whole, particularly Precinct 1, not to be compromised by future development. All development, in either Precinct, must not infringe the characteristic qualities of either Precinct and must consider where applicable possible impacts across the whole Area of such development.

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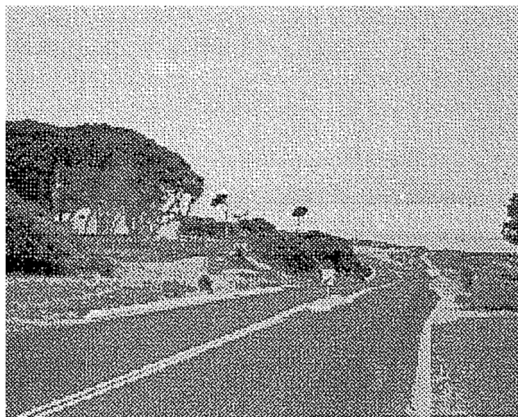
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SOCIAL & RECREATION

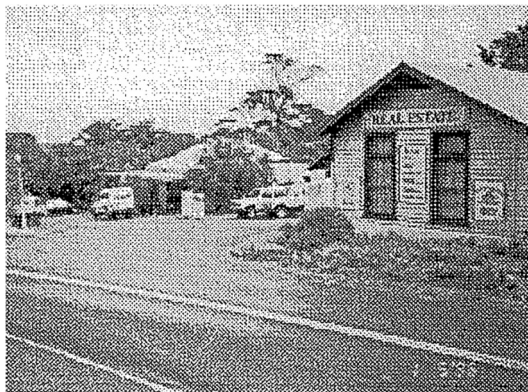
4.2.3 Characteristics:

A key feature of Yallingup's character is the recreation and inherent social connections generated by the use of the beaches and surf. In some respects Yallingup could be considered a "surfing community" given the great deal of use made of the coast by both residents and visitors. For both past and present generations, Caves House and the other limited commercial and community services offered in Precinct 1 have been Yallingup's key social meeting points.

The social character of Yallingup is comprised of an interesting mix of permanent residents, landowners that visit regularly and short-stay visitors to the two caravan parks and other limited holiday accommodation.



Although Yallingup does not have a distinguishable main street, the General Store serves as an informal social meeting place for "locals". Yallingup Beach Road and pedestrian Ghost Trail are the linkages to this social node. Commercial activity in both precincts is low key and tourist oriented.

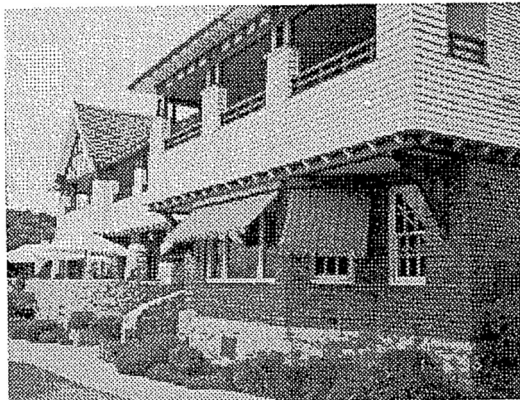


Caves House itself is a meeting and gathering point for both visitors and residents of all ages.

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An aspect of the character of Yallingup is that a wide range of accommodation is provided, family and group accommodation, accommodation for couples and singles and accommodation that suit many different budgets. Whilst the cost factor is seasonal, this feature is relatively unique to Yallingup in that the area is not only a desirable destination, but also affordable for a wide range of visitors.

Quite separate to the relaxed holiday and predominantly family orientated social aspect of Yallingup is the sense of “community” amongst its permanent residents. Often only 20% of residential dwellings are occupied but there is a strong community spirit and identity. There is a shared concern amongst all residents for the fragile coastal environment and the safety of properties with absentee owners.

4.2.4 Development Controls:

- a) The “Ghost Trail” pedestrian link between the two precincts will be maintained in perpetuity with sensitive signage of the route provided to promote it as an alternative to vehicular movement across the Yallingup area.
- b) Future commercial development must reflect the existing social patterns. That is, any intensification of conventional retail / commercial activity to be minor (i.e. combined Gross Floor Space of less than 1,000m²) and to be located in the immediate vicinity of the existing General Store. Retail / commercial development at Surfside is to be tourist oriented and will not comprise conventional neighbourhood shopping facilities such as newsagents, general stores, butchers, etc.
- c) Reserves R24622 and R8427 to be maintained for recreational use.

HISTORICAL ASPECTS

4.2.5 Characteristics:

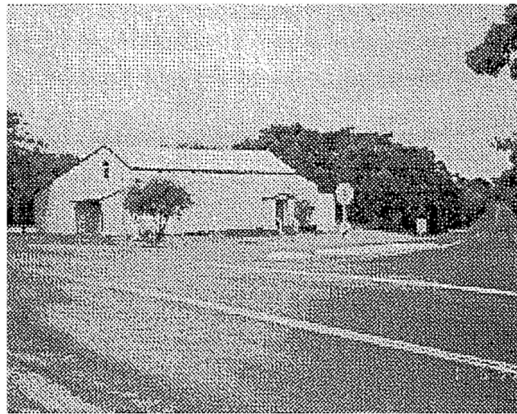
The older buildings and features within Precinct 1, including Caves House, the Hall, the General Store, the Old Cricket Ground and the pine trees, give Yallingup a special link to the past not often associated with small coastal settlements without an export or shipping background.

These historic features at the entrance to the Area add to its popularity and are of great interest, especially to elderly tourists. This is in contrast to the beach and recreation attributes that predominantly attract younger and family groups.

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4.2.6 Development Controls:

- a) Future development within Precinct 1 is to complement (not necessarily replicate) the architecture of Caves House and nearby buildings.
- b) Demolition or extensive alteration (other than renewal within limits of existing architecture) of older buildings, with the exception of Yallingup Hall, the pines and the Oval to be prohibited.
- c) Future recreation facilities and areas to be developed in conjunction with the Old Cricket Ground and Yallingup Hall (as opposed to Precinct 2) and to include consideration of pavilion style structures (perhaps around the Cricket Ground) to complement and reinforce the traditional feel of the area. Sympathetic renewal and alterations to the Hall are permitted.
- d) Any future development of the Caves House freehold and leasehold land must maintain the integrity of all existing formal garden areas and minimise use of the leasehold area (as exists at the date of this document) for new buildings. As a general guide the leasehold area should not accommodate more than 30% of total new floorspace in any redevelopment proposal.

RESIDENTIAL FORM AND STYLE

4.2.7 Characteristics:

A unique aspect of Yallingup in terms of residential form is that it is all contained within a small fan shaped arc and virtually all houses overlook the ocean and reef. No indiscriminate sprawl into surrounding lands is evident and all dwellings are within Precinct 2.

The townsite comprises only 196 lots. Many of the dwellings are used only as holiday homes.

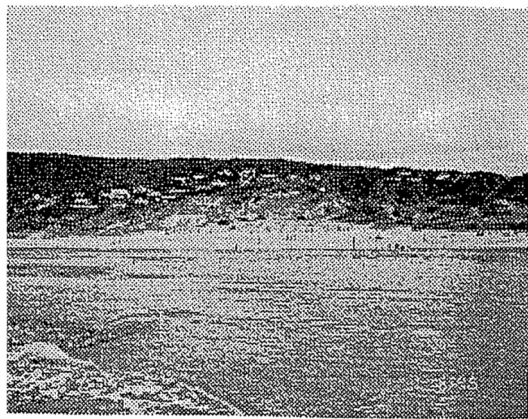
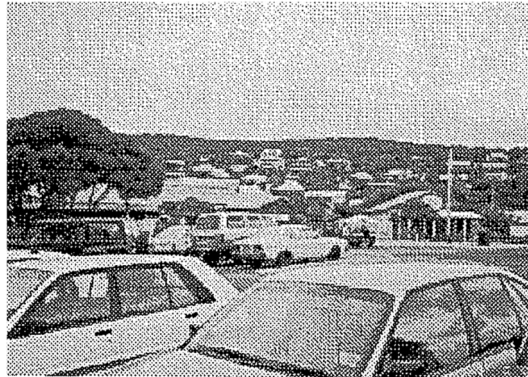
The high level of native vegetation retention on “the Hill” has resulted in often only roof pitches and windows being visible from the Surfside area, creating the impression each is designed to peer over lower houses without being excessive in height themselves.

However, the view from the Surfbreak and Outer Lagoon area is radically different, with the built environment of differing (but strangely complimentary) architectural forms, features and colours dominating.

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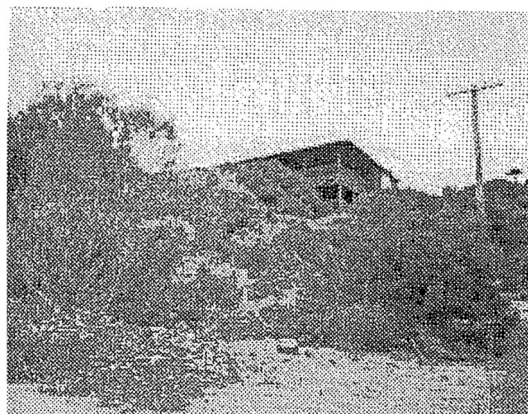
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Residential density is, and appears, low as a result of vegetation around housing. On average it is equivalent to 1 house per 1000m² or R10. This is attributable to adherence to the original townsite subdivision layout and limitations to resubdivision created by the lack of reticulated sewerage facilities.

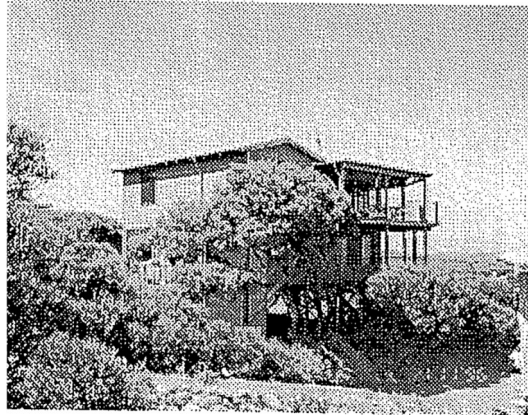
Although exceptions exist, the overall impression of Yallingup's housing stock is that dwellings are of similar form being lightweight construction, two or three storey, have prominent windows and balconies, steep roof pitches and predominantly utilise stilts, rather than cut and fill.



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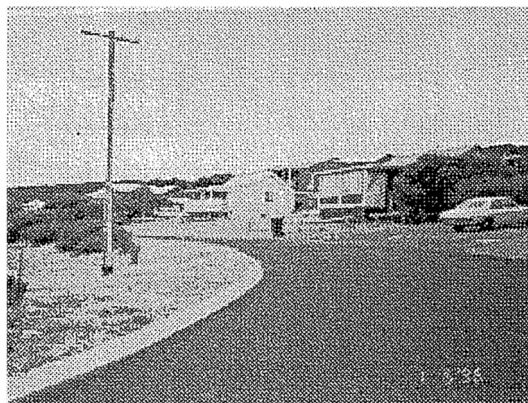
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Although acknowledged as a subjective issue, architecture in Yallingup is generally of a high standard, not necessarily high cost, particularly those more recently constructed dwellings higher on the ridge.

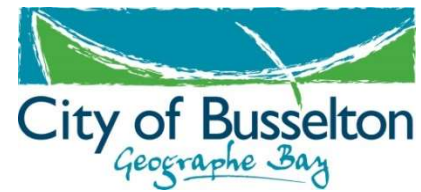
Houses lower on the ridge vary slightly in that views are not possible. Many buildings are single storey and roof pitches are predominantly flatter. Such styles are apparent largely as a result of housing fashions at their time of construction. Many of these homes are of weatherboard or fibro construction and date back to the early settlement of the township in the early 1960s.



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4.2.8 Development Controls:

- a) In the case of subdivision and development, a residential density of R10 is to be applied. Infill group housing development at density R20 on sites comprising 900m² or more (i.e. one dwelling per 450m², but not limited to duplex development) will be permitted subject to specific site assessment against the development criteria.
- b) A height limit of 10 metres measured vertically from natural ground level at any point of a building is applied to the Area. In the case of the "Surfside" site, buildings are not to intrude into the skyline created by the dunal system when viewed from beach areas.
- c) Development Criteria / Performance Standards:

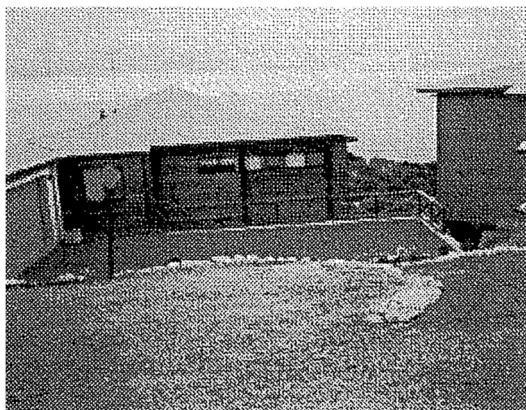
All development proposed within Precinct 2 will be assessed against, and required to comply with, the following form and style criteria:

- Buildings shall have an appearance of lightweight construction and fit with the site topography which will normally require the use of stumped construction.
- Site coverage should be no more than 40% of the lot area and where possible remnant vegetation should be used to reduce the visual mass / bulk of dwellings.
- Clearing only permitted within approved footprint areas and the immediate surrounds. In the interest of fire safety low fuel measures are encouraged over the remainder of the lot.
- Building style shall be reflective of, and sensitive to, the context of existing residential character through the use of prominent windows, lightweight and prominent balconies, relatively steep and multi- pitched roofs. Skillion roof styles, which may reflect an emerging coastal architecture, will be considered on their merit in the context of the site, the streetscape, the building's elevation and position within the lot and the degree to which the design meets the intent and provisions of the policy.

STREETSCAPE

4.2.9 Characteristics:

Setback areas, particularly higher on the ridge, are very steep both on uphill and downhill sides of the road.

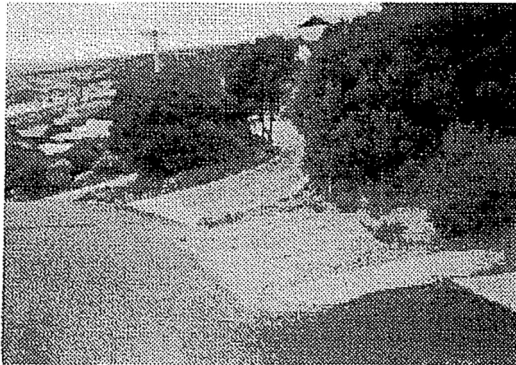


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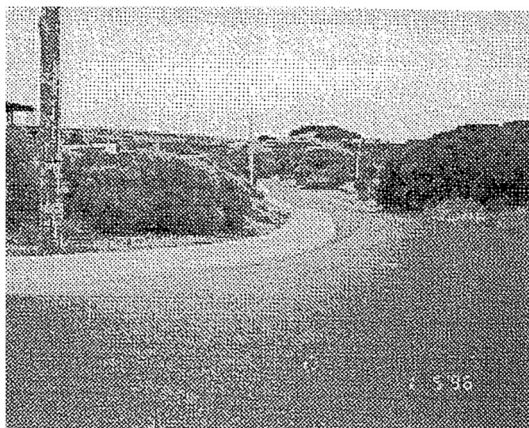
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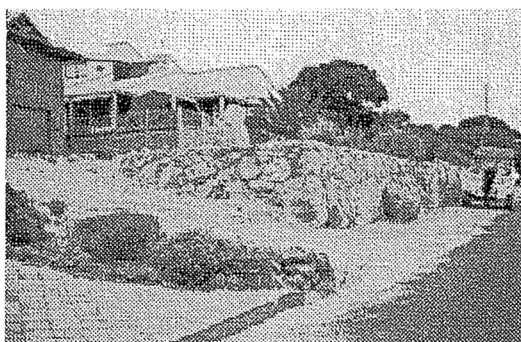
Driveways within these setbacks are both sealed and unsealed. Sealed driveways are the most appropriate, given water erosion potential as a result of the steep inclines and declines, however, informal appearances are considered generally more in character.



In general, road kerbing is not apparent. However, it does exist on the lower side of some roads and is often necessary to prevent erosion and drainage problems. Kerbing in Dawson Avenue looks too formal for the area and suburban like. Interestingly, such kerbing, although “soft” was sought in the Yallingup Development Plan. Any future kerbing and pathways deemed necessary by the community should blend better with the surrounds.



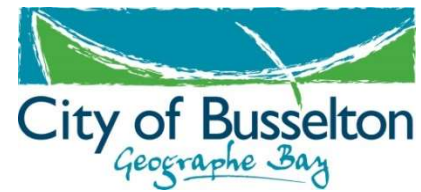
In most instances, gardens / landscaping in setback are left as native scrub or a combination of scrub and introduced species. More often than not their gradient is unaltered, although steeper, limestone and brick retaining walls are increasingly being used to stop wash onto driveways.



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Instances in which retaining walls run close and parallel to roads are too stark and formal and thus out of place. Street lighting does not exist within Precinct 2 with the exception of the Surfside car parking area. All power lines are above ground.

Vegetation in most instances extends to the edge of the road and this feature should not change.

Currently there is a high level of sign usage across the entire Area, these being of both traffic and commercial orientation.

4.2.10 Development Controls:

- a) Minimum separation between buildings, regardless of front and rear setback, to be four (4) metres.
- b) The front setback to be a minimum of 7.5 metres, consistent with adjoining residences, or sufficient to maintain any remnant vegetation, whichever is the greater.
- c) Kerbing is discouraged, however, where needed for safety or drainage purposes should be coloured appropriately to blend in (i.e. use of oxides, pea gravel, etc) and / or be flush. Any kerb and guttering to be minimised and generally limited to the western / lower side of roads.
- d) Retaining walls along front / road boundaries are not encouraged. Consideration will be given to low stone or “natural” retainers if it can be demonstrated that it is necessary to address site stability or excessive erosion. Landscaping either in front of, or over, such features will be encouraged. Any such proposed retaining walls must be indicated in applications.
- e) No further footpaths to be constructed, other than in gazetted walkway reserves, or in proximity to Surfside where increasing traffic makes them necessary for safety reasons.
- f) Use of predominantly indigenous vegetation will be required in landscaping of new developments.
- g) The City, as a matter of priority, will seek to rationalise all roadside signage within the Area. Future preference will be given to timber and lightweight signs.
- h) The City to seek the undergrounding of all power lines while ensuring minimum damage to the environment and obstruction to residents and visitors.
- i) TV antennae are restricted to 6m above any roof apex.

ACCESS AND MOVEMENT

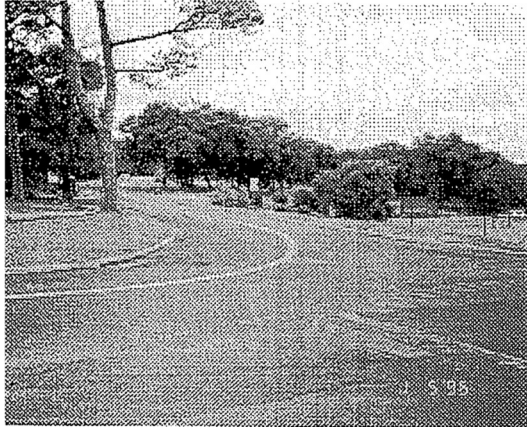
4.2.11 Characteristics:

Traffic volumes and speeds vary considerably within the Area. Precinct 1 has a limited quantity of road space, however, it is generally considered obtrusive on the social and aesthetic character of the areas. Although signs indicate lower speeds, often vehicles pass through the area at greater than acceptable speeds, creating safety concerns.

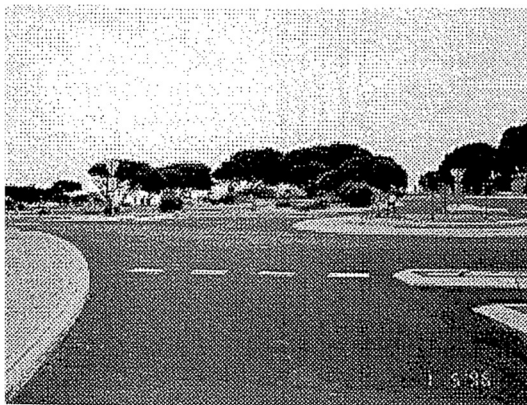
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Any development with the potential to increase traffic volumes should be considered carefully in light of possible negative impacts on the character of the precinct as described earlier. The car parking area on entry to the township proper is very formal, barren and generally not in keeping with the green / natural surrounds, as well as being inefficient. Informal parking in residential streets creates safety and security concern, particularly in peak holiday period. The Rabbits Hill Carpark and entry road also become very congested and dangerous during peak periods, creating a need for safety and efficiency solutions.



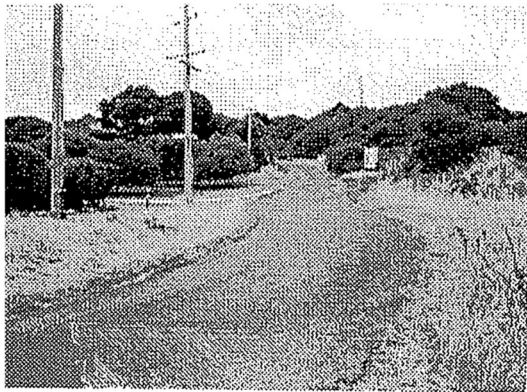
The round-about effectively delineates the recreation and commercial aspect of Precinct 2 from the residential component.

Beyond this point, roads in the residential area are narrow and informal with a lack of kerbing and in places very steep. Unfortunately though, traffic speeds, particularly along Dawson Drive and Valley Road create concern.

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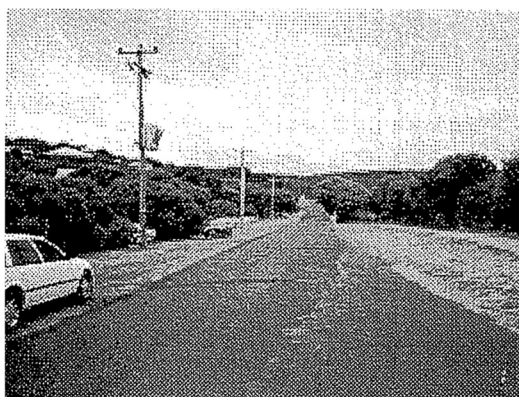
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Currently most pedestrian movements are along road verges in Precinct 2 which is considered acceptable given generally low speeds within the sector. Safety concerns are increasing, however, as traffic volumes continue to rise, particularly in peak holiday periods.

Formalised walk trails to the beach and Caves House display a high level of concern for the environment from both residents and the City. However, a rationalisation of these paths, roadside paths and gazetted walkway reserves is required to make pedestrian movement safer and more efficient.

Any rationalisation of these walkways should also consider the potential for increasing access between the Caves House Precinct and beach areas as a means of reducing congestion in the beach car park. The potential for alternative means of movement from the elevated Precinct 1 down to the beach area may also be worth pursuing in the future.



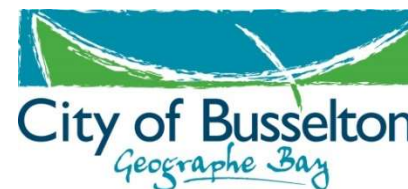
4.2.12 Development Controls:

- a) Further provision of carparking for holiday makers should not be at the expense of remnant vegetation with the exception of the “car park reserved” land abutting the Yallingup Beach Caravan Park (which will be prioritised on the City’s works programme for the area). Carpark construction within this area will be subject to selective and sensitive clearing in order to retain the dense buffer appearance created by the existing vegetation.
- b) The City supports the expansion of the carparking capacity and efficiency of Rabbits Hill Carpark by the Department of Environment and Conservation.

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- c) Short term car parking to be permitted on road verges. Arrangements to be made for overflow parking in Valley Road and similar situations during peak periods.
- d) Roads should not be widened or kerbed unless essential for drainage and safety reasons.
- e) No further roadside footpaths to be constructed other than those necessary to complete a low key, rationalised and safer pedestrian movement network.
- f) Traffic calming devices such as speed humps and chicanes will not be encouraged. However, steps such as warning / slowing signs be erected where considered essential.
- g) The City will implement increased planting of indigenous shrubs and shade trees in all public car parks in the Study Area.
- h) The City will pursue development of the Yallingup Bypass with Main Roads WA. This will not necessarily involve realignment of Yallingup Beach Road away from the Caves House Precinct. The necessity for realignment of Yallingup Beach Road will be re-examined in the context of development proposals for Caves House and the General Store area.

5. REVIEW DETAILS

Review Frequency		2 yearly		
Council Adoption	10/3/2010		C1003/069	
Previous Adoption	DATE		Resolution #	

** Policy number changed from LPP 3A to LPP 3.2 on the 11th May 2020. The change is administrative only, no resolution by Council required.*

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ATTACHMENT 1

