

Local Planning Policy No. 4.6

CAVES ROAD VISUAL MANAGEMENT

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

2.1 Background

Caves Road is well-known by both the local community and tourists alike for its rich mosaic of agricultural and natural landscapes that provides one of the principal attractions of the area. It is also recognised as the principal route to recreational opportunities and coastal settlements and, as such, a location which is experiencing considerable development pressure.

The broad intent of the City is to maintain, enhance and protect the natural and rural landscape, cultural and tourist values of Caves Road and its environs through provisions formalising the outcomes of the Caves Road Visual Management Study.

These provisions are a result of, and are based on, the *Caves Road Visual Management Study* (July 1995) undertaken on the City's behalf by Bill James Landscape Architect. The study was designed to assist and provide guidance on the future planning and management of the Caves Road Viewshed.

2.2 Application

These provisions apply to all development requiring consent on all land that is visible from Caves Road between Dunsborough and the southern boundary of the City of Busselton, as shown on Policy Plan 1.

While it is acknowledged that the policy is not retrospective in relation to past decision, the City is committed to the detailed assessment of all future applications on an individual basis, in the context of this policy, to ensure that, at all times, decisions reflect the best management of the landscape values of Caves Road.

2.3 Relationship to other policies

These provisions should be read in conjunction with the Local Rural Planning Strategy, District Town Planning Scheme and other City policies. The provisions are also prepared in acknowledgment of the Leeuwin-Naturaliste Ridge State Planning Policy.

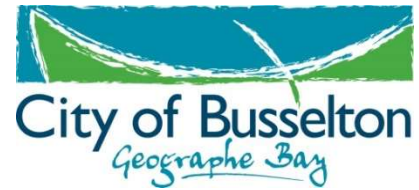
Caves Road is also located within a 'Landscape Value Area' as set out in the Town Planning Scheme and all development is required to comply with the specific requirements of this area designation.

2.4 Objectives

- To maintain and enhance the visual quality of the natural and rural landscape as viewed from Caves Road.
- To retain the rural landscape as the dominant visual experience of the Caves Road Viewshed.
- To maintain the significant views experienced from Caves Road.

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These will be achieved by:

- Ensuring appropriate forms of development that reflect the varying visual significance and sensitivity of areas as viewed from Caves Road.
- Establishing basic parameters for development within the Caves Road Viewshed.
- Establishing appropriate requirements for those proposing to develop within the Caves Road Viewshed.
- Establishing procedures and criteria for assessing development within the Caves Road Viewshed.

3. INTERPRETATION

Given the visual management intent of these provisions and the highly sensitive nature of much of the policy area, the definition of “development” is significant and particular in this case, as follows:

“**Inevident**” means not visually obvious.

“**Caves Road Viewshed**” means that land visible from Caves Road.

“**Visual Absorption Capacity**” has the same meaning as in the WAPC document *Visual Landscape Planning in Western Australia*.

4. POLICY STATEMENT

4.1 VISUAL MANAGEMENT POLICY AREAS

Three Visual Management Policy Areas were established as part of the Caves Road Visual Management Study. The Policy Areas have been based on their visual absorption capacity, which is the degree to which a landscape can accommodate development without creating unacceptable visual impact. Four main factors have been considered in establishing the Policy Areas as explained below:

- Proximity to Caves Road
- Landform
- Vegetation
- Visual Quality

Proximity of development to Caves Road is obviously important. The foreground is particularly important, which is defined as being the 500m strip of land either side of Caves Road.

Landform affects visual impacts by either providing opportunities for integration with development or by denying such opportunities. Extensive exposed slopes, ridges and flat plains provide little opportunity, whilst undulating landscapes provide opportunities for development to compliment the natural surrounding.

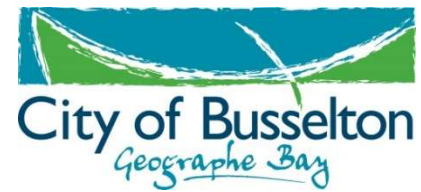
Vegetation provides opportunities for visual integration. Bare landscapes are particularly susceptible to visual impacts.

Visual quality offers both opportunities and constraints. Landscapes of high visual quality do not preclude development, but particular care is required to ensure that the visual quality is not impaired by the changes brought about by development.

Whilst scenic or visual quality is a subjective experience, there is considerable consensus among society, in general, on those aspects of a landscape that constitute a high degree or quality of scenery. The application of

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descriptive frames of reference based on diversity, uniqueness, prominence and naturalness of landform, vegetation and waterform enables a systematic and rational approach to visual classification, rather than a subjective one. Such an assessment has been utilised in determining the visual quality mapping.

Landscapes of high visual quality, because of their inherent variety in landform and vegetation, often offer opportunities for integration. Constraints to development include the retention of major views and vistas, keeping development out of major focal points, avoiding disruptions to landform and vegetation patterns. Above all, landscapes of high visual quality require a high level of site specific design input and potentially place major limitations on development opportunities.

The Policy Areas are shown on Policy Plan 1 and are described below.

4.1.1 Visual Management Policy Area 1

Landscapes within this Policy Area have a low visual absorption capacity and development is likely to have a high visual impact. Within Policy Area 1 are landscapes of both high quality and low quality. It also includes areas that are visually prominent and/or seen from several locations.

Given Policy Area 1 is at the greatest potential visual risk from development, it is important to directly relate development requirements to the visual quality. This enables differing development application requirements and criteria to be applied to areas to match the importance of landscape protection. It should however be noted that protection of areas of high visual quality in all Policy Areas is of paramount importance. Visual quality mapping of the Policy Area was undertaken as part of the Caves Road Visual Management Study, as shown on Policy Plan 1.

Policy area objectives

4.1.1.1 High Visual Quality Land

Development and/or changes of land use shall result in inevident visual alteration of landscapes. Development shall be inevident from Caves Road.

4.1.1.2 Low/Medium Visual Quality Land

Developments or changes of land use shall result in an unaltered or improved visual amenity.

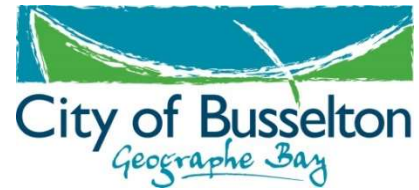
Table 1 outlines the requirements to be submitted as part of a development application.

4.1.2 Visual Management Policy Area 2

Landscapes within this Policy Area have a moderate visual absorption capacity. Appropriate development will have a moderate visual impact only. Introduced visual elements will be apparent in the landscape but, through careful design, can potentially add to, rather than detract from, the visual amenity.

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Policy area objectives

4.2.2.1 High Visual Quality Land

Development and/or changes of land use shall result in inevident visual alteration of landscapes. Development shall be inevident from Caves Road.

4.2.2.2 Low/Medium Visual Quality Land

Developments and/or changes of use may be visually apparent from Caves Road with careful design, but will nevertheless be subordinate to established landscape patterns.

Application requirements for this Policy Area are also outlined on Table 1.

4.1.3 VISUAL MANAGEMENT POLICY AREA 3

Landscapes within this Policy Area have a high visual absorption capacity. Appropriate development will potentially have a low visual impact. In terms of visual amenity, this land is the most suitable for development.

Policy area objectives

4.1.3.1 High Visual Quality Land

Development and/or changes of land use shall result in inevident visual alteration of landscapes. Development shall be inevident from Caves Road.

4.1.3.2 Low/Medium Visual Quality Land

Development and changes of use can, with sufficient attention to design, be accommodated within the landscape.

Application requirements for this Policy Area are also outlined on Table 1.

4.2 GENERAL PROVISION AND ASSESSMENT CRITERIA

The following policies relate to the various areas to which the Caves Road Visual Management Provisions apply and shall be used in assessing development.

4.2.1 Policy Plan 1 shall form the basis in guiding development within the Caves Road Viewshed.

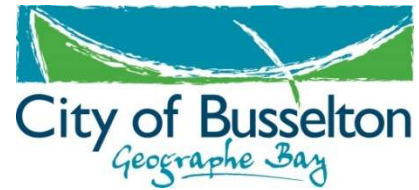
4.2.2 All development within the Caves Road Viewshed shall require City consent.

4.2.3 Development shall comply with the Objectives for the Visual Management Policy Area within which it is located.

4.2.4 Development shall ensure that the public experience and enjoyment of the Caves Road Viewshed is maintained in terms of landscape character, significance, access and views.

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- 4.2.5 All development to be set back a minimum of 100m from the Caves Road Reserve. Development ancillary to an established Rural Activity will be considered within 100m of the Caves Road Reserve only where it can be clearly demonstrated that such development is consistent with the Objectives of the Policy Area and, in any case, should not be set back less than 50m.
- 4.2.6 Development shall have no impact on view corridors or major landscape elements as identified on Policy Plan 1.
- 4.2.7 Development shall in no way impact on the skyline as viewed from Caves Road.

Building Form and Site Design

- 4.2.8 All development shall adopt low impact design, reflect local values and be constructed of materials compatible with the natural characteristics and traditional settlement patterns of the area.
- 4.2.9 Development shall be where possible in clusters of separate, smaller buildings, rather than in singular, bulkier forms.
- 4.2.10 All buildings shall generally be below the crown/canopy height of remnant vegetation in the immediate vicinity.
- 4.2.11 Pitched and jipped roofs which follow the topography of the site and surrounds are encouraged in preference to steep and shallow angles and skillions.

Vegetation

- 4.2.13 The removal of remnant vegetation will only be permitted where the pattern of vegetation remains the same as viewed from Caves Road. Removal of paddock trees may be approved for agricultural purposes, providing an equivalent number are planted in adjacent areas.
- 4.2.14 All required landscaping shall be of species indigenous to the area.

Existing Development

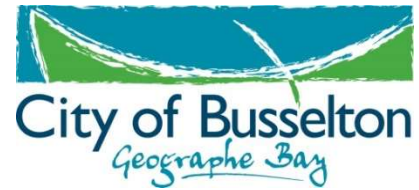
- 4.2.15 Minor extensions or modifications to existing developments that would be deemed inconsistent with this policy may be approved where it is considered it will improve the visual amenity and lessen the visual impact from Caves Road.

Entry Statements

- 4.2.16 No entry statement shall be constructed within the Caves Road Viewshed without City consent.
- 4.2.17 Entry statements constructed along Caves Road shall be designed to minimise the visual impact the structure may have on the Caves Road Viewshed.
- 4.2.18 Entry statements shall be designed and constructed of earthy materials and colours consistent with those found on the lot and immediate surrounds and are of a size and scale submissive to the natural and rural surroundings.

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- 4.2.19 Entry statements shall not be located within Major Views as identified on Policy Plan 1.
- 4.2.20 Entry statements shall not exceed 1.2m in height from the natural ground level.
- 4.2.21 Entry statements shall only be permitted for the purposes of property and access identification.

Road Design (Accessways, Crossovers, Slipways and Car parking)

- 4.2.22 No accessway, crossover or slipways shall be constructed within the Caves Road Viewshed without prior consent. In issuing approval, the City may specify the materials to be used in construction to ensure compatibility with the landscape character while ensuring adequate safety levels are achieved.
- 4.2.23 Property access points and commercial, property and road signs shall be restricted to one per lot or at no less than 500m intervals.
- 4.2.24 Carparking areas shall be inevent when viewed from Caves Road.

Note: The approval of Main Roads WA will also be required prior to construction of any access crossovers, slipways or access points to Caves Road. Any access to Caves Road is to be located, designed and constructed to the specification and satisfaction of Main Roads WA.

4.3 DEVELOPMENT APPLICATION PROCEDURE

Application requirements

When seeking approval for development within the Caves Road Visual Management Policy Area, information consistent with Table 1 (as attached) will need to be provided by the proponent in conjunction with the application to ensure assessment is not delayed. The level of assessment required may be varied at the City's discretion where this is warranted due to the specific location and/or scale of the development.

Advertising of application

Where development applications are situated within either:

- a. Policy Area 1 or
- b. Areas of High Visual Quality or
- c. The focus of major views as shown on Policy Plan 1, they shall be advertised for public comment pursuant to Local Planning Scheme No 21 prior to consideration by the City.

The City shall also refer any application that requires access to Caves Road to Main Roads WA and have regard for its comment in determination of the application.

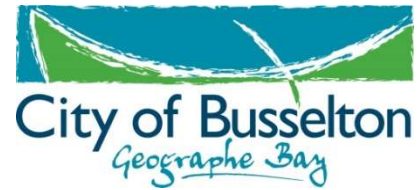
4.4 ASSESSMENT OF APPLICATION

The following criteria will need to be considered in assessing the acceptability of development applications:

- a. Compliance with general objectives of these provisions and relevant Policy Areas.
- b. Compliance with Policy Plan 1.

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- c. Analysis of information supplied as part of the application as required by Table 1.
- d. Visual quality of the subject site based on Policy Plan 1, areas of landscape significance identified in the Leeuwin-Naturaliste Ridge Statement of Planning Policy and assessment undertaken as part of the application.
- e. Main Roads WA – Caves Road Planning Strategy.
- f. Scale, extent and nature of the proposed development, including:
 - * Height
 - * Materials (colour, type, roofing)
 - * Design
 - * Parking areas
 - * Landscaping/vegetation
 - * Use type
 - * Reflectivity
- g. Visibility from Caves Road, considering:
 - * Distance/proximity
 - * Topography and landform
 - * Proximity to major views (background and foreground)
 - * Vegetation (existing and proposed)
 - * Impact on “skyline”
 - * Relationship with other Visual Policy Areas
- h. Submissions received as part of the advertising process, where required, including comments from government departments.
- i. Impact/relationship to the rural and natural landscape and established settlement patterns.
- j. Access points and signage proposals.
- k. Compliance with other policies and the District Town Planning Scheme.

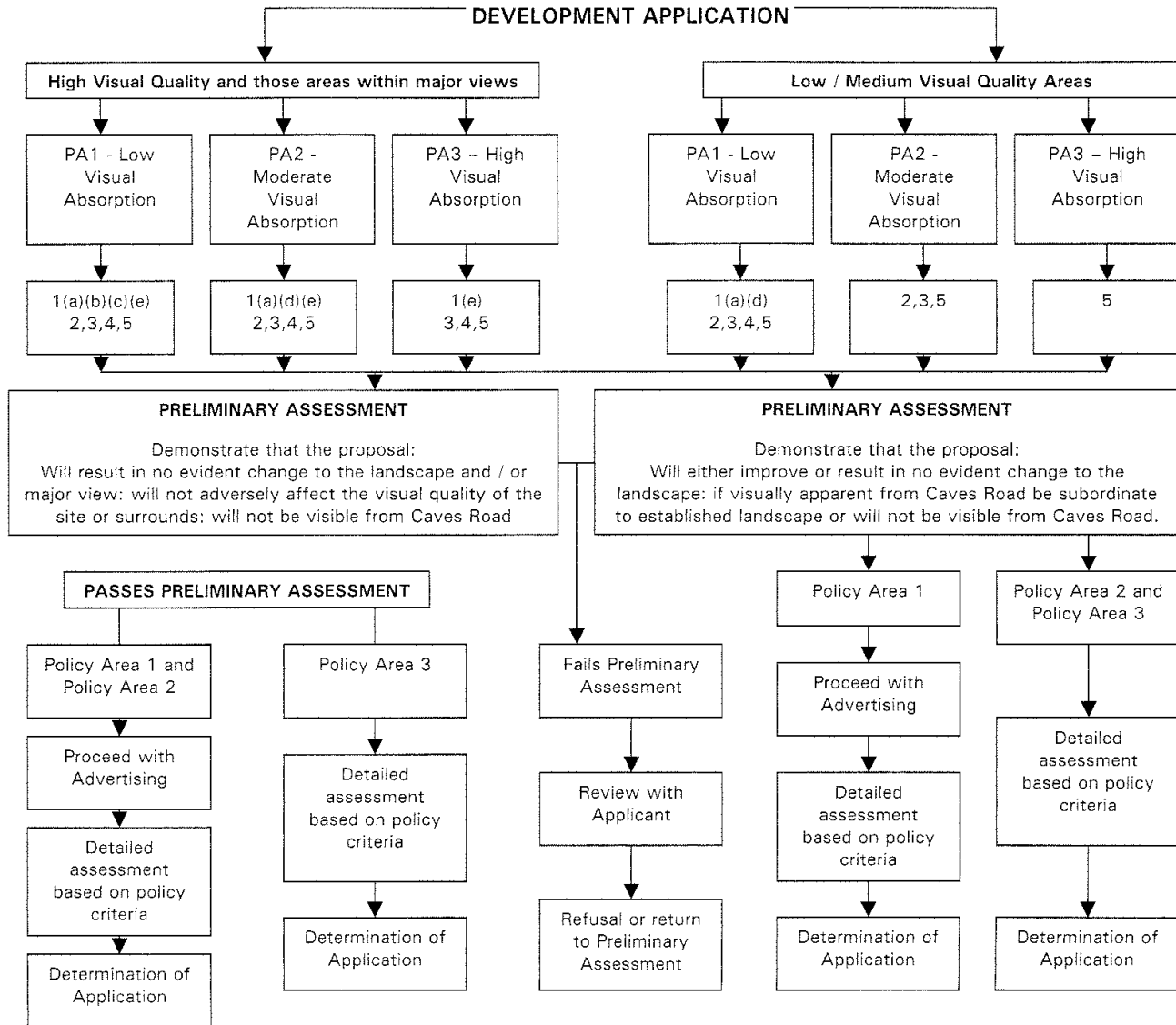
5. REVIEW DETAILS

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

* Policy number changed from LPP 3G to LPP 4.6 on the 11th May 2020. The change is administrative only, no resolution by Council required.

TABLE 1 - DEVELOPMENT APPLICATION REQUIREMENTS

- LEVEL OF DETAIL REQUIRED FOR ASSESSMENT:**
1. Comprehensive Landscape Assessment to include:
 - (a) Identification of all viewpoints – background and foreground from Caves Rd to site;
 - (b) Suitable Photographic Imagery to accurately transpose proposal from all significant viewpoints;
 - (c) Classification and mapping of scenic quality of site and surrounds;
 - (d) Nature and extent of existing and proposed vegetation;
 - (e) Preparation of cross-section through all major viewpoints.
 2. Nature and extent of existing development.
 3. Proposed height, design, materials, colours, roofing and signage.
 4. Proposed entry statements, crossovers, parking and access.
 5. Standard Development Application requirements including suitable topographic information.



CAVES ROAD VISUAL MANAGEMENT POLICY

Policy Plan 1

INDIAN

DUNSBOROUGH

YALLINGUP

CANAL ROCKS

OCEAN

Major Gracelown Ridge formation highly visible from Caves Road. The ridge forms a visual backdrop to foreground and middleground. Development on ridge should be kept to unseen areas.

Views contained by wooded slopes adjacent to road. Development should be kept to unseen areas.

Road junction and Hall are a major landmark

Vegetation providing dense screen - retain.

Small valley running to coast is an especially scenic event. Development should be inevent.

Settlement at road junctions forms a major landmark. Opportunity for village type development.

Major backdrop to view development should be inevent

Developments which integrate with landform and vegetation and respect major view can be absorbed

Generally flat land with little vegetation. Low visual absorption capacity. development would have major impact.

Very attractive little valley - change should be inevent.

Development on ridge slope would be highly visible. Low visual absorption capacity. Change should be inevent

Generally flat land with little vegetation. Low visual absorption capacity. development would have major impact.

Developments which integrate with existing landform and vegetation and respect major views can be absorbed.

Generally flat land with little vegetation. Low visual absorption capacity. development would have major impact.

Development in poorly vegetated foreground areas will have a high impact on Caves Road. Developments integrated with vegetation will be absorbed

This area can absorb suitable development

Developments which integrate with landform and vegetation and respect major view can be absorbed

Developments which integrate with landform and vegetation and respect major view can be absorbed


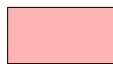
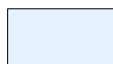
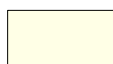


This area can absorb suitable development

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This area can absorb suitable development

-  CAVES ROAD
-  Policy Area 1 (Low Visual Absorption)
-  Policy Area 2 (Moderate Visual Absorption)
-  Policy Area 3 (High Visual Absorption)
-  High Visual Quality
-  Low/Medium Visual Quality

 Major Views

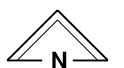
 Foreground (500m)

Developments which integrate with existing landform and vegetation and respect major views can be absorbed.



SHIRE OF BUSSELTON

Produced by Planning & Development Services Shire of Busselton.
Visual Management Data Supplied by Bill James Landscape Architects.



0 500 1000 1500 2000m
Scale 1:75000

NOTE: All areas not shaded are not visible from Caves Road.