

**13.6 Notice of Motion - Access for 4WD Vehicles at Angels Beach**

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**Councillor** Cr Ken Johnston

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I move

That the status quo be maintained for four wheel drive access to Angels Beach after the construction of the Coastal Recreational Pathway. This is as per the Ballina Coastal Reserve Plan of Management (April 2003) for Angels Beach.

**Councillor Comment**

Access is only via the designated vehicle access for:

- Emergency vehicles
- Council vehicles
- Professional fisherman
- Emergency situations only for private vehicles
- Amateur fisherman only between sunset and sunrise

**Staff Comment**

The design of the Coastal Recreational Path (CRP) is a balance in respect of a range of competing demands including the need to provide the path, protect the environment, recognise and respect Aboriginal history and culture, provide emergency and other access to public land, ensure safety, and promote security.

The CRP is expected to attract a lot of interest and generate high use and appropriate management is required for the safety of path users. Attached to this notice of motion is a plan of the CRP for this area.

The changes at this location are quite significant with the relocation of vehicular access and parking to a site adjacent to the Coast Road. The reason for this is to enable rehabilitation of the dunal areas and increase security for car parking.

The current Angels Beach 4WD access is located some 170 metres north of the proposed carpark, and future vehicular access onto the CRP is proposed to be restricted at the new carpark to avoid the risks associated with contact for pedestrians and cyclists with 4WD vehicles.

If allowed, 4WD vehicles would need to traverse 170 metres of the CRP to reach the beach access point. The path is not considered wide enough for this purpose as its objective is to convey pedestrians and cyclists only.

This arrangement is in accordance with approved development consent. The approved plan reads, in part, "...restricted access onto the CRP for emergency vehicles via a removable ballard."

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A removable bollard for maintenance and emergency access is an arrangement we have installed at many locations in the Shire where circumstances require this type of management response.

Access for recreational 4WD users to Angels Beach has not been stopped as the existing 4WD arrangements at Sharpes Beach are not affected by the CRP, albeit it is acknowledged that in certain tidal conditions the access to Angels Beach is reduced when compared to the current arrangements.

Council cannot support this notice of motion without breaching the conditions of consent. Therefore if Council wishes to amend the consent the appropriate approach would be to lodge a planning application to seek amendment of the consent.

This assessment will require consideration of whether the path design should be altered to ensure appropriate safety measures are incorporated to manage the interaction of vehicles with pedestrians and cyclists.

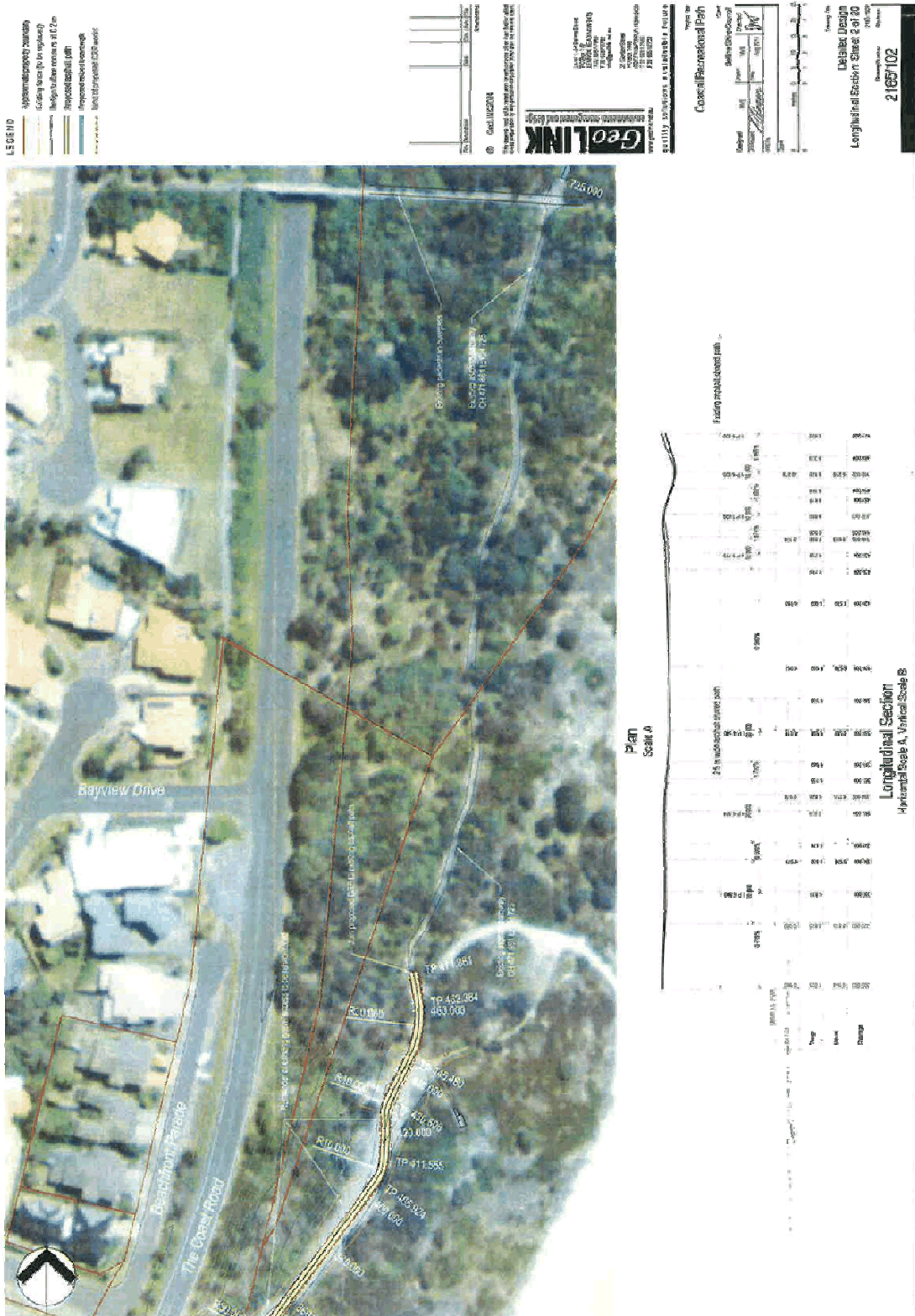
**COUNCILLOR RECOMMENDATION**

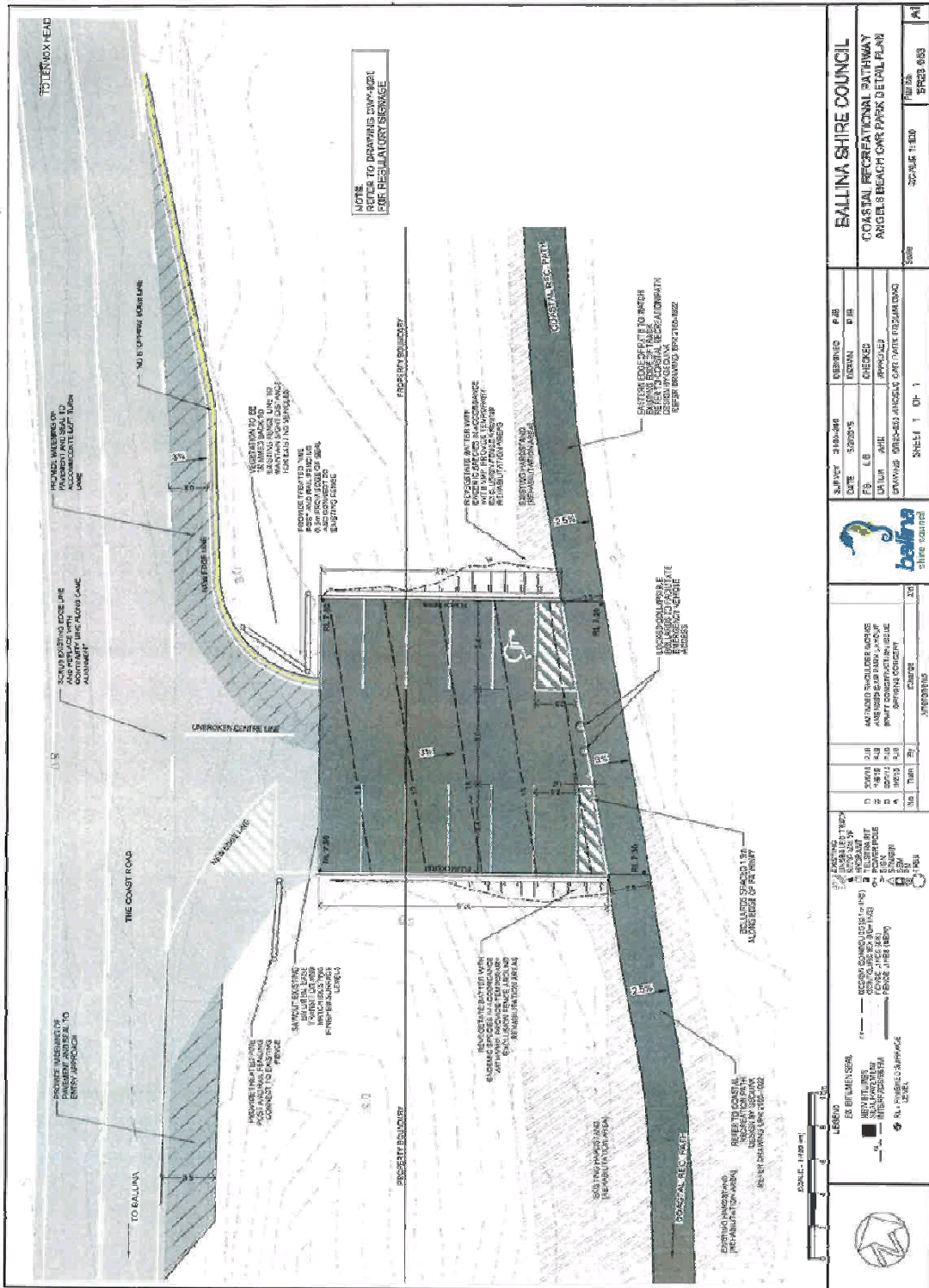
That the status quo be maintained for four wheel drive access to Angels Beach after the construction of the Coastal Recreational Pathway, as per the Ballina Coastal Reserve Plan of Management 2003.

**Attachment(s)**

1. Plan of CRP







**NOTE**  
SEEKING TO BE PROTECTED FROM SAND AND ROCKS AND OTHER DEBRIS TO BE REMOVED AND REPLACED WITH ASPHALT.

<b>BALLINA SHIRE COUNCIL</b>			
<b>COASTAL RECREATIONAL PATHWAY ANGELS BEACH CONCEPTUAL DETAIL PLAN</b>			
<b>DATE</b>	<b>REVISIONS</b>	<b>PREPARED BY</b>	<b>SCALE</b>
15/11/16	01	CHANGES	1:100
SHEET 1 OF 1			
SPR 018			

UNCLASSIFIED DOCUMENT - PUBLIC ACCESS  
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 UNCLASSIFIED DOCUMENT - PUBLIC ACCESS

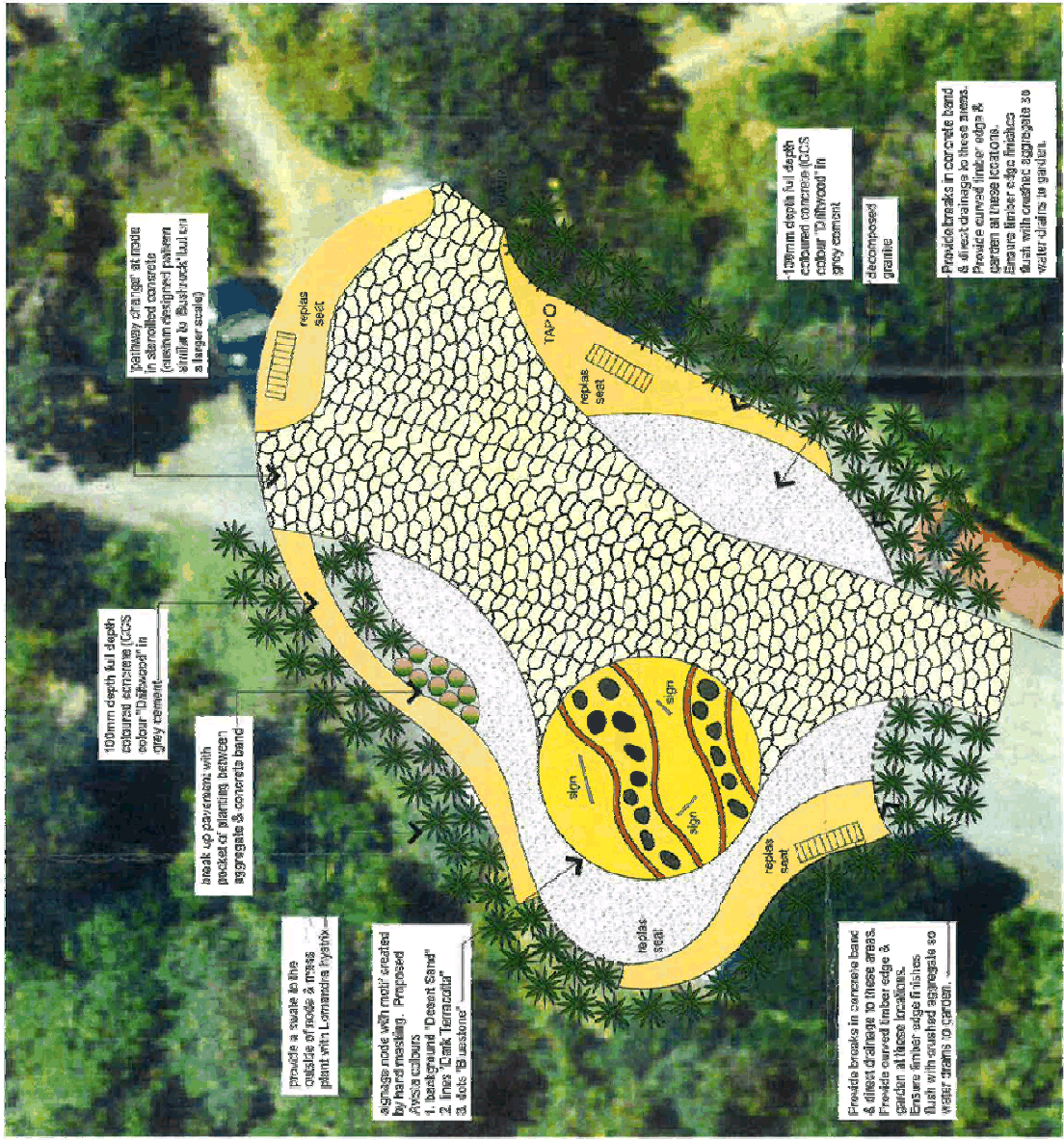
NO.	REVISION	DATE
1	Issue for Approval	11/11/16
2	Issue for Approval	11/11/16

- LEGEND**
- stencilled concrete with custom designed pattern (similar to 'Bus Rock' pattern but at larger scale, Avista colour 'Marino')
  - 100mm depth full depth coloured concrete (CCS colour 'Driftwood' in grey cement)
  - decomposed granite (preferably sandy coloured)
  - node pavement with stencilled concrete with motif reflecting signage artwork. Hand masked. Avista colours 'Desert Sand', 'Dark Terracotta' & 'Bluestone', interpretive signage.
  - Replis 'Sorrento' bench seat
  - groundcover planting  
 Carpobrotus glaucocarpa (Pig Face)  
 groundcover planting  
 Lemnanea lycopodium (Crock Mat Bush)
  - 100mm thick timber edge

3. 100mm depth full depth coloured concrete (CCS colour 'Driftwood' in grey cement)



Project Title: Cultural Ways Entry Node  
 Client: Ballina Shire Council  
 Drawing Title: Cultural Ways Entry Node Landscape Plan  
 Drawing Number: 1610-01  
 Scale: 1:100 @ A3



## 11.2 Coastal Recreational Path Project - 4WD Access at Angels Beach.DOC

Thank you for inviting Statewide to comment on the issue of 4wd and pedestrian interaction on the proposed Ballina to Lennox Head Coastal Recreation Path at Angels Beach. I refer to our meeting Wednesday 3 August 2016 and Council's recent Notice of Motion:

### **13.6 Notice of Motion - Access for 4WD Vehicles at Angels Beach 280716/17 RESOLVED**

(Cr Ken Johnston/Cr Keith Williams)

That the status quo be maintained for four wheel drive access to Angels Beach after the construction of the Coastal Recreational Pathway, as per the Ballina Coastal Reserve Plan of Management 2003.

FOR VOTE - Cr Sharon Cadwallader, Cr Keith Williams, Cr Keith Johnson, Cr Ken Johnston, Cr Paul Worth and Cr Ben Smith

AGAINST VOTE - Cr David Wright, Cr Jeff Johnson and Cr Susan Meehan

ABSENT. DID NOT VOTE - Cr Robyn Hordern

I have spent a considerable amount of time over the past 30 years in Ballina and its surrounding areas and continue to stay at Ballina almost monthly. My use of the beaches and interaction with Council and many local friends provides me with an understanding of local issues such as these.

It is difficult for Council to manage increasing population and changes to facility usage whilst maintaining amenity, access, the environment and safety. As indicated by Council staff and my own observations Angels Beach is becoming more popular with beach goers especially in warmer months and holiday periods when there are many people including numerous family groups with small children using the beach. Angels Beach is now referred to as an urban beach.

As indicated in Ballina Council's July 2004 Draft Precinct Plan 4 Ballina Coastal Reserve – Flat Rock, Angel Beach & Black Head, "seasonal congestion" already occurs and "The planned cycleway / walkway will provide increased access to and is likely to increase visitation and place pressure on sensitive areas of high conservation value along Angels Beach hind-dunes"

With increased local and tourist populations and the construction of the shared pathway, interaction between pedestrians and motor vehicles will increase.

General design philosophies and principals utilised by urban designers and engineers aim to segregate and minimise pedestrian and vehicle interaction through a range of controls. It is generally unacceptable for vehicles and pedestrians to share the same path.

In this situation 4wd vehicles would share a 2.5 metre wide asphalt path designed for and utilised by pedestrians for approximately 150 metres. This interaction would result in pedestrians being forced off the path on to an unformed walkway. These interactions should only occur between sun set and sun rise and via prior arrangement with the Reserve Trust Manager when fishers in their 4wds would be accessing the beach. It has been noted though that 4wds access the beach outside of these hours and often during twilight hours when the majority of pedestrians would be using the path before and after work.

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Interactions at these times of reduced visibility and high use, with many pedestrians and cyclists already often distracted by the environment, talking with friends, not familiar with the path or wearing headphones is not recommended. Further, interaction would be extremely problematic and potentially dangerous for parents with prams, people in wheel chairs and motorised scooters.

Ballina's Coastal Reserve Plan of Management Volume 1 2003 states as a Shared Cycleway / Walkway, Management Objective: "Provide a continuous cycleway / walkway from Ballina to Lennox Head". It also states Off-Road Vehicle Management on Beaches, Management Objective:

- *"Consideration be given to providing off-road vehicle access to beaches where feasible / environmentally acceptable, retaining beach amenity and safety for other users"*
- *"Provide adequate emergency vehicle (and licensed commercial vehicles) access, within environmental constraints".*

Considering environmental acceptability, retaining beach amenity and safety for other users in line with general population increases, usage changes and increases, and the proposed interaction of pedestrians and vehicles it may be time to reconsider the feasibility.

It is recommended that emergency vehicle access still be maintained.

This situation is not unique to Ballina. All up and down the coast, beach usage continues to be reviewed and change as population increases and demographics change.

If Council intend to proceed with the notice of motion then it is recommended that separation of pedestrian and vehicle movement be achieved through the construction of a separate road alongside the pathway.

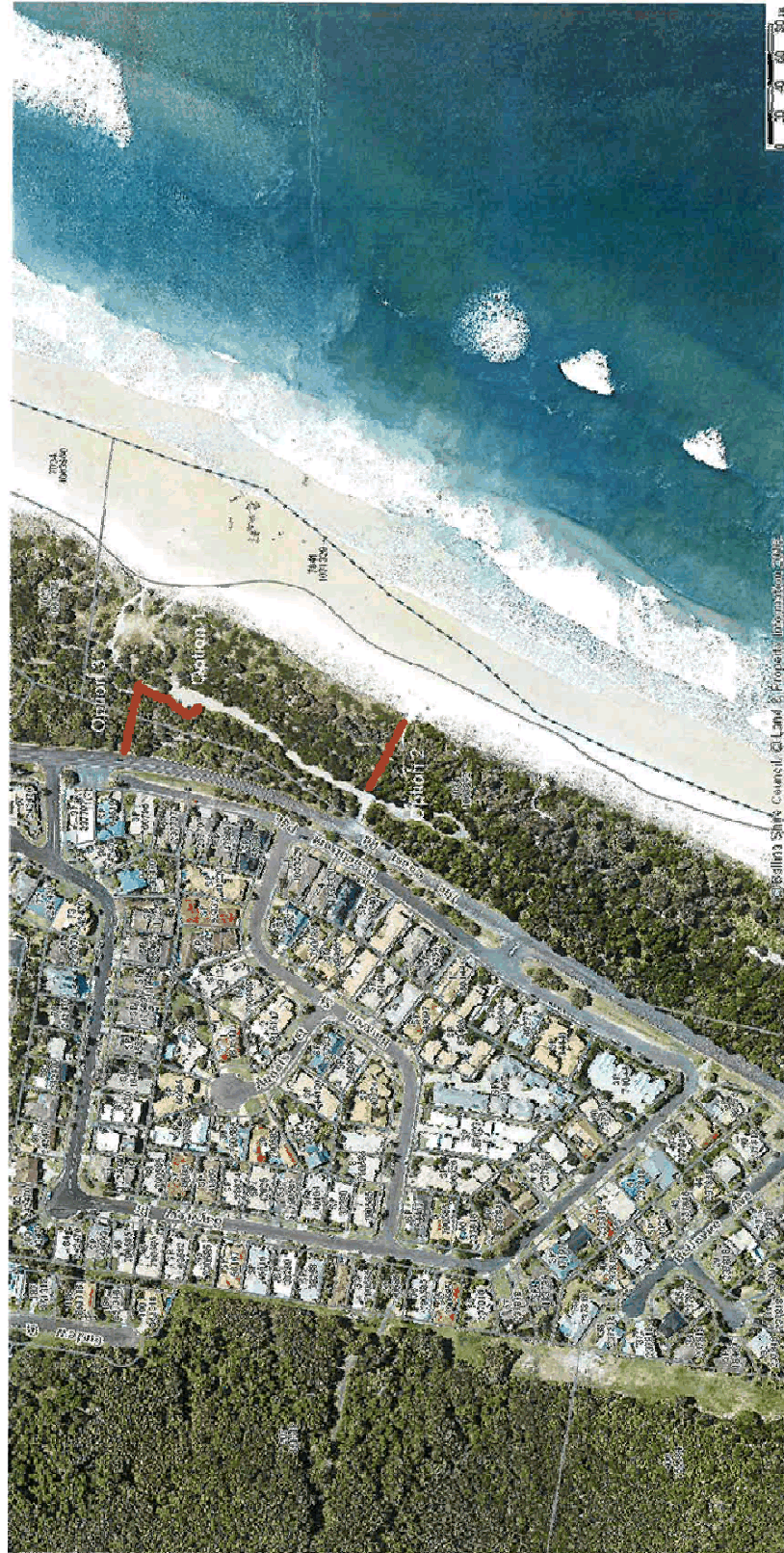
I do not recommend four wheel drives and pedestrians share the proposed shared pathway. I believe the safety of those pedestrians using the pathway would be compromised.

Regards

Mark Spry | Regional Risk Manager

**Statewide Mutual** .





**Attachment 4**



**Option 1 and Option 3: Existing 4WD access Angels Beach**



**Option 2: 4WD access at proposed Angels Beach carpark location**



Option 1 and 3: 4WD access crossing location at CRP (view to west towards The Coast Road)



Existing: Sharpes Beach 4WD access



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