

Agenda

Local Transport Forum Meeting **12 November 2025**

A Local Transport Forum Meeting will be held in the Ballina Shire Council Chambers, 40 Cherry Street, Ballina on **12 November 2025 commencing at 10.00am.**

1. Attendance & Apologies
2. Minutes of Previous Meeting
3. Persons Invited by the Delegate
4. Proposals Authorised by the Delegate
5. Mandatory Referral of Proposals to the Forum
6. Optional Referral of Proposals to the Forum
7. Information Items for the Forum
8. Items Referred for Technical Advice
9. Items Referred for General Discussion
10. Items Without Notice
11. Next Meeting

Council Delegate

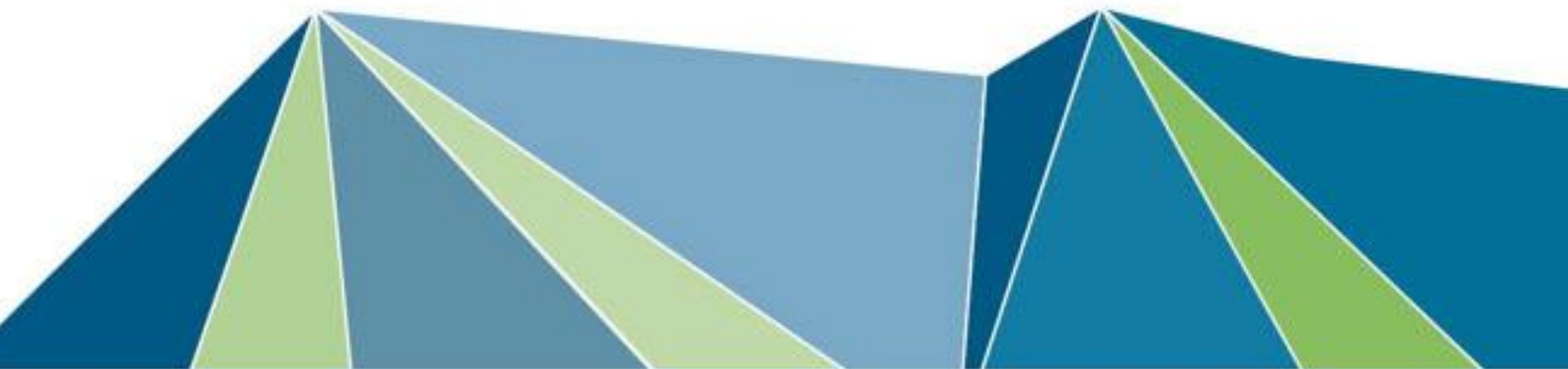


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1. Attendance & Apologies
 2. Minutes of Previous Meeting
 3. Persons Invited by the Delegate
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1. Attendance & Apologies

2. Minutes of Previous Meeting

Nil

3. Persons Invited by the Delegate

4.1 Prescribed Traffic Control Authorisations - Advice to Forum

4. Proposals Authorised by the Delegate

4.1 Prescribed Traffic Control Authorisations - Advice to Forum

Introduction

In accordance with item 4 - Keeping Records, of Schedule 1 of the Authorisation and Delegation of Prescribed Traffic Control Devices and Regulation of Traffic for Roads Act 1993 and Road Transport Act 2013 from the Secretary, Department of Transport, 1 August 2025, the following advice is provided to the Forum.

Information

The following authorisations have been made by Council's Delegate since 1 August 2025.

No.	Applicant	Proposal & Consultation	Determination
2025-09-1	Ballina RSL Club	Close Grant St Ballina for school formal function Tuesday 18/11/25 from 12pm to 6pm	Approved by Delegate John Truman with condition: <ul style="list-style-type: none">• Compliance with Traffic Control Services, Traffic Control Plan for School Formals Plan # TGS-241015-RSL-FORMAL dated 21/10/2024.
2025-09-2	The Ox Charity	Close Camp Drew from 11 am Saturday 11 to 1pm Sunday 12 October 2025 for Ox Challenge Run	Approved by Delegate John Truman with conditions: <ul style="list-style-type: none">• Compliance with Spinifex Traffic Control Plans for The Ox Challenge SPI 1488 and 1489.• Provision being made for hold and release transit of residents and visitors vehicles to and from properties accessing the closed section of Camp Drewe Road.• Provision being made for hold and release transit of holders of Ballina Shire Council Four Wheel Drive Beach Permits.
2025-10-1	Garrett Robinson for Rotor Studios Level 6, 90 Arthur Street, North	Hold and release closure of The Coast Road and River Drive for filming. Blanches/CDC and Buslines	Approved by Delegate David Kelly with conditions: <ol style="list-style-type: none">1. Subject to the Conditions in 3 below, approval is granted for hold and release closure of The Coast Road, Skennars Head to film driving scenes for advertisement, on either Tuesday

4.1 Prescribed Traffic Control Authorisations - Advice to Forum

No.	Applicant	Proposal & Consultation	Determination
	Sydney, NSW, 2060.	consulted by phone 23/10/25. Condition 3(a) added as a result of request from CDC.	<p>28, Wednesday 29, Thursday 30 or Friday 31 October 2025, depending on weather. Hold maximum times to be 3 minutes between 5.30am and 8 am on The Coast Road.</p> <p>2. Subject to the Conditions in 3 below, approval is granted for hold and release closure of River Drive, Keith Hall to film driving scenes for advertisement, on either Tuesday 28, Wednesday 29, Thursday 30 or Friday 31 October 2025, depending on weather. Hold maximum times to be 3 minutes and will take place after associated filming has been completed on The Coast Road.</p> <p>3. (a) If any busses are visible in approaching traffic, the hold road closure for filming is to be delayed until these visible approaching busses have been allowed passage through the controlled section of road.</p> <p>(b) Traffic control for hold and release road closures is to be in accordance with submitted Traffic Control Plans provided by Lock it Down, Approved by Les Roberts Cert TCT0043144</p> <ul style="list-style-type: none">• The Coast Road, Skennars Head Plan No 5432655 V1 dated 17/10/2025, and• River Road Keith Hall Plan No 5432657 V1 dated 19/10/2025
2025-10-02	Ballina Shire Council	Provide No Stopping Zone Brighton Street East Ballina as per sketch CM 25/77201	Approved by Delegate David Kelly, 4 November 2025

RECOMMENDATIONS

That the Forum note the advice on authorisations 2025-09-1, 2025-09-2 and 2025-10-1 made by Council's Delegate.

Attachment(s)

1. 2025-09-1 Attached TCP [↓](#)
2. 2025-09-02 Approved Plans for Advice to applicant of delegated traffic decision The Ox Challenge [↓](#)
3. 2025-10-1 Approved TCP for hold and release closures for filming The Coast Road [↓](#)
4. 2025-10-1 Approved TCP for hold and release closures for filming River Drive [↓](#)
5. 2025-10-02 Proposed No Stopping Zone - Brighton St East Ballina [↓](#)

SITE NOTES:

- 1) This plan can only be implemented in conjunction with Australian Standards 1742.3 by an authorised person; that is someone who has successfully completed the SafeWork NSW Traffic Control work training course and holds a Traffic Control work training card.
- 2) Approval must be sought from governing authority before using this plan as a reference for Traffic Control.
- 3) This drawing is to be used for Traffic Control only.
- 4) This drawing is NOT to be used for engineering purposes.
- 5) This drawing is not to scale.
- 6) Sign spacing may vary due to drive ways or poor road side edges.

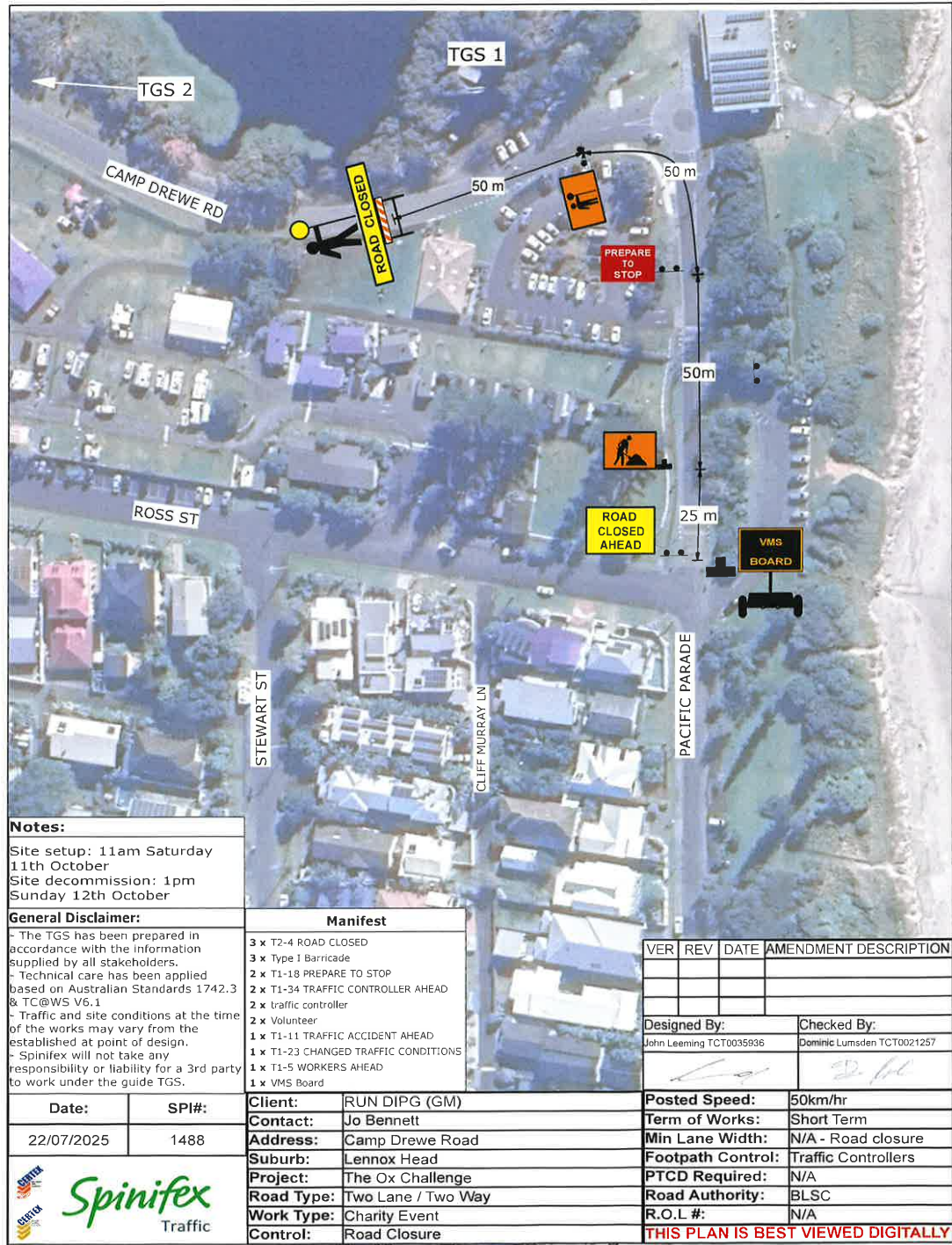
NOTES:

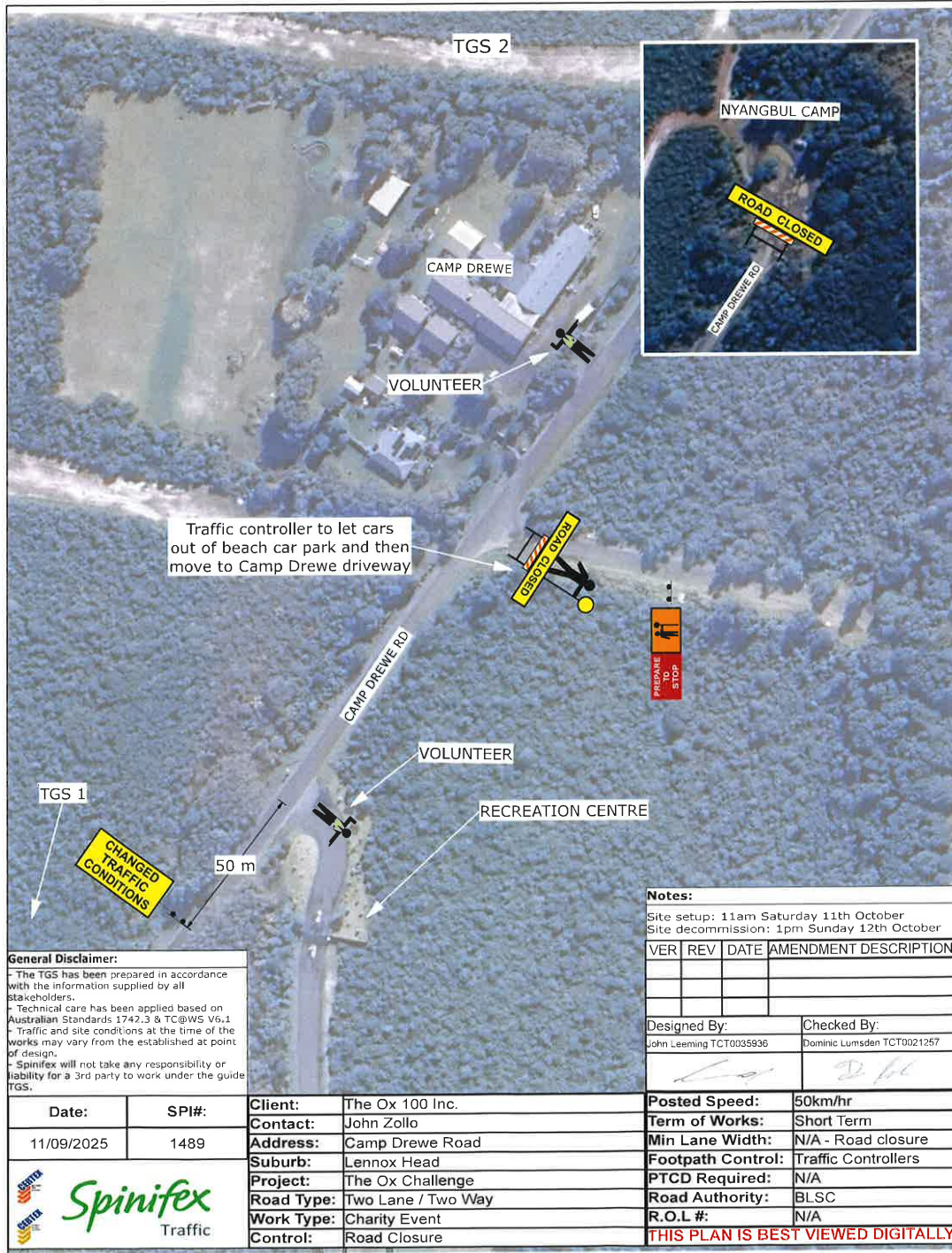
1. TRAFFIC CONTROLLER TO STOP VEHICLES PARKING IN FRONT OF THE RSL CLUB.
2. TRAFFIC CONTROLLER TO LET FORMAL VEHICLES IN AND OUT OF THE RSL CLUB ENTRANCE.
3. SIGNS & CONES TO BE REMOVED OR COVERED IF NOT REQUIRED.

TCS
Traffic Control Services
ABN 19 149 262 427

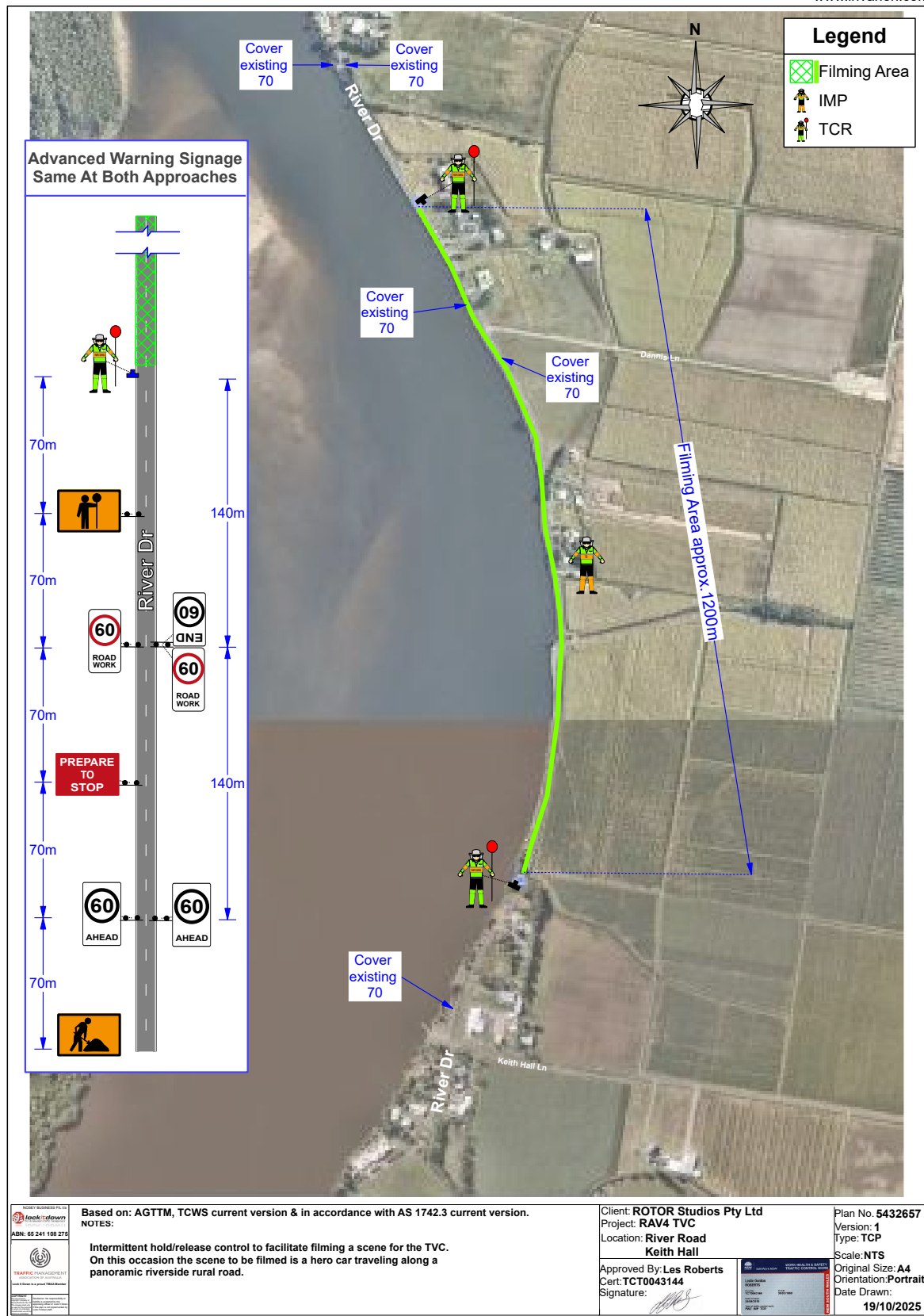
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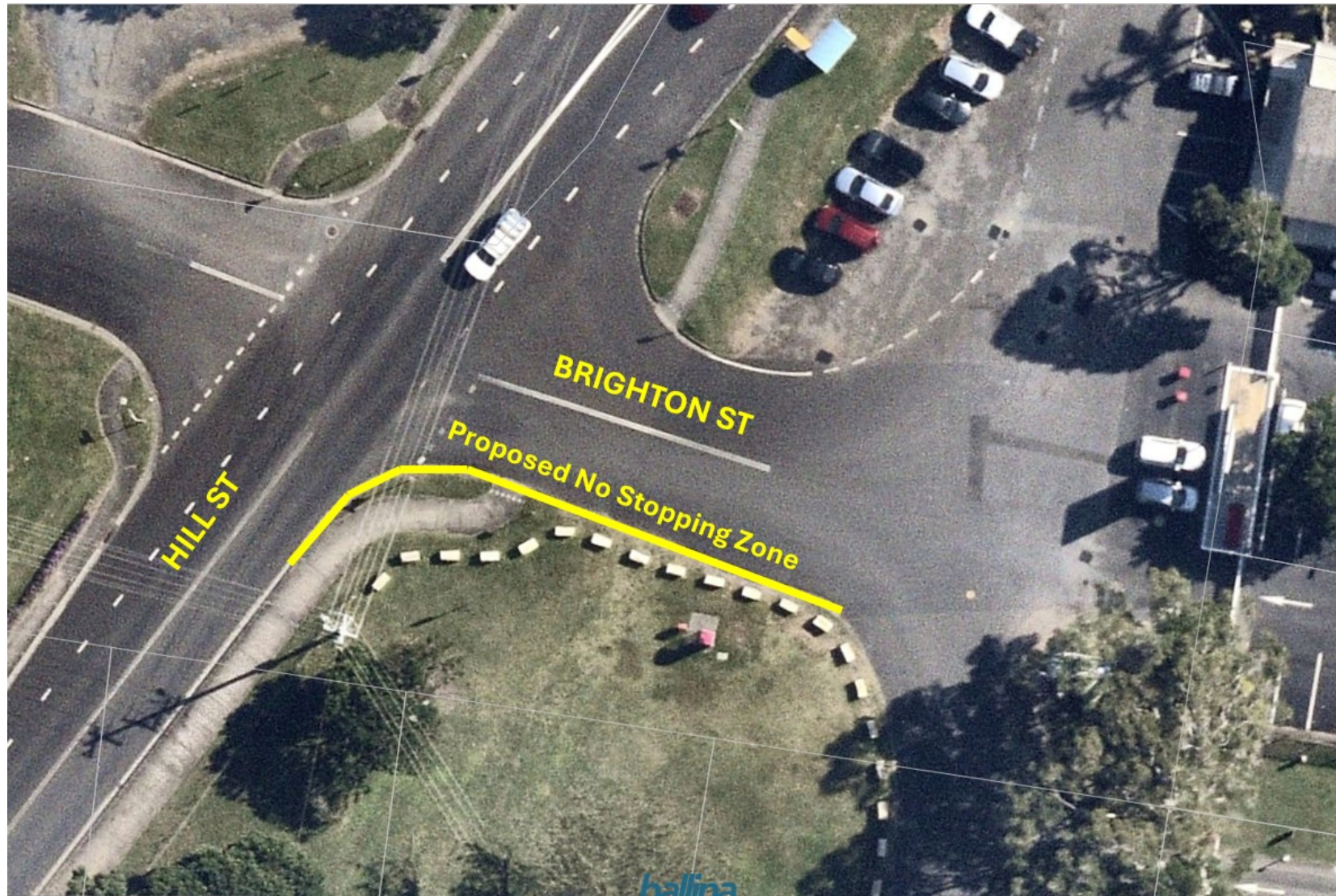
<p>PREPARED BY: JAMES O'DONNELL TRAFFIC CONTROL WORK TRAINING CARD CARD NO# TCT0031834</p> <p>SIGNED: <i>[Signature]</i> DATE: 21/10/2024</p> <p>CHECKED BY: WILLIAM O'DONNELL TRAFFIC CONTROL WORK TRAINING CARD CARD NO# TCT0077081</p> <p>SIGNED: <i>[Signature]</i> DATE: 21/10/2024</p> <p>IMPLEMENTED BY: NAME, TICKET NUMBER & EXPIRY DATE</p>	<p>TRAFFIC GUIDANCE SCHEME</p> <p>PROJECT: SCHOOL FORMALS</p> <p>LOCATION: 1 GRANT STREET BALLINA</p> <p>CLIENT: RIVERSIDE FUNCTION CENTRE BALLINA RSL CLUB</p> <p>PLAN # TGS-241015-RSL-FORMAL</p> <p>DATE & SIGNATURE:</p>
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5. Items to be Referred to Council

5. **Mandatory Referral of Proposals to the Forum**

Nil Items

6. Optional Referral of Proposals to the Forum

Nil Items

7.1 Changes to Council's Prescribed Traffic Control Devices and Regulation of Traffic Delegations and Commencement of the Local Transport Forum

7. Information Items for the Forum

7.1 Changes to Council's Prescribed Traffic Control Devices and Regulation of Traffic Delegations and Commencement of the Local Transport Forum

Introduction

Since 1 August 2025 there have been changes to traffic authorisation delegations to Council and instigation of the Local Transport Forum (LTF) to replace the Local Traffic Committee (LTC).

Information

New Delegation Instrument

The Secretary, NSW Department of Transport, 1 August 2025, issued a new "Delegation under Authorisation Instrument", to Councils for "Prescribed Traffic Control Devices and Regulation of Traffic" under the Roads Act 1993 and Road Transport Act 2013, see attachment to this report.

Schedule 1 of the delegation lists the functions to be delegated as

(a) The functions and powers of Transport for NSW under section 115(2) of the Roads Act 1993 to regulate traffic on a public road for purposes other than those set out in in that section.

(b) The power to establish and operate a special event parking scheme for a road under Part 8, Division 3 of the Road Transport (General) Regulation 2021.

Schedule 2 of the delegation advises Delegates are councils constituted under the Local Government Act 1993.

Schedule 3 of the delegation authorises the appointment of Council sub delegates. The General Manager has advised Ballina Shire Council's sub-delegate will be the Manager Infrastructure Planning (David Kelly) until the appointment of a permanent Director Civil Services.

The delegate convenes the LTF. As well as Council's delegate the LTF will have representatives from Transport for NSW (TfNSW), NSW Police Force, The local Member(s) of NSW Parliament and the operator of any public passenger service likely to be affected by traffic control work proposed by the delegate.

Local Transport Forum (LTF) Meetings

Following advice from Transport for NSW, it is understood that the LTF must meet at least every three months. Accordingly Ballina LTF meetings have been scheduled for 10 am on the second Wednesday of the month every three months commencing Wednesday 12 November 2025, with meetings to follow on February, May, August, November 2025 and so on.

7.1 Changes to Council's Prescribed Traffic Control Devices and Regulation of Traffic Delegations and Commencement of the Local Transport Forum

Scope and Restrictions on Delegations and Referral to LTF

The new delegation instrument provides greater scope for Council's Delegate to authorise "Prescribed Traffic Control Devices and Regulation of Traffic" than was possible under previous arrangements. The principal restrictions being that any proposal that:

For a period exceeding 6 months:

- restricts or prohibits passage along a road of any persons, vehicles, or animals; or
- compels or prevents a turn from one public road to another public road;

or

For a period exceeding 24 hours:

- prevents, impedes, or hinders the safe or efficient operation of a public passenger service; or
- prevents access to a public transport station, stop, wharf, or service; or
- removes or renders less effective any bus priority measure

Must be referred to the LTF and following consideration of the LTF advice the delegate may proceed with the proposal unless the TfNSW representative submits a "Statement of Concern".

Coordination with Public Transport Operators and NSW Police

The Council Delegate must consult any public passenger service operator – either directly or via the Local Transport Forum – before exercising any function listed in Schedule 1 of the Instrument or using the prescribed traffic control device authorisation where it is likely to affect the operation of a public passenger service provided by that operator.

(b) Details of such consultation undertaken outside of the Local Transport Forum must be tabled at the Local Transport Forum as soon as practicable.

(c) A delegate must give not less than seven (7) days' notice to NSW Police Force and Transport for NSW – either directly or via the Local Transport Forum – before regulating traffic under this Instrument for the purposes of a public event.

RECOMMENDATIONS

That the Forum note the advice on changes to Council's Prescribed Traffic Control Devices and Regulation of Traffic Delegations and Commencement of the Local Transport Forum.

Attachment(s)

1. Delegation for Prescribed Traffic Control Devices and Regulation of Traffic
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Transport
for NSW

AUTHORISATION AND DELEGATION
PRESCRIBED TRAFFIC CONTROL DEVICES AND
REGULATION OF TRAFFIC

Roads Act 1993
Road Transport Act 2013

On behalf of Transport for NSW, I, Josh Murray, Secretary of the Department of Transport:

- a) **REVOKE** the instrument of 31 October 2011 titled "*Roads and Maritime Services – Delegation to Councils*"; and
- b) **REVOKE** the instrument of 12 December 2023 titled "*Instrument of Delegation and Authorisation – Traffic Management and Pedestrian Works – Temporary Delegation to Councils No.2*"; and
- c) **DELEGATE** under section 31(1) of the *Transport Administration Act 1988* and all other enabling powers, the functions set out in **Schedule 1** to the delegates set out in **Schedule 2**, subject to the conditions and limitations set out in **Schedule 4**; and
- d) **AUTHORISE** those delegates, under section 31(2) of the *Transport Administration Act 1988*, to sub-delegate the functions set out in **Schedule 1** to the persons set out in **Schedule 3**; and
- e) **AUTHORISE** the delegates set out in **Schedule 2**, under section 122(b) of the *Road Transport Act 2013*, to install or display (or interfere with, alter, or remove) any prescribed traffic control device required to give effect to the carrying out of traffic control work except where indicated as restricted in the Transport for NSW "*Traffic Signs Register*", subject to the conditions and limitations set out in **Schedule 4**; and
- f) **CONSENT**, under s.87(4) of the *Roads Act 1993*, to the construction, installation, maintenance, repair, removal, or replacement of a portable traffic control light used temporarily by a delegate in the context of carrying out road work or traffic control work, subject to the conditions and limitations set out in **Schedule 4**; and

7.1 Changes to Council's Prescribed Traffic Control Devices and Regulation of Traffic Delegations and Commencement of the Local Transport Forum

Authorisation and Delegation Instrument

- g) **DIRECT** that failure to comply with the conditions and limitations set out in **Schedule 4** renders the prescribed traffic control device authorisation and delegation inoperative with respect to the functions exercised.

Note: the authorisation at (e) above is referred to in this Instrument as "the prescribed traffic control device authorisation".

This Instrument commences on 1 August 2025 and continues in force until revoked.



Josh Murray
Secretary
Department of Transport

Date: 21/07/2025

Authorisation and Delegation Instrument

SCHEDULE 1 – FUNCTIONS

- (a) The functions and powers of Transport for NSW under section 115(2) of the *Roads Act 1993* to regulate traffic on a public road for purposes other than those set out in that section.
- (b) The power to establish and operate a special event parking scheme for a road under Part 8, Division 3 of the *Road Transport (General) Regulation 2021*.

SCHEDULE 2 – DELEGATES

A council constituted under the *Local Government Act 1993*.

SCHEDULE 3 – SUB-DELEGATES

The general manager of a council, or an employee of the council.

SCHEDULE 4 – CONDITIONS AND LIMITATIONS

Note: Reference to a delegate in this Schedule includes reference to a sub-delegate.

1. Scope of Authorisation and Delegation

A delegate must not exercise a function listed in Schedule 1 of this Instrument and may not use the prescribed traffic control device authorisation:

- (a) outside its local government area as constituted under the *Local Government Act 1993*;
- (b) on a road or part of a road classified as a Freeway, Controlled Access Road, Tollway, or Transitway; or
- (c) on any road identified with the 'Administrative Category' of 'State' in the '*Schedule of Classified Roads and Unclassified Regional Roads*' (as published and amended from time to time by Transport for NSW), except with the written consent of Transport for NSW

Note: The prescribed traffic control device authorisation allows delegates to install, display, etc. those devices and extends to the engagement of third parties (such as developers, road construction contractors, etc.) to install and display any such devices as a consequence of a delegate's decision and approval under this Instrument.

2. Local Transport Forum

- (a) A delegate must convene a Local Transport Forum to which a representative from each of the following is invited to attend:

Authorisation and Delegation Instrument

- (i) the delegate
 - (ii) Transport for NSW
 - (iii) NSW Police Force
 - (iv) The local Member(s) of NSW Parliament
 - (v) The operator of any public passenger service likely to be affected by traffic control work proposed by the delegate
- (b) A delegate may invite any other person to attend the Local Transport Forum.
- (c) A delegate may seek technical advice from the Local Transport Forum regardless of whether this Instrument is being used.
- (d) The Local Transport Forum is to provide advice to the delegate on any matter put before it for advice.
- (e) A delegate must consider any advice provided by the Local Transport Forum.

3. Mandatory prior referral of some proposals

- (a) A delegate must refer to the Local Transport Forum any proposal to exercise a function listed in Schedule 1 of this Instrument or to use the prescribed traffic control device authorisation where that proposal would:
- for a period exceeding **6 months**:
- (i) restrict or prohibit passage along a road of any persons, vehicles, or animals;
or
 - (ii) compel or prevent a turn from one public road to another public road;
- or
- for a period exceeding **24 hours**:
- (iii) prevent, impede, or hinder the safe or efficient operation of a public passenger service; or
 - (iv) prevent access to a public transport station, stop, wharf, or service; or
 - (v) remove or render less effective any bus priority measure.
- (b) Following consideration of advice provided by the Local Transport Forum, the delegate may proceed with the proposal unless the Transport for NSW representative advises the meeting of the Local Transport Forum that Transport for NSW will be submitting a Statement of Concern within seven (7) days.

Authorisation and Delegation Instrument

- (c) If a Statement of Concern has been provided to the delegate in accordance with clause (b) above, the delegate may not exercise the relevant function until a further seven (7) days after it has circulated to the members of the Local Transport Forum, a written response addressing the Statement of Concern and setting out the delegate's reasons for proceeding to exercise the function.

4. Keeping of records

- (a) The proceedings of the Local Transport Forum must be recorded and made public as soon as practicable.
- (b) A post facto record of any use of the prescribed traffic control device authorisation (excluding any instance that has already been the subject of prior referral per condition 3) must be tabled at the Local Transport Forum as soon as practicable and no later than three (3) months after the fact.

5. Coordination

- (a) A delegate must consult any public passenger service operator – either directly or via the Local Transport Forum – before exercising any function listed in Schedule 1 of this Instrument or using the prescribed traffic control device authorisation where it is likely to affect the operation of a public passenger service provided by that operator.
- (b) Details of such consultation undertaken outside of the Local Transport Forum must be tabled at the Local Transport Forum as soon as practicable.
- (c) A delegate must give not less than seven (7) days' notice to NSW Police Force and Transport for NSW – either directly or via the Local Transport Forum – before regulating traffic under this Instrument for the purposes of a public event.

6. References

- (a) A delegate must use the NSW Design of Roads and Streets Manual (TS 00066, as amended from time to time) as a primary reference when exercising a function listed in Schedule 1 of this Instrument or using the prescribed traffic control device authorisation.
- (b) Use of a portable traffic control light or R4-212n roadwork speed limit sign under this Instrument must be in accordance with the Transport for NSW Traffic Control at Work Sites Manual (TS 05492, as amended from time to time).

7. Preservation of head of power

Notwithstanding this Instrument, Transport for NSW reserves all and any rights and powers, including to:

- (a) Direct a public authority under clause 8I of Schedule 1 of the *Transport Administration Act 1988*, or alter or remove, or direct the alteration or removal of any prescribed traffic control device, under Part 5.3, Division 2 of the *Road Transport Act 2013*; and

7.1 Changes to Council's Prescribed Traffic Control Devices and Regulation of Traffic Delegations and Commencement of the Local Transport Forum

Authorisation and Delegation Instrument

- (b) Carry out road work in accordance with Part 6 of the *Roads Act 1993*; and
- (c) Carry out traffic control work on any public road, including exclusive power to carry out or consent to the construction, erection, installation, maintenance, repair, removal or replacement of a traffic control light under section 87 of the *Roads Act 1993*; and
- (d) Regulate traffic under Part 8 of the *Roads Act 1993*.
- (e) Revoke or withdraw this delegation, authorisation, or any component of it at any time with respect to any or all delegates.

7.2 Schedule of Outstanding Resolutions of the Committee/Forum

Introduction

Schedule of Outstanding Resolutions of the Committee/Forum.

Information

Meeting Held 13 August 2025

8/25-6.1 Proposed Changes to Parking and Extension of Centre Median, Cherry Street (River Street to Tamar Street)

Recommendations

The Committee supported the change to front-to-kerb parking (from parallel and rear-to-kerb parking), removal of taxi parking space and addition of six motorcycle bays.

2. The Committee supported extension of the centre median, Winton Lane to Tamar Street.

Action to Date

The Road Safety Officer advises:

"This was approved to proceed with community consultation ahead of funding application. However, TfNSW Towards Zero Safer Roads Program webinar last week suggests the project will not be eligible for funding so no further action to be take on this at this time."

8/25-10.1 Linemarking at Roundabout at Byron Street/The Coast Road, Lennox Head

Recommendations

That the Committee request Transport for NSW review the current design and provide advice on any possible safety improvements Council could implement

Action to Date

That the Committee request Council's Design Engineers to look at improving the linemarking at the roundabout in response to the feedback about the right hand turning movement from The Coast Road into Byron Street.

Action to Date

See proposed linemarking modification in attachment to this report.

8/25-10.2 Safety at Shared Pedestrian Zone, Ballina Street, Lennox Head

Recommendations

That the Committee request Transport for NSW review the current design and provide advice on any possible safety improvements Council could implement

Action to Date

Request referred to Transport for NSW.

8/25-10.3 Pedestrian Crossing on Hill Street, East Ballina from the Shaws Bay Hotel to the Carpark

Recommendations

- 10.3.1 That the Committee request Council's Design Engineers to investigate the feasibility of installing a pedestrian exclusion fence at the intersection so that pedestrians are encouraged to use the crossing to the north on Hill Street.
- 10.3.2 That Council monitor for incidents.

Action to Date

Pedestrian exclusion fence investigated by designers, but considered impractical/ineffective given current layout of intersection, locations of pedestrian desire line and bus stop.

The Road Safety Officer has commissioned a Safe Systems Assessment (see attachment to this report) based on a revised layout that is to be the subject of a Black Spot funding application.

Meeting Held 12 February 2025

2/25-6.1 Proposed No Parking Zone, Pinnacle Row Lennox Head – For Garbage Pick - Up Days

Recommendations

That the Committee support the proposed No Parking Zone, Tuesdays 2am to 9am in Pinnacle Row, Lennox Head in general accordance with the attached sketch, to facilitate garbage pickup.

Action to Date

Referred to Works Section, signs ordered.

Meeting Held 11 December 2024

12/24-6.1 Proposed Parking Configuration, Tamar Street Ballina, Cherry Street to Martin Street

Recommendations

That the Committee support the proposed 60 degree rear to kerb parking zones, disability parking spaces, ambulance parking, time parking restrictions and associated regulatory signs and markings on Tamar Street, Ballina between Cherry Street and Martin Street as depicted on the attachment to this report.

Action to Date

Funded in the 2025/26 budget

12/24-6.3 Draft Ballina District Hospital, Surrounding Streets Parking Plan - Results from Community Consultation

Recommendations

That the Committee support the proposed parking arrangements and associated regulatory signage and linemarking as detailed on the attachment.

Action to Date

1. Councillors were advised of the proposed parking arrangements in the Councillor Bulletin of 13 December 2024, and that the arrangements would be approved for implementation under delegated authority unless any Councillor would prefer it to be the subject of a formal report and consideration by a Council meeting. No request was made by Councillors for a formal Council process and the matter was therefore approved by the Director of Civil Services under delegated authority in January 2025.
2. Funded in the 2025/26 budget.

Meeting Held 9 October 2024

10/24-8.1 Schedule of Outstanding Resolutions of the Committee Out of Session Application No. OS 8/24-1, Proposed 60 Degree Rear to Kerb Angle Parking and other Traffic Matters, Tamar Street Ballina between Cherry & Moon Streets

Recommendations

That the Committee support Application No. OS 8/24-1, Proposed 60 Degree Rear to Kerb Angle Parking and other Traffic Matters, Tamar Street Ballina between Cherry and Moon Streets as shown on plan SR20.014_5a SHEET V3 (4.3) FOR LTC AUG24.pdf and as modified by designer in accordance with Transport for NSW Delegate's suggestions detailed in this report.

Action to Date

1. The works associated with the upgraded bus/taxi interchange are completed, but no unspent funds were available to complete the 60 Degree Rear to Kerb Angle Parking signs and pavement markings.
2. Funded in the 2025/26 budget.

Meeting Held 14 August 2024

08/24-8.1 Proposed 40km/h High Pedestrian Activity Area, Tamar Street (Cherry to Grant Streets)

Recommendations

1. Notes the information and supports Council's written application to Transport for NSW seeking authorisation for amendment of speed zone and implementation of the proposed 40km/h High Pedestrian Activity Area.

Action to Date

1. Works and signage etc to be completed 2025.

Meeting Held 13 December 2023

12/23-6.1 Proposed 2H Parking Zone – Ballina Dental Clinic, Fox Street, Ballina

Recommendations

1. Subject to provision of a detailed and compliant signs and pavement marking design, the Committee support provision of three linemarked, 2H timed parking spaces, east of the NSW Health Dental Clinic driveway on the south side of Fox Street, Ballina.
2. The 2H parking be operational Mondays – Fridays from 8am until 4.30pm.
3.

Action to Date

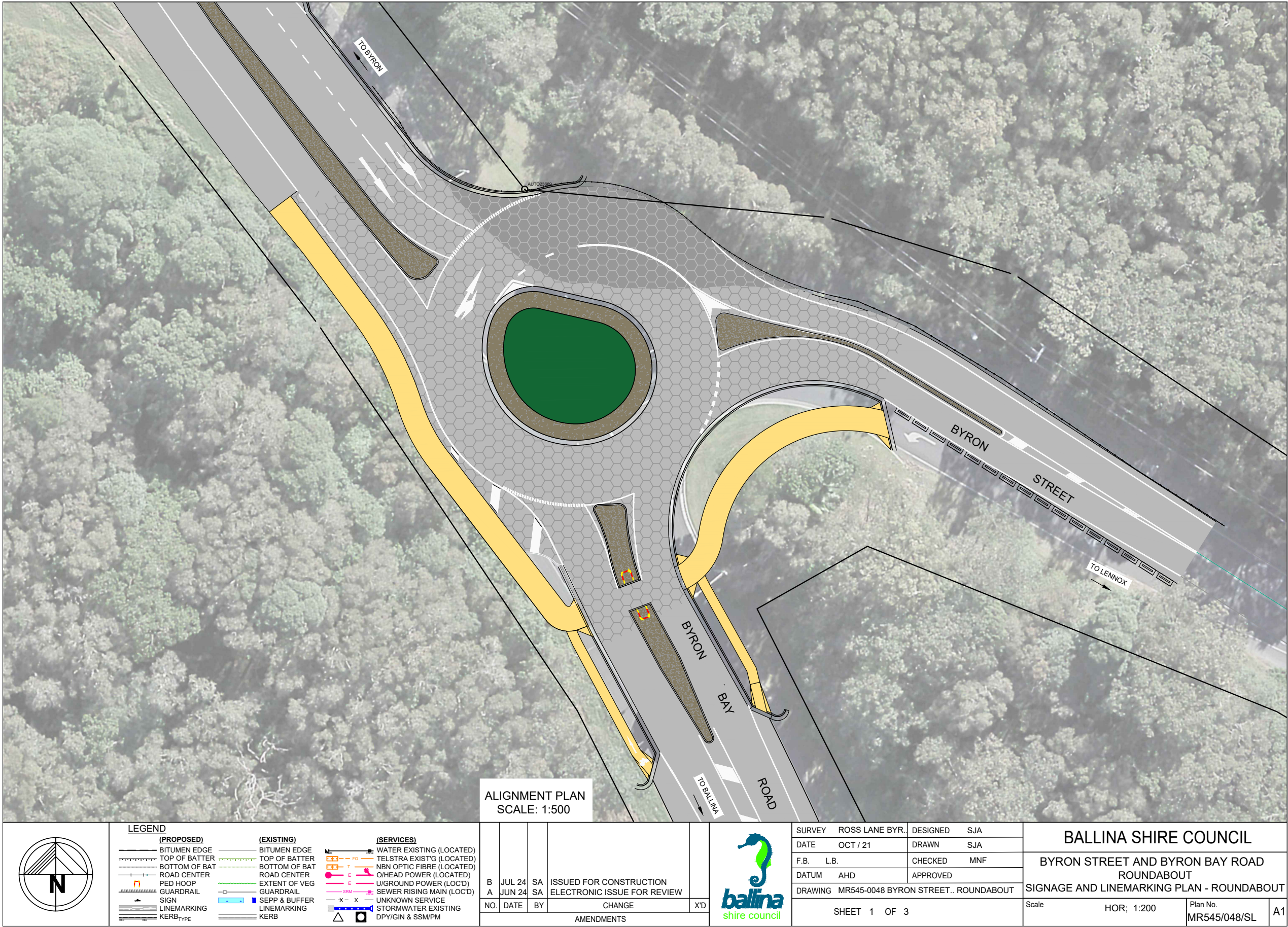
Will be incorporated into master plan of street parking in Cherry Street/Fox Street/Moon Street/Bentinck Street (Hospital) block.

RECOMMENDATIONS

That the Forum note the Schedule of Outstanding Resolutions of the Committee/Forum.

Attachment(s)

1. Byron Bay Rd Byron St Roundabout - Proposed Revised Linemarking [↓](#)
2. Hill/Park/Brighton/Range Sts Shaws Bay - Safe System Assessment 2025
[↓](#)



Safe System Assessment

Section B: Hill/Park/Brighton/Range Streets

Existing Access and Parking Areas in Shaws Bay



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Prepared for: Ballina Shire Council
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UPR	Description	Issued By	Date Issued
3586-1006	First issue	Michelle Erwin	1/06/2020
3586-1013	Second issue	Michelle Erwin	6/10/2025
3586-1014	Third issue	Michelle Erwin	7/10/2025



Safe Systems Assessment – Section B: Area near Hill/Park Street Intersection
3586-1014



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Appendices

Appendix A 'Option 1' Concept Layout



1. Project Information

1.1 Background

Ballina Shire Council (Council) engaged GeoLINK in 2020 to undertake Road Safety Audits (RSA) and Safe System Assessments (SSA) for existing roads and road-related areas in the East Ballina / Shaws Bay area.

Section A comprises a continuous 1.5 km stretch of road extending from the eastern end of Missingham Bridge to the change in speed zone approximately 200 m beyond the Suvla Street intersection. This roadway is known (from west to east) as Hill Street, Pine Avenue and The Coast Road. Section A includes the intersection of Hill Street and Park Street / Brighton Street, which also falls within this study.

This report relates to Section B, comprising roadway, intersections, accesses, formal and informal car parking areas, and pedestrian / cyclist facilities. The site is located east of and including the intersection of Hill Street and Park Street / Brighton Street. This area is partly commercial and is a popular parking area for recreational activities, particularly in summer and school holidays. Parking arrangements are known to be often chaotic, with uncontrolled parking on adjacent grassed areas.

This area presents challenges in terms of traffic control and safety. The area is not well defined by its geometry, signage, linemarking or edges, and as a result vehicle paths and turning paths are difficult to predict. The uncontrolled nature of parking on adjacent grassed areas also contributes to this lack of definition.

The original 2020 SSA considered three concept layout options prepared by GeoLINK in May 2020 for the improvement of Section B. Following further design development by Council, these have since been superseded by a single refined layout – Council's revised Option 1 (August 2020) – which closely aligns with the previously assessed Option 3.

This 2025 update provides a revision of the 2020 SSA for Section B. It reflects the following changes since the original assessment:

- Reduction of the posted speed limit on Hill Street from 60 km/h to 50 km/h.
- Inclusion of crash data from 2021 to 2024, as provided by Council.
- Assessment limited to comparison of the existing conditions and Council's revised Option 1.
- Alignment with the current Austroads *Safe System Assessment Framework* (AP-R509) and *Transport for NSW Black Spot Program* guidance.

The 2020 RSA findings have been reviewed and remain generally applicable to the study area; however the original three concept layouts have been superseded by Council's revised Option 1. This SSA update therefore compares the existing conditions with Council's revised Option 1.

1.2 Site Description

The site is a mix of road and road-related areas, comprising the Hill Street and Park Street intersection, Brighton Street and Range Street, as well as formal and informal parking areas. The area also provides vehicular and pedestrian/cyclist access to:

- A bus stop with shelter
- Two take-away food shops fronting Brighton Street
- Four residential apartment blocks fronting Range Street, comprising 24 individual units in total
- Shaws Bay Hotel and car parking area



- Reflections Holiday Park (including caravan access)
- Existing amenities and sheltered picnic building
- Shared path network extending north, east and south
- Formal and informal parking areas to access the beach, parks and surrounding destinations.



Figure 1.1 Site Locality [Source: SIX Maps]



Figure 1.2 The Site [Source: SIX Maps]



The existing road pavement and surface within the study area varies from satisfactory to poor.

There are streetlights on the southern side of Hill Street at the approach to Missingham Bridge, one of which falls within the study site. There is another streetlight on the northern side of Hill Street opposite the bus shelter, however its light-spill does not reach across the road.

The posted speed limit on Hill Street adjacent to the site is now 50 km/h, having been reduced from 60 km/h since the 2020 SSA and RSA.

The Hill Street frontage of the site includes a shared path extending from Compton Drive to Missingham Bridge and beyond. This path links to another shared path at the south-western corner of the site, which extends east through the site and along the Richmond River 'North Wall'. There is another formalised path on the northern side of Hill Street, with a width of approximately 1.5 m. A pedestrian refuge provides connection between the two. There are no other formal paths within the site area, however much of Brighton Street appears to function as an unofficial shared zone.

Since 2020, no major changes have occurred to the physical layout of the site, and the general character and usage remain consistent with previous observations. The Shaws Bay Hotel, which had been closed for an extended period for renovations, has recently reopened. Since reopening, and with the onset of warmer weather, the hotel and surrounding area have experienced a noticeable increase in activity.

The site continues to attract both locals and visitors, with high volumes of pedestrians, cyclists and parked vehicles observed on weekends and during school holiday periods. Patronage to the Shaws Bay Hotel, combined with beachgoer and recreational traffic, contributes to a busy and dynamic environment throughout the precinct.

Photos of the site taken along with letters sent to Council by concerned local residents are provided with the RSA for Section B.

1.3 Crash History

Crash data reviewed as part of the 2020 RSA included all reported crashes in the vicinity of the audit site for the five-year period from 1 July 2014 to 30 June 2019. Within this period, the only recorded incident directly relating to the audit site involved a pedestrian being struck by a vehicle while attempting to cross Hill Street approximately 100 m south of the Pine Street intersection. The incident occurred after sunset in early April 2018 and resulted in an injury.

More recent crash data obtained from the TfNSW Centre for Road Safety's Interactive Crash Statistics indicate three recorded crashes within or immediately adjacent to the study area within the five year period 2019 to 2023. Two incidents occurred at the Hill Street / Park Street intersection (in 2019 and 2021), and one at the Hill Street / Compton Drive intersection in 2022.

The 2019 crash involved a right-angle collision between a four-wheel drive and a motorcycle, resulting in a minor injury. The 2021 crash was a rear-end collision between a sedan and a four-wheel drive, causing moderate injury. The 2022 crash occurred at the nearby Hill Street / Compton Drive intersection, involving a vehicle and a cyclist, also resulting in moderate injury.

An additional crash was reported by Council, occurring in 2024 at the intersection of Hill Street and Compton Drive. The incident resulted in a vehicle being towed, but no injuries were reported.

All incidents occurred in fine, dry conditions, with no fatalities recorded. The nature and locations of these crashes suggest an ongoing potential for conflicts between vehicles, cyclists and other vulnerable road users at key intersections within the precinct.



Table 1.1 Crash Data for Hill Street between Missingham Bridge and Compton Drive

Crash Location	Date and Conditions	Crash Details	Degree of Crash
Hill Street / Park Street – At intersection	September 2019 Tuesday 4-6 pm Dry, darkness	4WD exiting Park St. did not give way, colliding with motorcycle travelling on Hill St.	1 x Minor injury (motorcyclist)
Hill Street / Park Street – At intersection	May 2021 Sunday 2-4 pm Dry, daylight	Car travelling on Hill St. rear-ended a 4WD that was waiting to turn right into Park St.	1 x Moderate injury
Hill Street / Compton Drive – At intersection	May 2022 Sunday 6-8 am Dry, daylight	Car turning right into Compton Dr. didn't give way to cyclist travelling in opposite direction on Hill St.	1 x Moderate injury
Hill Street / Compton Drive – At intersection	2024	Unknown	No injuries, tow-away crash

1.4 RSA Findings

The existing site RSA carried out for Section B in 2020 identified a number of deficiencies, each assigned with a risk rating. The findings and actions accepted by Council are summarised below.

Table 1.2 RSA findings and accepted actions

Audit finding	Actions
1.1, 1.2, 1.3, 1.5, 2.1, 2.2, 2.3, 3.1, 4.1, 4.2	<p>Council will consider options to reconfigure the intersection of Hill Street / Park Street / Brighton Street in conjunction with the area to the east of Brighton Street, including formalising the Brighton Street intersection, the parking areas north and south of Brighton Street, and the pedestrian and cyclist facilities within the area, with the aims to:</p> <ul style="list-style-type: none"> Provide a right turn lane for traffic turning right off Hill Street into Park Street; Relocate the bus zone to avoid conflict with the left turn lane from Hill Street to Park Street and prevent buses from obscuring the view of motorists existing Brighton Street; Improve/increase parking provisions; Reduce confusion regarding priorities of movements through linemarking and signage; Provide better connectivity for pedestrians to cross Hill Street, particularly between Missingham Bridge and the Park Street intersection; Provide better pedestrian connectivity through the Brighton Street area; and Improve street lighting.
3.2	Repair 'Shared Path' sign on the south eastern corner of the Hill / Park Street intersection.
4.5	The intention and appropriateness of the timber board fixed to the rear of the guard rail on the south west corner of the Hill Street / Compton Drive intersection will be investigated and compliance checked against current relevant standards.
Other (from Section A RSA)	Apply to TfNSW for a speed zone review with the intention to gain approval to reduce the speed zone from 60 km/h to 50 km/h for the full length of the Section A area, thus improving the safety of the road environment by reducing the likelihood and/or severity of potential crashes.

*Note that audit findings are colour coded according to the risk ranking determined in the RSA for the design as per the concept design plans: **Low**, **Medium**, **High**. Note also that these rankings are likely to improve (i.e. drop) with application of the agreed actions tabled above.*



Three initial concept layout options were originally prepared by GeoLINK in May 2020 to address identified safety and access issues. Following the RSA findings, Council's revised Option 1 was developed as the preferred concept. This plan, '*Hill Street, Park Street, Brighton Street Roundabout Option 1*', dated August 2020 with reference SR23/001/02 is provided in **Appendix A**. The design consolidates many of the key safety and access improvements from the three earlier options and forms the basis for this SSA update.

A speed zone review was also undertaken, resulting in the successful implementation of a revised 50 km/h speed zone.

2. Safe System Assessment

2.1 Safe System Assessment Framework (SSAF)

The 'Safe System' (SS) approach is an internationally recognised holistic methodology. The key principles underpinning the SS approach are:

- People make mistakes. Humans will continue to make mistakes, and the transport system must accommodate these. The transport system should not result in death or serious injury because of errors on the roads.
- Human physical frailty. There are known physical limits to the amount of force our bodies can take before we are injured.
- A 'forgiving' road transport system. A SS ensures that the forces in collisions do not exceed the limits of human tolerance. Speeds must be managed so that humans are not exposed to impact forces beyond their physical tolerance. System designers and operators need to consider the limits of the human body in designing and maintaining roads, vehicles and speeds.
- Inclusive view of the whole road transport system and the interactions between all elements: roads and roadsides, vehicles, travel speeds and all users of the system.

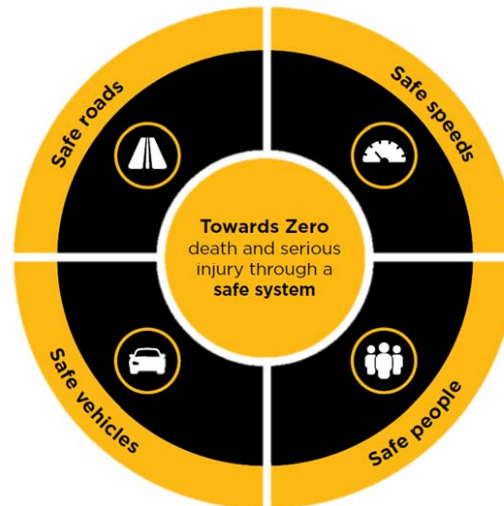


Figure 2.1 The Safe System
[Source: Transport for NSW, 2018]

SS principles recognise that human error in the road environment is inevitable and that road infrastructure should accommodate this error and minimise the consequences. The aim is to eliminate any crash resulting in a fatality or serious injury (FSI) by implementing:

- Safer roads
- Safer vehicles
- Safer road users, and
- Safer speeds.

The *National Road Safety Strategy 2021-2030* (Australian Government, 2021) and the *NSW Road Safety Plan 2021* (NSW Government, 2018) outline a commitment to the adoption and implementation of the SS approach. As a result of this, it is now expected that road safety processes and procedures, including RSAs, be implemented to ensure a high alignment with the SS principles.

While RSAs are proven to reduce road trauma (*Austroads Guide to Road Safety Part 6: Road Safety Audits*, 2022), they have traditionally focused on a safety-in-design approach and identifying risks and hazards associated with all crash types and severities. However, the SS approach aims to prioritise eliminating FSI crashes.

The SSAF was developed by Austroads to facilitate the incorporation of SS objectives in all road infrastructure and traffic management projects. A SSA is a proactive tool within the framework which uses a matrix to ensure consistent consideration of major crash types and prompts an assessment of crash severity, road user exposure and crash likelihood as they apply to each crash type. It can be



carried out on a wide variety of project types and at any stage across the lifespan of a project (planning, design, operation and maintenance).

The main stages of the SSAF are:

- Identification of objectives
- Setting the context
- Applying the SS matrix, and
- Applying a treatment hierarchy and selection process (not required for this assessment).

The depth of assessment and analysis in a SSA should reflect the project size, complexity and risk of FSI crashes.

The intention of identifying the project context as per **Table 2.1** is to ensure that each aspect of the SS is considered as part of the system (refer **Figure 2.1**).

Table 2.1 Project context

Prompt	Comments
Reason for the project	Improve safety, efficiency and amenity within the study area.
Function of the road	Hill Street: part of alternative arterial road between Lennox Head and Ballina East of Hill/Park St. intersection: Access to shops, residential units, Shaws Bay Hotel, Reflections Holiday Park, recreational/shared pathways, beaches, picnic areas, parking areas.
Speed environment	Hill Street: 50 km/h as signposted. East of Hill/Park St. intersection: Generally below 20 km/h with high pedestrian and cyclist activity, particularly on weekends and during warmer months.
Road users	Commuters, service vehicles, tourists, picnic / beach-goers, sports and recreation users, parents doing school run, school / public buses, pedestrians, cyclists.
Vehicle composition	Motor vehicle traffic, including motorcyclists, with very low percentage of heavy vehicles. Pedestrians and cyclists using off-road pathways and roadways, some cyclists using vehicle travel lanes

2.2 Safe System Matrix

In order to ensure that SS elements are considered, or to measure how well a given project aligns with SS principles, a SS matrix has been produced. The purpose of the matrix is to assess major crash types identified as the predominant contributors to FSI outcomes against the exposure to that crash risk, the likelihood of it occurring and the severity of the crash should it occur.

Exposure, likelihood and severity (the rows of the matrix) are defined by Austroads as follows:

- **Road user exposure:** this refers to which road users, in what numbers and for how long they are using the road and are thus exposed to a potential crash. The measures of exposure include AADT, side-road traffic volumes, number of motorcycles, cyclists and pedestrians crossing or walking along the road, length of the road, area and length of time.
- **Crash likelihood:** groups of factors affecting the probability of a crash occurring. They can be elements which moderate opportunity for conflict, such as the number of conflict points, offset to roadside hazards, and separation between opposing traffic. They can also include elements of road user behaviour and/or road environment. Typically, these are the elements which moderate



road user error rates. This includes issues such as level of intersection control (e.g. priority/signals/movement ban), speed, sight distance, geometric alignment, driver guidance and warning, and maintenance.

- **Crash severity:** groups of factors affecting the probability of severe injury outcomes should a crash occur. Typically, these factors are associated with the amount of kinetic energy and its transfer in the crash, e.g. impact speeds and angles, severity of roadside hazards.

The matrix columns show the following major crash types:

- Run-off-road (also referred to as 'loss of control', or 'off path on curve/straight')
- Head-on (vehicles from opposing directions)
- Intersection (vehicles from adjacent directions)
- Other (all same direction, manoeuvring, overtaking, on-path and other crashes)
- Pedestrian
- Cyclist, and
- Motorcyclist

A score between zero and four (0-4) is subjectively determined for each cell based on site specific information available at the time of assessment. Zero indicates full alignment with the SS objectives for that component of the risk (exposure, likelihood or severity) for the given crash type or the absence of that category (e.g. no pedestrians). The higher the score, the further away the project is from SS principles. Comments providing a rationale for each score are also provided where deemed appropriate.

Once a score is provided in each cell, the product of each column is calculated and entered in the final row. The purpose of this multiplicative approach is that if a score of zero has been given for any component of a crash type (i.e. exposure, likelihood or severity), that crash type receives a total of zero and is eliminated from the score (as it has reached a SS condition).

Austroroads guidelines suggest that:

- A crash type score <16 is highly aligned with SS for that crash type.
- Scores 16–32 are moderately-aligned.
- Scores >32 are poorly aligned.

The sum of scores for each crash type gives the total SSAF score, out of a possible 448. It represents the contribution of 'safe speeds' and 'safe roads/roadsides' to the SS for the project. Total SSAF scores of:

- <112 are highly aligned
- 112–224 are moderately aligned
- >224 are poorly aligned

The focus of the SS matrix is on infrastructure assessment, with particular attention to road and roadside infrastructure and vehicle speeds. Road user and vehicle characteristics are also considered, as well as post-crash care; however, changes in these areas are often outside the scope of the project.

A SS Assessment Matrix has been prepared for the existing study area, incorporating crash history from 2019 to 2024 and the updated 50 km/h speed environment. The same matrix has been reproduced to reassess the same area for the reconfiguration shown in Option 1 (**Appendix A**), thus allowing comparison of the two scenarios: 'Do nothing' and 'Option 1'.

The matrix for the reconfiguration option, **Table 2.3**, highlights in red where the assessment differs from the baseline (existing) case.



Table 2.2 Safe System Assessment Matrix – Existing

	<i>Run-off-road</i>	<i>Head-on</i>	<i>Intersection</i>	<i>Other</i>	<i>Pedestrian</i>	<i>Cyclists</i>	<i>Motorcyclist</i>
<i>Road User Exposure</i>	2 / 4	2 / 4	3 / 4	2 / 4	4 / 4	4 / 4	2 / 4
<i>Crash Likelihood</i>	1 / 4	3 / 4	3 / 4	3 / 4	4 / 4	4 / 4	3 / 4
<i>Crash Severity</i>	2 / 4	2 / 4	2 / 4	2 / 4	4 / 4	4 / 4	3 / 4
Product	4 / 64	12 / 64	18 / 64	12 / 64	64 / 64	64 / 64	18 / 64

Total SSAF Score = 192 / 448

Additional SS Component	Comment
<i>Road users</i>	<ul style="list-style-type: none"> High volume of all road user groups. Road users likely to be alert and compliant due to proximity to roundabout west of Missingham Bridge and roundabout at Angels Beach Drive. Numerous distractions in roadside environment – signs, advertising, pedestrians etc. Proximity to Shaws Bay Hotel attracting more pedestrians and cyclists, potential for alcohol-related behaviour. Highly popular area for families with young children. Pedestrians observed crossing illegally in several locations. Confusing layout and unclear priorities east of Hill Street / Park Street intersection. Special road users may include travellers, some with caravans – unfamiliar with the area and likely to be unpredictable.
<i>Vehicles</i>	<ul style="list-style-type: none"> Very low percentage of heavy vehicles, but some service vehicles associated with take-away food shops and the Shaws Bay Hotel. Existing roadway in poor condition. Parking areas informal and confusing. Through vehicles observed treating the area as a 'main road'. 50 km/h speed zone reduces crash likelihood compared with 60 km/h previously.
<i>Post-crash care</i>	<ul style="list-style-type: none"> Access by emergency vehicles relatively clear with sufficient width available in roadway between the site and CBD, although congestion is often experienced. Roads are known by different names and locations can be difficult to describe. Hospital and ambulance/fire/police stations all located in Ballina (~2-3 km travel distance). Westpac Life Saver Rescue Helicopter operates in the area. VMS (variable message signs) available for deployment and broadcasts on local radio stations possible to warn road users of an incident.



Table 2.3 Safe System Assessment Matrix – Option 1

	Run-off-road	Head-on	Intersection	Other	Pedestrian	Cyclists	Motorcyclist
Road User Exposure	1 / 4	1 / 4	3 / 4	2 / 4	4 / 4	4 / 4	2 / 4
Crash Likelihood	1 / 4	1 / 4	2 / 4	2 / 4	2 / 4	2 / 4	2 / 4
Crash Severity	1 / 4	1 / 4	1 / 4	1 / 4	3 / 4	2 / 4	2 / 4
Product	1 / 64	1 / 64	6 / 64	4 / 64	24 / 64	16 / 64	8 / 64

Total SSAF Score = 60 / 448

Additional SS Component	Comment
Road users	<ul style="list-style-type: none"> High volume of all road user groups. Road users likely to be alert and compliant due to roundabout at Hill Street / Park Street intersection. Numerous distractions in roadside environment – signs, advertising, pedestrians etc. Improved road environment due to reconfiguration of Hill Street and intersections between Missingham Bridge and Compton Drive, particularly formalising the area east of the Hill Street / Park Street intersection and relocation of bus bay. Proximity to Shaws Bay Hotel attracting more pedestrians and cyclists, potential for alcohol-related behaviour. Highly popular area for families with young children. Pedestrians observed crossing illegally. However, improvements to pedestrian connectivity and facilities encourage better behaviour. Clear layout and priorities at intersections. Roundabout at Hill Street / Park Street intersection forces traffic to slow down. Special road users may include travellers – unfamiliar with the area and likely to be unpredictable.
Vehicles	<ul style="list-style-type: none"> Very low percentage of heavy vehicles, but some services vehicles associated with take-away food shops and the Shaws Bay Hotel. Existing roadway in good condition (assumed new). Parking areas formalised and improved. 50 km/h zone more appropriate for adjacent land uses and high pedestrian activity area. Gives message to road users that it is a local road.
Post-crash care	<ul style="list-style-type: none"> Access by emergency vehicles relatively clear with sufficient width available in roadway between the site and CBD, however congestion of the area is often experienced, roads are known by different names and locations are difficult to describe. Roundabouts / formalised intersections improve access and reduce delays for emergency vehicles. Hospital and ambulance/fire/police stations all located in Ballina (~2-3 km travel distance). Westpac Life Saver Rescue Helicopter operates in the area. VMS (variable message signs) available for deployment and broadcasts on local radio stations possible to warn road users of an incident.



3. Conclusions

The existing area described herein as Section B, comprising the Hill Street / Park Street intersection and the roadway area to the east is found to be moderately aligned with the Safe System Assessment Framework in accordance with the relevant Austroads road safety guidelines (2022) and the Austroads research report, *Safe System Assessment Framework* (2016).

The existing study area described as Section B achieves a SSAF score of **192 out of 448**.

The assessment indicates that the proposed reconfiguration of Section B would substantially improve alignment with the SSAF, achieving a score of **60 out of 448**.

Overall, the reconfiguration would significantly enhance road user safety by providing clearer priorities at intersections, formalised parking and pedestrian areas, and improved connectivity for pedestrians and cyclists. The modifications reduce exposure to potential conflicts between vehicles, pedestrians, and cyclists in this high-activity area, particularly near the Shaws Bay Hotel.

The crash history for the site, although limited, highlights the potential for conflicts between motorised vehicles and vulnerable road users, including cyclists and pedestrians. The improvements proposed directly address these risks by introducing measures such as roundabouts, pedestrian refuges, formalised parking, and improved signage and linemarking. These changes collectively reduce the likelihood and potential severity of crashes, in line with Safe System principles.

Given the site's high pedestrian activity, weekend influx of visitors, and existing crash exposure, the reconfiguration not only improves safety outcomes but also create a more predictable and legible environment for all road users.



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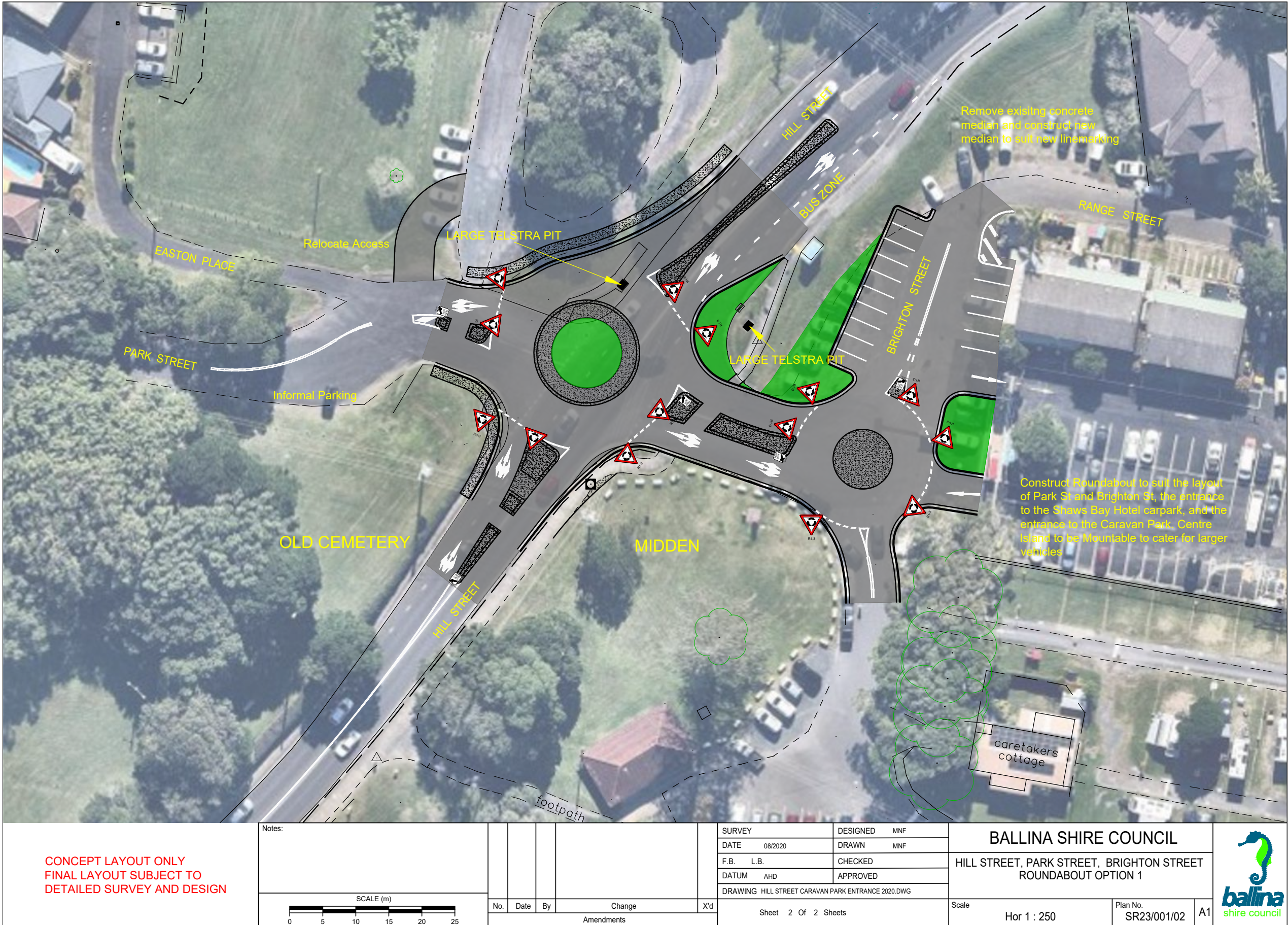


Appendix A

'Option 1' Concept Layout



Safe System Assessment – Section B: Area near Hill/Park Street Intersection
3586-1014



8. Items Referred for Technical Advice

Nil Items

9. Items Referred for General Discussion

Nil Items

- 10 Items Without Notice
 - 11 Next Meeting
-

10. Items Without Notice

11. Next Meeting

Next meeting is scheduled for Wednesday 11 February 2026 at 10.00am.