



Consultation Report: Proposed ban on off-road driving on select Stanley Common Beaches

Environment Unit

July 2020

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1 Introduction:

The consultation titled “Proposed ban on off-road driving on select Stanley Common beaches” was issued by the FIG Environment Unit on the 24th June 2020 and was open for four weeks until the 22nd July 2020. This was carried out as part of the Stanley Common Management Plan implementation. The findings from the consultation will be used to inform policy decisions around off-roading on Stanley Common beaches. A copy of the consultation document can be found in Appendix 1.

The consultation gathered views on the issue of off-roading from a public health and safety perspective as well as out of environmental concerns. The covering page of the consultation outlined these issues citing previous accidents on beaches as well as the potential to disturb protected Magellanic and Gentoo penguin colonies found on and near these beaches. The beaches in question are the ones recently cleared of mines such as Rookery Bay and the soon-to-be cleared Yorke Bay, on which a ban on off-roading is proposed. It also included Surf Bay, on which off-roading is already prohibited but which was included to seek clarification on the geographical extent of the ban.

During the consultation period, responses were invited online, via SurveyMonkey, as well as in paper format. Paper copies were available from the Secretariat in Stanley, as well as the Post Office. Responses were anonymous and participants were only asked for their place of residence to ensure they were based in the Falkland Islands.

2 Executive Summary:

In June/July 2020, a consultation was led by the FIG Environment Unit to gain the public’s views on a proposed ban on off-roading on three of Stanley Common’s beaches. The consultation was available for completion both online and in paper format and received 431 responses of which 429 were included in the analysis. All respondents were asked whether or not they agreed with the proposed boundaries to prohibit off-roading on Rookery Bay, Yorke Bay and Surf Bay, respectively. Respondents then were given the opportunity to name any other areas that should have been included and include any further considerations. Respondents were also asked for their main place of residence in the Falkland Islands.

In response to the questions relating to the boundaries on the three beaches, 84% (for Rookery Bay), 83% (for Yorke Bay) and 85% (for Surf Bay) of respondents agreed with the proposed boundaries. All respondents answered these questions. This report recommends that the driving of vehicles is prohibited in each of the three areas marked. Responses to the next question, regarding whether any other beaches should be included in the ban, did not give rise to any consensus, so no recommendations are made about any other areas.

Comments throughout the survey, and specifically on the final question, highlighted three other key themes. Firstly, a range of issues regarding dogs which led to a recommendation to continue to raise awareness amongst dog owners on responsible ownership and not exercising dogs near sensitive wildlife. Secondly, an indication of the need for infrastructure to support sustainable enjoyment of the beaches, which is currently under development by the FIG Environment Unit. Thirdly, highlighting the requirement for access to the beaches for disabled and mobility impaired persons. It is recommended that mobility scooters, as well as emergency vehicles, are exempted from the ban

on driving on the three beaches. Work on improvements such as easy-to-walk paths, benches at resting places, and possible wheelchair friendly walkways, is currently underway by the FIG Environment Unit.

3 Consultation Responses:

Overall, 431 responses were received. Of these, 367 were completed online and 64 were completed in paper. Of the 431 responses, 429 were included in this report: 2 paper responses were not included as these were incomplete.

A word cloud that has been created from the raw consultation results is included below to provide an overview of the responses to the consultation.



3.1 Location of participants:

Of the respondents, the majority, 93% (n = 400) were from Stanley, the remaining were from the Outer Islands, 0.5% (n = 2), Mount Pleasant Complex, 0.7% (n = 3), West Falkland, 2% (n = 9) and East Falkland, 3% (n = 13). Two respondents (both using paper forms), did not provide a location of their main address (see table below).

Table 1: Main address of participants

Main Address	Number	Percentage
Stanley	400	93%
East Falkland	13	3%
West Falkland	9	2%
Outer Islands	2	0.5%
Mount Pleasant Complex	3	0.7%
Not Given	2	0.5%

3.2 Agreement with proposed boundary at Rookery Bay

All respondents responded to the main question regarding Rookery Bay: “Do you agree with the proposed boundary at Rookery Bay, marked in red on Map 1, within which the driving of vehicles will be prohibited?” (See Appendix 1 for the Consultation, including maps.) This was a question with two possible responses: “Yes” or “No”. An optional comments box was also provided for this question with the heading of “If no, please state why:”.

To this question, 84% (n = 362) of people answered “Yes” and 16% (n = 67) of people answered “No”. People who selected “Yes” and “No” entered comments in the comments box available.

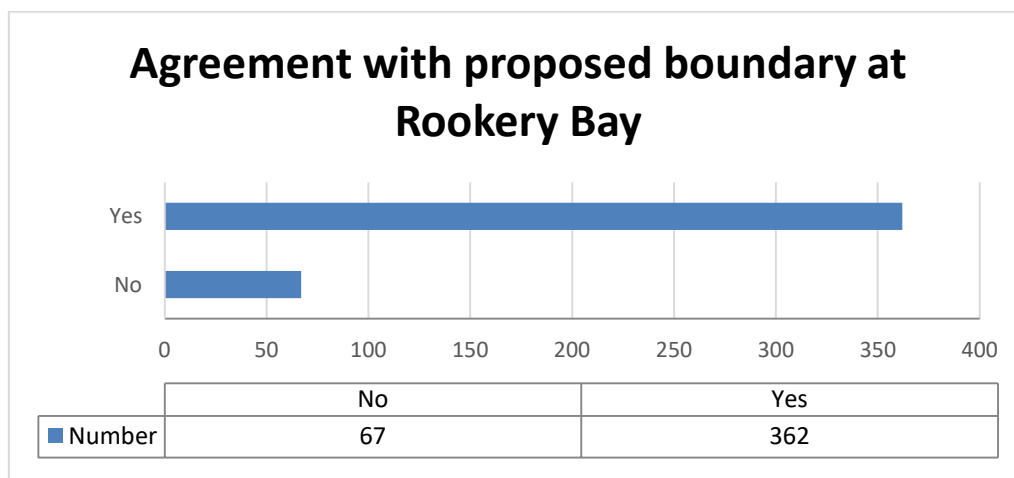


Figure 1: Responses to Question 2 on Consultation

Of the people that agreed with the proposed boundary at Rookery Bay, 4 people entered comments. These have been summarised into the following themes. Note that a respondent may have addressed multiple themes.

Themes and subthemes	Number of occurrences
Disagreement with the proposed boundary area:	3
– <i>Proposed area too small – should include adjacent penguin burrows</i>	3
Report of recent off-roading on beach	1
Report of recent off-roading on beach	1

Of the people that disagreed with the proposed boundary, 58 people entered comments. The table below summarises the themes arising from those comments – both those directly related to the proposed ban and the proposed boundary; and other comments that respondents chose to make. As with the “Yes” option, respondents may have covered a single theme, or multiple themes, in their comments.

Of the responses for those that said “No”, 52 respondents (78%) provided a reason for their response; 37% (n = 19) of responses indicated an opposition to a ban on off-roading, 35% (n = 18) indicated that the area drawn was too big, 4% (n = 2) indicated that they did not agree with the area drawn and 25% (n = 13) indicated that the area drawn was too small and they would like to see further areas included.

Eight themes were identified from the other comments, including five responses which raised the need for access for disabled or mobility impaired persons.

Themes and subthemes	Number of occurrences
Disagreement with the proposed boundary area:	33
– <i>Proposed area too big - no alternative was provided</i>	11
– <i>Proposed area too small - should include adjacent penguin burrows</i>	11
– <i>Proposed area too big - area should exclude old track</i>	4
– <i>Proposed area too big - area should be limited to the beach/shoreline only</i>	3
– <i>Proposed area too small - no alternative was provided</i>	1
– <i>Proposed area too small - area should include eroded areas to the east</i>	1
– <i>Non-specific disagreement</i>	2
A ban on off-roading is unnecessary:	19
– <i>Do not think that a ban is necessary</i>	14
– <i>Off-roading permitted but with a speed limit enforced</i>	3
– <i>Proposal infringes on the respondent's freedom</i>	2
Other comments	15
Provide access for disabled or mobility impaired persons	5
Issues concerning dogs on beaches:	4
– <i>Dogs should be banned from beaches</i>	2
– <i>A requirement for dogs to be on a lead</i>	1
– <i>Concerns over dog fouling on beaches</i>	1
Requirement for car parking and/or information	3
Concern over the proximity of the area to the nearby shooting ranges	1
Horses should not be galloped in that area	1
Areas surrounding adjacent burrows should be fenced	1

3.3 Agreement with proposed boundary at Yorke Bay

All respondents responded to the main question regarding Yorke Bay: “Do you agree with the proposed boundary at Yorke Bay, marked in red on Map 2, within which the driving of vehicles will be prohibited?”. This was a question with two possible responses: “Yes” or “No”. An optional comments box was also provided for this question with the heading of “If no, please state why:”.

To this question, 83% (n = 357) of people answered “Yes” and 17% (n = 72) of people answered “No” (Figure 2). People who selected “Yes” and “No” entered comments in the comments box available.

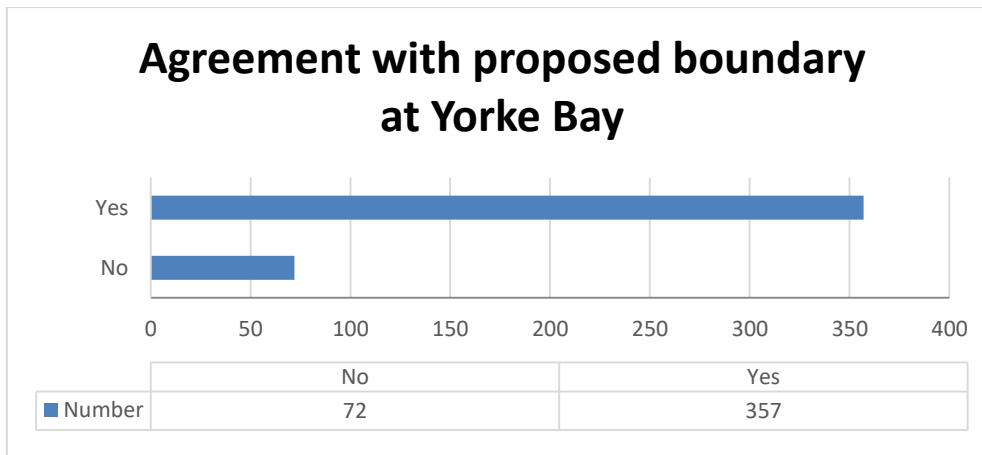


Figure 2: Responses to Question 3 on Consultation

Of the people that agreed with the proposed boundary at Yorke Bay, 12 people entered a comment. These have been summarised into the following themes:

Themes and subthemes	Number of occurrences
Disagreement with the proposed boundary area:	7
– <i>Proposed area too small – should include all sand areas</i>	4
– <i>Proposed area too small – should include all of Cape Pembroke</i>	1
– <i>Proposed area too small – should include Yorke Bay pond</i>	1
– <i>Proposed area too small – should include sand extraction area and stop sand extraction</i>	1
Content with a ban on Surf Bay only	3
– <i>Requirement for the proposed boundary to be fenced</i>	2
– <i>Requirement for Yorke Bay pond to be fenced</i>	1
Requirement for car parking and/or information	12

Of the people that disagreed with the proposed boundary at Yorke Bay, 63 people entered a comment. The table below summarises the themes arising from those comments. As with the “Yes” option, respondents may have covered a single theme, or multiple themes, in their comments.

Of the responses for those that said “No”, 57 respondents provided a reason for their response; 35% (n = 20) of responses indicated an opposition to a ban on off-roading, 40% (n = 23) indicated that the area drawn was too big, 5% (n = 3) indicated that they did not agree with the area drawn and 19% (n = 11) indicated that the area drawn was too small and they would like to see further areas included.

Six themes were identified from the other comments, including six responses which raised the need for access for disabled or mobility impaired persons.

Themes and subthemes	Number of occurrences
Disagreement with the proposed boundary area:	37
– <i>Proposed area too big – no alternative was provided</i>	13
– <i>Proposed area too small - should include adjacent Yorke Bay Pond</i>	6
– <i>Proposed area too big - area should be limited to the beach/shoreline only</i>	3
– <i>Proposed area too big – part set aside for motor/quad bikes or buggies</i>	2
– <i>Proposed area too big – should be limited to the penguin colony only</i>	2
– <i>Proposed area too big – should exclude parts east of Yorke Point</i>	1
– <i>Proposed area too big – should exclude “green flat area”</i>	1
– <i>Proposed area too big – boundary should be closer to dunes</i>	1
– <i>Proposed area too small – should extend to the minefield fence</i>	1
– <i>Proposed area too small – should include all sand dunes</i>	1
– <i>Proposed area too small – should extend along penguin walk</i>	1
– <i>Proposed area too small – should include all beaches on Cape Pembroke</i>	1
– <i>Proposed area too small – should include all of Cape Pembroke</i>	1
– <i>Non-specific disagreement</i>	3
A ban on off-roading is unnecessary:	20
– <i>Do not think that a ban is necessary</i>	14
– <i>Off-roading permitted but with a speed limit enforced</i>	3
– <i>Proposal infringes on the respondent's freedom</i>	2
– <i>Off-roading permitted for learner drivers</i>	1
Other comments	14
Provide access for disabled or mobility impaired persons	6
Requirement for car parking and/or information	3
Issues concerning dogs on beaches:	2
– <i>A requirement for dogs to be on a lead</i>	2
Concern over the Mary Hill Spoil Dump	1
Horses should not be galloped in that area	1
Access to penguins for egging*	1

*Note that the collection of penguin eggs is prohibited under the Conservation of Wildlife and Nature Ordinance 1999.

3.4 Agreement with proposed boundary at Surf Bay

All respondents responded to the main question regarding Surf Bay: “Do you agree with the replacement boundary at Surf Bay, marked in red on Map 3, within which the driving of vehicles will be prohibited?”. This was a question with two possible responses: “Yes” or “No”. An optional comments box was also provided for this question with the heading of “If no, please state why:”.

To this question, 85% (n = 366) of people answered “Yes” and 15% (n = 63) of people answered “No”. People who selected “Yes” and “No” entered comments in the comments box available.

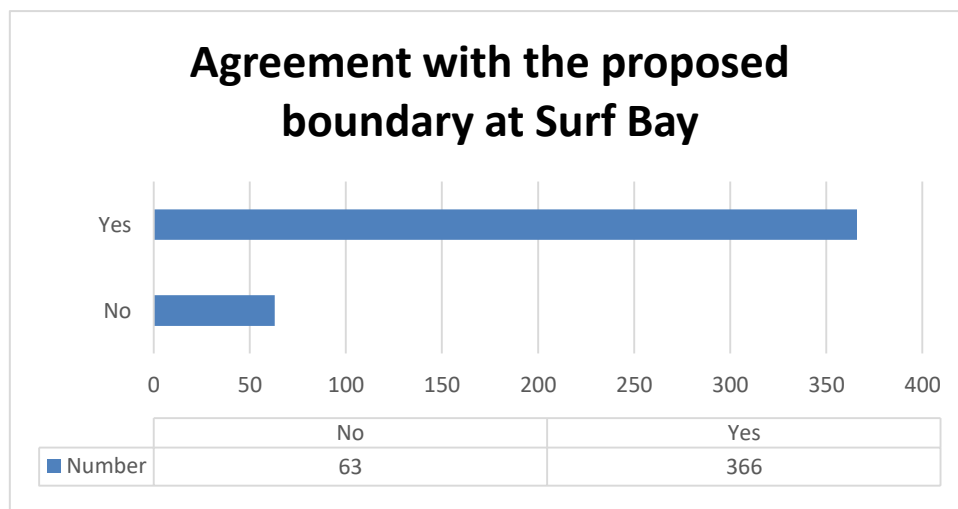


Figure 3: Responses to Question 4 on Consultation

Of the people that agreed with the proposed boundary at Surf Bay, 4 people entered a comment. These have been summarised into the following themes:

Themes and subthemes	Number of occurrences
Disagreement with the proposed boundary area:	3
– Proposed area too small – should include pond behind Surf Bay	3
Content with a ban on Surf Bay only	1

Of the people that selected “No”, 50 people entered a comment. The table below summarises the themes arising from those comments. As with the “Yes” option, respondents may have covered a single theme, or multiple themes, in their comments.

Of the responses for those that said “No” 48 respondents provided a reason for their response; 10% (n = 5) of responses were unsure and could not provide an answer or misinterpreted the drawing; 35% (n = 17) of responses indicated an opposition to a ban on off-roading, 27% (n = 13) indicated that the area drawn was too big, 2% (n = 1) indicated that they did not agree with the area drawn and 25% (n = 12) indicated that the area drawn was too small and they would like to see further areas included.

Four themes were also identified from the other comments, including one response which raised the need for access for disabled or mobility impaired persons.

Themes and subthemes	Number of occurrences
Disagreement with the proposed boundary area:	26
– <i>Proposed area too small – should include pond behind Surf Bay</i>	11
– <i>Proposed area too big – no alternative was provided</i>	11
– <i>Proposed area too big - area should be limited to the beach/shoreline only</i>	2
– <i>Proposed area too small – should include all of Cape Pembroke</i>	1
– <i>Non-specific disagreement</i>	1
A ban on off-roading is unnecessary:	17
– <i>Do not think that a ban is necessary</i>	13
– <i>Off-roading permitted but with a speed limit enforced</i>	3
– <i>Proposal infringes on the respondent's freedom</i>	1
Unsure of proposed boundary or misinterpreted boundary	5
Other comments	6
Provide access for disabled or mobility impaired persons	1
Issues concerning dogs on beaches:	3
– <i>A requirement for dogs to be on a lead</i>	3
Fences should be removed	1
Horses should not be galloped in that area	1

3.5 Other Beaches to consider:

Of the 429 responses received, 204 people commented in response to the question “Are there any other beaches on Stanley Common you think we should consider banning driving on?”. The responses to this question have been categorised by area as listed in Figure 4. Note that a single respondent may have addressed more than one beach. Note that two responses indicated Rookery Bay which was the subject of question 2 on the consultation.

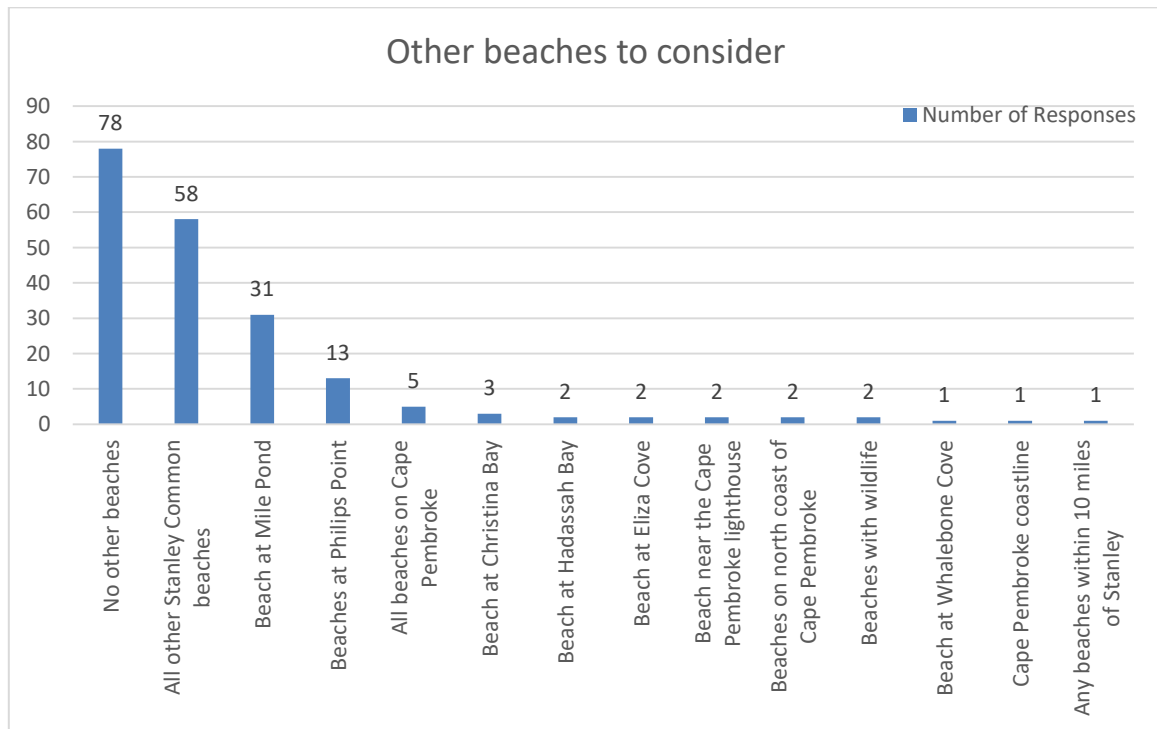


Figure 4: Responses to Question 5 on Consultation

In addition to the beach areas listed above, three other areas were also identified. Cape Pembroke was identified by five responses, the Pond behind Surf Bay by two and the Penguin colony at Rookery Bay by two responses as well. Two respondents highlighted an unidentifiable beach or were unsure of other beaches.

Other responses that did not address the question directly were also received. Twelve additional responses were identified of which; three responses indicated that the proposal infringed on their freedom, two responses indicated that no other beaches were accessible by vehicle and one response each commented about dirt-tracking not being a Falkland Islands tradition, beaches not being meant for walking on, the condition of the track on Cape Pembroke, access was necessary for disabled or mobility impaired persons, and the need for track management on Stanley Common. One further comment required access to the beach for penguin eggging and collecting rocks. Note that penguin eggging is prohibited under the Conservation of Wildlife and Nature Ordinance 1999.

3.6 Other comments and considerations:

Of the 429 responses received, 189 people provided comments in response to the question “Do you have any other comments or considerations regarding the proposal?”. The table below summarises the themes arising from the responses. Four responses were discounted as two responses queried whether the consultation could be done multiple times and two responses answered the previous question. Note that two comments here addressed the previous question and were included there rather than for this question. Comments have been grouped according to whether they relate to the proposals directly, relate to infrastructure, relate to dogs, relate to the common more widely or relate to the consultation itself. As previously, a response may have addressed multiple themes.

Themes and subthemes	Number of occurrences
Comments relating to the proposals directly	94
– <i>Agrees with the proposed boundaries</i>	46
– <i>Requirement for enforcement, fencing, education and/or management</i>	16
– <i>Does not agree with the proposals</i>	11
– <i>Proposal infringes on respondent’s freedom</i>	8
– <i>Provide access for disabled or mobility impaired persons</i>	7
– <i>Expressed concern over safety as described in proposal</i>	2
– <i>Off-roading permitted but with a speed limit enforced</i>	1
– <i>Fencing Yorke Bay pond</i>	1
– <i>Proposed area at Rookery Bay too small – no alternative was provided</i>	1
– <i>Provide access for launching watercraft</i>	1
Other comments	
Comments relating to infrastructure	19
– <i>Provision of small-scale infrastructure such as benches, bins, paths and signposts</i>	5
– <i>Provision of car parking areas</i>	14
Issues concerning dogs on beaches:	72
– <i>Dogs should be banned from beaches</i>	23
– <i>Concerns over dog fouling on beaches</i>	9
– <i>Dogs should be kept on a lead or under control</i>	8
– <i>Dogs should be kept on a lead near wildlife</i>	7
– <i>Dogs should be banned on Yorke Bay</i>	6
– <i>Dogs should be banned on one or more beaches</i>	5
– <i>Dogs should be banned on Rookery Bay</i>	5
– <i>Concerns over dogs scaring wildlife</i>	5
– <i>Dogs should be banned during the breeding season</i>	2
– <i>Dogs should be banned on Surf Bay</i>	1
– <i>There should be a designated area for dogs</i>	1

Comments relating to Stanley Common more generally

- <i>Ban on off-roading on Cape Pembroke</i>	16
- <i>Ban on dirt-tracking on Stanley Common</i>	6
- <i>A designated off-roading area</i>	3
- <i>Ban on off-roading on Stanley Common</i>	3
- <i>Noting that it is important to look after nature</i>	2
- <i>Ban on off-road driving in winter</i>	2
- <i>Ban on off-roading in coastal areas</i>	1
- <i>A designated motor- and quadbike learning area</i>	1

Comments relating to the consultation

- <i>More information needed or query regarding the consultation</i>	4
- <i>Found the consultation biased</i>	4

4 Recommendations and conclusions:

A large number of responses were received, although it is not possible to determine whether they constitute a representative sample of the population.

Overall, the majority of responses agreed with the proposals outlined in this consultation for Rookery Bay (84%), Yorke Bay (83%) and Surf Bay (85%). Of those that did not agree with the proposals outlined, between 19% and 25% would like to see the area expanded further.

The consultation responses help underline the following policy recommendations being made. While between 15% and 17% of respondents did not agree with the proposal, the consultation has shown a majority agreement on the benefits of implementing the proposals for environmental and public safety benefits.

Recommendation 1

To develop regulations to prohibit the driving of vehicles within the proposed boundary at Rookery Bay. This ban will apply to all types of motor vehicles with the exception of mobility scooters and emergency vehicles. It will also apply to drivers of all ages. This recommendation is supported by the findings of this consultation.

Recommendation 2

To develop regulations to prohibit the driving of vehicles within the proposed boundary at Yorke Bay. This ban will apply to all types of motor vehicles with the exception of mobility scooters and emergency vehicles. It will also apply to drivers of all ages. This recommendation is supported by the findings of this consultation.

Recommendation 3

To develop regulations to prohibit the driving of vehicles within the proposed boundary at Surf Bay. This ban will apply to all types of motor vehicles with the exception of mobility scooters and emergency vehicles. It will also apply to drivers of all ages. This recommendation is supported by the findings of this consultation.

No firm conclusion could be drawn from responses to the question relating to whether driving should be prohibited on any other beaches. Approximately half of all respondents answered this question with the most popular answer indicating that no further beaches should be included, followed by all beaches being included. The most commonly named beach was Mile Pond (31 mentions), which would benefit from monitoring to see if any deleterious effects arising from driving on the beach are observed.

The consultation also raised several other key issues from which further recommendations have been made to ensure that management of these areas continues to be in the best interest of the Falkland Islands Community and the natural environment. These other key issues related to dogs, providing access to suitable small-scale infrastructure such as car parks, signage, bins and benches as well as ensuring access to these beaches for disabled or mobility impaired persons.

Overall, 60 respondents (14% or 21% of those who provided comments) raised a variety of issues around dogs on beaches and on Stanley Common more widely. These comments ranged from a concern over dog fouling to a ban on dogs on one or more of the beaches addressed in this consultation. Whilst it is important to note that this is in an emotive subject and the consultation was not targeted at this, the heightened levels of concern could be addressed. More recently, a focus has been placed on ensuring dog owners are aware of what their obligations are.

Recommendation 4

To continue to raise awareness amongst dog owners regarding responsible ownership and promote the advice given in the “Dogs in Nature” leaflet. This should include advice about not walking dogs in or around areas of sensitive wildlife. There are existing provisions in regulation to prevent dog fouling.

The need for access to car parking as well as access to small-scale infrastructure such as signage, bins and benches was also an important theme highlighted throughout the consultation responses by 23 respondents (5% or 8% of those who commented). With Rookery Bay accessible to the public and Yorke Bay about to become accessible, this will make an important contribution to the enjoyment of these areas. Current planning is underway to provide this infrastructure including: bins, picnic areas, benches and signs as well as car parking. As work is already under way no further recommendations arise from this.

A final key theme that was highlighted in the consultation was the need for access for disabled and mobility impaired persons to these beaches. To ensure that access can be retained, an exemption for mobility scooters was included in the framing of the proposal. Further small-scale infrastructure planning will also include easy-to-walk paths to the beaches and benches as resting places. To further ensure access to Yorke Bay for all persons, the possibility of wheel-chair friendly walkways is also considered in current planning.

5 Appendix 1: Consultation document

Consultation: Proposed ban on off-road driving on select Stanley Common beaches

Thank you for taking your time to respond to this consultation regarding the proposed ban on off-road driving on some of Stanley Common's beaches in the interest of public health, safety and for environmental concerns. We are looking for your input so that we can understand the impact that this proposal might have on that use. The consultation period will run from **24 June 2020 until 22 July 2020**.

Background

Rookery Bay is a former minefield and Yorke Bay still is a minefield due to be cleared in coming months. Until recently Rookery Bay has not received any visitation. The main beach in the vicinity of Stanley is Surf Bay. **Off-roading is already prohibited at Surf Bay** following an incident in 1991 which endangered **public safety**. Further incidents of off-roading on other beaches in the Falkland Islands have also resulted in **serious accidents**. In addition to the public safety concern of off-roading on beaches, off-roading also has the potential to **disturb** the protected colonies of Magellanic and Gentoo **penguins** found on these beaches. As such we are addressing this on easy to access beaches on Stanley Common under the Stanley Common Management Plan.

The Proposal

The proposal is to **ban off-roading** in the areas highlighted in the maps below for **Rookery Bay and Yorke Bay** for **public health and safety as well as environmental concerns**. The areas comprise of the **beach and any sand dunes** that are found behind the beach in which there may be people walking or taking shelter. In both cases, the area proposed is smaller than the minefield fence and is determined by the area that is most likely to be used by walkers or where driving could be dangerous. Signage would demark these areas on the ground.

Although off-roading is already prohibited at Surf Bay, we are including it in this consultation as the map attached to this consultation document more clearly sets out the boundaries which it is believed should have effect for the purpose of the prohibition.

This ban would apply to **all types of motor vehicle**, whether a truck, car, motorbike, quadbike or any other form of motorised vehicle with the sole exception of a mobility scooter and emergency vehicles. It would also apply to all drivers of all ages.

Submitting your response

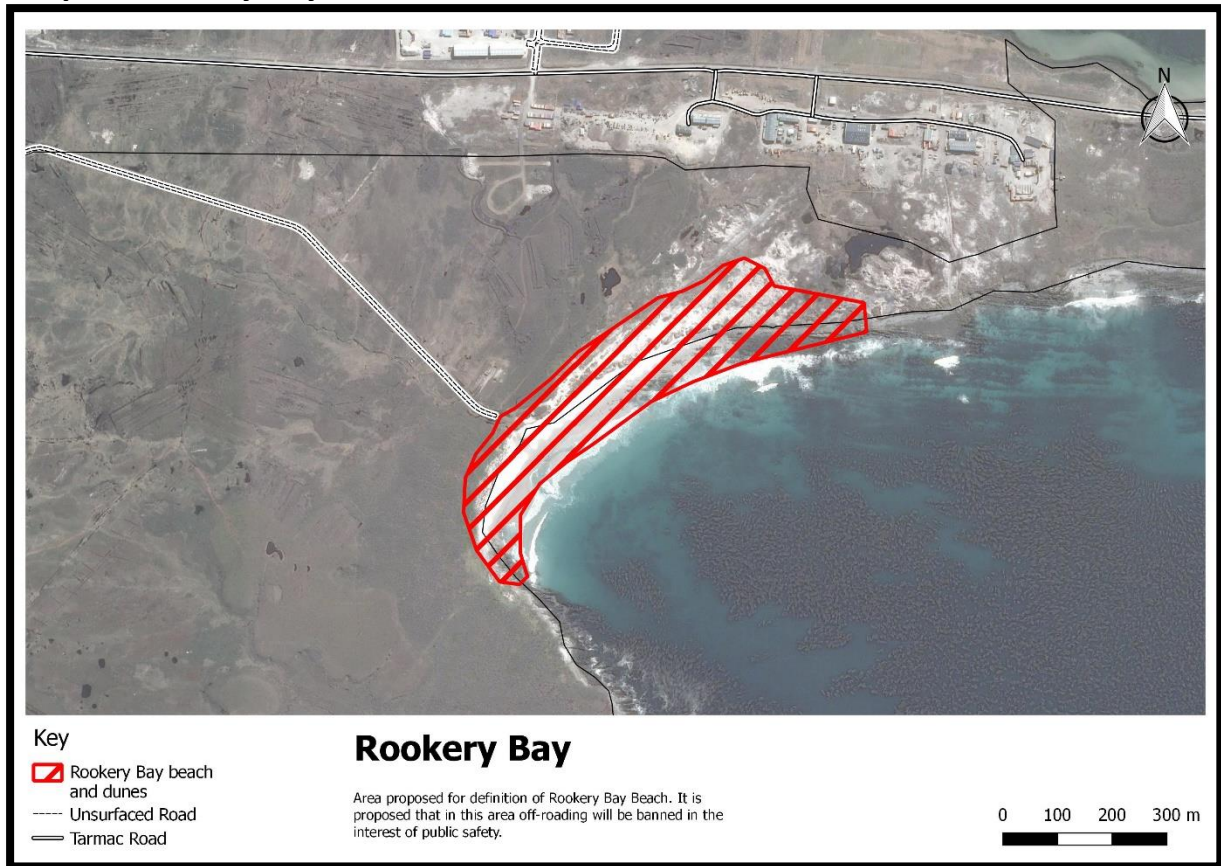
Completed paper surveys can be submitted in the dedicated boxes at the Post Office and the Secretariat. Alternatively, you can complete the survey online at:

https://www.surveymonkey.com/r/Stanley_Common_Beaches

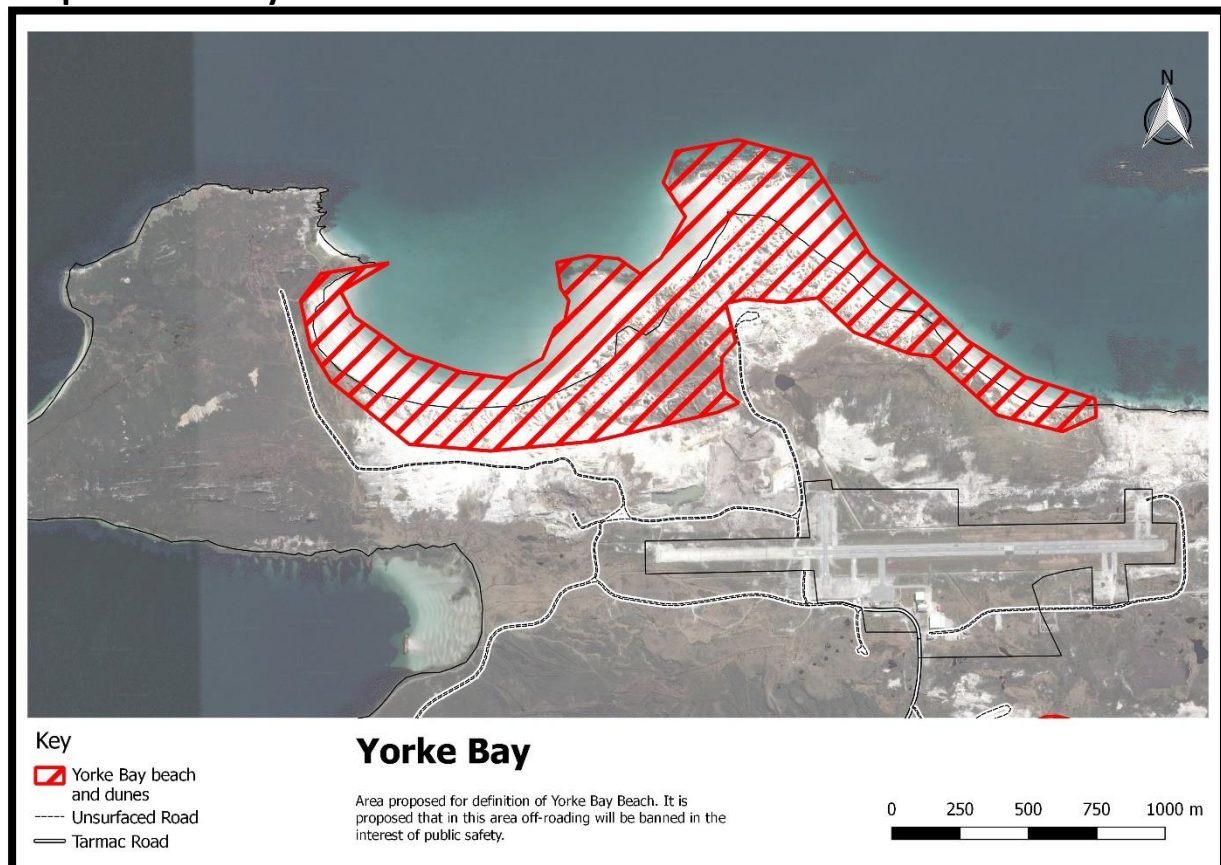
If you have any questions or need any help or assistance, please contact the FIG Environment Unit on 28427 or by e-mail at: environmental.officer@sec.gov.fk

MAPS OF PROPOSED AREAS WHERE DRIVING VEHICLES WILL BE PROHIBITED

Map 1: Rookery Bay



Map 2: Yorke Bay



MAP OF PROPOSED REPLACEMENT BOUNDARY AT SURF BAY WHERE DRIVING VEHICLES WILL BE PROHIBITED

Map 3: Surf Bay



Questions:

1. In which of the following locations is your main address?

- Stanley
- East Falkland excluding Stanley
and Mount Pleasant Complex
- Mount Pleasant Complex
- West Falkland
- Outer island

2. Do you agree with the proposed boundary at Rookery Bay, marked in red on Map 1, within which the driving of vehicles will be prohibited?

Yes

No

If no, please state why:

3. Do you agree with the proposed boundary at Yorke Bay, marked in red on Map 2, within which the driving of vehicles will be prohibited?

Yes

No

If no, please state why:

4. Do you agree with the proposed replacement boundary at Surf Bay, marked in red on Map 3, within which the driving of vehicles will be prohibited?

Yes

No

If no, please state why:

5. Are there any other beaches on Stanley Common you think we should consider banning driving on?

6. Do you have any other comments or considerations regarding the proposal?

Thank you for responding to the survey.

All of your responses will be treated as confidential.

If you have any queries about this survey, please contact:

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