

9. Administration Reports

9.1. Closure of Unmade Portion of Ocean Road, Middleton (aka Glenford Gully Road)

C246/07/25

Moved Cr Michael Scott seconded Cr Bill Coomans

That Council:

1. Receive and note the contents of the report titled Closure of Unmade Portion of Ocean Road, Middleton (aka Glenford Gully Road).
2. Approve the commencement of consultation in accordance with the Community Engagement Plan as provided at Attachment 1 contained in this meeting agenda, pursuant to Section 32 of the *Road Traffic Act 1961*, to close a portion of unmade Public Road (Ocean Road, locally known as Glenford Gully Road).

CARRIED UNANIMOUSLY

9. Administration Reports

9.1. Closure of Unmade Portion of Ocean Road, Middleton (aka Glenford Gully Road)

Decision Report

Responsible Officer: Alan Harvey (General Manager Infrastructure)

Report Author: Ross Whitfield (Manager Field Services)

Previous Decisions: Nil

Report Purpose

The purpose of this report is to initiate a road closure process to formally close a section of unmade public road reserve known as Ocean Road, Middleton (locally known as Glenford Gully Road). The section proposed for closure is surplus to Council's operational needs, is not required for future road construction, and its closure would resolve historical land use and access matters.

On that basis Administration seeks approval of the Council to commence the process, pursuant to S32 of the *Road Traffic Act 1961* (Act), to close the section of unmade public road as shown in **Attachment 1**.

Recommendation

That Council:

1. Receive and note the contents of the report titled Closure of Unmade Portion of Ocean Road, Middleton (aka Glenford Gully Road).
2. Approve the commencement of consultation in accordance with the Community Engagement Plan at Attachment 1, pursuant to Section 32 of the *Road Traffic Act 1961*, to close a portion of unmade Public Road (Ocean Road, locally known as Glenford Gully Road).

Background

Following discussion with the adjacent landowner a short section of unmade road, being part of Ocean Road, Middleton (locally known as Glenford Gully Road), has been requested to be closed. Highlighted in the image below by the red line.



A review of the road network and function has been undertaken and Administration recommends proceeding with a formal road process under Section 32 of the Act to close this portion of unmade road and repurpose the land as a biodiversity corridor. This action will provide legal clarity for land management and remove the redundant public road status of the land.

Discussion

Road network

This unmade portion of Ocean Road, located between two unsealed roads, has never been formally constructed or maintained as a public road. It traverses steep and vegetated terrain and currently serves no practical access or transport function.

This portion of unmade road is however subject to longstanding informal use and is used as a cut through or rat run for a small number of road users.

The lack of a formed and maintained road means that there are both safety and liability risks for Council and road users.

The surrounding unsealed road network is sufficient to accommodate the level of traffic that would be diverted from the closed section of road and is maintained as per Council's *Unsealed Road Maintenance Plan*. Changes in travel times would be in the seconds for those diverted on to the unsealed roads if the unmade road was closed.

Traffic data

Recent traffic data collected from the Glenford Gully Road area confirms that the subject section of unmade road reserve receives **very low levels of use**, consistent with its unformed status and limited local access function.

Specifically, the traffic counter installed on the unmade portion of Ocean Road recorded a total of 136 vehicles over the two week survey period, with a virtual average of only 10 vehicles per day. The highest recorded day was Saturday, 31 May 2025, with just 21 vehicle movements. Notably, 11% of the traffic was identified as commercial, and speeds were modest, with a maximum speed of 46.2 km/h and an 85th percentile speed of 32.9 km/h, indicating that the road is traversed at generally low speeds, consistent with informal or low-intensity usage.

In comparison, Glenford Gully Road, a nearby formed but unsealed road, recorded 349 vehicles, with an average of 26 vehicles per day and a slightly higher percentage of commercial vehicle use (12.3%). Speed data indicated a higher maximum speed of 69 km/h and an 85th percentile speed of 57.2 km/h, demonstrating more regular and purposeful local access use.

Lovell Road, another nearby unsealed road, also recorded similarly low traffic volumes of 345 vehicles, 26 per day and a lower proportion of commercial vehicles (6.1%), with speed metrics comparable to Glenford Gully Road.

The low usage statistics for the unmade Ocean Road reserve reinforces the Administration's view that this section of road serves no significant traffic function and does not justify future investment. As per Alexandrina Council's Unsealed Roads Maintenance Plan, prioritisation of maintenance and capital works is based on usage levels, strategic connectivity, and functional need. Roads with negligible or informal use, such as this unformed section, are not prioritised for maintenance or upgrade, supporting the proposal for closure.

The Act

The following parts of Section 32 of the Act are relevant to this situation and are provided for Council's information -

32 - Road closing by councils for traffic management purposes

(1) If a council proposes, by the installation or alteration of a traffic control device-

(b) to close a road as a through road for motor vehicles,

for the purposes of rationalising the flow or impact of traffic within a part of the council's area, the council may only do so in accordance with a resolution of the council and must, at least one month before the meeting at which the resolution is first to be considered, cause notice of the proposal -

(c) to be published both in a newspaper circulating generally in the State and a newspaper circulating within the area of the council; and

(d) to be given by post to each ratepayer of land immediately abutting the road, or portion of road, the subject of the proposal; and

(2) The council must give due consideration to all written submissions made on the proposal that are received by the council before the meeting.

(6) A council must, as soon as practicable after a resolution for a road closure to which subsection (1) applies has been passed and, if required, concurred with under subsection (4) or (5), cause notice of the resolution to be published and given in the manner set out in subsection (1).

While the statutory process is detailed and procedural, such closures are typically low-risk, especially when roads are unmade, unused and not required for future public access.

Initial consultation

The affected landowner has been consulted and is supportive of the process, recognising the practical benefits in terms of reducing dust, restricting access to prevent inappropriate or unsafe driver behaviour and improving biodiversity outcomes.

The proposed closure aligns with Council's strategic approach to reviewing unused and redundant roads.

Next steps

Subject to Council's agreement, pursuant to Section 32 of the Act, Administration proposes a 28-day public consultation period. Any submissions received will be reported back to Council before final Road Process Orders are considered.

Attachment 1 contains the draft Community Consultation Plan.

Financial Implications

In accordance with the Alexandrina Council's Adopted Budget / Long Term Financial Plan, the financial implications of adopting this recommendation are considered low. The closure process will be funded through existing operational budget allocations for land administration activities. No additional financial commitment is required at this time.

Risk Implications

In accordance with Alexandrina Council's Risk Assessment Matrix, the risk of adopting this recommendation is considered low, with all actions guided by statutory processes and supported by relevant data. Not proceeding could result in continued misuse and degradation of the area requiring ongoing maintenance by Administration.

Attachments

Attachment 1 - Draft Community Consultation Plan



Community Engagement Plan

Closure of Unmade Road – Ocean Road, Middleton.



Do we need to connect with the Community? And if so, why?

Name of Project: Portion of Unmade Road, Ocean Road, Middleton – Proposed Road Closure

The following checklist will help establish if you need to engage the community:

Is the community engagement/consultation required by legislations in your project? If "yes", we are required to plan and implement the community engagement activities for this project If "no", then please continue.	☒ YES ☐ NO
Is there already an expectation, within Council or the community, that the project will involve community engagement?	☒ YES ☐ NO
Can the community influence the outcome of your project?	☒ YES ☐ NO
Is there staff time and budget already allocated or available to support the engagement activities?	☒ YES ☐ NO
Is there a risk to not undertaking Community engagement?	☒ YES ☐ NO

Calculator: Determining how we are going to connect with the community on each decision we make

Questions (tick appropriate box)	Really Low	Low	Moderate	High	Super High
What is the level of difficulty for staff/council in making the decision or addressing the problem?		X			
What is the potential for controversy in relation to the project?	X				
How important are the potential impacts of the project to the public?		X			
How much do the key stakeholders care about the decision to be made?		X			
How much engagement does the community appear to want?		X			
Sub-Total	1	4			
Multiply number by the weight	x1	x2	x3	x4	x5
Total column score	1	8	0	0	0
Add all five column scores	9				
Divide total score by the number of questions	÷ 5 =				
Average score (rounded)	1.8				

1-2 Very Low

Informing the community about the decision may be sufficient, unless there are legislative requirements, in which case, consult.

2-3 Low to Moderate

You should at least consult with the community

3-4 Moderate to High

You should at least consult but may consider opportunities for the community to actively participate

4-5 High to Very High

You should provide opportunities for the community to active participate



Engagement Plan

1 What?

- To inform stakeholders and the broader community of Council's intent to initiate a road closure, provide context for the proposal, and outline opportunities for public comment as required under the Section 32 of the Road Traffic Act.
- The Alexandrina Council's Field Services Team is commencing a formal road process to close a portion of unmade public road reserve known as Ocean Road, Middleton, in accordance with the Section 32 of the Road Traffic Act.
- This section of road has never been constructed or used as a public road and traverses steep, vegetated terrain, with no connection to active transport infrastructure. Historically, it has been used and maintained as part of the adjoining private property.
- The proposed closure is a procedural step to resolve long-standing land management issues and provide clarity around property boundaries. We acknowledge that changes to public road reserves can generate interest in the community, and we are committed to communicating transparently and engaging with stakeholders throughout the process.

2 When?

Milestones	Dates
Decision to proceed to community engagement	July Council Meeting
Community engagement dates	• Pending Council resolution, Consultation will start at 9am on Thursday 24 July to align with local media • Consultation will End on Friday 22 August at 5pm • Consultation timeframes mirrors legislative requirement for 21 days (including weekends, public holidays)
Onsite Popup	N/A
Consultation analysis	Week starting Monday 25 August 2025.
Council Member Workshop to consider feedback	N/A
Council Meeting with feedback	September Council Meeting



3 Who?

Residents & Ratepayers (tick those that apply)
☒ General Residents and Ratepayers
☒ Adjoining Property Owners / Business Owners
☒ Other: Any interested party via My Say or written submission
Organisations, community, business or service groups (tick those that apply)
☐ Department for Environment and Water
☐ Ngarrindjeri Regional Authority
☐ Ngarrindjeri Aboriginal Corporation
☒ Other: Relevant State Agencies
Section 41 Committees / other
☐ Audit and Risk Committee
☒ Not Applicable
Progress, Resident and Ratepayer Associations
☐ Port Elliot Town and Foreshore Association
☐ Ratalang Basham Beach and Horseshoe Bay Advisory Committee
☐ Middleton Town and Foreshore Association
☐ Clayton Bay Community Association
☐ Mount Compass Community Association
☐ Milang and District Community Association Incorporated
☐ Alexandrina Residents and Ratepayers Action Group
☐ Other: _____
☒ Not Applicable

4 How?

4.4 Listening Tools

Listening Tools	Description	Examples of what we'll be asking
My Say Alexandrina	The My Say Alexandrina website will form the central 'hub' for the process.	We will utilise the survey tool to seek feedback.

	The main features of the hub will be – • Key dates • Survey tool • Contact details for Manager Field Services to discuss further	
Written submissions	To provide opportunity for people who prefer a more traditional method of communicating with Council, we will welcome written submissions. These can be submitted by post, email or handed in to the Council Office. Hard copy surveys will be available at the Goolwa and Strathalbyn Office.	We will encourage written submissions for people who prefer this method.

4.5 Communication Tools

Audience	Method	Responsibility	Action	Timeframe
Residents & Ratepayers	Website	Marketing and Communications Officer	Dedicated My Say website page, survey and key documents. Latest news article on home page of corporate website	July
	Social media	Marketing and Communications Officer	Advising start of consultation and reminder before closing. 'Prompt'	July

			article midway through consultation.	
	Local Displays – Council Office, library, community noticeboards	Community Engagement Officer	Notice to be placed on Council display boards including promotion of ways to get involved.	July
	Adjoining Property and Business Owners	Manager Field Services	Notify nearby residents, provide context and contact details for enquiries with key stakeholder groups	July
	The Times, Fleurieu Sun, The Southern Argus and Advertiser	Community Engagement Officer	Public Notice in The Times, Fleurieu Sun, The Southern Argus and Advertiser	July
	My Say Subscribers	Community Engagement Officer	Email via My Say Newsletter with information and a link to submission page	July
Internal Staff	Connect Intranet Announcement	Manager Field Services	Provide information to relevant staff with key information on consultation	July

5 My Say Page

The My Say Alexandrina website will form the central 'hub' for the process.



The main features of the hub will be –

- Key dates
- Survey tool
- Useful documents
- Contact details for Manager Field Services to discuss further

Have your say below.

Survey question is below and will include:

Do you have any comments or feedback on Council's proposal to formally close a portion of Glenford Gully Road that has never been constructed, is not used as a public road, and is considered impractical for future development?

- Open free field for all comments.
- All comments are included following the close of consultation and provided to Council Members in the follow up Report should submissions be received.

Useful Documents attached:

- Map detailing exact location of Ocean Road (the portion of road proposed for closure)



6 Reporting

The My Say Alexandrina software provides a Report on close of the consultation, with all submissions received through the My Say site. In addition, written submissions are recorded and allocated to the Manager Field Services

A summary of key themes that emerge from the submissions received (all methods of engagement) are identified and included in the Council Report.

A detailed Community Engagement Report will be published on the My Say project page.

The Reports to Council will be public documents, available on Council's website after release.

7 Risk Mitigation

What could go wrong?	How can we reduce the likelihood of this happening?
Reputation /community expectation	• Clear communications of ways to be involved and provide feedback.
Nobody gets involved	• Offer a variety of ways to join the conversation – quick responses versus opportunity for deeper conversation; offline and online. • Communications plan will be followed.
The process is overtaken by a single-issue campaign. E.g. Perception that public land is being privatised	• Mitigate through framing as a formalisation of historic use. • Make a concerted effort to reach a broad representation of people who live, work and travel in the area