



MOUNT BARKER
DISTRICT COUNCIL

Road Network Management Action Plan

Endorsed by Council 8th October 2024



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Introduction

The road network provides a vital role in how we live, work and play. It is fundamental to the success of the Mount Barker Council's aspirations for a safer, healthier, more connected, sustainable and economically prosperous community.

Council recognises that roads are more than corridors for moving traffic. Roads also provide a place where people walk, cycle and socialise. Roads support economic development in township main streets as well as moving freight around the district, and they also include significant sections of remnant native vegetation and dependent wildlife.

Council has endorsed the **Transport Lead Strategy** which establishes the overarching principles for transport planning and traffic management throughout the Mount Barker District in the coming years.

Six core themes are outlined in the Lead Strategy namely:

- **Road Network Management**

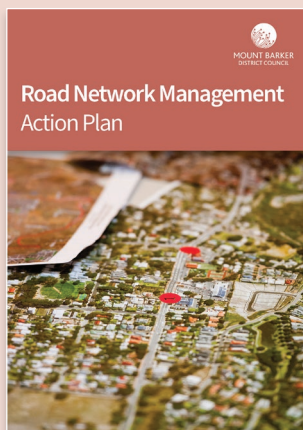
- Active Transport
- Road Safety
- Parking
- Public Transport and
- Technology and Innovation

The combined suite of these six themes, together with the Lead Strategy and a consolidated action plan, make up the complete Integrated Transport Plan.

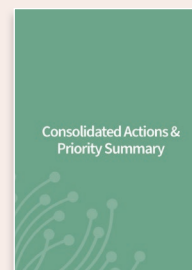
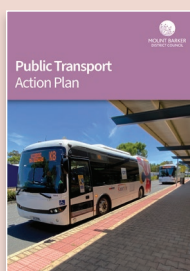


Transport Lead Strategy

Endorsed by Council
5 September 2022



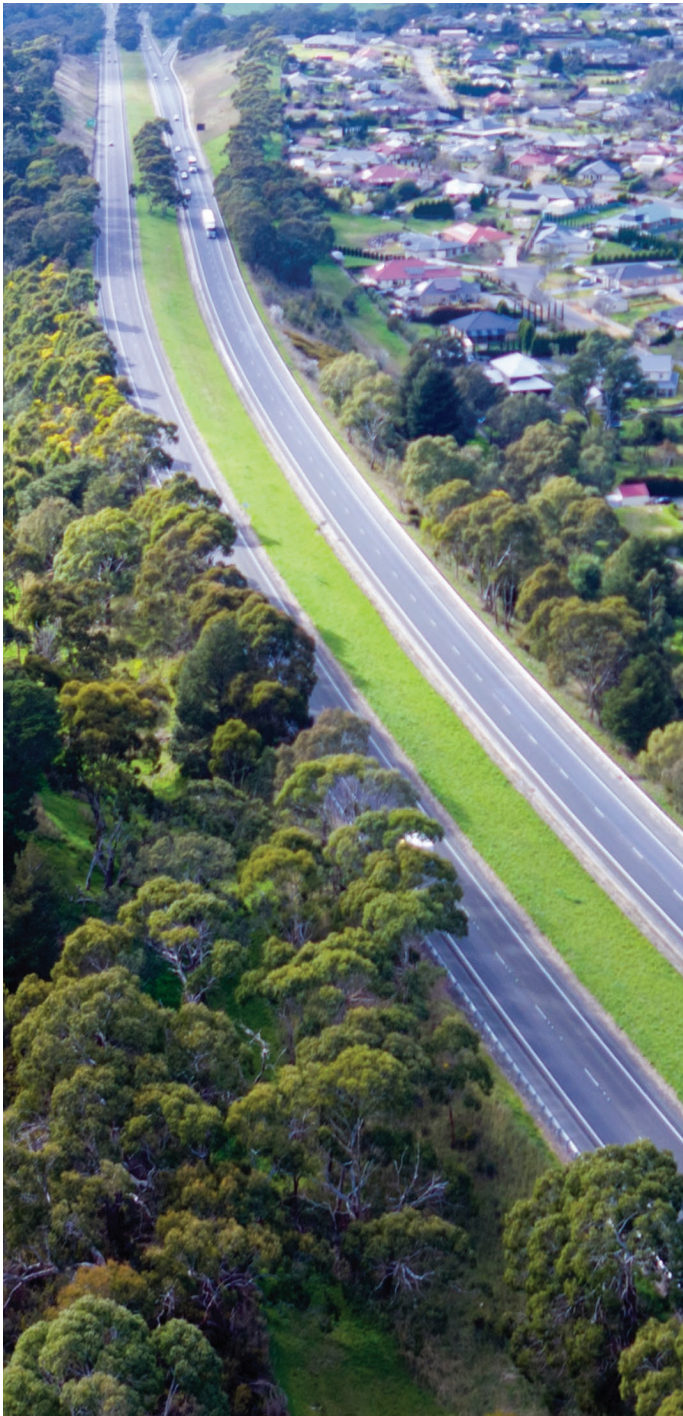
This document details Council's commitment to Road Network Management.



Summary Actions & Implementation Plan

Timings
Estimated costs
Criticality/priority
To be determined following community engagement

What We've Heard



Development of the Lead Strategy and each of the six themes has involved various stages of community and stakeholder consultation. Key issues regarding the road network include:

- Increasing congestion on Flaxley Road, Wellington Road and Adelaide Road and key intersections along these routes, and the need for the Department of Infrastructure & Transport (DIT) to upgrade these critical links
- Traffic volumes are increasing on some Council roads due to the incomplete Heysen Boulevard and congestion on the arterial roads
- The need to upgrade the Adelaide Road South Eastern Freeway interchange
- The need for a holistic and coordinated approach to future road upgrading
- Fast track completion of the Heysen Boulevard is important for road network management and to allow introduction of bus services into the new areas
- The need for additional connections to the South Eastern Freeway at Verdun/Hahndorf and potentially a third access servicing the western side of Mount Barker.
- The need to better manage freight movements through the District.

Vision and Strategic Directions

The theme covers key issues such as:

- Understanding future growth and network needs. In the last 5-10 years the Mount Barker District has seen considerable growth which is expected to continue for the next 15-20 years
- Clear understanding of road hierarchy and network management addressing intra and inter-regional connectivity and freight movements
- The need for traffic modelling to understanding future growth implications throughout Mount Barker CBD
- Working with the State Government, we need a better approach to predicting future traffic growth and the timing of road upgrades and interventions
- Coordination of future works in a logic manner with input from DIT and developers
- Better coordination of funding derived from developers through the State Transport Infrastructure Deed or Council Separate Rate for transport projects
- Traffic management within the Mount Barker CBD and enabling of the Mount Barker City Centre revitalisation
- Recognition of Movement and Place principles particularly for main street environments
- Ensuring that environmental and amenity objectives are integral considerations in planning and design
- Reducing demand for new or improved roads by providing alternative transport options.



Current Situation

Population and Growth

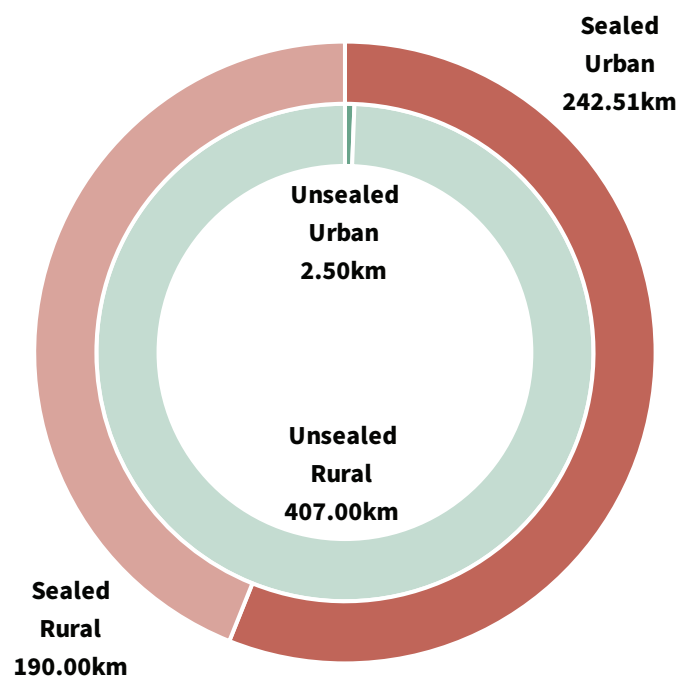
- We have a current District population of 44,772
- The forecast 2046 district population is 64,838, an increase of 44.82% (from 2024 to 2046)
- The greatest rate of change was seen in the last year, in which the population grew at a rate of 4.49%.

Unsurprisingly, growth in the district is dominated by the Mount Barker growth area, which is set to grow from 7,561 to 23,954 by 2046. This growth is fairly steady across the next 22 years but noticeably slowing as the growth areas develop and fill out.

The outer part of the district (excluding Mount Barker, Littlehampton and Nairne), is growing at a rate of approximately 0.5% per year. To give some context to all of this, Plan SA projects a population for the State of 2.25 million by 2046 at an average annual growth rate of 1% per annum.

What we have

Council manages approximately 840 kilometres of road throughout the district, with only a bit more than half of the network sealed. Around 400 kilometres of the network remains unsealed outside of the urban areas.



There is also around 200 km of DIT roads through the district (predominantly sealed arterial roads)

Current Situation Continued

Data collected by DIT highlights the significant increases in traffic volumes on key roads in Mount Barker over the last 10-12 years, since approval of the development plan amendment enabling substantial residential growth (2010-11 to 2021-22).

This substantial growth in traffic volumes is a direct result of the residential growth over the last 10 years. **However, the growth that has occurred to date represents less than one half of the total developable lands** (as shown in the image below).

Future traffic volumes are likely to reach or exceed the practical capacity of the road network. This could result in additional traffic volumes on Council's local road network as through traffic looks for alternative routes to avoid the congested main roads.

There will need to be a shift in travel mode away from private car use to active transport modes and public transport.

Increase in Traffic Volumes 2010-11 to 2021-22



Adelaide Road

+ 18% southern approach to SE Freeway
+ 10% north of Flaxley Road roundabout

Wellington Road

+ 18% ~ 4.5km south of Flaxley Road
+ 32% west of Adelaide Road roundabout



Flaxley Road

+ 56% west of Adelaide Road roundabout



Legend

— MDPA boundary to growth at January 24

Current Situation

Continued

Planned Road Interventions

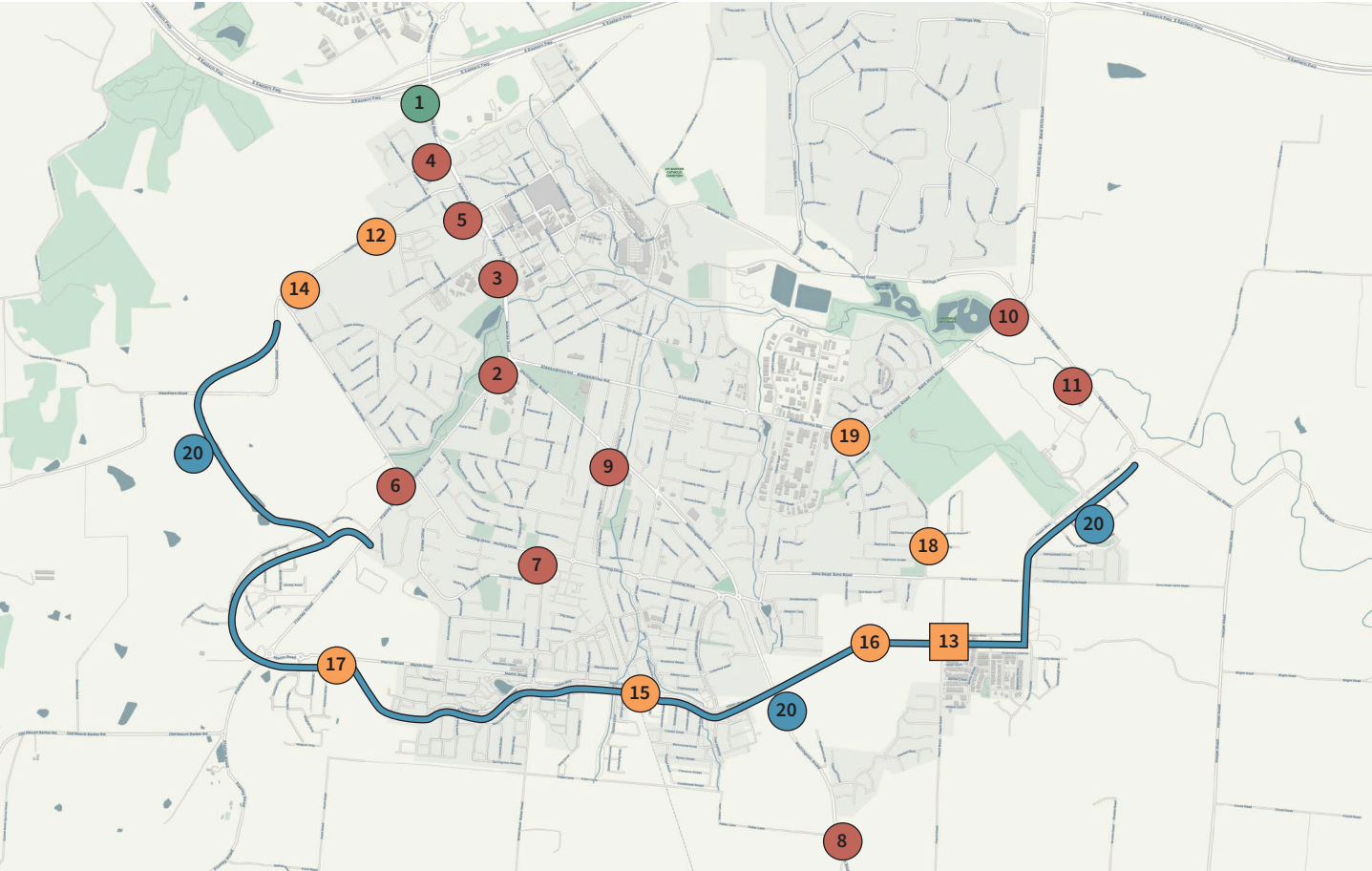
Ministerial Deed and Council Separate Rate

When the State Government approved the Development Plan Amendment in 2010 to enable substantial residential growth in Mount Barker, a list of traffic and transport interventions was prepared outlining numerous projects that would ultimately be required to support the growth and additional traffic movements.

This list of traffic and transport interventions was adopted within the Ministerial Deed: an agreement between the State and a consortium of developers that details the projects that will be funded solely by the State and those projects that will be funded from developer contributions. The Deed was signed by developers associated with around 40% of the developable lands.

Council subsequently developed a Separate Rate to apply to the other 60% of the developable lands based on the same rate of contribution as the Ministerial Deed and the same list of transport interventions. However the list of road projects within the Separate Rate has since been expanded to include other relevant Council projects.

Some key projects have already been completed; for example the construction on an additional Freeway interchange at Bald Hills Road. However, numerous key projects as listed in the Ministerial Deed or Council Separate Rate, are yet to be undertaken (summarised in the adjacent table).



Current Situation Continued

State Government Infrastructure

1	Adelaide Road Interchanges	Upgrade intersections
1	Adelaide Road Interchange Ramps	Two lanes for west facing ramp towards Adelaide include merge areas
	Park n Ride - Adelaide Road interchange	Potentially 3 locations - locations and number of spaces to be determined
	Park n Ride - to be determined	
	Park n Ride - Wellington Road	

State Deed and Council Separate Rate

2	Alexandrina Road / Adelaide Road / Flaxley Road / Wellington Road	Roundabout Improvements, extension of approach lanes and widen diameter
3	Adelaide Road (Flaxley to Hawthorn Roads)	Localised signed intersection improvements. Traffic and access management between interchange and Hawthorn Road to improve safety
4	Adelaide Road (Hawthorn Road to Interchange)	Traffic and access management between interchange and Hawthorn Road to improve safety
5	Adelaide Road / Hawthorn Road	Traffic signals at intersection including 2 right turn lanes on Adelaide Road NW and Hawthorn Road approaches
6	Flaxley Road	2 lane road - kerbed, cycle lanes, protected right turn lanes where appropriate, suitably protected ped refuge crossings at appropriate locations
7	Hurling Drive / Barker Road	Separate LT and RT Lanes on Barker Road
8	Wellington Road / Industrial Area Access Road	Roundabout to support future industrial land
9	Wellington Road	Upgrade 2 lane road - unkerbed, cycle lanes, protected right turn lanes where appropriate, suitable protected pedestrian refuge crossings at appropriate locations
10	Bald Hills Road / Springs Road (stage 2)	Dual Lane Roundabout when required for capacity
11	Spring Road - East of Bald Hills Road	Upgraded 2 lane collector road - widen, cycle lanes, protected right turn lanes where appropriate and protected pedestrian crossings where appropriate

Council Separate Rate Only

12	Hawthorn Road - Adelaide Road to Bollen Road	2 lane road - kerbed, cycle lanes, protected right turn lanes where appropriate and protected pedestrian crossings where appropriate
13	Heysen Boulevard / Paech Road junction	Roundabout (or traffic signals)
14	Local Road junctions with Heysen Boulevard	Hawthorn Road x2 locations
15	Railway line crossing over Heysen Boulevard	Funded 50:50 by State and Council
16	Hains Road Reserve	Construction of short section of Heysen Boulevard on Council unmade road reserve
17	Martin Road Reserve	Construction of short section of Heysen Boulevard on Council unmade road reserve
18	Paech Road - Sims Road - Hartmann Link	Upgrade of road sections between Heysen Boulevard and Bald Hills Road / Alexandrina Road
19	Bald Hills Road / Alexandrina Road / Hartmann Road	Upgrade of intersection

Heysen Boulevard - Western Connector

20	Construction of Heysen Boulevard	Road sections to be constructed by individual developers
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Current Situation

Continued

Heysen Boulevard

Heysen Boulevard is a critical road link passing through the new residential growth areas of Mount Barker. However, construction of the Boulevard is not subject to either the Ministerial Deed or Council Separate Rate. While most key connecting intersections are included in the above lists, construction of the individual segment lengths of the Boulevard is the responsibility of each developer, and is therefore occurring in a piecemeal manner. This is putting pressure on other Council roads less suited for additional vehicle movements. It also makes it difficult to introduce new public transport services without the complete Boulevard.

Hahndorf Township Improvements and Access Upgrade

The State and Federal Governments previously announced this project but then unfortunately withdrew funding. While future funding remains uncertain, the project remains “approved” by the State and Federal Governments and should include the following aspects:

- Upgrade of the existing Verdun Freeway Interchange to allow full access on and off the Freeway in all directions
- Upgrade of the Adelaide Road Freeway Interchanges to include:
 - a new three lane bridge across the South Eastern Freeway for northbound traffic
 - the conversion of the existing bridge to accommodate three lanes of southbound traffic and a new Shared Use Path
 - improved ramp capacity and new traffic signals to reduce congestion and improve safety
- Revitalisation of the Hahndorf Main Street Upgrade
- Extension of Pioneer Women’s Trail between Verdun and Hahndorf including a bridge replacement and widening over the Onkaparinga River to accommodate the new section of the trail
- Upgraded multi-purpose car park facility at Verdun to improve access to public transport.

Planned Road Upgrades

Other State road projects already in planning or design include:

- Upgrade of the roundabout at the intersection of Adelaide Road, Flaxley Road and Wellington Road (identified in the Ministerial Deed and Separate Rate)
- Installation of a roundabout at the intersection of Battunga Road / Mawson Road / Brookman Road / Nottage Road, Meadows.

Council projects also in concept design include:

- Upgrade Paech Road – Sims Road – Hartmann Road connector
- Upgrade of the intersection of Hartmann Road / Alexandrina Road / Bald Hills Road
- Upgrade of Bollen Road.

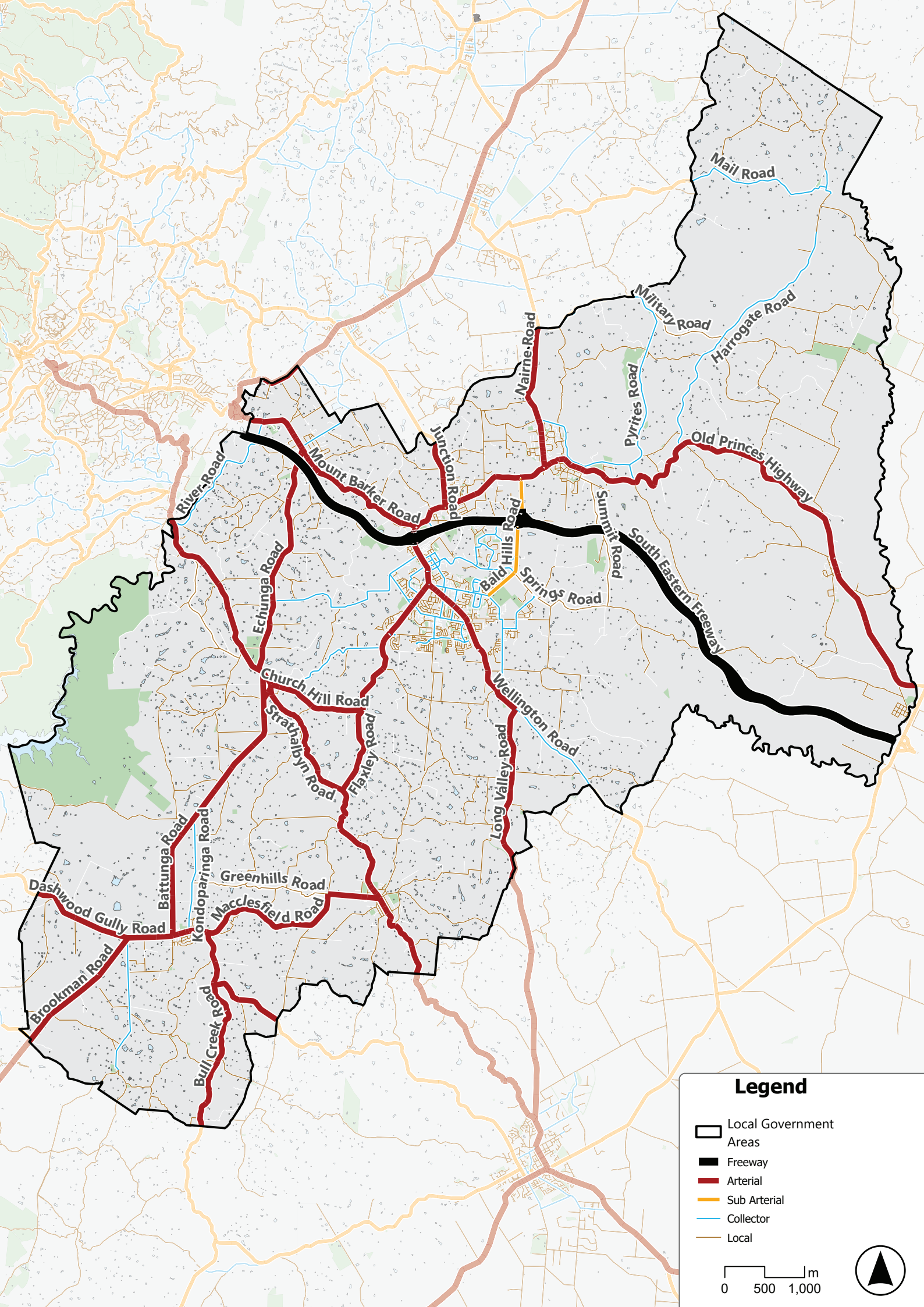
Current Road Hierarchy

Key traffic movements through Mount Barker District Council and the surrounding districts are mainly managed on the State road network and some key Council roads. Roads of regional importance and those that cater for freight movements are also listed on the Southern and Hills Local Government Association Network Plan.

Council Road Hierarchy

Key local roads in Council’s network include:

- Hawthorn Road
- Hurling Drive
- Heysen Blvd
- Sims Road
- Paech Road
- Hartmann Road
- Springs Road
- Bald Hills Road
- Alexandrina Road



Legend

- Local Government Areas
- Freeway
- Arterial
- Sub Arterial
- Collector
- Local

0 500 1,000 m



Current Situation

Continued

Southern & Hills LGA Road Network Plan

The S&HLGA Transport Plan establishes recommendations and sets a strategic direction for the development of a transport network across the southern Adelaide and Hills region.

Four strategic regional goals are included in the plan to underpin regional transport planning

1. **“Economic Development”** – A transport system that supports the economic, industry and trade development of the S&HLGA.
2. **“Access”** – An equitable and accessible transport network that allows for consistent and reliable travel
3. **“Road Safety”** – A safe transport network where the severity and risk of accidents are minimised
4. **“Environment”** – A transport network that minimises the impacts on the environment and communities.

Mount Barker and Adelaide Hills Transport Study

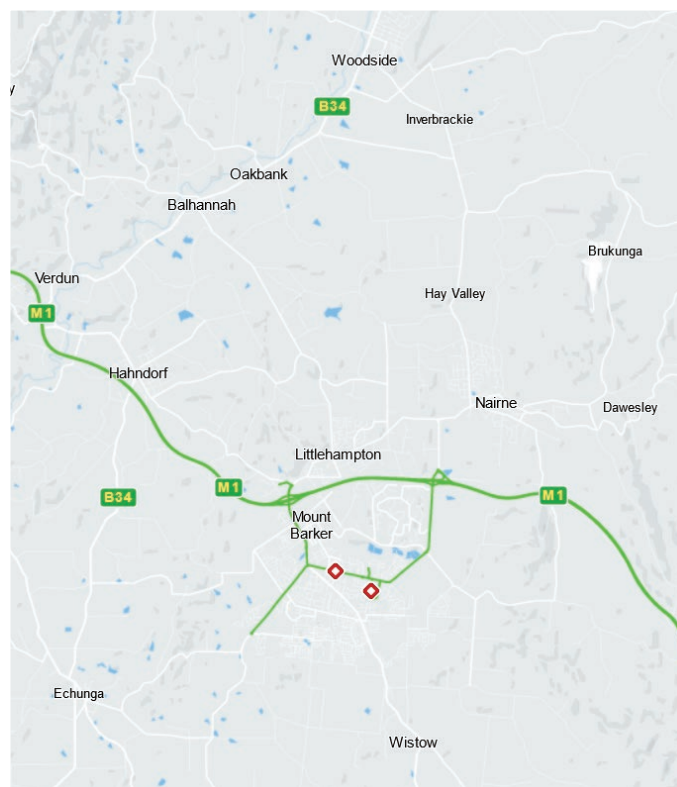
In September 2022 the State Government commenced a transport study in the broader Adelaide Hills region to better understand future growth and the need for transport interventions. The study is likely to address several key issues throughout the District including future road upgrades, public transport improvements, freight movements and road safety.

However the Study, which will most likely have a significant bearing on the road network and traffic movements in Mount Barker, has yet to be released by the State Government.

Freight Network

In addition to the freight routes identified in the S&HLGA Transport Plan there are also certain routes specifically identified for larger B-Double trucks.

Freight movements north – south through the District are not well catered for. This includes connectivity between the South Coast and Alexandrina Council areas and the South Eastern Freeway, or between Echunga / Kuitpo areas and Woodside, Lobethal or the Barossa region. Restrictions on larger vehicles from the main street in Hahndorf have added pressure to River Road as the only current north – south connection between Echunga and the Onkaparinga Valley. Similarly, with ongoing traffic growth on Wellington Road and Adelaide Road, these roads will also become less suited for future freight movements.

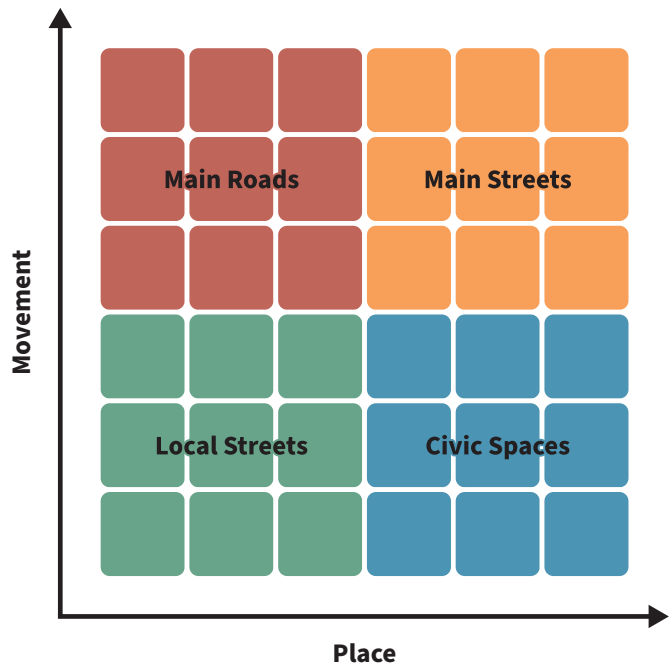


Movement and Place

What is Movement and Place?

Movement and Place recognises that streets perform multiple functions; they not only move people and goods from A to B, they also serve as key places and destinations in their own right.

But there is a natural tension between these two functions. As a movement corridor, roads aim to minimise travel time and keep people and goods moving. Contrarily as a destination, the aim is to enable people to stay within the precinct and encourage economic activity.



Not all streets can be popular destinations, just as not all streets can prioritise vehicle movement. Sometimes streets and roads change functions several times along the way. It is important to recognise the competing demands between movement and place on our roads and streets. Finding the right balance between the two is fundamental to integrated transport planning.

This way of thinking means that when we plan and develop the transport network, we need to consider and prioritise all community needs, expectations and aspirations for the places they live and the roads and streets they pass through. This is particularly important for the liveability of places and vibrant streets, where there are greater numbers of pedestrians and cyclists.

Comprehensive Movement and Place guidelines have been developed interstate that could be tailored to suit the unique conditions in Mount Barker. DIT will be developing guidelines for use in South Australia. In undertaking future road planning, roads and linkages are classified against their role in facilitating traffic movements and place activation. Bespoke designs can then be developed that balance these completing objectives.

Development of a functional road hierarchy for the District’s road network, based on movement and place principles, will be important to define the acceptable operational performance and preserve the residential character of the roads – particularly those under pressure from through traffic using the local network to avoid the congested main roads.

Action Plan

The Action plan for management of the Road Network is provided in the following table. The Prioritisation was determined following community engagement and was accurate at the time of Council endorsement. A Consolidated List of Actions has been prepared reflecting the prioritisation, and this separate document will be updated on an annual basis.

Action	Activity	Council Role	Priority
Key Road Upgrade Projects – State Deed and Council Separate Rate			
RN1.1	Undertake a review of the current list of projects within the State Deed and Council Separate Rate with DIT and re-establish a list of priorities and anticipated timing of projects	Facilitator	Short Y1
RN1.2	Investigate alternative ways of delivering the remaining sections of the Heysen Boulevard in a coordinated and timely manner.	Facilitator	Short Y1
RN1.3	Establish improved project coordination with DIT and developers to understand future growth and timing of development, and infrastructure requirements	Facilitator	Short Y1
RN1.4	Improve communication with the community on the anticipated timing and coordination of key projects	Provider	Short Y1
Understanding future transport demands			
RN2.1	Undertake transport modelling of Council's key local road network to better understand future traffic growth scenarios and plan for local road upgrades as may be needed	Provider	Short Y1
RN2.2	Undertake transport modelling of roads within the Mount Barker Town Centre as part of a future review of the Town Centre Master Plan	Provider	Medium
RN2.3	Systematically undertake traffic data collection on key Council roads to monitor growth patterns and input to ongoing transport modelling	Provider	Short Y1
Road Upgrade Projects – Not specified in the State Deed or Council Separate Rate			
RN3.1	Alexandrina Road / Light Crescent (Secker Road) Investigate alternative traffic options to improve safety and efficiency	Provider	Medium
RN3.2	Alexandrina Road / Victoria Road / Skipper Street Investigate alternative traffic options to improve safety and efficiency	Provider	Medium
RN3.3	Alexandrina Road / Albert Road / Exhibition Road Investigate alternative traffic options to improve safety and efficiency	Provider	Medium
RN3.4	Paech Road Corridor Plan Complete development of a corridor management plan to guide the future development of Paech Road (Wellington Road to Heysen Boulevard) as an urban link road supporting ongoing growth in the area	Provider	Short Y1
RN3.5	Mt Barker Road / Balhannah Road, Hahndorf Continue to investigate options for improved safety and efficiency as part of overall planning for Hahndorf Main Street improvements	Advocacy / Stakeholder	Medium
RN3.6	Mt Barker Road / Pine Avenue, Hahndorf Continue to investigate options for improved safety and efficiency as part of overall planning for Hahndorf Main Street improvements	Advocacy / Stakeholder	Medium

Action Plan Continued

Action	Activity	Council Role	Priority
RN3.7	North Road, Nairne Develop a corridor management plan to guide the future development of North Road	Provider	Medium
RN3.8	Hurling Drive / Barker Road Investigate alternative traffic options to improve safety and efficiency	Provider	Short Y1
RN3.9	Dumas Street Develop a corridor management plan to guide the safety improvements noting the various competing traffic and land use demands (TAFE, Schools, Park n Ride)	Provider	Medium
RN3.10	Advocate for DIT to maintain/improve the State arterial road network between townships throughout the District to an appropriate and acceptable standard	Provider	Ongoing
Rural Collector Roads			
RN4.1	Develop guidelines for road widening on Council rural collector roads to include (where practical) sealed shoulders and edge line treatments, while balancing the need for road safety, environmental and ecological outcomes and accommodating the need for active transport users	Provider	Short Y2
RN4.2	Summit Road Develop a corridor management plan to guide the safety improvements along Summit Road taking into consideration pedestrian and cycling linkage requirements	Provider	Medium
RN4.3	Review benefit and performance of Old Mount Barker Road following Blackspot Improvements undertaken in 2024	Provider	Medium
Freight Management and Regional Accessibility			
RN5.1	Advocate for DIT to continue investigations into alternative freight bypasses of the main street of Hahndorf (noting the State Government has stated the use of River Road is an "interim solution") Note that RN5.1 and 5.2 could be concurrent investigations	Advocacy	Short Y1
RN5.2	Advocate for DIT to investigate a new freight based route around Mt Barker's built up areas (noting that Wellington Road and Paech Road will become inner urban arterial roads) Note that RN5.1 and 5.2 could be concurrent investigations	Advocacy	Medium
RN5.3	Monitor developments with potential investigations into Fleurieu Freight Corridor (Kangaroo Island to South Eastern Freeway) and implications to Mount Barker District Council	Stakeholder	Short Y1
RN5.4	Review need for third lane on South Eastern Freeway between Hahndorf and Bridgewater as a slow vehicle climbing lane	Advocacy	Short Y1
Apply contemporary thinking and decision making for all planned and future road upgrade projects			
RN6.1	Develop a Movement and Place framework suitable for the Mount Barker District and apply these principles to all future road upgrades and corridor planning (note the expected development of State-wide Movement and Place guidelines by DIT)	Provider	Short Y3

Action Plan Continued

Action	Activity	Council Role	Priority
RN6.2	Develop and apply planning and design criteria that ensures environmental and ecological requirements are prioritised as part of all future road planning and design	Provider	Short Y1
RN6.3	Develop and apply planning and design criteria that ensures cycling and walking requirements are prioritised as part of all future road planning and design	Provider	Short Y2
RN6.4	Ensure road projects consider opportunities for revegetation as much as preservation of existing	Provider	Short Y1
Ongoing Advocacy for Key State Road Projects			
RN7.1	Continue to advocate for key State road projects: a. Outcomes from Adelaide Hills Transport Study b. Planning design and construction of the full Verdun interchange c. Adelaide Road / South Eastern Freeway bridge duplication and interchange upgrade d. Hahndorf Main Street project including Pioneer Woman's Trail, upgrade of Onkaparinga River Bridge and upgrade of the Pine Ave and Balhannah Road junctions e. Final Design and upgrade of Adelaide Road / Flaxley Road / Wellington Road f. Final design and implementation of the Meadows intersection (Mawson Road / Battunga Road) g. Adelaide Road Corridor planning study and implementation of improvements, with consideration to protected right turn lanes and pedestrian crossings h. Flaxley Road Corridor planning study and implementation of improvements, with consideration to protected right turn lanes and pedestrian crossings i. Wellington Road Corridor planning study and implementation of improvements, with consideration to protected right turn lanes and pedestrian crossings, and the future upgrade of Mount Barker Hospital (Include the Wistow township recognising the opportunity for place making to address pedestrian and parking demands and include junction of Paech Road and Wistow Road)	Advocacy	Short Y1
Mount Barker Town Centre			
RN8.1	Develop a Mount Barker CBD road network strategy, using Movement and Place principles, with a focus on pedestrian, cycling and public transport connectivity. This work needs to be undertaken in conjunction with the planned review of Mount Barker Town Centre Plan. Key directions should include: a. The provision of shared zones inside the core CBD area b. Connectivity to future public parking availability c. Current and future public transport routes d. Facilitation of through traffic on boundary roads around the CBD (Druids Avenue, Mann Street and Cameron Road) e. Potential options for a one-way street network f. Control of through traffic using Pridmore Terrace as a short cut between Adelaide Road and Druids Avenue	Provider	Medium
RN8.2	Develop a corridor management plan for Druids Avenue to support its function as a key access corridor to and around the CBD, including a review of Stephen Street intersection	Provider	Medium
RN8.3	Morphett Street Corridor Plan Further develop a corridor management plan for Morphett Street between Adelaide Road and Hutchinson Street with consideration to public transport needs, pedestrian connectivity across Morphett Street and development of the City Centre Revitalisation project	Provider	Medium

Action Plan Continued

Action	Activity	Council Role	Priority
RN8.4	Gawler Street Corridor Plan Upgrade Gawler Street between Hutchinson Street and Mann Street including the intersection of Gawler Street / Hutchinson Street to address safety concerns at the intersection and pedestrian access over Hutchinson Street	Provider	Medium
RN8.5	Mann Street Corridor Plan Develop a corridor management plan for Mann Street between Adelaide Road and Gawler Street with consideration to opportunities for integration of a bus route, accessibility to future parking opportunities and the proposed capacity for two lanes into and out of Mann Street at the Adelaide Road Roundabout	Provider	Medium
Road Hierarchy			
RN9.1	Review the S&HLGA road classifications and develop a more detailed network specifically for Mount Barker District based on the passenger, commuter, tourist and the freight tasks. Include a classification for Bushfire emergency escape routes	Provider	Short Y3
RN9.2	Review DIT Functional Road Classifications as/when they are developed to ensure compatibility with Council road hierarchy	Provider	Short Y3
RN9.3	Review Council's (new) road hierarchy and identify local roads at risk of being used by additional traffic not in keeping with the intended role/function of the road, and plan interventions (as may be needed)	Provider	Medium
Unsealed Road Network			
RN10.1	Review minimum service standards on unsealed roads and identify any road segments that are below the minimum required for the road function	Provider	Short Y2
RN10.2	Identify unsealed road segments which need vehicle restrictions or improvements (eg banning long vehicles or trucks) due to inadequate standard for use	Provider	Short Y2

Council role definitions

- Provider** Council directly provides infrastructure including the construction of local roads, footpaths and trails.
- Facilitator** Council facilitates the provision of the required actions by others. e.g. provision of footpath to a bus stop.
- Stakeholder** Council provides information or assistance in the development of a project e.g. desirable active transport links for Adelaide Road interchange upgrade.
- Advocacy** Council advocates on behalf of the community for the actions that are required. e.g. public transport.

Contact

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MOUNT BARKER
DISTRICT COUNCIL