

8. Administration Reports

8.1. Excelsior Parade Footpath

Moved Cr Sue Miller seconded Cr Michael Scott

That Council:

- 1. Receives and notes the report.**
- 2. Approve a 2.5 metre wide footpath on the Marina side of Excelsior Parade along the road edge, noting that this is not funded for construction in the 2024/25 Annual Business Plan and Budget.**

Cr Milli Livingston, with consent of the mover and seconder, sought and was granted leave of the meeting to vary the motion as follows:

C24500

That Council: *(as varied)*

- 1. Receives and notes the report.**
- 2. Approve either a 1.5 metre or a 2.5 metre wide footpath on the Marina side of Excelsior Parade along the road edge, noting that this is not funded for construction in the 2024/25 Annual Business Plan and Budget.**

CARRIED

8. Administration Reports

8.1. Excelsior Parade Footpath

Responsible Officer: Alan Harvey (General Manager, Infrastructure)

Report Author: Mark Tate (Team Leader Civil and Transport Assets)

Shaun Smith (Civil and Traffic Engineer)

Recommendation

That Council:

1. **Receives and notes the report.**
2. **Approve a 2.5 metre wide footpath on the Marina side of Excelsior Parade along the road edge, noting that this is not funded for construction in the 2024/25 Annual Business Plan and Budget.**

Prior Resolutions

Meeting Date	Agenda Item Number	Report Title	Resolution Number
15 February 2021	5.3	Excelsior Parade, Hindmarsh Island	ACM21872
15 February 2021	6.1	Petition – Footpaths for Excelsior Parade, Hindmarsh Island	ACM21874
16 October 2023	4.1	Petition – Proposed Footpath Design, Excelsior Parade, Hindmarsh Island	C23381
16 October 2023	8.1	Excelsior Parade Footpath Consultation	C23383
24 June 2024	4.1	Annual Business Plan and Budget Adoption and Rate Declaration 2024/25 Financial Year - Remove Excelsior Parade Pathway	C24331

Community Strategic Plan Impact

LIVEABLE	Distinctive townships, places, spaces, and transport networks that support active lifestyles vibrant cultures and productive enterprise
CONNECTED	Created for, with and by the community. We are safe, healthy and all enjoy accessible infrastructure and services

Report Objective

As per Council resolution (C23383 - Excelsior Parade Footpath Consultation) and following on from the Council Information session on 9 September 2024, it is recommended that Council approves the preferred footpath alignment option along the Marina side road edge of Excelsior Parade for future construction when funding is available. This will enable final detailed designs to be completed and will close out the current resolution.

Executive Summary

A footpath along Excelsior Parade has been requested many times over the last seven (7) years due to the road not having a footpath constructed when it was originally built over 20 years ago.

A petition was received in February 2021 (ACM21874) requesting the construction of a pathway on Excelsior Parade which led to an initial concept design for a footpath on the Marina side along the road edge being completed. This was as per the recommendation from an Independent Engineering Consultant performing a traffic and pedestrian usage review, which included detailed risk analysis.

Following on from this engineering report and concept design, Council proceeded to consult further with the local community to seek support for the footpath placement and design approach. As reported the community was evenly split 36.9% to 36.9% as to which side of Excelsior Parade the footpath should be constructed whilst the remaining respondents had no preference. Petitions were also received during this period, resulting in a Council Resolution (C23383) to review other footpath options.

A separate Independent Consultant completed comprehensive footpath designs for each of the four (4) options and have also concluded that the best location is for the footpath to be constructed on the Marina side at the road edge (See Attachment 1). This aligns with the original recommendation and design from 2021 and is consistent with the evaluation matrix of pathway provided later in this report.

Following on from the Council Information Session presentation on 9 September 2024, the Administration recommends that Council endorses a 2.5 metre wide footpath along Excelsior Parade on the Marina Side at the road edge with construction to be funded in a future program.

Once the preferred footpath alignment is endorsed, the Administration will progress the detailed design for that option to 100%, using money already allocated for this project making it 'shovel ready' for construction in a future program. The estimated cost to complete the detailed design is \$4,000.

Context

The Coorong Quays development was originally approved by the State Government in December 2000, the requirements of this development approval did not include the construction of pathway infrastructure by the developer. The owners of allotments on Excelsior Parade do not currently contribute to the construction of footpath infrastructure.

On 15 February 2021, Council received a petition supported by 434 residents regarding footpaths for Excelsior Parade, Hindmarsh Island (ACM21874). At the same Council Meeting, Council resolved (ACM21872) that Council consider the need for footpaths on Excelsior Parade Hindmarsh Island in the deliberations for the 2021/22 budget.

In 2022 a council-commissioned engineers report, recommended the appropriate alignment for a new footpath on Excelsior Parade to be on the Marina side road edge due to the following reasons;

- easier pedestrian access from the four feeder roads;
- flatter surfaces;
- less incline remediation and engineering solutions required;
- existing street lighting on the Marina side;
- minimal earthworks to current swale drain arrangements.

Following on from this Engineering report, Council proceeded to consult further with the local community to seek support for the footpath placement and design approach. Consultation on the proposed Excelsior Parade footpath was held in September 2023, to obtain feedback from the local community on which side of Excelsior Parade the footpath should be constructed. During the consultation phase, the community was evenly split 36.9% to 36.9% to which side of Excelsior Parade the footpath should be constructed whilst the remaining respondents had no preference.

Council Administration also undertook a drop-in session on 23 September 2023. At this drop-in session, another petition was presented (C23381) requesting the footpath be placed on the Monument Rd (even house numbers) side of Excelsior Parade.

The consultation results and petition were presented at the Council meeting on 16 October 2023 in which Council moved the following resolution (C23383):

1. That Council receive the Excelsior Parade footpath consultation report.

2. That Administration prepare designs and costings for the following footpath options:

Option 1. On Monument side of road at verge

Option 2. On Monument side of road at property boundary

Option 3. On Marina side of road at 1.5 and 2.5 metre widths

Option 4. On Monument side a pathway behind Excelsior Parade houses

3. That a Council Member information session be held with the results of the above before presenting a further report for consideration of a final decision.

As such, following a tender process Council engaged Sproutt Engineering as an Independent Consultant to complete comprehensive design and costings for each of the four (4) footpath options. Based on their analysis and review, Sproutt have recommended that the footpath be constructed on the Marina side at the road edge (Attachment 1).

Sproutt have provided permission for Administration to include their summary report within this public agenda.

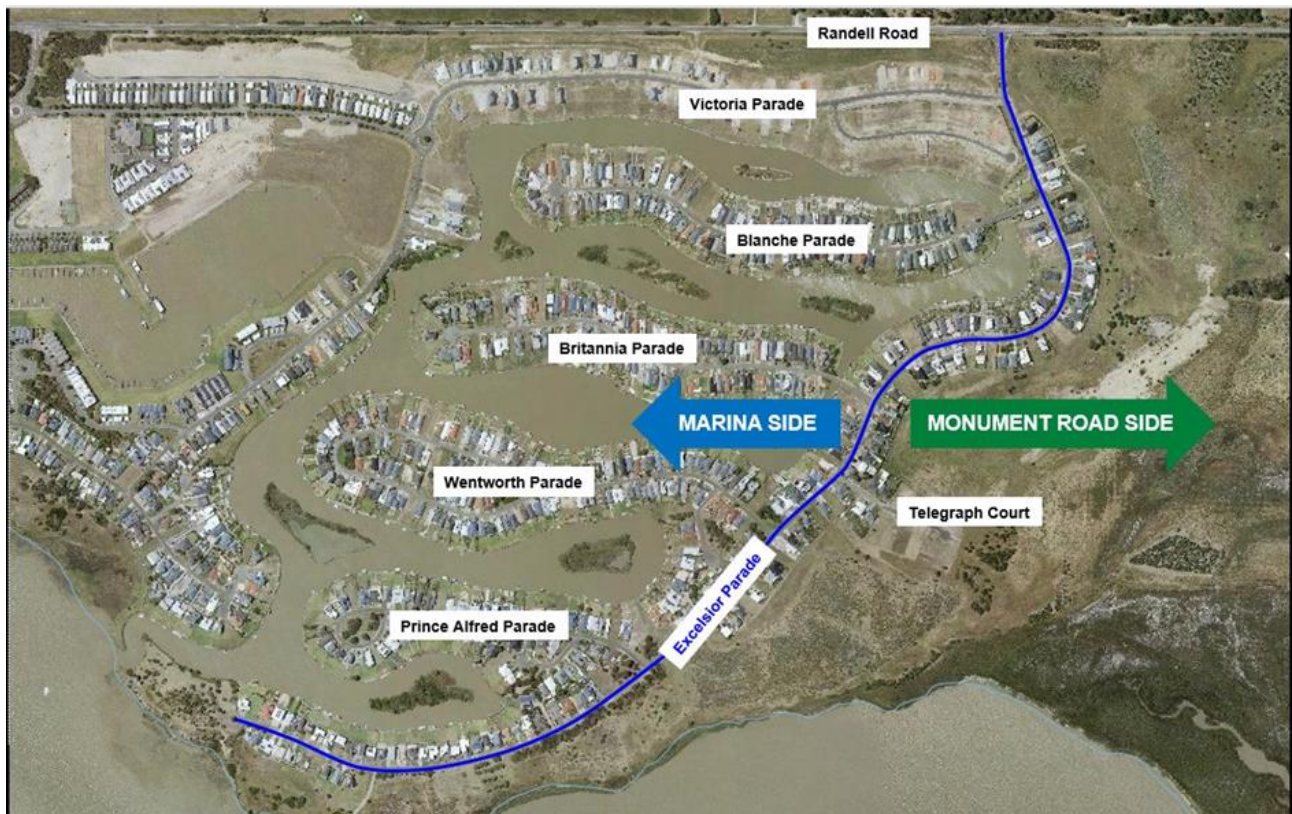


Figure 1: Location of Excelsior Parade

General Analysis

As per the Council resolution C23383, Council engaged Sproutt Engineering to undertake a comprehensive design and costings for each of the following footpath options;

Option 1: Monument side along property boundaries

Option 2: Monument side along road edge

Option 3: Marina side along property boundaries

Option 4: Marina side along road edge (costings only, design completed by original engineer)

Option 5: Monument side behind Excelsior Parade houses

This review considered the footpath design in accordance with Austroads Guidelines, a lighting review in accordance with Australian Standards, a review of driveways grades and any modification requirements to the existing stormwater designs.

Lighting Assessment

Enerven (a subsidiary of SA Power Network) undertook a lighting assessment of the existing infrastructure along Excelsior Parade with the street light poles being located on the Marina side of street.

Their recommendation was that the best location to achieve compliance to the Australian Standards (without the need to install new street light poles) is for the footpath to be located approximately 0.5m from the lights towards the roadway. This places the footpath between the existing street light poles and the edge of the roadway on the Marina side.

Of the proposed options, the Marina side kerb edge footpath is located the closest to Enerven's ideal location.

It must be noted that the current Mercury Vapour streetlights along Excelsior Parade are at the end of their life and will be replaced with LED's by SA Power Networks in the near future at no cost to Council.

Sprutt Assessment of Footpath Options

The main challenges with a new footpath alongside Excelsior Parade are within the roadside verges. The most crucial one being the sloping land parcels and the current driveways that have already been constructed which are greater than the allowable 4% crossfall for a footpath. Additional considerations that have been taken into account include the existing roadside swales and resident gardens within the verge area.

The advantages and disadvantages of each proposed location are listed below.

Option 1: Monument Side along Property Boundaries:

There are portions of the footpath that could not be aligned along the boundary edge due to the steepness of some property driveways. Therefore, sections of the proposed footpath would be required to move between the boundary and kerb to meet the cross-fall requirements.

Pros

- Footpath provides a "safety zone" (distance from road edge), as per Austroads guidelines along 55% of the footpath
- Minimal swale impacts
- No driveway parking impacts

Cons

- Lighting not compliant for 55% of the footpath
- Impacts to several existing gardens/front yards
- Pedestrian to vehicle safety zone reduced in parts
- Driveway Gradients
- Accessibility from feeder roads
- Constructability

Option 2: Monument Side along Road Edge:

Although there are some driveways with non-conforming slopes greater 4%, very little deviation of path is required as the kerb side produces the most compliant design.

Pros

- Minimal impacts to driveways
- Minimal impact to established gardens
- Minimal impacts to swale system

Cons

- Pedestrian to vehicle safety zone removed although line marking can be used to negate this risk.
- Lighting levels the at lower end of Australian Standards.

Option 3: Marina Side along Property Boundaries:

There are a considerable number of services that will need to be shifted up/down or relocated out of the way of the proposed footpath. A number of driveways also do not meet the max 4% crossfall requirements, therefore portions of the footpath would need to be realigned closer to the kerb side to improve the crossfalls.

Pros

- Provides a “safety zone” (distance from road edge), as per Austroads guidelines for 90% of the footpath.
- Lighting meets Australian Standards.
- Minimal swale impacts.

Cons

- Impacts to driveway space for many properties.
- Impacts to many existing gardens/front yards.

Option 4: Marina Side along Road Edge:

The footpath will necessitate the reconstruction or realignment of the existing swales. Similarly with the Monument side road edge design, the existing driveways would be tied into the proposed footpath design with very little deviation of path required.

Pros

- Lighting meets Australian standards.
- Minimal impacts to driveway space.
- Minimal impact to established gardens.
- Minimal impacts to swale system.
- Most cost-effective solution

Cons

- Pedestrian to vehicle safety zone removed although line marking can be used to negate this risk.

Option 5 Monument Side behind Properties:

During the 16 October 2023 Council meeting, a deputation was heard in that the suggestion was made that Council should look at constructing a footpath at least 100m behind the properties on the Monument Side instead of alongside Excelsior Parade.

Pros

- Setback 100m from properties so minimal view into backyard.
- Away from traffic along Excelsior Parade

Cons

- Extensive lighting required (approximately \$910,000 for solar lighting along the footpath)
- Excessive cost of construction.
- Does not improve walkability for pedestrians along Excelsior Parade.
- Proximity from resident properties is prohibitive

- Substantial portions of the path are located on land now owned by Council. (i.e. Coorong Quays and Department for Environment and Water (DEW) land)

In addition, the Aspen Group (owner of Coorong Quays) are not supportive of a footpath through their land due to the potential impact on their future development needs whilst DEW have stated that the Barrage Area is technically an “Out of Bounds” area, with no recommended access to the public.

It must also be noted that this footpath location was not supported as a main pathway by community at the Consultation Session on 23 September 2023.

As such this footpath location is not considered a viable option.

A comparison of all the footpath options can be seen in the matrix below (Table 1) whilst Cost Estimates for each option are shown in Table 2.

Consideration	Marina Side Boundary	Marina Side Road Edge	Monument Rd Side Boundary	Monument Rd Side Road Edge
LIGHTING	COMPLIANT	COMPLIANT	BELOW STD	COMPLIANT *
GARDEN IMPACTS	HIGH	LOW	LOW	LOW
DRIVEWAY IMPACTS	LOW	LOW	HIGH	LOW
CONSTRUCTABILITY	CHALLENGES	EASY	CHALLENGES	EASY
ACCESSABILITY FROM SIDE STREETS	GOOD	GOOD	CROSSING RISKS	CROSSING RISKS
COSTS	\$ 1.5 ~ \$ 2.0 M	\$ 1.1 ~ \$ 1.5 M	\$ 1.3 ~ \$ 2.0 M	\$ 1.2 ~ \$ 1.5 M

Table 1: Footpath Comparison Matrix

COMPLIANT* - Compliant after SAPN street light upgrade.

Crossing risks can be reduced via Pedestrian Refuge Crossing points at approximately \$25K each in which four (4) would be required.

Note: The Pathway option behind the properties was not included in this table due to non-comparative data.

Option	Length of Construction	1.5 m Width	2.5m Width	3.0m Width
1. Monument Side at Boundary	1.84 Km	\$ 1,366,005	\$ 2,159,150	
2. Monument Side at Road Edge	1.71 Km	\$ 1,336,752	\$ 1,588,712	
3. Marina Side at Boundary	1.39 Km	\$ 1,530,471	\$ 1,732,237	
4. Marina Side at Road Edge	1.35 Km	\$ 1,096,284	\$ 1,535,503	
5. Rear of Excelsior properties (Monument side) <i>incl solar lighting (\$910K)</i>	3.03 km			\$ 4,922,764

Note: These cost estimates have been provided as part of the engineer's review and were supplied by a quantity surveyor. All costs are exclusive of GST

Table 2: Estimated Cost Overview

Based on a comprehensive review of all the options presented, Sproutt Engineering, along with Enerven (lighting Engineers), have recommended that the footpath should be constructed on the Marina side of Excelsior Parade along the road edge (Attachment 1).

As such Council Administration’s recommendation is to construct a 2.5m wide footpath along the Marina side road edge. A 2.5m wide footpath will allow for both cyclists and pedestrians to safely travel alongside the road away from vehicles and will remain consistent with the rest of the Coorong Quays development which has 2.5m wide footpaths throughout.

Comparative Analysis

Nil

Financial and Economic Implications

In accordance with the Alexandrina Council's Adopted Budget / Long Term Financial Plan, the financial implications of adopting this recommendation are considered Low as Council has money allocated in this year's financial budget to complete the preferred footpath option to 100% detailed design. The quoted cost to complete the detailed design is \$4,000.

As per the Council meeting on 14 June 2024, Council resolved to remove \$160,000 from the 2024/25 Capital Works budget for construction allocated to the Excelsior Parade Footpath. As such capital funds will need to be included in future years budgets to construct the preferred option with the intent of construction to be a staged approach.

Risk Management

In accordance with Alexandrina Council's Risk Assessment Matrix, the risk of adopting this recommendation is considered Medium, with a possible chance of minor reputational damage.

It should be noted that any decision that is made regarding the alignment of a footpath on Excelsior Parade will result in some dissatisfied community members, however a decision is required to allow Council to progress this project.

Conclusion

It is clear from the community consultation that residents of Excelsior Parade and the surrounding streets do want a footpath on Excelsior Parade. However, it is also evident that there are conflicting preferences regarding the alignment.

Through two separate independent Engineering consultants and an Enerven Lighting assessment, all professionals have concluded that the ideal placement for a footpath would be on Marina side alongside the road edge.

As such Council Administration's recommendation is to endorse a 2.5m wide footpath along this alignment so that 100% detailed design can be undertaken ready for Construction in future years.

Attachments

Attachment 1 - Excelsior Pathways Summary



summary report

Alexandrina Council – Pathway
Designs for Excelsior Parade

June 2024

Document Control

Issue	Date	Issue Details	Author	Checked	Approved
0	21/06/2024	Rev 0	CS	BP	
1	24/06/2024	Rev 1 – Marina kerb path added	CS	BP	

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1 Project Summary

Sproutt was engaged by Alexandrina Council for the design and costing of four proposed pathways options along Excelsior Parade, on Hindmarsh Island. An additional option had been previously completed by Adelaide Civil Design (ACD)

- Option 1: Monument Roadside at road edge/verge
- Option 2: Monument Roadside of road at property boundary
- Option 3: Marina side of road at property boundary
- Option 4: Monument Roadside, a pathway behind Excelsior Parade houses
- Option 5: Marina side of the road at the kerb edge (Design completed by ACD)

The primary outcome is to have concept pathway designs and costings, for each pathway option, to enable Council to finalise a decision on where the final location of a pathway will be constructed on Excelsior Parade.

This report provides a short summary of the preferred options.

1 Preferred Option Assessment

1.1 Lighting Assessment – Enerven

Enerven undertook a lighting assessment of the existing infrastructure. The existing lighting poles are located on the Marina side of Excelsior Parade.

The recommendation is as follows:

Assuming up to a 2.0m wide path & the luminaires are upgraded to 17W B2001 LEDs, the best location to achieve a compliance of PP5 would have the path located approx. 0.5m towards the roadway from the lights, that is between the existing lights & the edge of the bitumen on the Marina side.

Of the proposed options, the Marina side kerb path is located the closest to Enerven's recommended 'best location.'

The least complaint option is the proposed pathway running behind the properties on the Monument side.

1.2 Cost Estimate – DCWC

A detailed cost estimate was undertaken by DCWC, which has been packaged separately.

Of the 4 options completed by Sproutt, Option 4: Monument Road side behind the properties was a factor of 3 times more costly than the options located on Excelsior Way.

1.3 Pathway Design - Sproutt

Monument Side Boundary: There are portions of the path that could not be aligned along the boundary without requiring the construction of retaining walls to meet the existing driveway conditions. Therefore,

there are sections of the proposed footpath where the path moves between the boundary and kerb to meet the cross-fall requirements.

Monument Side Kerb: Although there a number of non-conforming driveways with slopes greater 4%, very little deviation of path is required as the kerb side produces the most compliant design.

Marina Side Boundary: There are a significant number of services that will need to be shifted up/ down or relocated out of the proposed pathway. A number of driveways do not meet the max 4% crossfall, and we would recommend that some of these portions be realigned closer to the kerb side to improve the crossfalls.

Monument behind Properties: This design was completed using only an aerial image. The required setback for the houses was 100m. There were some areas where this could not be achieved due to the proximity of the waters edge. There is large portion of the path that is not located on land owned by the Department of Environment and by the Coorong Quays (aspen Group) rather than by Alexandrina Council. To access this land, property negotiations would be required with the relevant landowners. Due to this additional, and potential costly exercise complexity, this option is the least preferred option.

Marina Side at Kerb Edge: This design was completed by ACD. The path will necessitate the reconstruction or realignment of the existing swales. Similarly with the Monument Side kerb, the existing driveways will need to be tied into the proposed pathway design to minimise the grades,

Based on the proposed preliminary designs completed by Sproutt, the preferred option is the Marina Side Kerb or the Monument Side Kerb design.

2 Conclusion

Of the four proposed options, the overall preferred option is the Marina Side Kerb.



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contact us

Sproutt Pty Ltd

Level 1, 39 Clarke Street | Norwood, South Australia 5067 | **P:** 1300 770 256
ABN: 51 628 121 353 | **E:** enquiries@sproutt.com.au | **W:** sproutt.com.au

