

# Gouger Street Revitalisation Project – 70% Design

Strategic Alignment - Our Places

Public

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Infrastructure and Public Works Committee

**Program Contact:**

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**Approving Officer:**

Tom McCready, Director City Infrastructure

## EXECUTIVE SUMMARY

The purpose of this report is to provide an update to Council on the Gouger Street Revitalisation Project at the 70% design stage, and an overview of the design progress, community and stakeholder engagement outcomes, and delivery planning.

Since Council approved the Concept Plan at its meeting on 18 June 2024, the project team has advanced design through technical investigations, value management and further engagement with key stakeholders including Gouger Street traders and the Adelaide Central Market Authority.

The 70% design continues to reflect the six endorsed design principles, ordered by community importance, which guide refinements and assist in balancing trade-offs where constraints exist.

The design demonstrates how Council's \$15 million new and upgrade investment – part of a broader project investment expected to exceed \$25 million once asset renewals are incorporated – will deliver safer and wider footpaths, flexible activity zones, targeted pavement improvements that retain Gouger Street's distinctive red brick character, enhanced greening, improved pedestrian crossings, upgraded lighting and wayfinding, and new artworks and placemaking features. In parallel, renewal budgets will support the replacement of ageing infrastructure such as lighting, stormwater and kerbs, coordinated through the project to minimise disruption.

Independent cost planning has been undertaken, and the project is tracking within budget tolerances, with final costs to be determined following completion of detailed design and procurement. Importantly, the project reinforces Gouger Street and the Adelaide Central Market's role as a destination precinct, prioritising people movement and street activity over through-traffic, and improving access to key amenities, including public toilets, within the adjacent Market redevelopment.

## RECOMMENDATION

The following recommendation will be presented to Council on 28 October 2025 for consideration

THAT THE INFRASTRUCTURE AND PUBLIC WORKS COMMITTEE RECOMMENDS TO COUNCIL THAT COUNCIL

1. Notes that the Gouger Street Revitalisation Project will continue to finalise design, service coordination, value management and authority approvals prior to progressing to procurement for construction.
2. Notes that a 70% Design Overview Pack has been prepared to support Council and community understanding of the proposed works as contained in Attachment A to Item 7.2 on the Agenda for the Infrastructure and Public Works Committee held on 21 October 2025.

## IMPLICATIONS AND FINANCIALS

|                                                                        |                                                                                                                                                                                                                                                                                                                |
|------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| City of Adelaide<br>2024-2028<br>Strategic Plan                        | <b>Strategic Alignment – Our Places</b><br>Delivers a safe, vibrant and accessible main street in line with the City of Adelaide Strategic Plan 2024–2028                                                                                                                                                      |
| Policy                                                                 | Consistent with Council’s Strategic Plan 2024–2028, Mainstreets Revitalisation Program, Adelaide Design Manual, City Plan 2036, and endorsed greening, accessibility and activation policies, the project delivers a coordinated main street upgrade aligned with Council’s long-term city-shaping objectives. |
| Consultation                                                           | The project aligns with Council’s Community Consultation Policy through early engagement, iterative feedback loops, and transparent reporting at key design milestones.                                                                                                                                        |
| Resource                                                               | Delivered within Infrastructure Delivery with consultant support.                                                                                                                                                                                                                                              |
| Risk / Legal /<br>Legislative                                          | Key risks include underground service relocations, perceptions regarding car parking changes, replacement of existing trees, and stakeholder concerns regarding the transition from fixed to removable outdoor dining furniture.                                                                               |
| Opportunities                                                          | Strengthens Gouger Street as Adelaide’s multicultural dining hub and Central Market gateway, with improved activation, greening, and public amenity, and enhanced access to supporting facilities such as public toilets provided within the adjacent Central Market Arcade redevelopment.                     |
| 25/26 Budget<br>Allocation                                             | Renewal - \$1.685m<br>New-Upgrade - \$2.346m<br>Total Project Investment (including renewal, subject to detailed design and procurement outcomes) – \$27.06m.                                                                                                                                                  |
| Proposed 26/27<br>Budget Allocation                                    | Renewal - \$6.753m<br>New-Upgrade - \$9.002m                                                                                                                                                                                                                                                                   |
| Life of Project,<br>Service, Initiative<br>or (Expectancy of)<br>Asset | New assets are designed for a minimum 25-year service life.                                                                                                                                                                                                                                                    |
| 25/26 Budget<br>Reconsideration<br>(if applicable)                     | Not as a result of this report                                                                                                                                                                                                                                                                                 |
| Ongoing Costs<br>(eg maintenance<br>cost)                              | Not as a report of this report                                                                                                                                                                                                                                                                                 |
| Other Funding<br>Sources                                               | Administration is actively pursuing State and Federal grant opportunities to complement Council’s investment and offset costs where alignment with program objectives exists.                                                                                                                                  |

# DISCUSSION

## Background

1. The Gouger Street Revitalisation Project was initiated through Council's 2023/24 Annual Business Plan and Budget as part of the Mainstreets Revitalisation Program. Following investigations and community engagement, Council resolved to approve the project vision, design principles, and Concept Plan at its meeting on 18 June 2024:

### THAT COUNCIL:

- 1. Approves the Gouger Street Revitalisation Project's Vision, Design Principles and Concept Plan as contained in Attachment A to Item 7.7 on the Agenda for the meeting of the Infrastructure and Public Works Committee held on 18 June 2024 and progress to key stakeholder and community engagement.*
2. This endorsement established the framework for detailed design and confirmed the project's alignment with the City of Adelaide Strategic Plan 2024–2028.
3. The total project investment (including renewal, subject to detailed design and procurement outcomes) is \$27.06m.
4. The endorsed concept was shaped by extensive engagement, with six design principles ordered to reflect what the community considered most important. This ranking has provided a clear framework for the project team to guide design development and has assisted in resolving trade-offs where competing demands, spatial constraints or budget limitations exist.
  - 4.1. The six priorities, in order of community importance, are:
    - 4.1.1. Greener Street – revitalise and introduce new greening to provide shade, cooling and visual amenity, encouraging people to enjoy the street for longer.
    - 4.1.2. Connectivity – improve comfort and wayfinding for people to walk, wheel and cycle; balance the functional needs of commercial activity while maintaining safe access across the precinct.
    - 4.1.3. Activate & Attract – elevate the street as an exciting destination with welcoming spaces, lighting and event capability, supported by good hygiene and maintenance practices.
    - 4.1.4. Better Street = Better Business – create a more pedestrian-friendly main street that supports increased customer flow, outdoor dining and social interaction, with safer overall movement.
    - 4.1.5. Celebrate Culture & Identity – reflect Chinatown, the Adelaide Central Market and the area's cultural diversity through materials, placemaking and public art.
    - 4.1.6. Organise & Declutter – rationalise business signage and street furniture on footpaths to improve accessibility and inclusion; locate urban elements within activity zones and encourage removable dining furniture.
  - 4.2. This prioritisation ensures that the most valued outcomes for the community remain central to design refinements, and that decisions in response to physical constraints or budget pressures are made transparently against the agreed priorities.

## Design Status

5. The project has now reached 70% design. The current Design Overview package (**Attachment A**) demonstrates a coordinated approach to improve pedestrian amenity, accessibility, safety and greening, while balancing the operational requirements of businesses, service authorities and vehicle movements. Work continues to finalise service coordination, material selection, tree species, integration of public art and wayfinding initiatives and value management.
6. A flythrough artist impression is available at [Link 1](#).

## Stakeholder Engagement

7. Since endorsement of the Concept Plan, targeted engagement has continued with businesses, the Adelaide Central Market Authority and market traders, Market Square developer and construction contractor, precinct trader groups, the Courts Administration Authority and utilities providers. Feedback has shaped refinements

to car parking layouts, loading arrangements, outdoor dining footprints, and flexible activity spaces. Engagement has also focused on minimising construction impacts and supporting business continuity.

### **Design Evolution and Key Changes**

8. The design has evolved from the endorsed concept to reflect stakeholder input, physical constraints and budget considerations. At the 70% stage, the current package shows:
  - 8.1. Increased Greening – the current design indicates a net increase in tree numbers, with replacement proposed where existing trees are under stress or poorly located. Final outcomes will be confirmed through detailed design.
  - 8.2. Pavement treatment – Large portions of the existing pavement are not due for renewal. The project proposes targeted replacement of defective pavers, recycling and re-laying existing pavers where they are in good condition, re-levelling for accessibility, and complementary feature treatments, while retaining the distinctive red brick character. This approach minimises stakeholder impacts, reduces carbon, and redirects funds to other priorities.
  - 8.3. On-street car parking – the current design provides approximately 80 spaces (compared with 82 in the endorsed concept plan, and around 109 under existing conditions, noting any major upgrade would reduce this to ~104 to meet current standards). The design balances business access with safety, compliance, outdoor dining and widened pedestrian zones.
  - 8.4. Flexible activity zones – areas designed to accommodate different uses such as outdoor dining, deliveries, events or parking. These zones will be managed through permits and can be semi-permanently adjusted, with relocatable bollards providing protection when configured for outdoor dining or event activation.
  - 8.5. Continuous 2.4m minimum footpaths, widened at key nodes such as the Central Market frontage.
  - 8.6. Safer pedestrian crossings – new zebra crossings, shorter crossing distances, and improved sightlines.
  - 8.7. Planted median at Mill Street to calm traffic and enhance amenity.
  - 8.8. Upgraded lighting, signage, wayfinding and public seating.
9. These outcomes are reflected in the current 70% design and continue to evolve as final service coordination, value management, material selections, and authority approvals are progressed. Accordingly, specific numbers (such as canopy outcomes or car parking spaces) remain subject to refinement before the final design is confirmed.

### **Pavement Treatment and Accessibility Improvements**

10. Investigations undertaken during detailed design identified that large portions of the existing pavement are not yet due for renewal, with many areas retaining useful asset life. In line with Council's renewal practices and the opportunity to responsibly recycle, the project does not propose wholesale pavement replacement. Instead, a targeted approach will be taken to:
  - 10.1. Remove and replace defective pavers where required and recycling and re-laying pavers where they are in good condition.
  - 10.2. Re-level areas to address accessibility issues.
  - 10.3. Modernise the layout, including clearer activity zones and integration with new paving treatments.
  - 10.4. Complement the existing pavement with feature materials in high-priority areas to reflect the project vision and design principles.
11. This approach will minimise construction impacts on local stakeholders and traders by avoiding unnecessary disturbance, while preserving Gouger Street's distinctive red brick character that is strongly associated with the precinct's identity.

12. Leveraging the useful life of the existing pavement supports Council's sustainability goals by reducing waste, avoiding unnecessary carbon emissions, and diverting funds to other design priorities such as greening, pedestrian amenity, and accessibility outcomes.

### **Movement and Access**

13. Gouger Street and the Adelaide Central Market precinct are one of the city's most significant destinations, attracting locals and visitors for dining, shopping and events. The primary function of the street is to support safe access, comfortable pedestrian movement and vibrant activation, rather than to operate as a through-road.
  - 13.1. A 30 km/h speed environment is proposed for the project area, subject to Council consideration and coordination with the Department for Infrastructure and Transport (DIT).
  - 13.2. Traffic surveys undertaken in 2019 (prior to potential influences from COVID-19 and the Central Market Arcade Redevelopment) indicate that average vehicle speeds along Gouger Street were close to or below 30 km/h during peak periods (average peak eastbound speed AM 30.8km/h & PM 29.5km/h; westbound AM 26.9km/h & PM 25.4km/h). Average daily data also suggests consistent lower-speed conditions (average eastbound speed 31.4km/h; westbound 27.3km/h). A lower speed environment will:
    - 13.2.1. Improve safety for people walking and cycling.
    - 13.2.2. Create a more comfortable setting for outdoor dining and trading.
    - 13.2.3. Strengthen Gouger Street's identity as a people-first destination precinct.
    - 13.2.4. Align with best practice for people-focused main streets, where reduced speeds create safer, more attractive and economically vibrant environments.
  - 13.3. This directly aligns with the endorsed design principles of Connectivity, Better Street = Better Business, and Activate & Attract.

### **Key Improvements Funded by Council Investment**

14. Council's \$15m new and upgrade allocation will fund the major new and enhanced elements that go beyond standard renewal. This includes:
  - 14.1. Feature pavements and flexible loading/activity spaces in front of the Central Market Arcade redevelopment.
  - 14.2. Continuous east-west footpaths in priority locations, supporting outdoor dining and pedestrian activity.
  - 14.3. Safer crossings, including the Courts precinct and Mill Street.
  - 14.4. New and upgraded accessible parking.
  - 14.5. Enhanced greening and canopy cover.
  - 14.6. New artworks, placemaking elements and precinct-wide wayfinding.
  - 14.7. Improved public seating and furniture.
15. These embellishments and upgrades are designed to deliver on the project's vision and design principles, ensuring Gouger Street remains a leading destination for locals and visitors.

### **Asset Renewal Coordination**

16. In parallel, the project is coordinating the renewal of assets that are at or nearing the end of their useful life. This ensures disruption is minimised and the precinct can grow without the need for further major works in the near future. Renewal items generally include:
  - 16.1. Street lighting poles and fixtures (transition to LED).
  - 16.2. Stormwater infrastructure.
  - 16.3. Kerbs, roads and footpaths where asset condition requires full replacement. Selected public artworks and street furniture.

17. This approach ensures that existing assets are renewed to agreed Council standards through renewal budgets, while all new and upgraded elements are funded through the new and upgrade allocation.

### **Construction Methodology and Timetable**

18. The project is preparing to progress to market following this 70% design milestone. Once procurement is complete, a construction methodology will be agreed with the contractor to minimise impacts.
19. Priority will be given to commence works in front of the Central Market and Central Market Arcade Redevelopment. Staging and methodology will be finalised in consultation with stakeholders to maintain access and support business continuity.
20. In planning delivery, consideration is also being given to potential major city events, including the prospect of Adelaide hosting COP31. Should such events proceed, construction staging would be adapted to ensure coordination with broader city operations and to minimise disruption to businesses and visitors.

### **Budget and Cost Planning**

21. Cost planning has been undertaken, with advice indicating the project is tracking within endorsed budget tolerances. Final costs will be confirmed through procurement once contractor pricing is received.

### **Next Steps**

22. The project will now progress through the final stages of design development, including:
  - 22.1. Advancing the design from 70% to 100% to resolve detailed construction documentation, service coordination, value management, authority approvals, and integration of public art and wayfinding elements.
  - 22.2. Preparing a staged procurement process to ensure the main construction contractor is suitably capable and represents value for money, including an Expression of Interest (EOI) phase, proposed for release in October 2025 following consideration of this report, followed by a shortlisting process leading to a Request for Tender (RFT).
  - 22.3. Preparing a prudential report in accordance with Section 48 of the *Local Government Act 1999* (SA) to support Council's consideration of the contract award, anticipated to occur in March 2026.
  - 22.4. Subject to Council approval, commencing construction from May 2026, following completion of the procurement process and final design activities.
23. These steps will ensure the project is fully resolved, competitively procured and compliant with legislative requirements, and that construction can commence in line with Council's governance processes, coordination with major city projects and events, and strategies to minimise disruption.

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## **DATA AND SUPPORTING INFORMATION**

**Link 1 – Flythrough Artist Impression**

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## **ATTACHMENTS**

**Attachment A – Gouger Street Revitalisation 70% Design Overview Pack**

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