



CHAMBERS OF THE HONOURABLE CHIEF JUSTICE KOURAKIS  
SUPREME COURT  
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ADELAIDE SA 5000  
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17 November 2025

Dr Jane Lomax-Smith  
Lord Mayor  
City of Adelaide

*By email: [lordmayor@cityofadelaide.com.au](mailto:lordmayor@cityofadelaide.com.au)*

Dear Dr Lomax-Smith

### **Pedestrian Crossing – Gouger Street Revitalisation**

It has been brought to my attention that the City of Adelaide will be holding a meeting on Tuesday, 18 November 2025 regarding a number of issues around the Gouger Street Revitalisation project and in particular the provision of a pedestrian (zebra) crossing at the eastern end of Gouger Street – that will link access between the Sir Samuel Way District Court Building on the northern side of Gouger Street and Supreme Court Complex on the southern side of Gouger Street.

Courts Administration Authority (CAA) has raised concerns over the years with the City of Adelaide regarding pedestrian access over Gouger Street between these buildings. Judicial Officers and CAA employees are required to move between these buildings to perform their daily duties, and the provision of no formal pedestrian crossing is a risk for all court users and pedestrians – not just Judicial officers and CAA staff.

There have been incidents where there has been near-miss accidents in the past at this point and in August 2023 a Barrister was struck by a car, sustaining significant injuries.

In addition to the CAA, The South Australian Bar Association (SABA) have had long-standing concerns about the safety of the pedestrian crossing and have previously raised concerns with the City of Adelaide.

In mid-2021, I made a request to the City of Adelaide to replace the existing crossing point with a marked foot crossing or pedestrian (Zebra) crossing. On 30 August 2023 SABA wrote to the City of Adelaide Chief Executive Officer, detailing their concerns and requested the City of Adelaide to reconsider its position on the Court Pedestrian Crossing and approve funding for its improvement as a matter of priority.

As a part of the City of Adelaide – Gouger Street Revitalisation project, CAA has firmly welcomed the provision of a formal pedestrian crossing (Zebra) and the changes in proposed traffic management to reduce speed in this area.

I would like to register my support to Council for the provision of a pedestrian crossing as per the Gouger Street Revitalisation project and my concern for all users (not just for CAA or Judicial officers) should City of Adelaide decide to remove this significant improvement for the project.

Yours sincerely

A handwritten signature in black ink, appearing to read 'C J Kourakis', with a long horizontal stroke extending to the right.

**The Honourable Chief Justice Kourakis**  
**Chief Justice of the Supreme Court of South Australia**  
**Chair State Courts Administration Council**

Copy: Mr Michael Sedgman, Chief Executive, City of Adelaide, Email:  
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Ms Linda Abrams-South, Executive Director Corporate Services, CAA

I represent a number of key stakeholders in the vicinity of Mill and Gouger St and in particular, the K and K groups who are concerned about the proposed new traffic measures at the eastern end of Gouger St near Mill St. The 70% design proposed introduction of a zebra crossing and extended median preventing RHTs into Mill from Gouger or from Mill to proceed to the east along Gouger.

The K and K groups are great supporters of the Market precinct having pioneered the development of offices at scale near the Mill St/Gouger St intersection. We understand better than most the important role that car parking plays in supporting local businesses. And offices with their greater density compared to residential, are critical to business.

We note that tonight's workshop resulted in part from a motion that *'Further investigations will be undertaken during detailed design to respond to community feedback including provision of ... convenient access to and egress from off street car parking facilities including on Mill St and associated turning movements to and from Gouger St.'*

We wish first of all, to recognize and express our appreciation for the work which has gone into this revitalization project over a number of years. In particular, we wish to express our genuine gratitude that since we raised our concerns in advance of the 28 October Council meeting we were able to meet with staff and as a result the median has been deleted from the design proposal in front of you tonight- this is vital for the proper functioning of Mill St. However, concerns remain which stakeholders believe would be best resolved by deferring consideration of a zebra crossing until after completion of Market Square and the revitalization project. This would give sufficient time for actual rather than speculative pedestrian patterns to be established.

In particular, the zebra crossing is expected to cause queueing in both directions which is likely to extend across the Mill St intersection and prevent right hand turns and increase conflicts.

We feel that the design process has failed to fully consider the vital role that Mill St, with in excess of 750 bays, plays in underpinning the vibrancy of Gouger St or the existing challenges experienced by Mill and Wright Streets. To this effect, a petition is circulating for presentation to Council prior to next week's meeting scheduled to vote on the street design. This currently has 164 signatures objecting to the zebra crossing and median. The signatories include a broad cross-section of precinct users – market traders and their customers, office workers, law firms and their clients, casual parkers etc.

Market Square represents a generational change to the precinct. We ask that a cautious approach be taken to what is a large number of changes along the street which could en masse, have unintended consequences and that council look at a stepped approach.

- The design already includes a proposed speed reduction to 30 kms which should of itself reduce the incidence and severity of any crashes. Why not wait to allow the impact of this to settle in?
- Similarly the end of construction and opening of Market Square will restore the centre of activities to the northern side of Gouger St and may decrease the number of crossings to the south.

- A new pedestrian thoroughfare to the east of market square and market arcade reopening will further change pedestrian behaviour and direct more through the markets.

The current proposed location may not be the safest or most efficient once all of these influences come into play

- The rationalization of parking bays in front of Sir Samuel Way, will reduce the number of casual parker who may choose to cross from where they park and ignore provision for pedestrians. There is reason to think this has previously resulted in injuries.

We wish to stress that a deferral of this element will have no impact on the timing of the balance of the works on the street. We recognize this is a key concern for all parties. We see the eastern end of the street as a separate microcosm of law courts and offices and suggest that the prevailing traffic circulation at the east end of the street be maintained until after the revitalization project is complete.

Given a pedestrian crossing is a relatively straightforward matter to install at a later stage, there is no urgency to include it at this stage.

Our key concerns with the current design can be summarized as follows:

1. Whilst safety is paramount, we do not believe that the supporting summary shared with us and data independently obtained, is compelling at this stage.
2. The information before you tonight confirms that car parking is a contentious issue – as always it is necessary to strike a balance between car and pedestrians and between council and private assets.
3. There is a fundamental issue of equity and fairness at stake. We are not aware that at any stage it has been suggested that the ability to turn right across traffic into the Market car park from Gouger St has been suggested, notwithstanding a significant number of crashes at or near that intersection and an alternative entrance on to Grote St. We are advised by council staff that 50% of the 1500 bays enter and exit via Gouger St, this equates to 750 bays utilising Mill ST which is the same number as those located in Mill St, but they cannot be accessed from elsewhere. Convenient access to Mill St should be afforded equal importance and protection.
4. There is an apparent conflict of interest by the council as the operator of a competing car park and potential breach of the doctrine of competitive neutrality.

#### **The data**

A zebra crossing in the location proposed would be the fourth pedestrian crossing between Morphett and KW St. We have requested, but not sighted, traffic studies which support the appropriateness of this. A summary of Mill St traffic data provided to us with the traffic counts stated that the zebra crossing is non-negotiable - for this reason it may be that studies were not carried out in support and all the alternatives were not fully explored. For example, now that right turns are to be maintained, consideration should now be given to a keep clear zone or a slip lane into Mill St given RHTs are to be maintained.

The summary advises that The Mill St intersection meets the definition of a black spot and requires attention as a governance and duty of care issue and a systematic risk which cannot be ignored. However, to provide appropriate context, the threshold for black spots in a CBD context is low – 3 crashes causing injury at an intersection or along any 3km stretch or road in a five year

period. I have marked up this map to show that much of Adelaide is a blackspot. Of course, safety is vitally important, but the Mill St intersection is not the outlier in this regard, which it has been made to appear. Again, it is a matter of context and balance.

The casualties relied on were all jaywalking, 2 apparently close to but not using the existing refuge, if they were parkers choosing to cross from where they parked, the change to a zebra crossing will not alter this behaviour. However, queuing at the crossing may encourage them to slip between stationary cars hence risking conflicts.

The council undertook RHT traffic studies for 4 hours on one day in May. It concluded that in the order of 60 right turns occurred either onto or off Mill St onto Gouger at peak hour being approximately 40 into Mill St in the morning and 40 out of Mill St in the evening. It concluded this is a relatively small number which could be absorbed into surrounding networks.

- Even 60 maneuvers off a small street like Mill is significant (and consider now the impact from the trees), but in our observation the number is much higher. I witnessed 13 RHT from Mill St in 5 minutes on 5 November.
- Wright St is narrow and shows the same number of crashes between Morphett and KW streets as Gouger St in the last 5 years, the intersections are tight and it is simply not well placed to take additional traffic displaced from Gouger.
- If easterly turns onto Gouger street are difficult, more traffic will be forced into the key business and dwell zone further west of Gouger St – better to keep traffic circulating to the east.

We have further reservations about the May study which did not occur at a time reflective of long term or future patterns and preceded changes to traffic flows. That is:

- o In May, Market Square was well underway, due to construction on the northern side of the street, it is likely that more pedestrians are crossing to the southern side. This can be expected to reverse when Market Square opens and concentrates activity even further to the northern side of the St.
- o Since the survey, trees have been introduced into the carriage way of Mill St and reduced it to one lane for both directions of traffic and has made maneuvers to enter and exit crossovers far more difficult and increased congestion on Mill and Wright St. It is now difficult for cars to enter and exit Mill St simultaneously.

In summary there is no rush to make this change before more extensive and considered data is available and post upgrade patterns are established. In the meantime, the users of Mill St deserve due and fair consideration.





**Legend:**

- Fatal
- Serious Injury
- Minor Injury
- DPTI Maintained Road
- Council Road
- Railway
- Minor Council Road
- sealed
- unsealed
- Local Govt Area
- Reserve

**Scale:** 0 1 2 3 4 5 6 7 8 9 10 km

**North Arrow:** ↑

**6cm = 1km**

**3km**

**Map Information:**  
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