Information Memorandum

Expression of Interest (EOI) Gladstone Gaol

SOUTH AUSTRALIA

Government of South Australia
Department for Environment and Water

Introduction

The Department for Environment and Water invites Expressions of Interest (EOI) from parties interested in activating Gladstone Gaol through innovative and sustainable proposals.

The state heritage-listed former Gladstone Gaol operated between 1881 and 1975 as a medium security prison, and as a military detention barracks during World War II. The Gaol permanently closed in 1975, and in 1978 was reopened to visitors offering historic tours.

The EOI process seeks proposals for tourism, commercial, community or residential opportunities that will enhance the site's value for the community, visitors, and stakeholders. Proposals may involve ongoing, seasonal, one-off, exclusive, or non-exclusive activations and may include lease, licence, or purchase arrangements provided they align with the strategic vision for the site.

Registration Closing Date: 3 November 2025
EOI Closing Date: 17 November 2025

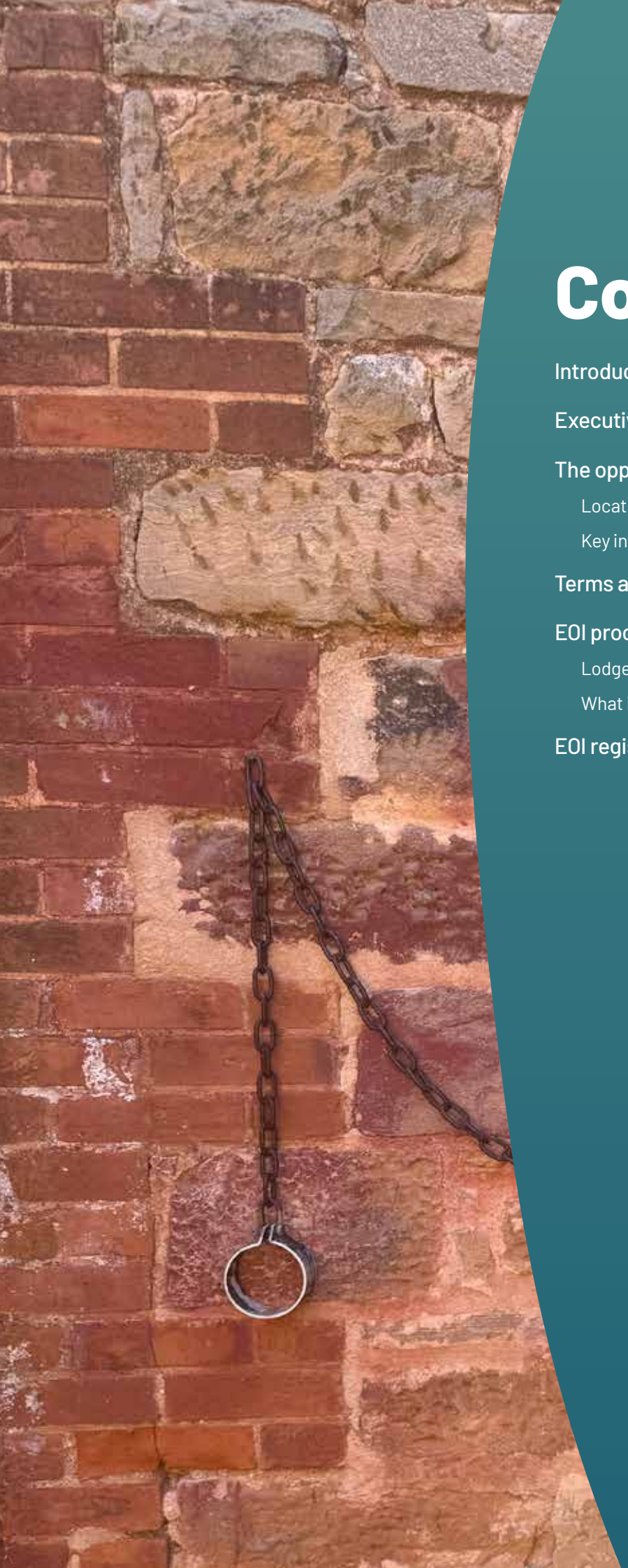
Contact for Enquiries:

Steffani Goodchild *Property Officer, Case Management*

DEWNewBusiness@sa.gov.au

(08) 8124 4066

Important Note: *Purchase opportunities are available only for land located outside of the Gaol walls. The Gaol structure and the land within the Gaol walls are not for sale.*



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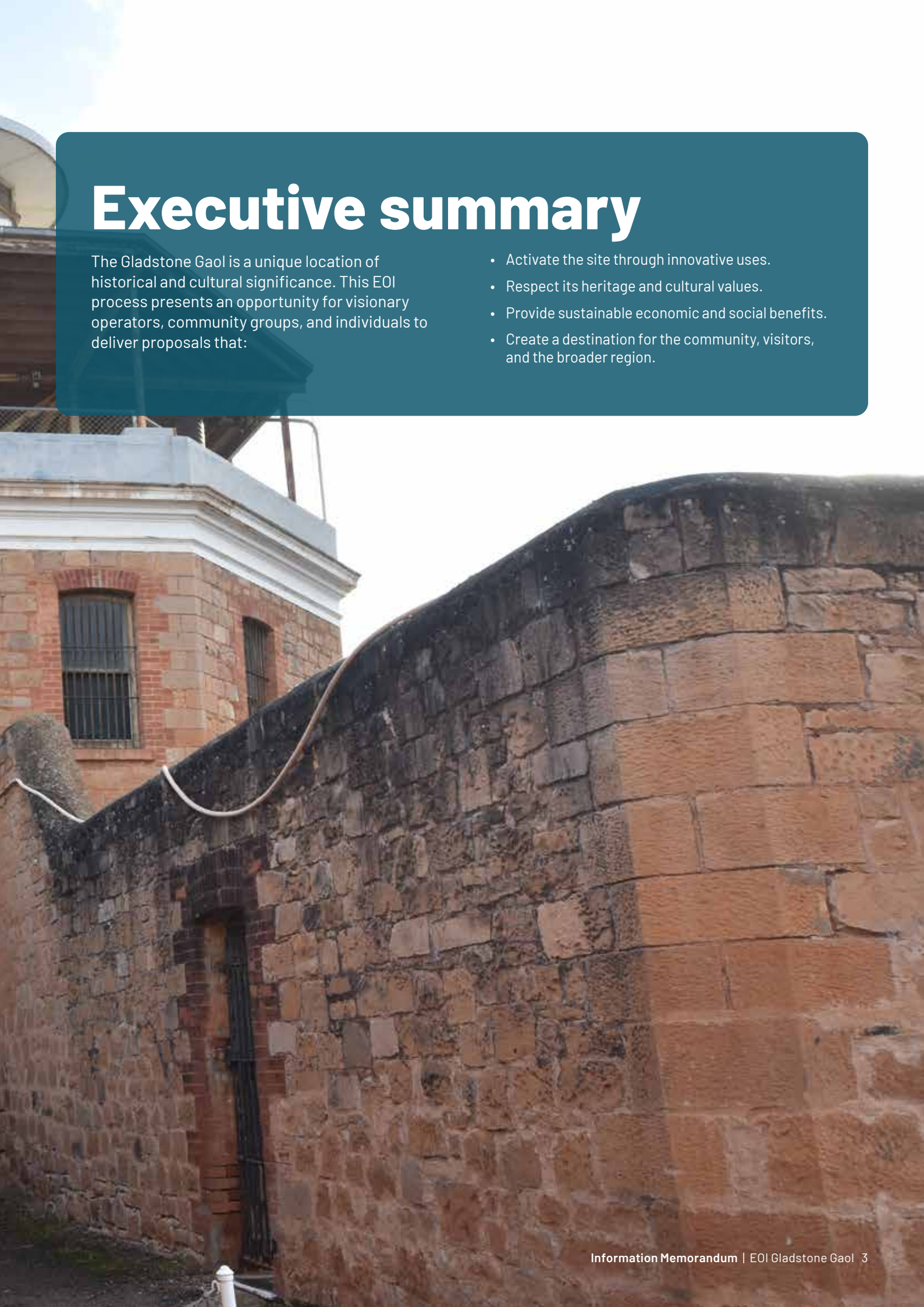
Executive summary

The Gladstone Gaol is a unique location of historical and cultural significance. This EOI process presents an opportunity for visionary operators, community groups, and individuals to deliver proposals that:

- Activate the site through innovative uses.
- Respect its heritage and cultural values.
- Provide sustainable economic and social benefits.
- Create a destination for the community, visitors, and the broader region.



The opportunity

The site offers flexibility and diversity for proponents, with opportunities to deliver:

- Tourism-focused services or facilities (e.g. guided experiences, cultural interpretation, events, or hospitality).
- Commercial ventures that align with the character and strategic priorities of the site.
- Community uses that engage and benefit local residents and visitors.
- Residential or mixed use through the purchase of land outside the Gaol walls.

Proponents may seek tenure under:

Lease for exclusive, ongoing operations or developments.

Licence for non-exclusive, time-limited activations or seasonal activities or events.

Purchase only for land outside the Gaol walls.

Location

Gladstone Gaol is located in the states mid-north approximately 200km from Adelaide, South Australia.

Address	10 Ward Street, Gladstone South Australia
Title Reference	Certificate of Title Volume 6251 Folio 846
Plan Parcel	H240300 S413
Site Area	9.149 hectares
Total Building Area	5200 square metres [1]
Total Land Area	8.62 hectares [1]
Access	Access to the site via Ward Street and Caltowie Road. No access via Wilkins Highway

[1] *All measurements are an approximate only and subject to survey.*

Important Note: *Purchase opportunities are available only for land located outside of the Gaol walls. The Gaol structure and the land within the Gaol walls are not for sale.*

Key information

Aspect	Details
Site Ownership	The Crown
Zoning / Land Use	Community Facilities
Heritage Status	The former gaol site is subject to heritage protection under the South Australian Heritage *Places Act 1993. Registration no. 16386.* Adaptive reuse of heritage buildings is strongly encouraged. Proponents must demonstrate how their proposals will preserve and enhance the site's heritage value and comply with applicable heritage requirements.
Available Tenure Options	Lease, licence, or purchase (purchase outside Gaol walls only). Exclusive or non-exclusive arrangement.
Relevant Legislation for Development Proposals	**Development must comply with the following:** • *Planning, Development and Infrastructure Act 2016* • *Crown Land Management Act 2009* • *Heritage Places Act 1993 (SA)*

Site Condition

Gladstone Gaol is listed on the State Heritage Register as a State Heritage Place (registration no. 16386). The Gaol (including the surrounding gaol walls) are not being considered for disposal.

Due to the age and historic use of site, applicants must undertake their own enquiries and satisfy themselves in respect of all matters to determine the suitability of the property for any form of development.

The buildings and structures on the site are of heritage significance and may require ongoing maintenance, repair, or upgrades. Proponents are advised that any works, including repair, fit-out, alteration, or development as well as any upgrades necessary to ensure compliance with current building codes, safety, accessibility, or operational requirements, are the sole responsibility of the applicant and should reference the principles and policies documented in the Gladstone Gaol Conservation Management Plan. All proposed works must be undertaken in a manner that is sensitive to the sites heritage values and must comply with relevant planning, heritage, crown lands, and building legislation and regulations.

Applicants are advised that the site may contain environmental contamination. It is the sole responsibility of proponents to undertake their own due diligence, investigations, and assessments to determine the suitability of the land for their proposed use or development.

Neither the Minister or the Department for Environment and Water nor its representatives provide any warranty regarding the site's condition, and applicants must satisfy themselves as to any risks, restrictions, or remediation requirements associated with their proposal.

Any works that result in demolition, removal, conversion, alteration, painting of, or addition to, the place or any other work that could materially affect the heritage value of the place requires Development Approval under the *Planning, Development and Infrastructure Act 2016*, and must also comply with *Crown Land Management Act 2009* and *Heritage Places Act 1993 (SA).*

Exclusion of Tenanted Land

A portion of the property is currently subject to a residential tenancy agreement and is therefore excluded from the EOI process.

Exclusion of Community Garden Area

A designated portion of the site has been earmarked for the development of a community garden and is not available for inclusion in proposals under this EOI. Proponents should ensure that their submissions respect this exclusion and consider opportunities to complement or integrate with the community garden initiative where appropriate.

Terms and conditions

The Department for Environment and Water (DEW) retains the right to vary or abandon the EOI process at any time. DEW is not obliged to proceed with, or negotiate, in respect to any EOI.

The invitation for an EOI is not:

- a commitment of any kind and does not necessarily indicate an intention by DEW to enter into legal relations with any party or
- to be interpreted as creating a binding contract (including a process contract) between DEW and the applicant or giving rise to any:
  - contractual, quasi-contractual, restitutionary or promissory estoppel rights or
  - expectations as to the manner in which an applicant will be treated in the evaluation.

No legal or other obligations will arise until parties execute formal documentation.

Disclaimer

The information set out in this document or otherwise provided by DEW is not intended to be exhaustive and applicants should make their own enquiries regarding the contents of this document and/or the suitability of the property for any form of development. Neither DEW nor any agent of DEW provides any warranty or makes any representation, expressed or implied, as to the completeness or accuracy of the information either contained in or in connection with this document, DEW's website, or other DEW documents.

Applicants must undertake their own enquiries and satisfy themselves in respect of all matters contained in any information provided to them.

Acknowledgements

Applicants agree and acknowledge that:

- they have fully informed themselves of all conditions and matters relating to the EOI process
- they have sought and examined all necessary information that is obtainable by making reasonable enquiries relevant to the risks, contingencies and other circumstances
- they do not rely on any expressed or implied statement, warranty, representation, whether oral, written or otherwise, made by or on behalf of DEW or any agent of DEW
- they have relied on their own investigations and enquiries in lodging an application and
- DEW and any agent of DEW are not liable for any incorrect or misleading information or failure to disclose information, whether in connection with this document or any document attached or related to it, including any information on DEW's website.

Probity

DEW expects that all applicants will:

- not engage in any unlawful collusion with any person in connection with this EOI process
- declare any actual, potential or perceived conflict of interest as part of the EOI process
- not offer any incentive to, or otherwise attempt to influence any employee of DEW or any member of the Assessment Panel in relation to this invitation and
- comply with all laws in force in South Australia applicable to the EOI process

A probity advisor will be appointed by DEW to:

- scrutinise the EOI processes
- provide advice on probity issues and
- to ensure that the process is conducted equitably and with integrity.

Reservation of Rights

DEW may:

- amend this EOI opportunity at any time and will give notice of such amendment via the DEW website
- ask applicants to clarify any ambiguity or provide additional information in support of the application
- make any enquiries of any person, company, organisation or matter related to the application including confirmation of any information provided by you
- elect not to consider an application submitted by an applicant that has a potential, actual or perceived conflict of interest, or employs or engages a person who has a potential, actual or perceived conflict of interest whether or not the potential, actual or perceived conflict of interest is disclosed
- invite any person or company to lodge an application
- elect not to accept any application which does not meet with the criteria of this invitation or
- take any other actions it considers appropriate.

Application Costs

- Any and all costs incurred by the applicant in lodging an EOI as a result of this opportunity shall be the applicant's sole responsibility.
- No applicant shall have any recourse against DEW in relation to the South Australian Government's decision to not select the EOI as a short-listed or successful proposal.

Publicity and Confidentiality

- Information supplied by or on behalf of DEW is confidential to DEW. Applicants are obliged to maintain confidentiality.
- Although DEW understands the need to keep commercial matters confidential, DEW reserves the right to disclose some or all of the contents of any application:
    - to its employees, advisers or third parties in order to assess an application
    - as a consequence of a constitutional convention in order that the relevant Minister may answer questions raised in the South Australian Parliament, keep Parliament informed or otherwise discharge the Minister's duties and obligations to Parliament and to advise the Governor, Parliament and/or the Government of South Australia, or if required to do so by law. Any condition in an EOI that purports to prohibit or restrict the Minister's right to make such disclosures cannot be accepted
    - within the SA Government or other entries where this serves the legitimate interest of DEW
    - where information is authorised or permitted by law to be disclosed or
    - where the information is already in the public domain.

Copyright and Intellectual Property

By lodging an application, the applicant licenses DEW to reproduce (for the purposes of the EOI process) the whole or any portion of the application, despite any copyright or other intellectual property right that may exist in the application.

EOI process

Register to express interest:

- Interested parties must register to participate in this EOI process.

Please include the following information in your EOI response:

- EOI Registration Form (annexed to this report)
- Response to the evaluation criteria in the EOI application form.

EOI's in response to this invitation will be assessed on the following criteria:

- Proposal concept and alignment with the Strategic Priorities;
- Heritage Sensitivity, Social and Cultural Benefit; and
- Proposal Sustainability and Proponent Capability.

Lodgement

All responses to the Expression of Interest must be lodged via email to the below by **17 November 2025 12pm** (ACDT).

Milestone	Date
EOI released	13 October 2025
Registration opens	13 October 2025
Registration closes	3 November 2025 12pm (ACDT)
Site inspection *For registered parties only*	7 November 2025
Deadline for questions	10 November 2025
EOI submission closes	17 November 2025 12pm (ACDT)
Evaluation	18 November to 19 December 2025
Notification of outcome	22 December 2025

Contact for Enquiries:

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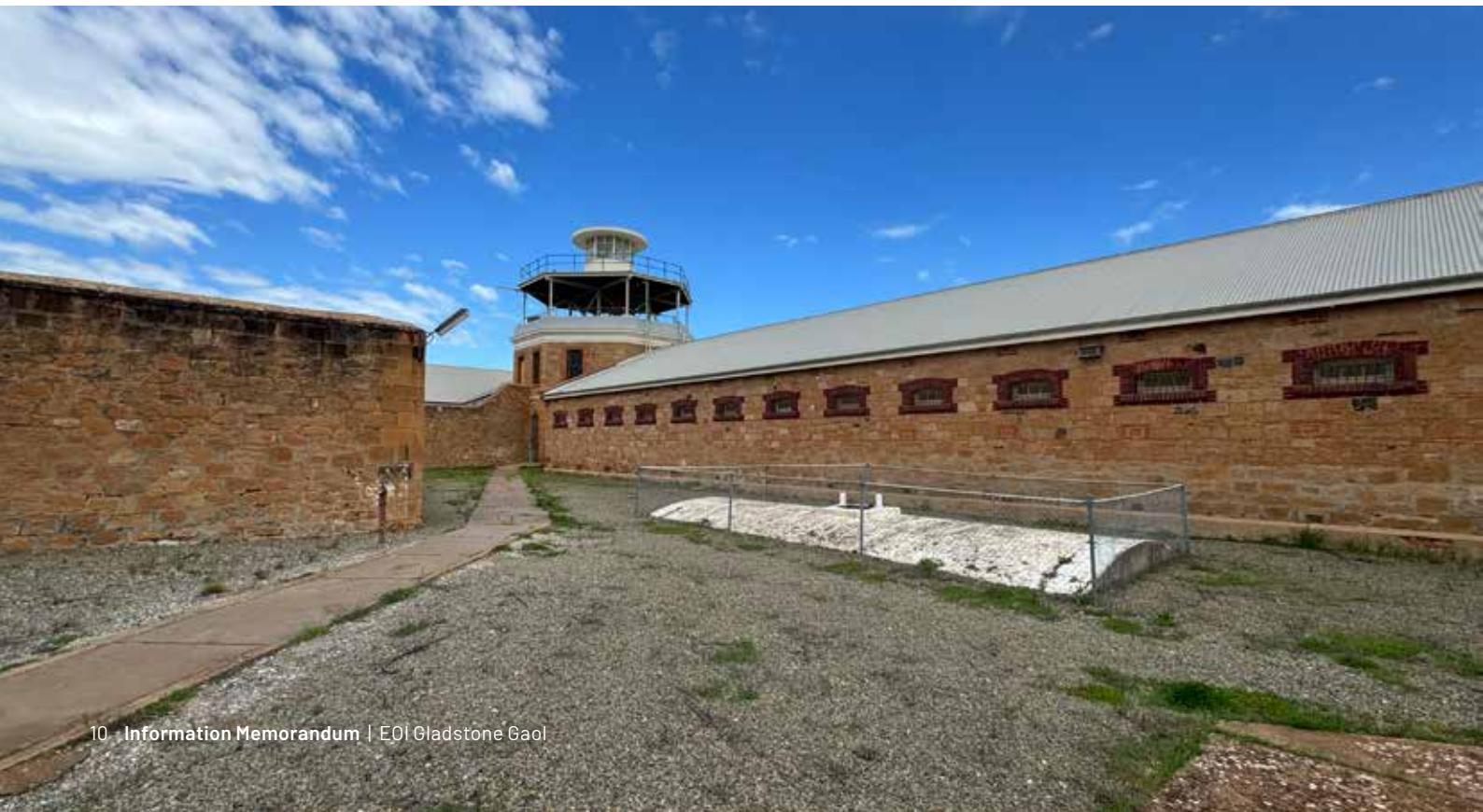
What is the assessment criteria?

Submissions will be assessed against three weighted criteria:

Criteria 1 – Proposal Concept and Alignment with Strategic Priorities 30%

Applicants need to demonstrate that their proposal strongly aligns with the strategic vision, objectives, and intended outcomes for the site, and clearly contributes to its activation and growth.

Criterion element	Supporting information/evidence may include:
What is the concept of your proposal?	Applicants should consider: • Provide a clear description of your proposal, including the type of activation. • What is the vision or purpose of your proposal? • What key features or unique elements make your proposal stand out?
How does your proposal align with the strategic vision and priorities for the site?	Applicants should consider: • How does your proposal support activation in tourism, commercial, community, or residential sectors? • How does your proposal complement existing uses, plans, or developments for the site? • What evidence or data supports this alignment?
What tenure arrangements are you proposing for the site?	Applicants should consider: • Are you seeking a lease, licence, or purchase arrangement? • If proposing a lease or licence, what is the proposed term? • If proposing a purchase, what portion of land is sought and for what purpose? • What is your financial offer? • How will your chosen arrangement deliver value and align with the site objectives?
Which specific objectives of the site does your proposal address and how will you achieve them?	Applicants should consider: • Which objectives have been priorities in your proposal and why? • What actions or strategies will you implement to meet these objectives? • How will you measure the success of your proposal against the objectives?



Criteria 2 – Heritage Sensitivity, Social and Cultural Benefit 35%

Applicants need to demonstrate that their proposal respects the site's heritage values, enhances cultural and social connections, and provides tangible benefits to the local community and visitors.

Criterion element	Supporting information/evidence may include:
How will your proposal deliver positive benefits for the local community and/or visitors?	Applicants should consider: • What experiences, programs, products or facilities will your proposal create for community members or visitors? • How will you ensure these benefits are accessible and inclusive? • What evidence or data supports the anticipated community demand or need?
In what ways does your proposal recognise, respect and integrate the sites heritage significance?	Applicants should consider: • How have you considered the historical or cultural values of the site in your proposal? • What strategies will you use to protect, interpret or celebrate the sites heritage? • Provide examples of past projects where you have demonstrated sensitivity to heritage and cultural values.
How will your proposal enhance social and cultural connections?	Applicants should consider: • How will you foster community engagement, participation, or collaboration? • In what ways does your proposal promote cultural inclusion, diversity, or education? • Will your project involve partnerships with local cultural organisations, artists, or community groups?

Criteria 3 – Proposal Sustainability and Proponent Capability 35%

Applicants need to demonstrate that their proposal is financially and operationally sustainable, backed by the capability, resources, and experience required to successfully deliver, operate, and maintain the activation.

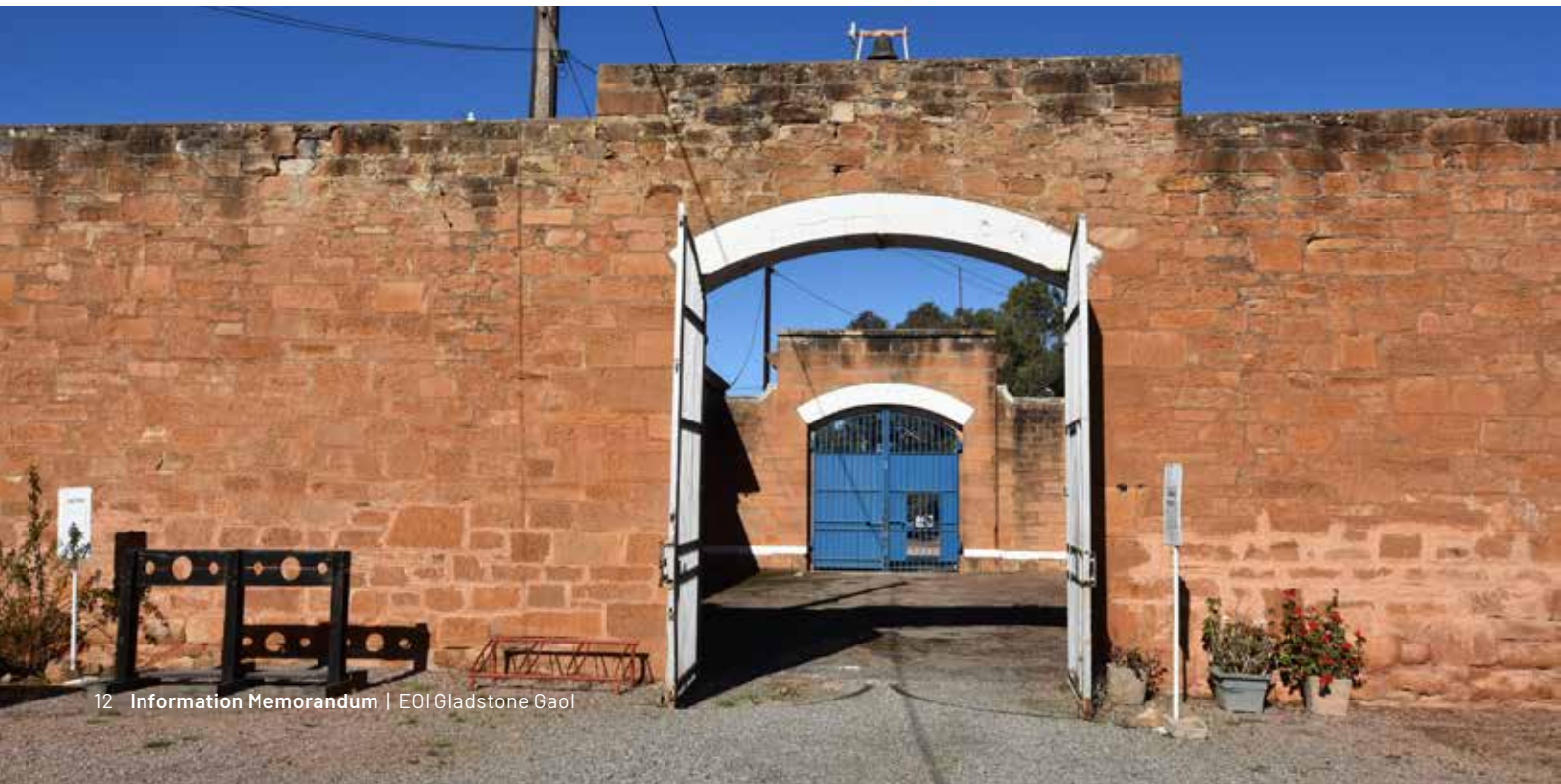
Criterion element	Supporting information/evidence may include:
What are your proposed fit-out, costs, implementation, and timeframes?	Applicants should consider: • What works, fit-outs, or developments are required to deliver your proposal? • What is the estimated cost for each component? • What is your proposed implementation schedule, including milestones and completion dates?
What strategies will you implement to ensure the financial and operational sustainability of your proposal?	Applicants should consider: • What are your key funding sources and assumptions? • How will you manage operational risks and ensure ongoing viability? • How will you adapt to seasonal changes, market shifts, or unforeseen challenges? • How will the proposal fill a demonstrated gap in the market?

Criterion element	Supporting information/evidence may include:

What experience demonstrates your capability and capacity to deliver your proposal?	Applicants should consider:
	• A detail project plan, including project outline scope, key milestones, deliverables, budget and timeframes.
	• A business case, including:
	  • Key assumptions underpinning cash flow projections and sustainability of the proposal.
	  • Quotes, where available, from suitably qualified contractors or design consultants.
	  • Audited financial statements for the previous two years (where possible), including a profit and loss statement, balance sheet and cash flow statement.
	• Provide examples of similar tourism, commercial or community activation projects/services you have delivered.
	• What were the key outcomes or lessons learned from these projects/services?
	• Can you provide references, testimonials, or evidence of past success?
	• Evidence of any reliance on third parties and any additional investment committed to the proposal.

Can you provide high level project plan and budget?	Applicants should consider: • What are the key milestones and timeline for delivery? • What is your estimated budget, including costs, revenues, and funding sources?
What are your proposed fit-out, costs, implementation, and timeframes?	Applicants should consider: • What works, fit-outs, or developments are required to deliver your proposal? • What is the estimated cost for each component of the fit-out or development? • What is your proposed implementation schedule, including milestones and completion dates? • How will you manage approvals, procurement, and construction risks?

Assessment will consider concept quality, strategic alignment, heritage sensitivity, financial and operational viability, and the applicant's capability and track record.



EOI registation

Interested parties must register to participate in this EOI process.

Registration will provide access to:

- Site maps, plans, and zoning information
- Heritage reports
- Invitation to inspection

To register, please contact:

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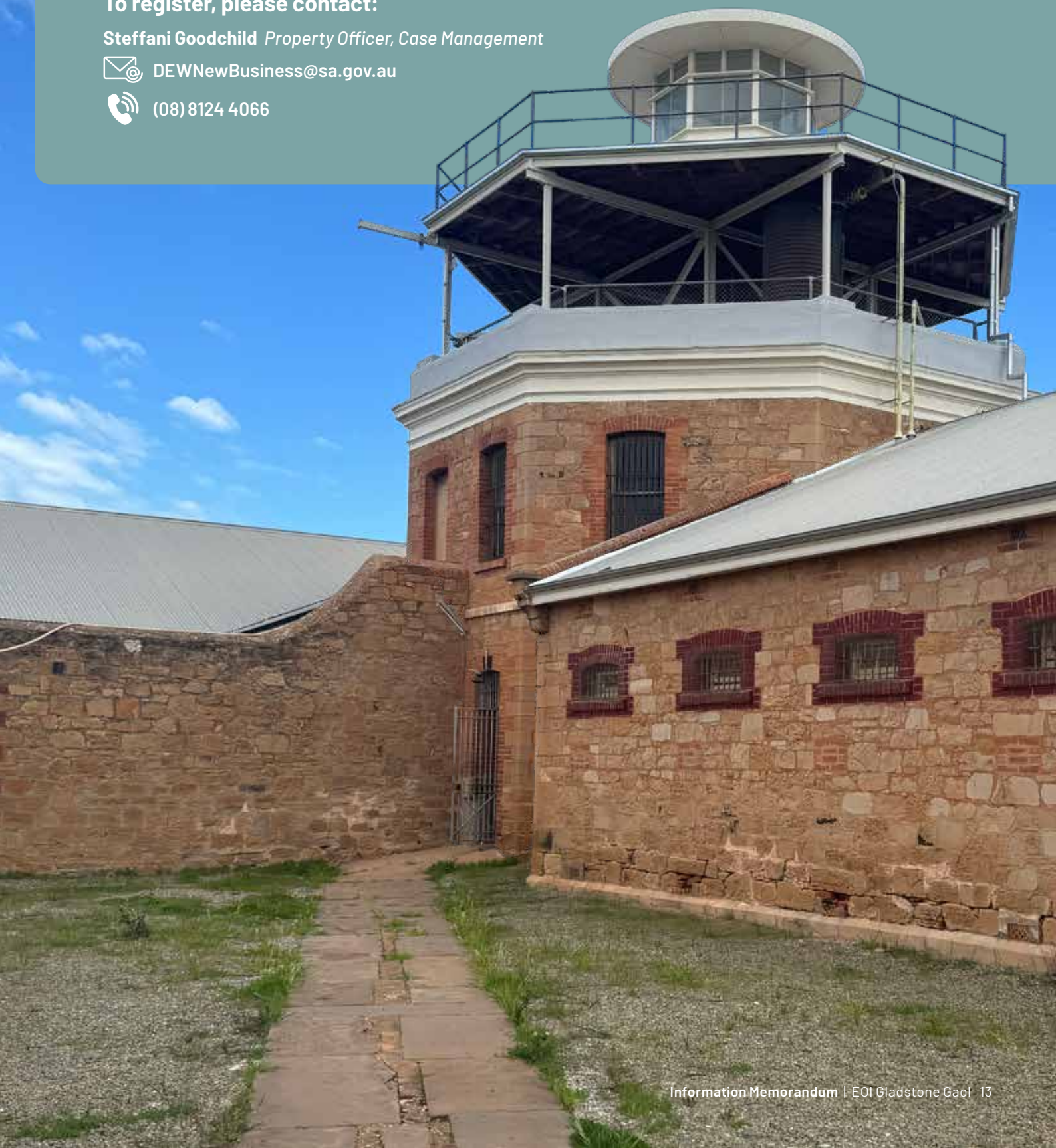

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Department for Environment and Water