



GENERAL MEETING NOTICE AND AGENDA

**TO BE HELD AT THE COUNCIL CHAMBERS – CIVIC CENTRE
101 GOONDOON STREET, GLADSTONE**

On Tuesday 2 September 2025

Commencing at 9.00am

**Leisa Dowling
CHIEF EXECUTIVE OFFICER**

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G/1. MAYORAL STATEMENT OF CURRENT ISSUES

G/2. CONFIRMATION OF MINUTES

G/2.1. CONFIRMATION OF GENERAL MEETING MINUTES FOR 19 AUGUST 2025

Responsible Officer: Chief Executive Officer

Prepared By: Executive Secretary

Council Meeting Date: 2 September 2025

File Ref: CM7.2

Purpose:

Confirmation of the minutes of the General Meeting held on 19 August 2025.

Officer's Recommendation:

That the minutes of the General Meeting of Council held on 19 August 2025 be confirmed.

Attachments:

1. Minutes of the General Meeting of Council held on 19 August 2025.

G/3. DEPUTATIONS

G/3.1. GLADSTONE AREA PROMOTION AND DEVELOPMENT LIMITED

Responsible Officer: Chief Executive Officer

Prepared By: Executive Secretary

Council Meeting Date: 2 September 2025

File Ref: CM7.6

Purpose:

For Gladstone Area Promotion and Development Limited (GAPDL) to provide an update to Council including recent activities and key performance indicators.

Officer's Recommendation:

That the deputation from Gladstone Area Promotion and Development Limited be received.

Background:

Deputation details are as follows:

Time of Presentation	9.10am
Duration of Presentation plus question time	15 mins
Speakers to present	Rob Gibbs, Chairman Dee Dalton, CEO (Acting) (via teams)

Attachments:

1. GAPDL Presentation

G/4. OFFICERS' REPORTS

G/4.1. DA/29/2019 - INFRASTRUCTURE CHARGES REBATE SCHEME POLICY - 1086 COAST ROAD, BAFFLE CREEK

Responsible Officer: General Manager Customer Experience

Prepared By: Strategic Planning Officer

Council Meeting Date: 2 September 2025

File Ref: FM7.2, DA/29/2019

Purpose:

The purpose of this report is to allow Council to consider a request from Zone Planning Group (on behalf of owners Mr Kenton Bowden and Mrs Kathryn Dupuy-Bowden) to apply the Infrastructure Charges Rebate Scheme Policy (P-2019-28) to a Nature Based Tourism approval located at 1086 Coast Road, Baffle Creek (DA/29/2019).

Officer's Recommendation:

That Council does not approve the request for a reduction in the Infrastructure Charges for DA/29/2019 - Nature Based Tourism use at Lot 2 RP617484 as the application does not meet all of the required criteria of the Infrastructure Charges Rebate Scheme Policy (P-2019-28).

Summary:

An application for a Nature Based Tourism Use was approved on 11 November 2019 (Negotiated Decision Notice). This development approval attracted an Adopted Infrastructure Charge of \$26,700 as outlined in the LGIP charge area 6. The Applicant has previously sought a 50% reduction utilising the Infrastructure Charge Rebate Policy, however this request was refused at Council's 4 February 2020 General Meeting. Since that time, the applicant has been in contact with Council on several occasions and as a result, have relodged a request for an Infrastructure Charge Rebate greater than 50% seeking an Adopted Infrastructure Charge of \$7,500.

Link to Corporate Plan:

Accountable Council - We are providing good stewardship built on a foundation of trust.

Background:

A development application was lodged on 26 June 2019 for a Nature Based Tourism use on land at 1086 Coast Road, Baffle Creek (Lot 2 RP617484). A Decision Notice was issued on 21 August 2019 approving the development subject to conditions and a subsequent Negotiated Decision Notice was issued on 11 November 2019 (attached). An Adopted Infrastructure Charge Notice (AICN) dated 22 August 2019 was issued in the amount of \$26,700 (attached).

On 9 December 2019, Zone Planning Group lodged a request to utilise the Infrastructure Charge Rebate Policy seeking a 50% reduction to the Adopted Infrastructure Charge levied on 22 August 2019. That is Adopted Infrastructure Charge of \$26,700 less 50% = \$13,350.

GLADSTONE REGIONAL COUNCIL GENERAL MEETING AGENDA - 2 SEPTEMBER 2025

This request was considered at Council's 4 February 2020 General Meeting, where it was resolved (G/20/4076) to refuse the application for a rebate as the applicant had outstanding compliance issues on their Development Application. It should be noted (and as detailed below), that the outstanding compliance issues have now been resolved.

In November 2021, a new request was submitted to utilise the Rebate Policy, however, further information was requested in relation to the items of non-compliance, which was not responded to by the Applicant and thus never progressed.

On 2 May 2025, correspondence was issued to the owner seeking payment of the Outstanding Adopted Infrastructure Charge as investigations had determined that the use had commenced some time ago (approx. 2021). This letter requested payment by Friday 30 May 2025.

Since this time, correspondence has been exchanged between Council and the Consultant and Council and the owner regarding this matter. On 14 July 2025, a meeting was held between Council and the Owner regarding rates, local laws and infrastructure charges. At this meeting, Council noted that the submission of a request for an Infrastructure Charge Rebate for consideration at a Council Meeting was the only mechanism to consider a reduction to the AICN.

On 5 August 2025, Zone Planning Group lodged a request to utilise Council's Infrastructure Charge Rebate Scheme Policy (P-2019-28). This request seeks a rebate greater than 50%, resulting in an Infrastructure Charge of \$7,500. The calculation of the current charge and requested charge is shown below:

Current Charge	Requested Charge
Charge Area 6 Accommodation Short Term 15 campsites calculated at 5 x \$8,900 Credit of 1 x 3+ bedroom Dwelling = \$17,800 Therefore: \$44,500 - \$17,800 = \$26,700	\$500/site Therefore \$500 x 15 = \$7,500 No justification was provided on how this per site figure was reached, apart from stating that <i>Nature Based Tourism is a low impact, sustainable and eco-friendly activity, with minimal impact or demand on Council's trunk infrastructure. On this basis, we are requesting a rebate of greater than 50%.</i>

Given the Council decision in February 2020 and in order to consider this matter, a check has been undertaken to determine if the conditions contained within the Negotiated Decision Notice dated 11 November 2019 have been complied with. A Compliance Report and Photos were attached to the Zone Planning correspondence dated 5 August 2025 outlining compliance with the conditions. Further photos and details were requested to show compliance with certain conditions. This was provided by the owner and as such, Development Services is comfortable that the development is now complying with the conditions of approval.

The submitted rebate request notes that the Policy contains the ability to *apply a 50% discount*. It notes that *Nature Based Tourism is a low impact, sustainable and eco-friendly activity, with minimal impact or demand on Council's trunk infrastructure*. As such on that basis, the request is for a *rebate greater than 50%* as detailed above. The submission further states that *as the works have been completed and the land use has commenced*, that even though the rebate request *does not meet all the relevant criteria of the Policy*, that Council would be supporting the tenet of the Policy by approving the request in the interest of promoting economic activity in the area.

The Zone Planning correspondence is accompanied by a letter dated 21 July 2025 from the Owner which details the development of the site and the concerns regarding the current charge rate.

Rebate Request/Policy Assessment

The assessment table below contains the Rebate Policy requirements and how the rebate application complies.

Policy	Compliance
Be completed within two years from when the Material Change of Use of Premises Development Permit starts to have effect	<ul style="list-style-type: none"> Complies with the intent of Policy. The Material Change of Use approval was granted in November 2019. The use commenced prior to complying with conditions. Plumbing Final was issued on 25/10/2021 Building Final was issued on 28/10/2021
If staged, the first stage be completed within two years of when the Material Change of Use of Premises Development Permit starts to have effect with all stages of the development being completed within four years of when the Material Change of Use of Premises Development Permit starts to have effect	N/A development is not staged
Are lodged with Council after the 1 July 2018; with respect to applications lodged prior to the 1 July 2018, Council may in its sole discretion, consider Development Applications approved and not yet constructed, or Development Applications that have been lodged but not yet decided	<p>The application was lodged on 26 June 2019.</p> <p>Complies</p>
Are for any land use as defined within SC1.1 Use definitions of the Our Place Our Plan Gladstone Regional Council Planning Scheme V2 other than an Excluded Use as defined herein	<p>Nature Based Tourism is not an Excluded Use under the Rebate Scheme.</p> <p>Complies</p>
Are proposed to be located within a Priority Infrastructure Area or Township Zone as defined in the Our Plan Our Plan Gladstone Regional Council Planning Scheme V2	<p>The subject site is outside the Priority Infrastructure Area (PIA) and the Township Zone. **</p> <p>Does not comply</p>

** The PIA considers 10-15 years of urban development that has been identified in the Local Government Infrastructure Plan (LGIP) as the most cost efficient to service with trunk water, sewer, stormwater, roads and parks infrastructure, which also represents the least cost to the community to develop. Encouraging developments outside of the PIA could mean that major trunk infrastructure may need to be built up to 15 years earlier than planned, which could have a negative impact on Council's Long Term Financial Plan. Smaller townships are excluded from the PIA as they do not typically have all five infrastructure types, however, some small-scale development is still allowed for under the Planning Scheme.

Risk Management Summary:

The proposed recommendation is made in accordance with the requirements of Council's Infrastructure Charge Rebate Scheme Policy (P-2019-28) and is consistent with Council's current appetite for reputational and financial risk.

Options and Opportunity Analysis:

Option 1 – The application be refused as it does not comply in full with the Policy.

Option 2 – Apply 50% off the total calculated charge - \$26,700 – 50% = \$13,350 as per the Policy.

Option 3 – Apply the requested per site charge of \$500 thereby charging \$500 x 15 = \$7,500 – rebate of \$19,200.

An Infrastructure Agreement will need to be entered into. Given the use has commenced, it is suggested that the proponent pay the full amount owing within three months of the Council Meeting date (noting the property is currently listed for sale).

Should Council resolve to make an alternate decision to that recommended by Officers and provide a rebate, then an alternative resolution may be:

That Council resolves to -

1. *Approve the request for a reduction in the Infrastructure Charges for DA/29/2019 - Nature Based Tourism use at Lot 2 RP617484 with a rebate of XX applied thereby resulting in a total Adopted Infrastructure Charge of XX.*
2. *An Infrastructure Agreement between Mr Kenton Bowden and Mrs Kathryn Dupuy-Bowden is to be entered into for the rebate to apply.*
3. *That as the use has already commenced, payment of the reduced Adopted Infrastructure Charge is to be made within three months of the Council Meeting date.*

Stakeholder Engagement:

Stakeholder engagement not required.

Legal and Regulatory Implications:

The Rebate Policy sets out the application and conditions required to be met in order to receive a rebate. As the request does not meet all of the required application and conditions of the Policy, a decision at a General Council Meeting is required.

Financial and Resource Implications:

An Adopted Infrastructure Charge Notice was issued dated 22 August 2019 for the amount of \$26,700.

Should Council resolve to refuse the Rebate request, then there will be no financial impacts to Council.

Should Council decide to apply a rebate, the rebated proportion will be journalled from the Economic Development Budget to the Infrastructure Charge Budget.

Anticipated Resolution Completion Date:

If the request is refused, the Applicant will be informed within 10 business days of the decision.

If the request for a rebate is approved, the Applicant must enter into an Infrastructure Agreement with Council.

Attachments:

1. Adopted Infrastructure Charge Notice – 22 August 2019
2. Negotiated Decision Notice – 11 November 2019
3. Previous General Meeting Report – 4 February 2020
4. Council Correspondence – 12 February 2020
5. Request for Rebate – Zone Planning 5 August 2025

G/4.2. EOI GARDEN ORGANICS PROCESSING

Responsible Officer: General Manager Finance Governance and Risk

Prepared By: Contracts Specialist, Strategic Program Lead - Waste

Council Meeting Date: 2 September 2025

File Ref: FM21.1

Purpose:

This report seeks resolution from Council to proceed to make use of the provisions in s228(3) of the Local Government Regulation 2012 that allows for the invitation of expressions of interest before considering whether to invite written tenders. This resolution is sought in relation to the processing of garden organics generated by Council's future garden organics service.

Officer's Recommendation:

That in accordance with Section 228(3) of the Local Government Regulation 2012, Council seek expressions of interest for the processing of garden organic material collected via a garden organics collection service in the Gladstone Region.

Summary:

With the introduction of a garden organics (GO) collection service from 1 July 2026, there is a need to investigate what providers may be available to process and manage garden organic material, as an alternative to Council self-processing the material generated by the GO collection service.

Given the variability of processing solutions that exist for organic material and may be received from the market, an expression of interest (EOI) is best utilised to understand market interest and the options available to Council, without commitment, before progressing to formal written tender based on available processing solutions.

Link to Corporate Plan:

Accountable Council - We are providing good stewardship built on a foundation of trust.
Delivering Value - We work efficiently to deliver value for your rates.

Background:

With the commencement of the new GO collection service to the Gladstone Region from 1 July 2026, the garden organic material generated from the new service will need to be processed, and Council's objective is to create a resulting organics product to support ongoing beneficial use of this resource.

Currently, garden organic material received by Council at the region's waste facilities undergoes grinding and is provided back to domestic and commercial customers in the region. With the introduction of the new GO service from 1 July 2026, Council is seeking to understand what market-based solutions are available to Council to manage garden organic material from the new GO service to achieve the highest beneficial use of the garden organic material diverted from landfill and as an alternative to ongoing self-processing options.

Risk Management Summary:

Council has a moderate appetite to financial risk and a minimal appetite to environmental exposures. This EOI is seeking to minimise waste to landfill and put in place optimal arrangements that allow for the processing of material generated by the new GO service in the most cost-effective and environmentally responsible manner.

Options and Opportunity Analysis:

An EOI is intended to seek information from businesses who have or can develop the capability to remove or receive and process garden organic material generated from Council's GO service that will commence from 1 July 2026. It is noted that, regardless of the procurement option or timelines, a market-based solution may not be available at the time the GO service commences. If this occurs, Council will self-process at service commencement and continue to do so until the market-based solution is secured. An EOI will provide the following risks and benefits:

- Risks
 - EOI may not attract interest and proponent/s may be excluded from subsequent closed tender process. Targeted market contact and advertising upon release of the EOI can mitigate this risk.
 - No confirmed commercial information would be available, until a subsequent closed tender process is completed. An EOI is purely an opportunity for the market to provide Council potential solutions.
- Opportunities
 - Provides the ability to capture information from the entire market;
 - Allow businesses to present solutions relevant to our region's needs and Council's desired outcomes for the new GO service;
 - Potential to attract innovation and new processing technology for the region; and
 - Allows Council to refine a preferred solution in a collaborative nature with Proponents.

In addition to an EOI, Formal Tender and Panel Contract – Register of Pre-Qualified Suppliers (RPQS) procurement options have been considered, with the following risks and benefits identified:

Formal Tender

Risks:

- Currently there is no business decision regarding the long-term processing option, as this is currently being outworked and needs to consider both Council and market-based processing options. Releasing a formal tender based on the information available on our requirements at this stage may be premature and would present risks such as:
 - Commercial – Tenderers may inflate their rates due to various unknowns and/or assumptions. This can also lead to challenges with commercial comparison as Tenders will vary in scope and inclusions due to the assumptions made.
 - Market Interest – if the tender requirements are not in alignment with available market solutions, it may result in limited interest.
 - Tender process compliance – where changes occur during open tender phase, or after the tender closes there are legislative requirements on the required process. Additionally multiple clarification rounds would present procurement delay risks.

Benefits:

- Open tender may identify / target new companies to tender that were not identified or expressed interest during an EOI process.
- Commercial information / rates would become available to support decision making earlier than an EOI process.

Panel Contract (RPQS)

Risks:

- Specific to a Panel Contract, limited interest or higher commercial rates may result as there is no service commitment provided under a Panel contract.
- As per remaining risks detailed for Formal Tender above.

Benefits:

- Where available, a Panel Contract may establish multiple service providers for the processing of material from the GO service, where this exists.
- As per remaining benefits detailed for Formal Tender above.

Stakeholder Engagement:

Stakeholder engagement has been undertaken with the following positions supporting the GO Service Implementation Project and the options to approach the market reviewed. Subsequently, the request to investigate opportunities via an EOI is being requested by the Strategic Program Lead – Waste.

- Manager Waste Program Delivery
- Contracts Specialist
- Manager Revenue Services
- Waste Education Specialist
- Strategic Program Lead - Waste

Legal and Regulatory Implications:

Section 228(3) of the Local Government Regulation 2012 states that the local government may invite expressions of interest only if it:

- a) decides, by resolution, that it would be in the public interest to invite expressions of interest before inviting written tenders; and*
- b) records its reasons for making the resolution in the minutes of the meeting at which the resolution was made.*
- c) Additionally, Section 228(7) states that if the local government invites expressions of interest, the local government may:*
 - 1. prepare a short list from the persons who respond to the invitation for expressions of interest; and*
 - 2. invite written tenders from those persons.*

Financial and Resource Implications:

There will be no cost incurred by Council for conducting the EOI, except for resource time in the preparation, management, evaluation, and closure of the EOI.

Anticipated Resolution Completion Date:

November 2025

Attachments:

Nil

G/4.3. REVIEW OF RISK MANAGEMENT POLICY

Responsible Officer: General Manager Finance Governance and Risk

Prepared By: Risk and Insurance Officer

Council Meeting Date: 2 September 2025

File Ref: CM28.2

Purpose:

To present a review of Council's Risk Management Policy and seek adoption of the updated risk appetite statement and risk tolerances to strengthen strategic decision-making and enhance organisational resilience.

Officer's Recommendation:

That Council adopt the Risk Management Policy provided as Attachment 1 to the Officer's report.

Summary:

The report recommends updates to the Risk Management Policy, reflecting changes to Council's risk appetite and the inclusion of risk tolerances to support improved risk maturity and clearer decision-making.

Link to Corporate Plan:

Accountable Council - We are providing good stewardship built on a foundation of trust.

Background:

Gladstone Regional Council's Risk Management Policy was last reviewed in September 2023. As part of Council's commitment to continuous improvement, good governance, and delivering value to our community, a scheduled review has been undertaken to ensure the policy remains current and reflects contemporary risk management practices.

This review includes the development of a new Risk Appetite Statement that more accurately reflects Council's current approach to risk, along with the introduction of defined risk tolerances. These additions aim to provide clearer guidance for decision-making and risk acceptance across Council operations, helping to ensure reliable, cost-effective services and stronger outcomes for our customers and community, while embedding risk management into both strategic planning and day-to-day activities.

The Risk Management Policy will inform the upcoming development of Council's Corporate Plan contributing to alignment, clarity and consistency.

Risk Management Summary:

The proposed Risk Management Policy strengthens Council's approach to Risk Management and will enhance Councils' risk maturity.

Options and Opportunity Analysis:

Option 1 – Officer's Recommendation – Adopt the Risk Management Policy.

The revised Policy in Attachment 1 includes newly developed risk appetite statements and introduces defined risk tolerances. These updates reflect a more accurate representation of Council's current approach to risk and were developed in consultation with councillors and the Executive Leadership Team. The Policy has been restructured to improve clarity and alignment with best practice risk management frameworks and with Council's refreshed Policy template.

Adoption of the revised Policy will support a consistent and integrated approach to risk across the organisation and enhance Council's overall risk maturity.

Option 2 – Adopt the Risk Management Policy with amendments.

Council may choose to adopt the proposed Risk Management Policy with amendments, including changes to the Risk Appetite Statement and defined risk tolerances. If Council was of a mind to pursue Option 2, an appropriate resolution would be:

*"That Council adopt the Risk Management Policy provided as Attachment 1 to the Officer's report with the following amendments:
....."*

Stakeholder Engagement:

The proposed policy was developed in consultation with councillors to ensure alignment with Council's strategic direction and governance expectations. Additionally, the Executive Leadership Team was engaged in the development of the risk tolerances, ensuring they reflect operational realities and support informed decision-making across the organisation.

Legal and Regulatory Implications:

While not explicitly required under the *Local Government Act 2009 (Qld)* or the *Local Government Regulation 2012 (Qld)*, maintaining a Risk Management Policy supports Council's obligations for sound governance, transparency, and accountability. It aligns with regulatory expectations and best practice standards for effective risk management in local government.

Financial and Resource Implications:

Implementing the updated Risk Appetite Statement and defined risk tolerances will be part of a phased improvement process. Operational expenditure will be required to update Council's risk management software to reflect these changes and this will be funded through the Operational Expenditure Budget. Implementation will be led by the Governance and Risk Team, in consultation with stakeholders.

A failure to maintain an effective risk management framework may result in significant financial consequences for Council.

Anticipated Resolution Completion Date:

Within two weeks of resolution.

Attachments:

1. Proposed Risk Management Policy

G/4.4. REGIONAL MEETING - BOROREN TUESDAY 7 OCTOBER 2025

Responsible Officer: General Manager Finance Governance and Risk

Prepared By: Executive Secretary

Council Meeting Date: 2 September 2025

File Ref: CM7.2

Purpose:

To consider a regional meeting location for the General Meeting scheduled for Tuesday 7 October 2025.

Officer's Recommendation:

That the General Meeting scheduled for Tuesday 7 October 2025 be held at the Bororen Community Hall commencing at 10am.

Summary:

The schedule for Council's General Meetings are set each year with Council adopting the General Meeting schedule at the Post Election Meeting on Tuesday 2 April 2024 (*Resolution PE/24/5175*). General Meetings of Council are held in Council's Gladstone Administration Centre, Council Chambers, 101 Goondoon Street, Gladstone. Council may consider moving a General Meeting to a regional location which is required to be determined by resolution of Council.

Link to Corporate Plan:

Connecting Communities - We work with you and for you, supporting the success of our communities.

Background:

Section 257(3) of the Local Government Regulation (LGR) states that all meetings of a local government are to be held *(a) at one of the local government's public offices; or (b) for a particular meeting – at another place fixed by the local government, by resolution, for the meeting.*

Council is scheduled to hold a Community Forum at the Bororen Community Hall, 15 Hickman Street, Bororen on Tuesday 7 October 2025 providing an opportunity to hold the General Meeting scheduled for Tuesday 7 October 2025 at the same venue. It would be anticipated that the Community Forum would commence following the conclusion of the General Meeting.

It should be noted that live streaming of the General Meeting will not be available should the meeting be held outside of the Council Chambers. The meeting will be recorded, with the video recording to be uploaded for viewing as soon as practicable following the conclusion of the meeting.

Risk Management Summary:

There is no risk for Council in holding a General Meeting at a regional location.

Options and Opportunity Analysis:

Option 1 – Hold a regional meeting at Bororen on Tuesday 7 October 2025 commencing at 10am (Officer's Recommendation).

It is recommended to hold a regional meeting at Bororen on Tuesday 7 October 2025 with the meeting to commence at 10am to allow for the additional travel time required to the meeting venue.

Option 2 – Not hold a regional meeting

There is no obligation to hold a meeting outside of the regular meeting place at 101 Goondoon Street, Gladstone.

Stakeholder Engagement:

Consultation has been undertaken with the relevant internal stakeholders.

Legal and Regulatory Implications:

Under Section 257(3) of the LGR, meetings of a local government are to be held *(a) at one of the local government's public offices; or (b) for a particular meeting – at another place fixed by the local government, by resolution, for the meeting.*

Under Section 354B(4) of the LGR, a local government must, as soon as practicable, notify any change to the days and times in the same way as the days and times were previously notified. As such, the public notice displayed on the noticeboard at 101 Goondoon Street and the 2025 Council Meetings on Council's website will be required to be updated to reflect the change of location.

Financial and Resource Implications:

It is anticipated that there are no additional financial or resource implications should the General Meeting be moved to the Bororen Community Hall.

Anticipated Resolution Completion Date:

Meeting notifications will be updated by Friday 5 September 2025.

Attachments:

Nil

G/5. COUNCILLORS REPORT

G/6. URGENT BUSINESS

G/7. NOTICE OF MOTION

G/8. CONFIDENTIAL ITEMS