



**GLADSTONE**  
REGIONAL COUNCIL

**GENERAL MEETING NOTICE  
AND AGENDA**

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

**On Tuesday 2 December 2025**

**Commencing at 9.00am**

**Leisa Dowling  
CHIEF EXECUTIVE OFFICER**

## Table of Contents

ITEM	PAGE
<b>G/1. MAYORAL STATEMENT OF CURRENT ISSUES.....</b>	<b>3</b>
<b>G/2. CONFIRMATION OF MINUTES.....</b>	<b>4</b>
G/2.1. CONFIRMATION OF GENERAL MEETING MINUTES FOR 18 NOVEMBER 2025 .....	4
<b>G/3. DEPUTATIONS .....</b>	<b>5</b>
G/3.1. QUEENSLAND COMMUNITY ALLIANCE .....	5
<b>G/4. OFFICERS' REPORTS .....</b>	<b>6</b>
G/4.1. DA/34/2025 - RECONFIGURING A LOT (1 LOT INTO 18) AT 140 AWOONGA DAM ROAD, BENARABY QLD 4680 .....	6
G/4.2. PROPOSED GLADSTONE REGIONAL COUNCIL INFRASTRUCTURE CHARGE RESOLUTION 2025 .....	13
G/4.3. PROPOSED DEVELOPMENT INCENTIVE POLICY .....	18
G/4.4. REVIEW OF COUNCILLOR CODE OF CONDUCT POLICY .....	21
G/4.5. QUEENSLAND AUDIT OFFICE FINAL MANAGEMENT REPORT 2024-25.....	24
G/4.6. STATUTORY DELEGATIONS OF POWER COUNCIL TO THE CHIEF EXECUTIVE OFFICER.....	28
G/4.7. WAIVER OF GREEN WASTE DISPOSAL FEES .....	31
G/4.8. AUDIT RISK AND IMPROVEMENT COMMITTEE MEETING SUMMARY FOR 1 OCTOBER 2025 .....	33
G/4.9. LEASE RENEWAL - METEORS SPORTS CLUB .....	38
G/4.10. LEASE RENEWAL - GLADSTONE HARBOUR CITY BMX .....	42
G/4.11. LEASE RENEWAL - GLADSTONE & DISTRICT DARTS ASSOCIATION .....	46
G/4.12. LEASE AGREEMENT - VALLEYS JUNIOR RUGBY LEAGUE FOOTBALL CLUB .....	50
<b>G/5. COUNCILLORS REPORT.....</b>	<b>54</b>
<b>G/6. URGENT BUSINESS.....</b>	<b>54</b>
<b>G/7. NOTICE OF MOTION .....</b>	<b>54</b>
<b>G/8. CONFIDENTIAL ITEMS .....</b>	<b>54</b>

**G/1. MAYORAL STATEMENT OF CURRENT ISSUES**

**G/2. CONFIRMATION OF MINUTES**

**G/2.1. CONFIRMATION OF GENERAL MEETING MINUTES FOR 18 NOVEMBER 2025**

**Responsible Officer:** Chief Executive Officer

**Prepared By:** Executive Secretary

**Council Meeting Date:** 2 December 2025

**File Ref:** CM7.2

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**Purpose:**

Confirmation of the minutes of the General Meeting held on 18 November 2025.

**Officer's Recommendation:**

That the minutes of the General Meeting of Council held on 18 November 2025 be confirmed.

**Attachments:**

1. Minutes of the General Meeting of Council held on 18 November 2025.

## **G/3. DEPUTATIONS**

### **G/3.1. QUEENSLAND COMMUNITY ALLIANCE**

**Responsible Officer:** Chief Executive Officer

**Prepared By:** Executive Secretary

**Council Meeting Date:** 2 December 2025

**File Ref:** CM7.6

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#### **Purpose:**

For Queensland Community Alliance to provide information regarding accessible change facilities for Gladstone.

#### **Officer's Recommendation:**

That the deputation from Queensland Community Alliance be received.

#### **Background:**

Deputation details are as follows:

<b>Time of Presentation</b>	9.10 am
<b>Duration of Presentation plus question time</b>	15 mins
<b>Speakers to present</b>	Elise Ganley, Queensland Community Alliance Carmen Jen, Gladstone Disability Community Network Emma Smith, Queensland Conservation Council

#### **Attachments:**

1. Queensland Community Alliance Presentation

## **G/4. OFFICERS' REPORTS**

### **G/4.1. DA/34/2025 - RECONFIGURING A LOT (1 LOT INTO 18) AT 140 AWOONGA DAM ROAD, BENARABY QLD 4680**

**Responsible Officer:** General Manager Customer Experience

**Prepared By:** Principal Planning Lead

**Council Meeting Date:** 2 December 2025

**File Ref:** DA/34/2025

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#### **Purpose:**

The purpose of this report is to assess and decide Development Application DA/34/2025 seeking a Development Permit for a Reconfiguring a Lot (One into 18 Lots) made by Jankar Pty Ltd C/- Zone Planning QLD on land at 140 Awoonga Dam Road, BENARABY QLD 4680 more formally described as Lot 500 on SP252863

#### **Officer's Recommendation**

That Council approve Development Application DA/34/2025 for a Development Permit for Reconfiguring a Lot (One into 18 Lots) made by Jankar Pty Ltd C/- Zone Planning QLD on land at 140 Awoonga Dam Road, BENARABY QLD 4680 more formally described as Lot 500 on SP252863. The approval is subject to reasonable and relevant development conditions contained within Attachment 2 to the Officer's report.

#### **Development Application:**

<b>Application Number:</b>	DA/34/2025
<b>Applicant:</b>	Jankar Pty Ltd C/- Zone Planning QLD
<b>Owner:</b>	Jankar Pty Ltd
<b>Date Of Receipt:</b>	7 May 2025
<b>Location:</b>	140 Awoonga Dam Road, BENARABY QLD 4680
<b>RPD:</b>	Lot 500 on SP252863
<b>Area:</b>	Vacant
<b>Current Use Of Land:</b>	364,100m <sup>2</sup>
<b>Zoning:</b>	Rural Residential
<b>Proposal:</b>	Reconfiguring a Lot (One into 18 Lots)
<b>Submissions Close Date:</b>	19 September 2025
<b>Number Of Submissions:</b>	One

### Executive Summary:

The application for Reconfiguring a Lot 1 into 18 lots was assessed against the applicable Assessment Benchmarks identified below.

Assessment Benchmarks	
The following Assessment Benchmarks applied to the development from the following Categorising Instruments:	
State Planning Policy – July 2017 Gladstone Regional Council Planning Scheme Version 2.0	Biodiversity Strategic Framework Acid Sulfate Soils Overlay Code Biodiversity Overlay Code Bushfire Hazard Overlay Code Steep Land Overlay Code Rural Residential Zone Code Development Design Code Landscaping Code Reconfiguring a Lot Code Local Government Infrastructure Plan

The assessment found that the development generally complied with the assessment benchmarks, subject to the imposition of reasonable and relevant conditions.

One submission was received during public notification period, and matters raised regarding stormwater management can be appropriately addressed to ensure that no nuisance is caused to existing residents.

The application is therefore recommended for approval.

### Subject Site:

The subject site forms one of two balance parcels of the Awoonga Country Estate. The 364,100m<sup>2</sup> site is serviced by reticulated water and sealed access from both Stockman Drive and Awoonga Dam Road and is partly constrained by steep land, bushfire hazard, overland flow and flood natural hazard. Whilst flood natural hazard is not mapped within the Gladstone Regional Council Planning Scheme V2 (the Planning Scheme), this constraint is notable. Albeit vacant, the site and sounding environs consist of Dwelling Houses and Animal Keeping (cattle grazing). Figure One provides an aerial view of the subject site whilst Figure Two provides an illustration from both street frontages.



Figure One: Aerial view of subject site



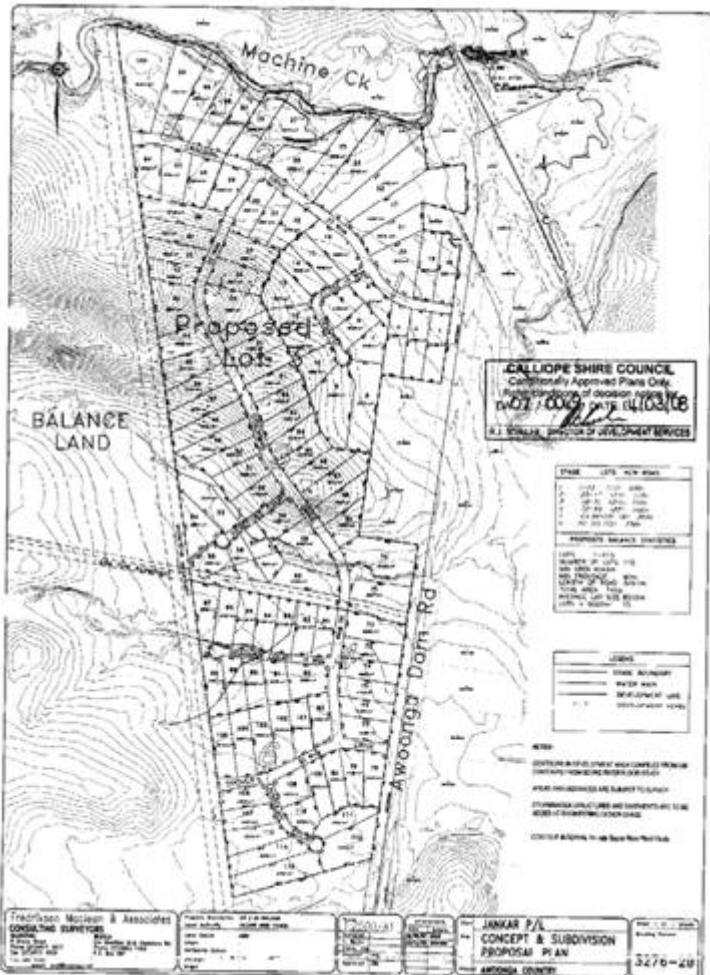
Figure Two: Subject site from Stockman Drive (left) and Awoonga Dam Road (right)

**Background:**

**Relevant Approvals:**

On 7 March 2008 the former Calliope Shire Council approved DA07/0049 also known as DA/20542/2007 being a Development Permit for Reconfiguring a Lot (One into Two Lots) and (One into 46 Lots in Two Stages) and for a Material Change of Use of Premises for Rural Residential Development and Preliminary Approval for Reconfiguring a Lot (One into 69 Lots in Four Stages). The approval was assessed under the former Calliope Shire Planning Scheme 2007 and the then *Integrated Planning Act 1997*. Whilst the Applicant has not lodged in association to this approval, regard has still been given and will be further discussed in the assessment below.

It is noted that the proposal is inconsistent with the approved Preliminary Approval as now Stage Three ends at the Stockman Drive cul-de-sac. In lieu of no commentary provided by the Applicant, it is assumed that the original proposal inclusive of Stockman Drive being a through road aided by culvert work is cost prohibitive and likely a more superior outcome when considering the long term maintenance costs of this asset for Council. Figure Three illustrates the approved Preliminary Approval.



**Figure Three: Approved Preliminary Approval (DA07/0049 also known as DA/20542/2007)**

**Information Request:**

Council Officers issued an Information Request to the Applicant on 29 May 2025 which requested providing material in relation to on-site waste management, bushfire management, traffic, stormwater, flooding and demonstrating compliance with the Biodiversity Overlay Code. The Applicant responded to the Information Request in full on 22 August 2025 with commentary provided as part of the assessment herein.

**Proposal:**

The Applicant seeks a Development Permit for a Reconfiguring of a Lot (One into 18 Lots) which forms Stage 3 of the Awoonga Country Estate. The regular shaped lots range in size from 4,000m<sup>2</sup> to 7,085m<sup>2</sup> with frontages in the order of 40m other than proposed Lots 53-56 which end at a cul-de-sac. The development will see the extension of Stockman Drive with stormwater drainage and easements burdening proposed Lots 56 and 60 along with the extension of the existing 150mm watermain.

Proposed Lot 86 forms a balance lot and whilst the proposed Plan of Reconfiguration refers to this being Public Use Land (Drainage), conditions have been recommended to have this reference removed and a drainage easement in favour of Council registered over the extent of flood hazard and overland flow present on site. Whilst future applications are yet to be lodged for consideration over future Lot 86, it is recommended that the land containing the flood natural hazard not be donated to Council but rather be held as a larger rural residential lot provided with a revised drainage easement once further detailed investigation is carried out.

As part of the common material, matters relating to flood natural hazard have been considered and all stormwater works will not create an actionable nuisance to the surrounds. Figure Four illustrates the proposed Plan of Reconfiguration whilst Figure Five illustrates the proposed civil works.

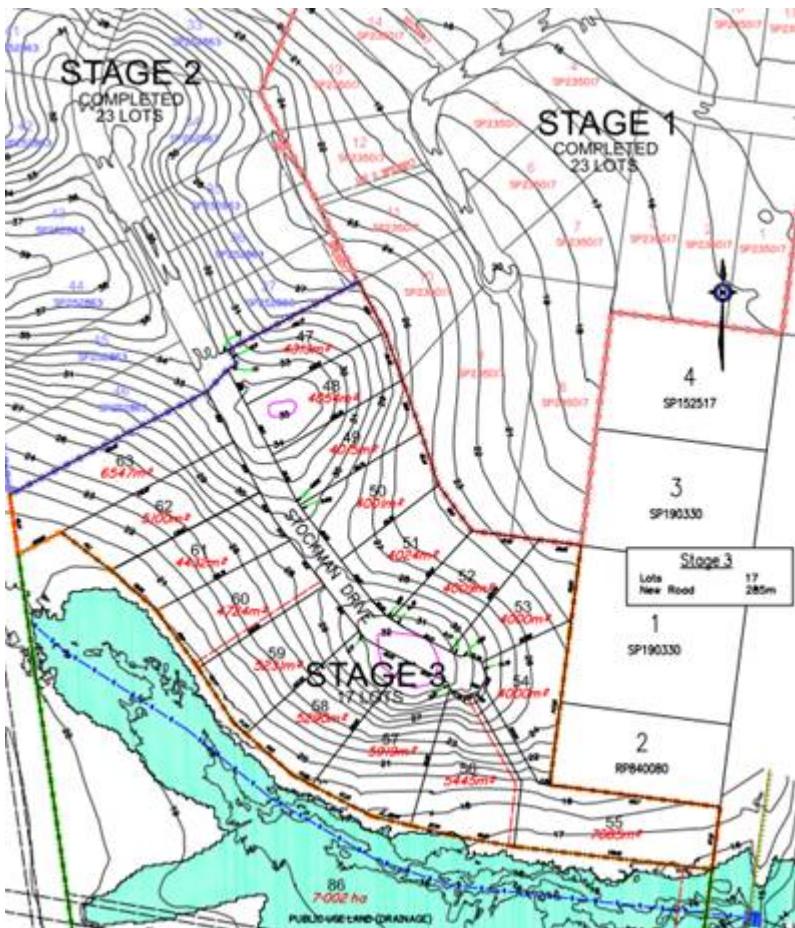
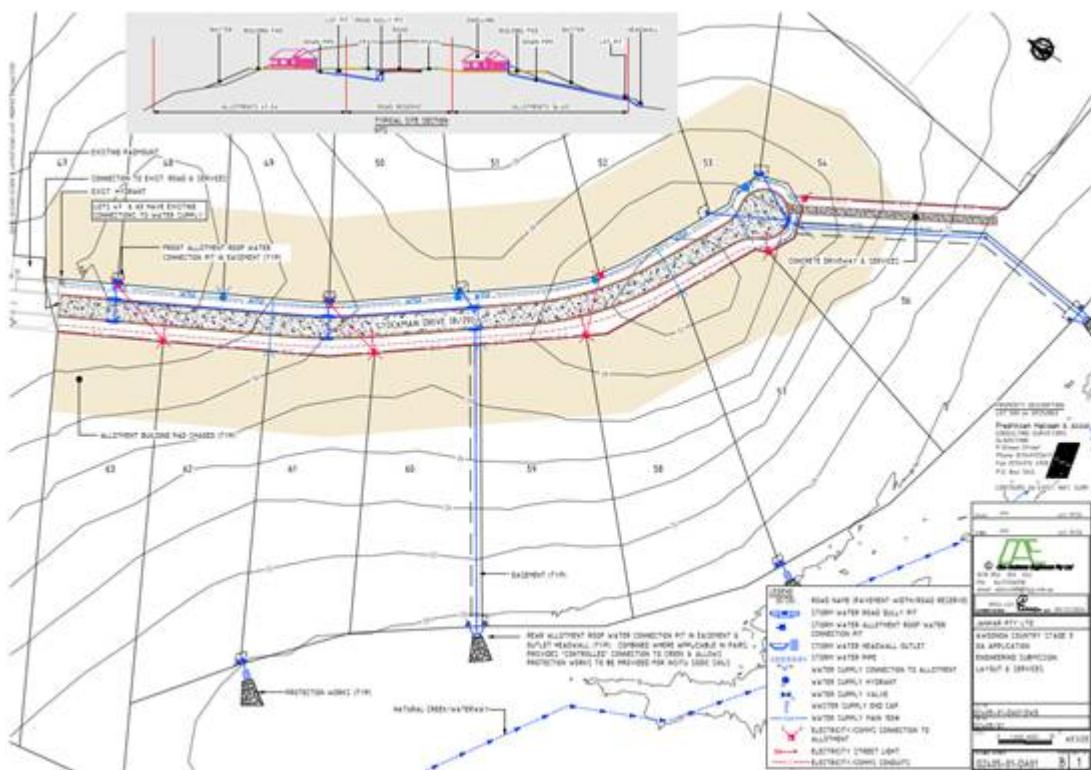


Figure Four: Proposed Plan of Reconfiguration



### Figure Five: Proposed Civil Works

## **Adopted Infrastructure Charges Notice:**

The levied charge has been calculated in accordance with the Gladstone Regional Council Adopted Infrastructure Charges Resolution (No 1) – 2015 Amendment No.3. The total levied charge is \$459,000 and is calculated in Attachment 2.

As part of any Decision Notice, an Adopted Infrastructure Charges Notice will be issued in accordance with the Act.

## Referral:

### ***Internal Referral:***

The Development Application was referred to Council's Asset Planning and Development Engineering Contractor at lodgement who raised the matters within the Information Request as mentioned above.

### ***External Referral:***

The application triggered Advice Agency referral to the Australian Gas Networks (QLD) which were notified by the Applicant on 21 May 2025. No response was received.

**Public Notification and Submissions:**

Public notification was undertaken for 15 business day between 29 August 29 to 19 September 2025 where one properly made submission was received. The matters raised and Council's response is detailed below:

Matter raised Submissions	How matters were dealt with in reaching the Decision
<p>Customer recommends that a spoon drain be constructed to the rear of proposed Lots 47 and 48 and contained in a drainage easement for the purposes of managing stormwater quantity and its impacts to Stage One and existing Lot 10.</p> <p>Customer notes that a drainage easement burdens existing lots 35-37 in Stage Two which drains to Stage One and discharges to Jillaroo Close.</p>	<p>Per the common material, Drawing G2405-01-DA01 Issue B shows that the proposed building pads and future Dwelling Houses will drain to the road reserve, and ultimately to the overland flow path to the west. It has been considered that this will suitably manage the issue of nuisance address the concerns raised by the submitter in regard to additional stormwater flows.</p>

**Queensland human Rights act 2019**

An assessment has been carried out against the 23 human rights which the *Queensland Human Rights Act 2019* protects. It is considered that the recommendation made herein does not jeopardise any human rights.

**Anticipated Completion Date**

Upon approval, the proposal has a currency period of 4 years to be completed without any extensions. Under the *Planning Act 2016* the decision issued in relation to this application will be issued within 5 business days.

**Attachments:**

1. DA/34/2025 - Assessment of application
2. DA/34/2025 - Recommended conditions
3. DA/34/2025 - Copy of Submission

## G/4.2. PROPOSED GLADSTONE REGIONAL COUNCIL INFRASTRUCTURE CHARGE RESOLUTION 2025

**Responsible Officer:** General Manager Customer Experience

**Prepared By:** Strategic Planning Specialist

**Council Meeting Date:** 2 December 2025

**File Ref:** FM7.2

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### **Purpose:**

The purpose of this report is to consider the adoption of the Gladstone Regional Council Infrastructure Charges Resolution 2025 commencing 2 March 2026.

### **Officer's Recommendation:**

That Council in accordance with s113(1) of the *Planning Act 2016* adopt the Gladstone Regional Council Infrastructure Charges Resolution 2025 as attached to the Officer's report, commencing 2 March 2026.

### **Summary:**

The Adopted Infrastructure Charge framework commenced in 2011 via the then, *Sustainable Planning Act 2009*. These charges are levied on new developments to fund Council's identified trunk infrastructure network (water, sewer, land for community facilities and roads) within the Local Government Infrastructure Plan (LGIP). Council's current charges have remained largely the same since 2016 and the proposed resolution seeks to make several changes to better align with surrounding local governments and to assist in closing the deficit gap between charges levied and the cost to construct trunk infrastructure.

### **Link to Corporate Plan:**

Delivering Value - We work efficiently to deliver value for your rates.

### **Background:**

Council's Adopted Infrastructure Charges Resolution (AICR) was first adopted in July 2011 in response to State legislative reform. A history of Council's Resolutions are detailed below:

- July 2011 – three Resolutions adopted for each Shire Planning Scheme in effect at the time
- August 2011 to July 2013 – five amendments made to each of the Shire Resolutions
- November 2014 – three Shire Resolutions merged into one
- November 2015 – new Resolution to reflect the Gladstone Regional Council Planning Scheme
- December 2016 – resolution amended to reflect the LGIP, included an increase to the Charges
- March 2017 – resolution amended relating to Reconfigurations of a Lot, and
- June 2025 – resolution amended relating to Rooming Accommodation.

### **Proposed Amendments to Infrastructure Charges:**

While Council has made regular updates to its infrastructure charges framework, most changes have been minor. The following amendments are now proposed to simplify the structure, improve fairness, and align with state planning legislation.

### **Simplifying Charge Areas:**

The current six charge areas will be consolidated into three, based on the level of infrastructure available:

- **Charge Area 1 – Urban Centres**

Includes Gladstone, Calliope, Boyne Island, Tannum Sands, Agnes Water, and Seventeen Seventy. These areas are fully serviced with sewerage, water, transport, and parks (*No change to boundaries or service levels.*)

- **Charge Area 2 – Industrial and Rural Residential**

Combines the industrial area of Yarwun (serviced by sewerage, transport, and parks) and rural residential areas (serviced by water, transport, and parks). (*Previously Charge Areas 2 and 3.*)

- **Charge Area 3 – Rural and Small Townships**

Covers smaller rural communities typically serviced by transport and parks only. (*Previously Charge Areas 4, 5, and 6.*)

### **Updating Charge Amounts:**

Charges will be adjusted to better reflect the level of infrastructure provided in each area:

- **Charge Area 1**

Will increase to a rate closer to the maximum allowed under the Planning Regulation 2017. Example: From \$28,311.20 to approximately \$32,490.40 per lot.

- **Charge Area 2**

Will be set at 75% of the Charge Area 1 rate. Example: Approximately \$24,368.20 per lot (similar to current rates).

- **Charge Area 3**

Will be set at 50% of the Charge Area 1 rate. Example: Approximately \$16,245.50 per lot (*a general decrease from previous charges*).

### **Introducing Indexation:**

To ensure charges remain current, all future Infrastructure Charge Notices will include indexation based on the Producer Price Index (PPI). This reflects changes in construction and infrastructure costs over time.

### **Aligning with Legislation:**

The proposed framework aligns with recent changes to the *Planning Act 2016* and *Planning Regulation 2017*, ensuring consistency with state requirements and improving overall workability.

### **Implementation Timeline:**

The new framework is proposed to take effect from **2 March 2026**, allowing time for public communication and a smooth transition.

### **Transitional Arrangements:**

- Existing Infrastructure Charges Notices will remain unchanged and will not be indexed.
- If a Changed Infrastructure Charges Notice is issued, the new charges and indexation will apply.
- If an Applicant prepays their charges within 12 months of receiving a notice, indexation will not be applied.

**Charge and Cost Comparison:**

The following demonstrates how the charges will differ should the recommendation be supported and how it relates to the maximum cap:

Charge Area	Reconfiguration of a Lot	Shop	Low Impact Industry	Community Use
<b>Area 1</b>	Current \$28,311 Proposed \$32,490.95 Max Cap \$36,670.70	Current \$141.55 Proposed \$188.65 Max Cap \$235.75	Current \$50.55 Proposed \$58 Max Cap \$65.45	Current \$70.80 Proposed \$81.30 Max Cap \$91.75
<b>Area 2</b>	Current \$28,311.20-27,000 Proposed \$24,368.20	Current \$141.55-\$135 Proposed \$141.50	Current \$50.55-\$48 Proposed \$43.50	Current \$70.80-\$68 Proposed \$61
<b>Area 3</b>	Current \$18,000-\$16,500 Proposed \$16,245.50	Current \$90-\$82 Proposed \$94.30	Current \$32-\$29 Proposed \$29.00	Current \$45-\$41 Proposed \$40.65

*\*\*Note: the maximum capped charge could be applied to all three charge areas (in theory) however Council needs to consider that Areas 2 and 3 lack all asset classes (IE sewer and water).*

The information below demonstrates over the last five years the infrastructure charges received, and trunk infrastructure constructed and expended. It also states the proposed future trunk infrastructure spend as stated in Council's Long Term Financial Plan. It should be noted that the expected future spends will be updated as part of the LGIP amendment currently taking place.

## 2020-2025

- Infrastructure Charge received - \$10,569,004.21
- Trunk Infrastructure expenditure - \$18,046,375.57

## 2025/26 - 2034/35

- Anticipated future Trunk Infrastructure spend - \$65 million currently (with \$81 million per the draft LGIP yet to be adopted)

**Risk Management Summary:**

The proposed recommendation aligns with Council's corporate risk appetite across key areas:

- **Regulatory and Compliance:** Council maintains a measured appetite, ensuring infrastructure charges remain compliant with the *Planning Regulation 2017* without exceeding the maximum capped rate.
- **Financial Performance:** Council adopts an open appetite for financial risk, provided long-term sustainability is not compromised. The recommendation supports this by balancing alignment with state standards and fiscal prudence.
- **Reputation:** Council holds a measured appetite for reputational risk, and the approach taken reflects a responsible and transparent stance in managing infrastructure charges.

## Options and Opportunity Analysis:

### Option 1 – Adopt the Recommendation

This option provides Council with the opportunity to seek a reasonable increase in charges to assist in closing the gap between the costs to provide new trunk infrastructure to support new development, and the revenue obtained from charges. This option recognises the broader cost pressures faced by the development industry whilst allowing Council to move closer to addressing the current deficit which the community are funding from the general rate base. Without an increase in infrastructure charges, the gap between the charges levied versus the 'true cost' to provide infrastructure will grow. This option also:

- Simplifies the existing charge areas into three;
- Allows for indexation in line with adjoining local governments; and
- Improves the method for calculating the establishment costs for trunk infrastructure.

### Option 2 – Adopt the Recommendation with the maximum capped charge for Charge Area 1

This option proposes that Council increase the adopted infrastructure charges proposed in the recommendation for Charge Area 1 which is the area where a considerable amount of development occurs. Council is seeking to close the deficit gap between charges and the costs to provide trunk infrastructure, and this option would be the most appropriate way to close the gap. However, by way of example, in Charge Area 1, the increase from \$28,311.20 currently (reconfiguring a lot), to the capped maximum of \$36,670.70 is significant. This may result in making the Gladstone Region less desirable for those proposing to develop when compared to other surrounding regions. It was noted that adjoining local governments have not increased charges to the capped maximum albeit, indexation is applied.

The resolution to give this option effect would be:

*'That Council in accordance with s113(1) of the Planning Act 2016 adopt the Gladstone Regional Council Infrastructure Charges Resolution 2025 as attached to this report, commencing 2 March 2026, subject to the Adopted Infrastructure Charges for Charge Area 1 being increased to the maximum capped charge allowable under legislation.'*

### Option 3 – Adopt the Recommendation with Amendments

This option proposes that Council make amendments to the proposed Adopted Infrastructure Charges Resolution 2025 as presented in Attachment 1. The amendments may be made to any area of the proposal provided that the change falls within the legislative parameters and that infrastructure charges do not exceed the maximum capped charge.

If this option was to be considered, it may be appropriate for Councillors to provide Officers with some change parameters and hold over consideration of this report to allow for detailed advice to be provided.

The resolution to give this option effect would be:

*'That Council defer consideration of the report pending further review of the Adopted Infrastructure Charges Resolution.'*

### Option 4 – Endorse the current Adopted Infrastructure Charges Resolution

This option maintains Council's current position in relation to adopted infrastructure charges. This option will minimise the costs for those undertaking new development in the region. However, it will see the gap increase between the cost to Council in providing trunk infrastructure and the revenue generated through charges. This will increase Council's financial commitment to constructing trunk infrastructure over time as the region develops. There are other options to encourage and target new development through reduced costs, such as the Development Incentive Policy, rather than maintaining low adopted infrastructure charges at unsustainable levels.

The resolution to give this option effect would be:

*'That Council in accordance with s113(1) of the Planning Act 2016 maintain its existing Gladstone Regional Council Adopted Infrastructure Charges.'*

**Stakeholder Engagement:**

Upon adoption of the resolution, Council will undertake to inform the community via its Development Bulletin along with targeted correspondence to regular stakeholders within the Development Services Department. Internally the relevant Asset Planning and Finance teams have been engaged.

**Legal and Regulatory Implications:**

Under Section 113 of the *Planning Act 2016*, Council can by resolution, adopt charges for providing trunk infrastructure for development, provided that it is not more than the maximum adopted charge set by State legislation.

**Financial and Resource Implications:**

The change to adopted infrastructure charges allows Council the ability to continue to levy and collect infrastructure charges to fund the delivery of trunk infrastructure as identified within Council's Local Government Infrastructure Plan. The proposed new charges will assist Council in closing the deficit gap between the revenue generated from charges and the costs to Council in providing the new trunk infrastructure whilst respecting the current financial pressures associated with the development and construction industry.

The Charge and Cost Comparison section of this report provides an example of the financial impacts for developers and Council.

**Anticipated Resolution Completion Date:**

It is proposed that the new Infrastructure Charges Resolution will take effect 2 March 2026.

**Attachments:**

1. Gladstone Regional Council Infrastructure Charges Resolution 2025.

## **G/4.3. PROPOSED DEVELOPMENT INCENTIVE POLICY**

**Responsible Officer:** General Manager Finance Governance and Risk

**Prepared By:** Strategic Planning Specialist and Governance Business Partner

**Council Meeting Date:** 2 December 2025

**File Ref:** CM28.2

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### **Purpose:**

The purpose of this report is to consider the adoption of a Development Incentive Policy to replace the existing Infrastructure Charges Rebate Scheme Policy to take effect from 2 March 2026.

### **Officer's Recommendation:**

That Council:

1. Repeal the existing Infrastructure Charges Rebate Scheme Policy (P-2019-28) as of 2 March 2026; and
2. Adopt the proposed Development Incentive Policy provided as Attachment 1 to this report to commence 2 March 2026.

### **Summary:**

In July 2018 Council adopted an Economic Development Incentive Scheme (EDIS) which contained incentives to encourage development in specific focus areas including retirement facilities and tourism development. In November 2019, amendments to the EDIS captured a wider range of developments for focussed attention and included previously excluded development within the Township Zone. The draft Policy presented in this report proposes economic incentives in the form of fee waivers, towards the further development of tourism, housing, childcare and industry which have been identified as the current priority areas in building the region's economic resilience and enhancing regional liveability.

### **Link to Corporate Plan:**

Delivering Value - We work efficiently to deliver value for your rates.  
Connecting Communities - We work with you and for you, supporting the success of our communities.  
Resilient Economy - We play our part in supporting the success of our region.

### **Background:**

During July 2018 Council adopted the Economic Development Incentive Scheme which contained incentives to encourage development in specific focus areas including retirement facilities and tourism development. The policy provided for a 50% discount on infrastructure charges up to \$500,000 per application, for:

- New development applications, and
- Existing approvals either under construction or not.

This was on the proviso that the incentivised development was completed within two years of the development approval being issued.

The 2018 Policy specifically excluded residential development due to the consumption of Council's infrastructure networks and Council's inability to recoup the full costs via infrastructure charges with the actual costs to deliver this development being far greater.

In November 2019 the Policy was amended to better capture a wider range of developments and included previously excluded residential development within the Township Zone.

As the economic climate has changed since initial adoption of the EDIS, Officers have taken the opportunity to review the Infrastructure Charges Rebate Scheme Policy. The proposed amendments are:

- Title change to Development Incentive Policy;
- Targeting areas of housing (short/long term), tourism, childcare and industry;
- Completion of work deadline extended from two to four years, and
- Removing the need for development to be located within the Priority Infrastructure Area (PIA).

### **Risk Management Summary:**

The proposed recommendation seeks to expand the types of land uses eligible for economic incentives in the form of reduced Council fees and provides a longer term for construction and completion of those developments prior to fee waivers lapsing. The policy position aligns with Council's 'open' approach to financial and service delivery risk which supports innovation, creativity and acceptance of moderate risk to achieve better community outcomes.

### **Options and Opportunity Analysis:**

#### Option 1 – Adopt the Recommendation

The opportunity associated with the recommendation is that the policy reflects Council's new economic development priorities for the region and allows additional time for projects to be completed prior to fee waivers lapsing. It better reflects current needs and trends of the development industry as well as taking on feedback from developers.

#### Option 2 – Adopt an amended policy

This option has the same opportunities as Option 1, however, should Council seek to make changes to include or exclude developments, or change conditions, it could give this option effect by passing an amended resolution as shown below:

#### *That Council:*

1. *Repeal the existing Infrastructure Charges Rebate Scheme Policy (P-2019-28) as of 2 March 2026; and*
2. *Adopt the proposed Development Incentive Policy provided as Attachment 1 to this report to commence 2 March 2026, subject to the following amendment/s:*
  - a. *Insert amendment;*
  - b. *Insert amendment*
  - c. *Insert amendment..... .*

#### Option 3 – Repeal the Policy

Repealing the current policy would reduce the financial impacts for Council. However, this option does not support Council's priorities under the EDIS and does not position Council as competitive within the development industry and surrounding local governments.

**Stakeholder Engagement:**

Should Council elect to adopt the recommendation, Officers will undertake engagement via its Development Bulletin, update information on its social media platforms and targeted correspondence to regular stakeholders within the Development sector.

**Legal and Regulatory Implications:**

*Human Rights Act 2019*

The decision to make, amend or remove a policy requires consideration of human rights in accordance with the *Human Rights Act 2019* ("HRA"). In this instance, it has been assessed that the the adoption of the Development Incentive Policy does not impact on the human rights of individuals.

**Financial and Resource Implications:**

The Development Incentive Policy, like the current and former policies, seeks to waive in part, adopted infrastructure charges levied under Development Permits. Council budgets for this loss of revenue annually.

Since the implementation of the first policy in 2018, a total of \$2.27M has been budgeted to fund Policy applications. Only \$400,031.28 has been realised to date via completed developments.

The Policy limits financial risk where applications may exceed budget allocations in any financial year through the following provisions within the proposed policy:

- *"Council may at its absolute discretion, at any time, resolve that the policy does not apply to a development application; and*
- *Council's DICI budget may be limited from year to year and Council cannot guarantee that all eligible applications lodged will be funded."*

**Anticipated Resolution Completion Date:**

It is proposed that the Development Incentive Policy take effect from 2 March 2026 to coincide with the amended Gladstone Regional Council Infrastructure Charges Resolution. This period will provide Council time to communicate changes to the community prior to implementation.

**Attachments:**

1. Proposed Development Incentive Policy;
2. Existing Infrastructure Charges Rebate Scheme Policy.

## G/4.4. REVIEW OF COUNCILLOR CODE OF CONDUCT POLICY

**Responsible Officer:** General Manager Finance Governance and Risk

**Prepared By:** Governance Business Partner (Acting)

**Council Meeting Date:** 2 December 2025

**File Ref:** CM28.2

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### **Purpose:**

This report recommends repealing the Councillor Code of Conduct Policy and update Council's website to link directly to the Queensland Government's '*Code of Conduct for Councillors in Queensland*'.

### **Officer's Recommendation:**

That Council:

1. Repeal the Councillor Code of Conduct Policy; and
2. Update Council's website to link directly to the Queensland Government's '*Code of Conduct for Councillors in Queensland*'.

### **Summary:**

The Councillor Code of Conduct Policy endorses the State Government's framework for the standard of conduct and behaviour expected of all Mayors and Councillors whilst acting in their capacity as an elected member. Councillors are obliged to comply with the Queensland Government's '*Code of Conduct for Councillors in Queensland*' regardless of the contents of Council's Code of Conduct Policy. All councillors declare they will abide by the '*Code of Conduct for Councillors in Queensland*' when they are elected.

### **Link to Corporate Plan:**

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

### **Background:**

The *Local Government Act 2009* requires the Minister for Local Government to make a code of conduct setting out the standards of behaviours for councillors in performing their official functions as elected representatives consistent with the five local government principles (LG Principles) that underpin the Act.

Council's Councillor Code of Conduct Policy is a commitment to adhere to the local government principles and the '*Code of Conduct for Councillors in Queensland*', however, before assuming public office, councillors commit to complying with the LG Principles, legislative obligations of councillors and the '*Code of Conduct for Councillors in Queensland*'.

There is no statutory obligation for Council to maintain a Councillor Code of Conduct Policy.

As part of the review, research was undertaken to identify practices across other Councils. The findings indicate that Logan City Council, Ipswich City Council, Rockhampton Regional Council, and Bundaberg Regional Council do not have a standalone Policy; instead, they reference the '*Code of Conduct for Councillors in Queensland*'. In contrast, Banana Shire Council and Bulloo Shire Council have adopted a specific Policy.

### **Risk Management Summary:**

Council has a measured appetite for taking risks to support innovative governance practices, provided these comply with legislation and safeguard Council's interests. However, Council has zero tolerance for corrupt conduct or misconduct by officers, councillors, contractors, or volunteers. Council can effectively mitigate its risk with the repeal of the Councillor Code of Conduct Policy as this does not remove Councillors obligations under the '*Code of Conduct for Councillors in Queensland*'.

### **Options and Opportunity Analysis:**

#### Option 1 – Repeal the Policy

The '*Code of Conduct for Councillors in Queensland*' is readily accessible from the website of the Department of Local Government, Water and Volunteers.

Councillors must comply with the '*Code of Conduct for Councillors in Queensland*', regardless of Council's own policy.

To avoid the administrative effort involved in reviewing Council's Councillor Code of Conduct Policy it is proposed to repeal the policy and update Council's website to link directly to the Queensland Government's '*Code of Conduct for Councillors in Queensland*'. The repeal of this policy also makes the information easy to find, access, and use by customers with the Queensland Government being the single source of information.

#### Option 2 – Adopt a Revised Policy

Alternatively, Council may wish to retain a policy, If this is preferred, an alternative resolution could be:

*'That a review be undertaken of the existing Councillor Code of Conduct Policy to consider \_\_\_\_\_.'*

### **Stakeholder Engagement:**

Consultation has occurred with the Chief Executive Officer, General Manager Finance Governance and Risk, and Manager Governance and Risk.

### **Legal and Regulatory Implications:**

There is no legislative basis that requires Council to maintain a councillor conduct policy. The obligation to comply with the '*Code of Conduct for Councillors in Queensland*' stems from the *Local Government Act 2009*.

### **Financial and Resource Implications:**

Nil financial implications in repealing the policy and very minimal resource implications to update Council's website.

**Anticipated Resolution Completion Date:**

31 December 2025.

**Attachments:**

1. P-2021-02 – Councillor Code of Conduct Policy
2. Code of Conduct for Councillors in Queensland

## G/4.5. QUEENSLAND AUDIT OFFICE FINAL MANAGEMENT REPORT 2024-25

**Responsible Officer:** General Manager Finance Governance and Risk

**Prepared By:** Financial Controller

**Council Meeting Date:** 2 December 2025

**File Ref:** FM4.4

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### **Purpose:**

To present a copy of the Final Management Report to ensure transparency and accountability of Council regarding audit findings.

### **Officer's Recommendation:**

That Council note the Final Management Report (Attachment 1 to the Officer's report) provided to Council in accordance with Section 213 of the Local Government Regulation 2012.

### **Summary:**

The Queensland Audit Office has completed the 2024/25 financial audit and provided a Final Management Report addressed to Mayor Burnett. Highlights from the Final Management Report include:

- Two new significant deficiencies were identified
- Nine new deficiencies were identified
- One new financial reporting issue was identified
- One new deficiency was identified in the interim letter – this is resolved pending review
- Three unresolved deficiencies remain from a prior year – one is resolved pending review

### **Link to Corporate Plan:**

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

### **Background:**

Under Section 213 of the Local Government Regulation 2012, the Mayor of a local government must present a copy of the auditor-general's observation report at the next ordinary meeting of the local government. The interim and final letters prepared by the Queensland Audit Office are these observation reports.

The final letter is provided to detail the results of the audit work performed. The report assesses the design and implementation of internal controls and whether they operate effectively. The report also details any financial reporting issues and other matters that should be considered.

The final letter for 2024/25 reported two new significant deficiencies in Council's internal controls. There are also ten current year deficiencies, one financial reporting issue and three prior year unresolved deficiencies which management have committed to resolving within the noted timeframes. Two of these are already resolved pending review.

Current year issues identified in Final Letter	
Observation	Status Update
25-CR1 – User account management practices require further consistency	<ul style="list-style-type: none"> <li>• ICT's overarching project for Improving Compliance which covers several security aspects is on track.</li> <li>• ICT hold internal workshops for continuous improvement of our user account management practices, the last of which held in late October focused on vendor access.</li> <li>• Penetration testing has been scheduled for early Q3 which will test our current password settings</li> </ul>
25-CR2 – Password settings not aligned with Microsoft password guidelines	ICT has multiple reportable overarching projects underway which will include a review of all Active Directory (AD) and Entra ID users, permissions, and settings. Outcomes from these projects and QAO recommendations will form the basis of any action plans for the working parties of projects. These projects are due for completion by Q3 25/26.
25-CR3 – Logging recommendations not met	ICT has a reportable overarching project underway which will include a review of all Active Directory (AD) and Entra ID logging settings. Potential action items will be based on the review and recommendations. This project is due for completion by Q3 25/26.
25-CR4 – Technology One change management plan and process is insufficient	<ul style="list-style-type: none"> <li>• Development of Technology One change management plan allocated to team member – estimated start December 2025.</li> <li>• All changes are now being logged in the existing service desk, with additional functionality to be adopted pending suitability (following demonstrations from ICT yet to be arranged).</li> </ul>
25-CR5 – Logical security control weaknesses in TechnologyOne	<ul style="list-style-type: none"> <li>• Review of users with high level of access in progress.</li> <li>• Cleanup of dormant/ expired accounts undertaken and processes updated for disabling of accounts.</li> <li>• Review of generic accounts underway.</li> <li>• Review of privileged users for performance of generic user tasks completed.</li> <li>• Dashboard created to provide visibility of failed batch jobs.</li> </ul>
25-CR6 – Lack of a policy with respect to ex-gratia payments and deed not signed by appropriate delegated authority	Meeting between Manager Governance and Risk (Acting) and Manager People Services scheduled for November to commence outworking of action regarding policy position and delegations review.
25-CR7 – Management review over asset valuations needs improvement	<ul style="list-style-type: none"> <li>• Scope of works being developed for 25-26 Land, Buildings &amp; Park Furniture &amp; Other Structures valuation including clear timelines</li> <li>• Early engagement with internal subject matter experts (SMEs) through Assets &amp; Services Management Steering Group to raise awareness and seek internal commitment to collaboration.</li> </ul>
25-CR8 – Council doesn't have a framework to determine when contract variations and extensions are appropriate	<p>Next steps:</p> <ol style="list-style-type: none"> <li>1. Initial Procurement Policy review occurring at Councillor information session in December 2025</li> <li>2. Corporate Standard consultation - working towards commencement February 2026</li> <li>3. Corporate Standard and Procedure update from consultation and Councillor feedback - March 2026</li> </ol>

	4. CEO approval - April/May 2026
25-CR9 – Ageing of work in progress – delays in capitalisation of assets	WIP Working group established, first meeting to occur in November.
25-CR10 – Donated Assets not capitalised in timely manner	Processes have been checked but will need to be modified slightly and we need to investigate how to enable the workflow in Pathway.
25-CR11 – Infrastructure charges register not updated	Officers have reviewed other LGA's AIC Registers and processes. We have begun to develop an updated AIC register for the website which is more user friendly and meets the legislative requirements. Current focus is to review and update 2025 AIC notices into the Register and work back 'in time' until 1 Jan 2020. This will likely take several months given team resourcing. The old register will remain on the website, with the new format register being added to as the review progresses. It has been determined that the background input of the AICN data was inefficient and officers are updating this process to ensure new DA's and AICN issued will be input into the format AICN register.
25-CR12 - Valuation of investment properties	Scope of works being developed for 25-26 Land, Buildings & Park Furniture & Other Structures valuation including additional information requirements relating to investment properties.
<b>Prior year unresolved issues</b>	
<b>Observation</b>	<b>Status Update</b>
24-IR1 - Timely review and update of council policies	Of the four remaining, three have been delayed to coincide with the upcoming preparation of the Transport Service Plan as part of the 25–26 Operational Plan. The final overdue review remains in progress, with the intention to repeal the policy and replace with a procedure.
23-CR1 GIS reconciliation to fixed asset register	The reconciliation report has been developed and is being used to correct GIS Layer data initially. Once this is fixed, we will look to the assets that are not mapped and make a decision if they need to be. Eg Trees.
<b>Resolved issues pending review</b>	
<b>Observation</b>	<b>Status Update</b>
25-IR1 - Lack of evidence of review by an independent person	All identified functions now ensure that evidence of reviews is clearly documented. This will be tested as part of the 2026 audit planning.
20-CR3 - Improvement of the three way-match process required	The procure-to-pay initiative was implemented in May 2025. This will be tested as part of the 2026 audit planning.

#### **Risk Management Summary:**

Council's Risk Management Framework has been applied to understand the level or risk or exposure that each deficiency exposes the organisation to. This has been used to frame management responses to each issue.

**Options and Opportunity Analysis:**

N/A

**Stakeholder Engagement:**

All impacted leaders have been consulted on the required actions to close the gap on the identified deficiencies and ensure the required resources are allocated to complete the actions within the agreed timeframes.

The Audit Risk and Improvement Committee have been provided with the closing report, which provides detailed audit findings.

**Legal and Regulatory Implications:**

Section 213 of the Local Government Regulation 2012 requires the Mayor of a local government to present a copy of the auditor-general's observation report at the next ordinary meeting of the local government. This report meets this legislative obligation.

**Financial and Resource Implications:**

N/A

**Anticipated Resolution Completion Date:**

N/A

**Attachments:**

1. 2025 Gladstone Regional Council - Final Management Report

## **G/4.6. STATUTORY DELEGATIONS OF POWER COUNCIL TO THE CHIEF EXECUTIVE OFFICER**

**Responsible Officer:** General Manager Finance Governance and Risk

**Prepared By:** Governance Business Partner

**Council Meeting Date:** 2 December 2025

**File Ref:** CM9.2

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### **Purpose:**

This report seeks an annual review of Council's delegation of legislative power to the Chief Executive Officer (CEO) to ensure that the CEO can share in the exercise of powers and sub-delegate to relevant Officers within the organisation where appropriate.

### **Officer's Recommendation:**

That the legislative powers listed in Attachment 1 'Statutory Delegations Register – Council to CEO' excluding those identified as 'Remain with Council', be delegated to the Chief Executive Officer pursuant to Section 257 of the *Local Government Act 2009*.

### **Summary:**

Section 257 of the *Local Government Act 2009* allows Council to delegate legislative powers to the Chief Executive Officer, who may further sub-delegate under Section 259 with the exception of those powers that legislatively cannot be delegated or sub-delegated. Council is required to review its delegations annually. The last full review of Council to CEO delegations was on the 3 December 2024.

Attachment 1 presents the powers that Council has previously delegated to the Chief Executive Officer. It also incorporates new / changed delegations as a result of recent legislative changes (entries in red text). Officers are seeking a Council decision on which powers it considers appropriate to delegate to the CEO.

### **Link to Corporate Plan:**

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

### **Background:**

Council has an obligation to administer or enforce a wide range of State legislation either in whole or in part. In many instances the power to make decisions under legislation is given to 'Local Government' or 'Council' or 'the entity'. Where a power is given in this way, it is expected that the power is to be exercised by the elected body of Council (i.e. via Council resolution at a Council General Meeting) unless delegated. Council can share in the exercise of its powers through delegation to the Chief Executive Officer who may further sub-delegate to other positions within the organisation (except where legislation specifically prohibits delegation and sub-delegation).

It is important to note that Council, as an elected body, is not giving away this power by delegating; it can still exercise any power in its own right. The process of Council sharing its legislative powers through delegation and sub-delegation allows officers to administer Council's responsibilities and make operational decisions efficiently and within their area of expertise, without the need for a Council resolution.

The *Local Government Act 2009* (Section 260) requires the Chief Executive Officer of a Local Government to establish a register(s) of delegations that records all delegations held by Council, the Mayor, or Chief Executive Officer. The Local Government Association of Queensland has developed a delegation register service for members, with the assistance of King and Company Solicitors, who comprehensively review State legislation impacting Local Government. The delegations register service covers all possible delegations from Council to the CEO and from the CEO to employees or contractors for legislation that Councils may have a role in administering, enforcing, monitoring, or have other powers/obligations under.

The register is updated by King and Company during the two major Queensland Parliamentary recesses (summer and winter) when they have increased confidence that there will be no further changes to Acts and Regulations. King and Company have also included one Commonwealth Act (*Aged Care Act 1997 CTH*) in the delegation register service as a number of Queensland Councils are involved in providing aged care facilities or services which falls within the Federal Government's legislative jurisdiction. After review, officers decided not to include the *Aged Care Act 1997 CTH* in Council's delegation register as Council is not involved in the delivery of aged care services or facilities at this time. Whilst these delegations are not included in the register, Council (via resolution) can still choose to exercise these powers if and when it has an appetite to do so.

Historically, Council has taken the approach of including all the identified legislation identified by King and Company in its Statutory Delegation Register along with its Local Laws and Subordinate Local Laws, rather than excluding particular State Acts and Regulations.

Attachment 1 to this report presents the Statutory Delegation Register as prepared by King and Company and released on the 3 September 2025 (updates up to and including July 2025) and incorporates delegable powers under Council's Local Laws and Subordinate Local Laws.

It is noted that some powers have not been delegated to the CEO based on historic guidance where it was indicated that Council should be the sole decision maker on these strategic issues. This generally includes decisions such as acquiring, resuming and selling land, matters of compensation due to its potential budgetary impacts, appointments to key representative roles, high level review decisions, deciding to take legal action under particular legislation, permanently closing roads and other key infrastructure decisions. The powers identified as remaining with Council are highlighted in orange in Attachment 1. Alternatively, some Councils take the approach of delegating all the powers in the Register to the CEO. Council can elect to take this approach if it has an appetite to do so.

Councillors seeking additional information on individual delegations can obtain the context of the power by looking at the relevant Act and/or Regulation. All Queensland legislation can be found on the Queensland Government's website.

### **Risk Management Summary:**

There is a risk if Council delegations to the Chief Executive Officer are not reviewed annually that they may be open to legal challenge on the basis that the *Local Government Act 2009* (Section 257(5)) requires that they be reviewed annually. Reviewing delegations to the Chief Executive Officer will eliminate this risk and maintain Council's measured approach to regulatory and compliance risk.

The delegation of power to the Chief Executive Officer also ensures that Council has legally shared relevant decision-making power and obligations with the Chief Executive Officer to ensure that legislative responsibilities are met in a timely and responsible way which maintains Council's measured approach to reputational risk.

### **Options and Opportunity Analysis:**

Option 1 – Adopt the Recommendation

The opportunity of reviewing / renewing delegations to the CEO is that Council maintains compliance under Section 257(5) of the *Local Government Act 2009* to renew delegations annually. Not sharing legislative power through delegation would result in Council having to make all decisions (by resolution) and meet all obligations under the broad range of Acts and Regulations that Council has responsibilities under.

Option 2 – Amend the Delegations presented in Attachment 1

Should Council elect to change the delegation of particular powers, it can pass an alternative resolution which excludes/includes revised delegable powers. The resolution could be as follows:

*'That the legislative powers listed in Attachment 1 'Statutory Delegations Register – Council to CEO' excluding those identified as 'Remain with Council', be delegated to the Chief Executive Officer pursuant to Section 257 of the Local Government Act 2009, subject to the following amendments:*

1. *Insert proposed change*
2. *Insert proposed change.'*

Option 3 – Delegate all the Powers contained in the Register to the CEO

Should Council seek to delegate all the powers as presented in the Register to the Chief Executive Officer, an alternative resolution could be:

*'That under the provisions of Section 257 of the Local Government Act 2009, Council delegates all powers in Attachment 1 'Statutory Delegations Register – Council to CEO', to the Chief Executive Officer, including those presented as 'Remain with Council'.*

**Stakeholder Engagement:**

Council's Governance and Risk Team review legislative delegation updates as produced by King and Company. The Manager Governance and Risk and Executive Leadership Team review the delegations as part of the agenda review process, before being tabled at Council's General Meeting.

**Legal and Regulatory Implications:**

Section 257 of the *Local Government Act 2009* allows Council to delegate powers to the Chief Executive Officer, who may further sub-delegate under Section 259 with the exception of those powers that legislatively cannot be delegated or further sub-delegated, or that Council has requested not be further sub-delegated. Section 257(5) requires that Council review all delegations to the CEO annually and that a register of all delegations be kept (S.260).

**Financial and Resource Implications:**

There are no direct costs to Council in delegating statutory powers to the Chief Executive Officer. Delegating powers to the Chief Executive Officer results in time and resource savings in the operations of Council.

**Anticipated Resolution Completion Date:**

31 December 2025

**Attachments:**

1. Statutory Delegations Register – Council to CEO

## G/4.7. WAIVER OF GREEN WASTE DISPOSAL FEES

**Responsible Officer:** General Manager Finance Governance and Risk

**Prepared By:** Manager Revenue Services

**Council Meeting Date:** 2 December 2025

**File Ref:** FM6.1 and FM7.1

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### **Purpose:**

To seek Council's retrospective endorsement of the waiver of fees for the domestic disposal of Green Waste for the period 26 November 2025 – 1 December 2025 following recent severe storm activity.

### **Officer's Recommendation:**

That Council waive the fees and charges payable under the 2025/2026 Fees and Charges Register for the disposal of domestic uncontaminated green waste for the period 26 November 2025 to 1 December 2025 at Gladstone Transfer Station, Benaraby Landfill, and Agnes Water Transfer Station.

### **Summary:**

The Gladstone Region was recently impacted by severe storm activity. To support the clean up of debris and limit the impact to the community, fees for the disposal of domestic uncontaminated green waste were waived. This report seeks Council's retrospective endorsement of the fee waiver.

### **Link to Corporate Plan:**

Delivering Value - We work efficiently to deliver value for your rates.

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:**

Recent storm activity resulted in a large amount of debris from trees and shrubbery. To support the community's efforts to clean up the debris, fees for the disposal of domestic green waste were waived for the period 26 November 2025 to 1 December 2025 at Gladstone Transfer Station, Agnes Water Transfer Station, and Benaraby Landfill.

The waiver included the disposal of:

- Leaves;
- Small branches;
- Palm fronds; and
- Garden trimmings.

The locations for the disposal of the green waste were selected due to the site's ability to safely store the green waste until the waste can be mulched.

**Risk Management Summary:**

Council has a Minimal appetite for health safety and wellbeing risks, and an Open appetite for Financial risks. Council's risk appetite provides that Council will tolerate minor losses, or capital outlays attributable to new processes or innovation to improve services to meet community needs.

**Options and Opportunity Analysis:**

Officer's Recommendation

Although the decision was made in consultation with Councillors, given the short time to respond to the situation and the community needs, it was not practical to obtain a resolution of Council. Officers do not have a delegation to waive the relevant fees and charges. Adoption of the Officer's Recommendation will ratify the decision made. The decision to waive fees and charges for uncontaminated domestic green waste in relation to disaster response and management activities is consistent with Council's resolution earlier this year to waive green waste fees for domestic customers as part of Get Ready Week.

**Stakeholder Engagement:**

Council's approach to the waiver of fees was developed by officers in consultation with Councillors.

**Legal and Regulatory Implications:**

Council's Register of Fees and Charges does not include a delegation to waive the fees associated with the disposal of waste. Decisions must therefore be made by Council. The Register of Fees and Charges can be amended at any time and there is an opportunity to explore a delegation.

**Financial and Resource Implications:**

Council has forgone revenue associated with the disposal of the green waste during the fee waiver period. Systems to capture the amount of revenue forgone have been put in place and Council will be able to utilise this data should any funding become available in relation to the storm activity.

**Anticipated Resolution Completion Date:**

2 December 2025

**Attachments:**

Nil

## G/4.8. AUDIT RISK AND IMPROVEMENT COMMITTEE MEETING SUMMARY FOR 1 OCTOBER 2025

**Responsible Officer:** General Manager Finance Governance and Risk

**Prepared By:** Principal Internal Auditor

**Council Meeting Date:** 2 December 2025

**File Ref:** CM26.2

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### **Purpose:**

To present a report about the matters presented at the Audit Risk and Improvement Committee meeting held 1 October 2025, pursuant to section 211 of the *Local Government Regulation 2012*.

### **Officer's Recommendation:**

The Council receive the written report of the Audit Risk and Improvement Committee Meeting that was held on 1 October 2025.

### **Summary:**

Council's audit committee, the Audit Risk and Improvement Committee (ARIC), met on 1 October 2025. In accordance with section 211(1)(c) of the *Local Government Regulation 2012*, the audit committee of Council must, as soon as practicable after a meeting of the committee, give a written report about the matters reviewed at the meeting and the committee's recommendations about the matters.

The detailed meeting minutes and papers presented at the meeting are available for Councillors in DocsOnTap.

Key points from the Chair of the Audit Risk and Improvement Committee include:

- With a refreshed Committee, and the advantage of some members who bring continuity and context, we're seeing growing confidence in how management presents information and follows through on actions.
- We genuinely appreciate the willingness to test new formats and experiment which is a great sign of a continuous improvement mindset.
- While our role is to provide independent oversight that assures Council risks are managed and actions followed through, we also add value by serving as a sounding board when issues or uncertainties arise. We continue to encourage the organisation to keep bringing the tricky issues, the early signals, and the 'can we get your view on this?' moments.
- While we review the papers, it's the quality of the conversation that matters most. We're seeing a positive shift in the right direction, and together we're building a strong, open partnership that extends beyond assurance, underpinned by a clear risk lens and anchored in the organisation's broader context and direction.

### **Link to Corporate Plan:**

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## Risk Management Summary:

In accordance with Councils' Audit Risk and Improvement Committee Terms of Reference, the Committee has the following risk management responsibilities:

- Reviewing the effectiveness of governance, risk management & controls and fraud control measures.

## Options and Opportunity Analysis:

Below is a summary of the Committee meeting held on 1 October 2025:

1. No matters to report from the Committee Closed Session.
2. Apologies were noted.
3. The Chair of the Audit Risk and Improvement Committee declared a potential Conflict of Interest related to the facilitation of a Corporate Planning session by her company, One People Pty Ltd, and that no recommendations will be made on items that the committee will be or could be reviewing.
4. Minutes of the Audit Risk and Improvement Committee Meeting held on 11 June 2025 were approved.
5. Business arising from minutes was noted and no concerns were raised regarding the status of open items. Proposed dates for the 2026 calendar year Audit Risk and Improvement Committee meetings to be forwarded to the Committee members for feedback.
6. The CEO report discussions included the new reporting formats, updated Risk Management Policy, activation of the Business Continuity Role, recruitment for the General Manager Operations position, Work Health and Safety Inspectors currently within the region and importance of reviewing third party arrangements.
7. Legal Services current legal matters were highlighted and enhancements to report trends, aging and commentary were suggested.
8. External Audit
  - The Information Systems audit has been completed with the findings being reviewed.
  - Challenges with the valuers were mentioned including obtaining information from the valuers which has caused delays.
  - The Overseeing the Use of Artificial Intelligence (AI) report has been tabled with more information to be provided at the next meeting. It was noted that the report reviewed the policy in terms of how organisations are managing the risks associated with AI being used and that AI is being used appropriately.
  - A review of the accounting standards is taking place with a report due by end of the year. It was anticipated that there would be some reforms for the sector.
  - An overview of the External Audit Plan Queensland Audit Office (QAO) 2024/25 was provided
  - A discussion was held regarding the depreciation taskforce for local government and the frustration expressed by some Mayors with the current process for depreciation and that this taskforce was an opportunity for change.
9. Financial Reports
  - The **monthly financial reports** were presented and the Committee acknowledged the summary report and suggested the inclusion of a visual representation in terms of the variances.
  - The Committee noted the content of the **2025-26 Budget and Operational Plan** adopted by Council and enquired if the funds allocated to improving the customer service program has a process where it is allocated and if there was flexibility for that to change. Advice was provided that there were specific activities identified for the funds at the time of budget however there is flexibility for change which has already occurred.

- An overview of the **Long Term Financial Forecast** was provided and it was highlighted that although the asset sustainability aspect is trending as red, there are no concerns. Discussions were held regarding the population forecast and concern was raised regarding increasing costs with no increase in income, the conservative forecast of the Gladstone Area Water Board (GAWB) dividends and the potential funding impact of the Gladstone to Fitzroy Pipeline.
- The Committee commended the 'Lessons Learned' commentary in the **Financial Accounting Matters** report noting that it provided great context and enquired regarding the plan on implementing the lessons learned and how they could be kept informed of the progress. Further discussions were held regarding the procurement process, the excellent engagement with the Queensland Audit Office, asset valuations and the landfill provision.
- The **Draft 2024-25 Financial Statements** was noted and the management of the capital work in progress (WIP) was discussed, with additional reporting to be provided to the next meeting regarding the additional steps and demonstrate that the WIP balance is under control.

#### 10. Strategic Risks

- The Committee received the **Quarterly Risk Management Report** and it was noted that work is being undertaken to implement the new Risk Management Policy including the development of a new Risk Management Corporate Standard. The following was noted by the Committee:
  - Acknowledgement of the work undertaken in the risk space including the analysis of the strategic risks and the importance of good data to support the analysis.
  - The investment needed in risk management and controls to reduce risk.
  - Making decisions that is outside of the risk appetite and the importance of Council making a conscious and informed decision and understand the risks associated with that decision.
  - Change to the role and responsibilities of the Audit Risk and Improvement Committee to provide an independent review and not independent assurance of risk management.
  - The Business Continuity Plan and the role of the proposed working group in the development of the Business Continuity Framework and the provision of support and guidance during a crisis situation.
- Feedback was received regarding the development of a **high level assurance map** and the prioritisation of high risk assurance gaps.

#### 11. Asset management

- An overview of the new Asset Management Report, taking a 'what does it mean to not achieving maturity' approach, the assurance provided through the asset management plans and future reporting on service planning.
- The Committee commended the report noting that it was reflective of feedback mentioned previously on understanding the data and requested additional context on what is the asset life cycle and suggested that future reports could demonstrate "this is where we are", "what are we currently working on" and then the target.

#### 12. People Culture and Safety

- An overview was provided regarding the approach to the new report style for the People, Culture and Safety Report including an analyse of the two applicable corporate risks, related controls, treatments and emerging issues. Further enhancements to the new report format were suggested and to explore the opportunity to present the report at a Councillor Information Session.
- A discussion was held regarding the relaunch of leadership focus and culture with specific interest in the leadership development, Blue Bus program, psychosocial safety risk, and how Council is making sure outcomes are being achieved.
- It was noted that none of the long term vacancies are of a concern.

#### 13. The Insurance Report was noted and the value of Cyber Security Coverage and valuations by the insurers were discussed.

14. Internal Audit / Ethics Integrity and Audit

- The Committee acknowledged the great outcome of the external quality assurance review and noted that it was a testament to the experience, technical qualifications and ability of the Ethics Integrity and Audit team.
- A discussion was held regarding the ten high risk matters that are unresolved, risk rating and the change in Council's risk appetite.
- The Committee noted the Internal Control Assurance And Compliance Attestation Statements.
- An overview of the Fraud Management Maturity report was provided and the Committee raised concern that if people aren't taking accountability or perceived that they don't have accountability then that is a foundational risk. The Committee suggested that there is work to be undertaken to raise awareness and noted that the accountable leadership work that is in progress will assist in this area.
- The Committee commended the excellent Ethics Integrity And Audit Annual Report and noted that it has demonstrated that the right areas are being addressed and areas are being highlighted to Council that need addressing.
- The Audit, Risk and Improvement Committee formally endorse the Internal Audit Documents presented at the Planning Day on Thursday 12 June 2025.
- A discussion was held regarding the Committee Charter. It was mentioned that the Terms of Reference are adopted by Council with the Charter signed off by the Chief Executive Officer (CEO). It was noted that a benefit of having the Charter signed off by the CEO is the ability to easily change the document if standards change and / or where required. It was further noted that the Committee have the ability to raise any concerns with the Mayor or Council if required.

15. The following Officer's Reports were presented to the Committee:

a. Contracts and Procurement

The Committee requested that future reports include any requests of the Committee to be highlighted at the top of the report. The Committee enquired regarding the context on the analysis of spend less than \$15,000 and a comparison to transactions prior to the change of threshold.

b. Information, Communication And Technology Update

The Committee suggested to include information in relation to the status against the Essential 8 controls. The Committee enquired on the confidence of the third-party risk management with the top 10 suppliers mentioned in the Contracts and Procurement report and suggested that a review is undertaken to determine if those suppliers have Domain-based Message Authentication Reporting and Conformance (DMARC).

16. The Committee members discussed their self-development.

17. There were no Council referrals or General Business.

**Stakeholder Engagement:**

The minutes of the Committee are reviewed by the ARIC members, the Principal Internal Auditor, General Manager Finance Governance and Risk and the Chief Executive Officer. The summary report was reviewed by the Chair of the Audit Risk and Improvement Committee and incorporate the feedback received.

**Legal and Regulatory Implications:**

The *Local Government Act 2009* requires that the audit committee of Council – the Audit Risk and Improvement Committee – oversee audit, annual financial reporting and other relevant governance functions to provide Council with an additional level of assurance that systems and controls are in place to minimise risk exposure.

**GLADSTONE REGIONAL COUNCIL GENERAL MEETING AGENDA - 2 DECEMBER 2025**

Local Government Regulation 2012, Chapter 5, Section 211(1)(c) states: The audit committee of a local government must – ‘as soon as practical after a meeting of the committee, give the local government a written report about the matters reviewed at the meeting and the committee’s recommendations about the matters.’

**Financial and Resource Implications:**

N/A

**Anticipated Resolution Completion Date:**

N/A - information only report.

**Attachments:**

Nil

## G/4.9. LEASE RENEWAL - METEORS SPORTS CLUB

**Responsible Officer:** General Manager Community and Lifestyle

**Prepared By:** Community Leasing Officer

**Council Meeting Date:** 2 December 2025

**File Ref:** CP8.2

---

### **Purpose:**

To allow Council to consider the renewal of the lease to Meteors Sports Club Ltd over Lot 2 RP 614829, situated at 673 Glenlyon Road, Gladstone, with Council as owner of the land.

### **Officer's Recommendation:**

That Council:

1. Resolves that 236(1)(b)(ii) of the Local Government Regulation 2012 applies to the proposed lease of Lot 2 RP 614829, situated at 673 Glenlyon Road, Gladstone to Meteors Sports Club; and
2. Enters into a Lease with the Meteors Sports Club for a period of 10 years at a rental of \$1.00 per annum payable on demand.

### **Summary:**

A community lease renewal has been assessed by the Community Leasing Officer in line with Council's Land Transaction Policy (P-2023-02) with a recommendation presented for Council's consideration.

### **Link to Corporate Plan:**

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### **Background:**

Council is the owner of the land situated at 673 Glenlyon Road, Gladstone, which is zoned for Sport and Recreation.

The Meteors Sports Club leases the land from Council under a registered lease. The lease area is shown in Image 1 below, shaded blue. The lease commenced on 1 July 2005 to 30 June 2025 ("the Lease") and the Lessee is currently occupying the land in accordance with the terms of that Lease.



Image 1 – 673 Glenlyon Road, Gladstone

### Risk Management Summary:

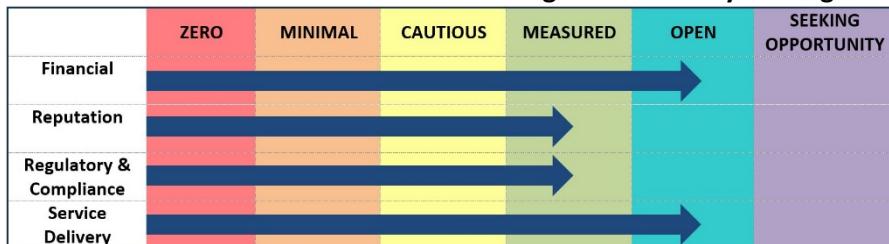
Renewing the lease to Meteors Sports Club presents potential risks across **Financial, Reputational, Regulatory and Compliance, and Service Delivery** categories. The primary risks relate to the club's ability to continue managing and maintaining the facility to the required standard and meeting community expectations for safe and equitable access. Failure to do so could result in reputational impacts for Council and potential financial or compliance implications if remedial action is required.

The officer's recommendation to renew the lease is expected to reduce risk, rather than introduce, by maintaining an established partnership and allowing updated lease terms to strengthen compliance and performance requirements. This approach aligns with Council's appetite across the relevant categories to support community outcomes, while maintaining effective risk controls.

Overall, the identified risks are managed within Council's current **Open and Measured risk appetite**. The lease renewal provides a balanced approach that supports ongoing community sport and recreation opportunities while safeguarding Council's financial, reputational, and compliance interests.

The proposed recommendation is made in accordance with Council's Land Transaction Policy.

### Please see below the Risk Tolerances Relating to Community Leasing:



### Options and Opportunity Analysis:

It is the Officer's recommendation that Council resolve to renew the Meteors Sports Club's lease for a further term.

## GLADSTONE REGIONAL COUNCIL GENERAL MEETING AGENDA - 2 DECEMBER 2025

It is proposed, that subject to discussions with the Meteors Sports Club, the lease will be on the following terms:

- Lease Area: As per the current lease (Image 1 above);
- Term: 10 years (community organisation exemption);
- Rent: \$1.00 per annum payable on request;
- Outgoings: The responsibility of the Lessee;
- Maintenance: The responsibility of the Lessee; and
- Conditions: Standard community lease conditions.

The opportunities associated with the Officer's recommendation are:

- Security of tenure for Meteors Sports Club;
- The Officer's recommendation is consistent with Council's current policy; and
- Generally, 10 years is sufficient to secure government funding where the land is owned or managed by Council in addition, Council regularly provides letters of support to assist organisations with funding opportunities.
- Provides clarity of the responsibilities of the lessee and of Council.
- Enables Council to continue to provide the land to Meteors Sports Club at a peppercorn rate, supporting the provision of sport and recreation activities.

### Stakeholder Engagement:

Engagement with stakeholders was included in the lease negotiation process, including:

- Meteors Sports Club
- General Manager Community and Lifestyle
- Manager Community Partnerships
- Community Leasing Officer

Through the Officer's engagement with Meteors Sports Club, the following is provided by the Lessee as supporting information:

October 2025 – Lessee Snapshot	
Membership Numbers	Meteors Football Club (110) Meteors Hockey Club (95) Silat/Zen 9 Martial Arts (280)
Number of Volunteers	Meteors Sports Club (6) Meteors Football Club (15) Meteors Hockey Club (10) Silat/Zen 9 Martial Arts (11)
Successes	Since taking over in 2023, the committee report the following success stories: <ul style="list-style-type: none"><li>• Solid, transparent and progressive committee</li><li>• Paid out a substantial overdraft account and placed general trading account into the black</li><li>• Installed two new air conditioners for the hall</li><li>• Commenced talks with Gladstone Junior Cricket (GJC) for them to sublet the back cricket field</li><li>• Engaged Silat Martial Arts group to share upstairs and field facilities (280 members)</li><li>• Engaged a Disability Group to use the downstairs facilities</li><li>• Continued providing the hall for the community use</li><li>• Continued to maintain the grounds and buildings to above standard</li></ul>
Planned Upgrades	<ul style="list-style-type: none"><li>• In conjunction with GJC, new cricket pitch, clubhouse and storage shed</li></ul>

	<p>at back cricket field</p> <ul style="list-style-type: none"> <li>• Replace and upgrade carpet in clubhouse</li> <li>• Overhaul clubhouse i.e.. Painting, minor repairs</li> <li>• Renovate and upgrade kitchen to full catering standard</li> <li>• Replace and upgrade Gym flooring</li> </ul>
Challenges	<ul style="list-style-type: none"> <li>• Limitations of sport type on fields due to overhead transmission lines. Big ball sports have tried to play here however have found the lines to be intrusive.</li> <li>• Financial constraints for the above upgrades.</li> <li>• Maintaining membership in clubs is getting more difficult requiring more time by volunteers in all areas of the clubs</li> </ul>

**Legal and Regulatory Implications:**

Under s227 of the Local Government Regulation 2012 (“LGR”), Council cannot dispose of a valuable noncurrent asset contract (a contract for the lease or sale of freehold land) unless it first invites written tenders or offers the non-current asset for sale by auction.

In this instance there are three applicable exceptions to s227 of the LGR:

1. Section 236 (1)(b)(ii) where the valuable non-current asset is disposed of to a community organisation;
2. Section 236 (1)(c)(iii) for the purpose of renewing the lease of land to the existing tenant of the land; and
3. Section 236 (2), an exception mentioned in subsection 216 (1)(a) to (e) applies to a local government disposing of a valuable non-current asset only if, before the disposal, the local government has decided, by resolution, that the exception may apply to the local government on the disposal of a valuable non-current asset other than by tender or auction.

By virtue of s236(1)(b)(ii) and s236(2), Council can enter into a fee simple lease with the lessee without first inviting written tenders or sale by auction, and for a value below market value because the Lessee is a community organisation.

**Financial and Resource Implications:**

The renewal of the lease will be undertaken by the Community Leasing Team and will not require any unbudgeted resources (financial or otherwise).

**Anticipated Resolution Completion Date:**

It is estimated that the lease renewal could be finalised and executed by 28 February 2026.

**Attachments:**

Nil

## G/4.10. LEASE RENEWAL - GLADSTONE HARBOUR CITY BMX

**Responsible Officer:** General Manager Community and Lifestyle

**Prepared By:** Community Leasing Officer

**Council Meeting Date:** 2 December 2025

**File Ref:** CP8.2

---

### **Purpose:**

To allow Council to consider the renewal of the lease to Gladstone Harbour City BMX Club Inc over Lease E on SP 271503, situated at Mercury Street, Gladstone, with Council as Trustee of the reserve land.

### **Officer's Recommendation:**

That Council:

1. Resolves that 236(1)(b)(ii) of the Local Government Regulation 2012 applies to the proposed lease of Mercury Street, Gladstone (Lease E on SP 271503) to Gladstone Harbour City BMX Club; and
2. Enters into a Lease with the Gladstone Harbour City BMX Club for a period of 10 years at a rental of \$1.00 per annum payable on demand.

### **Summary:**

A community lease renewal has been assessed by the Community Leasing Officer in line with Council's Land Transaction Policy (P-2023-02) with a recommendation presented for Council's consideration.

### **Link to Corporate Plan:**

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### **Background:**

Council is the Trustee of reserve land described as Lease E on SP 271503 situated at Mercury Street, Gladstone, which is zoned for Sport and Recreation.

The Gladstone Harbour City BMX Club leases the land from Council under a registered lease. The lease area is shown in Image 1 below, shaded blue. The lease commenced on 1 January 2016 to 31 December 2020 ("the Lease") and the Lessee is currently occupying the land in accordance with the terms of that Lease. It is noted that the BMX Club have a separate lease with central Queensland University who is the trustee of the remaining footprint of the BMX facility.



Image 2 - Lease E - Mercury Street, Gladstone

**Note: Harbour City BMX hold a lease with CQ University for use of the adjoining parcel of land.**

### Risk Management Summary:

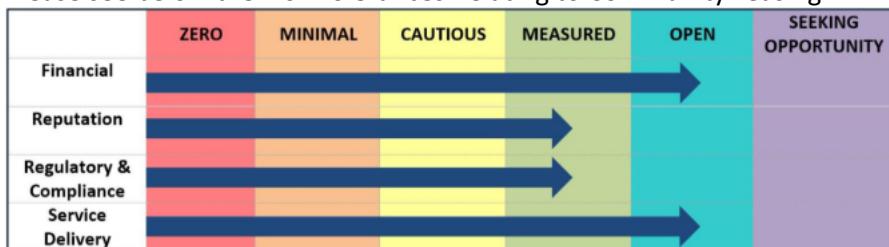
Renewing the lease to Gladstone Harbour City BMX presents potential risks across Financial, Reputational, Regulatory and Compliance, and Service Delivery categories. The primary risks relate to the club's ability to continue managing and maintaining the facility to the required standard and meeting community expectations for safe and equitable access. Failure to do so could result in reputational impacts for Council and potential financial or compliance implications if remedial action is required.

The officer's recommendation to renew the lease is expected to reduce risk, rather than introduce, by maintaining an established partnership and allowing updated lease terms to strengthen compliance and performance requirements. This approach aligns with Council's appetite across the relevant categories to support community outcomes, while maintaining effective risk controls.

Overall, the identified risks are managed within Council's current Open and Measured risk appetite. The lease renewal provides a balanced approach that supports ongoing community sport and recreation opportunities while safeguarding Council's financial, reputational, and compliance interests.

The proposed recommendation is made in accordance with Council's Land Transaction Policy.

Please see below the Risk Tolerances Relating to Community Leasing:



### Options and Opportunity Analysis:

It is the Officer's recommendation that Council resolve to renew the Gladstone Harbour City BMX Club's lease for a further term.

It is proposed, that subject to discussions with the Gladstone Harbour City BMX Club, the lease will be on the following terms:

- Lease Area: As per the current lease (Image 1 above);
- Term: 10 years (community organisation exemption);
- Rent: \$1.00 per annum payable on request;
- Outgoings: The responsibility of the Lessee;
- Maintenance: The responsibility of the Lessee; and
- Conditions: Standard community lease conditions.

The opportunities associated with the Officer's recommendation are:

- Security of tenure for Gladstone Harbour City BMX Club;
- The Officer's recommendation is consistent with Council's current policy; and
- Generally, 10 years is sufficient to secure government funding where the land is owned or managed by Council in addition, Council regularly provides letters of support to assist organisations with funding opportunities.
- Provides clarity of the responsibilities of the lessee and of Council.
- Enables Council to continue to provide the land to Gladstone Harbour City BMX Club at a peppercorn rate, supporting the provision of sport and recreation activities.

### **Stakeholder Engagement:**

Engagement with stakeholders was included in the lease negotiation process, including:

- Gladstone Harbour City BMX Club
- General Manager Community and Lifestyle
- Manager Community Partnerships
- Community Leasing Officer

Through the Officer's engagement with Gladstone Harbour City BMX Club, the following is provided by the Lessee as supporting information:

2025 – Lessee Snapshot	
Membership Numbers	141 memberships (up from 103 last year). A sign on day earlier in the year allowed members to use an Auscycling free 4-week licence. Most temporary members that used the licence converted to annual membership.
Number of Volunteers	10 volunteers
Success Story	<p>This year 2 rounds of the Auscycling QLD BMX State Series were held with 590 riders on each Saturday/Sunday.</p> <p>It is estimated 1,300 people were in attendance contributing to the economy in the Gladstone Region. The club can run large events of this size and has held this type of event over the last 3 years.</p> <p>Funding secured for the bitumen and berm project will allow the club to host large events, including the Auscycling Queensland State Championships in September 2026.</p>
Planned Upgrades	<p>The club will be commencing a bitumen and berm replacement project early 2026.</p> <p>The club is also looking at relocating some of the temporary buildings</p>

	within the track precinct. These would be the canteen, registration/scoring hut and equipment shed out of the flood zone to a higher ground, as well as track expansion. These buildings were affected by flooding from the river next to the track in April this year.
Challenges	Financial constraints for upgrades to the track, buildings and surrounds.

### **Legal and Regulatory Implications:**

Under s227 of the Local Government Regulation 2012 ("LGR"), Council cannot dispose of a valuable noncurrent asset contract (a contract for the lease or sale of freehold land) unless it first invites written tenders or offers the non-current asset for sale by auction.

In this instance there are three applicable exceptions to s227 of the LGR:

1. Section 236 (1)(b)(ii) where the valuable non-current asset is disposed of to a community organisation;
2. Section 236 (1)(c)(iii) for the purpose of renewing the lease of land to the existing tenant of the land; and
3. Section 236 (2), an exception mentioned in subsection 216 (1)(a) to (e) applies to a local government disposing of a valuable non-current asset only if, before the disposal, the local government has decided, by resolution, that the exception may apply to the local government on the disposal of a valuable non-current asset other than by tender or auction.

By virtue of s236(1)(b)(ii) and s236(2), Council can enter into a trustee lease with the lessee without first inviting written tenders or sale by auction, and for a value below market value because the Lessee is a community organisation.

### **Financial and Resource Implications:**

The renewal of the lease will be undertaken by the Community Leasing Team and will not require any unbudgeted resources (financial or otherwise).

### **Anticipated Resolution Completion Date:**

It is estimated that the lease renewal could be finalised and executed by 30 February 2026.

### **Attachments:**

Nil

## G/4.11. LEASE RENEWAL - GLADSTONE & DISTRICT DARTS ASSOCIATION

**Responsible Officer:** General Manager Community and Lifestyle

**Prepared By:** Community Leasing Officer

**Council Meeting Date:** 2 December 2025

**File Ref:** CP8.2

---

### **Purpose:**

To allow Council to consider the renewal of the lease to Gladstone & District Darts Association over Lots 11 RP 609798 and Lot 123 SP 182714, situated at 10-12 Moura Crescent, Barney Point, with Council as owner of the land.

### **Officer's Recommendation:**

That Council:

1. Resolves that 236(1)(b)(ii) of the Local Government Regulation 2012 applies to the proposed lease of Lots 11 RP 609798 and Lot 123 SP 182714, situated at 10-12 Moura Crescent, Barney Point to Gladstone & District Darts Association; and
2. Enters into a Lease with the Gladstone & District Darts Association for a period of 10 years at a rental of \$1.00 per annum payable on demand.

### **Summary:**

A community lease renewal has been assessed by the Community Leasing Officer in line with Council's Land Transaction Policy (P-2023-02) with a recommendation presented for Council's consideration.

### **Link to Corporate Plan:**

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### **Background:**

Council is the owner of the land situated at 10-12 Moura Crescent, Barney Point, Gladstone, which is zoned for Open Space.

The Gladstone & District Darts Association leases the land from Council under a registered lease. The lease area is shown in Image 1 below, shaded blue. The lease commenced on 1 March 2013 to 30 June 2022 ("the Lease") and the Lessee is currently occupying the land in accordance with the terms of that Lease.



Image 3 – 10-12 Moura Crescent, Barney Point

### Risk Management Summary:

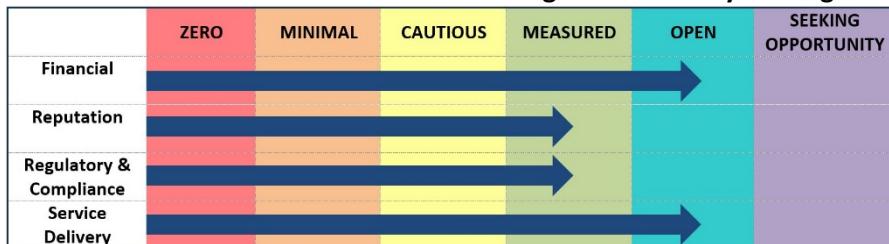
Renewing the lease to Gladstone & District Darts Association presents potential risks across **Financial, Reputational, Regulatory and Compliance, and Service Delivery** categories. The primary risks relate to the club's ability to continue managing and maintaining the facility to the required standard and meeting community expectations for safe and equitable access. Failure to do so could result in reputational impacts for Council and potential financial or compliance implications if remedial action is required.

The officer's recommendation to renew the lease is expected to reduce risk, rather than introduce, by maintaining an established partnership and allowing updated lease terms to strengthen compliance and performance requirements. This approach aligns with Council's appetite across the relevant categories to support community outcomes, while maintaining effective risk controls.

Overall, the identified risks are managed within Council's current **Open and Measured risk appetite**. The lease renewal provides a balanced approach that supports ongoing community sport and recreation opportunities while safeguarding Council's financial, reputational, and compliance interests.

The proposed recommendation is made in accordance with Council's Land Transaction Policy.

### Please see below the Risk Tolerances Relating to Community Leasing:



### Options and Opportunity Analysis:

It is the Officer's recommendation that Council resolve to renew the Gladstone & District Darts Association's lease for a further term.

It is proposed, that subject to discussions with the Gladstone & District Darts Association, the lease will be on the following terms:

- Lease Area: As per the current lease (Image 1 above);
- Term: 10 years (community organisation exemption);
- Rent: \$1.00 per annum payable on request;
- Outgoings: The responsibility of the Lessee;
- Maintenance: The responsibility of the Lessee; and
- Conditions: Standard community lease conditions.

The opportunities associated with the Officer's recommendation are:

- Security of tenure for Gladstone & District Darts Association.
- The Officer's recommendation is consistent with Council's current policy.
- Generally, 10 years is sufficient to secure government funding where the land is owned or managed by Council in addition, Council regularly provides letters of support to assist organisations with funding opportunities.
- Provides clarity of the responsibilities of the lessee and of Council.
- Enables Council to continue to provide the land to Gladstone & District Darts Association at a peppercorn rate, supporting the provision of sport and recreation activities.

### **Stakeholder Engagement:**

Engagement with stakeholders was included in the lease negotiation process, including:

- Gladstone & District Darts Association
- General Manager Community and Lifestyle
- Manager Community Partnerships
- Community Leasing Officer

Through the Officer's engagement with Gladstone & District Darts Association, the following is provided by the Lessee as supporting information:

<b>November 2025 – Lessee Snapshot</b>	
Membership Numbers	The club currently has between 90 to 120 active members, showing a modest increase from last year due to strong community engagement and consistent competition turnout.
Number of Volunteers	The Association is led by 8 committee members, with numerous club members volunteering their time throughout the year to support events, coaching, and operations.
Successes	In 2025, four members were selected for Queensland representative teams, including three juniors, highlighting the club's commitment to developing young talent. The association also hosted several major events, most recently the QRI Championship, which welcomed 100 to 140 players and supporters over the weekend.
Planned Upgrades	The club is currently working to repair the air-conditioning system and toilets and is considering a hall extension to accommodate larger events such as the Queensland State Championships.
Challenges	Actioning improvements are proving difficult due to financial challenges, and the club is actively exploring funding options to support these goals.

**Legal and Regulatory Implications:**

Under s227 of the Local Government Regulation 2012 (“LGR”), Council cannot dispose of a valuable noncurrent asset contract (a contract for the lease or sale of freehold land) unless it first invites written tenders or offers the non-current asset for sale by auction.

In this instance there are three (3) applicable exceptions to s227 of the LGR:

1. Section 236 (1)(b)(ii) where the valuable non-current asset is disposed of to a community organisation;
2. Section 236 (1)(c)(iii) for the purpose of renewing the lease of land to the existing tenant of the land; and
3. Section 236 (2), an exception mentioned in subsection 216 (1)(a) to (e) applies to a local government disposing of a valuable non-current asset only if, before the disposal, the local government has decided, by resolution, that the exception may apply to the local government on the disposal of a valuable non-current asset other than by tender or auction.

By virtue of s236(1)(b)(ii) and s236(2), Council can enter into a fee simple lease with the lessee without first inviting written tenders or sale by auction, and for a value below market value because the Lessee is a community organisation.

**Financial and Resource Implications:**

The renewal of the lease will be undertaken by the Community Leasing Team and will not require any unbudgeted resources (financial or otherwise).

**Anticipated Resolution Completion Date:**

It is estimated that the lease renewal could be finalised and executed by 30 February 2026.

**Attachments:**

Nil

## G/4.12. LEASE AGREEMENT - VALLEYS JUNIOR RUGBY LEAGUE FOOTBALL CLUB

**Responsible Officer:** General Manager Community and Lifestyle

**Prepared By:** Community Leasing Officer

**Council Meeting Date:** 2 December 2025

**File Ref:** CP8.2

---

### **Purpose:**

To allow Council to consider a new lease to Valleys Junior Rugby League Football Club Inc over part of land Lease A on SP 291316 (within Lot 206 SP 111013), situated at 100 Aerodrome Road, Clinton, with Council as Trustee of the reserve land.

### **Officer's Recommendation:**

That Council:

1. Resolves that 236(1)(b)(ii) of the Local Government Regulation 2012 applies to the proposed lease of Lease A on SP 291316 (within Lot 206 SP 111013) at 100 Aerodrome Road, Clinton to Valleys Junior Rugby League Football Club; and
2. Enters into a Lease with the Valleys Junior Rugby League Football Club for a period of 2 years at a rental of \$1.00 per annum payable on demand.

### **Summary:**

A community lease has been assessed by the Community Leasing Officer in line with Council's Land Transaction Policy (P-2023-02) with a recommendation presented for Council's consideration.

### **Link to Corporate Plan:**

**{corporate-plan-do-not-remove}**

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### **Background:**

Council is the Trustee of reserve land described as Lease A on SP 291316 (within Lot 206 SP 111013) located at 100 Aerodrome Road , Gladstone. This land is zoned as Open Space.

Previously, the site was used by Girl Guides Queensland, who occupied the small hall. In recent years being vacant, the hall has been subject to significant vandalism. Council investigated feasibility of repairing or otherwise disposing of the hall; however, due to extensive damage and the presence of asbestos, these options were deemed not viable.

Physical works for the disposal of the asset commenced on 10 November 2025. These works will include mobilisation, traffic control measures and asbestos removal. Demolition and site remediation (make-good) activities will continue through to December. The land in question is low lying and subject to inundation.

The Valleys Junior Rugby League Football Club currently leases the adjoining land, described as Lease C on SP 291316, from Council under a registered lease. The Club has expressed strong interest in incorporating Lease A into its existing footprint to support future expansion plans.

The new lease area is shown in Image 1 below shaded blue, and the current leased area in orange. The primary lease commenced 1 November 2017 to expire 31 October 2027 and the Lessee is currently occupying the land in accordance with the terms of that Lease.



Image 4 - **Lease C** current lease area  
**Lease A** proposed adjoining area

#### Risk Management Summary:

Offering a new lease to Valleys Rugby Club presents potential risks across financial, reputational, regulatory and compliance, and service delivery areas. The primary risks relate to the club's capacity to effectively manage and maintain the land to meet community expectations for safe, inclusive, and equitable access. Failure to do so could result in reputational impacts for Council and potential financial or compliance implications if remedial action or enforcement is required.

The officer's recommendation to offer a new lease is expected to reduce risk, rather than introduce, by formalising the arrangement and establishing clear terms that strengthen compliance, maintenance, and performance requirements. This approach aligns with Council's appetite across the relevant categories, supporting community outcomes, while maintaining effective risk controls and oversight.

Overall, the identified risks are managed within Council's current Open and Measured risk appetite. Offering a new lease provides a balanced approach that supports community sport and recreation opportunities while safeguarding Council's financial, reputational, and compliance interests.

The proposed recommendation is made in accordance with Council's Land Transaction Policy.

Please see below the Risk Tolerances Relating to Community Leasing:



### Options and Opportunity Analysis:

It is the Officer's recommendation that Council resolve to offer the Valleys Junior Rugby League Football Club a lease over the vacant adjoining area.

It is proposed, that subject to discussions with the Valleys Junior Rugby League Football Club, the lease will be on the following terms:

- Lease Area: As per the current lease (Image 1 above);
- Term: 2 years (community organisation exemption);
- Option: amalgamate both lease areas at primary lease renewal in 2027.
- Rent: \$1.00 per annum payable on request;
- Outgoings: The responsibility of the Lessee;
- Maintenance: The responsibility of the Lessee; and
- Conditions: Standard community lease conditions.

The opportunities associated with the Officer's recommendation are:

- Expansion and security of tenure for Valleys Junior Rugby League Football Club;
- The Officer's recommendation is consistent with Council's current policy; and
- A lease of this nature is sufficient to secure funding where the land is owned or managed by Council and the intention will be to renew in 2027. In addition, Council regularly provides letters of support to assist organisations with funding opportunities.
- Provides clarity of the responsibilities of the lessee and of Council.
- Enables Council to provide the land to Valleys Junior Rugby League Football Club at a peppercorn rate, supporting the provision of sport and recreation activities.

### Stakeholder Engagement:

Engagement with stakeholders was included in the lease discussion process, including:

- Valleys Junior Rugby League Football Club
- General Manager Community and Lifestyle
- Manager Community Partnerships
- Community Leasing Officer

Through the Officer's engagement with Valleys Junior Rugby League Football Club, the following is provided by the Lessee as supporting information:

2025 – Lessee Snapshot	
Membership Numbers	Valleys Junior Rugby League Football Club Inc <ul style="list-style-type: none"> <li>• 253 Players</li> <li>• 75 Coaching Volunteers</li> <li>• 20 Committee Members</li> </ul> <b>348 Total Registered Members (48 more than 2024)</b>

	<p>Valleys Rugby League Football Club Gladstone Inc</p> <ul style="list-style-type: none"> <li>• 99 Players</li> <li>• 15 Coaching Volunteers</li> <li>• 18 Committee Members</li> </ul> <p><b>131 Total Registered Members (41 less than 2024)</b></p> <p>2026 Registrations will increase due to an extra 1-2 junior teams.</p>
Number of Volunteers	<p>Valleys Junior Rugby League Football Club Inc</p> <p>95 registered volunteers</p> <p>Valleys Rugby League Football Club Gladstone Inc</p> <p>33 Registered Volunteers</p> <p>The overall total is higher as many volunteers are not registered.</p>
Success Story	<ul style="list-style-type: none"> <li>• Highest registered teams in juniors</li> <li>• Lighting Upgrade</li> <li>• Seniors A Grade and Women teams made qualifying finals and had players picked for representative duties</li> </ul>
Planned Upgrades	<ul style="list-style-type: none"> <li>• Scoreboard</li> <li>• Referee changeroom</li> <li>• Carpark upgrade</li> <li>• Field Upgrade – top dress and drainage</li> </ul>
Challenges	<p>Financials constraints due to being a non-for-profit sports association for costs, for example, buildings, trades, materials, permits, certificates, etc.</p>

#### **Legal and Regulatory Implications:**

Under s227 of the Local Government Regulation 2012 (“LGR”), Council cannot dispose of a valuable noncurrent asset contract (a contract for the lease or sale of freehold land) unless it first invites written tenders or offers the non-current asset for sale by auction.

In this instance there are three applicable exceptions to s227 of the LGR:

1. Section 236 (1)(b)(ii) where the valuable non-current asset is disposed of to a community organisation;
2. Section 236 (1)(c)(iii) for the purpose of renewing the lease of land to the existing tenant of the land; and
3. Section 236 (2), an exception mentioned in subsection 216 (1)(a) to (e) applies to a local government disposing of a valuable non-current asset only if, before the disposal, the local government has decided, by resolution, that the exception may apply to the local government on the disposal of a valuable non-current asset other than by tender or auction.

By virtue of s236(1)(b)(ii) and s236(2), Council can enter into a trustee lease with the lessee without first inviting written tenders or sale by auction, and for a value below market value because the Lessee is a community organisation.

#### **Financial and Resource Implications:**

The lease agreement will be undertaken by the Community Leasing Team and will not require any unbudgeted resources (financial or otherwise).

#### **Anticipated Resolution Completion Date:**

It is estimated that the lease agreement could be finalised and executed by 30 February 2026.

#### **Attachments:**

Nil

**G/5. COUNCILLORS REPORT**

**G/6. URGENT BUSINESS**

**G/7. NOTICE OF MOTION**

**G/8. CONFIDENTIAL ITEMS**