



GLADSTONE
REGIONAL COUNCIL

GENERAL MEETING NOTICE AND AGENDA

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

On Tuesday 18 November 2025

Commencing at 9.00am

**Leisa Dowling
CHIEF EXECUTIVE OFFICER**

Table of Contents

ITEM	PAGE
G/1. MAYORAL STATEMENT OF CURRENT ISSUES.....	3
G/2. CONFIRMATION OF MINUTES	4
G/2.1. CONFIRMATION OF GENERAL MEETING MINUTES FOR 4 NOVEMBER 2025	4
G/3. DEPUTATIONS	5
G/3.1. GLADSTONE REGION YOUTH COUNCIL.....	5
G/4. OFFICERS' REPORTS	6
G/4.1. CONSIDERATION OF DEVELOPMENT APPLICATION DA/39/2023 MATERIAL CHANGE OF USE OF PREMISES FOR BULK LANDSCAPE SUPPLIES AND GARDEN CENTRE AT 2662 ROUND HILL ROAD, AGNES WATER QLD 4677	6
G/4.2. 2024/25 ANNUAL REPORT	13
G/4.3. 2025/26 OPERATIONAL PLAN - QUARTER ONE REPORT.....	16
G/4.4. MONTHLY FINANCIAL STATEMENTS FOR THE PERIOD ENDING 31 OCTOBER 2025	20
G/5. COUNCILLORS REPORT.....	32
G/6. URGENT BUSINESS.....	32
G/7. NOTICE OF MOTION	32
G/8. CONFIDENTIAL ITEMS	32

G/1. MAYORAL STATEMENT OF CURRENT ISSUES

G/2. CONFIRMATION OF MINUTES

G/2.1. CONFIRMATION OF GENERAL MEETING MINUTES FOR 4 NOVEMBER 2025

Responsible Officer: Chief Executive Officer

Prepared By: Executive Secretary

Council Meeting Date: 18 November 2025

File Ref: CM7.2

Purpose:

Confirmation of the minutes of the General Meeting held on 4 November 2025.

Officer's Recommendation:

That the minutes of the General Meeting of Council held on 4 November 2025 be confirmed.

Attachments:

1. Minutes of the General Meeting of Council held on 4 November 2025.

G/3. DEPUTATIONS

G/3.1. GLADSTONE REGION YOUTH COUNCIL

Responsible Officer: Chief Executive Officer

Prepared By: Executive Secretary

Council Meeting Date: 18 November 2025

File Ref: CM7.6

Purpose:

For the Gladstone Region Youth Council to provide a presentation on their outcomes for 2025.

Officer's Recommendation:

That the deputation from Gladstone Region Youth Council be received.

Background:

Deputation details are as follows:

Time of Presentation	9.10am
Duration of Presentation plus question time	30 mins
Speakers to present	Douglass Hoffman Samantha Steemson Naomi-Jon Redshaw Bailey Dawson

The Gladstone Region Youth Council deputation is to present the outcomes of the Gladstone Region Youth Council for 2025. It should be noted that a future report will be presented to Council for discussion and decision regarding the Gladstone Region Youth Council for 2026.

Attachments:

1. Gladstone Youth Council Presentation

G/4. OFFICERS' REPORTS

G/4.1. CONSIDERATION OF DEVELOPMENT APPLICATION DA/39/2023 MATERIAL CHANGE OF USE OF PREMISES FOR BULK LANDSCAPE SUPPLIES AND GARDEN CENTRE AT 2662 ROUND HILL ROAD, AGNES WATER QLD 4677

Responsible Officer: General Manager Customer Experience

Prepared By: Principal Planning Lead (Acting)

Council Meeting Date: 18 November 2025

File Ref: DA/39/2023

Purpose:

The purpose of this report is to consider a Development Application (DA/39/2023) seeking a Development Permit for a Material Change of Use of Premises for a Bulk Landscape Supplies and Garden Centre at 2662 Round Hill Road, Agnes Water QLD 4677.

Officer's Recommendation:

That Council approve Development Application (DA/39/2023) seeking a Development Permit for a Material Change of Use of Premises for a Bulk Landscape Supplies and Garden Centre on land at 2662 Round Hill Road, Agnes Water QLD 4677 which is subject to the conditions of approval within Attachment One of the Officer's report.

Summary of Application:

Application Details:

Application Number:	DA/39/2023
Applicant/s:	CB Hill Pty Ltd C/- Zone Planning Group
Lodgement Date:	2 August 2023
Approval Sought:	Development Permit
Description of Proposal:	Bulk Landscape Supplies and Garden Centre
Category of Assessment:	Impact
Related Applications:	PL/13/2023
Internal Referral/s:	Environment and Conservation
Referral Agencies/s:	Nil
Number of Submission/s:	One Properly Made
Assessment Officer:	Nicholas Cooper

Site Details:

Owner/s:	CB Hill Pty Ltd
Street Address:	2662 Round Hill Road, Agnes Water QLD 4677
Real Property Description:	Lot 6 RP612151
Zone/s:	Rural Residential

Planning Scheme Details:

Planning Scheme:	Gladstone Regional Council Planning Scheme Version 2
Assessment benchmarks:	<p>State Planning Policy July 2017:</p> <p>a) State Interest – Water Quality</p> <p>Gladstone Regional Council Planning Scheme Version 2:</p> <p>a) Local Government Infrastructure Plan</p> <p>b) Strategic Framework</p> <p>c) Biodiversity Overlay Code</p> <p>d) Bushfire Hazard Overlay Code</p> <p>e) Rural Residential Zone Code</p> <p>f) Development Design Code</p> <p>g) Landscaping Code</p>

Executive Summary:

Council became aware of development activity occurring on the site without the appropriate approvals. In response, CB Hill Pty Ltd submitted Development Application DA/39/2023, seeking a Development Permit for a Material Change of Use to establish a Bulk Landscape Supplies and Garden Centre at 2662 Round Hill Road, Agnes Water QLD 4677.

The application has been assessed against the Gladstone Regional Council Planning Scheme. Approval is recommended, subject to conditions that address outstanding matters, including compliance with water quality provisions under the State Planning Policy and the Biodiversity Overlay Code.

Subject Site:

The site is located at 2662 Round Hill Road, Agnes Water, officially described as Lot 6 RP612151. It covers 1.17 hectares, has no connection to reticulated water or sewer services, and is accessed via a sealed driveway from Round Hill Road. Existing structures include a large commercial building on the western side and a greenhouse/igloo along the northern frontage.

Although zoned Rural Residential, the site has been used for commercial activities since 1999, when the former Miriam Vale Shire Council approved a Development Permit (DA16/00 or DA/40886/1999) for retail sales and repairs of pumps and power tools. Since then, the site has supported various uses and is currently operating as a Rural Produce Store, Bulk Landscape Supplies, and Garden Centre. Nearby properties include a mix of rural residential, commercial, and industrial uses.

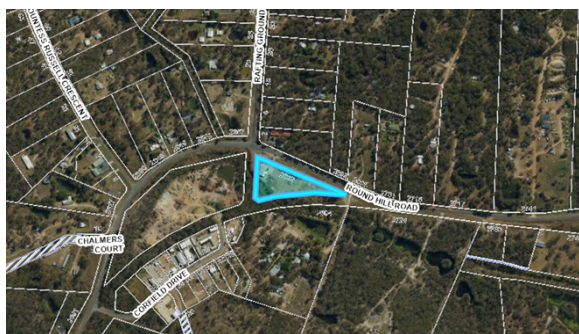


Figure One: Aerial View and Zoning Perspective

Background:

Pre-lodgement Meeting:

On 2 November 2022, Council received a complaint about an unlawful business operating on the site. After investigation, a Letter of Demand was issued on 19 December 2022 for development occurring without a permit. A meeting was held on 21 April 2023 to outline what was needed for the current application. At that time, Council also noted uncertainty around whether the existing Produce Store was lawfully approved. This will be addressed separately through an Advice Note in the Decision Notice.

On 11 September 2023, Council requested more information from the applicant, including updates on stormwater, driveway suitability, firefighting capability, wastewater management, earthworks, and visual improvements. The Applicant responded to the Information Request on 19 August 2024 with all items responded to other than stormwater quality.

Further advice was issued on 14 November 2024 about stormwater and biodiversity compliance. The applicant replied on 10 April 2025, arguing that water quality rules didn't apply and that biodiversity mapping was incorrect. Council still considers these issues unresolved and will address them in the assessment.

Proposal:

The applicant is seeking approval to use the site for Bulk Landscape Supplies and a Garden Centre. The development will be centrally located and includes:

1. An existing 6m x 23m greenhouse/igloo
2. 18 existing bulk storage bays plus 3 new ones for garden products
3. A new screened waste storage area
4. 18 new parking spaces and sealed vehicle manoeuvring areas
5. Continued use of the existing driveway, on-site wastewater system, and water storage

Originally planned in three stages, the proposal was scaled back to address stormwater quality concerns. Figures Two and Three show the site layout and landscaping.

GLADSTONE REGIONAL COUNCIL GENERAL MEETING AGENDA - 18 NOVEMBER 2025

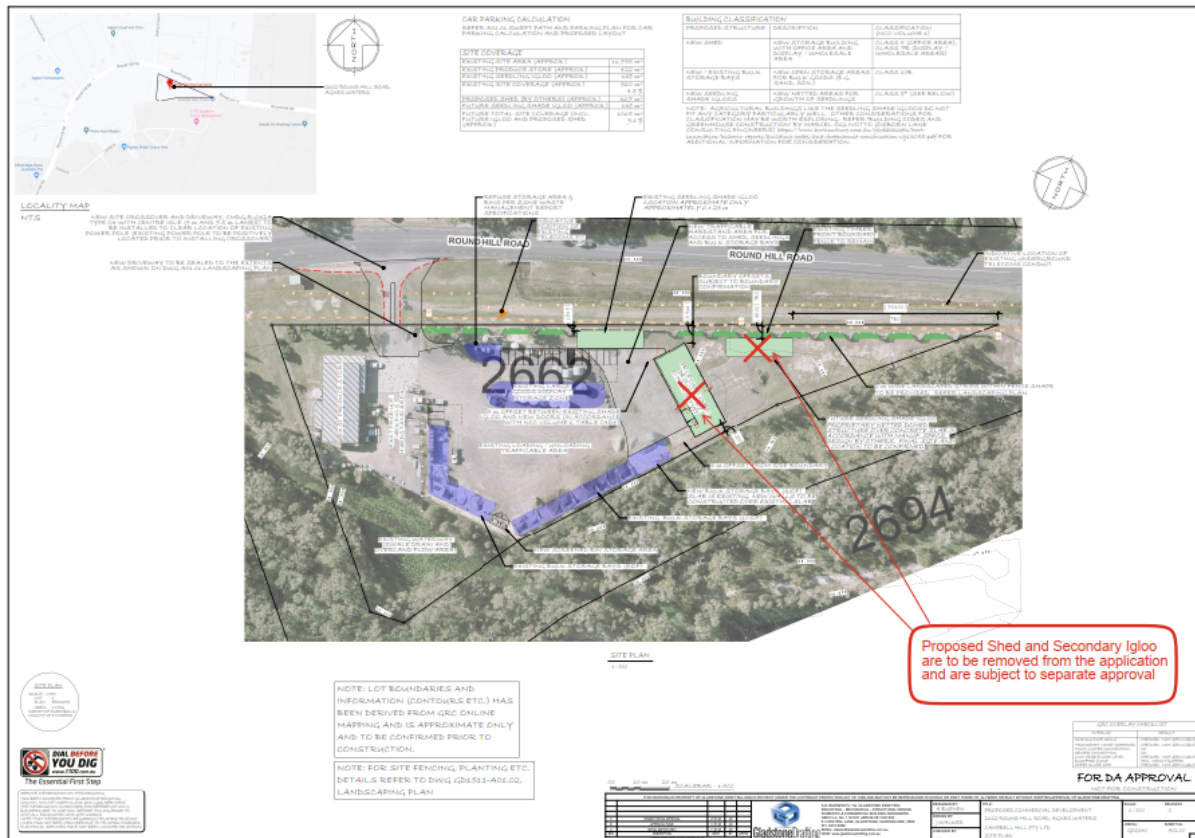


Figure Two: Proposed Site Plan



Figure Three: Proposed Landscaping Plan

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 *Planning Act 2016* and the *Planning Regulation 2017*.

Levied Charge Calculation – Material Change of Use – Non-Residential

Adopted Infrastructure Charge Category	Adopted Infrastructure Charge	Demand Units	No. of Demand Units	Gross Levied Charge Amount
Commercial	\$89 Charge Area 6	M ² Gross Floor Area (GFA)	138	\$12,282
Gross Levied Charge Amount Total				\$12,282

Applied Credit Calculation

Adopted Infrastructure Charge Category	Credit Unit	Value of Credit Unit	No. of Credit Units	Applied Credit Amount
	-		-	Nil
Applied Credit Amount Total				Nil

Net Levied Charge Summary

Gross Levied Charge Amount Total	Applied Credit Amount Total	Net Levied Charge Amount
\$12,282	Nil	\$12,282

Referral:***Internal Referral:***

The Development Application was internally referred to Council's Environment and Conservation Team for matters relating to the Biodiversity Overlay Code. Concerns were raised relating to the absence of any stormwater quality and erosion and sediment controls. This is discussed further in the assessment below.

External Referral:

No external referrals were triggered by the *Planning Regulation 2017*.

Public Notification and Submissions:

During the notification period which took place between 26 August 2024 to 16 September 2024, one properly made submission was received. The matters raised and Council's response has been detailed below.

Matter raised Submissions	How matters were dealt with in reaching the Decision
The development is unlawful and includes buildings and structures which are also unlawful.	Council Officers agree with this matter and Advice Notes have been recommended within the Decision Notice to remedy the unlawful Building Works. Any such non-compliance will result in further compliance action from Council Officers.
<p>The existing Shop (Produce Store) is constructed as a Class 10A building and should be reclassified to its appropriate classification along with meeting the National Construction Code and Australian Standards. There have been further Building Works undertaken which are also unlawful.</p> <p>Concerns raised with respect to the structural integrity of existing Building Works.</p>	<p>Council Officers agree with this matter however whilst the Shop (Produce Store) is on the subject site, this is not subject to this application. This will be treated separately to ensure compliance.</p> <p>Advice Notes have been recommended within the Decision Notice of the need to obtain the relevant Development Permits for Building Works. Any such non-compliance will result in further compliance action from Council Officers.</p>
There is a Dog Grooming business operating from the site which is unlawful.	Council Officers agree with this matter however this will be treated separately. Advice Notes have been recommended within the Decision Notice confirming that any such operation is unlawful and a Development Permit is to be obtained for this to occur.
The development does not comply with <i>AS/NZS 2890.1:2004 Parking facilities – Off-Street Car Parking</i> and <i>AS 2890.6:2022 Parking Facilities - Off-Street Parking for People with Disabilities</i> and the <i>Engineering Design Planning Scheme Policy</i> .	Council Officers agree with this matter and conditions have been recommended that all vehicle parking spaces be constructed in accordance with these standards as part of Operational Works.
There should be a footpath constructed to the IGA.	Council Officers disagree with this matter. Within the immediate and surrounding area there does not exist any footpaths. The nature of the use (landscape Depot) does not encourage pedestrian movements. To require the construction of a footpath to the IGA would be an unreasonable imposition and likely an unlawful condition of development.
The development requires firefighting equipment irrespective of the Bushfire Hazard Overlay Code.	Council Officers disagree with this matter. Assessment against the Bushfire Overlay Code confirms that the need for a Bushfire Management Plan is not required. As the proposal does not include any commercial buildings over 500m ² , referral to the Queensland Fire and Rescue Service (QFES) is not required for firefighting purposes.

Matter raised Submissions	How matters were dealt with in reaching the Decision
The existing Greenhouse/Igloo creates unacceptable amenity impacts from Round Hill Road and the previous landscaping has been removed.	Council Officers agree with this matter. Assessment against the Rural Residential Zone Code and Landscape Code will require the existing Greenhouse/Igloo to be landscaped to soften its appearance from the Round Hill Road frontage.
The proposal creates unacceptable dust impacts for adjacent properties.	Council Officers are not aware of any dust caused to neighbouring properties. Despite this, the development during all times has an obligation to comply with the <i>Environmental Protection Act 1994</i> . Any future Customer Service Requests relating to dust impacts will be investigated.
The on-site plumbing is unlawful, not constructed to standard and is not fit for purpose.	Council Officers are unaware of any issues relating to unlawful Plumbing and Drainage Work which may not be constructed or operated in accordance with the <i>Plumbing and Drainage Act 2018</i> , the <i>Plumbing and Drainage Regulation 2017</i> or the National Construction Code. Despite this, there is an existing Compliance Permit for Plumbing Work and Final Inspection Certificate for the site (DA266/00 also referred to as DA/43224/2000). Any future Customer Service Requests relating to unlawful Plumbing and Drainage Work will be investigated.

Assessment:

The assessment has been included within Attachment One of this report.

Anticipated Completion Date:

The Decision Notice will be issued within 5 business days of the Council resolution.

Per section 85 of the *Planning Act 2016* the Applicant has six years to commence the development once it takes effect.

Attachments:

1. Assessment, Conditions of Approval and Notice of Reasons.
2. Proposal Plans.
3. Properly Made Submission.

G/4.2. 2024/25 ANNUAL REPORT

Responsible Officer: General Manager Finance Governance and Risk,
General Manager People and Strategy

Prepared By: Manager Strategy and Improvement

Council Meeting Date: 18 November 2025

File Ref: CM18.1

Purpose:

To seek Council endorsement of the Gladstone Regional Council 2024/25 Annual Report.

Officer's Recommendation:

That Council adopt the Gladstone Regional Council 2024/25 Annual Report provided as Attachment 1 to the report.

Summary:

Council's Annual Report highlights our performance including both achievements and challenges throughout the 2024/25 financial year. It marks the fourth year of delivering on our 2021–2026 Corporate Plan and showcases how we're working towards the goals we committed to our community. The report also shares an overview of Council's finances and the strong governance that supports how we deliver services every day.

Link to Corporate Plan:

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

Background:

The 2024/25 Annual Report marks the fourth year of delivering on Council's 2021-26 Corporate Plan goals to Connect Communities, Deliver Value, build a Resilient Economy, look after Our People, and be an Accountable Council.

This report highlights Council's performance and governance over the past year, including our audited financial statements for the period of 1 July 2024 to 30 June 2025, verified by the Queensland Audit Office.

The theme for the year, ***Proudly Playing our Part*** is reflected through the stories and achievements shared in the report. From working together across our organisation to partnering with community, businesses, industries and other agencies, 2024/25 was a year of collaboration and pride in delivering for our region. Some notable outcomes for the year were:








- We strengthened our commitment to, and relationship with First Nations people by delivering the final year of the Reconciliation Action Plan.
- Our facilities are more accessible to all community members as we have embedded improved design and construction principles, guided by our Access and Inclusion strategy.
- We endorsed the Strategic Planning Scheme review recommendations providing a pathway for Council to inform future development in our region in a contemporary and responsive way.

GLADSTONE REGIONAL COUNCIL GENERAL MEETING AGENDA - 18 NOVEMBER 2025

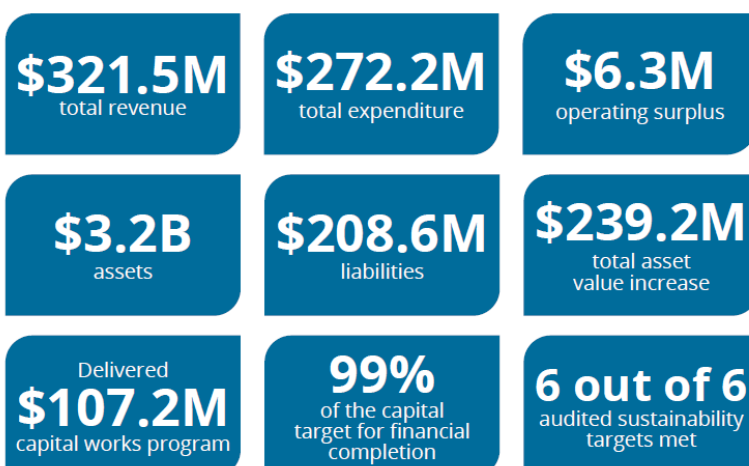
- Our communities were able to strengthen their engagement with Council via 16 community forums facilitated throughout the region, setting the scene for future regular and improved community engagement events.
- In May 2025 Council became one of only eight councils across Australia to achieve accreditation as an Established Welcoming City due to our leadership in community development, reflecting tangible outcomes from our commitment to building an inclusive, connected and resilient community, where everyone feels they belong.
- We released the updated Strategic Asset Management Plan 2025-2029 so that we can better understand how to manage our assets in a safe and financially sustainable way

Delivering on our commitments:

Seven of Eight priority operational initiatives were achieved on time and within budget, with one progressing into the 25/26 financial year.

Initiative	Progress	Status	
Making community facilities more accessible and inclusive	100%		Complete
Finalising the Planning Scheme Review	100%		Complete
Strengthening community involvement in our decision making	100%		Complete
Optimising maintenance delivery	100%		Complete
Making it easier for our people to stay safe	100%		Complete
Making employee facilities safer and more contemporary	71%		Progressing into 2025/2026
Towards Target Zero	100%		Complete

2024-2025 Financial summary



Council made no new borrowings and decreased existing debt by \$6.7M.

Risk Management Summary:

Council's Risk Management Framework is made up of the Risk Management Policy, Risk Management Corporate Standard and the Risk Register. Council's Risk Management Policy was recently refreshed to capture levels of risk appetite and risk tolerance. Risk awareness has progressively been encouraged across the whole business and considered across service delivery. Council is committed to continual improvement of a comprehensive and integrated Risk Management Framework across all of Council's activities, inclusive of unseen risks such as psychosocial risk and reputational risk.

Presenting an informative and transparent report, on time, aligns to our measured reputational risk appetite and openness to reporting service delivery outcomes.

The completion of this Annual Report meets our legislative obligations as well as providing community confidence and transparency into what we do. Annual Reports also help us in addressing two of our Corporate Risks: Corporate Governance and Financial Sustainability.

Stakeholder Engagement:

Development of the Annual Report was completed with strong cross functional engagement. The Annual Report Working Group includes officers from Strategy and Improvement, Brand and Communications, Finance, Governance and Risk and Internal Audit. Officers and project leads from across the business supplied content for inclusion in the report.

Following endorsement, the Annual Report will be uploaded onto Council's website and shared with our community as part of a communications campaign.

Legal and Regulatory Implications:

Local Government Regulation 2012 s182 legislates the requirement for Council to prepare an Annual Report within one month from the date the Auditor General certifies the annual financial statements. The financial statements were certified on 24 October 2025.

Local Government Act 2009 s104(5)(b) requires the preparation of the Annual Report to be a core integrated part of Councils financial management systems.

Financial and Resource Implications:

The 2024/25 Annual Report has been completed internally by Council officers.

Anticipated Resolution Completion Date:

25 November 2025

Attachments:

1. Gladstone Regional Council 2024/25 Annual Report

G/4.3. 2025/26 OPERATIONAL PLAN - QUARTER ONE REPORT

Responsible Officer: General Manager People and Strategy

Prepared By: Manager Strategy and Improvement

Council Meeting Date: 18 November 2025

File Ref: CM14.2

Purpose:

To present Council with the first quarterly performance report for the 2025/26 Operational Plan.

Officer's Recommendation:

That Council endorse the 2025/26 Operational Plan Quarter One Performance Report.

Summary:

Delivery of Council's 2025/26 Operational Plan is tracking well, with our two initiatives, Planning Scheme Amendments and Improving Customer Experience both on track. Risks are low and foundations are strong, early progress is supporting future delivery and service reliability.

Link to Corporate Plan:

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

Background:

The 2025/26 Operational Plan was formally endorsed by Council on 3 July 2025. This plan outlines how Council is delivering the strategic goals set out in our 2021–2026 Corporate Plan and managing operational risks.

It captures the essential services our community relies on every day, as well as our priority improvement initiatives for the year. These include:

- **Planning Scheme Amendments:** Our region will benefit from a more responsive and future-ready Planning Scheme, as we prioritise amendments shaped by community feedback and get started on updates, focusing on what matters most, first.
- **Improving Customer Experience:** Ensuring a better experience for our community now and into the future with responsive services, improved self-service, and stronger performance backed by accountability for safety, culture and our environment.

This report provides a summary of our progress during Quarter One (July to September 2025).

Risk Management Summary:

A range of internal and external factors impact Council's ability to achieve its strategic and operational objectives. Through effective risk management, Council aims to reduce the likelihood and impact of adverse events, identify and realise opportunities, improve performance, encourage innovation, and deliver value to the community. The Operational Plan is designed to strengthen Council's responsiveness to risks and regular reporting enables us to actively manage operational and project risks.

In Quarter One, risks continued to be actively managed within services and projects. There is currently a low risk to the delivery of the Operational Plan, with controls in place to support performance and accountability across all priority areas.

Options and Opportunity Analysis:

Quarter One has progressed with early milestones providing strong foundations for future delivery.

Strategic Planning Scheme – **On track**

- Following endorsement of the Planning Scheme Review Report, work has commenced to scope and prioritise a three-year schedule of amendments.
- Community engagement will follow to ensure that the three-year schedule of amendments reflect community expectations.
- Internal process improvements within Development Services are also being progressed to support future scheme updates.
- Total spend to date is \$61,000 (40 per cent), as expected for this period.

Improving Customer Experience (ICX) - **On track**

We're laying the groundwork across several projects, with early improvements already making it easier for customers to access services and get things done themselves. We're also finding new ways to use customer feedback to shape how we make decisions.

What we have done:

- **Our new website is live** - with better navigation, search, layout, and one-click access to popular information like rates, pet registration, waste and building and development. Type your address into "Find in my area" for a quick view of your bin days and what's on near you.
- **100% of Service Profiles Completed** - We've mapped every service we offer, capturing important information on the current state of our services. Initial data capture gives us a clearer view of where to improve and will form the basis for service planning discussions, which will make it easier to understand what you can expect from Council services.
- **100% of leader performance development agreements have been refreshed with new accountability measures** – All our leaders now have updated performance agreements with clear accountability measures focused on delivering great service outcomes. These changes make it easier to track progress, strengthen decision-making, and help us stay focused on what matters most to our community.

What we are doing:

- **Uplifting Project Lifecycle Management** - We're improving how we manage capital investment by strengthening our processes, empowering our people, and introducing smarter technology. This will help us sustain services, reduce risk, and enhance asset management practices for our community.
- **Protecting essential services** - work has commenced on a modernised Business Continuity Framework which includes two selected critical areas for targeted development of Business Continuity Sub Plans. This framework will ensure the community can depend on service reliability during disruptions.

What's next:

- Strategic discussions about service expectations are being used to inform our next budget build, making sure that the commitments we make in our budget deliver the most value for the community.
- We're focusing on protecting and enhancing our people's psychosocial safety – because when our people are safe and supported, they're better able to deliver great service to our customers.
- We're continuing to improve how you make bookings and lodge requests with us, making it simpler, faster and more reliable.
- Behind the scenes, we're strengthening how we plan and manage our work to ensure smoother, more predictable outcomes for the community.

Highlights

- **Waste Reduction** - Our Waste Education team is helping our community to reduce waste and recycle right! Through school visits, new signage, handy reminders on waste techniques and schedule changes and education campaigns, we're seeing real results. Recent bin audits show a steady drop in waste produced by households within the region which is a great step towards our waste and resource recovery goals.
- **Garden Organics** – Green bins are on track to be rolled out to approximately 17,000 households across Gladstone, Calliope, Boyne Island and Tannum Sands from July 2026.
- **Luminous 2025** - Even with a bit of rain, around 10,000 people came out to enjoy this year's Luminous event - and more people than ever were able to take part. The Luminous 2025 event focused on accessibility and providing a Sunflower-friendly space for members of the community by providing extra parking, easier entry, and a low-sensory zone for those who needed a calm and safe space during the event. The use of several carer tickets, and of the dedicated spaces showed that inclusion was more than a goal - it was a reality. Community feedback was glowing, paving the way for even more inclusive events in the future.
- **Community Advocacy** - Council is championing 12 key projects through our 2025/26 Strategic Advocacy Priorities - influencing policy and securing funding to grow our region. Around \$20M has already been secured for the BTAC and Harbour Arbour projects, providing valuable facilities for our residents and visitors to the region. In addition, \$17.2M in funding has been secured this quarter through competitive grants and funding allocations which helps us deliver new and improved facilities and critical infrastructure required by our community, without additional burden to our ratepayers. We are always advocating to make sure the Gladstone region continues to grow in a sustainable way that benefits the whole region.
- **Council Trainee & Apprenticeship Program** - Council is proud to support the next generation of local talent through our traineeship and apprenticeship program. Council has a lot of pride in our program which is focused on fostering personal growth, empowerment and providing a welcoming environment. Since 2021, 71 people have taken part, with an impressive 85% completing their training – and more than half continuing their careers with Council. Others have gone on to make a difference across the region. We're especially proud of one trainee's recent award, being named Bob Marshman Trainee of the Year for Central Queensland, highlighting the quality and commitment of our trainee and apprenticeship program and of our local trainees.

Stakeholder Engagement:

Engagement has occurred across the business with Initiative Leads, Sponsors and subject matter experts to produce the 2025/26 Operational Plan Quarter One Performance Report.

Following Council endorsement, the attached report will be published on our website, social media accounts and promoted internally with our people to share how we are progressing our goals and playing our part in the success of our community.

Legal and Regulatory Implications:

Section 174(3) Local Government Regulation 2021 (Preparation and adoption of annual operational plan) states that: The Chief Executive Officer must present a written assessment of the local government's progress towards implementing the annual operational plan at meetings of the local government held at regular intervals of not more than three months.

Financial and Resource Implications:

The total spent across the program to date is \$388,000 (54 per cent of budget), as expected for this period. This quarter's spending contributed to progress to enhance our project lifecycle management which is proudly funded by the Queensland Government's Works for Queensland program, in association with Gladstone Regional Council.

Anticipated Resolution Completion Date:

25 November 2025

Attachments:

1. 2025/26 Operational Plan – Quarter One Performance Snapshot

G/4.4. MONTHLY FINANCIAL STATEMENTS FOR THE PERIOD ENDING 31 OCTOBER 2025

Responsible Officer: General Manager Finance Governance and Risk

Prepared By: Management Accounting Specialist

Council Meeting Date: 18 November 2025

File Ref: FM15.1

Purpose:

This report seeks Council adoption of the Monthly Financial Statements for the year 2025-26 to date, for the period ended 31 October 2025.

Officer's Recommendation:

That Council adopt the Monthly Financial Statements attached to the officer's report for the 2025-26 year to date, for the period ended 31 October 2025, as required under Section 204 Local Government Regulation 2012.

Summary:

N/A

Link to Corporate Plan:

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

Background:

Comparatives in both the Statement of Income & Expenditure and Statement of Financial Position have been updated and are reflecting the 30 June 2025 audited Financial Statements.

Summary:

Overall Position

As of 31 October 2025, 33.42% of the financial year had passed. Accounts are therefore expected to fall within the range of 23% to 43% (+/- 10%) of the budget year to date (YTD).

- At 31 October 2025, the overall net variance is \$22.8m unfavourable; the position is forecast to improve to a \$1.5m favourable operating result by 30 June 2026 as water consumption, grants and dividends revenue are received.

Money we receive (revenue)

- \$65.7m in revenue has been collected so far (24.74% of budget) – slightly below target.
- The majority of income from grants and dividends is expected to be received in the last quarter of the year.
- Net rates and utilities are tracking slightly below target YTD. This is due to discounts being recognised at the time of receipt (not split across the year like rate revenue), and water consumption revenue being received 6-monthly in January and June.

Money we spend (expenditure)

- \$88.4m has been spent so far (33.5% of budget) – right on track.
- Investment in tools, hardware, and fleet parts has occurred early in the year, which is causing the equipment and motor vehicle expenses lines to look high.
- Legal expenses are tracking high year-to-date.

Financial Health

- Cash balances remain healthy at \$234.4m, of which \$68.0m is invested in term deposits.
- Liabilities look inflated due to unearned rates revenue; this will reduce each month as rates are recognised on the income statement.

Capital Works & Projects

- \$26.9m has been invested in capital projects (25.61% of budget).

Rates Snapshot

- Rates were due 22 October 2025, with 91.28% paid in full.
- Outstanding rates are at \$19.68m, slightly lower than last year at the same time.
- 4,869 households are paying their rates in advance, totalling \$4.8m.

The high-level YTD summary above is supported by detailed comparison tables and variance explanations in the sections that follow.

Statement of Income and Expenditure

Income

Recurrent Revenue

Total recurrent revenue	2025-26	Actual as %
Actual	\$65.7m	
Budget	\$265.4m	24.74%
Forecast	\$265.4m	24.74%

Of note:

Net rates and utility charges	2025-26	Actual as %
Actual	\$50.2m	
Budget	\$211.6m	23.72%
Forecast	\$211.6m	23.72%

Council's primary source of recurrent revenue is the generation of annual rates, along with access charges for water, sewerage and waste. This generation is completed in July, with notices issued to ratepayers in August and due by 22 October 2025. Rates are split across the course of the year rather than in the period they are received, to align with the delivery of these services.

To date, discounts of \$16.9m have been applied in 2025-26 for payments received by the due date, 98.92% of the budget. Concessions amounting to \$0.4m have been granted.

GLADSTONE REGIONAL COUNCIL GENERAL MEETING AGENDA - 18 NOVEMBER 2025

Water consumption revenue is raised upon completion of the bi-annual water meter reading cycles during the year (July-December 2025 and January-June 2026).

Total interest revenue	2025-26	Actual as %
Actual	\$2.2m	
Budget	\$6.1m	36.69%
Forecast	\$6.1m	36.69%

Interest revenue at a rate of 4.04% has been received from Queensland Treasury Corporation for October, and current term deposit rates are yielding up to a 4.15% return to Council.

Dividends	2025-26	Actual as %
Actual	-	
Budget	\$0.5m	-
Forecast	\$0.5m	-

Dividends from the Gladstone Airport Corporation are generally paid in the second half of the year.

Income Tax Equivalents	2025-26	Actual as %
Actual	\$0.1m	
Budget	\$1.5m	3.79%
Forecast	\$1.5m	3.79%

The budget for income tax equivalents includes the annual payment from the Gladstone Area Water Board, estimated at \$1m. This amount is generally confirmed and paid in the final quarter of the year.

General purpose grant	2025-26	Actual as %
Actual	\$1.3m	
Budget	\$10.3m	12.51%
Forecast	\$10.3m	12.51%

Council received preliminary confirmation of the Financial Assistance Grant allocations from the Department of State Development for the 2025-26 year in June, being \$10.4 million.

A pre-payment of the grant was received on 26 June 2025 totalling \$5.2 million. This amount represents approximately 50% of the 2025-26 allocation and is required to be treated as income when received, therefore was recorded in the 2024-2025 financial year.

The remaining funding will be received as quarterly payments throughout the 2025-26 financial year.

The 2025-26 budget also includes an anticipated advanced payment for the 2026-27 financial assistance grant in June 2026.

State Government Grants - Operating	2025-26	Actual as %
Actual	\$0.5m	
Budget	\$3.7m	12.29%
Forecast	\$3.7m	12.29%

State funding for the GO green bin rollout of \$1.8m has been forecast. No funds received to date.

Capital Revenue

Capital revenue	2025-26	Actual as %
Actual	\$5.9m	
Budget	\$28.2m	20.74%
Forecast	\$22.9m	25.59%

Capital revenue includes state and federal grant funding as well as developer contributions.

Capital grants revenue is recognised as project milestones are met. Therefore, the revenue recognised on the Statement of Income and Expenditure does not necessarily reflect the funding received during the year. Where milestones are still to be achieved, revenue is recognised as a contract liability on the Statement of Financial Position.

Capital grants revenue budgeted and recognised for significant projects is detailed below, along with the corresponding expenses for these funded projects. Included in the table is the year-to-date (YTD) revenue as a percentage of the anticipated whole-of-life funding.

Project	Revenue Budget	Whole of Life Funding	Revenue YTD Actual	Expense YTD Actual	% Whole of Life Funding
State Government Grants & Subsidies					
Blackman Gap SWP replacement	\$0.40m	\$0.40m	\$0.02m	\$0.04m	4.60%
Backup power generator GECC	\$0.60m	\$0.64m	\$0.02m	\$0.02m	2.42%
Granite Creek Bridge - Lowmead Road	\$2.85m	\$6.70m	\$1.16m	\$1.66m	17.32%
Deepwater National Park Fire Trail Stage 1	\$2.00m	\$2.00m	\$0.01m	\$0.02m	0.68%
Stage 2 - GWWTP Inlet Distribution Structure Replacement	\$5.62m	\$8.77m	\$1.29m	\$1.32m	14.73%
Lake Awoonga Water Main Renewal - Auckland Street	\$1.32m	\$1.42m	\$0.30m	\$0.50m	20.73%
Round Hill 2 Reservoir	\$4.12m	\$4.26m	\$0.01m	\$0.04m	0.30%
Other State Government Funding	\$0.80m	\$1.48m	\$0.30m	\$0.62m	20.38%
TOTAL State Government Funding	\$17.70m	\$25.68m	\$3.11m	\$4.22m	

GLADSTONE REGIONAL COUNCIL GENERAL MEETING AGENDA - 18 NOVEMBER 2025

Project	Revenue Budget	Whole of Life Funding	Revenue YTD Actual	Expense YTD Actual	% Whole of Life Funding
Federal Government Grants & Subsidies					
Boyne Tannum Aquatic Centre	\$4.04m	\$15.00m	\$0.35m	\$0.64m	2.31%
Harbour Arbour	\$0.25m	\$5.33m	\$0.35m	\$0.77m	6.62%
Agnes Water Skate Park	\$0.88m	\$0.97m	\$0.02m	\$0.04m	1.75%
Red Rover Road Bridge, Gladstone	\$1.39m	\$1.54m	\$0.01m	\$0.02m	0.72%
Tableland Road, Calliope - Pavement Rehabilitation	\$1.17m	\$0.60m	-	\$0.03m	-
Other Federal Government Funding	\$1.49m	\$2.11m	-	\$0.02m	0.11%
TOTAL Federal Government Funding	\$9.22m	\$25.56	\$0.73m	\$1.53m	
TOTAL State and Federal Funding	\$26.92m	\$51.23m	\$3.84m	\$5.75m	

Expenditure

Recurrent expenditure

Total recurrent expenditure	2025-26	Actual as %
Actual	\$88.4m	
Budget	\$263.9m	33.50%
Forecast	\$263.9m	33.50%

Of note:

Employee benefits	2025-26	Actual as %
Actual	\$29.5m	
Budget	\$86.3m	34.11%
Forecast	\$86.3m	34.11%

Employee benefits are the largest component of Council's recurrent expenditure. A vacancy rate of 7.0% has been factored into the 2025-26 budget. The YTD average vacancy rate to October is 5.0%.

Consultants	2025-26	Actual as %
Actual	\$1.2m	
Budget	\$5.1m	23.78%
Forecast	\$5.1m	23.78%

GLADSTONE REGIONAL COUNCIL GENERAL MEETING AGENDA - 18 NOVEMBER 2025

Consultant spend has been minimal year to date. Significant consultant budgets for 2025-26 include:

- Asset Planning – Budget \$1.3m, spend \$0.2m
- Strategy and Improvement – Budget \$0.6m, Spend \$0.03m
- Information & Technology – Budget \$0.5m, spend \$0.2m
- Environment – Budget \$0.5m, spend \$0.1m
- Waste – Budget \$0.4m, spend \$0.1m
- Development Services – Budget \$0.4m, spend \$0.1m
- Finance – Budget \$0.4m, spend \$0.03m

Contractors	2025-26	Actual as %
Actual	\$8.0m	
Budget	\$27.7m	28.84%
Forecast	\$27.7m	28.84%

Activities with significant contractor budgets for 2025-26 include:

- Water & Sewerage Services – Budget \$8.7m, spend \$2.7m
- Waste Services – Budget \$7.0m, spend \$1.9m
- Parks & Cemeteries – Budget \$3.6m, spend \$0.9m
- Road Services – Budget \$2.1m, spend \$1.2m
- Entertainment and Events – Budget \$1.5m, spend \$0.3m
- Recoverable Works – Budget \$1.3m, spend \$0.2m

Equipment Expenses	2025-26	Actual as %
Actual	\$1.7m	
Budget	\$3.2m	53.60%
Forecast	\$3.2m	53.60%

Spending on equipment and software expenses trends high YTD, predominantly due to:

- Loose tools \$0.3m (96.65%)- Primarily water services, parks, roads and workshops due to timing of tool purchases at the beginning of the year, together with some inaccurate costing of materials and capital expenses, which are being rectified.
- External plant and equipment hire \$0.8m (62.29%) - Primarily:
 - Workshops, roads, parks, water and waste finance will continue to monitor this account to understand if this is a timing difference or if a forecast revision is required next month.
- Library books \$0.2m (55.38%). Timing of libraries' public funding spend on books and library resources.

Motor Vehicle Expenses	2025-26	Actual as %
Actual	\$1.2m	
Budget	\$2.3m	53.47%
Forecast	\$2.3m	53.47%

Primarily water services, parks, and roads due to inaccurate costing of contractor services for general repairs and maintenance (noting above that contractors are below the pro-rata percentage for the year). Rectification is underway, including re-education of correct costings.

Legal Expenses	2025-26	Actual as %
Actual	\$0.3m	
Budget	\$0.6m	47.56%
Forecast	\$0.6m	47.56%

Legal expenses are higher than anticipated year-to-date. The variances are due to legal action relating to development and planning matters. These matters were not anticipated at the time of developing budgets. The costs of a single planning appeal, initiated by a developer, can be upwards of \$400,000 with no ability to recover costs. Council's risk appetite supports the defending of a decision where the decision is well considered, and in accordance with Council's values. Council's Audit Risk and Improvement Committee receive a report on legal action that Council is engaged in. These expenses will be monitored and revised in the next forecast if required.

Statement of Financial Position

	Current Value	Budget	Variance (Actual to Budget)	Forecast	Variance (Actual to Forecast)
Year-to-date Assets	\$3.2b	\$3.3b	-1.93%	\$3.3b	-1.93%
Year-to-date Liabilities	\$318.2m	\$166.3m	91.38%	\$166.3m	91.38%
Year-to-date Liabilities (excl. unearned rates revenue)	\$185.2m	\$166.3m	11.34%	\$166.3m	11.34%

Liabilities have been presented both including and excluding unearned rates revenue. The two will converge and be the same by June 2026, as all rates revenue is recognised on the profit and loss.

The budget for assets and liabilities reflects the expected positions at 30 June 2026.

Significant balance sheet movement is still expected to occur throughout the year:

- Cash to increase as rates are paid.
- Receivables to decrease as rates are paid.
- Cash to decrease as expenses are incurred and loan repayments are made.
- Property, plant and equipment balances to move based on in-year capital additions and disposals.
- Unearned rates revenue to decrease as recognised on the profit and loss each month.
- Borrowings to decrease as loan repayments are made.

Capital Expenditure

The project delivery team undertakes regular forecasting. The current estimate of capital expenditure for 2025-26 is \$106.4m.

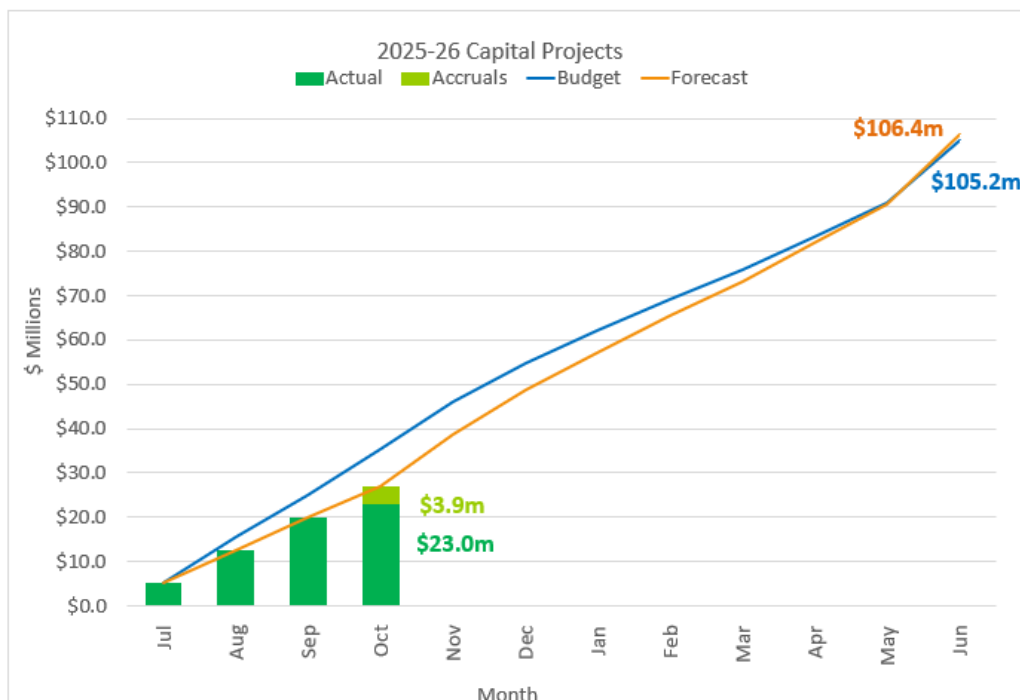
The updated forecast and actuals are provided throughout the tables and graphs below.

	Actual	Budget	Actual as % of Budget	Forecast	Actual as % of Forecast
Year to date capital expenditure	\$26.9m	\$105.2m	25.61%	\$106.4m	25.31%

Capital expenditure against groups with significant capital expenditure budgets are shown in the table below:

Group	YTD Actual	Budget	Actual as % of Budget	Forecast	Actual as % of Forecast
Roads	\$13.0m	\$26.2m	49.35%	\$28.8m	44.96%
Sewerage	\$6.0m	\$26.5m	22.74%	\$25.9m	23.31%
Delivery Support and Performance	\$0.1m	\$6.0m	1.43%	\$5.3m	1.62%
Property Assets	\$0.0m	\$0.4m	6.76%	\$0.0m	0.00%
Asset Governance	\$0.0m	\$5.0m	0.00%	\$5.0m	0.00%
Waste	\$0.9m	\$2.6m	34.04%	\$2.2m	39.58%
Parks	\$0.3m	\$5.6m	5.34%	\$5.0m	6.04%
Community & Lifestyle	\$0.1m	\$0.4m	22.14%	\$0.5m	20.94%
Water	\$4.1m	\$19.8m	20.52%	\$20.1m	20.18%
Strategic Projects	\$1.4m	\$10.9m	12.95%	\$11.9m	11.82%
Other	\$1.1m	\$1.7m	63.60%	\$1.8m	60.74%
Total	\$26.9m	\$105.2m	25.61%	\$106.4m	25.31%

Accrual estimates of \$3.9m have been included in the actuals to account for major claims relating to October work.



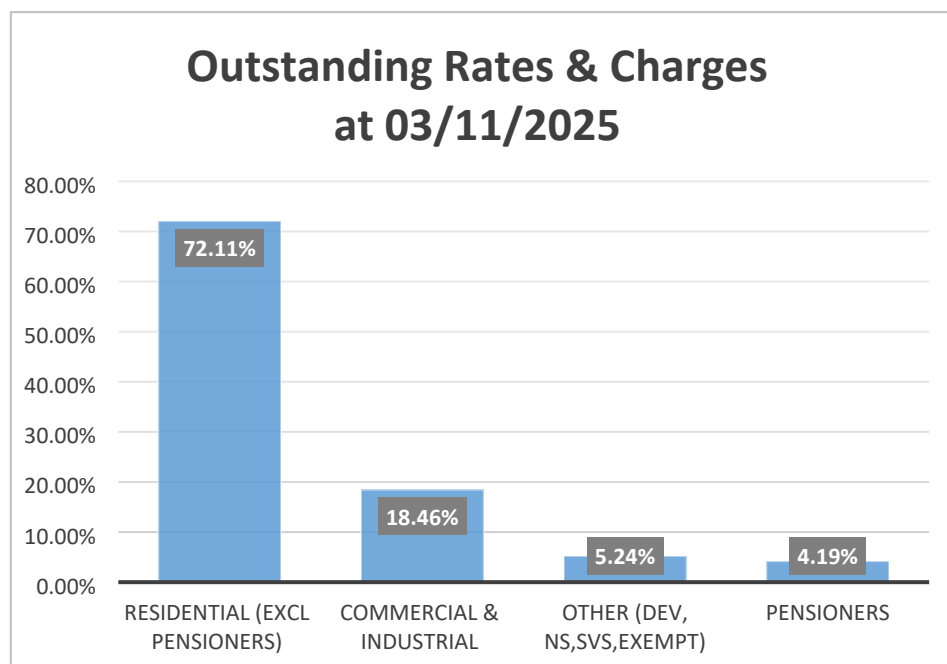
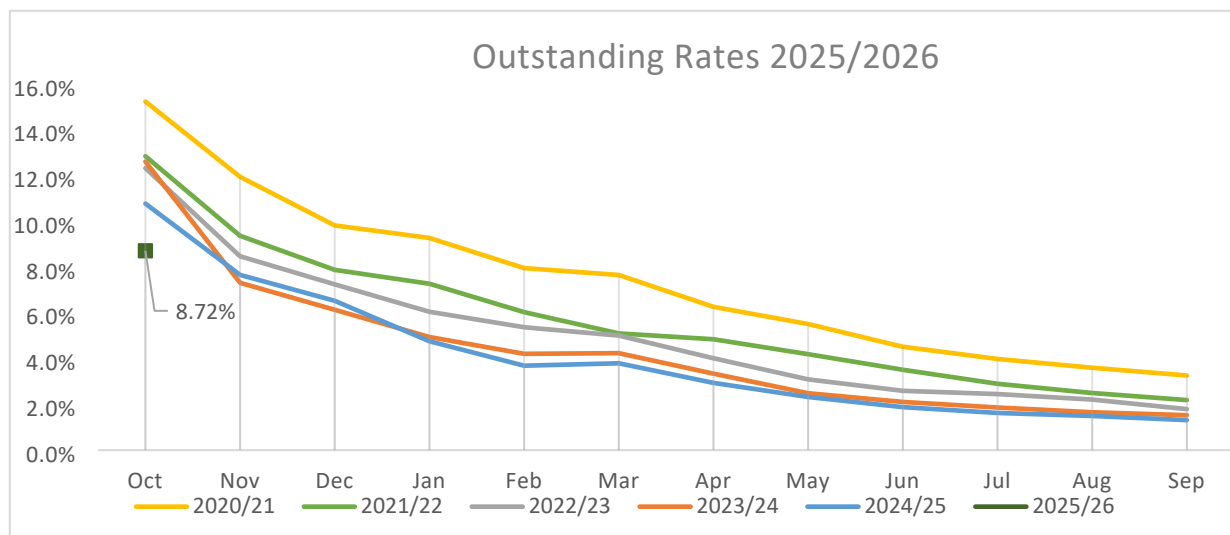
Outstanding Rates

Outstanding rates, as a percentage of gross rates levied 2025-26, and collectible, is at 8.72% at the end of October 2025, compared to 10.78% for the same period last year, 2024-25.

Of the \$19.68m of outstanding rates, 18.46% relates to commercial/industrial assessments and 81.54% represents residential assessments. Compared to the 2024-25 prior year, same period, outstanding rates were \$22.31m, represented by 22.14% commercial/industrial and 77.86% residential assessments.










\$5.55m of rates are currently being repaid under an authorised payment plan, for which there were 29 commercial/industrial assessments and 1490 residential assessments. A total of 1519 assessments, which is an increase of 555 assessments compared to September 2025 (this movement is a result of new arrangements entered into since rates notices were issued in August). This is a decrease of 32 assessments compared to the same period in the prior year.

4869 ratepayers had paid their rates in advance, totalling \$4.8m. An increase of 1223 compared to last month.



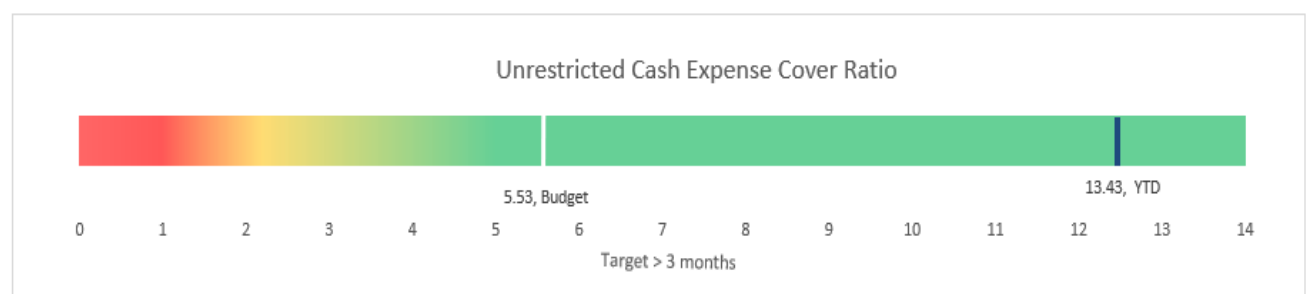
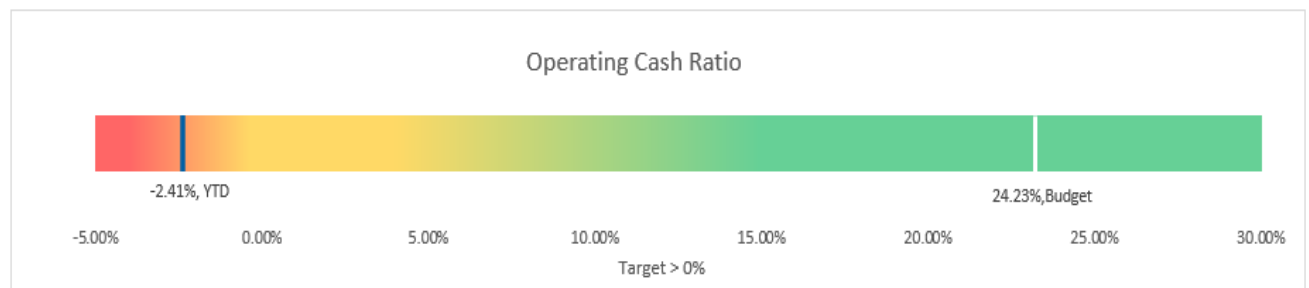
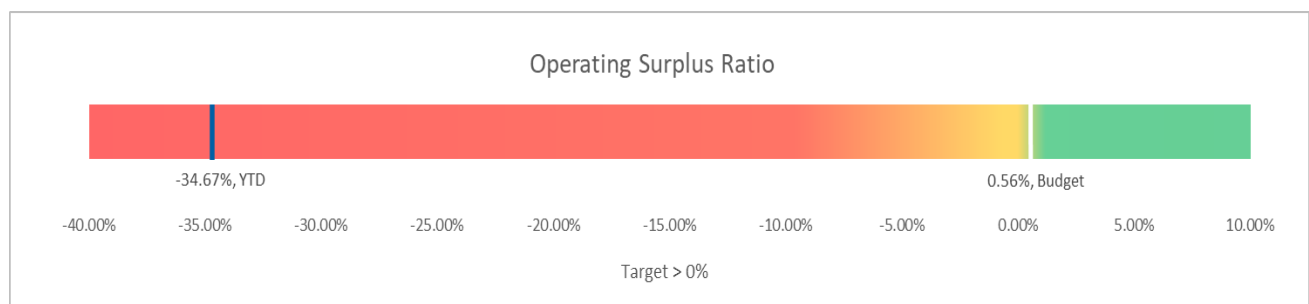
Sustainability Ratios

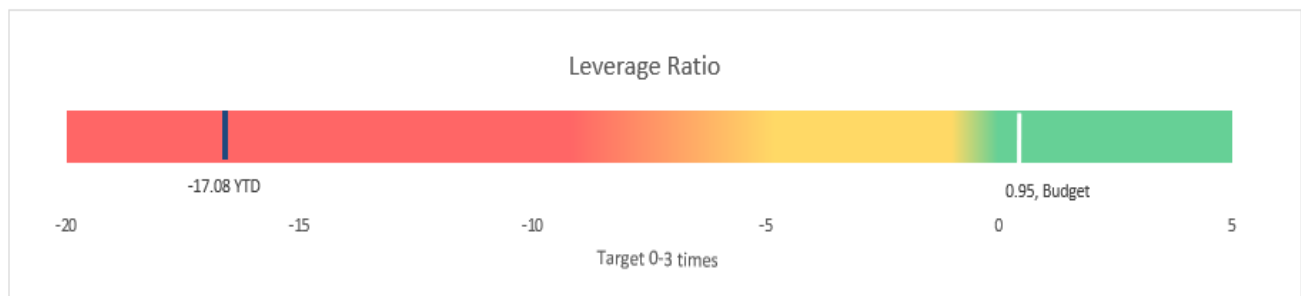
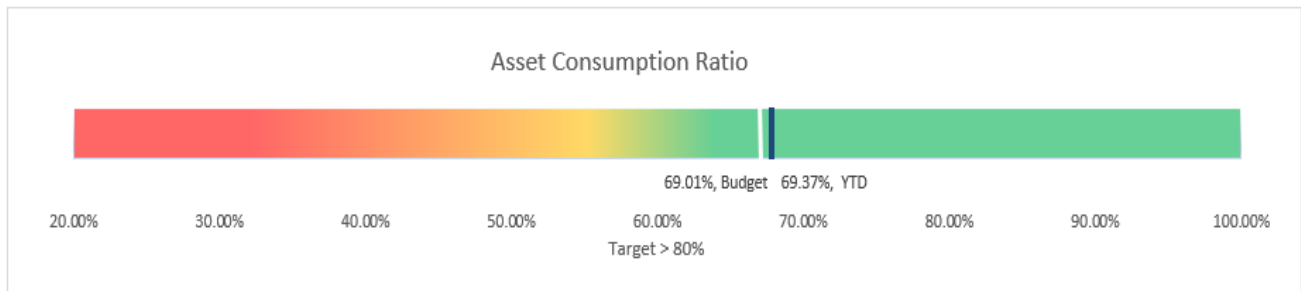
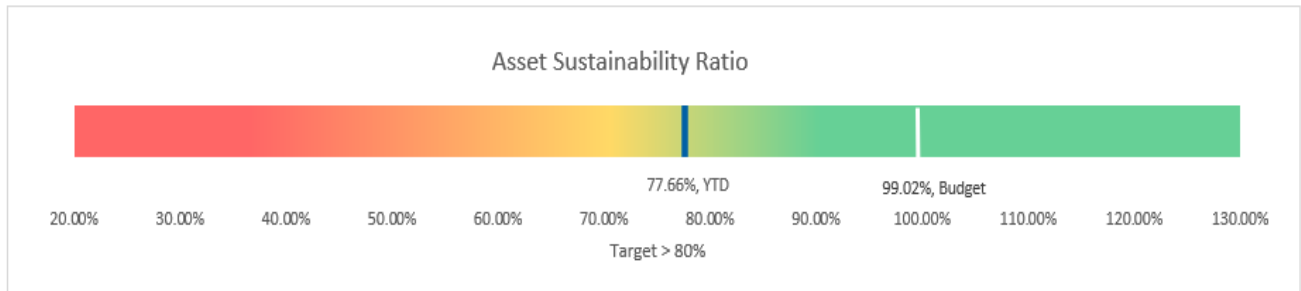
Financial ratios provide a useful snapshot of Council's financial status and emerging trends. Individual ratios do not provide enough information to form a comprehensive opinion of Council's financial position and performance, but when the right mix of ratios are considered together, they become a valuable tool in analysing Council's overall financial performance.

Ratio Explanation	Target	2025-26 Budget	Current YTD		5 Year Average		Commentary
Financial Capacity							
Council Controlled Revenue Ratio: This ratio is contextual only; therefore, it has no target measure		87.75%	88.56%		82.97%		Although there is no target for this ratio, the high 5-year average and current YTD indicate Council's continued strong position to generate revenue without heavy reliance on other external sources.
Population Growth Ratio: This ratio is contextual only; therefore, it has no target measure Ratio is measured annually		2.35%	1.84%		1.40%		For Gladstone, maintaining financial sustainability amidst its unique population growth patterns will require a balanced approach, integrating both proactive infrastructure investment and cautious financial management.
Operating Performance							
Operating Surplus Ratio: Target measured over a five-year average	> 0%	0.56%	-34.67		-4.73%		The current year's result is affected by minimal water consumption, dividend and grant income recognised to date. As water consumption is 6-monthly and both the dividend and financial assistance grant are expected in the last quarter of the year, the ratio may continue on a negative trend until this revenue is received.
Operating Cash Ratio: Target measured over a five-year average	> 0%	24.23%	-2.41%		20.31%		The YTD result is affected by the low YTD revenue as stated above. The 5-year average result of this ratio reflects the continuing strong cash position of Council, proportional to operating costs.
Liquidity							
Unrestricted Cash Expense Cover Ratio: Target measured over a single year	> 3 mths	5.53	13.43		NA		The high budget and YTD result of this ratio shows Council is in a strong cash position to cover planned and unplanned expenditure into the future.
Asset Management							
Asset Sustainability Ratio: Target measured over a five-year average	> 80%	99.02%	77.66%		85.60%		Infrastructure renewals have accounted for 55.49% of capital expenditure YTD, with the balance on new and upgrade projects.
Asset Consumption Ratio: Target measured over a five-year average	> 60%	75.24%	69.37%		70.37%		Both the YTD and budgeted ratio results indicate that Council's assets are being broadly consumed in line with their estimated useful lives.

GLADSTONE REGIONAL COUNCIL GENERAL MEETING AGENDA - 18 NOVEMBER 2025

Asset Renewal Funding Ratio: This ratio is contextual only; therefore, it has no target measure Ratio is measured over the 10-year long-term financial forecast period		NA	108.97%		NA		The asset renewal ratio indicates a well-aligned relationship between Council's capital requirements and the forecasted renewal program, supporting the delivery of infrastructure and assets required to meet community needs in the future.
Debt Servicing Capacity							
Leverage Ratio: Target measured over a five-year average	0-3 times	0.95	-17.08	●	-2.19	●	Both the YTD and 5-year average results of this ratio reflect the negative net YTD result. The ratio will track closer to budget as the year progresses and revenue is received.





Stakeholder Engagement:

This report seeks specialist input from relevant internal sources.

Legal and Regulatory Implications:

Council is required to receive an update at least monthly relative to its financial position, Section 204 Local Government Regulation 2012.

Anticipated Resolution Completion Date:

N/A

Attachments:

1. Monthly Financial Statements for the period ending 31 October 2025
2. Operating Statements for the period ending 31 October 2025

G/5. COUNCILLORS REPORT

G/6. URGENT BUSINESS

G/7. NOTICE OF MOTION

G/8. CONFIDENTIAL ITEMS