



GLADSTONE
REGIONAL COUNCIL

**GENERAL MEETING NOTICE
AND AGENDA**

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

On Tuesday 18 February 2025

Commencing at 9.00am

**Leisa Dowling
CHIEF EXECUTIVE OFFICER**

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G/1. MAYORAL STATEMENT OF CURRENT ISSUES

G/2. CONFIRMATION OF MINUTES

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

Responsible Officer: Chief Executive Officer

Prepared By: Executive Secretary

Council Meeting Date: 18 February 2025

File Ref: CM7.2

Purpose:

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

Officer's Recommendation:

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

Attachments:

1. Minutes of the General Meeting held on 4 February 2025

G/3. DEPUTATIONS

G/3.1. ALCOHOL AND DRUG FOUNDATION - GOOD SPORTS PROGRAM

Responsible Officer: Chief Executive Officer

Prepared By: Executive Secretary

Council Meeting Date: 18 February 2025

File Ref: CM7.6

Purpose:

For Alcohol and Drug Foundation to provide information regarding the Good Sports Program.

Officer's Recommendation:

That the deputation from the Alcohol and Drug Foundation be received.

Background:

Deputation details are as follows:

Time of Presentation	9.10am
Duration of Presentation plus question time	15 mins
Speakers to present	Rebecca Smith, Senior Community Development Officer

Attachments:

1. Alcohol and Drug Foundation – Good Sports Program Presentation

G/4. OFFICERS' REPORTS**G/4.1. CONSIDERATION OF DEVELOPMENT APPLICATION DA/79/2023 'BYELLEE WATERS GOLF COURSE MASTER PLAN' PRELIMINARY APPROVAL FOR MATERIAL CHANGE OF USE INCLUDING A VARIATION REQUEST**

Responsible Officer: General Manager Customer Experience

Prepared By: Principal Planning Lead

Council Meeting Date: 18 February 2025

File Ref: DA/79/2023, DB1.7

Development Application:

Application Number:	DA/79/2023
Applicant:	Clava Limited C/- Place Design Group
Land owner:	Clava Limited, and Gladstone Regional Council
Date of receipt:	14 December 2023
Location:	4 & 6 Jefferis Road and 836 Dawson Highway, Beecher QLD 4680
RPD:	Lot 1 RP602679, Lot 1 & 2 RP607911, Lot 5 RP601549, Lot 31 & 32 PL646 & Lot 102 SP297180
Area:	58.22 Ha
Current use of land:	Three existing dwelling houses (inhabited), abandoned nursery and ancillary structures, cattle grazing.
Zoning:	Rural, Rural residential, and Open space
Proposal:	A) Preliminary approval for Material change of use, including a variation request to vary the effect of Our Place Our Plan Gladstone Regional Council Planning Scheme 2015, for the Byellee Waters Golf Course Master Plan B) Preliminary approval for Material change of use for Outdoor Sport and Recreation (golf course including mini golf & driving range), Environment Facility, Food and Drink Outlet, Function Facility, Market and Tourist park
Submissions close date:	29 July to 13 September 2024 (30 b.d.)
Number of submissions:	One (1) properly made submission

Purpose:

The purpose of this report is to decide on development application (Council reference: DA/79/2024) for Preliminary approval for Material change of use for the proposed Byellee Waters Golf Course Master Plan. The development application consists of two development components being:

- (a) Preliminary approval for Material change of use, including a variation request to vary the effect of Our Place Our Plan Gladstone Regional Council Planning Scheme 2015, for the Byellee Waters Golf Course Master Plan; and
- (b) Preliminary approval for Material change of use for Outdoor sport and recreation (golf course including mini golf & driving range), environment facility, Food and drink outlet, Function facility, Market and Tourist park.

The development application applies to land at 4 & 6 Jefferis Road and 836 Dawson Highway, Beecher QLD 4680. The development applicant is made against the *State Planning Policy July 2017*, and the *Our Place Our Plan Gladstone Regional Council Planning Scheme Version 2* under the *Planning Act 2016*.

Executive Summary:

Development application for Material change of use for Preliminary approval for Material change of use, including a variation request to vary the effect of Our Place Our Plan Gladstone Regional Council Planning Scheme 2015, for the Byellee Waters Golf Course Master Plan; and Preliminary approval for Material change of use for Outdoor Sport and Recreation (golf course including mini golf & driving range), Environment Facility, Food and Drink outlet, Function Facility, Market & Tourist Park was lodged on 14 December 2023. The application was considered properly made on 18 December 2023 with a confirmation notice issued on 9 January 2024. The application was prepared by Place Design Group on behalf of Clava Limited. An information request notice was issued for the development application on 24 January 2024 and a further advice notice on 19 September 2024 to which the applicant provided a response on 22 October 2024.

The proposal was categorized as impact assessable within the Rural, Rural residential, and Open space zones against the relevant provisions of *Our Place Our Plan Gladstone Regional Council Planning Scheme, Version 2* (the Planning Scheme). Assessment was also conducted against the relevant provisions of the *State Planning Policy – July 2017* (the SPP) and requirements detailed under the *Planning Act 2016* (the Act). Based on the information accompanying the application, referral was required to the Department of State Development, Infrastructure, Local Government and Planning (DSDILGP - SARA), Ergon and Gladstone Ports Corporation Limited (GPC). The applicant advised that public notification requirements were undertaken between 29 July to 13 September 2024 with a total of 1 submission (properly made) received during this time.

After assessment of the proposal against the Planning Scheme, it is considered that the proposal is generally consistent with the Strategic framework. It is therefore recommended that the Development application for a Material change of use, including a variation request to vary the effect of the Planning Scheme, for the Byellee Waters Golf Course Master Plan and Preliminary approval for Material change of use for Outdoor Sport and Recreation (golf course including mini golf & driving range), Environment Facility, Food and Drink outlet, Function facility, Market & Tourist Park at 4 & 6 Jefferis Road and 836 Dawson Highway, Beecher QLD 4680, be approved subject to reasonable and relevant conditions.

Subject Site:

The subject site spans approximately 58.22 hectares within the suburb of Beecher. The site is bordered by several features including:

- a) the Dawson Highway and Moura branch railway line to the east,
- b) the Lower Calliope River Catchment and Calliope River estuary, including Clyde Creek, to the south and west, and
- c) the Byellee Wildlife Reserve to the north.

The site contains three inhabited dwellings, an abandoned nursery, and various ancillary structures. It is primarily open land with roaming cattle and infrastructure including Ergon Energy overhead powerlines at the entrance. The subject site incorporates two unformed road reserves being Shultz Road and Boundary Road. The site also includes several waterways and waterbodies including Clyde Creek. The site is subject to existing easements, including a right of way and an Ergon Energy easement, which are located on the southern section of Lot 2 on RP607911. The site and surrounding road network can be viewed below in **Figure 1**.



Figure 1. Subject site and surrounds

The subject site is located within the Rural, Rural Residential, and Open Space zones (**Figure 2**). The sites that border the premises at the north are also Open Space and along the east are Special Purpose as these contain the rail line. To the south, the sites are within the Rural Residential zone while the north-east sites transition to Emerging Community and Low Density Residential zones given proximity to the Gladstone urban area and existing services.

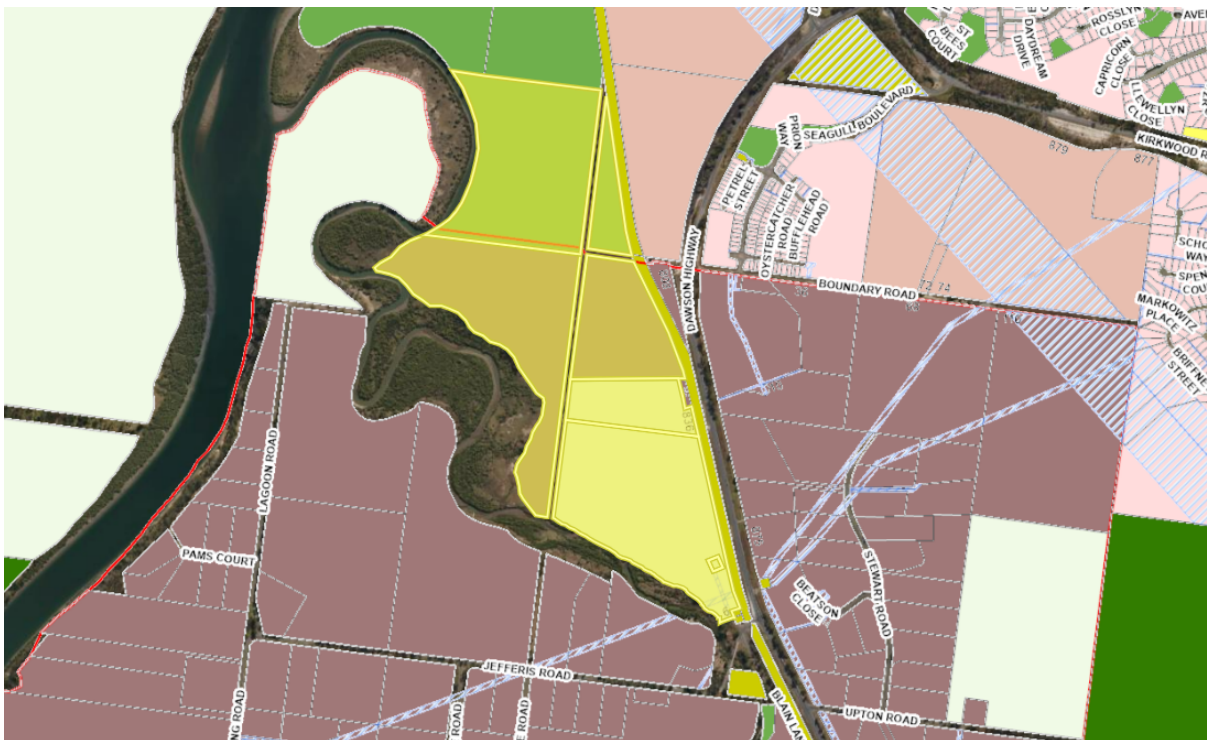


Figure 2. Zoning of subject site and surrounds

Background:

Previous approval – DA/147/2015

A review of the Council’s records details a development application (Council reference DA/147/2015) for a Development permit for a Reconfiguring a lot (5 lots into 21 lots) changed decision notice was approved on 14 January 2020 (**Figure 3**). This development permit has since lapsed. No further development approvals or applications apply to the development site.

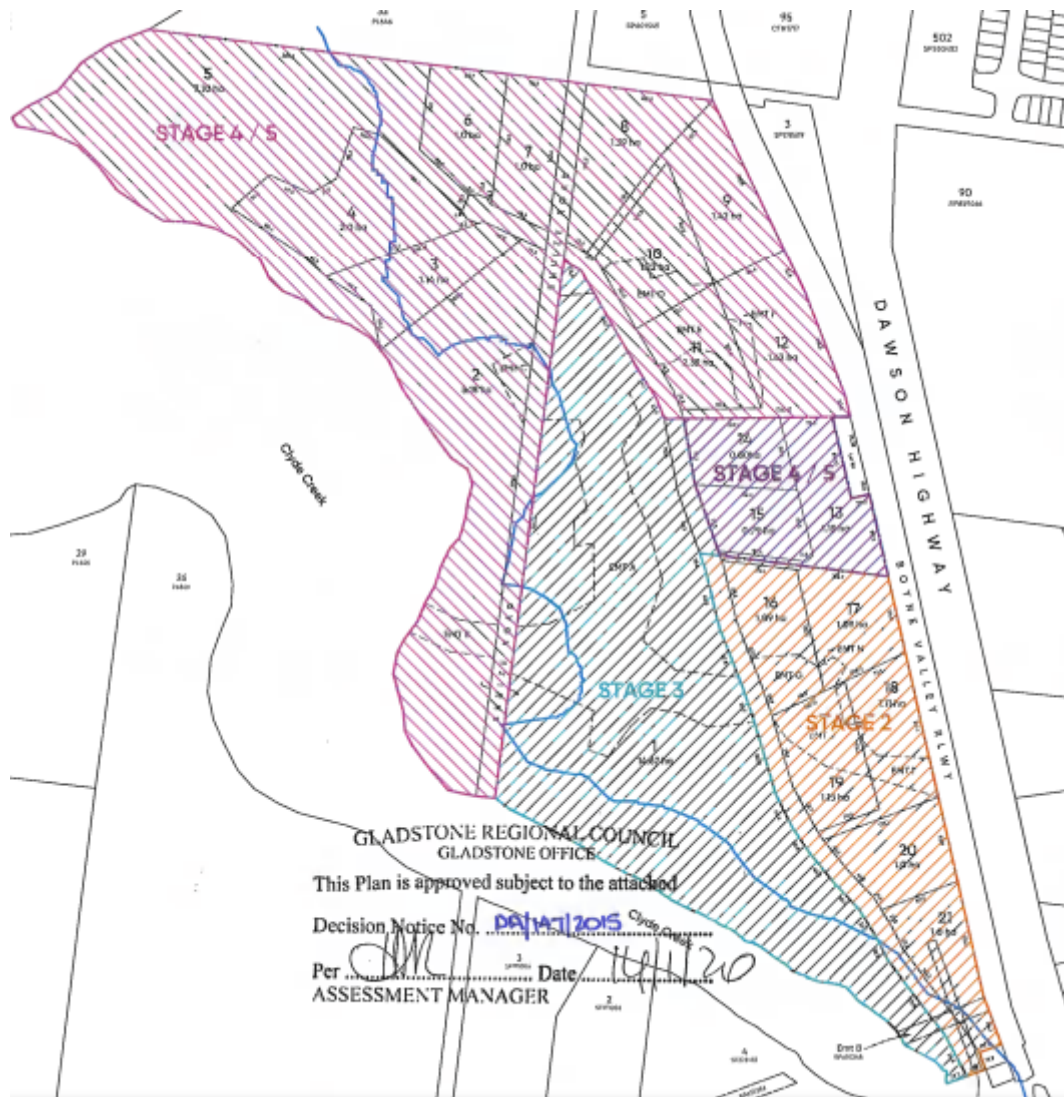


Figure 3. DA/147/2015 - Approved plan

Pre-lodgement PL/30/2023

On 21 June 2023, a pre-lodgement meeting was held to discuss the proposal to relocate the Gladstone Golf Course from its current location in Kin Kora to the proposed subject site in Beecher. The applicant presented reasons for the relocation, including the restraints and difficulties with the current golf course site, and requested advice from Council to progress the required development applications.

Following the meeting, the Council provided written advice detailing Council’s preferred avenue of a development application for preliminary approval, including a request to vary the Planning Scheme, to progress the proposed master plan golf course and ancillary land uses. Council officers provided advice on how to obtain land owner’s consent from Council for the use of 7 hectares of the Council owned site, Lot 32 on PL646, and the permanent closure of part of Schultz Road and Boundary Road. Consequently, the following key points were raised:

- Council acknowledged that the applicant had been regularly engaging with the State Assessment and Referral Agency (SARA) regarding the multiple referral triggers for the proposal.
- It was confirmed that a development application would need to be submitted with comprehensive materials, including DA Form 1, landowner consent, and a determination under section 22A of the Vegetation Management Act 1999 (VMA).
- The applicant was advised to review the development against the Strategic Framework to identify any inconsistencies, particularly for the purpose of conducting a community and economic needs assessment.

Pre-lodgement PL/46/2023

On 16 October 2023, a follow-up pre-lodgement meeting was held to present an updated concept plan and variation instrument. As a result, the following key issues were discussed:

- a. The applicant was required to adhere to the Gladstone Regional Council Planning Scheme policy when drafting the master plan code and development application documents.
- b. Council expressed concerns regarding the inclusion of short-term accommodation (such as motels, backpackers, cabins, etc.) in the material change of use component of the application. For this use to be supported, a detailed economic needs assessment must demonstrate a demand for such accommodation in the region in a location not preferred by the Scheme.
- c. All other land uses proposed in the application and master plan code can be supported, provided they are secondary to the primary use of the golf course.
- d. Council raised concerns about including "reconfiguring a lot" as Code Assessable in Table 2.5.2. The proposed subdivision appears to exceed the scope and purpose of the golf course development, and the allowance for rural residential outcomes (i.e., lots of 6,000m² with water supply) is not supported.
- e. The proposed site is located in the Beecher/Burua precinct, where the Gladstone Regional Council Planning Scheme offers guidance on the consistent water flow supply in the area.
- f. While Council supports the idea of precincts that separate natural features and values (e.g., native vegetation and marine environments) from the golf course, it seeks additional clarification on why Precinct 2 (Regulated Vegetation) is intended to allow uses that might involve minor construction or infrastructure that could result in vegetation clearing. More detailed outcomes are required to ensure that future development does not negatively impact these natural features.
- g. Council notes that only small portions of the development site are included in the Biodiversity Overlay map. Since most natural features fall under State Government jurisdiction, Council strongly advised the applicant to consult with relevant State Government departments about the suitability of the Regulated Vegetation and Highest Astronomical Tide precincts.
- h. Council is supportive of a precinct identifying the golf course footprint and associated land uses. However, more details are needed in the form of a concept plan showing the estimated locations of land use, built form, site access, and the interface with open spaces and rural residential areas.
- i. The proposal to classify operational works as accepted development, without specific requirements, is not supported in its current form. Additional details are needed regarding earthworks, building pads, retaining walls, and works related to the flood hazard assessment.
- j. The Applicant's Needs Assessment lacks sufficient detail and analysis of similar existing developments in the region and is focused primarily on the tourist park component. Council requests the following additional information in the needs assessment:
 - a. The community and economic need for the golf course and clubhouse, considering the existing use rights of the Kin Kora Golf Course and other golf courses in the region (e.g., Calliope Golf Club).
 - b. The community and economic need for the proposed market.
 - c. The community and economic need for the function facility and food and drink outlets, with consideration of similar facilities in the region.
 - d. Further details on the needs assessment for the RV and caravan park, including the capacity of existing parks in the region and an analysis of the projected 31,000 visitor nights' impact on current tourist parks.
- k. The applicant was encouraged to include public art or statement pieces within the development proposal, which could reflect the surrounding area's history and values.
- l. Council recommended that the development application include a Traffic Impact Assessment, an Ecological Assessment Report, a Flood Hazard Assessment (including coastal hazard assessment), and a Stormwater Management Plan.

Proposal:

The proposed development seeks approval for two components:

- A) Preliminary approval for Material change of use, including a variation request to vary the effect of *Our Place Our Plan Gladstone Regional Council Planning Scheme 2015*, for the Byellee Waters Golf Course Master Plan.

Under the *Planning Act 2016*, Preliminary approval is the part of a decision notice for a development application that—

- (a) approves the development to the extent stated in the decision notice; but
- (b) does not authorise the carrying out of assessable development.

Under the *Planning Act 2016*, Variation request means part of a development application for a preliminary approval for premises that seeks to vary the effect of any local planning instrument in effect for the premises.

Therefore, the applicant requests that Council's Planning Scheme be superseded, and that the proposed Byellee Waters Golf Course Master Plan be adopted as the primary planning instrument for assessing future development applications on the site.

- B) Preliminary approval for Material change of use for Outdoor sport and recreation (golf course including mini golf & driving range), Environment facility, Food and drink outlet, Function facility, Market, and Tourist park. Under the Planning Scheme these uses are defined as:

Outdoor sport and recreation (golf course including mini golf & driving range)

Premises used for a recreation or sport activity that is carried on outside a building and requires areas of open space and may include ancillary works necessary for safety and sustainability. The use may include ancillary food and drink outlet(s) and the provision of ancillary facilities or amenities conducted indoors such as changing rooms and storage facilities. Examples include Driving range, golf course, swimming pool, tennis courts, football ground, cricket oval.

Environment facility

Facilities used for the conservation, interpretation and appreciation of areas of environmental, cultural or heritage value. Examples include Nature-based attractions, walking tracks, seating, shelters, boardwalks, observation decks, bird hides.

Food and drink outlet

Premises used for preparation and sale of food and drink to the public for consumption on or off the site. The use may include the ancillary sale of liquor for consumption on site. Examples include Bistro, café, coffee shop, drive-through facility, kiosk, milk bar, restaurant, snack bar, take-away, tearoom.

Function facility

Premises used for conducting receptions or functions that may include the preparation and provision of food and liquor for consumption on site. Examples include Conference Centre, reception Centre.

Market

Premises used for the sale of goods to the public on a regular basis, where goods are primarily sold from temporary structures such as stalls, booths or trestle tables. The use may include entertainment provided for the enjoyment of customers. Examples include Flea market, farmers market, car boot sales.

Tourist park

Premises used to provide for accommodation in caravans, self-contained cabins, tents and similar structures for the public for short term holiday purposes. The use may include, where ancillary, a manager's residence and office, kiosk, amenity buildings, food and drink outlet, or the provision of recreation facilities for the use of occupants of the tourist park and their visitors, and accommodation for staff. Examples include Camping ground, caravan park, holiday cabins.

The submitted Planning Report advises that Clava Limited, trading as Yaralla Sports Club, owns and operates the existing Gladstone Golf Club in Kin Kora, which has a membership of around 100,000 and includes an 18-hole, 68 par golf course, clubhouse, mini-golf, and driving range. However, the current site faces several challenges, such as urban interface issues, limited course layout (due to site constraints), and residential growth nearby, which affects the ability to maintain a championship-level 72-par course. The proposed development involves relocating the golf club to a new 58 hectare site, offering more space to address these issues, redesign the course, and incorporate additional contemporary facilities like mini-golf, pool, and leisure equipment. This move aims to provide a purpose-built outdoor sport and recreation facility that will better serve the community and visitors of all ages, while enhancing both the golf course experience and supporting amenities.

To be clear, this development application does not necessitate the closure of the existing golf course, nor can it lawfully require that use cease.

Based on the common material, the proposed development consists of:

1. Byellee Waters Golf Course Master Plan: The Master Plan consists of three key precincts which have the following purpose (**Figures 4 and 5**):
 - a. Precinct 1- Golf Course, Club and Accommodation
Focuses on the development of an 18-hole, 72-par championship golf course and outdoor sports and recreation facilities as the main land use. Additionally, the precinct may include a variety of recreational, environmental, tourism, accommodation, entertainment, and business activities to support and enhance the operation of a regionally significant outdoor sport and recreation destination.
 - b. Precinct 2- Regulated Vegetation
Development provides activity and land uses are consistent with those intended for Precinct 1, however must not involve the clearing of regulated vegetation (terrestrial plants).
 - c. Precinct 3- Highest Astronomical Tide (HAT)
Development is restricted to an environmental facility designed to protect wetland and marine plant habitats, with no clearing of regulated terrestrial or marine vegetation permitted.
2. Master Plan Code Regulation: The Byellee Waters Golf Course precinct is regulated through a Master Plan code, which includes categories of assessment and core development parameters for Material change of use, Reconfiguring a lot, and Operational work. Changes in assessment levels:
 - a. Golf course, club, and accommodation precinct: Lowers the assessment level for Food and drink outlets, Function facilities, Outdoor sport and recreation, and Tourist parks from impact assessment to code assessment or accepted development where minor building work.
 - b. Regulated vegetation precinct: Similar changes, provided regulated vegetation is not cleared.
 - c. Market use: Lowered to accepted development with up to two market activities per month and protection of designated car parking spaces.
 - d. Reconfiguring a lot: Lowered to code assessment for community title subdivisions related to the Master Plan and golf course use.
 - e. Operational work: Increased threshold to 500m³ for earthworks as accepted development in support of Outdoor sport and recreation activities.

3. Outdoor sport and recreation (Golf Course)
 - a. An 18-hole / 72 par golf course spread over approximately 58 hectares
 - b. Club House
 - c. Mini golf course comprising an area of approximately 3,000m²
 - d. 137 car parking spaces
 - e. Access from Jefferis Road
4. Environmental facility
 - a. Designated areas on the site for small gatherings, such as educational or nature-based activities, aimed at fostering the interpretation and appreciation of Clyde Creek, the surrounding natural environment, and the adjoining Byellee Wildlife Reserve.
5. Food and drink outlet
 - a. Located within the Golf Course club house
6. Function facility
 - a. Located within the Golf Course club house
 - b. Provide the opportunity for additional activities such as weddings, receptions or corporate functions
7. Market
 - a. Located near the Golf Course club house
 - b. Installation monthly markets which may comprise stalls, booths, or trestle tables for the sale of goods to the public.
8. Tourist park
 - a. Open for the golf course users and the general public
 - b. 50 sites for recreational vehicles
 - c. 32 cabins
9. Unformed road reserves: the plan involves formally closing Schultz Road and part of Boundary Road. A Road Closure request was submitted to the Department of Resources (DoR) on 21 September 2023 to close a total of 1.869 hectares of these two unformed road reserves (**Figure 7**). However, the proposed development does not involve any infrastructure or use within the road reserves themselves, so no encroachment into the roads will occur, and tenure (landowner consent) is not required for the development. The closure request is part of a broader process to resolve land tenure, but the development itself does not propose any infrastructure within the closed road areas.

Overall, the proposal aims to create a premier golf course and integrated recreational and entertainment precinct, with golf and club facilities as the central focus, and additional developments supporting the sporting and leisure activities. **Figures 4** and **7** below illustrate the proposed development.



Figure 4. Master Plan – Precinct Plan



Figure

5. Master Plan – Proposed Concept Plan



Figure

6. Club House and Tourist Park

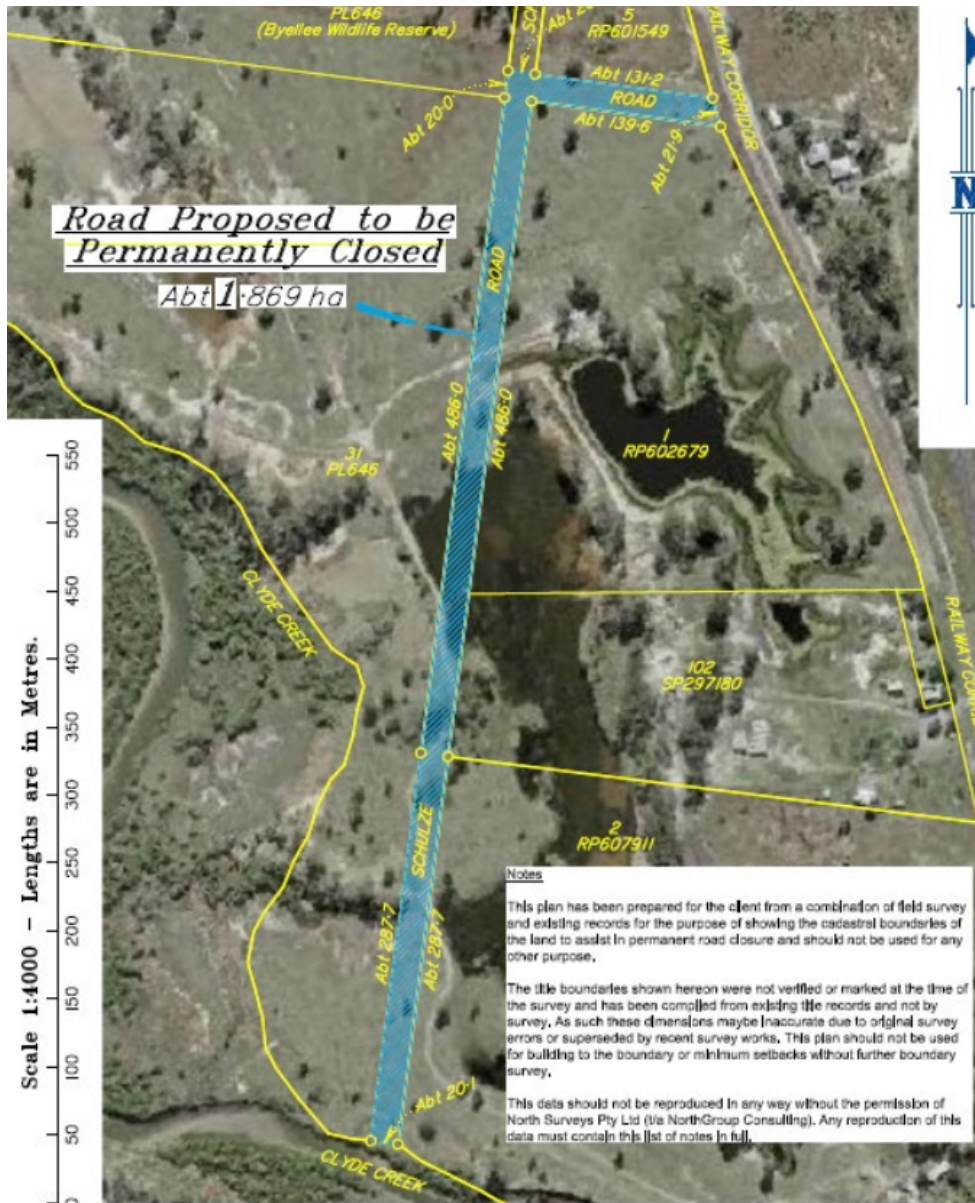


Figure 7. Proposed road closure plan

Adopted infrastructure charges:

The proposed development application is for a preliminary approval only. As no development permit forms part of this application, the Adopted Infrastructure Charges Resolution (no. 1) – 2015 – Amendment No 2 is not applicable. Infrastructure Charges will be levied at each individual development permit for material change of use or reconfiguration of a lot submitted against the Byellee Waters Golf Course Master Plan Code.

Referrals:

Referral Trigger	Agency
Schedule 10, Part 3, Division 4, Table 3, Item 1 Development application for a material change of use involving land clearing	Department of State Development, Infrastructure, Local Government and Planning
Schedule 10, Part 9, Division 2, Table 2, Item 1 Development application for a material change of use where all or part of the premises are subject to an easement for the benefit of a distribution entity, or transmission entity, under the Electricity Act	Ergon Energy
Schedule 10, Part 9, Division 4, Subdivision 1, Table 1, Item 1 Development application for a material change of use impacting state transport infrastructure	Department of State Development, Infrastructure, Local Government and Planning
Schedule 10, Part 9, Division 4, Subdivision 2, Table 4, Item 1 Development application for a material change of use within 25m of a State transport corridor	Department of State Development, Infrastructure, Local Government and Planning
Schedule 10, Part 13, Division 3, Table 1, Item 1 Development application for development that is— (a) prescribed assessable development; and (b) on land below high-water mark and within the limits of a port under the Transport Infrastructure Act	Gladstone Ports Corporation Limited
Schedule 10, Part 17, Division 3, Table 6, Item 1 Development application for a material change within a coastal management district	Department of State Development, Infrastructure, Local Government and Planning

SARA

- On 16 January 2024, SARA issued a referral agency confirmation notice (Ref: 2401-38557 SRA). On 31 January 2024, SARA issued an information request as relevant provisions of the State Development Assessment Provisions were not provided.
- The applicant responded to the information request on 24 July 2024 with a revised Byellee Waters Golf Course Master Plan code, Version 2, and revised specialist reports (site-based stormwater report, and traffic impact assessment).
- SARA issued a further advice notice on 23 August 2024 raising issues with the revised documents provided as part of the information request response.
- On 3 October 2024, the applicant responded to the further advice with revised specialist reports (site-based stormwater report, aquatic ecology assessment report, and traffic assessment).
- SARA issued a referral response on 25 October 2024 with conditions (attached).

Ergon Energy

1. On 2 February 2024, Ergon Energy provided a referral response with conditions.

Gladstone Ports Corporation

2. On 12 March 2024, Gladstone Ports Corporation provided a referral response with conditions.

Public notification and submissions:

The proposed development is impact assessable against the Planning Scheme. The applicant provided a notice of intention to commence public notification to the assessment manager on 25 July 2024. Public notification was carried out from 29 July to 13 September 2024 for 30 business days. On 15 September 2024, the applicant provided a notice of compliance confirming public notification was carried out and included:

- Notice was published in the CQ Today (online) on 27 July 2024,
- Placement of signs on the property on 26 July 2024, and
- Notified owners of all lots adjoining the premises on 25 July 2024.

The public notification was also published on the Council website.

One properly made submission was received during the public notification period (attached). Council provided the submission to the applicant to allow opportunity to provide a response to the issues raised. The applicant provided a response on 18 October 2024 including the amended Traffic Report which forms part of the response to SARA’s further advice notice.

The following table provides a summary of the matters raised within the submission received about the application. The full submission is attached to this report. It is noted that this is a summary of the submitter issues and commentary from the applicant and the assessing officer.

Submitter’s statement	Applicant’s response	Assessing officer's response
<p>As mentioned in the Development Application there will be an increase in traffic at the intersection. The speed limit on the Dawson Highway needs to be addressed and reduced to ensure safety at this busy intersection.</p>	<p>The speed limit for this section of the Dawson Highway is 100km/hour which is referenced as part of the latest Traffic Report. Any future changes to the speed limit on a State controlled road are the jurisdiction of the State, particularly the Department of Transport and Main Roads.</p>	<p>The submitted traffic impact assessment and consequential traffic engineering responses to SARA and Council’s requests has demonstrated intersection and road upgrades are required, and are achievable, to ensure the proposed development does not adversely impact the Dawson Highway and Jefferis Road intersection. This includes consideration of speed limits in future road upgrades. SARA has imposed conditions for further traffic impact assessment and detailed design requirements for the intersection and road upgrades. This must form part of the subsequent development applications for the material change of use to progress the master plan golf course and associated land uses. The subject development application for a preliminary approval can progress.</p>
<p>The current overtaking lane will be reduced as per the Development Application. However as the turning lane is being lengthened to mitigate traffic impacts, the overtaking lane should be absolved to</p>	<p>Please refer to the Traffic Report which considers the impacts of the channelised right turn (CHR) extension to the northbound overtaking lane. The assessment shows that the resulting overtaking</p>	<p>SARA’s referral response condition 7. (v) requires that any upgrades to the Dawson Highway / Jefferis Road intersection does not reduce the length of the existing overtaking lanes. The applicant’s submitted Traffic Report details future design</p>

<p>ensure safety of vehicles waiting to turn into Jefferis Rd. Overtaking lanes and turning lanes are a serious safety impact when planned on the same section of highway.</p>	<p>lane length will remain compliant with Austroads safety standards, and includes a recommendation to subsequently extend the northern length of the overtaking lane to an overall length of 605m. As stated, any decision to absolve this overtaking lane is within the jurisdiction of the Department of Transport and Main Roads.</p>	<p>considerations to ensure the proposed CHR and northbound overtaking lane do not adversely impact each other. The assessing officer acknowledges that further detailed design will be carried out by the applicant and re-assessed by both Council and SARA in any future development applications which would permit the commencement of use for the proposed golf course. The subject development application for a preliminary approval can progress.</p>
<p>The number of golf players in the report has excluded social players. This could potentially increase numbers by 50-100 extra players on any one day. This needs to be given consideration in future applications.</p>	<p>The previous Traffic Impact Assessment submitted to Council estimated that regular golf amateur competitions will cater for up to 120 players on weekends and 80 players on weekdays with staggered start times. Although the number of social golf players is not anticipated to increase by 50-100 players on any one day, it is noted the proposed traffic improvements are designed to cater for the demand associated with golf, and each supporting land use throughout the week. Furthermore, it is noted the Byellee Waters Golf Course Master Plan code states that an Outdoor sport and recreation (golf) use is Code assessable, where not involving minor building work. At this stage, the specific number of golf players can be considered.</p>	<p>Council acknowledges that the preliminary approval will require a code assessable development application to be submitted for all new land uses proposed for the Byellee Waters Golf Course. The applicant will be required to provide anticipated golf player and patron numbers as part of future development applications and amended traffic impact assessment reports. Future development applications will be assessed by both Council and SARA. The subject development application for a preliminary approval can progress.</p>
<p>In the impact report shotgun starts are mentioned to total 3-4/year. Currently at other golfclubs shotgun starts are a weekly event. This needs further investigation as this will condense the traffic numbers before and after the shotgun event.</p>	<p>The proposal is for a Preliminary Approval for Material Change of Use and Preliminary Approval involving a variation request for the Byellee Waters Golf Course Master Plan which is envisaged to accommodate a small number of shotgun starts (ie. three to four) per year. As stated above, any future Outdoor sport and recreation</p>	<p>Detailed design for condensed patronage access and traffic to and from the development site will form part of the code assessable development applications. The assessing officer acknowledges the operations of the proposed golf course and the nature of competition days and onsite events cannot be confirmed during the preliminary approval stage. This detail will form part of the proposed golf course, and</p>

	<p>use will be subject to triggers for Code assessment.</p>	<p>associated land uses, assessment against the Development design code and Capricorn Municipal Development Guidelines (CMDG) as applicable at the time of lodgement. Furthermore, the Traffic Report identifies the potential for an event traffic management plan to be implemented for shotgun start events. This would be assessed by both Council and SARA in the development application for the golf course.</p> <p>The subject development application for a preliminary approval can progress.</p>
<p>Statistics in the report only include traffic on competition days. Future planning and traffic impacts need to include social players and the impact this has on traffic. An accurate number could be obtained by conducting a traffic count at the existing golf club in Gladstone.</p>	<p>The statistics provided in the Traffic Impact Assessment consider traffic generation for regular operations and competitions. It is estimated that only a small number of golf competitions will be held throughout the year, and this intensity would not be experienced throughout a regular week of play.</p> <p>The trip generation rate utilised considers the area of the proposed golf course playing area. As described in response to Council’s Information Request on 22 July 2024, the existing Gladstone Golf Club is a 68-par golf course and is located within an urban setting in Kin-Kora. Therefore, a traffic count at this course location is not considered to be an accurate estimate for the proposed development application.</p>	<p>As discussed above, it is not possible to finalise traffic counts at the preliminary approval stage and the future development applications will require further traffic impact assessments to be carried out by the applicant to ensure all traffic impacts are considered. The assessing officer accepts that the proposed new golf course is in a rural / rural-residential setting with a different traffic environment to that of the existing Kin Kora golf course. Consequently, future development applications will need to appropriately estimate traffic counts for the proposed Byellee Waters Golf Course independently from the existing Gladstone Golf Course.</p> <p>The subject development application for a preliminary approval can progress.</p>

Information request:

Council issued an information request on 24 January 2024 to the applicant requesting further information and amendments to the submitted development application to demonstrate compliance with the Planning Scheme and the Capricorn Municipal Development Guidelines (CMDG). The applicant was requested to provide further information on the following elements of the assessment:

- Economic and community needs assessment
- Planning need
- Byellee Waters Golf Course Master Plan Code
- Precinct 2 – Regulated vegetation
- Traffic impacts
- Sewerage infrastructure
- Water infrastructure
- Stormwater and flood hazard
- Earthworks
- Coastal hazard

The applicant responded to the information request on 22 July 2024 with the following documents:

- A) Revised economic and community needs assessment
- B) Site alternatives report
- C) Amended Byellee Waters Golf Course Master Plan Code
- D) Revised traffic impact assessment
- E) Revised services assessment report
- F) Revised stormwater management report
- G) Coastal hazard overlay code assessment

Further advice:

Based on the information request response provided Council issued a further advice notice on 19 September 2024 requesting the following:

- Planning need – there is insufficient evidence of the planning need for the proposed development in its entirety as envisaged in the Master Plan and Concept Plan.
- Byellee Waters Golf Course Master Plan Code – The applicant has not provided an amended Precinct 2 overall outcome nor an amended Precinct and/or Concept Plan as requested in item 8 of the information request.
- Earthworks - Council does not support earthworks up to 500m³ as accepted development, the maximum volume of earthworks is to be consistent with the current planning scheme trigger of 100m³.

The applicant responded to the further advice on 22 October 2024 with a revised Byellee Waters Golf Course Master Plan Code, version 3, and further commentary on the planning need. The assessing officer determined assessment of the application could continue.

Assessment:

Instruments for statutory assessment

Under the *Planning Act 2016* the application must be assessed against each of the following statutory planning instruments to the extent they are relevant to the development:

- *State Planning Policy 2017* (SPP)
- Planning Regulation 2017
- Central Queensland Regional Plan 2013
- *Our Place Our Plan, The Gladstone Regional Planning Scheme, Version 2* (the Planning Scheme)

State Planning Policy 2017

The Planning Scheme, version 2, dated 3 July 2017 has integrated 16 out of the 17 state interests in Part E, with the exception of infrastructure integration. The proposed development is located within a semi-rural locality with access to Council water supply and road network within both Council and State Government jurisdiction. The proposed development is located on the fringe of Gladstone's established urban area, surrounded by land zoned rural residential. Whilst the development will require infrastructure upgrades specific to the proposed land use, the development will not impact the delivery of local government infrastructure in the Gladstone region and will not impede future planned infrastructure development. Consequently, the proposed development is consistent with State interest – infrastructure integration.

Furthermore, a review of the SPP mapping confirms that the current Planning Scheme overlay mapping is consistent with the SPP Natural hazards mapping and there are no inconsistencies between the Planning Scheme and the SPP. No further assessment of the development against the benchmarks of the SPP is required.

Planning Scheme requirements:

Strategic framework

The proposed development has been considered against the Strategic framework as set out in the Planning Scheme. The following assessment considers the relevant Strategic outcomes for the proposed development.

Gateway to the world

(14) Tourism occurs in mixed use centres and the Gladstone CBD through short term accommodation and in integrated tourist resort complexes and associated facilities on the islands of Heron, Quoin and Lady Elliot. Other smaller scale tourist uses in rural and coastal townships (such as Agnes Water and Seventeen Seventy) and rural places are appropriate where associated with rural and coastal attractions.

The applicant has stated the proposed Outdoor sport and recreation golf facility will encourage tourism accommodation on an appropriate scale for the rural setting. The strategic framework supports tourist attractions and land uses in the Rural places where of an appropriate scale and associated with rural attractions. Whilst golf courses are not necessarily a rural land use, the use often needs to occur in a rural setting on the fringes of urban communities due to the size of the land, safety requirements of golf courses, and the natural landscape setting required for the course. The accommodation component of the development is considered complementary to the Outdoor sport and recreation use and therefore supports the ability for the golf course facility to attract tourism to the Gladstone region. The development site is naturally buffered from the nearby rural residential properties by Clyde Creek therefore reducing commercial development impacts on existing residential land uses.

The proposed Byellee Waters Golf Course Master Plan supports the Gladstone region to being a gateway to tourism. The development will provide a new site for recreational tourism within close proximity to Gladstone without deterring attraction to the already established tourism destinations in the region. Large 'tourism' golf courses in other regions such as South East Queensland and Cairns are often tourism destinations. Therefore, the proposed Golf Course has the ability to attract new tourism opportunities to the region.

Connecting places

(2) Development achieves the efficient use of existing transport and community infrastructure and the timely and equitable delivery of new infrastructure.

The applicant has stated the proposed development will benefit from the existing transport infrastructure and networks connecting to the subject site, in particular the Dawson Highway. The Dawson Highway is a State-controlled road providing a major transport corridor from the Bruce Highway to the central business district of Gladstone. The location of the proposed development will support utilising existing transport infrastructure with upgrades required to the State and local road networks to support the development.

(3) All communities have access to a range of facilities and services, public spaces, open space, sport and recreation areas.

The proposed master planned golf course facility will improve the sport and recreation options for the Gladstone region. The development will also 'open up' the Clyde Creek natural environment to the community as the development is focused to incorporate the natural environment into the course design and supports the inclusion of the environmental facility land use through the Master Plan Code provisions.

(8) The Gladstone airport and major road transport corridors such as the Bruce and Dawson highways and other State controlled roads and arterial routes are protected from inappropriate development that undermines their efficient and safe operation.

The applicant has stated the proposed golf course plan provides appropriate onsite car parking and traffic devices designed to service demand and protect the integrity of the Dawson Highway and external road network. With Dawson Highway being the highest order of road hierarchy and the development being in close proximity to the highway, the application material has addressed the potential impacts and provided mitigation measures through intersection and road upgrades to support the development.

Our environment and heritage

(1) Sustainable development allows our communities to meet their present needs while not compromising the ability of future generations to meet their needs.

The applicant has stated that sustainable elements have been incorporated as part of the Master Plan design to facility the needs of the locality, the protection of vegetation and water capture and reuse. The initial golf course design, and the location of the precincts set out in the proposed planning code, helps protect existing waterbodies, natural vegetation and features. The retention of existing waterbodies will assist in the management of the golf course.

(2) Natural places including areas with national and state environmental significance are protected through appropriate planning and development practices.

The applicant submitted an ecological and aquatic ecology assessment which supports the proposed precinct plan to minimise environmental impacts and encourage good planning and development practices. By ensuring the precinct plans, development footprint and golf course layout has been informed by these detailed environmental assessments the applicant has demonstrated how the proposed development protects the Beecher, and wider Gladstone region, natural places.

(5) The environmental values and quality of the region's waters and waterways are protected.

(6) Fisheries resources (including declared fish habitat areas) are protected from development and ensure fisheries productivity is maintained to support the commercial, recreational and indigenous fishing sectors.

The Master Plan has been informed by an ecology survey and stormwater management plan to protect natural waterways, water quality and the integrity of the existing waterbodies. The applicant has demonstrated through supporting material that the proposed golf course and ancillary facilities can be developed in a manner that protects the natural waterways of Clyde Creek, Calliope River and the existing natural waterbodies in the Beecher community.

Element 3.7.2: Recreation in open space and parks

The applicant has stated the proposed development will enhance the open space values of the Gladstone region and contribute to the ongoing integrity of natural places. Whilst the golf course site will remain private land, it will provide improved public access to the Clyde Creek natural environment through the outdoor sport and recreation uses on site and the proposed environmental facility component of the master plan.

Our rural and coastal township and places

(2) No further expansion of Rural residential areas is supported beyond areas identified in the Rural residential zone. Subdivision within the Rural residential zone is determined by the level of water supply that can be made available along with being consistent with lot sizes that reflect the character of rural residential areas.

The proposed development does not involve rural residential expansion or subdivision. The golf course will utilise existing waterbodies on site to provide water supply for irrigation. The built form intends to be connected to Council's water supply infrastructure and has been assessed and discussed further in the Development design code assessment below.

(4) Fragmentation of rural lands in the Rural zone does not occur.

The applicant has stated no fragmentation of rural land will occur as a result of the development application. The subject site is not currently utilised for primary production and will only allow for reconfiguration under this application where consistent with the Outdoor sport and recreation activity. The proposed planning code to override the Planning Scheme limited reconfiguring a lot to a community title subdivision only, where associated with the Master Plan and the Outdoor sport and recreation use. Any other future subdivision proposed over the site will be impact assessable against the Planning Scheme.

It is considered the proposed Byellee Waters Golf Course and planning code overriding the Planning Scheme will support the themes of the Strategic Framework of the Planning Scheme and ensure the site will be developed into a facility appropriate for the Gladstone region for both the local community use and to provide new tourism opportunity.

Economic and community need

The applicant submitted a revised Economic and Community Needs Assessment, prepared by Ethos Urban, version 2.0 and dated 08/03/2024 as part of the response to information request. The applicant has provided evidence on the economic and community need for the integrated golf course development, including the needs and benefits of the Function facility, markets and Tourist park land uses. The applicant has demonstrated:

- The golf facility will enhance recreational infrastructure in the region for the local community and increase tourism and related spending.
- The proposed development includes RV and cabins which respond to strong domestic tourism demand and high occupancy levels at existing facilities, as identified in local policy. The facility provides a point-of-difference to existing RV facilities in Gladstone, providing a high-quality new option integrated into a nature-based location with complementary golf and function facilities.
- Food and drink retail services at the subject site will be complementary to the operation of the golf club, providing a tailored and differentiated role to existing food and drink facilities elsewhere in Gladstone.
- The subject site provides the opportunity for function facilities to provide a unique space enhanced by the surrounding landscaped golf course and natural environment. These facilities will generate employment opportunities, support local events and social engagement, enhance tourist visitation, and deliver additional spending in the Gladstone region.
- The opportunity to include regular community markets at the subject site will result in increased opportunities for local and primarily small boutique businesses, promote the local and regional economy and support local products and product innovation.
- Key benefits of the proposed development of the subject site include employment opportunities, increased economic value, additional tourist visitation, and enhanced spending in the local economy.

Planning need

As part of the applicant's response to the information request and further advice notice, additional detail has been provided demonstrating the planning need for the proposed Byellee Waters Golf Course and ancillary facilities to be located within the Beecher Rural and Rural residential area. The applicant has demonstrated the following benefits and needs the proposed development can provide for the Gladstone region:

- Social benefits to the working aged residents demographic (between 35-64 years) who show a strong participation in golf according to the Golf Australia national participation report for 2022/2023. Furthermore, the proposed golf course and its associated facilities has the ability to attract more players from the 5-14 years and 20-29 years demographics through golf tournaments and extra-curricular events.
- Environmental benefits through the protection of terrestrial and aquatic values in proposed Precinct 2 and 3 from incompatible development and ensuring sustainable development outcomes are being delivered in the Gladstone region. The golf course encourages low intensity activity and environmental interaction. This is an improvement to the site's historical land use of land grazing. The proposed development also fosters an Environmental facility land use which will involve research and educational opportunities on site.
- Challenges for site improvements and expansion at the existing Gladstone Golf Course include urban interface issues; the number of holes and PAR requirements; and residential growth and expansion of neighbouring sites. These issues prevent the Gladstone Golf Course from maintaining a championship 72 PAR golf course.
- The integrated land uses associated with the golf course (Function facility, Market and Tourist Park) serves as an important social purpose and supports the integrity of the primary land use. The Tourist Park will improve the range of accommodation options in the Gladstone community and support the successful operation of the golf course.

- Economic and community benefits include the ability of the proposed golf course to deliver recreation opportunities for both residents and tourist in the region, particularly tourist who plan their trips around golf. The development will attract visitors to the region who would otherwise not visit Gladstone. The development will provide benefits such as:
 - Construction phase employment
 - Operation phase employment
 - Increase in tourism presence for night visitors to Gladstone through the RV and caravan park facilities.
 - Spending in the local economy at both the golf course site and also within the Gladstone region which the applicant has estimated annually to be around \$5.26 million of direct spending in the local economy.
 - Improved access to golf facilities to increase participation in sport for improved public health.

The applicant carried out an Alternative site report, prepared by Place Design Group, in response to Council's information request. The report analysed existing land parcels within the appropriate zones, Sport and recreation zone, Open space zone, Rural zone, Major tourism zone and Minor tourism zone which might be considered appropriate for the proposed Byellee Waters Golf Course. The results of the report detail that there are no alternative sites in the Gladstone region suitable for the proposed golf course and within the Planning Scheme zones considered appropriate for Outdoor sport and recreation land uses. The rural and rural residential locality and natural environment setting of the subject site is considered most suitable for the proposed development. The assessing officer accepts the applicant's submitted evidence and concludes the subject site is appropriate for the Byellee Waters Golf Course.

The applicant has provided sufficient evidence that the Planning Scheme currently does not provide an alternative site which meets the needs of the development and has provided detail on the planning need of the proposal to the Gladstone region.

Acid sulfate soils overlay code

The subject site is identified to contain acid sulfate soils at both 0m-5m AHD and 5m-20m AHD. At preliminary approval stage, the proposed development is not required to provide a detailed assessment against the Acid sulfate soils overlay code. This will be a matter for the subsequent code assessable material change of use and operational work where detailed investigations will be required for assessment against the code. No further information from the applicant is required, for assessment against the code.

An advice statement will be provided with the decision notice for the applicant to be aware of the required acid sulfate soil investigations, findings and mitigation measures as part of future development applications.

Airport environs overlay code

The subject site is located in the airport buffer of 8km and inner horizontal area elevation 61m AHD as identified on the Airport environs overlay map. A review of the proposed Master Plan Code confirms the variation request will not prevent future development applications from being assessed against the code. Furthermore, the proposed land uses remain consistent with the overall outcomes of the code and is not expected to impede the safety of aircraft and aviation facilities within the airport's operating airspace. At preliminary approval stage, the proposed development is not required to provide a detailed assessment against the overlay code.

An advice statement will be provided with the decision notice for the applicant to be aware of the required assessment against the Airport environs overlay code as part of future development applications.

Biodiversity overlay code

The majority of the subject site is located outside of mapped biodiversity value areas in the Biodiversity overlay map (refer to **Figure 8** below). When reviewing the latest State Planning Policy biodiversity mapping there are some matters of state environmental significance (MSES) not reflected on the Planning Scheme mapping. However, a majority of the proposed development footprint detailed in the Concept Plan is outside of the MSES mapped values or the MSES is protected from development by proposed Precinct 2 and 3. The applicant submitted an Ecological assessment report, prepared by 28 South Environmental, including a detailed assessment against the Biodiversity overlay code. The applicant has demonstrated the Master Plan has appropriately avoided and minimised impacts to environmental values and habitats within the site and has considered higher ecological values within the development design. Mitigation measures have informed the master plan’s design to prevent adverse impacts on the natural environment of the development site and adjoining land. The proposed development is generally consistent with the Biodiversity overlay code, subject to reasonable and relevant conditions.

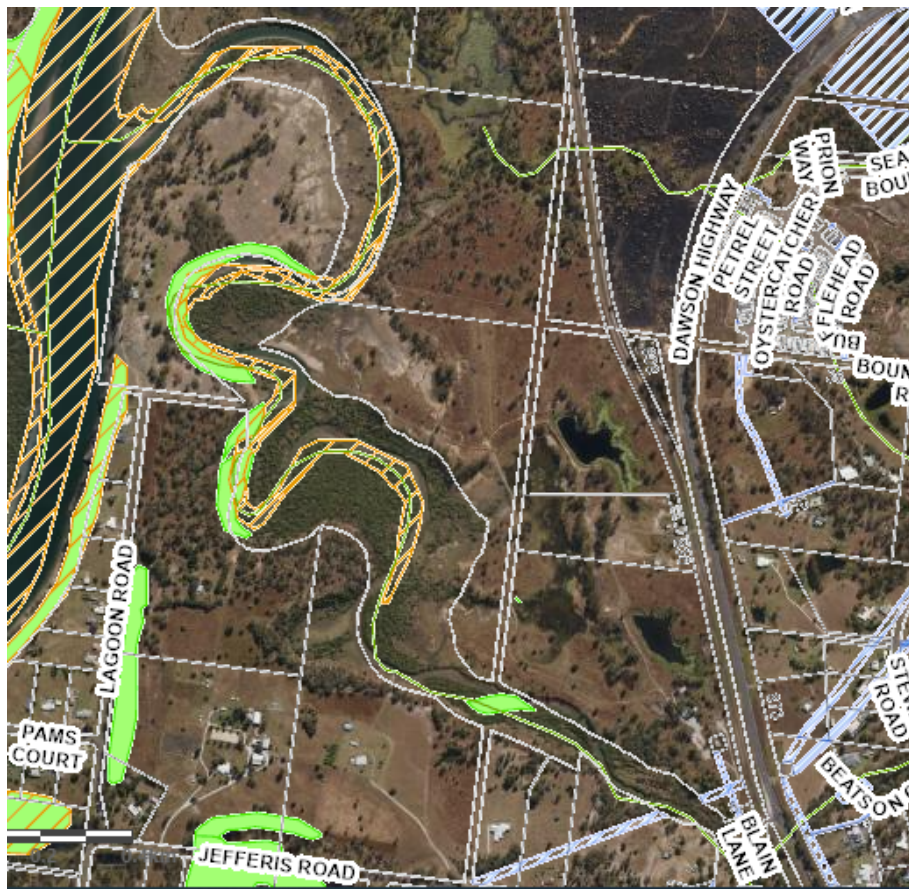


Figure 8 Biodiversity overlay map (snapshot of overlay mapping) (source: Geocortex, date 29/01/2025)

Bushfire hazard overlay code

Portions of the subject site are located in the medium potential bushfire intensity and potential impact buffer area as identified on the Bushfire hazard overlay map (refer to **Figure 9** below). Based on the master plan’s concept plan, most of the built form components of the development will be located outside of these mapped hazard areas. The proposed development is unlikely to pose risk to life, property or the community during bushfire events. The property access is clear of bushfire risk and future material change of use development applications will need to address the assessment benchmarks of the overlay code. The proposed development at preliminary approval stage is considered to be generally consistent with the Bushfire hazard overlay code.

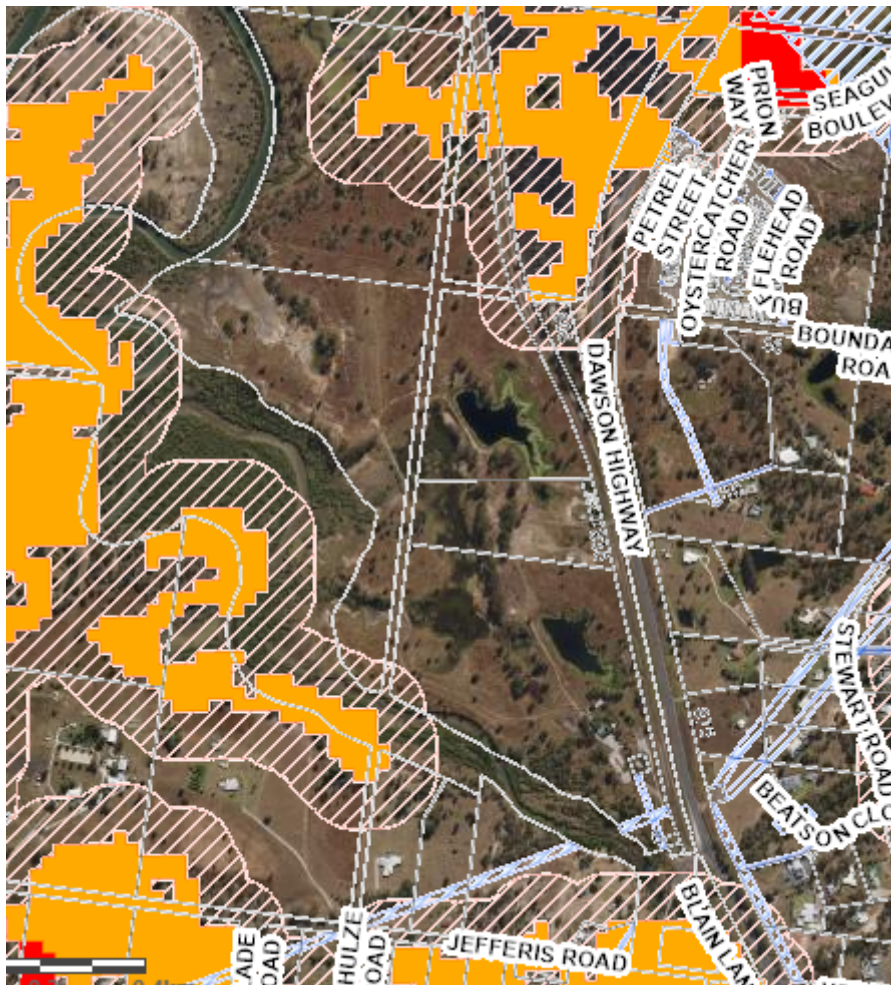


Figure 9 Bushfire hazard overlay map (snapshot of overlay mapping) (source: Geocortex, date 29/01/2025)

Coastal hazard overlay code

The subject site is located in the erosion prone area and medium storm tide inundation area as identified on the Coastal hazard overlay map (refer to **Figure 10** below). The applicant has provided an assessment against the Coastal hazard overlay code and has stated the club house and supporting land uses will be constructed as far landward from the erosion prone areas as practicable. Precinct three is a dedicated precinct for land under the Highest Astronomical Tide (HAT) to minimise coastal erosion and development impacts. Future habitable floor levels (Tourist Park) and all non-habitable floor levels will need to be constructed in accordance with the Coastal hazard overlay requirements. Whilst this will be addressed in the subsequent material change of use development applications when further detailed design is available, a broad condition requiring compliance with the code’s floor level requirements will be imposed.

The applicant has demonstrated the proposed master plan has been designed to avoid and mitigate the risks to people and property from coastal hazard impacts. The proposed precinct plan facilitates in protecting and enhancing the naturally occurring coastal processes on site. The proposed development at preliminary approval stage is considered to be generally consistent with the Coastal hazard overlay code.



Figure 10 Coastal hazard overlay map (snapshot of overlay mapping) (source: Geocortex, date 29/01/2025)

Flood hazard overlay code

The subject site is located in the Calliope River Q100 flood area (refer to **Figure 11** below). As part of the response to SARA’s further advice, the applicant provided a revised stormwater management plan, prepared by GHD, dated 19 July 2024. The report carried out an assessment of the proposed development’s impact to the existing flood hazard scenario within the locality and Calliope River catchment and tributaries. The modelling simulations showed that the impact of the development is less than 10mm in the events assessed, including up to 1% AEP events. The report also identified the defined flood event (DFE) level on site and the required floor levels to mitigate flood hazard impacts. Based on the submitted material, and the requirement for further detailed flood hazard assessments to be carried out for each separate development application and land use, the proposal can be accepted in its current form and will be conditioned to ensure the development carried out in compliance with the Flood hazard overlay code’s purpose and overall outcomes.

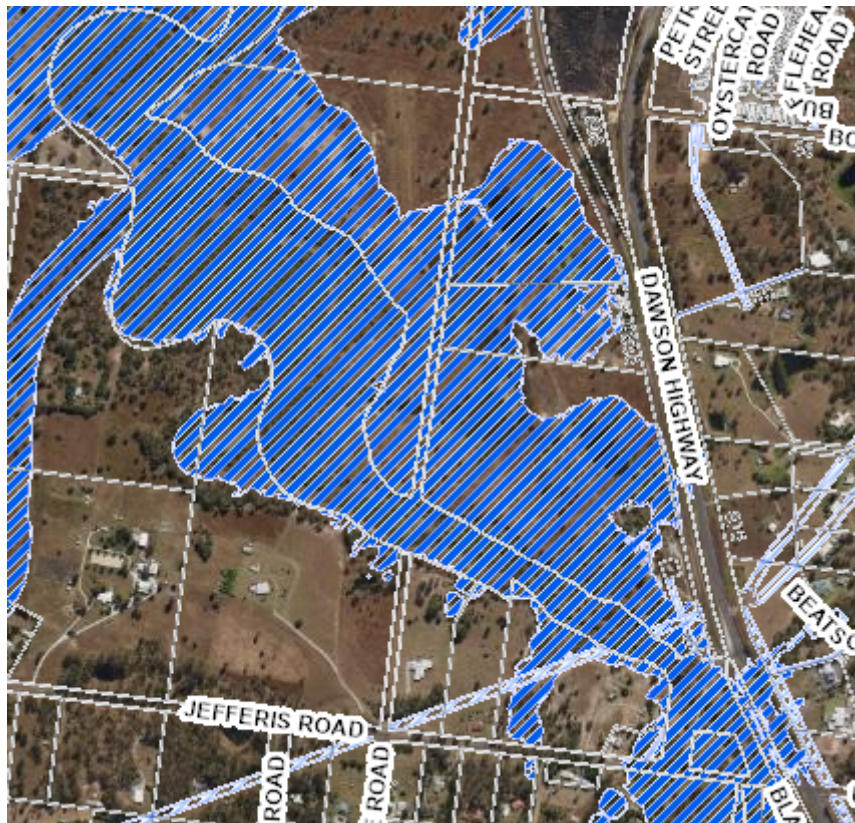


Figure 11 Flood hazard overlay map (snapshot of overlay mapping) (source: Geocortex, date 29/01/2025)

Regional infrastructure overlay code

The subject site contains an Ergon 66kv line identified as a major electricity infrastructure network and is located within a dedicated easement. The proposed development's built form is mostly located well away from this infrastructure. On 2 February 2024, Ergon Energy provide a referral agency response to Council which included conditions and requirements for amendments to be made to the Byellee Waters Golf Course Master Plan Code to protect the existing overhead electrical infrastructure from incompatible development. Version 3 of the master plan code has demonstrated compliance with Ergon Energy's referral response requirements. As there are no other mapped regional infrastructure networks impacting the development site no further assessment is required as the development is consistent with the Regional infrastructure overlay code.

Rural zone code

The proposed development is not classified as a rural activity and the applicant must demonstrate how the proposal will not result in fragmentation of rural land used for primary production and ensure natural features such as creeks, gullies, waterways, wetlands and bushland are retained, managed and separated from development. Throughout the application material, and as discussed within this report, the applicant has demonstrated that the proposed master planned golf course does not compromise the future use of the land for rural activities such as animal husbandry or cropping. The development does not encroach upon land designated as 'important agricultural areas', 'agricultural land classification class A and B' or the stock route network. The portion of the development site which falls within the Rural zone is 22.9 hectares in size and is neighboured by lots zoned Rural residential and Open space. The rural zone is already quite fragmented in this locality and is limited in its rural land activities opportunities. The locality of Beecher is predominately zoned Rural residential with pockets of Rural and Open space zoned land.

Overall outcome 8 of the Rural zone code states:

The establishment of outdoor recreation and small-scale tourism facilities in suitable locations is facilitated only where they do not compromise the use of the land for rural activities and minimise any land-use conflicts.

The applicant's proposed Byellee Waters Golf Course Master Plan Code will deliver an Outdoor sport and recreation land use, including the associated Tourist park, in a manner that protects the natural environmental features of the site. The code ensures the development is of a scale appropriate for the Beecher locality and will minimise land-use conflicts with neighbouring properties and established uses. In conclusion, the proposed Byellee Waters Golf Course Master Plan and associated land uses will not adversely impact the purpose of the Rural zone code of the Gladstone region.

Rural residential zone code

The purpose of the Rural residential zone is to provide for limited housing and lifestyle choices generally on the fringe of existing urban areas with the development of large lots for residential development at a very low density with a limited level of servicing. The development site contains two land parcels within the Rural residential zone. On the submitted Concept Plan, these lots will comprise mostly of golf greens and waterbodies with minimal built form. The proposal to develop the Rural residential sites into a golf course can be expected to generate a lesser demand on infrastructure and services compared to low density residential development. The proposed development does not detrimentally reduce the land available for residential developments in the Gladstone region as there is a surplus of land available for residential development in more appropriately zoned localities (i.e. Kirkwood, New Auckland and Glen Eden).

Overall outcome 2 e. states:

Non-residential uses may be appropriate where such uses provide for the day-to-day needs of the area or have a direct relationship to the land.

The applicant has demonstrated through the Economic and Community Needs analysis and Planning Need assessment that the proposed golf course and associated land uses will provide a high quality Outdoor sport and recreation facility to the Gladstone region, which will include the residents of the Beecher community. The golf course's concept plan and master plan code has demonstrated a direct relationship to the natural makeup of the land by protecting existing environmental values and designing around the natural constraints of the land. The proposed Byellee Waters Golf Course Master Plan and associated land uses will not adversely impact the purpose of the Rural residential zone code of the Gladstone region.

Open space zone code

The proposed development is to incorporate approximately 9.67 hectares of Council owned land at Lot 32 PL646 and Lot 5 RP601549 which are within the Open space zone. The land forms part of the Byellee Wildlife Reserve. The purpose of the Open space zone code is to ensure:

- *The provision of informal recreation areas where the built form is restricted and subservient to the enjoyment of the space.*
- *Open space acts as a buffer from built form in urban areas.*
- *Places that contribute to the visual amenity and landscape character of the region are protected.*
- *Development maximises community access and use of open space and parkland.*
- *Parkland is designed to meet community needs for informal and passive recreation purposes.*

It is important to note that the Byellee Wildlife Reserve is extremely limited to public access due to the lack of formed road reserves and the location of the Moura System railway line running along the eastern boundary. The benefits of the land for informal recreation are greatly impeded by these physical access restrictions. Therefore, the proposed development would 'open up' the area of the Byellee Wildlife Reserve through providing general public access. The master plan includes provisions for the establishment of an Environmental facility which will also assist in achieving the purpose of the Open space zone code in the Beecher locality. As demonstrated on the Concept Plan, the portion of the Council owned land to be

included in the development is exclusively for golf greens and waterbodies with no built form. The proposed Byellee Waters Golf Course Master Plan and associated land uses will not adversely impact the purpose of the Open space zone code.

Development design code

The overall outcomes relevant to the proposed development are as follows:

- a. *Development is adequately serviced by utility and access infrastructure including roads, water, wastewater, power, telecommunications, stormwater management and waste management.*
- b. *The integrity and efficiency of utility and access infrastructure systems is maintained.*
- c. *Environmental values of receiving water are protected from adverse development impacts arising from stormwater quality and flow.*
- d. *Environmental values of receiving water are protected from wastewater impacts.*
- e. *Environmental values of receiving water are protected from development impacts arising from the creation or expansion of non-tidal artificial waterways.*
- h. *The function, safety and efficiency of the transport network is optimised.*
- n. *Sensitive land uses in close proximity to activities generating amenity impacts are located and designed to mitigate their impacts.*

As part of the application material, the applicant provided the following specialist reports:

- Stormwater management plan (SWMP), prepared by GHD, dated 19 July 2024
- Services Assessment report, prepared by GHD, dated 19 July 2024
- Traffic impact assessment, prepared by PTT, dated 7 June 2024
- Response to SARA further advice traffic report, prepared by PTT, dated 24 September 2024

The following assessment consider the development's ability, at the preliminary approval stage, to comply with the overall outcomes and purpose of the Development design code.

Stormwater management

The SWMP assessed the current stormwater runoff and flooding scenario for the development site. Modelling was carried out to determine the impacts of the entire development on site to neighbouring properties and the Calliope River catchment. The SWMP states:

'Based on the stormwater modelling, the existing southern basin was simulated and potentially caused a build-up of run-off upstream of the culverts for a 1% AEP. A reduced spillway level in the basin resolved this issue.

The increase to the impervious area of the site has caused an increase of the run-off in the developed scenario, which in turn results in larger flows towards both the northern and southern basins. The small increase in runoff has an insignificant impact on the considerably larger flows on the flood plain of the Calliope River.

The northern basin had increased flows however sufficient storage volume was available and the runoff did not back up to the existing upstream rail culverts. To minimise the water the depth for the southern basin, the spillway elevation was reduced to lower the water level and prevent surface water backing up into the culverts at the railway.'

For the purpose of the preliminary approval and master plan, the applicant has demonstrated that stormwater runoff and flood impacts can be minimised and mitigated to ensure compliance with the Development design code. The SWMP has addressed water quality impacts and proposes stormwater quality measures for the site consistent with the SPP 2017 quality requirements. As the preliminary approval does not permit development to occur, future development applications for material change of use will need to address the Development design code and be accompanied with detailed design on the proposed mitigation measures identified in the SWMP.

Water connection

The submitted Services Assessment report identifies two potential connection locations to Council’s water network (refer to **Figure 12** below). One connection point being in the constant flow system (the existing lots identified catchment of the Beecher / Burua Constant Flow system). This would involve connecting to the 100mm pipe on the eastern side of the Dawson Highway. The other being a full pressure network (the Gladstone Water Network which is outside of the development’s catchment) that would involve connecting to the 150mm pipe along Boundary Road.

The Services Assessment report states in Section 7.2.2 that connection to the constant flow system is not considered feasible due to significantly larger flow rates than what the constant flow system can provide, as well as water quality concerns. However, Clinton Park Zone is not the intended Reservoir Supply Area for these lots and connecting to the 150mm main on Boundary Road does not align with future water planning and could set a precedence for connection of other adjacent lots. As part of future development applications, the applicant must show the development will provide / upgrade existing infrastructure to ensure the development is serviced by a sufficient water supply. To ensure compliance with the Development design code’s overall outcomes, a condition is to be imposed for a Water Master Plan to be provided in the first material change of use.



Figure 12 Location of current Council water infrastructure connections and proposed development site

Sewerage infrastructure

The development site does not have connection to the Council’s sewerage infrastructure network. The submitted Services Assessment report identifies three options for providing appropriate sewerage infrastructure for the proposed development, this includes:

- Option 1: Connection to existing GRC sewer network
- Option 2: Sewer treatment plant package
- Option 3: Septic Sewer System

The report recommends option 2 as the most favourable outcome as it offers an efficient approach for disposing and maintaining the golf course in process. The sewage treatment plant package option involves the installation of a treatment plant with the treated wastewater (Class C) distributed into one of the basins surrounding the golf course.

Traffic

The submitted Traffic impact assessment report, prepared by PTT, dated 7 June 2024, has identified a number of road upgrades required to the Dawson Highway and Jefferis Road to facilitate the proposed Byellee Waters Golf Course Master Plan. The upgrades include:

- Access to the site is proposed via a crossover on the northern side of Jefferis Road, in generally the same location as the existing site access.
- A channelised right-turn lane and rural channelised left-turn lane at the Dawson Highway / Jefferis Road priority-controlled to be provided.
- Pavement widening on Jefferis Road in the vicinity of this intersection and the adjacent railway level crossing to facilitate two-way passing.
- Changes to vehicle give-way / hold points in the vicinity of the level crossing to provide additional vehicle storage space.

As the Dawson Highway is a State-controlled road, SARA has provided referral agency conditions which must accompany the preliminary approval. These conditions can be viewed in **Attachment C**. The below image depicts the preliminary layout of the intersection treatment.



Figure 13 Concept layout of intersection upgrades required.

The development site access is to be provided from local road Jefferis Road. Therefore, a Council condition is to be imposed requiring the applicant provide an updated traffic impact assessment report at the time of the first material change of use application. The report must provide further modelling and design around the site access and pavement widening of Jefferis Road for the entire master planned development.

The submitted traffic impact assessment report and supporting material has demonstrated the Byellee Waters Golf Course Master Plan can facilitate a development which does not adversely impact the function, safety and efficiency of the transport network. As the preliminary approval does not approved development to occur, all future development applications associated with the master plan must demonstrate compliance with the Development design code and the Engineering Design Planning Scheme Policy under the *Our Place Our Plan Gladstone Regional Council Planning Scheme* or any other applicable standards at the time of lodgement.

Earthworks

The applicant has proposed an alternative earthworks threshold under the Byellee Waters Golf Course Master Plan Code, Categories of development and assessment Table 2.5.4 and Table 2.5.5. It is proposed that the Carrying out of operational work associated with a material change of use and involving earthworks, including filling, or excavating of land be accepted development when involving earthworks of less than 500m³. The Planning Scheme currently thresholds accepted development earthworks at a threshold of less than 100m³.

The applicant has stated the increase in volume is to allow the development site to carryout topdressing and bunker creation within the golf course without requiring a code assessable development application each time. Council accepts that this is an operational need for the golf course and can be accepted due to the nature of topdressing and bunker creation. However, this has not been made clear in the proposed Byellee Waters Golf Course Master Plan Code and allows any form of earthworks to occur onsite up to 500m³. This is not an acceptable outcome to ensure compliance with the Development design code. A condition is to be imposed that the Master Plan Code be amended to reflect the Planning Scheme’s less than 100m³ earthworks threshold for all uses other than for topdressing and bunker creation associated with the Outdoor sport and recreation use.

Anticipated completion date:

A Decision Notice will be issued within 5 business days of the resolution being made.

Officer's recommendation:

That Development Application 79/2023 Preliminary approval for a Material change of use, including a variation request to vary the effect of Our Place Our Plan Gladstone Regional Council Planning Scheme 2015, for the Byellee Waters Golf Course Master Plan and Preliminary approval for Material change of use for Outdoor Sport and Recreation (golf course including mini golf & driving range), Environment Facility, Food and Drink outlet, Function Facility, Market & Tourist park located at 4 & 6 Jefferis Road and 836 Dawson Highway, Beecher QLD 4680, be **approved** subject to the following conditions.

Assessment manager conditions:

Approved documentation

1. All development, including all subsequent material change of use, reconfiguring a lot and building works, is to be carried out generally in accordance with the submitted application material including the following plans and supporting documentation except where amendments are required to satisfy the conditions of this approval and through subsequent related applications:

Drawing Number	Revision	Description	Author	Date
L01.01	E	Master Plan-Plan Area	Place Design Group	14/12/2023
L01.01	E	Master Plan-Precinct Plan	Place Design Group	14/12/2023
L01.01	E	Master Plan-Proposed Concept Plan	Place Design Group	14/12/2023
-	Version 3	Byellee Waters Golf Course Master Plan Code	Place Design Group	Received 22 October 2024

And supporting documents

Document Number	Revision	Description	Author	Date
12598379	2	Stormwater Management Plan	GHD	19 July 2024
-	-	Ecological Assessment Report	28 South Environmental	12 December 2023
24-394	C	Traffic impact assessment	Pekol Traffic and Transport	7 June 2024
12598379	1	Services Assessment Report	GHD	19 July 2024

Special conditions

2. The Outdoor sport and recreation (golf course) must form part of the first development application for material change of use under the Byellee Waters Golf Course Master Plan Code.
3. Any development applications for material change of use for Environment facility, Food and Drink Outlet, Function Facility, Market and Tourist Park are not to commence use, prior to the commencement of use for the Outdoor sport and recreation component (golf course).
4. All uses permitted by the Byellee Waters Golf Course Master Plan Code must commence within 10 years of the first material change of use commencing. Any use not commenced within 10 years will no longer be permitted under the Byellee Waters Golf Course Master Plan Code.
5. Prior to the lodgement of the first development application for a material change of use, an amended Byellee Waters Golf Course Master Plan Code, Categories of development and assessment, Table 2.5.4 - 1 and Table 2.5.5 must be provided for approval. The tables must be amended to the following:
 - a. Table 2.5.4 – 1: Accepted development
Where development:
 - (a) involves earthworks of less than 500m³ for the purpose of landscaping and course maintenance of the Outdoor sport and recreation use (golf course); (b) complies with the Accepted development requirements in the Flood hazard overlay code; (c) complies with PO8 of the Flood hazard overlay code; and (d) is located external to Easement B on RP610248
 - b. Table 2.5.5 – 1: Accepted development
Where development:
 - (a) involves earthworks of less than 500m³ for the purpose of landscaping and course maintenance of the Outdoor sport and recreation use (golf course); and (b) is located external to Easement B on RP610248 (which contains 66kV powerlines)
6. As part of the lodged of the first development application for Material Change of Use, the applicant is to lodge for approval by Council, a plan illustrating a defined entry statement/art piece depicting a key element referencing the history of the Gladstone Region or the environmental value of the locality. The design is to incorporate a range of colours and materials and is to be incorporated into the landscaping along the front of the site on Jefferis Road to promote a visually attractive piece of local history. The defined entry statement/private art piece is to be constructed as part of the first application for building works and or operational works.

Biodiversity

7. As part of the first development application for material change of use, provide a site plan demonstrating a development free buffer of 50m from Clyde Creek (stream order 4), measured from the top of bank, or as agreed upon by Council.
8. As part of the first development application for material change of use for the Outdoor sport and recreation (golf course), provide Council with detail on both the construction and operational impacts to the adjacent wetlands' water quantity and quality. Provide Council with detail on pesticide and herbicide runoff impacts and mitigation measures.
9. As part of the first development application for material change of use for the Outdoor sport and recreation (golf course), provide Council with an ecology report demonstrating how biodiversity connectivity through the site and to adjoining environmental values will be protected and enhanced.
10. Prior to the commencement of the first material change of use, the applicant must submit a Property Pest Management Plan, including a biosecurity management plan, for approval by Council. The Plan is to detail what restricted matter under the *Biosecurity Act 2014* (Qld) the Plan relates to; the location of restricted matter on the site; and what actions will be undertaken to manage the restricted matter before, during and after the development activity. The Plan must be drafted by a suitably qualified person who has a minimum of five years of experience in invasive species management. Upon approval of the Pest Management Plan, the Applicant must undertake all recommended actions.

Advisory Note: Council's Regulatory Services Division (Pest Management Section) can provide support in the development of this Property Pest Management Plan which are contactable on (07) 4970 0700.

Bushfire hazard

11. As part of the first development application for material change of use, the applicant must submit a Bushfire Hazard Assessment and Management Plan to Council for approval. The management plan is to:
 - a. Be prepared by a suitably qualified person experienced in the area of bushfire management;
 - b. Be provided for the whole of the site;
 - c. Provide an evacuation and emergency plan in the event of a bushfire event;
 - d. Identify an alternative evacuation route in order to achieve an acceptable level of bushfire risk;
 - e. Identify areas of vegetation clearing and maintenance;
 - f. Identify of the location and severity of all bushfire risks including vegetation, topography and bushfire history;
 - g. Identify fire risk reduction features including identified fire maintenance trails and fire-fighting facilities to be installed and their ongoing maintenance schedule; and
 - h. Be implemented by the applicant for the life of the approval.

Coastal hazard

12. As part of all future development applications for building works, the finished floor levels of all habitable rooms are to be a minimum of 1,000mm freeboard above the High Storm Tide Inundation Area as identified in the associated Material Change of Use.

Flood hazard

13. As part of the first development application for material change of use, the applicant must submit a Flood Assessment and Mitigation Report for approval by Council. The report is to be in accordance with Schedule 6.3 Flood Hazard Planning Scheme Policy of the *Our Place Our Plan Gladstone Regional Council Planning Scheme* or the relevant Planning Scheme in effect at the time of lodgement.
14. As part of all future development applications for building works, the finished floor levels of all habitable rooms are to be a minimum of 1,000mm freeboard above the Defined Flood Event.
15. Prior to the commencement of the first material change of use, a Flood Hazard Emergency Management Plan (FEMP) must be provided to Council for approval. The FEMP is to:
 - a. Be prepared by a suitably qualified person experienced in the area of flood management;
 - b. Incorporate the findings of the Stormwater Flood Hazard Assessment noted as part of Condition 1;
 - c. Be provided for the whole of the site;
 - d. Provide an evacuation and emergency plan in the event of a flood event;
 - e. Identify an alternative evacuation route in order to achieve an acceptable level of flood risk;
 - f. Identify areas of cut and fill which alters the behaviour of flood hazard;
 - g. Identify of the location and severity of all flood risks including creeks, waterways and floodplains; and
 - h. Be implemented by the Applicant for the life of the approval

Water infrastructure

16. Prior to the lodgement of the first development application for a material change of use associated with the preliminary approval, the applicant is to provide a Water Master Plan (including modelling) for approval by the assessment manager for the entire development site. The assessment must include:
 1. Identifying the connection location;
 2. Demonstrating that there is no adverse impact on the existing and future network based on the connection location identified;
 3. Identifying the upgrades required (if any) to achieve no adverse impact on the nominated network; and
 4. A staging assessment to ensure all infrastructure is appropriately sized.

Note: Development sites are to be connect to the network for the Reservoir Supply Area (zone) in which the development is located. Alternative network connections can only be considered where the applicant has demonstrated connection to the intended zone would have an adverse impact on the zone and that a more beneficial outcome for Council's networks would be to connect to an alternative zone. The first development application for material change of use, with detailed design, must demonstrate if the connection to the constant flow system is not feasible. And if not feasible, demonstrate how the development could be connected to the Clinton Park Zone of the Gladstone Water Network full pressure system without adversely impacting the network.

Sewerage infrastructure

17. Prior to the lodgement of the first development application for a material change of use associated with the preliminary approval, the applicant is to provide details of an Onsite Sewerage Treatment Plant for approval by the assessment manager for the entire development site, in accordance with the Development design code and Capricorn Municipal Development Guidelines (CMDG). The onsite treatment plant must be demonstrated to be sited above 1% of the Defined Flood Event.

Stormwater infrastructure

18. As part of the first development application for material change of use, the applicant is to submit for approval by Council a Site Based Stormwater Management Plan. The Site Based Stormwater Management Plan must address both stormwater quantity and quality and be in accordance with the Engineering Design Planning Scheme Policy under the *Our Place Our Plan Gladstone Regional Council Planning Scheme*, or the relevant Planning Scheme in effect at the time of lodgement, and the *State Planning Policy – July 2017*. The Site Based Stormwater Management Plan must be certified by a Registered Professional Engineer of Queensland (RPEQ) experienced in this type of work.

Transportation services

19. As part of the first development application for material change of use, the applicant is to submit for approval by Council an updated traffic impact assessment report and design for the proposed site access arrangement and road pavement widening at Jefferis Road, including works to the Jefferis Road / Blain Lane intersection. The report must address the traffic impacts for the entire master planned development and be designed in accordance with Australian Standards, the Engineering Design Planning Scheme Policy under the *Our Place Our Plan Gladstone Regional Council Planning Scheme* or any other applicable standards at the time of lodgement.

Waste management

20. As part of each development application for material change of use, a Waste Management Plan is to be submitted and approved by Council. The Waste Management Plan is to be in accordance with the Waste Management Planning Scheme Policy of the *Our Place Our Plan Gladstone Regional Council Planning Scheme* or the relevant Planning Scheme in effect at the time of lodgement.

END OF CONDITIONS

Advice to Applicant:

Acid sulfate soils

1. Future development applications for operational work or building work must be accompanied by an Acid Sulfate Soil Investigation and Management Report to Council for approval. This will form part of the conditions package for all future and approved development permits for material change of use.

Airport environs

2. Future development applications for operational work or building work must be accompanied by a Construction Management Plan to the Gladstone Airport Corporation for approval. The Construction Management plan is to detail all measures proposed to limit impacts to aircraft operations, intrusions into the Obstacle Limitation Surface and Airport Operational Airspace. Upon receipt of approval, a copy of the Construction Management Plan is to be provided at no cost to Council. This will form part of the conditions package for all future and approved development permits for material change of use.

Attachments:

1. Copy of Submission – L Homann
2. Byellee Waters Golf Course Master Plan Code
3. SARA Decision Notice
4. Development plans
5. Planning needs assessment report
6. Economic and community needs assessment

G/4.2. COUNCILLOR VACANCY

Responsible Officer: General Manager Finance Governance and Risk

Prepared By: Manager Governance and Risk

Council Meeting Date: 18 February 2025

File Ref: CM10.1

Purpose:

To allow Council to consider the appropriate means to fill the councillor vacancy following Councillor Goodluck's resignation.

Officer's Recommendation:

That pursuant to s166(2) of the Local Government Act 2009, Council fill the councillor vacancy by way of following the procedure under section 166A to appoint the runner-up.

Summary:

With Councillor Goodluck providing notice of his intended resignation from office, the *Local Government Act 2009* requires Council to resolve to fill the vacancy through either a by-election or by requesting that the Electoral Commission of Queensland appoint the runner up from the 2024 Quadrennial Local Government Election.

Link to Corporate Plan:

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

Background:

Councillor Kahn Goodluck advised the Chief Executive Officer in writing of his intention to resign from his office as councillor effective 13 March 2025. Section 162(1)(f) of the *Local Government Act 2009* (LGA) provides that a councillor's office becomes vacant if the councillor resigns by signed notice of resignation given to the Chief Executive Officer. The vacant office must be filled within 2 months (13 May 2025) of the office becoming vacant (s163(3) of the LGA).

As Cr Goodluck has resigned within one year of the 2024 Local Government Election, s166(2) of the LGA provides Council with two options to fill the vacancy:

1. Appoint the runner-up from the 2024 Local Government Election; or
2. Hold a by-election.

Risk Management Summary:

Council has a minimal appetite for reputational risks and a moderate appetite for regulatory and legal risks. Council must fill the vacancy to avoid any reputational or regulatory risks.

Options and Opportunity Analysis:

Option 1 - Appoint the runner-up from the 2024 quadrennial election

To appoint the runner-up from the 2024 Local Government Election, the Chief Executive Officer must request the Electoral Commission of Queensland (ECQ) to give a vacancy notice to the runner-up who is first in order of priority. If the runner-up consents to the appointment, the ECQ will advise Council and Council can make the appointment. If the runner-up does not consent to the appointment, the ECQ must then provide a vacancy notice to the next runner-up, and so-on, until a runner-up consents to the appointment. If none consent, then the ECQ must conduct a by-election to fill the vacancy.

The runners up from the 2024 quadrennial election were:

Candidate	Count	Percentage
CAMERON, Chris	19044	6.77
BRAY, Jessica	18501	6.58
PETERSON, Murray	16945	6.02
FEARNS, Michael	12976	4.61
VAN METEREN, Paul	12258	4.36
TOMSETT, Craig	12165	4.32
NOLL (DJB), Ben	12005	4.27

There are no costs payable to the ECQ for filling a vacancy under this option.

Option 2 – Hold a by-election

To fill the vacancy through a by-election, the Chief Executive Officer must request that the ECQ hold a by-election and the councillor vacancy will be filled by the winning candidate.

If a by-election is held, council will be responsible for the costs of the by-election. The ECQ have advised that they estimate that a by-election is likely to cost Council \$440,000. The cost of holding a by-election is higher than the costs incurred by Council in the 2024 Local Government Election as some of ECQ’s costs are shared across all local governments in the quadrennial election.

Legal and Regulatory Implications:

Section 166(2) of the LGA provides that Council must resolve to fill the councillor vacancy by either a by-election or appointing the runner-up from the 2024 Local Government Election. If Council fails to fill the position within two months from the date of Cr Goodluck’s resignation, the Governor in Council may appoint a qualified person to fill the vacant office (s163(4) of the LGA).

Financial and Resource Implications:

If Council opt to appoint the runner up of the recent Local Government Election there will be no costs payable to the ECQ.

If Council prefer to use a by-election to appoint a new councillor, Council will incur costs of approximately \$440,000 payable to the ECQ. This cost was not included in the 2024/2025 Operational Budget.

Regardless of the method used to fill the councillor vacancy, resources will be required to onboard the new Councillor. These costs can be accommodated within existing resources and operational budget.

Anticipated Resolution Completion Date:

A request will be made to the ECQ following Council's resolution.

Attachments:

Nil

G/4.3. TENDER 72-25 - WASTE COLLECTION SERVICES

Responsible Officer: General Manager Finance Governance and Risk

Prepared By: Manager Contracts and Procurement

Council Meeting Date: 18 February 2025

File Ref: CM21.1

Purpose:

This report seeks resolution from Council to enter into a contract with JJ Richards & Sons Pty Ltd for Tender 72-25 Waste Collection Services for a 7 year contract commencing 1 February 2026 to 31 January 2033 with 3 options to extend of 12 months each.

Officer's Recommendation:

That Council:

1. Endorse the Tender Evaluation Panel's recommendation and accept the offer from JJ Richards & Sons Pty Ltd for Tender 72-25 Waste Collection Services; and
2. Authorise the Chief Executive Officer to enter into a contract and associated contract variations with JJ Richards & Sons Pty Ltd for Tender 72-25 Waste Collection Services.

Summary:

An Invitation to Tender (ITT) was conducted in accordance with the tender process requirements set out in section 228 of the Local Government Regulation 2012. The recommendation is to appoint JJ Richards & Sons Pty Ltd under Tender 72-25 Waste Collection Services for a 7 year contract commencing 1 February 2026 to 31 January 2033 with 3 options to extend of 12 months each. Upon Council Resolution, Council to negotiate and finalise Contract with JJ Richards & Sons Pty Ltd.

Link to Corporate Plan:

Accountable Council - We are providing good stewardship built on a foundation of trust.
Delivering Value - We work efficiently to deliver value for your rates.
Resilient Economy - We play our part in supporting the success of our region.

Background:

The current Contract 255-21 arrangement with JJ Richards & Sons Pty Ltd for Waste Recyclables Roadside Collection Service is due to expire on the 31 January 2026.

As such, a formal tender process was conducted between October 2024 and February 2025 for the provision of Waste Collection Services to seek a suitable Supplier for the provision of waste collection services, within the Gladstone region to commence services from 1 February 2026 under a new contract 72-25.

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This service involves the collection, transport and deposit of Waste and Recyclable Waste from residential, multi-unit and commercial properties within the major townships of Gladstone, Calliope, Boyne Island, Tannum Sands, Raglan, Mt Larcom, Yarwun, Many Peaks, Builyan, Ubobo, Nagoorin, Benaraby, Turkey Beach, Bororen, Miriam Vale, Agnes Water, Town of Seventeen Seventy, Baffle Creek, Deep Water, Rosedale, Lowmead and surrounding areas.

Services to be provided include:

- residential and commercial collection services;
- public place services;
- council facilities and bulk bin services;
- infirm services;
- multi-residential services;
- special event services;
- dead animal collection services;
- regulated waste services;
- various liquid removal and disposal services;
- confidential bin services; and
- line haul services.

The tender also sought offers for provisional organic collection service, to be implemented during the contract term, noting that additional approval from Council will be required.

Risk Management Summary:

Where waste collection services are not in place following 31 January 2026, Council faces high to extreme consequences for service delivery risk due to a critical service delivery failure and impact for a period to the whole community. The unavailability and/or failure of kerbside collection services is captured as an existing operational risk and controlled by existing Business Continuity Planning.

Due to this risk, where a tender is not endorsed, Business Continuity Planning may need to be activated to ensure provision of services post 31 January 2026.

Options and Opportunity Analysis:

Invitation to Tender (“ITT”)

As part the Tendering process, Council undertook a two-stage market sounding activity to support the Invitation to Tender (ITT) approach to market. It’s noted that Council engaged BDO Consulting as the technical advisor for both stages of the market sounding and ITT approach. The market sounding was issued in October 2024 to suppliers, providing inputs to the tender documentation based on market capabilities and timeframes. This provided assurance to Council that the appropriate approach was conducted fairly, governing assurance and also the inclusion of appropriate technical requirements in the ITT.

Post market sounding, on the 19 October 2024, Council released an ITT via VendorPanel, in accordance with the tender process requirements set out in section 228 of the Local Government Regulation 2012.

The tender closed on 13 December 2024, with 2 conforming submissions received from:

- J.J. Richards & Sons Pty Ltd T/As JJ’s Waste & Recycling (JJ Richards & Sons); and
- Remondis Australia Pty Ltd (Remondis).

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The offers were evaluated by a panel of subject matter experts, based on the criteria disclosed in the ITT which included:

Objective Evaluation Criteria	Weighting
Proposed Program Proposed Program/ Schedule meets Council timing requirements and includes all key milestones/tasks.	15%
Project Understanding and Methodology Offer demonstrates understanding of the scope and Council’s requirements.	15%
Past Performance/ Project History Nominated past projects performed meet Council’s experience and requirements.	25%
Key Personnel Proposed Key Personnel have the qualifications, experience and allocation to the scope as required by Council.	10%
Resourcing Plan Proposed resourcing addresses all aspects of the scope and Council’s requirements.	20%
Local content Geographical location - Evaluation based on Head of Branch Office located in Gladstone Local Government Area. Local Procurement Plan - Evaluation based on Procurement Plan considering contract value and the local supplier, subcontractor and ancillary spend.	15%
Total	100%

The outcome of the offers scored against the evaluation criteria as follows:

Objective Evaluation Criteria	JJ Richards & Sons Pty Ltd T/As JJ’s Waste & Recycling	Remondis Australia Pty Ltd
	Weighted Score (%)	Weighted Score (%)
Total	69	46

The offer from JJ Richards & Sons ranked the highest following technical evaluation and was deemed to demonstrate capability and a high probability of success in delivering the services, with an overall weighted score of 69%. JJ’s Waste & Recycling demonstrated a presence in the Gladstone region and proposed a sufficient amount of local spend and overall benefit to the Gladstone community.

Further analysis was undertaken to assess the impact of an additional organics service during the contract term. While Remondis presented the best pricing for implementation of organic collection services, the outcome of the value for money assessment ranked JJ Richards and Sons first for both options should they be implemented. Should Council proceed with the provisional organic collection service, it’s noting that additional approval from Council will be required.

Overall ITT Summary

The submission from JJ Richards & Sons Pty Ltd scored the highest overall, with a detailed conforming tender. JJ Richards & Sons Pty Ltd demonstrated a great level of understanding and adequate resourcing to deliver the required services. The Key Personnel nominated have adequate years of relevant experience, JJ’s Waste scored well in Local Content as they have presence in the Gladstone Region with an established depot and nominated majority or subcontractor and supplier spend within the Gladstone Region.

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The tender evaluation panel recommends the submission from JJ Richards & Sons Pty Ltd as it presents the best overall offer to Council.

Probity

To ensure the procurement process was conducted in a fair and impartial manner with the utmost integrity, Council appointed Peak Services as its independent Probity Advisor to oversee the process to minimise any probity risks.

Stakeholder Engagement:

Thorough internal stakeholder engagement has taken place during the planning stages of tender 72-25 including:

- Council group;
- Executive;
- Legal Services;
- Environment;
- Safety;
- Revenue;
- Strategic Business Planning; and
- Waste Program Delivery

Legal and Regulatory Implications:

Council sought offers via VendorPanel in accordance with the Local Government Regulation 2012, Local Government Act 2009 and Council's Procurement Policy P-2021-01.

Council's endorsement of this tender award is in accordance with the Register of Delegations - Exercise of Statutory Powers and Financial Delegation Register.

The Officer's recommendation is based on the evaluation methodology and criteria in the ITT. There are risks associated with Council awarding a contract contrary to the officer's recommendation. If Council is not satisfied with the evaluation methodology and criteria or the application thereof, Council may refer the matter back to officers for re-evaluation.

In the interests of probity, an amendment to the evaluation methodology and/or criteria may require referral back to tenderers so that they can each have the opportunity to make any changes to their offers having regard to the amended criteria prior to re-evaluation.

Financial and Resource Implications:

The estimate expenditure is \$41,705,674 excluding GST across the 7 years and will be included within the annual Waste Program operational budget.

Anticipated Resolution Completion Date:

The contract will be awarded in February 2025 for commencement in February 2026.

Attachments:

1. CONFIDENTIAL – 72-25 Waste Collection Services - Award Report

G/4.4. CONTESTABLE ENERGY - LARGE SITES

Responsible Officer: General Manager Finance Governance and Risk

Prepared By: Manager Contracts and Procurement

Council Meeting Date: 18 February 2025

File Ref: FM21.1

Purpose:

This report seeks resolution from Council to consider providing the Chief Executive Officer with the authorisation to enter into a contestable energy supply agreement (Large Sites and Unmetered Streetlights) for the term between 1 January 2026 to 31 December 2029, dependent on outcome of evaluation and whether a 1, 2 or 3 year agreement is entered into.

Officer's Recommendation:

That Council authorise the Chief Executive Officer to accept the best value price for contestable electricity supply and execute the Contract within 1 week of a price being submitted.

Summary:

Council is party to a joint agreement between 15 Councils, 3 not-for-profit coordinated through Peak Services (an affiliate of Local Government Association of Queensland ("LGAQ")) for an energy supply agreement which is due to expire on the 31 December 2025.

Peak Services have provided confirmation that a tender for contract options of 1, 2 and 3 years will be issued to retailers on the 6 March 2025 with an evaluation report due to Councils on the 28 March 2025. Given the volatilities within the electricity market the market offers are only valid for 72 hours, hence the requirement for the offers to be executed by the Chief Executive Officer within that period.

Link to Corporate Plan:

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

Background:

The Queensland Government introduced full retail contestability on 1 July 2007. This allows all Queensland customers connected to the national electricity grid to enter into an electricity supply contract with any electricity retailer. Typically, contestable electricity agreements are only favourable for large electricity users with consistent demands, i.e. connections with demands greater than 100 MW/annum. For lower electricity users, or users with fluctuating demands, tariff-based agreements are more cost effective.

Gladstone Regional Council, along with other parties to the agreement, have agreed for Local Buy Network to tender for these services on their behalf.

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Under this arrangement through Peak Services, Council has previously entered into the following Joint Council Contracts:

- Contract with ERM Power Retail Pty Ltd established for 15 Queensland Local Councils. expired on 31 December 2021
- Contract with Shell Energy Retail Pty Ltd established for 15 Queensland Local Councils, 2 non-for-profits and 1 member-based organisation, due to expire on 31 December 2025

For Council, large sites include the following:

- Sewage Pump Station, West Gladstone
- Sewage Treatment Plant, South Trees
- 113 Goondoon Street, Gladstone
- 101 Goondoon Street, Gladstone
- 7 Vallis Street, Calliope
- Sewerage Plant, Calliope
- Yarwun Sewerage Plant, Yarwun
- QAL Effluent Pump Station Waste Water Treatment Plant, Gladstone
- Library, Gladstone
- Tannum Waste Water Treatment Plant, Tannum Sands
- Agnes Water, Angus Water
- Desalination Plant, Agnes Water
- Sewerage Treatment Plant, Agnes Water
- Boyne Island Waste Water Treatment Plan, Boyne Island
- Gladstone Central Pump, Gladstone Central
- Auckland Creek Pump Station, Gladstone
- Port Curtis Way, Gladstone
- Gladstone Sewerage Treatment Plan, Gladstone
- Art Gallery, Gladstone
- Entertainment Centre, Gladstone
- Gladstone Pool, Gladstone
- Calliope Council Chambers, Calliope

During the term of these contracts, Council benefited from savings of approximately \$10,000 excluding GST per month (depending on market movements and peak/ off peak usage) compared to retail tariffs.

Risk Management Summary:

Council has a moderate appetite for Financial, Regulatory and Legal Risk, and takes a balanced approach to taking risks of this nature.

The timing between the receipt of offers, evaluation and contract execution is very short (3 days) and there is a risk if Council were not able to commit to the new term, Council would not be party to the new agreement and would be subject to retail tariffs.

Options and Opportunity Analysis:

Inclusion in the Joint Contract process ensures that Council receives the best value price for contestable electricity supply.

Not participating in the joint contract process will result in an increase to Council's electricity costs.

Stakeholder Engagement:

The tender and negotiation process is conducted by Peak Services (on behalf of LGAQ).

Legal and Regulatory Implications:

The services being performed by Peak Services on behalf of the 15 Councils and 3 not-for-profit is by way of a tender to retailers on the Local Buy Panel of pre-qualified suppliers, which is accordance with the Local Government Regulation 2012, Local Government Act 2009.

Council's endorsement of the final contract award is in accordance with the Register of Delegations - Exercise of Statutory Powers and Financial Delegation Register.

Financial and Resource Implications:

The estimated annual cost is \$1,800,000 excluding GST annually based on the current spend profile.

Dependant on the final evaluation, a 2 or 3 year agreement may be entered into. As such, for Council Resolution, the maximum estimated value across the 3 year period is \$5,400,000 excluding GST.

Savings are expected from this tender, due to decreases in the retail market prices. Utilising Local Buy Pty Ltd will increase the purchasing power of Council to obtain more favorable pricing.

Anticipated Resolution Completion Date:

The contract will be executed by 4 April 2025.

Attachments:

Nil

G/4.5. GLADSTONE AIRPORT CORPORATION STATEMENT OF CORPORATE INTENT FINANCIAL YEAR 2025

Responsible Officer: General Manager Finance Governance and Risk

Prepared By: Governance Business Partner, Acting

Council Meeting Date: 18 February 2025

File Ref: FM19.1

Purpose:

This report seeks Council consideration of the Gladstone Airport Corporation's Statement of Corporate Intent for the Financial Year 2025.

Officer's Recommendation:

That Council endorse the Gladstone Airport Corporation's Statement of Corporate Intent Financial Year 2025.

Summary:

Under the *Local Government (Beneficial Enterprises and Business Activities) Regulation 2010* (repealed), Gladstone Airport Corporation (GAC) is required annually to present a Statement of Corporate Intent to Council for its consideration.

Link to Corporate Plan:

Accountable Council - We are providing good stewardship built on a foundation of trust.
Resilient Economy - We play our part in supporting the success of our region.

Background:

The Statement of Corporate Intent represents the performance agreement between Gladstone Airport Corporation and Council (as the owner and sole shareholder) for the 2024/2025 financial year. Section 92 of the *Local Government (Beneficial Enterprises and Business Activities) Regulation 2010* (repealed) details the information the Statement of Corporate Intent must contain.

Risk Management Summary:

Council takes a cautious approach to towards reputational risk and a balanced approach to financial risk. The Statement of Corporate Intent is a tool to manage both reputational and financial risk so far as it relates to Gladstone Airport Corporation. The attached Statement of Corporate Intent is consistent with Council's risk appetite.

Options and Opportunity Analysis:

Option 1 – Endorse the GAC Statement of Corporate Intent Financial Year 2025 (Officer's Recommendation).

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Option 2 – Request that GAC consider changes to the Statement of Corporate Intent.

Council may elect to provide some alternative direction to GAC for the inclusion in the 2024/2025 financial year and future years. An alternative resolution could be:

“That Gladstone Airport Corporation consider the following matters for inclusion in the Statement of Corporate Intent for Financial Year 2025:

- 1. Insert content.....;*
- 2. Insert content.....”*

Stakeholder Engagement:

GAC Board has prepared and proposed the attached Statement of Corporate Intent with relevant consideration of the operating environment and its regulatory parameters.

Legal and Regulatory Implications:

Under the *Local Government (Beneficial Enterprises and Business Activities) Regulation 2010* (repealed), Council is required to review and adopt the Statement of Corporate Intent for GAC each financial year.

Financial and Resource Implications:

The Statement of Corporate Intent sets out the agreed commercial parameters for the corporate entity and includes the repayment terms of tax equivalents and competitive neutrality fee to Council in accordance with the regulation.

Anticipated Resolution Completion Date:

28 February 2025

Attachments:

1. CONFIDENTIAL – Gladstone Airport Corporation Statement of Corporate Intent Financial Year 2025

G/4.6. REVIEW OF STATUTORY POLICIES - ADVERTISING SPENDING AND ENTERTAINMENT & HOSPITALITY

Responsible Officer: General Manager Finance Governance and Risk

Prepared By: Governance Business Partner

Council Meeting Date: 18 February 2025

File Ref: CM28.2

Purpose:

This report recommends the adoption of a revised Entertainment and Hospitality Policy and Advertising Spending Policy which every Queensland Council is required to have under the provisions of the *Local Government Regulation 2012*.

Officer's Recommendation:

That Council:

1. Repeal existing P-2017-21 Entertainment and Hospitality Policy and P-2017-22 Advertising Spending Policy; and
2. Adopt the revised Entertainment and Hospitality Policy and Advertising Spending Policy presented as Attachments 3 and 4 to this report.

Summary:

Section 196 and 197 of the *Local Government Regulation 2012* require Council to adopt an Entertainment and Hospitality Policy and an Advertising Spending Policy. The existing Council policies are overdue for review.

Link to Corporate Plan:

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

Background:

Council's existing Entertainment and Hospitality and Advertising Spending Policies are overdue for review having been adopted in 2017. As all Councils in Queensland are required to have these policies, the Department of Local Government has developed templates that Councils can adapt to meet their needs. Officers have taken the content of the templates into consideration when reviewing the two policies. The Governance Team have also recently updated the corporate template for policies taking into account recent changes to best practice policy development/content which is also incorporated in the revised documents.

Advertising Spending Policy

The revised Advertising Spending Policy presented does not contain any 'in principle' changes from the past content. The information has simply been reorganised, with some wording changes to improve readability. The revised policy position remains compliant with Section 197 of the *Local Government Regulation 2012* and reflects current advertising practices. Section 197 of the Regulation requires that advertising expenditure must only be allocated to provide information or educate the community on matters that are in the public interest.

Entertainment and Hospitality Policy

The existing Entertainment and Hospitality Expenditure Policy has been the subject of an external audit in November 2024 which identified potential improvements and made several recommendations which Councillors have recently considered.

The revised draft policy presented has incorporated some of the recommended audit changes as shown in the red text of Attachment 3. Not all of the audit recommendations have been taken up, in particular, nominating a per head amount for all expenditure. This is not always practical due to the diverse nature of functions and activities that Councils are involved in.

It has been possible to partially apply the recommendation for the purposes of internal training/meetings hosted by Council, through linking the per head amounts to the Learning and Development Corporate Standard rates, which are based on the expenses set and regularly reviewed by the State Government public sector.

However, it has not been applied to other entertainment and hospitality expenses where Council has little or no control over commercial rates. To apply this recommendation to all entertainment and hospitality expenditure would necessitate Council regularly reviewing the policy to adjust the cost per head allowance. Where there is no legislative change or other change drivers, policies will generally only be reviewed every five years. Applying this recommendation to all expenditure would require the policy to be more regularly reviewed and therefore additional resources allocated to policy review. In lieu of a per head amount, assessment criteria has been included to ensure that expenditure remains reasonable and relevant when making decisions on other entertainment and hospitality expenditure.

Risk Management Summary:

Council takes a balanced approach to regulatory risks. The amendment of these policies will maintain Council's current risk profile as it ensures that Council continues to meet its obligations under the *Local Government Regulation 2012*.

Options and Opportunity Analysis:

Option 1 – Recommendation to Adopted the Revised Policies

The opportunities associated with this option are:

1. The policies are updated to the latest adopted standards and compliance checks have been carried out to ensure the policies still meet legislative requirements;
2. Audit recommendations have been applied where it is practical to do so; and
3. The community remains informed on how advertising, entertainment and hospitality expenditure is used.

Option 2 – Adopt the Revised Policies, subject to any suggested Amendments from Councillors

The opportunities associated with this option are the same as option 1 but the policy is adapted to meet any specific requirements that Councillors may wish to include. The resolution to give this option effect is:

That Council:

- 1. Repeal existing P-2017-21 Entertainment and Hospitality Policy and P-2017-22 Advertising Spending Policy; and*
- 2. Adopt the revised Entertainment and Hospitality Policy and Advertising Spending Policy presented as Attachments 3 and 4 to this report, subject to the following amendment/s,.....(insert amendment/s).*

The reasons for the amendment/s being

Stakeholder Engagement:

The teams involved in managing advertising, entertainment and hospitality expenditure have been consulted in reviewing the policies and developing the recommended policy amendments.

Legal and Regulatory Implications:

Section 196 and 197 of the *Local Government Regulation 2012*, requires Queensland Councils to adopt a policy on advertising and entertainment and hospitality to provide transparency to the community on how public funds are allocated and spent on these activities. The regulation only allows advertising spending to be allocated for the purposes of providing information or education to the public on matters that are in the public interest.

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 amendments proposed to these policies does not impact on the human rights of individuals.

Financial and Resource Implications:

There are no financial and resource implications in updating the policies, only that already committed in reviewing and presenting the updated policies to Council.

Advertising, entertainment and hospitality expenditure for 2024/25 is already budgeted in accordance with the existing policies and will continue to comply with the revised policy positions should Council adopt the proposed amendments.

Anticipated Resolution Completion Date:

28 February 2025

Attachments:

1. Existing P-2017-21 Entertainment and Hospitality Policy
2. Existing P-2017-22 Advertising Spending Policy
3. Proposed Entertainment and Hospitality Policy
4. Proposed Advertising Spending Policy.

G/4.7. REPEAL OF POLICY - CONDITIONALLY REGISTERED MOTOR BIKES AND QUAD BIKES

Responsible Officer: General Manager Finance Governance and Risk

Prepared By: Governance Business Partner

Council Meeting Date: 18 February 2025

File Ref: CM28.2

Purpose:

This report recommends the repeal of Council's Conditionally Registered Motor Bikes and Quad Bikes Policy (P-2014/36).

Officer's Recommendation:

That Council repeal P-2014/36 Conditionally Registered Motor Bikes and Quad Bikes Policy.

Summary:

Council is not legislatively required to have a policy on conditionally registered motor bikes and quad bikes. The policy is overdue for review and contains operational content. There appears to be adequate controls over this activity at the State level.

Link to Corporate Plan:

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

Background:

The Department of Transport and Main Roads (DTMR) are responsible for vehicle registration under the *Transport Operations (Road Use Management) Act 1995*. Conditional registration is registration for non-standard vehicles that do not comply with the regulations for registration but have a genuine need for limited access to the road network.

Council's role in the conditional registration process is to advise DTMR (the decision-making entity), on whether Council approves/refuses from a road manager's perspective, the use of the road/s and/or location for particular types of conditionally registered vehicles (CRVs). DTMR have three categories of conditionally registered vehicles (CRVs) as listed below with a wide range of vehicles in each category:

1. Agricultural;
2. Construction; and
3. Recreational.

Quad bikes are listed in all three categories. Motor bikes are listed in two categories under Agricultural and Recreational.

It appears that the original drivers for this policy are mixed. In 2007 Gladstone City Council received a request for a golf buggy to be used on Council controlled roads as a CRV which prompted a discussion at the Traffic Environment Advisory Committee (TEAC). TEAC formed the view that CRVs such as golf buggies should not be permitted on Council roads. The request was subsequently refused. Around the same time, Council also received a request to operate a Quad Bike at South End which was also refused.

Post amalgamation, the issue of CRVs was again considered and the newly amalgamated Council had primary production in rural areas to consider in relation to CRVs. DTMR at the time produced a Fact Sheet specifically addressing registration and use of Trail Bikes and Quad Bikes (see Attachment). At that time, Council also obtained legal advice about Council’s ability to regulate Motor Bikes and Quad Bikes. It essentially advised that Council could not make a local law to regulate this activity for recreational purposes but may issue a permit for commercial activities. Therefore, Council moved forward with a policy to provide general guidance in considering applications specifically for motor bikes and quad bikes, limiting their use to outside of urban areas, for purposes other than recreation (i.e. farm business, etc).

The current policy does not provide guidance when considering referrals for other types of CRVs (other than motor bikes and quad bikes). Since adoption of the policy, Council has offered its non-objection subject to conditions, to a range of CRV applications in urban areas including approvals for golf buggies, forklifts used for loading and unloading goods on roads, etc. Council has received very few applications for motor bikes and quad bikes.

Council’s operational process for considering the referred CRV applications involves Officers inspecting and risk assessing the roads/location for the proposed use and advising of any conditions that should apply if approval is deemed appropriate. Or alternatively, Council objects with a supporting statement of reasons, which is generally based on safety considerations.

More general information on CRVS and the types of vehicles included in the three categories is available from DTMR’s website <https://www.qld.gov.au/transport/registration/register/conditional>.

The latest Safe Movement Guidelines for Conditionally Registering a Vehicle in Queensland as produced by DTMR, is attached for Council’s information. The guideline contains the necessary requirements for conditionally registering a vehicle including the general operating codes that attach to each CRV. For example, a Trail Bike proposed to be used for primary production has the following general operating code requirements which are contained in the Guideline.

Conditions for use

General operating codes (GO)/Location limitation code (LO)		
Limited access	Zone access	Unrestricted access
LO7	GO9	N/A
LO8	LO2	
	LO7	
	LO8	
	LO9	
Additional conditions for use—codes and restrictions		
Nil	Nil	N/A

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Codes	Conditions for use	Condition description
		A copy of the permit for the operation of the vehicle must be carried in the vehicle during the operation on a road or made available to an Authorised Officer on request
LO7	Restricted to loading and unloading	A vehicle operating under this condition is only permitted to cross a footpath and operate up to 100 metres on a road for: <ul style="list-style-type: none"> • Loading and unloading onto a vehicle/combination, or • Loading and unloading a vehicle/combination A vehicle operating under this condition is not required to comply with the condition "TDI" – Not to travel during darkness or poor visibility (if applicable)
LO8	Road crossing use for primary producer	All land accessed must be under the management of a primary producer A vehicle may crossroads that run within the boundary of the property or between two parcels of the property that abut onto the one road A vehicle may travel along the side of a road for up to 1 km, to move between the parcels of land under the management of a primary producer
GO9	Road use only under specific conditions	Travel on the formed road surface is only permitted if conditions make it reasonably unsafe or impracticable for the operator to use the other areas of the road infrastructure. If travel is on the formed road surface, the vehicle must use the left most portion at all times unless turning right
LO2	No use in built up areas	A vehicle operating under this condition is not permitted to operate on a road in a "built up area" This condition does not apply to a vehicle operating under: <ul style="list-style-type: none"> • LO3 - Restricted to a designated area, or • LO5 - Only to be used on a road within a defined (signed) work area or construction zone, or • LO7 - Restricted to loading and unloading task • Section 8.4 to the CRV Guideline.
Codes	Conditions for use	Condition description
		A copy of the permit for the operation of the vehicle must be carried in the vehicle during the operation on a road or made available to an Authorised Officer on request
LO7	Restricted to loading and unloading	A vehicle operating under this condition is only permitted to cross a footpath and operate up to 100 metres on a road for: <ul style="list-style-type: none"> • Loading and unloading onto a vehicle/combination, or • Loading and unloading a vehicle/combination A vehicle operating under this condition is not required to comply with the condition "TDI" – Not to travel during darkness or poor visibility (if applicable)
LO8	Road crossing use for primary producer	All land accessed must be under the management of a primary producer A vehicle may crossroads that run within the boundary of the property or between two parcels of the property that abut onto the one road A vehicle may travel along the side of a road for up to 1 km, to move between the parcels of land under the management of a primary producer
LO9	Side of road use for primary producer	All land accessed must be under the management of a primary producer A vehicle may travel along the side of a road for up to 1 km, to move between the parcels of land under the management of a primary producer

It should be noted that '[motorised mobility devices](#)' are not CRVs as they can be fully registered and have a right to access roads / pathways adjacent to roads, in accordance with DTMR's registration conditions for this category of vehicle.

Risk Management Summary:

Council takes a balanced approach to regulatory risks and a cautious approach to safety risks. The repeal of this policy will not change Council's current risk profiles as operationally there are adequate controls in place to assess the risk of each application referred from DTMR.

Options and Opportunity Analysis:

Option 1 – Adopt the Recommendation to Repeal the Policy

The opportunities associated with this option are that:

- Each CRV application referred by DTMR will continue to be considered on its merits taking a risk-based approach;
- There are adequate controls over this activity at the State level;
- The repeal of the policy reduces the number of policies that Council must review and maintain;
- Those considering a CRV application need only refer to the DTMR guidelines.

Option 2 – Retain a Policy Position

The opportunity associated with this option is that Council can continue to have a stated position on CRV applications referred from the DTMR. It should be noted however, that DTMR is the legislated decision-maker, and it is not obligated to accept the views of referral bodies in its decision making.

Stakeholder Engagement:

The teams involved in managing CRV referrals have been consulted in forming the report recommendation.

Legal and Regulatory Implications:

Council is not required to have a policy on Conditionally Registered Motor Bikes or Quad Bikes with the Department of Transport and Main Roads being the final decision maker on applications to operate CRVs in Queensland. The State Government regulates applications by applying the Safe Movement Guidelines for Conditionally Registering a Vehicle in Queensland and by consulting with local government to ensure that local conditions are assessed as part of the decision-making process. Council adopting a policy position does not guarantee that the stated position will be accepted by the decision maker (DTMR) for all applications referred.

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 repeal of this policy does not impact on the human rights of individuals.

Financial and Resource Implications:

There are no financial or resource implications in repealing this policy. There will be minor savings in Officer time by reducing the number of policies that Council is required to review.

Anticipated Resolution Completion Date:

28 February 2025

Attachments:

1. Existing P-2014/36 Conditionally Registered Motor Bikes and Quad Bikes Policy.
2. Department of Transport and Main Roads – Conditional registration scheme for off-road trail and quad bikes.
3. Safe Movement Guideline – Conditionally registering a vehicle in Queensland, September 2021.

G/4.8. CEMETERY FEES AND GSTD 2024/2 IMPLICATIONS

Responsible Officer: General Manager Finance Governance and Risk

Prepared By: Revenue Accounting Specialist

Council Meeting Date: 18 February 2025

File Ref: FM6.1

Purpose:

The purpose of this report is to seek an amendment to the fees and charges listed in the 2024/2025 Register of Fees and Charges – Cemeteries with respect to GST on Burial Rights, in accordance with the Goods and Services Tax Determination GSTD 2024/2.

Officer's Recommendation:

That Council endorse the amendment of the 2024/25 Register of Fees and Charges to reflect the application of the GST tax ruling on Burial Rights.

Summary:

The Australian Taxation Office (ATO) has released the Goods and Services Tax Determination (GSTD) 2024/2 which determined that the supply of burial rights made by an Australian government agency is not subject to GST. Changes to our Cemetery fees are required to be adopted to comply with the determination.

Link to Corporate Plan:

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

Background:

On 4 December 2024 the ATO released the Goods and Services Tax Determination GSTD 2024/2: Goods and services tax: is the supply of a burial right in respect of a public cemetery subject to GST? (the Determination).

State and territory legislation that regulates burials and cemetery operations empowers public cemeteries to grant to a person the right to bury or inter human remains (including cremated human remains) in a public cemetery in exchange for the payment of a fee or charge.

Under the Determination, the following supplies made by Council are not subject to GST:

- the supply of a burial right in a public cemetery
- the renewal of a burial right in a public cemetery, and
- the supply of any permission that must be obtained under state or territory legislation to exercise a burial right by physically burying human remains or creating a memorial at the location covered by the burial right.

As a result of the determination the fees or charges payable to Council for recording the granting or transfer of a burial right in our public cemeteries are not subject to GST. Burial rights fees are included in the sale or reservation of Crypts, Ashes or Burial Plots within our 6 open cemeteries.

Council fees and charges for burial rights currently include GST and must be changed in order to comply with the Determination. The ATO have allowed three months for the determination to be implemented.

Risk Management Summary:

Council's Risk Management Policy states that Council takes a cautious approach towards reputational risk and a balanced approach toward service delivery and financial risk.

Council seeks financial sustainability to support the achievement of Council's corporate goals and objectives in the medium to long term. Council's cemetery fees will need to be reviewed in the 2024/2025 budget cycle to move towards full cost recovery.

Options and Opportunity Analysis:

Council does not have the option of not implementing the applicable tax determinations on our Burial Rights fees in accordance with the Determination. A failure to act would lead to non-compliance with tax legislation.

A full review of fees and charges associated with burials will be undertaken during the budget process.

Stakeholder Engagement:

Manager Parks Program Delivery
Team Leader Parks
General Manager Customer Experience
Customer Solutions Manager, Team leader and Administration staff
Redland City Council Senior Adviser Cemeteries and Interment Services
Toowoomba Regional Council Taxation and Treasury Accountant

Legal and Regulatory Implications:

The fees and charges were adopted by Council at the annual budget meeting. To change the applicable fees, Council resolution is required.

The *Local Government Act 2009* (Qld) empowers local governments to make local laws pertaining to their local government area and it is through such laws that a right to be buried in a public cemetery is granted. In addition to the power to make local laws the Local Government Act 2009 contains powers to charge fees for services. Section 262(3)(c) provides that a council has the power to charge for a service or facility, other than a service or facility for which a cost-recovery fee may be fixed.

Financial and Resource Implications:

There is no net financial impact to Council as a result of this change in tax status of the fee.

Anticipated Resolution Completion Date:

4 March 2025

Attachments:

1. Updated Cemeteries Fees and Charges

G/4.9. REGIONAL MEETING - BUILYAN TUESDAY 18 MARCH 2025

Responsible Officer: General Manager Finance Governance and Risk

Prepared By: Executive Secretary

Council Meeting Date: 18 February 2025

File Ref: CM7.2

Purpose:

To consider a regional meeting location for the General Meeting scheduled for Tuesday 18 March 2025.

Officer's Recommendation:

That the General Meeting scheduled for Tuesday 18 March 2025 be held at the Builyan Hall commencing at 10am.

Summary:

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

Link to Corporate Plan:

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

Background:

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

Council is scheduled to hold a Community Forum at Builyan Hall, 11 Pine Street, Builyan on Tuesday 18 March 2025 providing an opportunity to hold the General Meeting scheduled for Tuesday 18 March 2025 at the same venue. It would be anticipated that the Community Forum would commence following the conclusion of the General Meeting.

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

Risk Management Summary:

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

Options and Opportunity Analysis:

Option 1 – Hold a regional meeting at Builyan on Tuesday 18 March 2025 commencing at 10am (Officer’s Recommendation).

It is recommended to hold a regional meeting at Builyan on Tuesday 18 March 2025 with the meeting to commence at 10am to allow for the additional travel time required to the meeting venue.

Option 2 – Not hold a regional meeting

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

Stakeholder Engagement:

Consultation has been undertaken with the relevant internal stakeholders.

Legal and Regulatory Implications:

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

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

Financial and Resource Implications:

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

Anticipated Resolution Completion Date:

Meeting notifications will be updated by Friday 21 February 2025.

Attachments:

Nil

G/4.10. MONTHLY FINANCIAL REPORT FOR THE PERIOD ENDING 31 JANUARY 2025

Responsible Officer: General Manager Finance Governance and Risk

Prepared By: Management Accounting Specialist

Council Meeting Date: 18 February 2025

File Ref: FM15.1

Purpose:

This report seeks Council adoption of the Monthly Financial Statements for the year 2024-25 to date, for the period ended 31 January 2025.

Officer's Recommendation:

That Council adopt the Monthly Financial Statements attached to the officer's report for the 2024-25 year to date, for the period ended 31 January 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:

In October 2024, Council officers completed its Q1 forecast, incorporating actual results for the first three months of the financial year (July to September 2024). The Q1 forecast projected an operating surplus of \$1.1m, compared to the budgeted operating surplus of \$3.0m, resulting in an unfavorable variance of \$1.9m. The Executive Leadership Team, in collaboration with portfolio managers and the Finance team, have undertaken a review of the Council's financial performance over Quarter 2 and the results of this will be incorporated in the February Financial Report.

To allow for greater transparency and scrutiny of Councils operating position throughout the year, annual rating revenue and service charges have been applied across the year rather than in the period of the rates generation.

The percentage of year passed (pro-rata rate) as at 31 January 2025 is 58.90%

Major movements and variances from forecast are as follows:

Statement of Income and Expenditure**Income**Recurrent Revenue

Total recurrent revenue	2024-25	Actual as %
Actual	\$141.5m	
Budget	\$246.1m	57.51%
Forecast	\$249.0m	56.85%

Of note:

Net rates and utility charges	2024-25	Actual as %
Actual	\$104.0m	
Budget	\$194.5m	53.47%
Forecast	\$194.6m	53.44%

Council's primary source of recurrent revenue is the generation of annual rates, along with access charges for water, sewerage and waste. This generation was completed in July, with notices issued to ratepayers in August. These charges have been split across the course of the year, to align with the delivery of these services.

To date, discounts of \$15.8m have been granted in 2024-25 for payments received by the due date, 99.41% of forecast. Rate discounts are applied in the period received and not split across the year.

Water consumption revenue is raised upon completion of the bi-annual water meter reading cycles during the year (July-December 2024 and January-June 2025). The most recent readings (July-December) have been completed, generating \$9.9m in January 2025.

Total interest revenue	2024-25	Actual as %
Actual	\$6.1m	
Budget	\$6.8m	89.05%
Forecast	\$7.1m	85.45%

Interest revenue at a rate of 5.19% has been received from Queensland Treasury Corporation for the month of January and current term deposit rates are yielding up to a 4.84% return to Council. Rates are expected to drop from approximately February 2025, resulting in more modest results forecast for the final quarter of the year.

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Sales revenue	2024-25	Actual as %
Actual	\$3.1m	
Budget	\$3.8m	80.45%
Forecast	\$4.1m	74.56%

To date \$2.2m has been claimed for Road Maintenance Performance Contract (RMPC) recoverable works compared to the forecasted amount of \$2.9m. Additional revenue for fencing at Lions Park is included. Revenue will be offset by the associated operating expenditure relating to recoverable work activities.

Dividends	2024-25	Actual as %
Actual	\$0.4m	
Budget	\$0.5m	89.43%
Forecast	\$0.5m	89.43%

The Gladstone Airport Corporation (GAC) dividend for FY2024 has been received, with the return being slightly lower than forecasted. This will be adjusted in the quarter 3 forecast.

Income tax equivalents	2024-25	Actual as %
Actual	\$0.1m	
Budget	\$4.6m	2.51%
Forecast	\$4.6m	2.51%

The income tax equivalents forecast for 2024-25 includes \$4.0m from the Gladstone Area Water Board (GAWB), this income is generally confirmed and paid in the final quarter of the year.

The remaining forecast relates to income tax equivalents from the Gladstone Airport Corporation (GAC).

Other operating income	2024-25	Actual as %
Actual	\$3.6m	
Budget	\$4.9m	72.43%
Forecast	\$5.3m	67.30%

The new lease agreement for the 1770 Campground has been executed, and the forecast updated. Further additional rental income has been received with increased rental for land and commercial leases.

Additionally, 100% of the fire levy commission was received in October 2024.

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General purpose grant	2024-25	Actual as %
Actual	\$9.1m	
Budget	\$10.3m	88.28%
Forecast	\$9.8m	92.32%

Council received a payment of \$8.3 million from the Department of State Development on 2 July 2024 for the 2024-25 Financial Assistance Grant. This amount represents circa 85% of the 2024-25 allocation.

The budget for 2024-25 was based on the assumption that the above prepayment for the 2024-25 allocation would be received in June 24. With the balance expected in the 24-25 FY along with a prepayment of 25-26 financial assistance grant allocation. Adjustments have been reflected in the Q1 forecast.

Grants subsidies contributions and donations	2024-25	Actual as %
Actual	\$1.7m	
Budget	\$2.1m	81.57%
Forecast	\$2.3m	72.15%

Operational grant revenue recognised for fire events \$141K, enhance resilience officer \$110K and Reconstruction of Essential Public Assets (REPA) operational activities \$446K were not originally budgeted. This will be further revised in the Q3 forecast now that they are confirmed.

Capital Revenue

Capital revenue	2024-25	Actual as %
Actual	\$25.4m	
Budget	\$50.1m	50.74%
Forecast	\$43.1m	59.09%

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, forecast and recognised for significant projects is detailed below along with the corresponding expenses for these funded projects.

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Project	Revenue YTD Actual	Expense YTD Actual
State Government Grants & Subsidies		
TBG - Bonsai House Utility Services	\$1.5m	\$1.6m
Captain Cook Drive, Agnes Water - Relocate sewer main	\$0.3m	\$0.7m
Stage 2 - GWWTP Inlet Distribution Structure Replacement	\$0.8m	\$0.8m
REPA Projects (see REPA breakdown) Joint Federal/ State funded	\$12.5m	\$14.8m
Round Hill 2 Reservoir	\$0.0m	\$0.0m
Other State Government Funding	\$1.1m	\$1.9m
TOTAL State Government Funding	\$16.1m	\$19.8m

Project	Revenue YTD Actual	Expense YTD Actual
Federal Government Grants & Subsidies		
Glenlyon/Tank - traffic calming scheme	\$0.0m	\$0.0m
Lowmead Road Safety and Sealing Upgrade	\$7.5m	\$10.5m
Agnes Water Skate Park	\$0.0m	\$0.0m
Turtleway - Pedestrian bridge replacements	\$0.0m	\$0.0m
Other Federal Government Funding	\$0.3m	\$0.5m
TOTAL Federal Government Funding	\$7.9m	\$11.0m
TOTAL State and Federal Funding	\$24.0m	\$30.8m

Expenditure

Recurrent expenditure

Total recurrent expenditure	2024-25	Actual as %
Actual	\$138.3m	
Budget	\$243.1m	56.92%
Forecast	\$247.8m	55.83%

Of note:

Employee benefits	2024-25	Actual as %
Actual	\$44.6m	
Budget	\$75.0m	59.39%
Forecast	\$76.5m	58.25%

Employee benefits are the largest component of Councils recurrent expenditure. A vacancy rate of 7.5% has been factored into the 2024-25 budget. The average vacancy rate YTD for the 24-25 FY is 7.1%.

Overtime	2024-25	Actual as %
Actual	\$1.2m	
Budget	\$1.4m	87.58%
Forecast	\$1.6m	74.84%

Activities with significant overtime forecasts not relating to capital projects include:

- Road services – forecast \$256k, spend \$210k
- RMPC – forecast \$7k, spend \$38k. This will be offset by recoverable income.
- Park Services – forecast \$132k, spend \$42k
- Water and sewerage services – forecast \$427k, spend \$364k
- Workshops – forecast \$124k, spend \$112k
- Waste services - forecast \$192k, spend \$154k
- Health services – forecast \$68k, spend \$44k
- Libraries – forecast \$43k, spend \$45k
- Events and entertainment – forecast \$64k, spend \$16k

Consultants	2024-25	Actual as %
Actual	\$1.9m	
Budget	\$6.2m	30.18%
Forecast	\$6.8m	27.77%

Significant consultant forecast and spend include:

- Asset management - Forecast \$1.7m, spend \$0.4m
- Strategic Information and Technology - Forecast \$0.6m, spend \$0.01m
- Transformation - Forecast \$1.8m, spend \$0.5m
- Environment - Forecast \$0.4m, spend \$0.1m
- Finance - Forecast \$0.4m, spend \$0.2m
- Governance and Risk – Forecast \$0.2m, spend \$0.03m
- Water and Sewerage – Forecast \$0.2m, spend \$0.1m
- Waste - Forecast \$0.1m, spend \$0.1m

Contractors	2024-25	Actual as %
Actual	\$15.4m	
Budget	\$26.6m	57.91%
Forecast	\$27.4m	56.12%

Activities with significant contractor forecasts include:

- Water & Sewerage – Forecast \$8.0m, spend \$4.8m
- Waste - Forecast \$6.8m, spend \$3.1m
- Parks & Cemeteries - Forecast \$2.9m, spend \$1.9m
- Roads, Bridges, Stormwater - Forecast \$2.2m, spend \$1.3m
- Recoverable Works - Forecast \$1.3m, spend \$1.0m.
- REPA (operational activities) - Forecast \$0.2m, spend \$0.4m.
- Entertainment and Events - Forecast \$1.6m, spend \$0.6m
- Corporate and Community Buildings maintenance - Forecast \$0.9m, spend \$1.0m.
- Aquatic Centres – Forecast \$0.6m, spend \$0.4m

Software Expenses	2024-25	Actual as %
Actual	\$1.9m	
Budget	\$3.8m	49.61%
Forecast	\$3.9m	47.71%

Software expenses year-to-date are lagging due to timing differences, with an allowance made for new software licenses expected to come online progressively as business requirements arise throughout the year. Additionally, a significant portion of subscription and license cost uplifts are scheduled for the second half of the year. These expenses will be reviewed and adjusted during the Q3 forecast to ensure alignment with actual costs.

Finance Costs – Queensland Treasury Corporation	2024-25	Actual as %
Actual	\$0.8m	
Budget	\$1.1m	70.95%
Forecast	\$1.1m	71.34%

A timing difference in loan payments arises, as Council's loan repayments are made monthly, while repayments from GAC to GRC occur quarterly, creating a temporary variance in the year-to-date actuals compared to the forecast.

Statement of Financial Position

	Current Value	Budget	Variance (Actual to Budget)	Forecast	Variance (Actual to Forecast)
Year-to-date Assets	\$3.0b	\$2.9b	2.61%	\$3.0b	-1.61%
Year-to-date Liabilities	\$259.4m	\$179.7m	44.36%	\$193.8m	33.82%
Year-to-date Liabilities (excl. unearned rates revenue)	\$180.9m	\$179.7m	0.70%	\$193.8m	-6.66%

Liabilities have been presented both including and excluding unearned rates revenue. The two will converge and be the same by June 2025, as all rates revenue is recognised on the profit and loss.

The budget for assets and liabilities reflects the expected positions at 30 June 2025.

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

- Cash to decrease as expenses are incurred and loan repayments are made.
- Receivables to increase as water rates are generated and decrease as rates are paid.
- 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

Regular forecasting is undertaken by the Capital Program team. The estimate for capital expenditure for the 2024-25 year is \$111.7m

Capital YTD expenditure, budget and forecast is provided throughout the tables and graphs below.

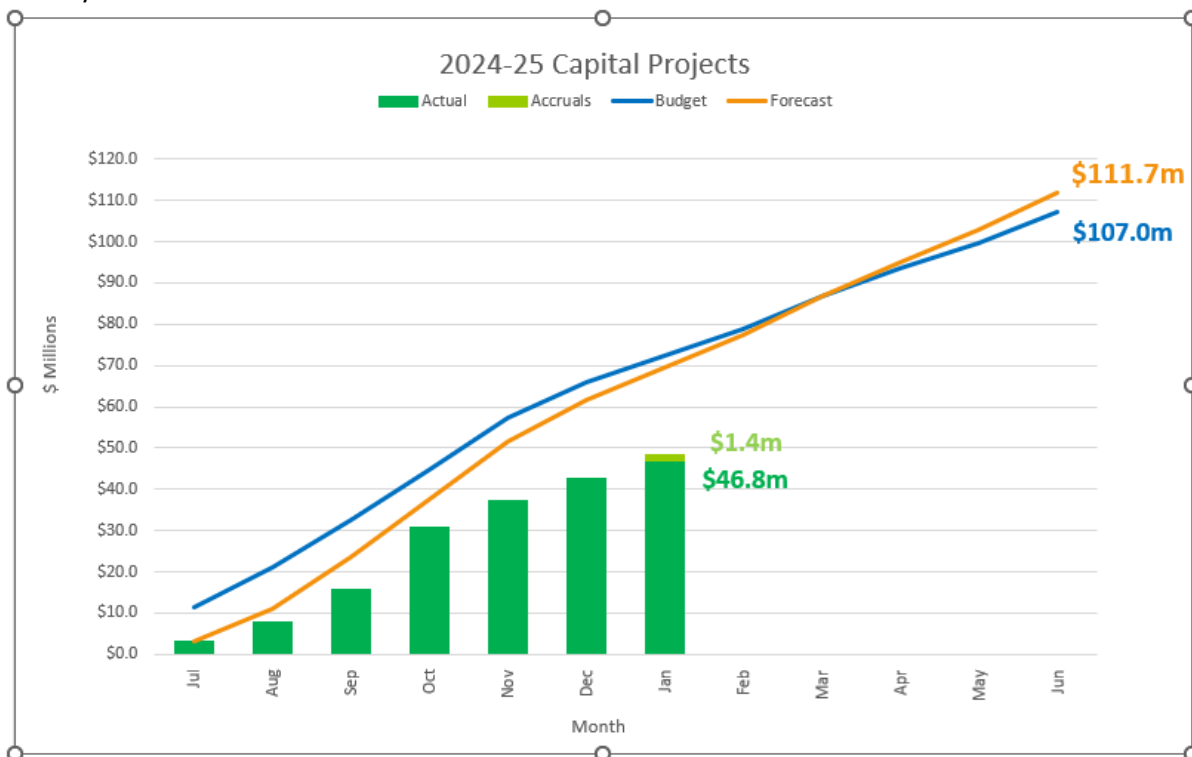
	Actual	Budget	Actual as % of Budget	Forecast	Actual as % of Forecast
Year to date capital expenditure	\$48.2m	\$107.0m	45.02%	\$111.7m	43.14%

GLADSTONE REGIONAL COUNCIL GENERAL MEETING AGENDA - 18 FEBRUARY 2025

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	\$28.7m	\$51.7m	55.60%	\$56.0m	51.33%
Sewerage	\$5.9m	\$25.9m	22.57%	\$20.8m	28.28%
Delivery Support and Performance	\$2.2m	\$6.1m	36.26%	\$6.3m	34.76%
Property Assets	\$1.6m	\$1.3m	123.72%	\$1.7m	97.18%
Asset Governance	\$0.0m	\$3.3m	0.00%	\$3.3m	-
Waste	\$1.0m	\$3.8m	25.33%	\$6.1m	15.56%
Parks	\$0.5m	\$3.3m	15.89%	\$0.9m	59.49%
Community & Lifestyle	\$0.3m	\$0.8m	39.43%	\$0.4m	91.20%
Water	\$1.2m	\$7.5m	16.03%	\$6.7m	17.86%
Strategic Projects	\$0.4m	\$2.1m	20.28%	\$2.1m	20.28%
Other	\$6.4m	\$1.3m	496.14%	\$7.4m	84.08%
Total	\$48.2m	\$107.0m	45.02%	\$111.7m	43.14%

Accrual estimates of \$1.4m have been included in the actuals, to account for major claims relating to January work.



Reconstruction of Essential Public Assets (REPA)

REPA projects in progress are detailed below (capital and operating):

Submission	Life of Project Funding	24-25 Funding Carryover	24-25 Expense Forecast	24-25 YTD Exp	24-25 YTD Claims Received	YTD work yet to be claimed	Per cent complete
South	\$14.3m	\$2.9m	\$6.2m	\$4.1m	\$3.1m	\$0.9m	65.20%
Central	\$1.5m	\$0.2m	\$0.2m	\$0.1m	\$0.1m	-	46.54%
Western	\$12.1m	\$6.2m	\$8.9m	\$8.0m	\$7.0m	\$1.0m	89.36%
Sealed Roads	\$1.6m	\$1.0m	\$1.5m	\$0.9m	\$0.9m	-	62.29%
Granite Creek (Lowmead Rd)	\$6.7m	\$6.4m	\$4.9m	\$2.2m	\$1.8m	\$0.4m	44.15%
TOTAL	\$36.3m	\$16.7m	\$21.7m	\$15.2m	\$12.9m	\$2.13m	70.02%

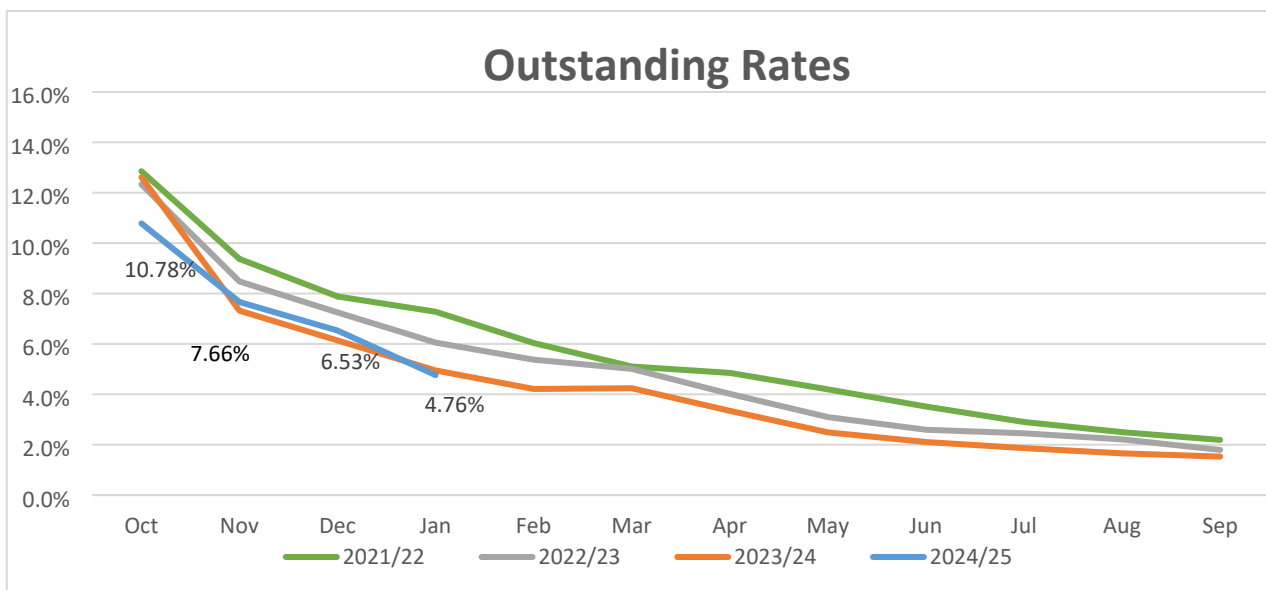
Outstanding Rates

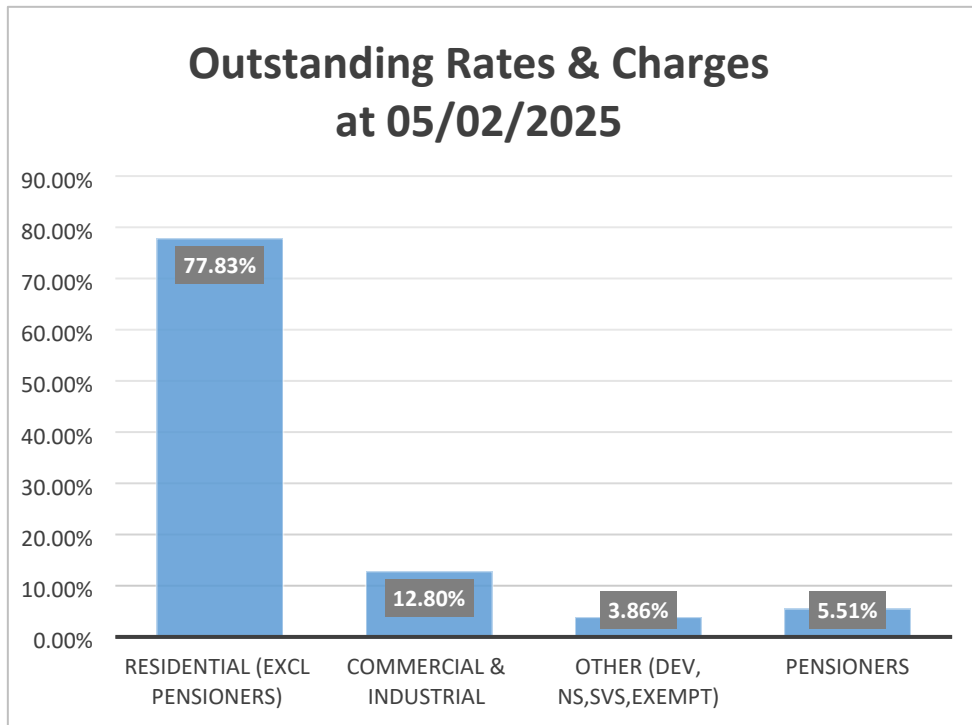
Outstanding rates, as a percentage of gross rates levied 2024-25, and collectible, is at 4.76% at the end of January 2025, compared to 4.95% for the same period last year 2023-24.

Of the \$9.72m of outstanding rates 12.80% relates to commercial/ industrial assessments and 88.20% represents residential assessments.

These figures include \$5.47m of rates that are currently being repaid under an authorised payment plan, of which there were 38 commercial/industrial assessments and 1918 residential assessments. A total of 1956 assessments, which is a decrease from 2074 assessments in December 2024 (this movement is a result of removal of arrangements on sold property, default arrangements and paid up arrangements).

There were 4738 ratepayers who had paid their rates in advance, totalling \$6.7m.





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.

In recognition of the diversity of local governments throughout Queensland a new Financial Management (Sustainability) Guideline 2024 has been released.

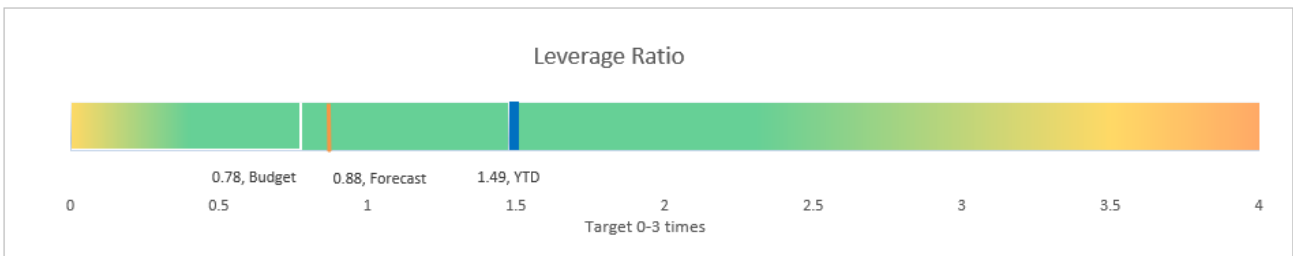
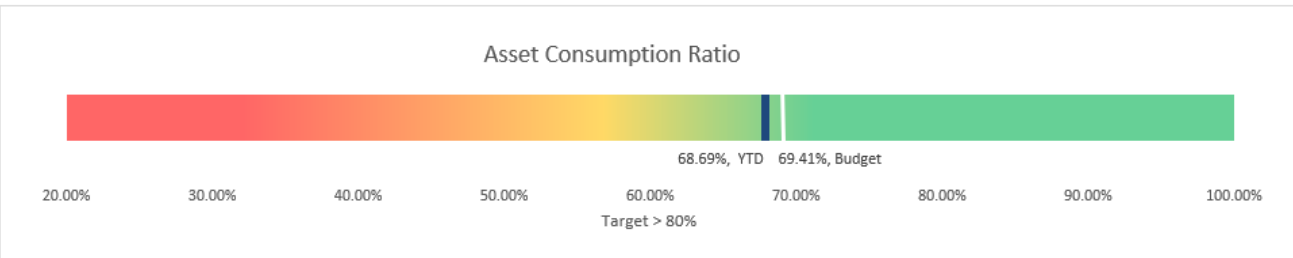
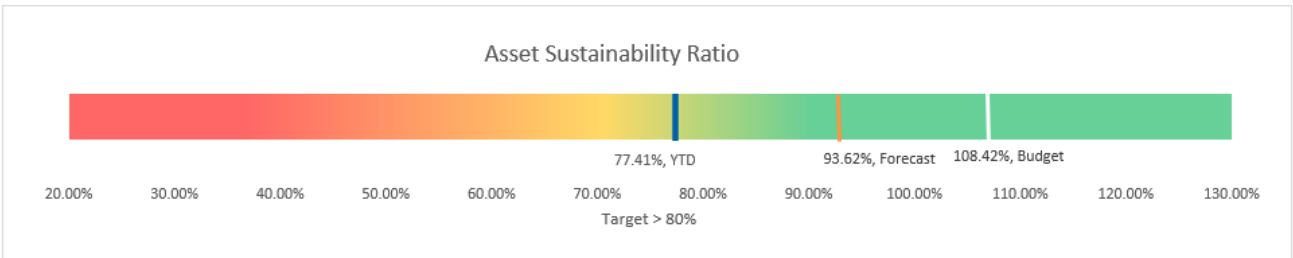
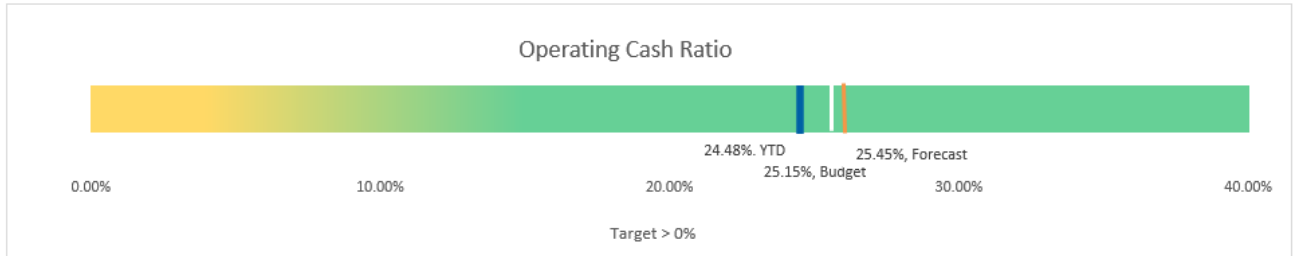
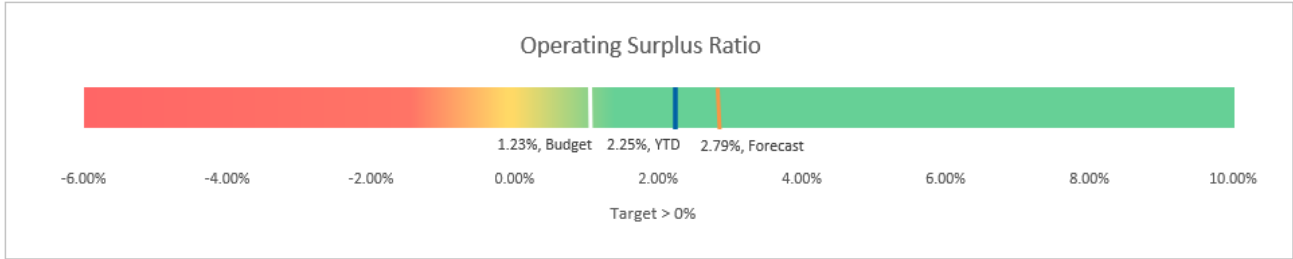
Eight of the nine ratio measures will be reported in 2024-25, with the ninth measure to be introduced in the 2025-26 annual statutory financial reporting period.

GLADSTONE REGIONAL COUNCIL GENERAL MEETING AGENDA - 18 FEBRUARY 2025

Ratio Explanation	Target	2024 -25 Budget	2023-24 Forecast	Current YTD		5 Year Average		Commentary
Financial Capacity								
<p>Council Controlled Revenue Ratio: Council controlled revenue is an indicator of councils financial flexibility, ability to influence its operating income, and capacity to respond to unexpected financial shocks.</p> <p>A higher council-controlled ratio indicates a stronger ability to generate revenue without relying on external sources. Councils with a high ratio generally have a healthy rate base and are better able to respond to unexpected financial obligations such as natural disaster recovery. A lower council-controlled revenue ratio indicates that a council has limited capacity to influence its operating revenue and that it is more reliant on external (and usually less reliable) sources of income such as grant funding, sales and recoverable works contracts and rental income.</p> <p>This ratio is contextual only therefore has no target measure</p>		86.62%	86.46%	83.04%		83.05%		Although there is no target for this ratio, the high 5 year average and current YTD indicates Council's strong position to generate revenue without heavy reliance on other external sources.
<p>Population Growth Ratio: Population growth is an annual measure and is a key driver of councils operating income, service needs and infrastructure requirements into the future.</p> <p>A growing council indicates a greater capacity to source its own revenue through rates and statutory charges. Population growth also puts additional pressure on councils to invest in new community infrastructure to support service needs</p> <p>This ratio is contextual only therefore has no target measure Ratio is measured annually</p>		2.35%		2.35%		1.17%		<p>The population growth ratio for Gladstone will significantly impact Council's financial sustainability, especially as the region faces periods of both rapid growth and stagnation. During growth phases, increased demand for infrastructure and services will provide opportunities for revenue growth and possibly also strain Council's financial resources, requiring careful management to avoid overextension. Conversely, in periods of slower growth or population decline, maintaining existing infrastructure and service levels can become a financial burden without corresponding increases in revenue.</p> <p>Emphasis on the population growth ratio is on a rolling 5-year average thus will help Council smooth out the financial impacts of any fluctuations, providing a clearer picture of long-term sustainability.</p> <p>Overall, 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.</p>
Operating Performance								
<p>Operating Surplus Ratio: The operating surplus ratio is an indicator of the extent to which operating revenues generated cover operational expenses. Any operating surplus would be available for capital funding or other purposes.</p> <p>An operating surplus ratio below 0% is an indication that a councils operating expenses exceed its revenue. An operation deficit in any one year is not a cause for concern if, over the long term, a council achieves a balanced operating result or small surplus.</p> <p>Target measured over a five-year average</p>	> 0%	1.23%	0.46%	2.25%	●	-3.83%	●	<p>The negative 5-year average is primarily due to the QTC loan restructure and recognition of a deferred liability for bulk water purchases in 2020-21. These were both one-off events.</p> <p>The YTD ratio result shows a positive operating surplus with water consumption revenue being generated in January.</p>
<p>Operating Cash Ratio: The operating cash ratio is a measure of a councils ability to cover its core operational expenses and generate a cash surplus excluding depreciation, amortisation and finance costs.</p> <p>A positive operating surplus indicates that a council is generating surplus cash from its core operations, which suggests that council has the ability to self-fund expenditure requirements. A negative operating cash ratio is a significant indicator of financial sustainability challenges and potential future liquidity issues as , all other things being equal, a negative result means that a councils cash position is declining and revenue are not offsetting the cost of core operational requirements</p> <p>Target measured over a five-year average</p>	> 0%	25.15%	24.11%	24.48%	●	21.09%	●	Both the YTD and 5 year average result of this ratio reflects the continuing strong cash position of Council proportional to operating costs.

GLADSTONE REGIONAL COUNCIL GENERAL MEETING AGENDA - 18 FEBRUARY 2025

Liquidity								
<p>Unrestricted Cash Expense Cover Ratio: The unrestricted cash expense cover ratio is an indicator of the unconstrained liquidity available to a council to meet ongoing and emergent financial demands, which is a key component to solvency. It represents the number of months a council can continue operating based on current monthly expenses</p> <p>A higher unrestricted cash expense cover ratio indicates that a council has sufficient free cash available to contribute to the cost of future planned and unplanned expenditure such as infrastructure investment or disaster recovery. An excessively high ratio may be indicative of hoarding, poor cash management or large upcoming capital investment requirements.</p> <p>A low ratio suggests limited unconstrained liquidity available to council to use for capital investment or in an emergency. For councils with efficient cash management practices or strong borrowing capacity this is not a concern. Where council also has a negative operating cash ratio a very low or negative unrestricted cash expense cover ratio is an indicator of potential solvency concerns.</p> <p>Target measured over a single-year</p>	> 3 mths	5.31	5.17	13.79	●	NA	NA	<p>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.</p> <p>The payment of the Financial Assistant Grant in July 2024 has resulted in the higher YTD ratio. The results are expected to trend closer to the budget as the year progresses, and expenses are realised.</p>
Asset Management								
<p>Asset Sustainability Ratio: The asset sustainability ratio approximates the extent to which the infrastructure assets managed by council are being replaced as they reach the end of their useful lives</p> <p>An asset sustainability ratio close to 100% suggests that a council is spending enough on the renewal of its assets to compensate for the deterioration in its asset base as loosely proxied by its reported depreciation, with outcomes too far below this level being potentially indicative of underspending against capital replacement requirements</p> <p>Target measured over a five-year average</p>	> 80%	108.42%	108.42%	77.41%	●	86.28%	●	<p>Infrastructure renewals have accounted for 48.44% of capital expenditure YTD with the balance on new and upgrade projects.</p> <p>It is typical for capital spending to be lower in the first quarter of the year. As capital spending progresses the ratio is expected to trend closer to budget.</p> <p>Councils capital program has increased in 2024-25, as indicated by the budgeted ratio result.</p>
<p>Asset Consumption Ratio: The asset consumption ratio approximates the extent to which councils infrastructure assets have been consumed compared to what it would cost to build a new asset with the same benefit to the community.</p> <p>The minimum target of 60% indicates that a councils assets are being broadly consumed in line with their estimated useful lives.</p> <p>Councils with lower than target ratio will need to invest more in those assets (in terms of replacement or maintenance) to ensure they are maintained at a standard that will meet the needs of the community. On the other hand if the ratio is much higher than the target ratio, councils may need to revisit their asset management plans to assess their current service levels or whether their estimates of the assets' useful lives are appropriate</p> <p>Target measured over a five-year average</p>	> 60%	69.41%	69.41%	68.69%	●	70.82%	●	<p>Both the YTD and budgeted ratio results indicates that Councils assets are being broadly consumed in line with their estimated useful lives.</p>
Debt Servicing Capacity								
<p>Leverage Ratio: The leverage ratio is an indicator of a councils ability to repay its existing debt. It measures the relative size of the councils debt to its operating performance.</p> <p>A higher leverage ratio indicates an increasingly limited capacity to support additional borrowings due to already high debt levels and/or decreasing operational performance, while a lower ratio indicates the opposite.</p> <p>Target measured over a five-year average</p>	0-3 times	0.78	0.88	1.49	●	0.16	●	<p>Both the YTD and 5 year average result of this ratio reflect Councils ongoing ability to manage its debt.</p> <p>This position is reinforced with each year that no new borrowings are undertaken.</p>



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 January 2025
2. Operating Statements for the period ending 31 January 2025

G/4.11. ACCESS AND INCLUSION ACTION PLAN REPORT JULY 2024 - DECEMBER 2024

Responsible Officer: General Manager Community and Lifestyle

Prepared By: Community Development Specialist

Council Meeting Date: 18 February 2025

File Ref: CR15.1

Purpose:

This report provides an update on the progress of implementation of the Access and Inclusion Action Plan.

Officer's Recommendation:

That Council receive the Access and Inclusion Action Plan July – December 2024 Report.

Summary:

The Access and Inclusion Action Plan has a six-monthly reporting period. This report details progress on the 37 action items during the period of July – December 2024. It includes updates on each of the deliverables, highlights of the last six months, community stories and feedback, and an analysis of opportunities and risks.

The deliverables have been marked according to the below scale.

Complete – the deliverable has been implemented/finalised.

Continuous Activity – we have committed to making continuous improvements over time

Future Activity – work will commence in the future

On Track – work has commenced but is not yet complete

Needs Attention – work has fallen behind schedule or a change in direction is needed

Our current progress on the 74 deliverables is:

- 4 are 'complete'
- 16 are 'continuous activities'
- 32 are 'future activities'
- 19 are 'on track'
- 3 'need attention'

Link to Corporate Plan:

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

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

Background:

On June 18, 2024, Council endorsed the Access and Inclusion Action Plan 2024-27 to improve access and inclusion across our services and facilities for our community. The Plan includes a detailed implementation, monitoring, and evaluation section to guide the delivery of the plan and ensure Council remains on track and accountable.

In line with the implementation strategy;

- Council officially launched the Action Plan on July 30, 2024
- An internal working group has been established
- Training and support are being provided to staff to effectively implement the changes
- Ongoing communication with stakeholders is being maintained

The implementation strategy also stipulates that progress reports are submitted to Council every six months. This report includes highlights from the last six months, stories from our community, progress updates on the action items, and an analysis of opportunities and risks.

Risk Management Summary:

Council’s Risk Management Policy establishes a minimal appetite for residual risk in Health, Safety and Wellbeing; and Reputation. The risk category of Health Safety and Wellbeing encompasses our employees, contractors, volunteers, consultants, and the broader community. The proposed Access and Inclusion Action Plan will support better access and inclusion, create opportunities and is within Council’s risk appetite.

Options and Opportunity Analysis:

Most of the action items are on track for implementation, with only two deliverables needing attention, and one deliverable that is no longer relevant at this stage.

Needs attention:

1.5	Manager Arts and Entertainment	2024 - 2025	Deliver an accessible stage for the Gladstone Entertainment and Convention Centre (GECC).	Delivery of accessible stage	Research has been undertaken on several options for an accessible stage. Once the most suitable design has been confirmed, a capital budget request will be submitted.
5.2	Manager Brand and Manager Communications	2024-2025	Increase the availability of accessibility information (using access symbols) in promotional material for Council led events and activities.	Development of internal process for scoping accessibility information for events/activities	This initiative is scheduled in the 2025/26 work plan for delivery. An extension of time is requested to reflect this.

New direction:

6.3.	Manager Community Partnerships	2024- 2027	Support local sporting clubs to make their activities more inclusive through sharing resources and showcasing inclusive activities at the Sport and Active Living Expo.	Showcasing inclusive activities at Council’s Sport and Active Living Expo.	The Community Partnerships team have discontinued the Sport and Active Living Expo and are instead exploring other ways to support the development and growth of sporting clubs and showcase inclusive activities.
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Stakeholder Engagement:

An internal working group consisting of individuals who are responsible for the delivery of items in the Plan has been established. The working group met twice in reporting period, contributing to the updates provided in this report.

Engagement with the community will be ongoing throughout the life of the Plan, with feedback being fed into the working group and this report.

Legal and Regulatory Implications:

Nil

Financial and Resource Implications:

To support the momentum of the Access and Inclusion Action Plan, Council has included it in the 2024/25 Operational Plan with an investment of \$200,000 for delivery of high importance and high value items. As reported in the 2024/25 Operational Plan Quarter 2 Performance Report, the initiative has progressed 27% with \$25,444 of the budget spent and is on track for completion.

In addition, deliverables assigned to Business Units will be managed within Councils resources and operational budget. Officers will further work with Strategic Grants to identify funding opportunities for action items delivery.

Anticipated Resolution Completion Date:

N/A

Attachments:

1. Access and Inclusion Action Plan Report July – December 2024

G/5. COUNCILLORS REPORT

G/6. URGENT BUSINESS

G/7. NOTICE OF MOTION

G/8. CONFIDENTIAL ITEMS