ORDINARY MEETING 25 NOVEMBER 2026	5.16

INFRASTRUCTURE CHARGES WAIVER REQUEST – TRINITY ANGLICAN SCHOOL

PGS | 8/7/6020 | #7907598

RECOMMENDATION:

That Council:

1. **Notes the application submitted by Trinity Anglican School Limited for a waiver of infrastructure charges totalling $286,981.76 (no GST) under the *Financial Assistance for Not-for-Profit Individuals and Organisations – Fees & Charges General Policy*.**

2. **Approves a 50% partial waiver of infrastructure charges, resulting in infrastructure charges payable of $143,490.88 (no GST), subject to indexation in accordance with Council's *Charges Resolution*;**

3. **Advise Trinity Anglican School Limited that the partial waiver of infrastructure charges must be managed by, and will only be given effect through, an Infrastructure Agreement between the parties; and**

4. **Delegates authority to the Chief Executive Officer in accordance with the *Local Government Act 2009* to enter into contracts, negotiate, finalise and execute any and all matters associated with the Infrastructure Agreement including consequential and minor amendments as agreed by the parties.**

INTERESTED PARTIES:

Note: The identification of interested parties is provided on a best endeavours basis by Council Officers and may not be exhaustive.

- Trinity Anglican School Limited (Applicant)

EXECUTIVE SUMMARY:

Council administers a suite of policies designed to support preferred development outcomes and provide targeted financial assistance in circumstances where a proposal delivers a demonstrated community benefit.

Relevant to this report, Trinity Anglican School Limited (TAS) at 4–54 Sheehy Road, White Rock, has applied for a full waiver of infrastructure charges under Council's *Financial Assistance for Not-for-Profit Individuals and Organisations – Fees & Charges General Policy* (the Policy).

The application relates to infrastructure charges levied for a Material Change of Use for an Educational Establishment (an extension to the existing Multi-purpose Hall). As the value of the requested waiver exceeds $250,000, the application is required to be determined by full Council in accordance with the Policy.

Council officers have assessed the application against the eligibility requirements and intent of the Policy. While the application satisfies the mandatory eligibility criteria, the provision of financial assistance remains a discretionary decision of Council. Accordingly, this report recommends endorsement of a 50% (partial) infrastructure charge waiver for the amount of $143,490.88 (no GST).

BACKGROUND:

Infrastructure charges

Council may levy infrastructure charges for new development under the *Planning Act 2016* (the Planning Act) and Cairns Regional Council's *Charges Resolution*. These charges apply to development that generates increased demand on trunk infrastructure, including material changes of use, reconfigurations of a lot and building work.

Council's *Financial Assistance for Not-for-Profit Individuals and Organisations – Fees & Charges General Policy* (the Policy), adopted on 17 June 2026, establishes a framework for providing financial assistance to eligible not-for-profit organisations. This includes discretionary full or partial waivers of infrastructure charges for development that meets the prescribed eligibility criteria and delivers significant community benefit through tangible social, economic and environmental outcomes.

The waiver application for the subject development was (also) lodged on 17 June 2026 and is therefore assessed under the Policy. The infrastructure charges currently levied total $286,981.76 (no GST). As the requested waiver exceeds $250,000, the application must be determined by full Council in accordance with the Policy.

The development

The approved development will increase the existing Multi-purpose Hall's floor area from approximately 1,932m² to 3,749m² (effectively doubling the size of the facility). A non-exhaustive list of notable features of the proposed expansion is provided below:

Notable Feature	Description
New multi-purpose sports court	Construction of a new **897 m²** indoor multi-purpose sports court, effectively duplicating the existing court.
Teaching spaces	Provision of **186 m²** of new teaching spaces to support sports and physical education activities.

Undercover annex	Construction of a **390 m²** undercover annex to support the expanded facility and associated activities.
Loading dock	Development of a dedicated **205 m²** loading dock to facilitate servicing, deliveries and emergency vehicle access.
Spectator seating	Installation of retractable spectator seating, providing a total event capacity of **1,300 spectators**.

The total project budget is costed at approximately $11.6 million. TAS has secured partial State Government funding through the Block Grant Authority (BGA) of up to $1.7 million, subject to the final project cost.

As the BGA grant covers only part of the project cost, it remains an eligible project for Council to consider a full or partial waiver of the infrastructure charges, or to decline a waiver, at its discretion under the policy.

COMMENT:

Assessment of eligibility

Council officers have assessed the application against the eligibility requirements of the Policy and are satisfied that the proposal meets the mandatory criteria for Council's consideration. A summary of the eligibility assessment is provided below:

- Not-for-Profit Organisation:
  - Trinity Anglican School Limited is a registered Not-for-Profit organisation.
- Non-commercial purpose:
  - The proposed development forms part of an existing Educational Establishment and is not primarily for commercial purposes.
- Community Benefit:
  - The proposal will expand the school's existing Multi-purpose Hall, enhancing educational, sporting and community infrastructure.
- Policy Exclusions:
  - The development is not otherwise excluded from consideration under the Policy.

Council's discretion

It is important to note that satisfying the eligibility criteria under the Policy does not automatically entitle an applicant to financial assistance. Rather, the decision to grant a full or partial waiver of infrastructure charges remains wholly at the discretion of Council, having regard to the merits of each application.

Accordingly, Council officers have assessed the proposal against the intent of the Policy, the extent of the community benefit delivered by the development, and the proportionality of the requested waiver, in this case, a full waiver of$286,981.76 (no GST).

Benefit assessment

The proposal comprises a significant expansion of an existing educational facility, substantially increasing the size and functionality of the Multi-purpose Hall. While the development will deliver additional capacity and improved facilities, it primarily enhances an established educational asset, rather than introducing new publicly accessible community infrastructure.

The expanded facility is expected to deliver positive (and permanent) social outcomes through improved sporting and physical education facilities, increased capacity to accommodate school and inter-school events, and enhanced flexibility to support larger educational gatherings. These outcomes principally benefit the existing and future Trinity Anglican School community.

The proposal will generate some local economic benefits through construction expenditure, procurement and employment during the construction phase. However, these benefits are temporary in nature, limited in geographic extent, and are not expected to generate enduring economic outcomes beyond the immediate construction period.

Officers also note that a portion of the proposed development comprises ancillary infrastructure required to support the expanded facility, including undercover annex areas, amenities, storage areas, servicing infrastructure and a dedicated loading dock. While these components are necessary for the efficient operation of the facility, they do not, in themselves, generate a corresponding increase in community benefit.

The Multi-purpose Hall will primarily serve the Trinity Anglican School community, with any broader community access occurring on an ancillary or occasional basis.
Consequently, the broader community benefit arising from the proposal is considered to be relatively moderate, and localised when compared with development that delivers wholly new facilities for general public use.

While the primary benefits of the proposal accrue to the Trinity Anglican School community, the continued investment in educational infrastructure contributes to the broader quality and diversity of educational facilities available within Cairns. High-quality educational facilities play an important role in supporting the region's liveability, reinforcing Cairns' attractiveness to families, and strengthening the city's reputation as a regional education destination.

In summary, officers make the following observations:

- The primary benefit arising from the proposal is social in nature, supported by limited short-term economic benefits during the construction phase. Environmental benefits are not considered relevant to the subject development;
- The proposal delivers a meaningful enhancement to an existing educational facility; however, the resulting community benefits are considered to be relatively modest and localised, with the principal beneficiaries being the existing and future Trinity Anglican School community.

Outcome of assessment:

The Policy provides for consideration of full or partial infrastructure charge waivers for not-for-profit development that delivers tangible social, economic and environmental benefits.

The proposal would improve educational and sporting facilities for the school community and support broader participation through interschool activities. These benefits broadly align with the Corporate Plan 2025–2030 priorities for community infrastructure, wellbeing and support for sporting and community activities.

On balance, officers consider these benefits support a partial waiver, with the recommended 50% reduction recognising the proposal's merits while retaining a contribution towards infrastructure. Council may alternatively determine that the demonstrated benefits are insufficient to justify financial assistance and decline the request.

Having regard to the discretionary nature of the Policy, the likely scale of public benefit, and the quantum of infrastructure charges proposed to be waived, officers consider that a 50% waiver appropriately recognises the meaningful social benefits delivered by the proposal, while ensuring that the level of financial assistance remains proportionate to the nature and extent of the public benefit generated.

Accordingly, officers recommend that the infrastructure charges payable for the development be reduced from $286,981.76 (no GST) to $143,490.88 (no GST), subject to indexation in accordance with Council's Charges Resolution.

Alternative option – No waiver

Notwithstanding the assessment recommendation, the decision to grant a full or partial waiver remains fully at Council's discretion. Meeting the base eligibility requirements for consideration does not automatically entitle the applicant to financial assistance. Council may decline the request if it considers that the nature and extent of the demonstrated community benefits do not justify a waiver.

Alternatively, Council may resolve not to waive the infrastructure charges on the basis that the subject development has not demonstrated satisfaction of all elements of the Policy, particularly its emphasis on tangible social, economic and environmental benefits.

The identified economic benefits are largely limited to the construction phase, no tangible environmental benefits have been demonstrated, and the facility is not generally intended to operate as publicly accessible community infrastructure. Council may therefore consider that the broader community benefit is insufficient to warrant financial assistance.

Under this option, the infrastructure charges of $286,981.76 (no GST) would remain payable in full, subject to indexation in accordance with Council's Charges Resolution.

OPTIONS:

Option 1: (Recommended)

That Council:

1. Notes the application submitted by Trinity Anglican School Limited for a waiver of infrastructure charges totalling $286,981.76 (no GST) under the *Financial Assistance for Not-for-Profit Individuals and Organisations – Fees & Charges General Policy*.

2. Approves a 50% partial waiver of infrastructure charges, resulting in infrastructure charges payable of $143,490.88 (no GST), subject to indexation in accordance with Council's *Charges Resolution*; and

3. Advises Trinity Anglican School Limited that the partial waiver of infrastructure charges must be managed by, and will only be given effect through, an Infrastructure Agreement between the parties.

4. Delegates authority to the Chief Executive Officer in accordance with the Local Government Act 2009 to enter into contracts, negotiate, finalise and execute any and all matters associated with the Infrastructure Agreement including consequential and minor amendments as agreed by the parties.

Option 2:

That Council:

1. Notes the application submitted by Trinity Anglican School Limited for a waiver of infrastructure charges totalling $286,981.76 (no GST) under the *Financial Assistance for Not-for-Profit Individuals and Organisations – Fees & Charges General Policy*.

2. Approves a 100% full waiver of infrastructure charges, being $286,981.76 (no GST), under the Policy, resulting in no infrastructure charges being payable for the development; and

3. Advises Trinity Anglican School Limited that the partial waiver of infrastructure charges must be managed by, and will be given effect through, an Infrastructure Agreement between the parties.

4. Delegates authority to the Chief Executive Officer in accordance with the *Local Government Act 2009* to enter into contracts, negotiate, finalise and execute any and all matters associated with the Infrastructure Agreement including consequential and minor amendments as agreed by the parties.

Option 3:

That Council:

1. Notes the application submitted by Trinity Anglican School Limited for a waiver of infrastructure charges totalling $286,981.76 (no GST) under the *Financial Assistance for Not-for-Profit Individuals and Organisations – Fees & Charges General Policy*.

2. Declines the request for a waiver of infrastructure charges, on the basis that the development has not demonstrated satisfaction of all elements of the Policy, particularly the delivery of tangible social, economic and environmental benefits sufficient to justify financial assistance; and

3. Advises Trinity Anglican School Limited that infrastructure charges of $286,981.76 (no GST) remain payable in full, subject to indexation in accordance with Council's Charges Resolution.

CONSIDERATIONS:

Risk Management:

While there are no significant risk management issues associated with the recommendation, it is important that Council's discretion under the Policy is exercised consistently and with regard to the individual merits of each application. The recommended partial waiver reflects the scale of the community benefit delivered by the proposal while recognising Council's responsibility to maintain an equitable and sustainable financial assistance framework.

Council Finance and the Local Economy:

Council's prospective endorsement of the recommended 50% infrastructure charge waiver would result in Council forgoing revenue of $143,490.88 (no GST).

Notwithstanding this foregone revenue, the recommended partial waiver strikes an appropriate balance between supporting investment in community-serving infrastructure and maintaining Council's infrastructure funding framework. The remaining charge ensures the development continues to contribute toward the cost of trunk infrastructure required to support growth.

Community and Cultural Heritage:

There are no cultural heritage impacts associated with the recommendation. The subject development, and the associated recommended infrastructure charge waiver, are expected to deliver positive social outcomes by supporting enhanced educational facilities and increasing the capacity of an established community asset.

Natural Environment:

Not applicable.

Corporate and Operational Plans:

The recommendation supports the Robust Economy theme of Council's Corporate Plan 2025–2030 by facilitating investment in community infrastructure delivered by a not-for-profit organisation. The recommendation is also consistent with the intent of Council's Economic Development Strategy to support investment that delivers broader social and economic benefits to the Cairns region.

Statutory:

The *Planning Act 2016* and the Policy require the wavier of Infrastructure Charges to be managed under an Infrastructure Agreement (IA) which will be prepared and executed with the applicant subject to Council's resolution.

Policy:

Council has the discretion to grant financial assistance in accordance with its adopted policies. Financial Assistance for Not-for-Profit Individuals and Organisations – Fees & Charges General Policy.

CONSULTATION:

Internal

Council's Executive Leadership Team (ELT) has been briefed on the recommended changes to Council's policy framework, with the amended Policy adopted as part of Council's special budget meeting on 17 June 2026. Internal consultation has also been undertaken with the following business areas:

- Finance & Business Services

External

The determination of an application for an infrastructure charge waiver, whether in full or in part, is not subject to external consultation. It is an administrative function undertaken in accordance with Council's established Financial Assistance for Not-for-Profit Individuals and Organisations – Fees & Charges General Policy.

ATTACHMENTS:

Attachment 1 : Proposed Multi-purpose Hall Isometric Plans (#7908698)
Attachment 2 : Multi-purpose Hall Masterplan Context. (#7908699)



James O'Reilly
Principal Infrastructure Planner



Sean Lisle
A/Director, Planning, Growth & Sustainability

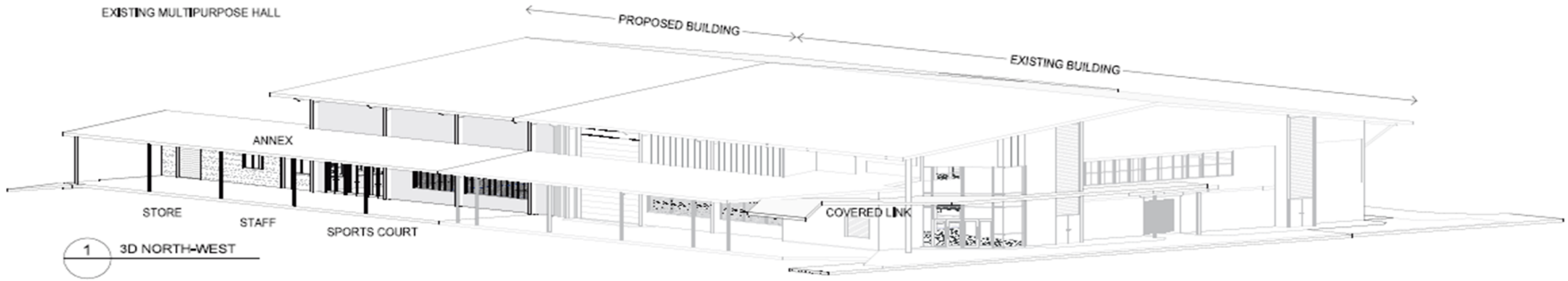
Attachment 1: Proposed Multi-purpose Hall Isometric Plans (#7908698)

TAS MULTIPURPOSE HALL EXTENSION

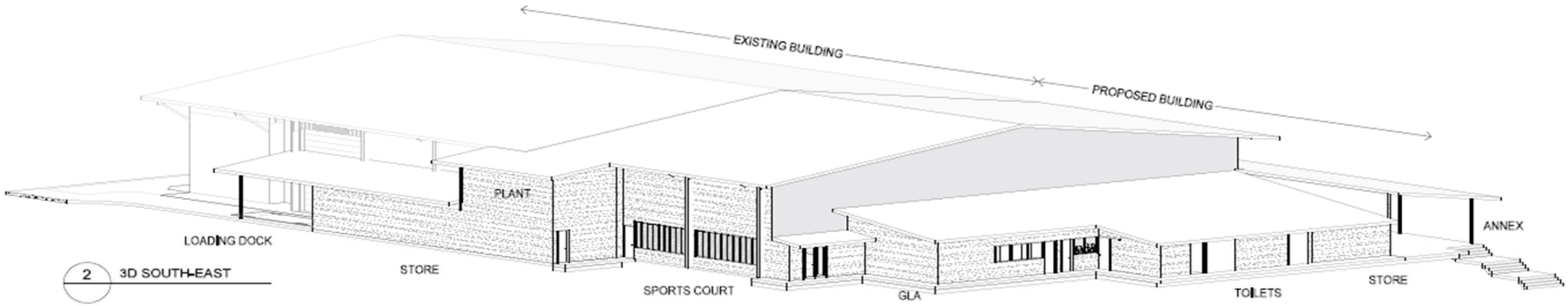


EXISTING MULTIPURPOSE HALL

DRAWING LIST	
SD_00	COVER PAGE
SD_01	CAMPUS PLAN
SD_02	DEMOLITION SITE PLAN & ELEVATION
SD_04	PROPOSED SITE PLAN
SD_05	PROPOSED GROUND FLOOR PLAN
SD_07	PROPOSED ROOF PLAN
SD_09	PROPOSED ELEVATIONS
SD_10	PROPOSED SECTIONS



1 3D NORTH-WEST



2 3D SOUTH-EAST

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Attachment 2: Multi-purpose Hall Masterplan Context. (#7908699)

