

**3. REPORTS BY OFFICERS**

**3.1 REPORT TITLE: MOUNT BARKER WASTEWATER TREATMENT PLANT UPGRADING STAGE 1**

**DATE OF MEETING: 25 MAY 2022**

**FILE NUMBER: 22/56469**

**ATTACHMENTS:**

- 1) KEY PROJECT OBJECTIVES 22/56366**
- 2) BUSINESS CASE 21/157234**
- 3) PROCUREMENT PLAN 22/41874**
- 4) RISK REGISTER EXTRACT 22/56352**
- 5) SUSTAINABILITY REVIEW SUMMARY MEMORANDUM 22/60395**
- 6) PROJECT PROGRAM WITH KEY MILESTONES 22/57985**
- 7) PROJECT EXTERNAL SERVICES SUMMARY 22/56858**

**Key Contact**                      **Brian Clancey, Deputy Chief Executive Officer/General Manager Wastewater/Recycled Water**

**Sponsor**                         **Andrew Stuart, Chief Executive Officer**

**Community Plan 2020-2035:**

Community Wellbeing

CW Goal 4 Safety and Resilience

Objective 4.4

Provide wastewater treatment services to deliver public health, environmental and economic outcomes and climate change adaptation solutions.

**Annual Business Plan:**

Wastewater/Recycled Water

Key Annual Objectives for 2021/22

Continue with planning, design and construction of the capital works program for upgrading of the wastewater treatment plant.

**Audit & Risk Committee Terms of Reference:****1.9 Major Infrastructure Projects**

1.9.1 The Committee shall review and provide advice on the proposed capital and recurrent funding strategies, timing, risk and due diligence, procurement strategies, governance and public engagement for infrastructure projects of

major significance and the estimated cost value of which triggers the requirement for a prudential report.

**Purpose:**

For the Audit and Risk Committee to provide recommendations to council on the proposed approach to the upgrading of the Mount Barker wastewater treatment plant stage 1.

**Summary – Key Issues:**

- A package of supporting documents in relation to the stage 1 upgrade of the Mount Barker wastewater treatment plant is attached;
- The process being utilised for the delivery of this major project is outlined; and illustrates that the project is not yet at a point of final investment decision making, with a prudential report and other information still to come; and
- A key project risk is delays given the implications of that for the operation of the current wastewater treatment plant (particularly when high inflows occur) and the impact of increased demand from the spike in growth and the repurposing of the Eastern lagoon in preparation for the upgrading.

**Recommendation:**

That in relation to the Mount Barker Wastewater Treatment Plant Upgrading Stage 1 project, the Audit and Risk Committee recommends to Council that:

1. Council endorses the:
  - key project objectives (attachment 1);
  - business case (attachment 2); and
  - procurement plan (attachment 3).
2. Council notes:
  - the Risk Register extract (attachment 4);
  - the Sustainability Review Summary Memorandum (attachment 5);
  - the project program with key milestones (attachment 6); and
  - that further recommendations will be provided by the Audit and Risk Committee in due course, including once the prudential report for the project has been prepared and considered.

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**Background:**

1. Members of the Audit and Risk Committee have been provided with previous briefings and a site visit to the Mount Barker wastewater treatment plant in February 2021.

2. In May 2021 the Audit and Risk Committee considered information on the long term financial modelling for wastewater which included information on the upgrading of the Mount Barker wastewater treatment plant and in turn, the wastewater asset base and depreciation implications.

**Discussion:**

**Part A - Process Overview**

3. The process for the upgrading of the Mount Barker wastewater treatment plant stage 1 has included input from a number of staff and numerous external service providers (see attachment 7).
4. Communication with council members has occurred over a period of time and included briefing/information sessions, memos, a site visit and decision making at council meetings. This has included that a single wastewater treatment plant was assessed to be the best option after consideration was given several years ago to the option of having a second wastewater treatment plant in Mount Barker and also a second plant in Nairne.

**What is required, why and by when**

5. The existing Mount Barker wastewater treatment plant on Springs Road services the towns of Mount Barker, Littlehampton, Nairne and Brukunga and is nearing the end of its useful life.
6. As such, a major upgrade is required to service both existing wastewater customers and growth (future customers). In turn, this drives the funding strategy as outlined below. The required quality of treated wastewater is a further consideration, both from a recycled water customer and regulatory perspective – see below.
7. At the council meeting held on 3 August 2020 it was resolved to proceed with the design of the stage 1 upgrading. This included that the design would feature a membrane bioreactor wastewater technology treatment plant as recommended in a major study undertaken by Downer in 2018 and supported by subsequent reviews by three other consultants. This technology was considered to offer many advantages relative to council's needs and has recently been endorsed by two other consultants working on the project.
8. The preferred site for this new plant is within what was previously the Eastern lagoon of the current plant site on Springs Road, Mount Barker.
9. The preferred approach to achieving the capacity ultimately required to service growth is to undertake the upgrading in two stages.

10. Stage 1 – construction of the new plant with capacity to process 6 mega-litres of wastewater daily (current capacity is 4.5 mega litres per day so an increase in capacity of 33.3%).
11. The target timing for stage 1 to be completed and commissioned is late 2024/early 2025.
12. The stage 1 upgrade is being designed to allow for future capacity expansion via stage 2 which is forecast to need to double processing capacity from 6 mega litres to 12 mega litres per day.
13. The actual timing of stage 2 being required will be dependent upon future growth rates. The current forecast timing for stage 2 is around 2033/34 and 2034/35.

How will this be undertaken

14. Council retained KBR to prepare a reference design for the stage 1 upgrading of the wastewater treatment plant using the endorsed membrane bioreactor wastewater technology.
15. The project will include the construction of new inlet works comprising plant screening and grit removal, a membrane bioreactor, disinfection, electrical works, process controls, systems control & data acquisition (SCADA). This will encompass a range of requirements including sludge management.
16. An important consideration is regulatory compliance. Council is continuing to engage with the EPA in this respect to negotiate what requirements (and by when) will be contained in the EPA licence for the operation of the new plant.
17. A key example of that being what will be the required quality of treated wastewater for discharge to the Mount Barker Creek, relative to forecast volumes to be discharged (and the associated timing) given that council is still seeking new customers for major volumes of recycled water.
18. Council has taken on board external professional advice in relation to the procurement strategy. A procurement plan is provided as attachment 3.
19. The procurement plan proposes a two step approach being:
  - Step 1 – Expressions of Interest (EOI)
  - Step 2 – Early Contractor Involvement (ECI)

20. Implementation of the procurement process will be informed by a probity advisor – they are part of the many external service providers for the project (see attachment 7).
21. Advance notice to the industry has been provided via a council media release that was issued on 13 May 2022 and the target timing for the release to market of the EOI is around mid June 2022.

#### Part B – Key Project Objectives

22. Listed in attachment 1 are the key project objectives These have been prepared having regard to previous council meeting decision making and key influences such as regulatory/statutory requirements.
23. The purpose of these objectives is to ensure clarity as to what project outcomes are required to be delivered, including timing.
24. As indicated in attachment 1, the key project objectives can be further refined in due course to include specific performance measures such as in relation to treated wastewater quality (to meet the new EPA licence requirements).
25. An example is the forecast operating cost (to be expressed on a per unit basis) on which further information is currently awaited from KBR.

#### Part C – Funding Strategy

26. As indicated in the business case (attachment 2) 53% of the cost of the stage 1 upgrade is to be funded via the annual service charges for wastewater customers (i.e. ratepayers paying for a sewer service or Community Wastewater Management System) and 47% via revenue from developers (when triggered by development being undertaken).
27. This split has been derived through the consideration of a number of factors and the major project elements with examples being the inlet works and the emergency storage. That work has been undertaken by council staff and reviewed by KBR.
28. An important consideration is the relationship between wastewater customer charges and the financial impact of some project objectives where there may be a degree of scope flexibility that would achieve operational 'savings' (i.e. reduced cost) over the life of the project or improved sustainability/environmental outcomes. This will require consideration in regards to capital cost versus whole of life costs and in turn, who pays. Wastewater customers are to fund 53% of the capital cost and then 100% of the operational, maintenance and renewal costs (excluding future upgrading to increase capacity). As an example, a project element may be adjusted to

achieve lower operational costs over the life of the project but to achieve that, requires increased upfront capital costs.

29. The total wastewater customer base is currently around 13,000 compared to the total council ratepayer base of around 19,000.
30. Actual cash flow for the project can be derived from the use of a combination of wastewater reserves and loans.
31. The forecast project cost and wastewater revenues are reflected in the long term financial modelling for wastewater.
32. The annual review of the wastewater long term financial modelling is nearing completion and information on that is intended to be considered at the June 2022 meeting of the Audit and Risk Committee.
33. Council staff have met with staff of the Local Government Finance Authority (LGFA) in relation to the forecast project loan requirement. The LGFA has indicated that Council will be able to secure the necessary funding for Council's borrowing requirements, subject to a formal loan application being prepared and submitted by Council.

#### Part D - Project Program/Further Actions

34. A project program with key milestones and target timing is provided in attachment 6.
35. This includes that a prudential report for the project is yet to be prepared and once completed, will be the subject of consideration by the Audit and Risk Committee.
36. In advance of that, council will proceed with the first step in the procurement strategy being an open call to market to invite expressions of interest.
37. The expressions of interest received will be evaluated in accordance with the EOI evaluation plan which is currently under preparation. That will include criteria and the associated weightings.
38. The evaluation panel is proposed to comprise:
  - Helen Edmonds, Head of Wastewater at council
  - Nathan Silby, Wallbridge Gilbert Aztec (Owner's Engineer)
  - John Davis, Infrastructure Transaction Network

- Gary Neave, TSA
39. Each of these people have considerable experience in the wastewater industry. A four person panel is proposed as a risk management strategy given the project timing imperative and the need to keep the process moving so if one member of the panel becomes unavailable for a period of time, the remaining panel members can continue the process.
40. The evaluation panel will have access to technical/specialist advisors such as KBR for design related matters.
41. The evaluation panel will make its recommendation to the Project Sponsor (Deputy CEO/General Manager, Wastewater/Recycled Water) in relation to a short list for the second step of the procurement process being ECI. That will enable the Project Sponsor to provide a recommendation for consideration at a council meeting.
42. The current target timing for that to occur is mid to late August 2022 if all was to go to plan. This may end up occurring during the Council caretaker period which arises due to the Local Government elections and commences on 6 September 2022.
43. The implications of that have been considered and are deemed to be manageable. This is supported by legal advice that Council can make decisions regarding the upgrade of the wastewater treatment plant during the caretaker period as the legislation provides that an exemption applies in relation to a Community Wastewater Management Systems scheme that has, prior to the election period, been approved by the council and that the upgrading falls within this definition.

**Community Engagement:**

Informing only	A project communication plan is being developed which will encompass a number of distribution mechanisms. Some related community engagement has occurred previously e.g. with the Environment Improvement Plan.
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**Policy:**

- Annual Service Charges for Wastewater Policy
- Procurement Policy
- Prudential Management Policy
- Wastewater Accounting Principles Policy
- Wastewater Infrastructure Fee and Augmentation Charges Policy

**Long Term Financial Plan:**

The long term financial modelling for wastewater is reviewed annually by the Audit and Risk Committee.

That modelling includes forecast revenues and expenditures in relation to the wastewater treatment plant upgrading as does the council's Long Term Financial Plan (LTFP) which is informed by the wastewater modelling.

Further information on the project and the LTFP is contained in the business case (attachment 2).

**Budget:**

Provision for the project to continue to advance has been included in the 2021/22 budget and also features in the draft 2022/23 budget.

**Statutory/Legal:**

Local Government Act 1999

Functions of a council include:

*to provide infrastructure for its community and for development within its area*

A prudential report on the project is required and is yet to be prepared. An external service provider has been engaged for this purpose. This will be provided for consideration at a future meeting of the Audit and Risk Committee.

**Staff Resource Requirements:**

Preparation, procurement and delivery of the project is requiring the substantial use of external resources in a range of disciplines/services that include probity, legal, procurement and design. In addition, it has seen a need to redirect some internal resources.

**Environmental:**

Refer attachments 1 Key Project Objectives and 5 Sustainability Review Summary Memorandum.

**Social:**

A primary consideration is value for money as reflected in attachment 1 as wastewater customers will fund the operation, maintenance and renewal (excluding future upgrading to increase capacity) of the new asset.

**Risk Assessment:**

Refer attachment 4. This shows one very high risk being delays/timing of construction. The project risk register will be regularly reviewed and updated as required.



Whilst the stage 1 upgrading is being undertaken, the existing treatment plant needs to continue to function, minus the availability of the Eastern lagoon which adds a degree of operational complexity.

**Asset Management:**

The upgrading of the Mount Barker wastewater treatment plant stage 1 will deliver a new asset that will be the responsibility of council to manage with the operation, maintenance and renewal (excluding future upgrading to increase capacity) of the asset to be funded from wastewater customers via the revenue derived from the annual service charges for sewer and the Community Wastewater Management System.

**Conclusion:**

The project is not yet at a point of final investment decision making, with a prudential report and other information still to come. Support of the above recommendations will present a further important step in the progression of this major project to deliver essential community infrastructure.

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**Previous Decisions By/Information Reports to the Audit and Risk Committee**

Meeting Date	20 MAY 2021	CM Reference	DOC/21/68579
Title	WASTEWATER/RECYCLED WATER – REVISED LONG TERM FINANCIAL MODELLING		
Purpose	To present an overview of the revised long term financial modelling and the associated assumptions for wastewater/recycled water, for the Audit and Risk Committee to review and provide recommendations to council.		

**Attachment 1****Mount Barker Wastewater Treatment Plant Upgrading Stage 1****Key Project Objectives***{17 May 2022 – HP22/56366}***Note:**

The following key project objectives are deliberately high level and can be reviewed and refined when required, including in due course with the addition of further quantitative performance objectives.

1. Timing – the target timing for commissioning and operational performance of the upgraded wastewater treatment plant stage 1 is late 2024/early2025.
2. Safety – no safety incidents occur during the construction and commissioning of the upgraded wastewater treatment plant stage 1 and the final design reflects the principle of safety first and foremost.
3. Total stage 1 plant capacity – 6 mega litres per day.
4. Regulatory and Statutory Compliance – satisfaction of the Environment Protection Authority (EPA) licence for the operation of the upgraded wastewater treatment plant stage 1.
5. Energy & Sustainability –
  - a. target an overall reduction in total energy and chemical input on a per kilolitre basis compared to the current wastewater treatment plant; and
  - b. increase the extent of use of renewable energy sources.
6. Environmental –
  - a. over time, seek to maximise the productive use of recycled water and to minimise the discharge of treated wastewater to Mount Barker Creek;
  - b. meet the water quality requirements of the Dept of Health and Wellbeing (recycled water use) and the EPA for any discharge to the environment whilst continuing to deliver adequate environmental flows to the Laratinga Wetlands; and

- c. improvement of the aesthetics of the overall plant and reduce odours compared to the current plant.
- 7. Value for money – the project cost relative to benefits to both wastewater service customers and the broader community is assessed on a whole of asset life basis.
- 8. Funding – project funding is to be in accordance with council policies which in turn reflect the Essential Services Commission of South Australia (ESCOSA) Price Determinations, the National Water Initiative (NWI) Pricing Principles and National Competition Policy.
- 9. Future Expansion Capability – expansion of capacity is provided for, to enable the completion of stage 2 of the wastewater treatment plant upgrading when that is required (to be informed by growth rates).
- 10. Project Governance/Management – is undertaken effectively and efficiently including to satisfy probity requirements in the procurement phase with regular project reporting to the proposed informal wastewater board and council meetings.
- 11. Communication – project information is communicated effectively to the community and all key stakeholders.
- 12. Operations – no disruption to normal services to wastewater customers (i.e. flushing of toilets) and minimise any disruption to the supply of recycled water to customers.

Attachment 2 to Item 3.1



## **Mount Barker District Council**

### **Mount Barker Wastewater Treatment Plant Stage 1 Upgrade**

#### **Business Case**

**{Note: For context, to be read in conjunction with the agenda item on  
this matter as considered at the council's Audit and Risk Committee  
meeting held on 25 May 2022}**

**18 May 2022**

**HP:DOC/21/157234**

## EXECUTIVE SUMMARY

1. A major upgrade of the Council owned and operated Waste Water Treatment Plant (WWTP) on Springs Road is required to cater for existing customers and future growth in the Mt Barker, Nairne and Littlehampton Townships.
2. Council has recognised that the existing lagoon based treatment process in its present configuration is not sufficient to meet the expected future inflows to a consistent suitable level and will no longer be able to address water quality environmental requirements.
3. Council has a legal obligation to meet the needs of existing wastewater customers and additional wastewater customers where a developer has committed to the council wastewater service through the execution of a wastewater commitment deed with council.
4. In meeting these obligations, it is necessary to hold the appropriate licences from regulators and to comply with all licence/regulatory conditions.
5. Council has acknowledged these needs in the Council's Long Term Financial Plan (LTFP) and the Wastewater Long Term Financial Modelling.
6. The major upgrade is proposed to occur in two stages and the emphasis of this Business Case is on Stage 1.
7. Funding for the Stage 1 upgrade would be derived from a combination of wastewater reserves and loans.
8. Funding for the Stage 1 upgrade will reflect what portion of the cost is attributable to asset renewal to service existing customers, and what portion is attributable to growth to service new customers.
9. The Business Case has been informed by a variety of professional advice on matters such as procurement, design, timing, energy and environmental considerations.
10. The existing WWTP will continue to serve the community until the new plant is commissioned and online

## BACKGROUND

11. Council owns and operates a wastewater service that is provided to Mount Barker, Nairne, Littlehampton and some other townships in the district.
12. The wastewater infrastructure includes both a sewer service (in the Mount Barker growth area and to residents of Brukunga) and a broader community wastewater management system (CWMS).
13. The existing WWTP was originally designed as simple oxidation ponds providing 60 days of storage before discharging into Mount Barker Creek. Since 1997, improvements to the WWTP have been undertaken to increase capacity and improve the treated wastewater quality including recently, the 'interim works'.
14. In December 2010, the South Australian Government approved the Mount Barker Urban Growth Development Plan as part of the 30 year plan for Greater Adelaide. This process resulted in the rezoning of 1,310 ha of land around Mount Barker and Nairne which along with growth in other locations has placed pressure on the WWTP where current projections forecast the plant will reach maximum capacity in 2024.
15. In June 2020 Council endorsed the 'Wastewater Strategy to Service Growth' that supports the accommodation of all future treatment growth at the existing Mt Barker WWTP site located on Springs Road.
16. Council also endorsed the Wastewater and Recycled Water Strategic Objectives at the June 2020 meeting.
17. Council completed an interim upgrade of the existing WWTP in June 2021 to improve capacity, reliability, treatment quality and increased flow until the new WWTP is commissioned in 2024 (Interim works).
18. Council commissioned Robran Cock (Ametqua), a wastewater industry specialist to assist Council to develop the revised Environmental Improvement Program (EIP) which was endorsed at the Council meeting held in November 2021 (see attachment 4).
19. Compliance action 2 of the EIP states; "by 31 July 2024, Mount Barker District Council will have constructed a new wastewater treatment plant on the Springs Road site and will have removed the existing wastewater assets from service" (other compliance actions apply)
20. Mount Barker Council must comply with the Environment Protection (Water Quality) Policy 2015, conditions of EPA licence 1912 and all other legislative requirements.
21. It is proposed to procure the project based on an early contractor involvement (ECI) contract to achieve a cost effective and fit for purpose, technical solution for the long term operational and environmental reliability of the WWTP for the Council.

## **ALIGNMENT WITH STRATEGIC COUNCIL PLANNING**

### Local Government Act 1999

#### Section 7 Functions of a Council

- *to provide infrastructure for its community and for development within its area (including infrastructure that helps to protect any part of the local or broader community from any hazard or other event, or that assists in the management of any area);*
- *to provide services and facilities that benefit its area, its ratepayers and residents, and visitors to its area,*

### Community Plan 2020 - 2035

Key extracts relative to the Project are:

#### *Ecological Sustainability*

##### *Goal 5 Clean and abundant water*

*Objective 5.1 Continue to build on Council's reputation as a leader in wastewater management and promote water recycling and reuse.*

#### *Delivery*

##### *Implementation partnerships*

*Strategy 3.2 Partner with developers to contribute financially to providing community infrastructure.*

#### *Safety & Resilience*

*Provide wastewater treatment services to deliver public health, environmental and economic outcomes and climate change adaptation solutions*

### Long Term Financial Plan

The adopted Council Long Term Financial Plan (LTFP) includes wastewater and recycled water expenditure and revenue.

The LTFP is being reviewed and will be updated in 2022.

The amounts for wastewater/recycled water are informed by the long term financial modelling undertaken for wastewater/recycled water that is currently being revised, inclusive of the key assumptions.

In relation to this project, the revised wastewater modelling includes \$40-44 million for the WWTP Stage 1 and includes an overall project contingency of 30%.

The project scope includes;

- Construction of the Eastern Lagoon Equalisation Storages (early works);
- Construction of the main WWTP plant Stage 1

The project estimate currently excludes;

- Cost escalation (this information should be available shortly);
- Cost of finance.
- Costs associated with the interim works which were delivered in FY 2021.
- Costs associated with the demolition and making good of the existing WWTP and associated infrastructure.

#### Asset Management Plan

The current wastewater treatment plant is nearing end of life and has been identified in the asset management plan for replacement.

The upgrading of the Mount Barker wastewater treatment plant stage 1 will deliver a new asset that will be the responsibility of council to manage. The Asset Management Plan will be updated to reflect that.

The operation, maintenance and renewal (excluding future upgrading to increase capacity) of the asset is to be funded from wastewater customers via the revenue derived from the annual service charges for sewer and the Community Wastewater Management System.

### **RECOMMENDED SOLUTION**

Design and construction of the WWTP Stage 1 upgrade will deliver the required capacity to cater for forecast growth in Mount Barker, Nairne and Littlehampton and meet the needs of existing customers in these townships and Brukunga.

In accordance with the endorsed EIP, Council is committed to the completion of compliance actions 1 to 3 for wastewater treatment (refer attachment 4) noting that other related recycled water compliance actions also apply.

The WWTP will be based on a membrane bio-reactor treatment process designed to achieve compliance with the Environment Protection (Water Quality) Policy 2015, conditions of EPA licence 1912 and all other legislative requirements.

Preliminary planning activities have been completed including the completion of a reference design, budget estimates and preliminary program which forms the basis of this business case.



The following summarises the key planning activities and due diligence Council has undertaken during the project development phase;

- Feasibility study and options investigation.
- Multi-criteria analysis of options and selection
- Risk workshops and development of risk registers and plans
- Development of a reference design based on the option selection
- Reference design estimate and forecast cash flows
- Value management workshop
- Major power system analysis and augmentation (SAPN)
- Procurement delivery analysis and recommended model of Early Contractor Involvement (ECI)
- Interdependency analysis (other projects, operational interfaces, environmental etc)
- Detailed design & tender preparation for early works (equalisation storages)
- Project plans (project, procurement, risk, communications)

Council is now preparing for transition into the project delivery phase based on the following high level steps;

- Seek endorsement of the delivery strategy and procurement plan based on an ECI delivery model
- Undertake the prudential report process;
- Approach the market with an expression of interest (EOI);
- Approach shortlisted EOI bids to tender for the ECI contract;
- Engage selected proponents for a competitive ECI procurement;
- Undertake competitive ECI stage with selected shortlisted ECI contractors;
- Final tender and selection of preferred contractor;
- Construction works commence on site Autumn 2023

The key items of scope for the Stage 1 upgrades based on a 6ML per day biological nutrient removal plant (BNR) to be delivered within this project includes;

- Construction of a 12ML equalisation storage system (early works)
- Bulk earthworks
- Civils & Structures
- Mechanical & Electrical
- Controls & Scada
- Roads & Pavements
- Landscaping

## PROJECT COST

The preliminary estimates of costing for the Project is in the range of \$40 - 44million in total (2022 dollars). This includes provision for design, consultancy & general project delivery, major construction works and project management. This excludes cost escalation and finance costs.

Also included in the total project forecast cost is a provision for contingency of 30%.

The current level of confidence in the cost estimates is based on the staged assessment of scope and related costs using an initial desktop estimate, and a detailed estimate based on information derived from the reference design report and associated design documentation.

The reference design was developed by Kellogg Brown Root (KBR) who have provided Council with a detailed cost estimate analysis which forms the basis for the project master estimate.

In consultation with Ametqua, MBDC Wastewater has undertaken a value management process to identify cost efficiencies.

The preliminary cost estimates are underpinned by various assumptions including the actual timing of infrastructure delivery – refer to key assumptions document.

Accurate cost estimates will be available during the early contractor involvement (ECI) phase, a procurement strategy detailed in the project procurement plan.

Revised forecast operating costs are awaited from KBR and are due shortly. The cost to operate, maintain and renew (excluding additional capacity for growth) are to be fully funded from revenue via the wastewater annual service charges (sewer and Community Wastewater Management System).

## COMMUNITY BENEFITS

The benefits to the community that would arise from the completion of the Project are:

1. Improved public and environmental health;
2. Improved quality of recycled water;
3. Delivery of required environmental flows to the Laratinga Wetlands;
4. Reduced risk of wastewater network overflows negatively impacting the natural environment;

5. Increased recurrent revenue arising from the growth sites to contribute to funding overall wastewater operations and maintenance and asset renewal;
6. Increased supply of recycled water available for productive use;
7. Ensuring that regulatory compliance continues to be achieved;
8. Reduced odour levels and chemical use;
9. Reduced energy use per kilo-litre and increased use of renewable energy sources;
10. Creation of employment during construction of the Project and also on multiple private development sites; and
11. Investment in long life essential community infrastructure assets that will serve both current and future generations.

## **FUNDING & FINANCIAL ANALYSIS**

1. Funding for the project will occur via a number of mechanisms which would provide the necessary cash flow required by the project, being:
  - a. Existing Wastewater reserve accounts – funding sources will maximise the use of these reserves, noting that the forecast balance of these reserves is likely to be higher than anticipated due to the earlier than assumed development of some of the greenfield residential sites bringing forward these revenues; and
  - b. Wastewater/recycled water service debt funding.
2. Where asset renewal is to occur, this component of the project can be funded from the Wastewater Maintenance Reserve that receives revenue from the annual service charge (paid by ratepayers) to fund asset operation, maintenance and renewal (excluding increased capacity). The balance of that reserve as at 30 June 2021 was \$6.62 million. If funds in that reserve are exhausted when required then loan funding for this component of the project will be used.
3. New/upgraded assets (to cater for growth) will be funded from the Wastewater Infrastructure Fee Reserve that receives revenue from developers via the wastewater infrastructure fee and/or loans (subject to cash flow from this reserve at the required time). The balance of that reserve as at 30 June 2021 was \$4.45 million.
4. Where upgrades to the treatment plant are required which also achieve increased capacity to service growth, the funding would be achieved by split between the Wastewater Maintenance Reserve (for renewal portion i.e. if like for like) and the Wastewater Infrastructure Fee Reserve for the upgrade portion.

5. It is proposed that 53% of the cost of the stage 1 upgrade is to be funded via the annual service charges for wastewater customers (i.e. ratepayers paying for a sewer service or Community Wastewater Management System) and 47% via revenue from developers (when triggered by development being undertaken).
6. This funding split reflects the beneficiary pays principle. Existing wastewater customer base will pay for the renewal of the current plant as it nears its end of life (renewal) and new wastewater customers /Developer contributions will pay for increased capacity to cater for growth (new). The percentages have been derived through the consideration of a number of factors and the major project elements, with examples being the inlet works and the emergency storage. That work has been undertaken by council staff and reviewed by KBR.
7. Council staff have undertaken financial modelling which is referred to internally as the Wastewater 40 year model. This model and its associated assumptions inform the Council's Long Term Financial Plan (LTFP). The WWTP Stage 1 upgrade is incorporated into the assumptions that form the basis of the modelling.
8. The LTFP was adopted by Council in December 2020. The capacity in the LTFP is for a total amount of \$38 million, concluding in 2023/24.
9. The most recent forecast is for expenditure in the range of \$40 - \$44 million (excluding escalation and cost of finance) and concluding in 2024/25.
10. Information on the wastewater 40 year financial modelling was endorsed at the council meeting held on 3 May 2021. This includes forecast revenues and expenditures and in aggregate shows the rate of return to council from the wastewater service and includes the allocation of council corporate overheads to the wastewater service.
11. Consistent with the Wastewater Service Delivery Options Report (June 2021) that was endorsed by council, the cost of capital/rate of return to council from the wastewater service is proposed to be increased significantly in 2022/23. This will reflect the risk to council associated with the capital that is to be borrowed to be invested in the wastewater service – for this and other wastewater infrastructure projects.
12. A project specific benefit:cost analysis hasn't been prepared from either a council or a wastewater service perspective. As reflected above, some of the project benefits are broad in nature and not easily quantifiable in monetary terms.
13. This modelling is currently being updated including to reflect the most recent forecast cost and timing.

14. As time passes and further information becomes available, these amounts and the associated timing will be reviewed and further updated.

## **RISKS & MITIGATION STRATEGIES**

1. A risk management plan has been prepared for the Project (see attachment 3) as has a project risk register which is to be regularly reviewed and updated.
2. A major risk is that the infrastructure is not delivered in the required timeframe to achieve the EIP compliance actions 1 to 3 – being to obtain development approval by July 2023, construction of a new WWTP by end July 2024 & decommission the existing WWTP by July 2026. That risk is being mitigated via the regular communication between council and the EPA to take account of changing circumstances and council demonstrating that it is taking all reasonable measures to achieve compliance as soon as practicable. Council is required to submit a revised EIP to the EPA by end October 2022.
3. A further risk is that the actual cost of the project significantly exceeds the forecast cost. Escalation costs evaluation is currently being undertaken including an analysis of current market conditions (actuals) and forecast in the future based on current projects nationally including SA Water in South Australia.
4. Delays may occur which see the timing for completion and commissioning extend beyond the timing that is required demand/capacity wise noting that current development is at a significantly faster rate than previously forecast. Desludging of the western lagoon and ongoing monitoring will be undertaken as a mitigation strategy.
5. Risk of interfacing issues relating to the timing for WWTP early works (equalisation storages) at the same period as the new WWTP construction. Early consideration of the project prudential report is intended given the proposed timing for the commencement of the equalisation storage construction.
6. Regular flow monitoring is being undertaken to inform the required timing for completion of the different elements of the Project.
7. Ground water/rock/other issues may arise during construction. Geotechnical testing in advance of physical works and risk sharing as to be reflected in the procurement plan and construction contract are both intended to be applied.
8. A procurement delivery strategy (ECI) has been developed to achieve cost effectiveness and fit for purpose outcomes – refer to the project procurement plan.

9. The ECI procurement process will identify construction timing opportunities to help mitigate the current forecast timing of completion in late 2024/early 2025.

## KEY ASSUMPTIONS

- Council continues as the owner and operator of the wastewater service;
- Required regulatory licences and approvals are obtained;
- Project expenditure forecast \$40-44 million to be spent over financial years 2023-2025;
- Project estimate based on the reference design and costs provided by KBR including nominal 30% contingency;
- Escalation costs have not been allowed for as yet in the project estimate;
- Cost of finance has not been allowed for as yet in the project estimate;
- Project prudential report will be completed late July-Aug 2022;
- Caretaker period arising from Local Government elections will not delay any project approvals;
- Approval for the project procurement will be based on an ECI model;
- Head contract award forecast early 2023 subject to ECI and prudential approval;
- Main construction period is assumed to be for a total of 18 - 24 months subject to ECI planning;
- Equalisation lagoon will be constructed Spring 2022 to Autumn 2023 as early works outside of head contract;
- Project scope & reference design based on optioneering recommendation in 2020
- Current EIP has been based on delivering the treatment plant upgrade by June 2024 and is currently tracking behind schedule with estimated completion in late 2024/early 2025
- Delivery program & construction costs subject to ECI outcomes

## ATTACHMENTS

Attachment 1. Project Location Plan (DOC/22/61799)

Attachment 2. Project Procurement Plan (DOC/22/41874) *Note: Separately attached in this agenda item as Attachment 3.*

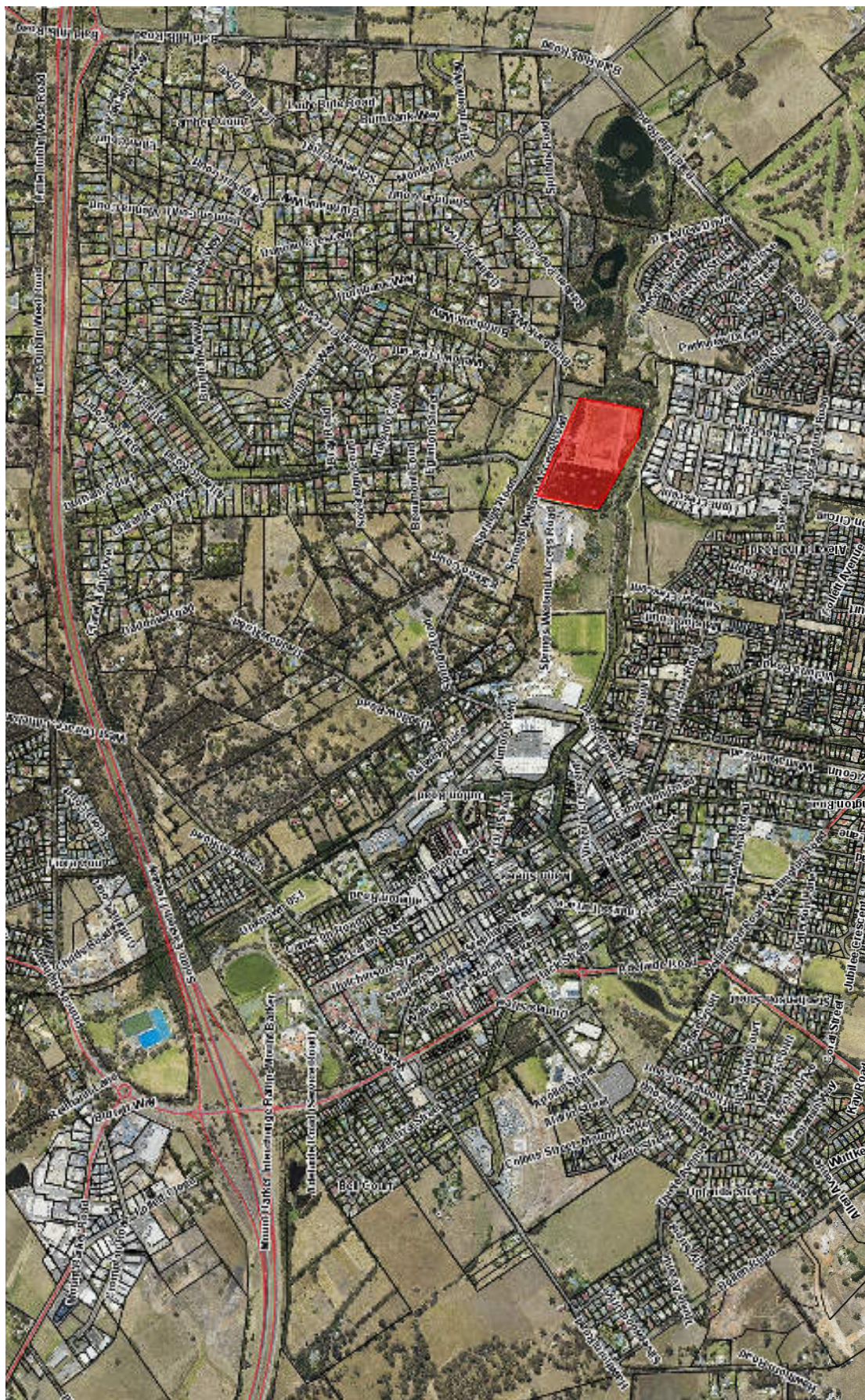
Attachment 3. Project Risk Management Plan (DOC/22/42716)

Attachment 4. Mount Barker EIP-2021 Final (DOC/21/175347)



18-May-2022

Mount Barker Wastewater Treatment Plant Location Plan



6 Dutton Road  
Mount Barker SA 5251  
Tel: 08 8361 7200  
Fax: 08 8361 7201  
Email: info@mbdc.sa.gov.au  
Website: www.mbdc.sa.gov.au



**MOUNT BARKER DISTRICT COUNCIL**  
This map is a representation of the information contained in the Mount Barker District Council's Strategic Plan 2017-2022. It is not intended to be used as a legal document. The Council is not responsible for any errors or omissions in this map. The Council is not responsible for any damage or loss resulting from the use of this map. The Council is not responsible for any damage or loss resulting from the use of this map.

Scale = 1:12065.760





# **WWTP Stage 1 Risk Management Plan**



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## Document Controls

### Version History

Version	Date	Author	Comments
0.1	19/10/21	D. Hurford	Initial draft for comment
0.2	4/4/22	D. Hurford	General Updates

### Reviewers

Name / Role	Reviewer Title	Reviewer Focus	Review Date
B. Clancey	Wastewater Sponsor	Governance	
D. Lethbridge	Project Mgr. Wastewater	Technical	
P. Overy	Infrastructure Services Officer	PCG / Governance	

### Approval

By signing this approval section of the document, the project sponsor approves the Program Management Plan for Wastewater Treatment Plant Stage 1

Name	Title	Signature	Date
B. Clancey	Wastewater Sponsor		

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## 1 Introduction

The purpose of this Risk Management Plan is to provide a central source of information pertaining to the management of the Wastewater Treatment Plant (WWTP) Stage 1 Upgrade

The plan is to be read and applied in conjunction with the WWTP Stage 1 Project Plan and related project documents.

The risk management plan is to be used as a guide and reference document and assumes that the project manager or Council representative is familiar with project risk management principles and its application.

## 2 Risk Management Approach

The project manager or approved delegate will be responsible for managing and reporting project risks.

Risk management principles are to be actively applied to all disciplines and phases of the project development and delivery.

Risk management requires a pro-active approach and applied in conjunction with project management principles – Plan, Evaluate, Monitor and Control.

Risk management focus is traditionally during the construction related activities however must be applied to all aspects of development, planning and delivery including but not limited to;

- Financial & Estimating
- Scope Definition & Management
- Environmental
- Stakeholder & Communications
- Procurement
- Program / Schedule
- Quality Management
- Integration
- Human Resourcing
- Contractor Construction & Management

The project risk register will be actively monitored and updated as existing risks are closed out or new risks are identified.

The construction contractor will develop and apply their own risk management plan however it is the responsibility of the Council project manager or representative to ensure that the Contractor is compliant at all times.

The program/project manager or representative should be familiar with Councils Corporate risk policies and framework – refer to section 8 Appendices.

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### **3 Risk Identification**

Risk identification can be undertaken in a number ways, subject to the complexity and nature of the risk

Risks can be shared and sourced from across the broader team as individuals have different ideas and perspectives on how to identify risks or understand that they actually existing based on their industry experience and knowledge.

Risk identification for the WWTP has included formal internal Wastewater team workshops followed by a facilitated session with an external risk advisor.

The external risk advisor will continue to support the project team by facilitating quarterly review workshops however ongoing monitoring and controlling of risks between workshops is expected.

### **4 Risk Qualification & Prioritisation**

Risks will be qualified and prioritised by using the Councils standard risk management register tool

The register has inbuilt assessment functions and a cross reference matrix relating to likelihood and impact and will assist the user to categorise, rate and action / mitigate each risk.

The initial qualification and prioritisation must be actively managed - Plan, Evaluate, Monitor and Control.

### **5 Risk Mitigation & Avoidance**

Risk mitigation and avoidance can only be achieved by taking an active approach to the management of risks.

Like the risk qualification and prioritisation, the identification and application of risk mitigation and avoidance can be supported by using Councils risk management template.

The initial mitigation and avoidance identification must be actively managed - Plan, Evaluate, Monitor and Control.

---

## 6 Risk Register

The MBDC has developed an industry standard risk management tool that includes a pre-defined set of rules that defines and rates;

- Risk likelihood
- Risk impact
- Risk rating
- The need for mitigation i.e. => High requires action
- Mitigation effectiveness

The risk tool is underpinned by a risk matrix which allows the user to cross reference the subject or risk type against a risk outcome.

The risks can be categorised or randomly recorded, subject to complexity.

The risk register should be stored in a location where it is easily accessible for the project team for the duration of the project. Team members are encouraged to actively add risks however the close out of risks in the register should be integrated with team communications or approval plans or procedures.

Refer to section 8 – Appendice for the matrix and action charts.

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## 7 Related Documents

Document ID	Name	Relationship	Comments
DOC/21/16411	Mt Barker WWTP Stage 1 Charter	Project Charter	
DOC/22/42715	220404 WWTP Stage 1 Project plan.docx	Project Management Plan	
DOC/22/42716	220404 WWTP Stage 1 Risk Plan.docx	Project Risk Management Plan	
DOC/22/60174	2200505 WWTP Stage 1 Risk Register		
DOC/22/41874	220404 WWTP Stage 1 Procurement plan.docx	Project Procurement Plan	
DOC/22/42713	220404 WWTP Stage 1 Stakeholder Management Plan.docx	Project Stakeholder Management Plan	
DOC/21/157234	Business Case for WWTP Upgrade stage 1.docx	Project Business Case	

8    **Appendice**



2100716 Risk  
Matrix.pdf



210716 Risk action  
reporting.pdf



Risk%20Manageme  
nt%20Framework%2nt%20Policy%202020



Risk%20Manageme  
nt%20Framework%2nt%20Policy%202020



**MOUNT BARKER**  
DISTRICT COUNCIL

## **ENVIRONMENT IMPROVEMENT PROGRAM**

### **MOUNT BARKER WASTEWATER TREATMENT PLANT**

**DATE: 26 November 2021**  
**STATUS: Final - Rev 4**  
**REF NO: DOC/21/140106**



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Mount Barker WWTP Environment Improvement Program (2021)

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## **ACRONYMS & DEFINITIONS**

AAF	Annual Average Flow
CWMS	Community Wastewater Management Scheme
EIP	Environment Improvement Program
EPA	Environment Protection Authority
MBDC	Mount Barker District Council
MF	Microfiltration
STEDS	Septic Tank Effluent Disposal Scheme
UV	Ultraviolet
WWTP	Wastewater Treatment Plant

## 1. TRACKING & REFERENCE INFORMATION

Document Number:	DOC/21/140106
Document Date:	26 November 2021
Licensee:	District Council of Mount Barker (sic)
EPA Authorisation Number:	Licence 1912
Site to Which this EIP Applies:	Springs Road, Mount Barker, SA 5251 CT-6029-436 CT-6226-2 CT-6226-3
Document Produced by:	Ametqua Pty Ltd

## 2. GENERAL DESCRIPTION

### 2.1 Background

The Mount Barker WWTP treats a combination of community wastewater management scheme (CWMS) water and sewage from the towns of Mount Barker, Littlehampton, Brukunga and Nairne.

The existing WWTP was originally designed as simple oxidation ponds providing 60 days of storage before discharge to Mount Barker Creek. In 1997 the WWTP was upgraded to include pre-treatment and microfiltration (MF) to improve the treated wastewater quality. The Laratinga Wetlands were constructed in 2001 as a part of a Mount Barker Septic Tank Effluent Disposal Scheme (STEDS) EIP (circa 1998) and provided additional treatment and storage prior to discharge to Mount Barker Creek. Three other significant upgrades have occurred after this. These included aeration of the lagoon and additional storage in 2006; an increase the pre-treatment capacity with the introduction of Actiflo unit and an augmentation of the MF plant in 2014.

Concurrent to the upgrades at the WWTP site at Springs Road (2011), MBDC has also constructed storage, chlorination and ultraviolet (UV) disinfection at Little Dublin Road to provide for increased reuse of recycled water to customers and reduce discharge to Mount Barker Creek.

In December 2010 the South Australian Government approved the Mount Barker Urban Growth Development Plan amendment as part of the 30-year plan for Greater Adelaide. This process resulted in the rezoning of 1,310 ha of land around Mount Barker and Nairne and to allow for an initial forecast in excess of 10,000 new dwellings. This rezoning and the

subsequent developments placed pressure on the existing WWTP with flows projected to increase from the existing 4.4 ML/d (AAF) to 11.0 ML/d (AAF) by 2050 at a significant growth rate.

In addition to the development in the sewer catchment area increasing, the reuse of treated wastewater by recycling has also faced challenges. For a number of years, MBDC had an agreement with Hillgrove Resources at Kanmantoo who were taking an average of 884 ML/y of recycled water for dust suppression and processing of minerals. However, the ore body at Kanmantoo is now exhausted from an open-cut mining perspective and Hillgrove Resources are no longer a major customer of recycled water.

The combination of the above factors has resulted in additional pressure on the Mount Barker Creek through increases discharged organic and nutrient load via the Laratinga Wetlands. This EIP will propose mitigation of the above challenges to improve the quality of the Mount Barker Creek.

## **2.2 Licence Compliance**

The licence conditions for the Mount Barker WWTP require MBDC to control emissions. These conditions broadly include:

- Only discharging treated wastewater to surface waters (Mount Barker Creek) at the specified location.
- Ensuring that odour emissions from the site do not exceed 4 OU and any off-site sensitive receptor.
- Taking reasonable and practicable measures to prevent contamination of stormwater from activities undertaken onsite.

MBDC is not currently operating the WWTP in contravention of any licence condition and is therefore considered to be operating in compliance with the licence. While there are no current limitations on the amount of treated wastewater that can be discharged to Mount Barker Creek, it is acknowledged by MBDC that reducing this discharge will have a positive impact on the receiving environment. As such, MBDC enters this EIP process without evidence of non-compliance to date.

## **2.3 Condition Reference**

The requirement to develop an EIP for the Mount Barker WWTP is addressed in Clause 3.4 of the authorisation. This clause is reproduced in Box 1 below.

**3.4 ENVIRONMENT IMPROVEMENT PROGRAMME (U – 195)**

The Licensee must:

3.4.1 develop and submit to the EPA by 1 July 2020, an EIP to the satisfaction of the EPA:

3.4.2 ensure that the EIP includes, but not be limited to, the following:

- a details of actions to be undertaken by the Licensee to ensure:
  - i the discharge of treated wastewater to Mount Barker Creek is minimised and the sustainable reuse of recycled water is maximised;
- b clear timeframes for actions to be taken by the Licensee as set out in the EIP; and
- c a reporting method to the EPA, including frequency, that demonstrates progress and completion of compliance actions; and

3.4.3 implement the EIP (or any revised EIP approved in writing by the EPA) upon approval in writing by the EPA

**Box 1:** EIP condition from EPA Licence 1912

The EIP required above was submitted in accordance with the required timeframes. That EIP contained two separate compliance actions requiring resubmission of an updated EIP. These compliance actions are summarised in Box 2 below.

**Compliance Action B**

By 31 November 2021, MBDC will review and resubmit a revised EIP to the satisfaction of the EPA.

*The EIP will be informed by the re-use plan in the Callington area.*

**Compliance Action G**

By 31 November 2021, MBDC will review and resubmit a revised EIP to the satisfaction of the EPA.

*The EIP will be informed by the capital plan with regards to upgrading the Mount Barker WWTP.*

**Box 2:** Approved EIP compliance actions

## 2.4 Referenced Documentation

This EIP draws references from the below documents.

**Table 1:** Documents referenced in preparation of this EIP

Doc No	Doc Date	Title	Document Description
N/A	1/07/2020	Mount Barker WWTP Environmental Improvement Program	Approved EIP addressing Licence Condition 3.4.  The document had amendments submitted on 10/08/2021
DOC/21/117770	2/08/2021	Environment Improvement Program Action Plan - Mount Barker Wastewater Treatment Plant Upgrade	Action plan developed to address Compliance Action E of the above EIP.  Details the WWTP upgrade project in detail.
DOC/21/117769	2/08/2021	Environment Improvement Program Action Plan - Beneficial Reuse of Mount Barker Wastewater Treatment Plant Recycled Water	Action plan developed to address Compliance Action A of the above EIP.  Details the plans to increase use of recycled water from the WWTP.

## 2.5 Intent

It is the overall intent of MBDC in preparation of this EIP to mitigate adverse impacts on Mount Barker Creek as much as reasonably practical by:

- Reducing the load of nutrients and organics discharged to Mount Barker Creek over time by opening up new and diverse recycled water reuse opportunities and by improving the quality of treated wastewater;
- Developing the future plans for upgrades of the Mount Barker WWTP and associated facilities in a manner which will satisfy not only the environmental responsibilities of MBDC, but also economic constraints including community and ratepayer expectations around affordability and service levels;
- Improving the sustainability of flows to the Laratinga Wetlands by providing more natural cycles of water levels to improve biodiversity and environment health; and
- Complying with the *Environment Protection (Water Quality) Policy 2015*, conditions of EPA licence 1912 and all other legislative requirements.

## 2.6 Site Map

The site map below shows the relative location of the existing WWTP and the Laratinga Wetlands within Mount Barker (obtained from *NatureMaps Version 3.4.1* by the Government of South Australia Department for Environment and Water).



**Figure 1:** Site location map – Mount Barker WWTP & Laratinga Wetlands

### 3. INTENDED APPROACH

The timeline for full implementation of this EIP begins in the current financial year and is forecast to extend out to 2029. Key milestones for timing are summarised in Table 2 below.

**Table 2:** Indicative timeframes for delivery of this EIP

Stages for Implementing EIP	Q4 2021	Q1 2022	Q2 2022	Q3 2022	Q4 2022	Q1 2023	Q2 2023	Q3 2023	Q4 2023	Q1 2024	Q2 2024		2024 +
Procurement contract for new WWTP executed			X										
MBDC develop future budgets for recycled water market development				X									
Recycled water distribution network construction begins							X						
New WWTP ready for commissioning										X			
New WWTP online											X		
Existing WWTP decommissioned and removal plans developed													X
EIP actions formally closed out													X

This table of stages provides a general indication of the focus of activities at the site during the period of the EIP. This table is intended as a high-level guide, and does not include the compliance actions required to be completed by MBDC. These compliance actions are included in the following section.



## **4. EIP COMPLIANCE ACTIONS**

### **Compliance Action 1**

By 31 July 2023, Mount Barker District Council will have obtained final Development Approval for a new WWTP on the Springs Road site, including a draft EPA licence.

### **Compliance Action 2**

By 31 July 2024, Mount Barker District Council will have constructed a new wastewater treatment plant on the Springs Road site and will have removed the existing wastewater treatment assets from service.

The new wastewater treatment plant will have the capability to operate within a range of water quality outcomes to minimise pollutant concentrations within discharges to Mount Barker Creek and to optimise operational costs for recycled water production.

### **Compliance Action 3**

By 31 July 2025, Mount Barker District Council would have mothballed the existing Mount Barker WWTP in its entirety with full decommissioning of existing assets to be completed by 31 July 2026.

### **Compliance Action 4**

By 31 May 2022, Mount Barker Council will have developed a high-level strategy for development of a recycled water market to the satisfaction of the EPA and that has been endorsed by Council elected members.

### **Compliance Action 5**

By 30 June 2022, Mount Barker Council will be able to demonstrate that a budget is in place for the development of a recycled water market with the initial investment to come in the 2022 – 2023 financial year.

### **Compliance Action 6**

By 31 October 2022, Mount Barker Council will review and resubmit a revised EIP to inform progress of outstanding actions and to provide further compliance actions for the delivery of water reuse infrastructure, where available, to the satisfaction of the EPA.

The EIP will be informed by the re-use plan in the identified priority areas currently being investigated of Hay Valley, Callington, Mount Barker central and Langhorne Creek.

Mount Barker WWTP Environment Improvement Program (2021)

---

## 5. SUBMISSION

This **Mount Barker Wastewater Treatment Plant Environmental Improvement Program** is endorsed by the authorised officer below.

**SIGNED** for and on behalf of **MOUNT BARKER DISTRICT COUNCIL**:

Name: **ANDREW STUART**

Position: **Chief Executive Officer**

Signed: \_\_\_\_\_

Date: \_\_\_\_\_


Attachment 3 to Item 3.1



# **MBDC Wastewater Treatment Plant Upgrade Stage 1**

## **Procurement Plan**

**As at 18 May 2022**

**Document Controls****Revision History**

Date	Author	Comments
15/11/21	D. Hurford	Initial draft
14/3/22	D. Hurford	General update
31/3/22	D. Hurford	General update & input procurement.
19/4/22	D. Hurford	Reviewer comments added

**Reviewers**

Name / Role	Reviewer Title	Reviewer Focus	Review Date
B. Clancey	Program Sponsor	Governance	13/4/22
D. Lethbridge	Project Mgr. Wastewater	Technical	22/2/22
M. Labaz	Mgr. Procurement	Procurement	21/3/22
R. McDougall	Risk & Governance Officer	Governance	5/5/22

**Approval**

By signing this approval section of the document, the Project Sponsor approves the Project Management Plan for Sewer Trunk Program 2021-2023

Name	Title	Signature	Date
B. Clancey	Deputy CEO/GM – Governance, Strategic Projects & Wastewater		

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## 1 Background & Statement of Need

The Ministerial Development Plan Amendment (MDPA) December 2010 rezoned approximately 1300ha of land in Mount Barker for residential development, which is forecast to result in an approximate average annual growth rate of 3% over the next 30 – 35 years.

Council endorsed the 'Wastewater Strategy to Service Growth' that supports the expansion of the wastewater collection infrastructure requirements based on servicing the urban growth and infill and assumes no further re-zoning beyond the current Mount Barker town boundary.

The existing WWTP on Springs Road was originally designed as simple oxidation ponds providing 60 days of storage before discharging into Mount Barker Creek. Since 1997, improvements to the WWTP have been undertaken to improve the treated wastewater quality including recently, the 'interim works'.

The recently completed interim works was a partial upgrade of the existing WWTP designed to increase the capacity of the existing Infrastructure and to improve reliability, treatment quality and increased flow until the new WWTP is commissioned.

The replacement of the Council owned Wastewater Treatment Plant located on Springs Road Mount Barker is required to meet the required capacity to cater for growth and replace the existing ageing infrastructure which is nearing end of life.

Mount Barker Council must comply with the Environment Protection (Water Quality) Policy 2015, conditions of Environmental Protection Agency (EPA) licence 1912 and all other legislative requirements.

Council is seeking to procure the services of a principal contractor to deliver new works for a membrane bio-reactor (MBR) treatment plant delivered as a design and construct (D&C) contract over a nominal period not exceeding 24 months.

The project will include the construction of new inlet works comprising plant screening and grit removal, a membrane bioreactor, disinfection, electrical works, process controls, systems control & data acquisition (SCADA).

## **2 Project Scope Summary**

### **2.1 Project Delivery Scope**

The following is a summary of the key scope of services to be procured;

- Procurement Transaction Services
- Owners Engineer
- Project Management & Superintendency
- Energy Advisory
- Construction Support (estimating, contract support)
- Wastewater & Environment Technical Advisor
- Legal Advisory/Services
- External Probity Advisory
- Prudential Report

### **2.2 Project Construction Scope Summary**

The following is a summary of the scope of construction works to be procured;

- Project and construction management (contractor)
- All works including but not limited to electrical / process controls / Scada, structural, civil, mechanical, hydraulic
- Commissioning and interfacing to the existing sewer network / inlet pump station.
- Detailed design / as constructed documentation
- Council training & plant operation post construction

## **3 Procurement Delivery Planning**

### **3.1 Key Procurement Team & Resourcing**

Council is preparing a team of external and internal resources to support the early contractor involvement (ECI) process for the nominal 40-45 weeks.

The resources will be known as the project 'procurement and engineering team. The following sections provides a summary of the key roles for the project.



### 3.1.1 Internal Resources

#### MBDC Procurement Team

The MBDC procurement team will provide support and advice including;

- Participating in procurement planning and other meetings from time to time;
- Assistance and advice with implementing Council's procurement policy;
- Undertaking reviews of ECI / tender related documents in consultation with external specialist engagement procurement advisory services;
- Ensuring appropriate application of procurement governance;
- Provision of tendering tools and processes e.g. VendorPanel, Tenders SA;
- Managing tenders and related procedures;
- Assistance with the preparation and management of tender security.

#### MBDC Wastewater Project Team

The Wastewater project team will be responsible for the overall planning and delivery of the project procurement and will participate in and support the ECI phase.

Participants will include but not limited to;

- Program Manager – responsible for the overall project planning and delivery;
- Project Manager – providing support to the program manager for the life of the project.
- Infrastructure Services Officer – ECI admin, coordination and planning support
- Project Sponsor – supporting the project procurement needs including provision/approval of funds and project resources.

### 3.1.2 External Resources

#### Procurement Transaction Lead – Infrastructure Transaction Network (ITN)

Council has limited internal resourcing to undertake the planning and facilitation of the ECI process which required the services of a procurement specialist.

Due diligence for this resource has been completed and a wastewater procurement specialist with local and interstate experience has been identified.

Council has engaged the services of a procurement specialist – Infrastructure Transaction Network (ITN) based in Brisbane, Qld.

The director of ITN and procurement lead for the project procurement Mr John Davis is well known and respected in the industry and was selected for his experience both locally including major SA Water projects and large State and Local Government projects across Australia.

John Davis along with his supporting staff will be responsible for the detailed procurement planning and playing a lead role in the expression of interest (EOI) / ECI / design & construct (D&C) process as well as specialist wastewater engineering support.

**Procurement & Engineering Support – Wallbridge, Gilbert and Aztec (WGA)**

WGA have been engaged by Council to provide engineering services as the Wastewater capital program owners engineer (OE) and will provide additional procurement delivery support.

WGA as members of the procurement and engineering team will deliver the following services (but not limited to);

- Deliver technical expertise across a range of engineering disciplines including civil, structural, hydraulic, electrical;
- Provide commercial contracting support;
- Support the delivery of ECI workshops, procurement and engineering documentation control;
- Coordination of 3rd party process specialist engineering expertise (and others) as required;

**Legal**

The following is a summary of the scope of services;

- Support a successful outcome for a ECI transaction and the executed design, construct & commission contract for the Mount Barker WWTP Upgrade Stage 1 by the provision of current-market, experienced advice on the core contract documents (operative provisions); and associated documents.
- Keep Council informed of the risks it is accepting or transferring under the contracts, and the overall best-value means to manage those risks.
- Provide a current-market template (draft) ECI Phase Agreement suitable for the ECI transaction process, and a current-market modified AS4300 contract suitable for a design, construct & commission scope for the Mount Barker WWTP Upgrade Stage 1.
- Provide advice on contemporary market risk positions in the South Australian construction market for works of the proposed project scope.
- Collaborate (with the transaction and commercial advisers) in the development of a 'commercial principles' document to be issued with the Request for Expression of Interest [REOI].
- Provide advice, on request, on tender process-related matters such as drafting in regard to the provision of 'reliable information' or 'for what it is worth' information, and the similar tender/contract risk issues.
- Prepare a Draft ECI Phase Agreement for issue.
- Review departures schedules on the Draft ECI Phase Agreement received in the REOI process, for a shortlist of REOI Respondents and provide advice to the

Council procurement team on the most appropriate positions for Council to adopt.

- Finalise drafting of the ECI Phase Agreements, and support Council to arrange execution.
- Work with the transaction and commercial advisers (and Council's other procurement team members) to negotiate, with the Respondents/Tenderers, and the eventual successful Tenderer during the ECI Phase / Request for Tender [RFT] process.
- Draft, and assist to negotiate, risk positions that reflect Council's preferred positions (as may be adjusted during the ECI process).
- Support the MBDC project manager in preparing any documents required for internal reporting of the negotiated contract position.

#### **Probity**

The project procurement will require the services of external resourcing for probity advice and support including but not limited to;

- review Council's draft probity management plan for each transaction (comment required)
- implement the agreed probity management plan
- maintain a register of probity issues arising (or notified), and resolution actions recommended for same, including advice received on actions as implemented. Seek verification as appropriate.
- review draft REOI Evaluation Criteria
- attend REOI Briefing
- respond to any probity issues arising during REOI Phase – from REOI issue until shortlist recommendation approved by Council
- witness that the REOI Evaluation Plan is signed off and finalised before any EOI are opened or distributed
- obtain conflict of interest (COI) Declarations from all Evaluation Panel members for EOI assessment, based on advice as to who the Respondents are. Recommend actions if any conflicts are identified
- attend presentations/interviews during EOI evaluation
- attend scoring sessions of EOI evaluation panel, to witness that the Evaluation Plan is followed
- review draft RFT Evaluation Plan, and reasoning by Council's team that the (process is)/(criteria are) fair and equitable
- attend RFT Briefing
- attend all technical and general commercial (but not legal) workshops
- respond to any probity issues arising during RFT/ dual ECI (dECI) Phase – from RFT issue until final recommendation approved by Council
- witness that the RFT Evaluation Plan is signed off and finalised before any ECI Phase meetings that are part of the evaluation are commenced

- obtain updated COI Declarations from all Evaluation Panel members for RFT assessment, based on advice as to who the Tenderers are. Provide recommended actions if any conflicts are identified

### **Prudential**

The prudential is an overarching project governance compliance process that will be undertaken by an external professional services provider. Council anticipates that engaging with the prudential reviewer will commence following formal endorsement of the key project objectives, business case and procurement plan by Council following a review by, and recommendations from, the council's Audit & Risk Committee.

The role of the prudential reviewer is to prepare a report as specified in the Local Government Act 1999.

## **3.2 Contracting Strategy Options**

Council has investigated potential procurement options for this project.

This included an assessment of the following contracting strategies;

- Lump sum / construct only
- Lump sum / design & construct (D&C)
- Alternative models (DBFO, BOT, BOOT)
- Early contractor involvement (ECI)
- Engineering, procurement & construction management (EPCM)

Other procurement delivery strategies were considered however were not shortlisted as they were either better suited for larger / complex projects or did not align with the Council organisation resourcing constraints.

Due to the technical and delivery risks for the WWTP Upgrade Stage 1, Council determined that a procurement strategy delivering the best technical and value for money outcomes whilst providing a balance in terms of Council resourcing to support the process was required including delivering;

- Flexibility, transparency and ability of Council to be able to influence design outcomes;
- Ability for Council to control and influence scope early;
- Integration of contractor experience, expertise and constructability input during detailed design;
- Greater transparency of delivery process, forecast project costs and potential for lower overall cost;
- Early risk mitigation during ECI and certainty during the D&C construction period.

Council has determined that ECI transitioning to D&C is the preferred procurement delivery model.

The ECI - D&C delivery strategy is regularly used in mid to large sized infrastructure projects and has been used extensively in water and wastewater by SA Water.

The proposed procurement approach is based on the following high level steps;

- Open call expression of interest tender to the market;
- Issue request for proposal to select list of EOI respondents;
- Short list to selected teams based on capability, experience on similar projects;
- The short listed contractors work with Council in a competitive environment including workshops to further develop the existing reference design whilst focusing on identifying innovations, improvements and opportunities;
- Workshop phase completed – Council issues a formal request for tender to the ECI participants based on a design and construct contract;
- Selection of the preferred tender and finalise the agreed cost reimbursement to the unsuccessful participant/s;

### 3.3 Market Analysis

It is anticipated that the scope of work will require the services of tier 1 contractors with wastewater experience and the ability to deliver high value / complex capital works.

The construction market in South Australia has been very active resulting from large local and interstate capital works in the Government and private sectors however Council is anticipating strong interest due to the value and the unique local profile opportunity this project presents.

The nominal 2 years of consistent work flow is also expected to drive market interest, attracting a diversity of sub-contractors and suppliers.

The EOI process will provide Council with a better understanding of likely interest early in the procurement planning phase and the team is anticipating that there will be sufficient interest that will provide a strong selection list.

### 3.4 Tender Evaluation Method

The structure of the tender evaluation team should comprise a balance of technical, management and governance experience.

The evaluation process should be considering the following key elements in the tender evaluation plan;

- Price;
- Resourcing and capacity to deliver;
- Industry experience and relevant projects undertaken over the past 3 years;
- Team structure and organisational structure;
- Contractors understanding of the project requirements and their methodology;
- Contractor plant and equipment;
- Sub-contractor base;
- Contractors understanding of and willingness to participate in an open book / ECI / separable portion contract;
- Local Business support and economic development

The percentage of weighting and the procurement evaluation criteria will be determined during the ECI phase.

Details of the evaluation methodology will be managed within the tender evaluation plan.

### 3.5 ECI Process Steps & Durations

Table 1 - Procurement Duration

Step	Activity	Estimated Duration Wks.
1	Build ECI tender document set including expression of interest (EOI) and main contract documents	6-8
2	Issue EOI to market and evaluate. Shortlist to suitable proponents.	6
3	Update RFP documents & issue to shortlisted EOI proponents	2
4	Tender close, evaluation of tenders and award to selected ECI proponents	4
5	Set up competitive ECI environment – undertake workshops, preliminary designs, constructability.	12-14
6	ECI Contractors prepare and submit final RFT offers	3
7	Evaluation and award to successful contractor	3
8	Ongoing ECI activities - finalise design, planning, constructability	4
9	Engagement of contractor for delivery (D&C contract executed)	4
	<b>Forecast Total (approx)</b>	<b>40-45 weeks</b>

### 3.6 Preliminary Estimated Contract Value

The preliminary estimated total project cost as at March 2022 is forecast to be in the range of \$40-44 million including 30% contingency over a nominal 2 year construction period but excluding escalation and finance costs. This value includes the cost of the project delivery.

The forecast project cost, required contingency and impact from escalation will be better understood during the ECI phase.

## 4 Contract Management

### 4.1 Contract Administrator

The role of contract administrator will be delivered by project superintendent.

The superintendent will manage the head contract over the life of the contract with the support of the Project Manager.

The Project Manager will be responsible for day to day management and coordination tasks relating to the project delivery

Council will appoint a superintendent to undertake the role.

### 4.2 Key Performance Indicators

The following criteria will form part of the contract and ongoing performance management of the contractor;

- Industry experience and past performance;
- Management and control of project schedule;
- Management and control of scope, cost, quality;
- Stakeholder management and coordination;
- Environmental management performance;
- WHS management performance
- Demonstrated collaborative Client-Contractor relationship;
- Meeting Council expectations and deliverables;

#### 4.3 Performance Monitoring

Contract performance monitoring will be undertaken on a “live basis” by the Superintendent, reporting to the project team and Program Manager on a minimum monthly basis.

#### 4.4 Invoicing and Payment

Claims issued to Council on a tax invoice basis monthly, no later than the 25<sup>th</sup> day of a calendar month including a detailed breakdown of the claim, % of claim complete, balance of claim.

The contract administrator will review and endorse the contract in consultation with the Program Manager and nominated project financial approval delegate.

### 5 Related documents

Document ID	Name	Relationship	Comments
DOC/21/16411	Mt Barker WWTP Stage 1 Charter	Project Charter	
DOC/21/157234	Business Case for WWTP Upgrade stage 1.docx	Project Business Case	<i>Note: Separately attached in this agenda item as Attachment 2.</i>

**Table 2 - Related Documents**



Short Risk Report

Attachment 4 to Item 3.1

1 of 1

Mt Barker District Council - WWTP Project  
Short Strategic Risk Report

Current as at: 18/05/2022

Outcome & Risk Rating	CONSEQUENCE				
	INSIGNIFICANT	MINOR	MODERATE	MAJOR	CATASTROPHIC
ALMOST CERTAIN	Medium	Medium	High	Very High	Very High
LIKELY	Low	Medium	High	Very High	Very High
POSSIBLE	Low	Low	9 8 4 3 2	Very High	1
UNLIKELY	Low	Low	6 5	7	High
RARE	Low	Low	Low	Medium	Medium

Key

Indicators

↑ Risk is trending upwards

↓ Risk is trending downwards

↔ No change to trend of risk

○ New risk

Treatment Action Timing

On Track for completion

Behind

Overdue

No additional treatment plans

#	Risk Short Name	Residual Risk	Critical Treatment Plans	Due Date	Implementation Status
1	Commencement Delays		Monitor communication format and timing demonstrating major milestones relating to decisions to commence construction	31/07/2022	
2	Project management		Decision-making controls: 1. Sponsor to maintain project milestones by meeting with requested timeframes for key project decisions 2. Approval of Council (internal) Project Roles and Responsibilities	31/10/2022 31/7/22	
3	Scheduling and project delivery		Per risk 1	31/07/2022	
4	Financial management		1. Develop Financial System improvements 2. Communicate issues with Finance and Procurement Team to: · Define the risk which the new processes are designed to mitigate · Determine a more efficient process	31/12/2022	
5	WHS		Nil		
6	High water inflow Management		Nil		
7	Construction		Nil		
8	Environmental and heritage management		Nil		
9	Stakeholder management		Nil		
10	Workforce capability and capacity		Nil		

Attachment 5 to Item 3.1

## Summary Memorandum

**Date:** Tuesday, 17 May 2022

**Our Ref:** MBC-007

**Your Ref:**

**Attention:**

Dean Hurford, Mount Barker District Council

**Copies:**

**Subject:**

**Mount Barker District Council – Mount Barker (Springs Road) WWTP Replacement Project Sustainability Review**

Dear Dean,

This *Summary Memorandum* has been prepared based on the Executive Summary of the report '*Mount Barker WWTP Replacement Project Sustainability Review*' to provide a standalone document addressing the outcomes of that report. For any aspects which require further clarification, the whole report should be referenced.

**Background**

The Mount Barker District Council is embarking on a generational project to deliver a wastewater treatment facility for the townships of Mount Barker, Littlehampton, Nairne and Brukunga which will provide treatment of the region's wastewater for ultimately up to 60,000 residents. The project has progressed to the point that a reference design has been developed and is ready to move into the next phase of delivery with a current regulatory compliance date for delivery of *Stage 1* of the project, a 6.0 ML/d facility, set down by the Environment Protection Authority (EPA) of 31 July 2024.

As part of this project progression, Mount Barker District Council has commissioned this review of how sustainability principles have been incorporated in the design to date and where additional focus must be placed in the next project stages to ensure that the project is delivered with sustainability as a key factor. This review has considered the reference design as it stands currently along with key Mount Barker District Council targets and ambitions towards sustainability.

**Methodology**

This review has been focused by the Mount Barker District Council's own definition of sustainability which has been summarised as:



Return to Order of Business

*Understanding the interdependencies of social, economic and environmental factors and ensuring that all are appropriately considered in our decision-making, while respecting ecological limits and natural resource constraints to improve the health and wellbeing of people and the environment to ensure prosperity for the future.*

Using this definition as a lens and the documented Mount Barker District Council sustainability targets, which are based on the sustainable development goals and detailed in the *Community Plan 2020 – 2025*, the below targets have been identified as important in the delivery of the new wastewater treatment plant at Mount Barker:

- **Affordability:** Deliver Mount Barker Wastewater Treatment Plant Upgrade Project (Stage 1) in line with the draft business case.
- **Air Quality:** Reduction in odour impacts related to wastewater treatment and reuse.
- **Biodiversity:** Improvement in biodiversity in Laratinga Wetlands through better water management.
- **Biodiversity:** Improvement in Mount Barker Creek ecosystem downstream of the wastewater treatment plant.
- **Disaster:** Reduction in the risk of community impacts from extreme weather events associated with wastewater treatment and reuse.
- **Greenhouse Gas Emissions:** Lower Council emissions related to wastewater treatment and reuse.
- **Growth Infrastructure:** Wastewater infrastructure in place capable of servicing a population of 60,000 persons.
- **Renewable Energy:** Increase in renewable energy proportion related to wastewater treatment and reuse.
- **Waste Diversion:** Increasing the proportion of waste sludge upgraded to value added products.
- **Water Management:** Increasing volume of wastewater reused for environmental, economic and community benefit.
- **Water Quality:** Improvement in water quality in Mount Barker Creek downstream of the wastewater treatment plant.

### Findings & Recommendations

In order to assess how well the project delivers on these sustainability objectives, a substantive review against a sustainability model was carried out. This review indicated that, in the majority, sustainability has been considered adequately in the development of the Mount Barker Wastewater Treatment Plant Upgrade Project (Stage 1). This review highlighted that in order to deliver on the sustainability objectives of the Mount Barker Wastewater Treatment Plant Upgrade Project (Stage 1), it is recommended that the below actions specifically be considered during the next phase of the project:

1. The long-term financial impacts on wastewater customers as a result of the project were not available for review. Mount Barker District Council should confirm that any potential increase required to wastewater service charges and wastewater infrastructure fees as a result of the project are acceptable to the community.
2. The design of the new wastewater treatment plant should be reviewed during the detailed development to ensure that it is capable of adapting to advancing climate change risks, particularly resilience against extreme weather, bushfires and floods.
3. While the EPA will be almost certain to issue an environmental authorisation for discharge of some form to Mount Barker Creek, it is noted that no wastewater treatment plant can

practically produce the discharge water quality required under to the relevant national guidelines. Accordingly, maximising the beneficial reuse of recycled water should be targeted and progressed concurrent to the implementation of the new wastewater treatment plant to ensure improvements in Mount Barker Creek are realised.

4. In order to meet Mount Barker District Council's stated objectives for utilisation of renewable energy, renewable energy generation should be incorporated as part of the wastewater treatment plant detailed design.

This review also proposes a draft sustainability scorecard for the project which it is recommended is reviewed and incorporated in the next stage of project development. It is anticipated that this scorecard will be reported on regularly such that Mount Barker District Council can demonstrate its commitment to sustainability against the Mount Barker Wastewater Treatment Plant Upgrade Project (Stage 1) and into operations of the new facility.

In conclusion, this review has found that the degree to which sustainability has been addressed in the development of the Mount Barker Wastewater Treatment Plant Upgrade Project (Stage 1) to date is adequate and consistent with a project of similar size which has progressed to the point of a reference design. However, in order for the project to meet broader documented sustainability objectives published by Mount Barker District Council, some targeted actions through the next phase of project delivery are required.

Most importantly this review has not identified any issue related to sustainability which should preclude the project from continuing to detailed design and into the delivery phase. Moreover, it was identified that the existing wastewater treatment plant represents a significant sustainability risk to Mount Barker District Council and the replacement of the existing asset will signify a step change in Mount Barker District Council achieving its stated sustainability objectives detailed under the Community Plan.

If you require any further clarification on the information presented above, please don't hesitate to contact me.

Kind Regards,



**Robran Cock** FIEAust CPEng NER  
Principal

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Attachment 6 to Item 3.1

**Attachment 6****Mount Barker Wastewater Treatment Plant Upgrade Stage 1 - Project Program with Key Milestones and Target Timing**

As at 18 May 2022 - 22/57985

Please note:

The likelihood of further information/briefing sessions for council members occurring as and when required has not been included in the program below – these will be scheduled when required.

2022

- Mid May – advance notice to the wastewater industry of forthcoming project procurement: completed.
- Late May – Audit and Risk Committee to consider project business case, project objectives and procurement plan etc
- Early June - **Council meeting** to consider recommendations from the Audit and Risk Committee
- Mid June – release to open market of invitation for Expressions of Interest (EOI)
- Mid June commencement of preparation of project Prudential report
- Late June – Audit and Risk Committee to consider revised long term financial model for wastewater
- Early July – **Council meeting** to consider recommendations from the Audit and Risk Committee
- Late July/early August – Expressions of Interest close and evaluation of same commences
- Late July – Audit & Risk Committee to consider project Prudential Report
- Early August - **Council meeting** to consider recommendations from the Audit and Risk Committee
- Late August – **Council meeting** to consider recommendation from EOI evaluation process

- Early September – Commence Early Contractor Involvement (ECI) with release of select Request For Tender (RFT)
- Mid December - RFT close and evaluation of same commences

### 2023

- Early February – **Council meeting** to consider recommendation from RFT evaluation process
- March – Contract executed
- May – Site works commence

### 2024/25

- Practical Completion – Late 2024 / early 2025 (assumes 18-24 month construction period)

1

Attachment 7 to Item 3.1

## Attachment 7

### **Mount Barker Wastewater Treatment Plant Upgrading Stage 1 – External Services Summary**

As at 18 May 2022 CM: DOC/22/56858

#### Design

KBR

#### Owner's Engineer

Wallbridge Gilbert Aztec

#### Prudential Report Preparation

Don Venn Advisory/Dean Newberry Consulting

#### Legal

Norman Waterhouse Lawyers

#### Procurement Strategy

Infrastructure Transaction Network – John Davis

#### Risk Management

Craig Johnson

#### Sustainability/Energy

Ametqua - Robran Cock

#### Internal Management (interim)

Extra Time – Mark Gobbie\*

#### Tender Evaluation Panel Member

TSA – Gary Neave

2

Probity Advisor

TBA

Project Manager (Construction)

TBA

Contract Superintendent

TBA

Note: \* Mark Gobbie has been providing interim management support for the wastewater staff pending the appointment of a new Head of Wastewater. In doing so, Mark declared his conflict of interest in relation to this project and that has been managed accordingly.