

CONFIDENTIAL ITEMS 2003 – AUGUST 2025

#	Date	Item Title	Confidential Order Details	Item being kept confidential - Agenda/ Attachment/ Minutes	Reason regarding retention or recommend-action to release	Resolution Regarding Action	Last Review Date	Next Review Date	Date Released
160	7 June 2021	Nairne Wastewater Infrastructure Proposed Upgrading and Expansion – Business Case	<u>Pursuant to Section 90(3)(b)</u> Pursuant to Section 90(2) of the Local Government Act 1999 the Council orders that all members of the public except the Chief Executive Officer; Deputy Chief Executive Officer/General Manager Wastewater/Recycled Water; General Manager, Infrastructure; Acting General Manager Council Services; General Manager Planning and Development; Chief Financial Officer, Commercial Manager, Wastewater, Governance and Risk Officer and Minute Secretary be excluded from attendance at the meeting for Agenda Item Nairne Wastewater Infrastructure Proposed Upgrading and Expansion: Business Case. The Council is satisfied that pursuant to Section 90(3)(b) of the Act, the information to be received, discussed or considered in relation to this agenda item is information the disclosure of which could reasonably be expected to confer a commercial advantage on a person with whom the Council is conducting business and proposing to conduct business; and would prejudice the commercial position of the Council. In addition, the disclosure of this information would, on balance, be contrary to the public interest. The public interest in public access to the meeting has been balanced against the public interest in continued non-disclosure of this information. The benefit to the public at large resulting from withholding the information outweighs the benefit to it of disclosure of the information. The Council is satisfied that the principle that the meeting be conducted in a place open to the public has been outweighed in the circumstances because the disclosure of Council's commercial position may prejudice Council's ability to be able to negotiate a cost-effective proposal for the benefit of the Council and the community in this matter and in relation to procurement and contract negotiations. <u>Pursuant to Section 90 (3) (b)</u> That having considered the Agenda Item Nairne Wastewater Infrastructure Proposed Upgrading and Expansion: Business Case in confidence under 90(2) and (3)(b) of the Local Government Act 1999, the Council pursuant to Section 91(7) of the Act orders that the agenda item and attachments, related documents	Agenda item and attachments, related documents and all minutes	The Council is satisfied that pursuant to Section 90(3)(b) of the Act, the information to be received, discussed or considered in relation to this agenda item is information the disclosure of which could reasonably be expected to confer a commercial advantage on a person with whom the Council is conducting business and proposing to conduct business; and would prejudice the commercial position of the Council.	Retained in confidence until Wastewater Commitment Deeds have been executed by both parties over all of the greenfields sites shown in attachment 2 and the procurement of all stage 1 works has occurred, or such lesser period as may be determined by the Chief Executive Officer, and that this order be reviewed every 12 months.	8 Oct 24	Within 12 months	<i>Report and Minutes released on website 13 October 2025</i>

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			and all minutes be retained in confidence until Wastewater Commitment Deeds have been executed by both parties over all of the greenfields sites shown in attachment 2 and the procurement of all stage 1 works has occurred, or such lesser period as may be determined by the Chief Executive Officer, and that this order be reviewed every 12 months.						

PART RELEASED

18.2	REPORT TITLE:	CONFIDENTIAL ITEM: NAIRNE WASTEWATER INFRASTRUCTURE PROPOSED UPGRADING AND EXPANSION: BUSINESS CASE
	DATE OF MEETING:	7 JUNE 2021
	FILE NUMBER:	DOC/21/55705
	ATTACHMENTS:	1 BUSINESS CASE 21/84598 2 LOCATION PLAN – DEVELOPMENT SITES 21/81509
	<u>Key Contact</u>	Chris Reynolds, Commercial Manager, Wastewater:
	<u>Sponsor</u>	Brian Clancey, Deputy CEO/General Manager Wastewater/Recycled Water

Community Plan 2020-2035:

Ecological Sustainability

Continue to build on council's reputation as a leader in wastewater management and promote water recycling and reuse.

Annual Business Plan:

Provide an affordable, cost effective and reliable service to our wastewater customers.

Purpose:

- To seek endorsement of the attached business case for the Nairne Wastewater Project;
- To provide information on the status of negotiations with developers of Nairne sites on wastewater service delivery; and
- To outline the required future actions.

Summary – Key Issues:

- To achieve a range of community benefits (including public health), it is proposed to upgrade and expand the council's wastewater infrastructure network in the township of Nairne which is at capacity;
- A business case for the Nairne Wastewater Project has been prepared and is attached;

- The next required actions include the preparation of a prudential report and securing commitment from the major developers to the council wastewater service via the execution of a legally binding deed.

Recommendation:

That Council:

Section 90 (3) (b) Order

1. Pursuant to Section 90(3)(b)

Pursuant to Section 90(2) of the Local Government Act 1999 the Council orders that all members of the public except the Chief Executive Officer; Deputy Chief Executive Officer/General Manager Wastewater/Recycled Water; General Manager, Infrastructure; Acting General Manager Council Services; General Manager Planning and Development; Chief Financial Officer, Commercial Manager, Wastewater and Minute Secretary be excluded from attendance at the meeting for Agenda Item Nairne Wastewater Infrastructure Proposed Upgrading and Expansion: Business Case.

The Council is satisfied that pursuant to Section 90(3)(b) of the Act, the information to be received, discussed or considered in relation to this agenda item is information the disclosure of which could reasonably be expected to confer a commercial advantage on a person with whom the Council is conducting business and proposing to conduct business; and would prejudice the commercial position of the Council.

In addition, the disclosure of this information would, on balance, be contrary to the public interest. The public interest in public access to the meeting has been balanced against the public interest in continued non-disclosure of this information. The benefit to the public at large resulting from withholding the information outweighs the benefit to it of disclosure of the information. The Council is satisfied that the principle that the meeting be conducted in a place open to the public has been outweighed in the circumstances because the disclosure of Council's commercial position may prejudice Council's ability to be able to negotiate a cost-effective proposal for the benefit of the Council and the community in this matter and in relation to procurement and contract negotiations.

2. Endorse the attached Business Case for the Nairne Wastewater Project dated 31 May 2021;

3. Note that a final investment decision on the Nairne Wastewater Project isn't to occur until further actions have been undertaken and additional information provided, as outlined below under the heading of Future Actions.

Section 91(7) Order

4. Pursuant to Section 90 (3) (b)
That having considered the Agenda Item Nairne Wastewater Infrastructure Proposed Upgrading and Expansion: Business Case in confidence under 90(2) and (3)(b) of the Local Government Act 1999, the Council pursuant to Section 91(7) of the Act orders that the agenda item and attachments, related documents and all minutes be retained in confidence until Wastewater Commitment Deeds have been executed by both parties over all of the greenfields sites shown in attachment 2 and the procurement of all stage 1 works has occurred, or such lesser period as may be determined by the Chief Executive Officer, and that this order be reviewed every 12 months.

Background:

1. Wastewater infrastructure in Nairne is at capacity and needs to be renewed and upgraded in a staged manner to cater for existing customers and growth – both infill and greenfields.
2. At the council meeting held on 6 April 2021 an item was endorsed seeking a Federal Government grant of \$2.3 million from round 5 of the Building Better Regions Fund to contribute to the cost of stage 1 of the proposed Nairne wastewater infrastructure upgrading.
3. A confidential informal gathering for council members was held on 27 April 2021 on “the proposed upgrading and expansion (in a staged manner) of wastewater infrastructure in Nairne” (the Nairne Wastewater Project).
4. In summary this outlined:
 - Stage 1 – 2021 – 2023 preliminary cost estimate of \$3.66 million for new assets and some upgrading of existing assets;
 - Stage 2 - 2031/32 preliminary cost estimate of \$2.81 million for new assets and some upgrading of existing assets; and
 - Renewal and some upgrading – from 2026 to 2042 (at intervals) preliminary cost estimate of \$7.9 million with the largest single item being the replacement of the Hogan Road Pump Station in 2041/42 (\$4.3 million).

- This would deliver ultimate capacity to service a Nairne township population of 10,000 people; the current population is just under 5,000 people.
- 5. This agenda item is recommended to be considered (discussed) and remain in confidence given that council is still undertaking commercial in confidence negotiations with developers and is doing so in the knowledge that there is an existing competitor, being a private sector wastewater service provider and the possibility of new competitors.
- 6. A further reason is that the attached Business Case includes some forecast capital costs for which council is yet to undertake procurement and it is not in the best interests of the community to make this information known to the market.
- 7. The required capital investment for the Nairne Wastewater Project is currently excluded from the revised wastewater long term financial modelling and council's Long Term Financial Plan (LTFP) with the exception of asset renewal. The reasons for that being:
 - a) Council is yet to be asked to authorise the required stage 1 capital investment for the Nairne Wastewater Project that is over and above asset renewal.
 - b) When the LTFP was most recently reviewed, the financial modelling and forecast revenues and expenditures for the Nairne Wastewater Project were not available.
 - c) Stage 2 of the Nairne Wastewater Project is not scheduled to be required until just after the end of the current LTFP.

Discussion:

Community Benefits

- 8. Benefits anticipated to be derived from the Nairne Wastewater Project to the Nairne and broader community are summarised below.
 - a) Reduce the public health risk of network failures and the associated environmental impact of effluent overflows;
 - b) Renewal/upgrading of existing council wastewater infrastructure - in some cases, to be like for like, in others it will include upgrading e.g. to provide increased capacity for current demand and/or future demand (growth);
 - c) New and upgraded wastewater infrastructure, to enable development in Nairne township to continue, providing social and economic benefits for the local community;
 - d) From a wastewater perspective, a primary objective is to secure the new customer bases available in the greenfields developments and short and

long term revenue streams - forecast ultimate (2060) of around 1,000 additional new customers (predominantly residential) – with a major portion of that revenue (currently assumed to be 59%) to contribute to costs relating to capital expenditure on upgrading wastewater treatment and disposal (re-use) infrastructure ; and

- e) Strengthen council's market position relative to the existing private service competitor and possible new competitors noting that both of the major residential developers in Nairne (see below) advised of exploring the option of not using council as their wastewater service provider.

Business Case

9. A business case for the Nairne Wastewater Project (attachment 1) has been prepared through a combination of in house work via the wastewater and finance teams and an external service provider in Eco Advisory Pty Ltd who prepared the project financial modelling.
10. One of the considerations is that the forecast growth in Nairne is quite small compared to Mount Barker yet the distance to the Springs Road wastewater treatment plant from Nairne is greater. All of the effluent from the township of Nairne is directed to the Springs Road wastewater treatment plant.
11. That modelling and the associated assumptions have been prepared for two scenarios being that the required capital investment for the Nairne Wastewater Project is:
 - a) able to be fully cash flowed from existing wastewater reserves (historically developers in Nairne have all paid the wastewater infrastructure fee); and
 - b) is to be fully cash flowed by the council owned wastewater/recycled water service/ 'business' from borrowings.
12. In other words, the modelling (and assumptions) considered the two extremes and in reality it is anticipated to be somewhere in the middle of the two scenarios, with exactly where being subject to the extent of the availability of the funds in the wastewater reserves at the required times.
13. Borrowing portion of the required capital funds (as per the project staging this would not all be up front but over many years) would not have significant impact on the recently revised long term financial modelling for wastewater and council's LTFP.
14. Whilst noting that council will need to borrow the required capital funds as the wastewater reserves are not cash backed, as per council's Treasury Management Policy, the liability for all borrowing would sit with the council owned wastewater/recycled water service/ 'business'. There are a number of

scenarios by which this borrowing and repayment can be managed (should it eventuate) including:

- a) From wastewater revenue that is received by council from developers, including if the timing of revenues from the Nairne developers is earlier than forecast which is now clearly a possibility as the business case excludes revenue from two development sites in the 2010 Ministerial DPA area (see below) that are now the subject of developer activity proposing a total of around 156 allotments which in current day dollars equates to a bit over \$1.25 million in additional revenue;
 - b) The annual increases in the amount of the wastewater infrastructure fee payable by Nairne developers are increased above what is currently assumed should the warrant for that exist;
 - c) Council is successful in gaining a grant – either via the current submission (seeking \$2.3 million for stage 1) and/or subsequently, including for stage 2;
 - d) A combination of the above.
15. As stated above, the recently revised long term financial modelling for wastewater and council's LTFP currently excludes the required capital investment for stages 1 and 2 with the exception of asset renewal and also excludes the associated revenues and this would need to be adjusted accordingly.
16. The business case has been prepared with a number of assumptions (see below) and provides information on the problem, the opportunity and the associated implications. The business case recommends proceeding with the Nairne Wastewater Project.

Key Assumptions

17. The business case and financial modelling is predicated on a number of assumptions with the key ones being:
- a) The council's grant funding application to the Federal Government of \$2.3 million is not successful (not yet known);
 - b) The wastewater/recycled water service / 'business' bears the total cost of the required wastewater infrastructure upgrading;
 - c) Major developers (see below) receive a 10% discount on the applicable wastewater infrastructure fee = \$8,048 per lot in 2020/21 for a sewer service;
 - d) Council will continue to be the only wastewater service provider for all of Nairne township and all of the wastewater revenue from future development is payable to council;
 - e) Only 41% of the forecast revenue from all Nairne developers is applied to the cost of the upgrading of existing and new collection infrastructure, importantly the balance is to be available to contribute to council costs

- relating to capital expenditure on upgrading wastewater treatment and disposal (re-use) infrastructure;
- f) Cost of capital has not been included as yet.

Please note:

Assumptions relating to the percentages used for the determination of funding sources are broad brush in nature e.g. the above split of only 41% of Nairne developer revenue being applied to the funding of the collection network upgrade and the remaining 59% being applied to the upgrading of the Springs Road wastewater treatment plant and recycled water infrastructure. The basis for determining these and other percentages used are not yet fully detailed and these may be subject to change when further information becomes available.

Prudential Report

18. A prudential report is required to be prepared for the Nairne Wastewater Project. This is to commence shortly and is to be prepared by Dean Newberry Consulting who have been retained to prepare a number of wastewater/recycled water prudential reports.
19. The prudential report will be presented for consideration at future meetings of the Audit and Risk Committee and council.

Developers/Land Owners - Greenfields

20. Please see the location plan in attachment 2 which shows the various land parcels proposed for greenfields development.
21. The major areas for greenfields development are Nairne West (located to the north of the Old Princes Highway and south of the railway line at the Western entrance to the town) and the land south of the Nairne Primary School that was rezoned via the 2010 Ministerial Development Plan Amendment.
22. Infill development is forecast to occur within the older parts of Nairne township (small scale) and adjacent to the former Chapman's factory site at Nairne east. In some cases it may be possible to provide a sewer service.
23. The Nairne West development site (known as *The Orchid*) is being developed by Nairne West Pty Ltd being led by Mr James Sexton. As the council owned wastewater network is at capacity, an interim arrangement was agreed in March 2021 between council and the developer for wastewater for stage 1 which comprises 10 allotments.
24. This arrangement requires the developer to provide a pump station and pump only during off-peak hours with all establishment and operating costs being the responsibility of the developer.

25. The recent spike in market demand has seen the developer request to start construction on stage 2 (15 allotments) as soon as possible. To evidence the commitment of the developer to the council service, the developer has committed to sign a Wastewater Commitment Deed as soon as practical. Once the Deed is signed by the developer it is proposed that council enter into an interim arrangement for wastewater for stage 2 which would enable the developer to proceed with construction, on a similar basis to that which occurred for stage 1. The ultimate Nairne West development is forecast to be in the vicinity of 100 allotments.
26. A large parcel of land immediately south of the Nairne Primary School is proposed to be developed by Oakford Homes. The ultimate development is forecast to be around 225 allotments.
27. For both of these sites, agreement in principle has been achieved with the respective developers as follows:
- a) The sewer infrastructure fee being discounted by 10% to reflect these sites satisfying criteria such as the major commitment from the developers to the council owned wastewater/recycled water service / 'business' and that council is operating in a competitive business environment and is seeking to secure wastewater revenues that will also contribute to the required upgrading of the wastewater treatment plant and recycled water infrastructure; this is similar to the approach taken by council with developers in the Mount Barker growth area;
 - b) Subject to council meeting consideration and authority to proceed; and
 - c) Subject to each developer executing a wastewater commitment deed with council and committing all of their development site to the council owned wastewater sewer service.
28. Land immediately south and adjacent to the Oakford Homes site on the corner of Jeffrey Street and Amos Road is held by Oakleigh Holdings with the point of contact being Mr Ashley Fowler. A development application has recently been lodged proposing an additional 67 allotments. Most recently Mr Fowler indicated that he was yet to determine if he would develop this site or sell it on.
29. Land immediately south and adjacent to the Oakford Homes site on the corner of Saleyard Road and Amos Road is held by the current occupiers Mr and Mrs Tremaine. A concept plan of division proposing an additional 89 allotments has been prepared and forwarded to council by a third party, not the land owner. Most recently Mr Tremaine indicated that it was not his intention to develop the site, and that at the appropriate time it would be sold on.

30. The initial discussions regarding the council wastewater service held with both Mr Fowler and Mr Tremaine included the intention for council to declare a wastewater augmentation separate rate on each parcel of land as security that would be triggered when development of that land is undertaken. Both Mr Fowler and Mr Tremaine appeared comfortable with that approach and the principle of the developer pays.
31. If however either of these land owners wish to execute a wastewater commitment deed with an accompanying Land Management Agreement to ensure that the deed survives any change in land ownership, then that can occur and would mean that a wastewater augmentation separate rate would not be required.
32. The Oakford Homes, Oakleigh Holdings and Tremaine land parcels were all rezoned via the 2010 Ministerial Development Plan Amendment (MDPA).
33. The council owned wastewater/recycled water service/ 'business' would accept full responsibility for funding new wastewater assets external to development sites which would benefit both existing and new customers. Developers are responsible for the provision of all wastewater infrastructure within their development sites and connecting to the council owned wastewater collection network.
34. As stated above, this reflects operating in a competitive business environment and is similar to the approach taken with some developers in the Mount Barker growth area.

Future Actions

35. The progression of the Nairne Wastewater Project will require the following actions with further council meeting decision making, with input via recommendations from the Audit and Risk Committee:
 - a) Preparation and consideration of a prudential report as outlined above;
 - b) Securing legally binding commitment from the major developers (via a deed) to use the council owned wastewater service;
 - c) Undertaking community consultation on proposed wastewater infrastructure augmentation separate rates on two parcels of land within the Ministerial DPA area to enable the declaration of these separate rates by council to secure future wastewater revenues;
 - d) Updating the recently revised wastewater long term financial modelling to include the Nairne Wastewater Project and in turn, the council's Long Term Financial Plan;
 - e) Provision for expenditure in the 2021/22 and 2022/23 council budgets and revenue from developers in 2022/23; and
 - f) Project preparation and planning followed by procurement.

Community Engagement:

Informing only	Community consultation would be required on the proposed wastewater augmentation separate rates. More broadly, community engagement is proposed to occur on the Nairne Wastewater Project to raise awareness of the need and benefits. When physical works are to be undertaken a communication strategy to ensure that key stakeholders are adequately informed would also be implemented.
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Policy:

- Asset Management Policy
- Commercial Policy
- Wastewater Infrastructure Fees and Augmentation Costs Policy

Long Term Financial Plan:

As stated above, when the LTFP is next updated (expected to be in the first half of 2021/22) it would need to be adjusted to include the Nairne Wastewater Project forecast revenues and expenditures (beyond the current capacity for asset renewal) subject to council endorsement to proceed with this project.

Budget:

The Nairne Wastewater Project isn't included as yet in the draft 2021/22 council budget. Pending consideration of the Business Case and subsequently the Prudential report, the required adjustments for stage 1 of the Nairne Wastewater Project could be formally made at budget review 1 for the 2021/22 budget.

Statutory/Legal:

- Water Industry Act
- Local Government Act
- Proposed Wastewater Commitment Deeds with developers.

Staff Resource Requirements:

Undertaking the Nairne Wastewater Project will require some specialist external resources to supplement council staff e.g. legal.

Environmental:

Undertaking the Nairne Wastewater Project will reduce the risk of wastewater network overflows.

Social:

Undertaking the Nairne Wastewater Project will provide improved public health and generate employment through the construction industry.

Risk Assessment:

Key risks and the management of same is outlined below.

1. Legally binding commitment is not secured from one or both of the major developers - reduce project scope and cost;
2. Growth rates are slower than forecast so revenue from developers and ratepayers is delayed - monitor growth closely and adjust capital investment timing (project staging) as required;
3. Actual costs significantly exceed forecast costs - procurement and project management strategies to address this; and
4. The proposed wastewater infrastructure augmentation separate rate on each of the other 2 MDPA land parcels is challenged - both land owners have been informed and appear to be comfortable in principle.

Asset Management:

Council is responsible for the operation, maintenance and renewal of the existing wastewater assets and would be responsible for same with the new and upgraded assets which would require updating to the Wastewater Asset Management Plan.

Conclusion:

The adoption of the above recommendations will enable further actions to proceed in relation to the Nairne Wastewater Project which would then be the subject of consideration and a final investment decision at a future council meeting.

Previous Decisions By/Information Reports to Council

Meeting Date	6 April 2021	CM Reference	DOC/21/23236
Title	BUILDING BETTER REGIONS FUND SUBMISSIONS		
Purpose	To seek endorsement for a range of projects submitted to the Federal Government's Building Better Regions Fund (Round 5) funding program.		

18.2

REPORT TITLE:

CONFIDENTIAL ITEM:

**NAIRNE WASTEWATER INFRASTRUCTURE
PROPOSED UPGRADING AND EXPANSION:
BUSINESS CASE**

DATE OF MEETING:

7 JUNE 2021

FILE NUMBER:

DOC/21/55705

ATTACHMENTS:

**1 DOC/21/84598 BUSINESS CASE
2 DOC/21/81509 LOCATION PLAN –
DEVELOPMENT SITES**

Moved Councillor Westwood that Council:

Section 90 (3) (b) Order

1. Pursuant to Section 90(3)(b)

Pursuant to Section 90(2) of the Local Government Act 1999 the Council orders that all members of the public except the Chief Executive Officer; Deputy Chief Executive Officer/General Manager Wastewater/Recycled Water; General Manager, Infrastructure; Acting General Manager Council Services; General Manager Planning and Development; Chief Financial Officer, Commercial Manager, Wastewater, Governance and Risk Officer and Minute Secretary be excluded from attendance at the meeting for Agenda Item Nairne Wastewater Infrastructure Proposed Upgrading and Expansion: Business Case.

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Seconded Councillor Bailey

CARRIED
OM20210607.24

Moved Councillor Westwood that Council:

2. endorse the attached Business Case for the Nairne Wastewater Project dated 31 May 2021; and

3. note that a final investment decision on the Nairne Wastewater Project is not to occur until further actions have been undertaken and additional information provided, as outlined below under the heading of Future Actions.

Seconded Councillor Jones

CARRIED
OM20210607.25

Councillor Leach called for a DIVISION

The Mayor declared the vote set aside

Those council members voting in the Affirmative: Councillors Jones, Hardingham, Seager, Bailey, Orr, Grosser, Minett, Westwood

Those council members voting in the Negative: Councillor Leach

The Mayor declared motion OM20210607.25 CARRIED

Moved Councillor Westwood that Council:

Section 91(7) Order

4. Pursuant to Section 90 (3) (b)
That having considered the Agenda Item Nairne Wastewater Infrastructure Proposed Upgrading and Expansion: Business Case in confidence under 90(2) and (3)(b) of the Local Government Act 1999, the Council pursuant to Section 91(7) of the Act orders that the agenda item and attachments, related documents and all minutes be retained in confidence until Wastewater Commitment Deeds have been executed by both parties over all of the greenfields sites shown in attachment 2 and the procurement of all stage 1 works has occurred, or such lesser period as may be determined by the Chief Executive Officer, and that this order be reviewed every 12 months.

Seconded Councillor Seager

CARRIED
OM20210607.26

MEETING DECLARED CLOSED AT 10.29PM

MAYOR

DATE