CM13.7. Contract 25/02428 - Thurgoona Link Road Stage 5 Reconstruction and Water Main

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CONFIDENTIAL	No		
FURTHER ENQUIRIES	Andrew Lawson City Projects	**PHONE**	6023 8111
AUTHOR	Vaisakh Harikumar		

Purpose of Report

To recommend to Council a preferred contractor for Contract No. 25/02428 - Thurgoona Link Road Stage 5 Kerr Road Reconstruction and Water Main Upgrade, through a qualitative and quantitative assessment.

Background

AlburyCity is committed to maintaining its infrastructure and providing the community with improved roads and pedestrian facilities across the Local Government Area.

The Thurgoona Wirlinga Growth Precinct is one of Albury's fastest-growing regions, planned to accommodate up to 50,000 residents over the next 50 years. To support this growth, AlburyCity is investing in critical road and water infrastructure to service new residential estates and improve regional connectivity.

Due to the ongoing residential development at Kerr Road, and within the Brooklyn Field Estate, there is a pressing need to upgrade the existing road and associated services to meet modern design standards and accommodate the expected increase in traffic volumes.

The proposed works involve the reconstruction of Kerr Road between Thurgoona Drive and Woolshed Creek, including the reconstruction of the temporary gravel access road providing entry to Brooklyn Fields Estate. The project also includes the installation of a new trunk water main, forming part of a broader network that will deliver high-quality water supply to the Thurgoona Wirlinga growth area.

In the future, Kerr Road will provide an important connection to the Hume Freeway for northbound motorists via Davey Road, and an east-west link from Elizabeth Mitchell Drive to Kerr Road, thereby reducing congestion within surrounding residential streets.

Procurement Objectives

The objectives of this procurement activity are strategic in nature. The planned outcomes seek to address the following considerations that align to the themes within AlburyCity's Community Strategic Plan – *Towards Albury 2050*:

- **Social Impact** – *Towards Albury 2050*, Outcome 1.2.1 *"Effectively plan, upgrade and maintain our network of roads, bridges, bike networks, footpaths, walkways and street lighting"*.

  The project supports population growth in the Thurgoona Wirlinga area by providing modern and resilient infrastructure. By improving the connection between the Thurgoona Wirlinga Growth Precinct, and ultimately the Hume Freeway, the project will provide major road access to the new residential estates. The addition of new footpaths, lighting, and safety barriers will also enhance pedestrian and cyclist safety.

- **Economic Impact** – *Towards Albury 2050*, Outcome 1.1 "*Albury is a vibrant city, providing high-quality sustainable infrastructure, industry-leading services, and amenities*".

  The project will support sustainable population growth and residential development by delivering essential infrastructure that enables future expansion and strengthens AlburyCity's integrated transport and utility networks.

Scope

The proposed work at Kerr Road is from the intersection of Thurgoona Drive to the link road at Woolshed Creek. The scope of the work is summarised below:

- 1,640 lineal metres of road reconstruction, including new kerb, pavements and asphalt surface;
- Construction of approximately 1,276 lineal metres of 600 diameter and 450 diameter water main;
- Removal and replacement of existing box culverts across Woolshed Creek;
- Installation of concrete footpaths, stormwater drainage, concrete sleeper retaining wall and associated works;
- Installation of bicycle safety fence and road safety barrier;
- Installation of electrical lighting;
- Removal and replacement of existing splitter islands at Hopwood Road and Springview Drive;
- Associated line marking and signpost installation; and
- Removal of vegetation as per the Review of Environmental Factors (REF) (see Attachment 1).

Invitation to Tender

Tenders were invited for Contract No. 25/02428 and advertised in the Border Mail, Sydney Morning Herald and on Tenderlink. Tenders closed at 12 noon on 6 November 2025.

The contract duration is estimated at 30 weeks and will be completed in the 2025/26 and 2026/27 financial years.

The Council budget allocation for the project is $8.14M (including GST) across three budget years, one for road (General Fund - GF) and one for water main (Water Fund - WF).

	2025/2026 Budget Year	2026/2027 Budget Year	Sub-Total
Road Reconstruction (GF)	$4.07M	$1.87M	$5.94M
Water Main Upgrade (WF)	$1.1M	$1.1M	$2.2M
Total Budget			**$8.14M**

Tender Close

At the close of tenders, submissions were received from the following companies in alphabetical order:

- AP Delaney & Co (Albury, NSW);
- Excell Gray Bruni Pty Ltd (Wodonga, VIC);
- Hutchinson Civil Pty Ltd (Lavington, NSW); and
- Winslow Constructors Pty Ltd (Wodonga, VIC).

All tenders were received and evaluated in accordance with the local government legislation of NSW, and Council's Social and Sustainable Procurement Policy and Guidelines.

The assessment panel for the tender comprised of Project Manager - Brendan Tracey, Project Engineer - Vaisakh Harikumar, Sourcing Coordinator - Paul Dwyer, Team Leader Design - Scott Donders and Team Leader Project Delivery - Miguel de Oliveira.

Conformity Check

A conformity assessment was undertaken to ensure all submissions received were in accordance with the contract documentation and specification.

Company	Schedules returned with supporting information	WHS & Insurance Documentation accepted	Conformity Status
Excell Gray Bruni Pty Ltd	Yes	Yes	Conforming
AP Delaney & Co	Yes	Yes	Conforming
Hutchinson Civil Pty Ltd	Yes	Yes	Conforming
Winslow Constructors Pty Ltd	Yes	Yes	Conforming

As indicated above, all submissions were assessed as conforming tenders, and companies are WHS registered with Council, or could demonstrate they could attain this registration.

Qualitative Assessment (Non-price aspects)

A qualitative assessment considered a range of criterion including:

- **Experience** – relevant experience in performing same or similar projects; developing experience including research and innovation;

- **Methodology/program of work** – work methods, project/scope understanding, proposed materials, staging, and program;
- **Capacity** – availability of resources, current and future commitments and workload;
- **Capability** – skills, specialisation, certification, business systems to deliver required goods/services/works, contract management capabilities; and
- **Benefit to the region and Australian manufacturing** – local impact on social, economic and community outcomes to benefit the Albury/Wodonga region and Australian producers.

Company	Experience (30%)	Methodology/ Program (30%)	Capacity (20%)	Capability (10%)	Local Benefit (10%)	Total (100%)
Excell Gray Bruni Pty Ltd	29	26	18	8	8	89
AP Delaney & Co Pty Ltd	26	26	17	8	7	84
Hutchinson Civil Pty Ltd	25	20	16	8	7	76
Winslow Constructors Pty Ltd	17	13	13	7	6	56

Excell Gray Bruni Pty Ltd is a locally based company (Wodonga, VIC) and has extensive experience across a wide range of civil infrastructure projects.

Their current work commitments include Taxiway Alpha for AlburyCity (anticipated completion March 2026), projects for Wilson Transformer Company (anticipated completion January 2026) and East Bandiana Defence (anticipated completion March 2026). Considering their current commitments, and the size of the company, the panel assessed that should Excell Gray Bruni Pty Ltd be awarded the contract, they possess the required capacity to undertake the project.

Referees indicated that Excell Gray Bruni Pty Ltd typically meets all project milestones and demonstrates excellent time management. The contractor can utilise and allocate resources within all projects that they deliver, resulting in good outcomes with minimal disruption to relevant stakeholders. They also manage environmental and safety matters well on site.

Excell Gray Bruni Pty Ltd is a reliable civil contractor with strong experience in public and private infrastructure projects. AlburyCity has successfully engaged the company on multiple road projects. They have consistently demonstrated excellent time management, milestone achievement, and quality outcomes. Both internal and external reviews of their performance are positive. Notable projects the company have completed for AlburyCity include the Albury Riverside Precinct, Ernest Grant Park, the Thurgoona Drive and Evesham Place Intersection Upgrade and the Centaur Road Reconstruction. Excell Gray Bruni Pty Ltd demonstrated exceptional performance in the delivery of these projects.

Exell Gray Bruni Pty Ltd submitted a 22-week works program, which is the shortest of all submissions received and less than Council's estimated timeframe. The contractor also provided a comprehensive construction methodology that clearly demonstrates their understanding of the project scope and has a logical sequence of activities.

Excell Gray Bruni Pty Ltd nominated that 100% of materials, specialist plant and equipment, labour and subcontractors will be sourced in the region, with most project activities completed using the company's direct employees. The company also listed several community groups, sporting groups and events which they sponsor. They have also indicated that this procurement activity will provide them the opportunity for ongoing training of their recently engaged Cadet Engineer, who will be involved in this project.

AP Delaney & Co Pty Ltd is a local company (Albury, NSW) and has undertaken a wide range of civil infrastructure projects in the local area. The company has previously completed numerous projects for AlburyCity, including three similar projects (Taxiway Charlie, Taxiway Bravo, and Northeast Apron rebuild) all at the Albury Airport.

Current work commitments include a new subdivision at Brooklyn Fields Estate Stages 6–7 (anticipated completion April 2026), the Albury Hospital redevelopment (anticipated completion December 2026) and Dean Street apartments (anticipated completion December 2026). Based on the submission, the panel assessed that, should AP Delaney & Co Pty Ltd be awarded this contract, they would have sufficient capacity to deliver this project.

Referee information indicated that AP Delaney & Co Pty Ltd is a capable and cooperative contractor that delivers projects to a high standard. AlburyCity has worked extensively with the company on major infrastructure projects, all of which were completed on time and to specification. The company is ISO-certified across quality, environmental, and safety management systems, and is widely recognised in the Albury-Wodonga region for their professionalism and reliability.

The submission provided by AP Delaney & Co Pty Ltd included a construction methodology and detailed construction program. The methodology addressed all key elements of the project and was consistent with the required staging of construction. The construction program also included a logical work breakdown addressing all activities. The program indicates a construction duration of 35 weeks, which is slightly longer than Council's estimated timeframe.

The company indicated that should they be awarded this tender, 100% of materials and labour would be sourced locally. AP Delaney & Co Pty Ltd provides sponsorship to numerous local community groups and sporting clubs.

Hutchinson Civil Pty Ltd is a locally based company (Lavington, NSW) with experience in a variety of civil works for both public and private clients within the region.

The contractors current work commitments include Pioneer Park Stages 3-5 for L and L Projects (anticipated completion December 2025), Jindera Floodway for Greater Hume Council (anticipated completion January 2026), Butler Halls Demolition for Joss Construction (anticipated completion December 2025), and Scots School Albury for Zauner (anticipated completion February 2026). Due to their current commitments nearing completion, it was concluded that, should Hutchinson Civil Pty Ltd be awarded this contract, they would have sufficient capacity to deliver this project.

Referee information suggests that Hutchinson Civil Pty Ltd is a capable and highly cooperative contractor who delivers quality products. They can identify areas for improvement and are fair and reasonable with respect to contract variations and claims.

AlburyCity's previous engagements with Hutchinson Civil Pty Ltd on similar projects, including the Keene Street Reconstruction Stage 2, have been positive and all projects have been undertaken to a high standard.

Hutchinson Civil Pty Ltd has proposed a 26-week works program and submitted a basic methodology outlining the key components of the project. Their methodology highlighted that work will be completed in three stages however, the staging has significant impact on traffic management and community engagement.

Hutchinson Civil Pty Ltd indicated that for this procurement activity, all materials, labour, plant, and equipment would be sourced from the local region, however their nominated stabilisation subcontractor is not local. The company also sponsors local community and sporting clubs.

Winslow Constructors Pty Ltd is a civil construction company based in Campbellfield VIC, with additional offices throughout the eastern seaboard, and locally in Wodonga. The company has extensive experience in civil construction and has previously completed an airport project at Mount Beauty, and various land developments across the region.

Nominated within the tender submission, the company's current work commitments include Leneva Valley Estate - Stage 2, Silverwood's Estate - Stage 9B and 9C, and various other subdivision projects. Based on the company's nominated current commitments and available resources, the assessment panel deemed that, should Winslow Constructors Pty Ltd be awarded this tender, they would have sufficient capacity to undertake the project.

Referee information indicated that Winslow Constructors Pty Ltd is capable and cooperative. The company has not completed any previous projects for Council.

Winslow Constructors Pty Ltd submitted a 46-week works program but did not provide a detailed construction methodology. The tender submission also lacked specific information regarding traffic staging and maintaining property access, as requested in the tender documentation. The contractor's methodology and program failed to demonstrate a full understanding of the project's requirements.

The company indicated that, should they be awarded this tender, most of the labour and materials would be sourced locally. Winslow Constructors Pty Ltd provides sponsorship to a local sporting club.

From the information provided, all companies demonstrate they have the required management systems, experience, capacity, plant and equipment, resources and availability to provide AlburyCity with a quality product.

Quantitative Assessment (Pricing)

The contract was issued seeking a project lump sum tendered by suppliers to complete the project.

The tendered prices and ratings relative to the lowest price are tabulated below for the full contract term.

Company	Estimated Contract Value (incl GST)	Rating (100)
Excell Gray Bruni Pty Ltd	$7,238,557	100
Hutchinson Civil Pty Ltd	$7,425,000	97
AP Delaney & Co	$8,225,800	88
Winslow Constructors Pty Ltd	$8,974,927	81

The budget allocation for the project is $8.14M (including GST) across the 2025/26 and 2026/27 budget years, with two submissions being within the allocated budget.

As detailed above, the submission from Excell Gray Bruni Pty Ltd was the most favourable from a cost perspective, being $186K (3%) more favourable than Hutchinson Civil Pty Ltd, $987K (14%) more favourable than AP Delaney & Co and $1,736K (24%) more favourable than Windslow Constructors Pty Ltd.

Risk

- **Business Risk** – financial risks during construction are possible if latent/unknown conditions are encountered. Risks during construction have been mitigated through an extensive site investigation, which informed detailed requirements within the contract.

- **Corporate Risk** – the works are proposed on Kerr Road, a key link within the Thurgoona Wirlinga growth area, providing access for the community, businesses, and service providers. While the project is highly visible and strategically important to the ongoing development of the area, no significant corporate risks have been identified. Completion of the works will support continued growth and aligns with AlburyCity's commitment to a prosperous community. Accordingly, the corporate risk associated with this project is assessed as low.

- **WHS and Public Risk** – WHS risks due to the construction works will be controlled in accordance with AlburyCity procedures. The contractor will be WHS registered with AlburyCity and will be required to implement relevant Safe Work Method Statements and undergo safety inspections.

- **Environmental Risk** – a REF has been undertaken for this project to identify any environmental risks and suitable measures to mitigate them (Attachment 1). As part of the REF, an Archaeological Assessment and Aboriginal Cultural Heritage Assessment were undertaken. Collectively, it was determined that all predicted environmental and cultural heritage impacts can be avoided, mitigated and/or managed such that the proposal would not lead to significant impacts. Due to the comprehensive environmental and archaeological investigation completed, and the non-intrusive method of construction employed for most of the project, the risk is considered low.

- **Four-Year Delivery Program or General Program Risk** – standard risks associated with construction are possible, including delays due to inclement weather and changes due to latent/unknown construction issues. Notwithstanding, the work site is a constructed environment with existing drainage and pavement which will provide good access, minimising potential delivery risk. Extensive site investigations have been undertaken during the design and planning phase, with results indicating the risk to delivery is low.

Engagement

The project is consistent with various themes within the *Towards Albury 2050* Community Strategic Plan, which has undergone extensive community consultation prior to adoption.

The project aligns with several outcomes contained within *Towards Albury 2050* including:

1.1 Albury is a vibrant city, providing high-quality sustainable infrastructure, industry-leading services and amenities.
1.1.1 Encourage sustainable residential and commercial development.

1.2 Albury has an accessible, integrated transport network that connects our city through safe and efficient travel options.
1.2.1 Effectively plan, upgrade and maintain our network of roads, bridges, bike networks, footpaths, walkways and street lighting.

The project was subsequently included in the 2025/26 and 2026/27 Delivery Program, which was endorsed by Council following extensive community consultation.

Summary

The scoring for the qualitative and quantitative assessment is summarised in the following table:

Company	Qualitative (Non-price Score)	Quantitative (Price Score)
Excell Gray Bruni Pty Ltd	89	100
Hutchinson Civil Pty Ltd	76	97
AP Delaney & Co	84	88
Winslow Constructors Pty Ltd	56	81

From the qualitative assessment, all companies have the required management systems, experience, resources and availability to successfully undertake this project.

From a quantitative perspective the submission from Excell Gray Bruni Pty Ltd was assessed as being the most favourable. The submission was between $186K (3%) and $1,736K (24%) more favourable than the other submissions.

Therefore, based on the qualitative and quantitative assessments, it is deemed that the submission from Excell Gray Bruni Pty Ltd provides the best value and the lowest risk for Council to deliver this project.

Conclusion

Council invited tenders for Contract No. 25/02428 - Thurgoona Link Road Stage 5 Kerr Road Reconstruction and Water Main Upgrade, and received four submissions.

With the ongoing residential development at Kerr Road, there is a pressing need to upgrade the existing road and associated services to meet modern design standards and accommodate the expected increase in traffic volumes.

A quantitative and qualitative assessment indicated that Excell Gray Bruni Pty Ltd was the most favourable submission. Their tendered price of $7,238,557.26 (including GST) is within the budget allocation of $8.14M (including GST).

Recommendation

That Council, pursuant to Section 178 (1)(a) of the *Local Government (General) Regulation 2021* NSW, resolves to accept the tender from Excell Gray Bruni Pty Ltd, and award Contract 25/02428 - Thurgoona Link Road Stage 5 Kerr Road Reconstruction and Water Main Upgrade, for the tendered lump sum price of $7,238,557.26 (including GST).

Attachments

1. Review of Environmental Factors Report (DOC25/321220).
2. Locality Plan – Kerr Road (DOC25/321214).