



## STAFF REPORT ACTION REQUIRED

### **Contract Award for Tender Call No. 130-2016, F.G. Gardiner Expressway Eastbound, Lower Simcoe Street (York/Bay/ Yonge) Off-Ramp and Harbour Street Improvements**

<b>Date:</b>	June 3, 2016
<b>To:</b>	Public Works and Infrastructure Committee
<b>From:</b>	Executive Director, Engineering & Construction Services Director, Purchasing and Materials Management Division
<b>Wards:</b>	Ward 20 – Trinity-Spadina Ward 28 – Toronto Centre-Rosedale
<b>Reference Number:</b>	P:\2016\Cluster B\TEC\PW16023 (AFS # 22991)

### **SUMMARY**

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The purpose of this report is to seek authority to award Tender Call No. 130-2016, Contract No. 16ECS-TI-06BE, for the construction of the Lower Simcoe Street off-ramp from the eastbound F.G. Gardiner Expressway and improvements on Harbour Street between Lower Simcoe Street and Bay Street to Grascan Construction Ltd. in the amount of \$29,900,000 net of all applicable taxes and charges (\$30,426,240 net of HST recoveries).

### **RECOMMENDATIONS**

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**The Executive Director of Engineering & Construction Services and the Director of Purchasing and Materials Management recommend that:**

1. The Public Works and Infrastructure Committee, in accordance with Section 195-14C of the Toronto Municipal Code Chapter 195 (Purchasing By-Law), grant authority to award Tender Call No. 130-2016, Contract No. 16ECS-TI-06BE, "F.G. Gardiner Expressway Eastbound – Lower Simcoe Street Off-Ramp and Harbour Street Improvements" to Grascan Construction Ltd. in the amount of \$29,900,000 net of all applicable taxes and charges (\$30,426,240 net of HST recoveries) having submitted the lowest compliant bid and meeting the specifications in conformance with the tender requirements.

## Financial Impact

The total amount of the award for Tender Call No. 130-2016, Contract No. 16ECS-TI-06BE, "F.G. Gardiner Expressway Eastbound – Lower Simcoe Street Off-Ramp and Harbour Street Improvements" is \$29,900,000 net of all applicable taxes and charges (\$30,426,240 net of HST recoveries), and \$33,787,000 including all applicable taxes and charges. The engineering estimate for this contract was \$36,484,103 including all applicable taxes (\$32,855,064 net of HST recoveries).

Funding is included in the 2016 – 2025 Capital Budget for Transportation Services. Funding details are provided below (net of HST recoveries):

Account Code	Description	2016	2017	2018	Total (Net HST Recoveries)
CTP814-56-03	16ECS-TI-06BE LOWER SIMCOE OFFRAMP	\$6,000,000	\$24,400,000	\$26,240	\$30,426,240
Total					\$30,426,240

The Deputy City Manager & Chief Financial Officer has reviewed this report and agrees with the financial impact information.

## DECISION HISTORY

At its meeting on July 26, 2008, Council authorized the General Manager of Transportation Services to undertake a Class Environmental Assessment Study to examine potential modifications to York/Bay/Yonge Streets eastbound off-ramp and the Bay Street eastbound on-ramp of the Gardiner Expressway in order to support and enhance improvements in the pedestrian realm proposed in the York Street and Bay Street Pedestrian Promenade Plans, and to improve cycling connections, public spaces and parks. The Council decision can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2008.EX22.2>

At its meeting of August 25 – 27, 2010, Council approved the York/Bay/Yonge Interchange Reconfiguration - Municipal Class Environmental Assessment and authorized the General Manager of Transportation Services to issue a Notice of Completion and to file the Environmental Study Report for the "Modifications to York/Bay/Yonge Ramps to the Gardiner Expressway – Class Environmental Assessment Study". The Council Report associated with this approval can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.PW35.12>

At its meeting of July 11-13 2012, Council authorized an amendment to the "York/Bay/Yonge Interchange Reconfiguration Environmental Assessment Study" to exclude the north-south street between Queens Quay West and Harbour Street, east of York Street. The Council decision can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PW16.1>

At its meeting on July 8, 2014, Council approved an increase in the 2014 Capital Budget for Transportation Services to fund the procurement of the detailed design for the "F.G. Gardiner Expressway – York/Bay/Yonge Off-ramp Reconstruction." The funding for the increase was Section 37 funds secured for the developments at 90 Harbour Street and 1 York Street. These developments are located at the north-east and north-west corners of Harbour and York Streets, respectively, and benefit from the widening of Harbour Street between Lower Simcoe and Bay Streets. The Council decision can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.MM54.5>

At its meeting of January 21, 2015, the Bid Committee awarded "Request for Proposal No. 9117-14-5073 to MMM Group Limited for Professional Engineering Services for the detailed design for the "F.G. Gardiner Expressway – York/Bay/Yonge Off-Ramp Reconstruction". The Bid Committee Report associated with this award can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.BD8.5>

At its meeting of December 9, 2015, Council authorized the Director, Real Estate Services, to continue discussions with the owners of certain lands forming part of the condominium property known municipally as 228-230 Queens Quay West and certain lands located to the north (rear) of the condominium properties known municipally as 250-270 Queens Quay West. These lands are required for the reconstruction and realignment of the F.G. Gardiner Expressway's York/Bay/Yonge off-ramp with a new ramp to Lower Simcoe Street. City Council also authorized the initiation of the expropriation process for the above-noted lands, if expropriation was deemed necessary to avoid jeopardizing the construction schedule for the York/Bay/Yonge project. The Council decision on this authorization can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.GM8.19>

## ISSUE BACKGROUND

The existing off-ramp leading from the eastbound F.G. Gardiner Expressway to York, Bay and Yonge Streets (the York/Bay/Yonge off-ramp) is shown in Attachment A to this report. The exit from the eastbound Expressway to the York/Bay/Yonge off-ramp is located approximately mid-way between Rees Street and Lower Simcoe Street and is parallel with and south of Harbour Street to the east. The ramp, which was originally constructed at the time that the Expressway was built (1960s), carries two lanes of traffic, with shoulders on both sides. The ramp separates into two branches east of York Street. The north branch continues to Bay Street. The south branch turns in a spiral loop to York Street. The ramp slopes downward at approximately 0.3 percent to Lower Simcoe Street, 0.5 percent to York Street and 4.5 percent to Bay Street.

In the early 2000s, the City completed a number of studies and investigations, including the Central Waterfront Secondary Plan (2003), the Central Bayfront Ramp Study, and the Central Waterfront Secondary Plan, which identified the benefits of modifying the road network in the vicinity of the F. G. Gardiner Expressway York, Bay and Yonge Streets eastbound off-ramps and Bay Street on-ramp to improve conditions for pedestrians and cyclists, and to enhance the urban fabric of the area. The need to make changes to the original (1960s) Expressway ramps was attributed to the increasing volumes of pedestrian, cyclist, and vehicular activity in the central waterfront area, along with extensive development and further planned intensification, which in combination necessitated a re-evaluation of the road system so as to preserve its operational integrity while improving conditions for all users.

To determine the preferred changes to be made, the City undertook a Class Environmental Assessment Study to examine potential modifications to York/Bay/Yonge Streets eastbound off-ramp. The study, which was finalized and adopted by Council in 2013, recommended replacement of the existing York/Bay/Yonge ramp with a new single, three lane eastbound off-ramp terminating at Lower Simcoe Street. The new three lane ramp would:

- Increase intersection capacity,
- Reduce vehicle queuing; and,
- Improve safety by providing wider shoulders that meet current safety, operational and design standards.

Attachment B presents the recommended changes to the York/Bay/Yonge Streets eastbound off-ramp, which reconfigures the eastbound off-ramps to a single shorter direct off-ramp to Harbour Street at Lower Simcoe Street. The shorter ramp will allow exiting motorists to turn right or left from Harbour Street to Lower Simcoe Street, York Street, Bay Street, and Yonge Street. The recommended change also includes the widening of Harbour Street from Lower Simcoe Street to Bay Street. The changes will improve traffic mobility within the area and at the same time free up road space, sidewalks and open space to enable improvements to the public realm. In particular, the reconfiguration will allow for an improved design and greater use of the York Street Park (located under the existing off-ramp).

A feature of the new ramp is an at-grade intersection at Lower Simcoe Street. The existing off-ramp drops down to grade at York Street and at Bay Street. The new off-ramp at this location will be much shorter, dropping down to grade at Lower Simcoe. To accommodate this feature, a maximum ramp slope of 8% is required. To maintain the off-ramp in a safe operational condition during the winter months, an ice prevention (de-icing) system will form part of the structure. The de-icing system is a proven technology, and was first installed in Canada in 2000 on the Highway 401 eastbound flyover to Highway 416 northbound. The flyover was originally opened to traffic in 1999; however, 14 collisions were reported during the first winter. After the installation of the de-icing system, no further winter collisions were reported. Since then, the de-icing system has been installed at 11 other locations in Canada; and there are 15 such installations in the United States. The de-icing system will be the first installation of its kind in the City.

Another benefit of the new ramp configuration is that it provides sufficient right-of-way on Harbour Street to create an additional eastbound through lane (including a shared right turn lane at the intersections) from Lower Simcoe Street to Bay Street. As such, Harbour Street will become a four-lane corridor between York Street and Bay Street.

In late 2014, the City retained an engineering consultant through a competitive procurement process to provide professional services to prepare the detailed design and tender documents. In early 2015, work began on the design for the reconfiguration of the F.G. Gardiner Expressway Eastbound, Lower Simcoe Street Off-Ramp and Harbour Street Improvements.

During the design phase, the City completed the *Lower Yonge Transportation Master Plan and Lower Yonge Urban Design Report*, which identified the need to improve Harbour Street from Lower Simcoe Street to Bay Street. The specific improvements include improved alignment from Lower Simcoe Street to Lower Jarvis Street, an additional lane on Harbour Street to be constructed in the space formerly occupied by the piers supporting the ramp and extending from the eastern limit of Lake Shore Boulevard to Bay Street, and streetscaping of Harbour Street including the installation of concrete pavers and planters.

In order to incorporate the realignment of the Martin Goodman Trail adjacent to the widened structure of the new off-ramp, the need for additional property outside the City's right-of-way was identified. The additional property is located on the south side of Lake Shore Boulevard, west of Lower Simcoe Street, corresponding to street addresses at 230-238 and 250-270 Queens Quay West and the Rees Street Park. Negotiations to acquire the additional property began in September, 2015, with an expected completion date of November 2016.

The original construction schedule for the reconfiguration of the F.G. Gardiner Expressway Eastbound, Lower Simcoe Street Off-Ramp and Harbour Street Improvements contemplated a contract award date in early June 2016. So as not to delay the project, it was determined that construction would be awarded under a single contract but delivered in two (2) phases: the first phase for construction would occur on the

existing City property; and, the second phase would commence once the additional property was acquired.

Tender Call No. 130-2016, Contract No. 16ECS-TI-06BE, "F.G. Gardiner Expressway Eastbound – Lower Simcoe Street Off-Ramp and Harbour Street Improvements" was issued by the Purchasing & Materials Management Division (PMMD) and was advertised on the City's website on March 31, 2016.

PMMD, at its Public Opening held on May 5, 2016, opened the following bids for Tender Call No. 130-2016, Contract No. 16ECS-TI-06BE, "F.G. Gardiner Expressway Eastbound – Lower Simcoe Street Off-Ramp and Harbour Street Improvements":

<b>Bidders</b>	<b>Price Complete Including all Applicable Taxes and Charges</b>
Grascan Construction Ltd.	\$33,787,000

## **COMMENTS**

The above Tender Call No. 130-2016 was advertised for five weeks, which is the typical length of time to advertise a project of this complexity and size. During that time, 25 contractors (including 10 General Contractors) picked up the Tender package. Grascan Construction Ltd. was one of the General Contractors, and the only contractor to submit a bid for the project.

Purchasing & Materials Management staff contacted the other 9 General Contractors that had picked up the above Tender package to find out why they had chosen not to submit a bid. The majority of the General Contractors responded to PMMD staff that there was insufficient time to submit a competitive bid and that their bidding resources were fully utilized preparing bids for other tenders.

The Tender documents submitted by the recommended bidder for Tender Call No. 130-2016, Contract No. 16ECS-TI-06BE, were reviewed by Engineering & Construction Services and were found to be in conformance with the Tender requirements.

Grascan Construction Ltd. is therefore recommended for the award of Tender Call No. 130-2016, Contract No. 16ECS-TI-06BE.

ECS staff found the price of the recommended bidder of \$33,787,000 including all applicable taxes and charges to be 7.4% lower than the pre-tender engineering estimate of \$36,484,103 including all applicable taxes and charges.

The Fair Wage Office has reported that the recommended bidder has indicated they have reviewed and understand the Fair Wage Policy and Labour Trades requirements and the recommended bidder has agreed to comply fully.

To accommodate acquisition of the additional properties needed for the project, Tender Call No. 130-2016, Contract No. 16ECS-TI-06BE, requires that the work be carried out in two phases, with a winter shut-down in between:

Phase 1 (mid-July 2016 to December 2016): this phase involves constructing part of the foundations and substructure of the new ramp. Work will take place under the existing ramp with no long-term closures of the Gardiner Expressway or Lake Shore Boulevard. Temporary lane closures during off-peak hours on eastbound Lake Shore Boulevard will be required.

Phase 2 (mid-April 2017 to December 2017): this phase involves completing the foundations and substructure of the new ramp, demolishing the existing York/Bay/Yonge ramp and widening Harbour Street from three lanes to four lanes. The additional lane on Harbour Street will be constructed in the space formerly occupied by the piers supporting the ramp and will extend from the eastern limit of Lake Shore Boulevard to Bay Street. Streetscaping of Harbour Street will include the installation of concrete pavers and planters. During Phase 2, the eastbound curb lane of the Gardiner Expressway near the York/Bay/Yonge ramp will be closed, and Lake Shore Boulevard and Harbour Street east of Lower Simcoe Street will be reduced to two lanes of traffic.

The contract specifies that Phase 2 cannot be started before April 2017, and the start is contingent on the property acquisition. The April 2017 start date provides a buffer of approximately five (5) months beyond the anticipated date when the property is expected to be acquired to account for possible delays and still maintains the original construction completion date of December 2017. Restoration of the landscaping for the York Street Park will be undertaken in May 2018 as part of this contract, after the road works have been fully completed and after the winter season, to ensure appropriate conditions for the required work.

To reduce traffic disruption and congestion, the contract specifies that the Contractor will:

- Make every effort to ensure that the duration between the closure of the existing ramp and the opening of the new Lower Simcoe Street ramp is minimized;
- Ensure the duration of the closure will be only as long as is required to demolish the existing ramp, construct the new ramp and widen Harbour Street; and,
- Open the new Lower Simcoe Street ramp and four lanes of Harbour Street between Lower Simcoe Street and Bay Street to vehicular traffic no later than 164 calendar days after the closure of the existing York/Bay/Yonge off-ramp (e.g., if the ramp is closed in mid-June, then the new ramp must be opened to traffic no later than early December).

To accomplish the above, full weekend closures of the Harbour Street intersections at Lower Simcoe Street and York Street will be required to safely remove the overhead spans of the York/Bay/Yonge off-ramp. In addition, the Contractor may request to work extended hours, including 24 hours a day, 7 days a week, as required to complete the project within the prescribed timelines and with the pre-approval of the City.

A Pre-Construction Notice was issued to the public, Councillors and local Business Improvement Areas on June 1<sup>st</sup>, 2016, advising road users to expect delays and increased traffic. The Pre-Construction Notice explains the traffic management in the area during construction, which will include signs and revised traffic signal times. As with all other ECS projects, shortly before construction begins, a notice of construction will be communicated to the local councillor(s) and local communities confirming details of the project, including traffic and travel disruption mitigation measures.

This report was prepared in consultation with staff from Transportation Services.

## **CONTACT**

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## **SIGNATURES**

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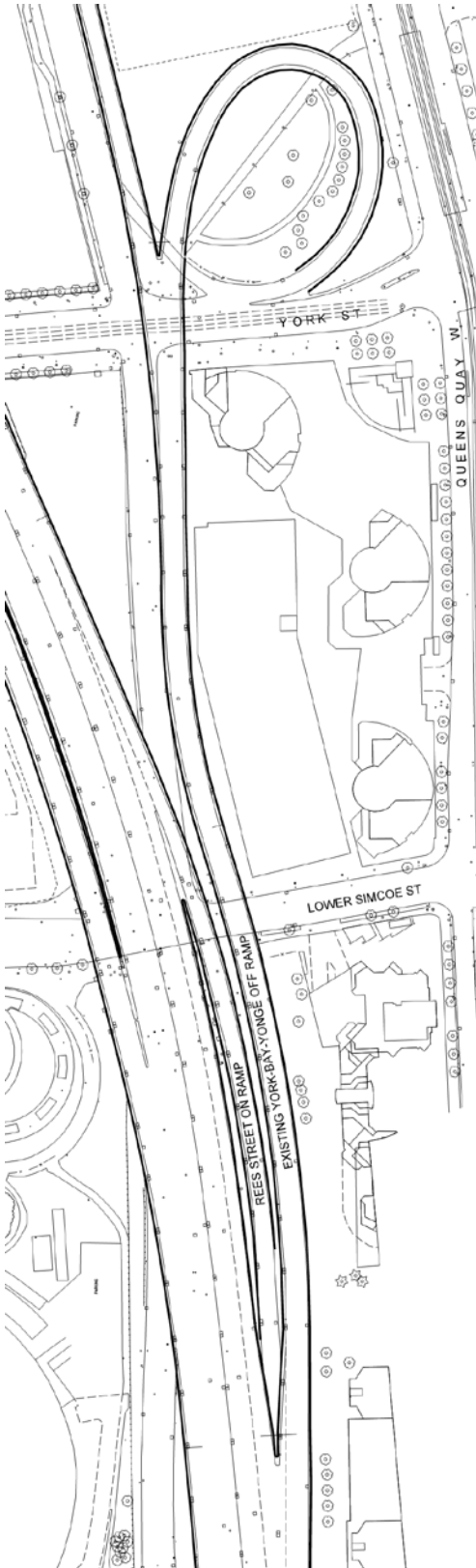
Attachment A: Existing York/Bay/Yonge Off-Ramp from Eastbound F.G. Gardiner Expressway

Attachment B: Design for Reconfiguration of the York/Bay/Yonge Off-Ramp



# PW14.5 - Attachment A

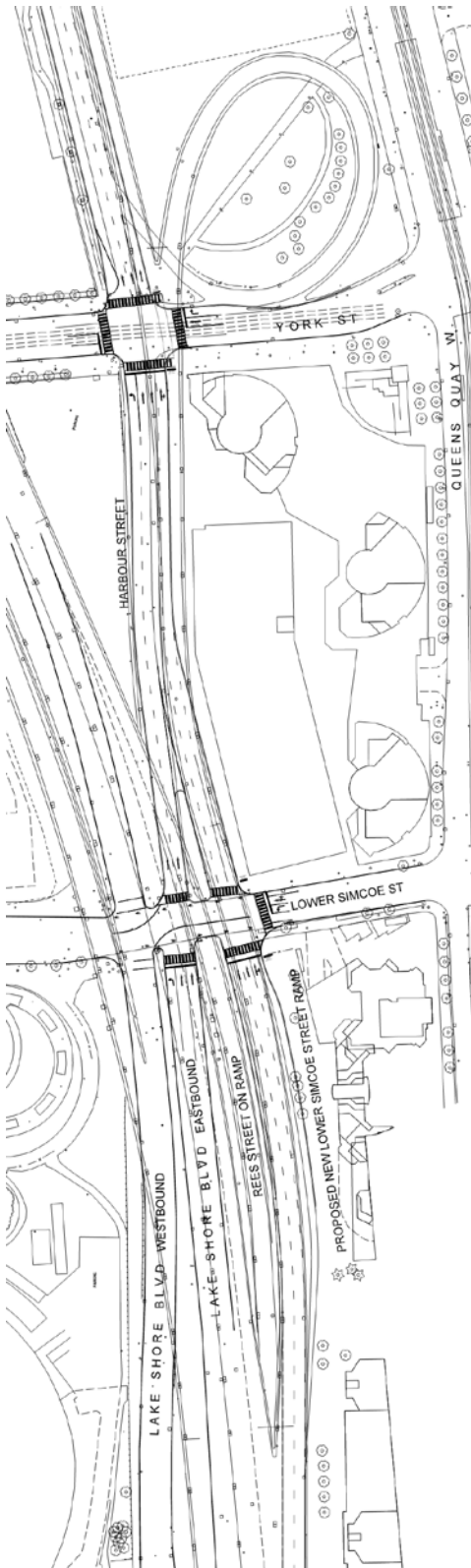
## Attachment A



Existing York-Bay-Yonge Off-Ramp from Eastbound F.G. Gardiner Expressway

# PW14.5 - Attachment B

## Attachment B



**Design for the Reconfiguration of the York/Bay/Yonge Off-Ramp**