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F.G. Gardiner Rehabilitation Program: 2023-2032 Capital Budget & Plan

Issue / Background:

There has been much discussion about Transportation Services' 2023 to 2032 Capital Budget and Plan funding request for "TS013 F.G. Gardiner Rehabilitation Program" of \$1.89 billion.

Deputy Mayor McKelvie has requested City staff to provide the following information:

- A. Which projects are being funded through this budget request? How is this distributed along the 18km long expressway?*
- B. How much of this budget is allocated for implementation of the Gardiner East EA Hybrid 3 Option?*
- C. How much of this budget is currently committed?*
- D. What is the status of the implementation of the Hybrid 3 Option and how much money has been spent already?*
- E. What would be the impact of changing course on the Gardiner East EA if the Remove Option was now approved by Council?*

Key Points:

In 2014, City Council approved the Gardiner Expressway Strategic Rehabilitation Plan to address the state-of-good-repair (SOGR) needs of the Gardiner Expressway, the 18km roadway stretching from Highway 427 to the Don Valley Parkway. The Gardiner Expressway is over 60 years old and needs renewal. Rehabilitation is needed for both the 11km at-grade portion (Hwy 427 to Dufferin Street) as well as the 7km elevated portion (Dufferin Street to DVP) to ensure public safety and minimize costly interim repairs.

The budget for the Gardiner Expressway Strategic Rehabilitation Plan sits within the Transportation Services' 2023 to 2032 Capital Budget and was initially approved by City Council in 2014 and then amended in 2016 to add the implementation of the Council approved 2.4km Hybrid 3 Option for the Gardiner East EA (Jarvis Street to Logan Avenue). Of the 2.4km, 1.1km has already been replaced.

The Gardiner Expressway Strategic Rehabilitation Plan is a complex program of six projects that are illustrated in Figure 1: Gardiner Strategic Plan Rehabilitation Sections and include:

- Section 1: Jarvis Street to Cherry Street (Gardiner East EA-Section 1)
- Section 2: Dufferin Street to Strahan Avenue
- Section 3: Highway 427 to the Humber River
- Section 4: Grand Magazine to York Street
- Section 5: Jarvis to Logan (Gardiner East EA-Section 5)
- Section 6: Humber River to Dufferin Street

Implementation of the Gardiner East EA (council approved Hybrid 3 Option) is split into two (2) sections: Gardiner Section 1 (Jarvis to Cherry) and Gardiner Section 5 (Cherry to DVP). Construction of 1.1km Gardiner Section 1 was completed in 2021.

Figure 1: Gardiner Strategic Rehabilitation Plan Sections



Table 1: Gardiner Strategic Rehabilitation Plan Implementation 2023 to 2032 Budget

	(A) Contracts** (millions)	(B) Budget for Remaining Works (millions)	(A) + (B) = (C) 2023 to 2032 Capital Budget & Plan (millions)
State of Good Repair*			
2 Gardiner Section 2 (Dufferin to Strachan)	\$300		\$300
3 Gardiner Section 3 (Hwy 427 to Humber River)	\$25	\$345	\$370
4 Gardiner Section 4 (Grand Magazine to York)	\$25	\$345	\$370
6 Gardiner Section 6 (Humber River to Dufferin)		\$50	\$50
Sub-total (SOGR)	\$350	\$740	\$1090
Gardiner East EA*			
1 Gardiner Section 1 (Jarvis to Cherry)	Construction Completed	\$0	\$0
5 Gardiner Section 5 (Cherry to DVP)	\$148	\$650	\$798
Sub-total (EA)	\$148	\$650	\$798
Total	\$498	\$1390	\$1888

*Includes Capital Construction Costs and associated Professional Services

** Includes Awarded Contracts, "in-market" Contracts and "near-to-market" Contracts in 2023

Questions & Answers:

A. Which projects are being funded through this budget request? How is this distributed along the 18km long expressway?

The Gardiner Strategic Rehabilitation Plan implementation sections are shown in Figure 1; and the budget allocation for each section, is presented in Table 1. The 2023 Capital budget request of \$60 million is fully contracted.

B. How much of this budget is allocated for implementation of the Gardiner East EA Hybrid 3 Option?

As shown in Table 1 (Column C), \$798 million has been allocated for the continued implementation of the Gardiner East EA. Work includes realignment of the elevated Expressway from Cherry Street to the DVP, construction of new on-off ramps east of Cherry Street, reconstruction of Lake Shore Boulevard with public realm enhancements from Jarvis Street to Carlaw Avenue, and reconstruction of the Lake Shore Boulevard Bridge over the Don River/Keating Channel (currently under construction).

C. How much of this budget is currently committed?

As shown in Table 1 (column A), an estimated \$498 million is contracted (or soon to be contracted) with \$350 million for SOGR work west of Jarvis Street (Gardiner Sections 2, 3 and 4) and \$148 million for completion of the preliminary design and construction work of the Gardiner East EA (Section 5) currently underway.

D. What is the status of the implementation of the Hybrid 3 Option and how much money has been spent already?

About 1.1km of Hybrid 3 has already been constructed through Section 1 (Jarvis to Cherry). Further construction work, by Waterfront Toronto as part of the Portlands Flood Protection contract works, is underway. This includes removal of the Logan Avenue ramps, reconstruction of Lake Shore Boulevard from the Don Roadway to Carlaw Avenue and reconstruction of the Lake Shore Boulevard Bridge over the Don River/Keating Channel. Altogether, over \$500 million has been spent or committed implementing the City Council approved Hybrid 3 Option (Gardiner Sections 1 and 5) to date.

E. What would be the impact of changing course on the Gardiner East EA if the Remove Option was now approved by Council?

Changing course on the implementation of the Gardiner East EA, and pursuing the "Remove" Option which was previously considered would have the following consequences:

- I. Around \$340 million in throw-away costs for the recently completed rebuild of the elevated Section 1 between Jarvis Street and Cherry Street; and the engineering design work for Section 5 between Cherry Street and the DVP. Reverting to the "Remove" option in the EA would necessitate demolition of the newly completed Section 1 (Jarvis to Cherry).
- II. Any deviation from the currently approved Hybrid 3 option would require new design work. Given this, we are not able to say if any funds would be saved by reverting to the

"Remove" option, or if any funds would be available for reallocating that would not impact the delivery of the necessary state-of-good repair work.

- III. Require Ministerial direction on the opening of the previously approved EA and whether an EA amendment would be required.
- IV. If an EA amendment is required, based on the original Gardiner East EA experience, we could expect the EA amendment process to:
 - 1. Take up to three years (i.e. development of EA Alternative Solutions through to EA approval took from 2013 to 2017).
 - 2. Cost several million dollars (i.e. the Individual EA cost, including a second round to develop "Hybrid" solutions cost \$8.5 M total).
 - 3. Examine different options, some of which may have previously been considered and some of which could be new. Costs associated with implementing any new preferred option could potentially cost more than what has currently been budgeted due to:
 - a) Cost escalation due to delayed construction.
 - b) Additional interim repair costs between Cherry Street and DVP (Section 5), due to the delay, to keep the facility safe and operable until the construction could be undertaken.
 - c) Demolition of the newly constructed Expressway between Jarvis Street and Cherry Street (Section 1) if the new preferred option differs from the current alignment.
 - d) Potential impacts to the Port Lands Flood Protection work at the mouth of the Don River if there are changes to the Gardiner pier locations.
 - e) Potential modification of the Lake Shore Boulevard Bridge over the Don River/Keating Channel that is currently under construction.

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