

Award of Doc4932357916 to EllisDon Civil Ltd. for Rehabilitation of Kipling Avenue and Islington Avenue and three F.G. Gardiner Expressway Bridges (ID229, ID272, ID416, ID417, ID423) for Engineering and Construction Services

Date: February 14, 2025

To: General Government Committee

From: Chief Engineer and Executive Director, Engineering and Construction Services and Chief Procurement Officer

Wards: 3 (Etobicoke - Lakeshore)

SUMMARY

This report provides the results of the Request for Tender Doc4932357916, Contract Number 24ECS-BE-02GB, for the rehabilitation of the Kipling Avenue and Islington Avenue bridges over the F.G. Gardiner Expressway, the F. G. Gardiner Expressway bridges over Parklawn Road and Mimico Creek, and the westbound on-ramp over Mimico Creek (ID229, ID272, ID416, ID417, and ID423) and requests the authority to award the contract to EllisDon Civil Ltd., in the amount of \$59,376,943 net of all applicable taxes and charges (\$60,421,977 net of Harmonized Sales Tax recoveries), all in accordance with the terms, conditions and specifications contained in the Request for Tender document. Construction is expected to commence in March 2025 and be completed by November 2026, with a pause for the FIFA soccer tournament between May 2026 and July 2026.

This project will incorporate acceleration measures and congestion management tools from the current work on Section 2 of the Gardiner Expressway between Dufferin Street and Strachan Avenue, including early completion incentives; enabling crews to work up to 24 hours a day, seven days a week as required to meet the compressed construction timelines; as well as temporary turning lane modifications and other construction and traffic management measures.

This work is part of the planned rehabilitation for Section 3 of the Gardiner Expressway, which spans from Highway 427 to the Humber River. While full rehabilitation for this

section is currently scheduled for 2027 to 2031, condition assessments identified these five bridges as requiring repairs in advance of that timeline.

RECOMMENDATIONS

The Chief Engineer and Executive Director, Engineering and Construction Services, the Chief Procurement Officer, recommend that:

1. The General Government Committee, in accordance with Section 195-8.4A of Toronto Municipal Code Chapter 195 (Procurement By-Law), grant authority to award Request for Tender Doc4932357916, Contract Number 24ECS-BE-02GB, for the rehabilitation of the Kipling Avenue and Islington Avenue and F.G. Gardiner Expressway Bridges (ID229, ID272, ID416, ID417, and ID423) and enter into an agreement with EllisDon Civil Ltd., being the supplier with the lowest compliant bid meeting the specifications and requirements of Request for Tender, in the amount of \$59,376,943 net of all taxes and charges (\$60,421,977 net of Harmonized Sales Tax recoveries).

FINANCIAL IMPACT

The total value of the award of Contract 24ECS-BE-02GB, is \$59,376,943 net of all taxes and charges. The total cost to the City is \$60,421,977 net of Harmonized Sales Tax recoveries.

This Contract is categorized as State of Good Repair and is below the pre-tender estimate.

Funding is available within the 2025 Capital Budget and 2026-2034 Capital Plan for Transportation Services, as summarized in Table 1 below (net of Harmonized Sales Tax recoveries). Funding estimates for the remaining segments of the Gardiner Rehabilitation project will be updated through future budget processes based on further assessment and analysis on future contract award requirements.

Table 1: Financial Impact Summary of Recommended Contract Award

WBS Element	Description	Year	Total (Net of HST recoveries)
CTP122-08-52	F.G. Gardiner Rehabilitation	2025	\$8,211,844
CTP122-08-53	F.G. Gardiner Rehabilitation	2025	\$7,061,407
CTP122-08-54	F.G. Gardiner Rehabilitation	2025	\$906,153
CTP122-08-52	F.G. Gardiner Rehabilitation	2026	\$8,211,844
CTP122-08-53	F.G. Gardiner Rehabilitation	2026	\$7,061,407
CTP122-08-54	F.G. Gardiner Rehabilitation	2026	\$3,624,611
CTP122-08-55	F.G. Gardiner Rehabilitation	2026	\$2,014,848
CTP122-08-56	F.G. Gardiner Rehabilitation	2026	\$2,014,848
CTP122-08-57	F.G. Gardiner Rehabilitation	2026	\$2,014,848
CTP515-01-300	City Bridge Rehabilitation	2025	\$9,189,512
CTP515-01-301	City Bridge Rehabilitation	2025	\$10,110,655
Total			\$60,421,977

On November 26, 2023, the Province of Ontario and City of Toronto announced a New Deal to help achieve long-term financial stability and sustainability for the City, which includes the upload of the F.G. Gardiner Expressway and Don Valley Parkway to the Province subject to a third-party due diligence assessment.

As part of the New Deal, a Transfer Payment Agreement has been established, under which the Province of Ontario commits to fund the City of Toronto's stated operating and capital budget requirements for the duration of the due diligence process, covering 2024 and 2025. Upon completion of the upload process and the assets being formally

transferred, the Province of Ontario will assume full responsibility for the ongoing costs and funding associated with these assets in subsequent years.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

At its meeting on December 13, 2023, City Council adopted CC13.2 - Ontario-Toronto New Deal Agreement with amendments. The City Council Decision Document can be found at: <https://secure.toronto.ca/council/agenda-item.do?item=2023.CC13.2>

At its meeting on December 13, 14 and 15, 2016, in consideration of the report on the New Implementation Approach for the F.G. Gardiner Expressway Revised Strategic Rehabilitation Plan, City Council (a) authorized the Chief Engineer and Executive Director, Engineering and Construction Services, to proceed with the new approach for the implementation of the Revised Strategic Rehabilitation Plan for the F.G. Gardiner Expressway; (b) directed the General Manager, Transportation Services, to include the revised cash flows associated with the new approach to the implementation of the Revised Strategic Rehabilitation Plan for the F.G. Gardiner Expressway within the Transportation Services 20172026 Capital Budget. The report provided the proposed phasing of the rehabilitation for the Gardiner Expressway based on the current structural condition of the Expressway, incorporated proven techniques for mitigating the anticipated traffic congestion associated with this scale of construction, and provided the necessary additional technical information required to fully assess project risks and opportunities to advance the construction of other projects within the work zone of the eastern section of the Gardiner Expressway as one integrated project. The Council decision can be found at: <https://secure.toronto.ca/council/agenda-item.do?item=2016.EX20.14>

COMMENTS

Background

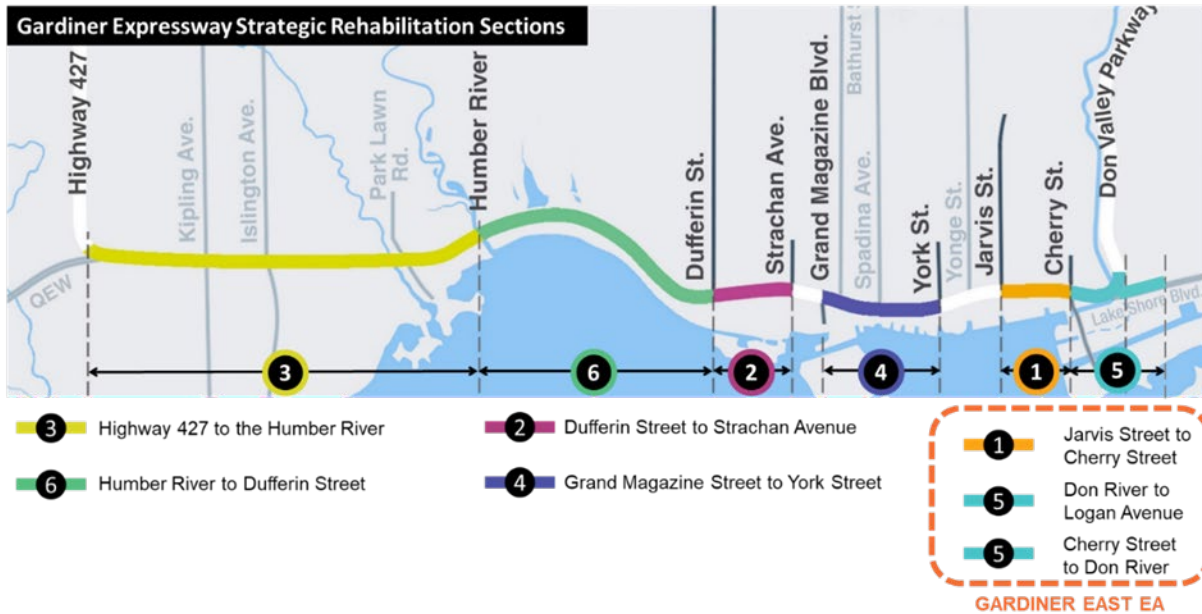
The F.G. Gardiner Expressway (the Expressway) is 18 kilometres long, comprised of an at-grade section that is 11 kilometres long, from Highway 427 to Dufferin Street, and an elevated section that is 7 kilometres long, from Dufferin Street to the Don Valley Parkway.

The Expressway has been in service for more than 60 years and is approaching the end of its original design life. To address this, a Strategic Rehabilitation Plan consisting of six complex projects was adopted by City Council in December 2016. Section 1 construction work between Jarvis Street and Cherry Street was completed in 2021. Section 2 construction work between Dufferin Street and Strachan Avenue is currently underway.

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Figure 1 is a schematic diagram showing the six projects which are included in the Strategic Rehabilitation Plan.

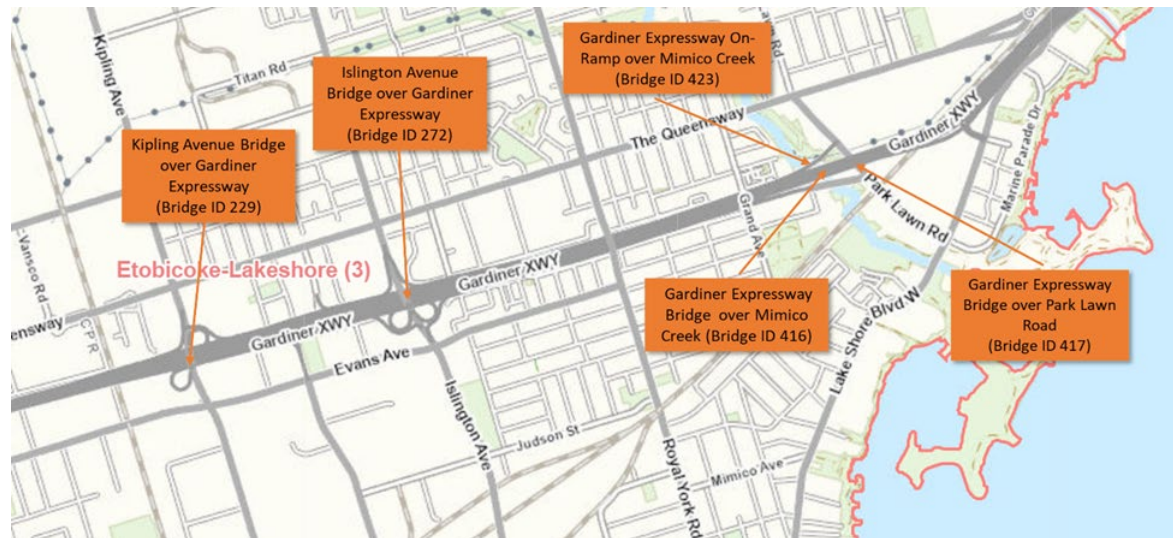
Figure 1: Gardiner Expressway Strategic Rehabilitation Plan Sections



Scope of Work for Contract Number 24ECS-BE-02GB

While the Strategic Rehabilitation Plan was approved several years ago, advancing major projects to the construction phase depends on many factors which may take several years to resolve. These factors include the prioritization of capital spending, coordination with conflicting projects through scheduling or combining the projects, identification of potential additions or enhancements through project planning, completion of preliminary and detailed designs, and the securing of necessary approvals. In 2023, Engineering and Construction Services staff determined that critical repair requirements on five of the bridges in the Gardiner Section 3 project area could not be delayed and must proceed ahead of the remainder of the Gardiner Section 3 project. The scope of work for each bridge is described below and the bridge locations are shown in Figure 2.

Figure 2: Location of Bridges Included in Contract 24ECS-BE-02GB



The scope of work for Request for Tender Doc4932357916, Contract Number 24ECS-BE-02GB will address rehabilitation needs and includes:

- Kipling Avenue over F.G. Gardiner Expressway (ID229): replace barrier walls, patch all concrete areas, replace deck expansion joints and bearings, new waterproofing and pavement.
- Islington Avenue over F.G. Gardiner Expressway (ID272): replace barrier walls, patch all concrete area, replace deck expansion joints and bearings, waterproofing and pavement.
- F.G. Gardiner over Park Lawn Road (ID417): Replace entire bridge deck and supporting girders and bearings, patch all other concrete areas, new waterproofing and pavement.
- F.G. Gardiner over Mimico Creek (ID416): Replace entire bridge deck and supporting girders and bearings, patch all other concrete areas, new waterproofing and pavement.
- F.G. Gardiner westbound on-ramp over Mimico Creek (ID423): Replace entire bridge deck and supporting girders and bearings, patch all other concrete areas, new waterproofing and pavement, and new lighting.

Traffic Impacts

The following lane closures are required to complete this work:

- Northbound and southbound traffic lanes on the Kipling Avenue and Islington Avenue bridges will be reduced from 3 lanes in each direction to 2 lanes in each direction from March 2025 to October 2025.
- Westbound traffic lanes on the Expressway from east of Park Lawn Road to west of Mimico Creek will be reduced from 4 lanes to 3 lanes from March 2025 to April 2026.

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- Access to the westbound Expressway from Park Lawn Road will be closed from November 2025 to April 2026.

All work will be paused, and all traffic lanes will be open, during the FIFA soccer tournament between May 2026 and July 2026. There will be no reductions in the number of traffic lanes when work on the Expressway bridges over Park Lawn Road and Mimico Creek resumes between August 2026 and November 2026.

Traffic model simulations were undertaken to assess the potential impacts of each stage of construction and develop mitigating measures. The area analyzed was bounded by Parkside Drive, Highway No. 427, Lake Shore Boulevard West and Bloor Street West. The most significant traffic impacts are expected to occur between November 2025 and April 2026 due to the complete closure of the westbound on ramp from Park Lawn Road to the Expressway. This is necessary to replace the single-lane bridge that carries ramp traffic over Mimico Creek. Advanced notification signage of the planned closure and portable variable message signs will be placed at strategic locations to advise drivers to plan for alternative travel routes or modes of transportation. Some turning lane modifications will be made at the intersection of The Queensway and Park Lawn Road, and the existing adaptive traffic control signals on The Queensway will help to optimize traffic signal timings in response to changes in traffic volumes. While these measures will partially address the increased travel delays, measures to reduce the overall construction timing are also included in the contract as described below.

Schedule Adherence

Contract Number 24ECS-BE-02GB incorporates similar acceleration measures to those used for Gardiner Section 2 (Dufferin Street to Strachan Avenue) to reduce the duration of construction on the Expressway over Park Lawn Road and Mimico Creek and the Expressway westbound on-ramp over Mimico Creek. These measures include:

- Compressed construction timelines.
- Permitting work to occur up to 24 hours per day and 7 days a week, except for demolition near residential areas.
- Early completion incentive payments.

The required completion dates for the various stages of construction are aggressive for the volume of the required construction work. The extended working hours and days will permit the contractor to use multiple crews and/or multiple shifts to meet these aggressive completion dates. In addition, the contractor will have the opportunity to earn early completion incentive payments for completing work ahead of these already aggressive completion dates.

The contractor may earn \$33,000 per day for up to a maximum of 60 days for completing the Expressway westbound on-ramp over Mimico Creek ahead of the specified completion date of April 30, 2026. Similarly, the contractor may earn \$33,000 per day for up to a maximum of 120 days for completing the second stage of the Expressway bridges over Park Lawn Road and Mimico Creek, which includes the Award of Doc4932357916 to EllisDon Civil Lt., for Rehabilitation of Kipling Ave., and Islington Ave., and Three F.G. Gardiner Expressway Bridges (ID229, ID272, ID416, ID417, ID423)

reopening of all Expressway traffic lanes, prior to the specified completion date of April 30, 2026. This will encourage the contractor to utilize all available acceleration methods available and employ innovative means for completing the work while maintaining compliance with all standards and contract specifications.

Community Engagement and Communications

Community engagement efforts have commenced and will be increased following the award of the contract and in advance of disruptive work beginning. A news release advising of the planned construction was issued on December 20, 2024 and notifications have been sent to major area stakeholders.

The engagement work will actively facilitate inclusive and meaningful two-way communication about the project, ensuring that affected parties have a comprehensive understanding of the project and its impacts, receive construction notifications in a timely manner, are able to share feedback or concerns and receive prompt answers to any questions about the project.

In addition to locally focused engagement efforts, there will be broader communications to ensure the travelling public is aware of the work and the expected traffic impacts.

A major stakeholder in the area is the Ontario Food Terminal (Terminal), located on the south-east corner of The Queensway and Park Lawn Road. The Terminal is the only wholesale produce market in Toronto, processing over 2.1 billion pounds of produce each year which is transported by nearly a million vehicles. Construction planning meetings were held with Terminal representatives to communicate the work plans, discuss operational issues, and develop mitigating strategies. Many vehicles that exit the Terminal via the Park Lawn Road access are destined to the westbound Expressway using the westbound on-ramp over Mimico Creek. On-site vehicle queuing space is very limited at the Park Lawn Road access and any delay in exiting via Park Lawn Road will have significant impacts on Terminal site circulation. A plan will be implemented to improve the capacity for vehicles to exit via the Terminal's Queensway access and to direct Terminal traffic to access the westbound F.G. Gardiner Expressway by traveling east to Windermere Road, south to Lake Shore Boulevard, and west to the Lake Shore Boulevard westbound on-ramp to the Expressway.

Procurement Process

Request for Tender Doc4932357916, Contract Number 24ECS-BE-02GB was issued by the Purchasing and Materials Management Division and was advertised on both the City's and Ariba Discovery websites on January 7, 2025, with a closing date of February 4, 2025, and an issuance of four (4) Addenda. A total of four (4) Suppliers submitted their bids as listed in Table 2 below.

Table 2: Summary of Bids received including bid price

Supplier Name	Bid Price (excluding H.S.T.)
EllisDon Civil Ltd.	\$44,530,786.00*
Alliance Verdi Civil Inc.	\$65,130,311.80
Amico Infrastructures Inc.	\$68,933,842.50
Brennan Paving & Construction Ltd.	\$69,281,839.30

*Pursuant to the Request for Tender document, the contract award value includes contingency and the maximum earnable early completion incentive.

The submissions were reviewed for compliance by staff from Purchasing and Materials Management Division and Engineering and Construction Services. All four (4) suppliers were found to be in conformance with the Request for Tender specifications and requirements. The recommended Supplier for Contract Number 24ECS-BE-02GB is EllisDon Civil Ltd.

Engineering and Construction Services staff compared the bids to the engineering estimate of \$61,807,512 net of HST recoveries. The bid price of the recommended supplier is in the amount of \$60,421,977 net of HST recoveries, is approximately 2.2 percent lower than the engineering estimate.

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

The Tender submission from EllisDon Civil Ltd., for Request for Tender Doc4932357916, Contract Number 24ECS-BE-02GB, includes their agreement to substantially complete the work on October 9, 2026.

Social Procurement

The Preferred Proponent has agreed to participate in the City of Toronto's Social Procurement Program. As part of the program, the Preferred Proponent is encouraged to develop an active supplier diversity policy.

The Contractor is required by the Project Agreement to work with City staff to develop and implement a Workforce Development Plan. The detailed requirements of the Workforce Development Plan are contained in Attachment 1.

CONTACT

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SIGNATURE

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Chief Engineer and Executive Director, Engineering and Construction Services

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ATTACHMENTS

Attachment 1: Workforce Development Plan Requirements