

Non-Competitive Procurement of Heritage-Compliant Marble from Tennessee Marble Company for Union Station Great Hall Flooring Restoration

Date: November 21, 2025

To: General Government Committee

From: Executive Director, Corporate Real Estate Management and the Chief Procurement Officer

Wards: 10 - Spadina-Fort York

SUMMARY

The purpose of this report is to request City Council authority to enter into a non-competitive contract with Tennessee Marble Company (TMC) to purchase the necessary marble for the Union Station Great Hall flooring restoration.

During the Union Station Revitalization Project (USRP), completed in 2021, only two-thirds of the Great Hall flooring was restored; the remaining one-third was descoped due to budget constraints at the time. This work is now being resumed to address worsening tripping hazards and other safety concerns caused by the unfinished floor, and to ensure its completion in time for Union Station's 100th Year Anniversary Celebration in 2027. The east and west sections of the Great Hall floor were restored with marble from the TMC quarry, with only the central portion remaining.

As a designated National Historic Site with a nationally significant impact on Canadian history, the restoration of Union Station must adhere to the requirements outlined in *The Standards and Guidelines for the Conservation of Historic Places in Canada* (the Guidelines). All work undertaken on the station must comply with the Guidelines and receive prior approval from Parks Canada, the federal authority responsible for administering the Guidelines. The project team has been working collaboratively with Parks Canada to ensure that all historical conservation requirements are met.

A key requirement of the Guidelines is that the type of marble used in the original construction of Union Station must be used when repairing or replacing any marble elements. The original rose marble used in the Great Hall flooring is currently available exclusively through TMC, the same quarry that supplied the marble during the original construction of Union Station.

In addition to meeting requirements set out in the Guidelines, TMC holds exclusive knowledge of the required stone's composition and the specialized cutting techniques

required to match the original flooring. This expertise is also essential for maintaining the building's architectural authenticity.

This non-competitive contract will be proceeding under the exception related to compatibility, where TMC and the City has determined in good faith that both the proposed procurement and the selected supplier, along with the terms and conditions of the contract are beneficial to the City (Toronto Municipal Code, Chapter 195, Procurement, Section 7.1E).

City Council approval is required in accordance with Municipal Code Chapter 195 - Purchasing, where the current request exceeds the Chief Procurement Officer's authority of the cumulative five-year commitment limit for each supplier under Article 7, Section 195-7.3D of the Purchasing By-Law or exceeds the threshold of \$500,000 net of Harmonized Sales Tax allowed under staff authority as per the Toronto Municipal Code, Chapter 71- Financial Control, Section 71-11A.

RECOMMENDATIONS

The Executive Director, Corporate Real Estate Management and Chief Procurement Officer recommends that:

1. City Council authorize the Executive Director, Corporate Real Estate Management to negotiate and execute a non-competitive contract with Tennessee Marble Company to procure marble supply to be used for the Great Hall flooring restoration project at Toronto Union Station, in the amount of \$3,100,415 net of all applicable taxes and charges (\$3,154,982 net of Harmonized Sales Tax recoveries), on terms and conditions satisfactory to the Executive Director, Corporate Real Estate Management, and in a form satisfactory to the City Solicitor.

FINANCIAL IMPACT

The total potential contract award to the Tennessee Marble Company for the procurement of the marble identified in this report is \$3,100,415 CAD excluding all taxes and charges, \$3,503,469 CAD including Harmonized Sales Tax (HST) (\$3,154,982 CAD net of HST recoveries).

Funding in requested amount is available in the 2025-2034 Capital Budget and Plan for Corporate Real Estate Management. The quotation received from the Tennessee Marble Company is in the amount of \$1,845,485 USD. Based on the current exchange rate of \$1.4000, the cost conversion is \$2,583,679 CAD. An industry standard 20% contingency in the amount \$516,736 CAD has also been included. Funding details are summarized in Tables 1 and 2 as follows.

Table 1 – Quotation Conversion (USD to CAD)

Tennessee Marble Company Quotation (USD)	Conversion Rate	Cost (CAD)	20% Contingency	Total Cost (CAD)	Net of HST Recoveries (CAD)
\$1,845,485	\$1.4000*	\$2,583,679	\$516,736	\$3,100,415	\$3,154,982

*Conversion Rates as of October 22, 2025, to be adjusted at the time of contract execution.

Table 2 – Funding Details (net of HST recoveries)

Corporate Real Estate Management	CCA253-12 Pre-Purchase of Great Hall Marble	CCA256-04 Pre-Purchase of Great Hall/ Stair Marble	Total
January 1, 2026 to December 31, 2026	\$2,159,143	\$995,839	\$3,154,982
Total	\$2,159,143	\$995,839	\$3,154,982

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial implications as identified in the Financial Impact section.

DECISION HISTORY

At its meeting of April 26, 2021, the General Government and Licensing Committee adopted GL22.19 "Union Station Revitalization Project - Status Report" which noted substantial completion is to be expected by April 2021.

<https://secure.toronto.ca/council/agenda-item.do?item=2021.GL22.19>

At its meeting of September 14, 2020, General Government and Licensing Committee adopted GL15.2 "Union Station Revitalization Project - Status Report and Contract Amendments," which noted that the project remained within the approved budget of \$824.0 million and authorized amendments to existing contracts with NORR Limited, WSP Canada Group Limited, and Davies Ward Phillips and Vineberg LLP.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.GL15.12>

At its meeting of January 6, 2020, General Government and Licensing Committee adopted GL11.9 "Amendment to Purchase Order Number 6040342 with Osler, Hoskin & Harcourt, LLP for Construction Law Support and Litigation Services for the Union Station Revitalization Project," which noted that the project remained within the approved budget of \$824.0 million.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.GL11.9>

At its meeting of May 21, 2019, General Government and Licensing Committee adopted GL5.9 "Union Station Revitalization Project - Status Report and Contract Amendments," which noted that the project remained within the approved budget of \$823.9 million and authorized amendments to existing contracts with NORR Limited, WSP Canada Group Limited, and Osler, Hoskin & Harcourt, LLP.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.GL5.9>

At its meeting of July 3, 2018, Government Management Committee adopted GM29.22 "Union Station Revitalization Project (U.S.R.P.) - Status Report," which noted that the project remained within the approved budget of \$823.9 million.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.GM29.22>

At its meeting of March 26, 2018, City Council adopted GM25.10 "Union Station Revitalization Project - Contract Amendments" and authorized amendments to existing contracts with NORR Limited, Architects and Engineers, WSP Canada Group Limited, Bondfield Construction Company Limited, and Osler, Hoskin & Harcourt, LLP.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.GM25.10>

At its meeting of February 12, 2018, City Council adopted 2018.EX31.2 "2018 Capital and Operating Budgets" and approved the 2018 Capital Budget and 2019-2027 Capital Plan for Union Station Revitalization Project, including an increase to the total project cost from \$800.7 million to \$823.5 million, requiring additional reserve funding and an increase to Facilities, Real Estate, and Environment & Energy (FREEE)'s 2018 - 2027 Preliminary Capital Budget and Plan for the Union Station Revitalization project in the amount of \$22.8 million in 2018, funded through the Capital Financing Reserve Fund.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.EX31.2>

At its meeting of May 29, 2017, Government Management Committee adopted 2017.GM21.14 "Union Station Revitalization Project - Status Update" and approved an amendment to the retainer of Davies Ward Phillips and Vineberg LLP.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.GM21.14>

At its meeting on February 3, 2016, City Council adopted 2016.GM9.5 "Union Station Proposed Building Enhancements" and authorized an amendment to the Head Lease Agreement to implement the building enhancements for Union Station.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.GM9.5>

At its meeting of July 7, 8, and 9, 2015, City Council adopted 2015.GM5.19 "Union Station Revitalization Project - Status Update" approving a budget increase of \$4.3 million related to forecasted cost increases and awarding a contract for Tender Call No. 75-2015 for the Union Station Revitalization Project Stages 2 and 3 to Bondfield Construction Company Limited in the amount of \$178,542,180 net of Harmonized SalesTax, including all allowances, contingencies and charges.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.GM5.19>

At its meeting on December 16, 17 and 18, 2013, City Council adopted Item GM26.5, entitled "Union Station Revitalization Project - Status Update", which included an update to the business case that was originally developed in 2009.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.GM26.5>

COMMENTS

Background

Union Station opened to the public in 1927. As a National Historic Site, it is one of the finest examples of Beaux-Art architecture in Canada. As part of its sale in 2000 from the Toronto Terminals Railway Company Limited to the City, the City was required to enter into a heritage easement agreement with Parks Canada which governs all restoration work at the station. In July 2006, City Council approved the Master Plan for the USRP as Council's vision to invest in the restoration and revitalization of this historic site and to expand the life of this vital transportation hub for the next 50 to 100 years. To put the City's investment in the station into context, Union Station had seen no significant capital investment by its previous owners for nearly 90 years prior to its acquisition by the City. The USRP represents a "once in a century" investment in a city building. Council's vision for the station centered on three main objectives, all of which have been enabled through the USRP:

- Promote Union Station as a multi-modal transportation hub first and foremost, achieved by expanding and enhancing its transportation purpose, primarily through improved pedestrian flows;
- Preserve it as a heritage building, which has been achieved through the restoration of this National Historic Site; and
- Revitalize Union Station as a destination in order to promote financial sustainability, achieved through the creation of a destination and commercial retail hub as important in Toronto as Grand Central Station is in New York and others in similar world-class cities.

Although the USRP was completed in 2021, only two-thirds of the restoration of the Great Hall floor was completed as part of the project; the remaining one-third was descoped due to budget constraints at the time. This work is now being resumed to address worsening tripping hazards and other safety concerns caused by the unfinished floor, and to ensure its completion in time for Union Station's 100th Year Anniversary Celebration in 2027. The east and west sections of the Great Hall floor were restored with marble from the TMC quarry with only the central portion remaining.

Vendor Selection Rationale

As a designated National Historic Site with a nationally significant impact on Canadian history, the restoration of Union Station must adhere to the requirements outlined in *The Standards and Guidelines for the Conservation of Historic Places in Canada* (the Guidelines). All work undertaken on the station must comply with the Guidelines and receive prior approval from Parks Canada, the federal authority responsible for administering the Guidelines. The project team has been working collaboratively with Parks Canada to ensure that all historical conservation requirements are met.

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A 2011 technical consultant report, conducted as part of the USRP, examined the sourcing and testing of marble used in the station's original construction. The report confirmed that the Great Depression of the 1930s nearly halted production of the original stone. Of the approximately 40 quarries operating during the time of Union Station's construction, only three remain today, all operated by the TMC.

In addition to meeting requirements set out in the Guidelines, TMC holds exclusive knowledge of the required stone's composition and the specialized cutting techniques required to match the original flooring. This expertise is also essential for maintaining the building's architectural authenticity.

To uphold the historical authenticity of Union Station and comply with the requirements outlined in the Guidelines, a non-competitive agreement with the TMC is necessary to complete the replacement of the Great Hall flooring.

The Fair Wage Office has reported that TMC has indicated that it has reviewed and understands the Fair Wage Policy and Labour Trades requirements and has agreed to comply fully.

CONTACT

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SIGNATURE

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