

Non-Competitive Contract with Grascaan Construction Limited/Torbridge Construction Limited to Repair Select F.G. Gardiner Expressway Concrete Bents at Bay Street and Yonge Street

Date: December 8, 2025

To: General Government Committee

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

Wards: 10 (Spadina-Fort York)

SUMMARY

The purpose of this report is to negotiate and enter a non-competitive contract with Grascaan Construction Limited/Torbridge Construction Limited for the design and construction of repairs of select F.G. Gardiner Expressway concrete bents at Bay Street and Yonge Street. The estimated value of the non-competitive contract is \$4,838,911 net of HST, \$4,924,076 net of HST recoveries.

The proposed repair work will start immediately upon approval and be completed before the FIFA World Cup begins in June 2026.

This project is urgently needed due to the severe deterioration of concrete bents at Bay Street and Yonge Street, which are in critical condition. Although the Gardiner Expressway Strategic Rehabilitation Plan does not cover the section between York to Jarvis because its deck was rehabilitated in 2013, the substructure bents in this section have not been rehabilitated since their original construction. Ongoing chipping of deteriorated concrete has mitigated falling concrete risks, but it increasingly exposes internal reinforcement to further decay, jeopardizing structural integrity. Completing these repairs now will enhance public safety in preparation for increased traffic during the 2026 FIFA World Cup.

The need for prompt action is also driven by the upcoming major Gardiner rehabilitation projects from Grand Magazine Street to York Street in 2027. Delaying the current repairs could cause emergency interventions during that major construction phase, leading to significant traffic disruptions.

The work will involve complete concrete refacing of the damaged bents, removing the old material and installing new reinforcement and concrete. This repair method is consistent with industry and provincial standards, and would protect the bents from further deterioration for an extended period, better aligning the superstructure and substructure at this location for the next rehabilitation cycle.

Non-competitive procurements may be undertaken where both the proposed procurement and supplier can be justified in good faith based on an exception set out in Toronto Municipal Code Chapter 195, Procurement. This non-competitive procurement will be proceeding under the exception code related to the goods or services required as a result of a time constraint, 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 7.1P.).

Pursuant to City of Toronto Municipal Code Chapter 195, Procurement, Section 195-7.3 (D), Standing Committee and Council approval is required for all procurement valued up to or over \$500,000, or where the term of the contract exceeds five (5) years or exceeds the projected capital funding for the project as approved by Council. Approval is also required under City of Toronto Municipal Code Chapter 71, Financial Control, Section 71-11A., as the procurement value exceeds the threshold of \$500,000 net of HST allowed under staff authority.

RECOMMENDATIONS

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

1. City Council authorize the Chief Engineer and Executive Director, Engineering and Construction Services, to negotiate and enter into a non-competitive agreement with Grascan Construction Limited / Torbridge Construction Limited, on terms and conditions satisfactory to the Chief Engineer and Executive Director, Engineering and Construction Services and in a form satisfactory to the City Solicitor, for the repairs of select F.G. Gardiner Expressway concrete bents at Bay Street and Yonge Street for the reasons stated in the Report of the Chief Engineer and Executive Director, Engineering and Construction Services, and the Chief Procurement Officer, dated November 25, 2025. The estimated value of the non-competitive contract is \$4,838,911 net of Harmonized Sales Tax, \$4,924,076 net of Harmonized Sales Tax recoveries, including contingencies.

FINANCIAL IMPACT

The total contract award identified in this report is \$5,467,970.33 including all applicable taxes and charges and \$4,838,911.80 net of HST. The total cost to the City is \$4,924,076.64 (net of HST recoveries).

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Funding for this non-competitive contract is available in the 2025-2034 Capital Budget and Plan for Transportation Services (Gardiner Rehabilitation Program) as summarized in Table 1 below (net of HST recoveries).

Table 1: Financial Impact Summary

Calendar Year	CTP122-08-79	Total (Net of HST Recoveries)
2026	\$4,924,076.64	\$4,924,076.64

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

DECISION HISTORY

On November 20, 2025, the Chief Engineer and Executive Director, Engineering and Construction Services procured a separate emergency non-competitive construction contract NCP-25-ECS-GE-01 with Grascan Construction Limited/Torbridge Construction Limited to perform emergency shoring repairs to critically spalled soffit areas of the Gardiner. This repair was deemed an emergency by the Chief Engineer and Executive Director, Engineering and Construction Services, under Chapter 195-7.1(G) of the Municipal Code.

The Chief Engineer and Executive Director, Engineering and Construction Services and the Chief Procurement Officer, Purchasing and Materials Management will report to the March 25, 2026 meeting of City Council in accordance with Municipal Code Chapter 195, Purchasing, Article 7, Section 195-7.5(B) where a non-competitive contract exceeds \$500,000.

While the abovementioned shoring contract differs in scope from the proposed bent repair contract in this report, the same Contractor would be retained for both contracts simultaneously. There is also an overlap in work area between both contracts.

COMMENTS

Transportation Services owns and operates the F.G. Gardiner Expressway, a major arterial roadway, from Highway 427 to the Don Valley Parkway. The Gardiner is 18 kilometres long, comprising of an “at grade” section that is 11 kilometres long and an “elevated” section that is 7 kilometres long. The Gardiner is over 60 years old and is a significant component of the City’s transportation system (built 1955 to 1966).

City Council approved a plan to reallocate the funds resulting from the upload of the Gardiner Expressway to the Province of Ontario under the Ontario-Toronto New Deal.

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City Council's approval of the Ontario-Toronto New Deal on December 13, 2023 facilitated the upload of the Gardiner and Don Valley Parkway to the Province. The costs associated with repairs to the Gardiner will be funded through provincial allocations based on the Ontario-Toronto New Deal.

Routine City inspections of the Gardiner, independent of the recently completed Gardiner Section 2 contract, identified a section between York St. and Lower Jarvis St. where substructure bent elements exhibited varying levels of concrete deterioration. The 2024 inspection reports for this section recommend repairing concrete spalls within the next 2 years, and minor rehabilitation of localized bent pier cap and column elements within 1–5 years. Of the bents identified, five (436-194, 436-195, 436-197, and 436-198 within proximity of Bay Street and 436-234, east of Yonge Street) exhibited more severe deterioration than others.

The recommended rehabilitation strategy is based on condition severity in alignment with the Ministry of Transportation Ontario Structure Rehabilitation Manual. Refacing is recommended for bents where deterioration is widespread, with more than 30% of the surface area affected by spalls, delamination and severe scaling. Refacing restores durability, provides enhanced reinforcement protection, and extends the long-term performance of these structural components. Due to constraints in working directly above Lakeshore Boulevard, bent 436-234 east of Yonge Street will be repaired by concrete patching, achieving a similar result as refacing with significantly less traffic impact. All repairs would be completed prior to the FIFA World Cup in June 2026.

While the City mitigates the risk of falling concrete through proactive removals of deteriorated materials, such removals expose increasing amounts of the underlying reinforcement and sound concrete to further decay (see Figures below). Continued removals will eventually compromise the structural integrity of the affected bents, and a full repair is needed. Conducting such repairs now would further improve public safety at this location ahead of the expected increased vehicular and pedestrian traffic from the FIFA World Cup in June 2026.

This section of the Gardiner was not included in the original F.G. Gardiner Expressway Strategic Rehabilitation Plan, and conditions have worsened since the Plan was developed. The superstructure in this section was last rehabilitated in 2013, but no significant substructure rehabilitation has been carried out since its original construction.

A full rehabilitation is anticipated within the next 15 years, and the recommended substructure rehabilitation strategy better aligns the superstructure and substructure lifecycles for the next rehabilitation cycle at this location.

Deferring these repairs would likely result in the need for a separate contract and more costly repairs in the future as condition worsens. The urgency is further exacerbated by the upcoming major Gardiner rehabilitation projects from Grand Magazine Street to York Street which are planned to begin in 2027. Deferral may result in emergency repairs closing lanes on Lakeshore Boulevard while lane closures will be in effect on the Gardiner Expressway in 2027 onwards, creating significant congestion.

The proposed non-competitive procurement would save procurement time and cost. This measure directly addresses widespread deterioration and ensures enhanced durability and structural performance in alignment with the City of Toronto's long-term asset management strategy.

Grascan Construction Limited/Torbridge Construction Limited was selected to provide a quote based on the firm's extensive experience performing similar rehabilitation work on the F.G. Gardiner Expressway under various competitively tendered City contracts since 2012, particularly on the recently completed Gardiner Rehabilitation Section 2 contract 22ECS-BE-01GE. City staff reviewed the Contractor's quotation and found it representative of the current market value, previous F.G. Gardiner Expressway repair projects, and the City's engineering estimate.

The chosen Contractor is already mobilized to this area conducting emergency soffit shoring to the Gardiner under NCP-25-ECS-BE-01, issued in November 2025. The Contractor already has labour forces, equipment, and materials in the area that can be immediately allocated to this work. Selecting the same Contractor would also mitigate a constructor issue under the Occupational Health and Safety Act, avoiding different constructors occupying the same area at the same time.

To ensure that the City receives the best possible value for the work, staff negotiated with the Contractor and further reduced the price while agreeing to use similar unit rates from previous competitively bid Gardiner rehabilitation contracts, namely the York Street onramp rehabilitation 24ECS-BE-20SB. Premiums for access and traffic control are expected as the proposed repair work will occur within Lakeshore Boulevard which experiences significantly more congestion than the area underneath the York Street onramp.

Figure 1 - Location of Gardiner bents requiring refacing at Bay Street

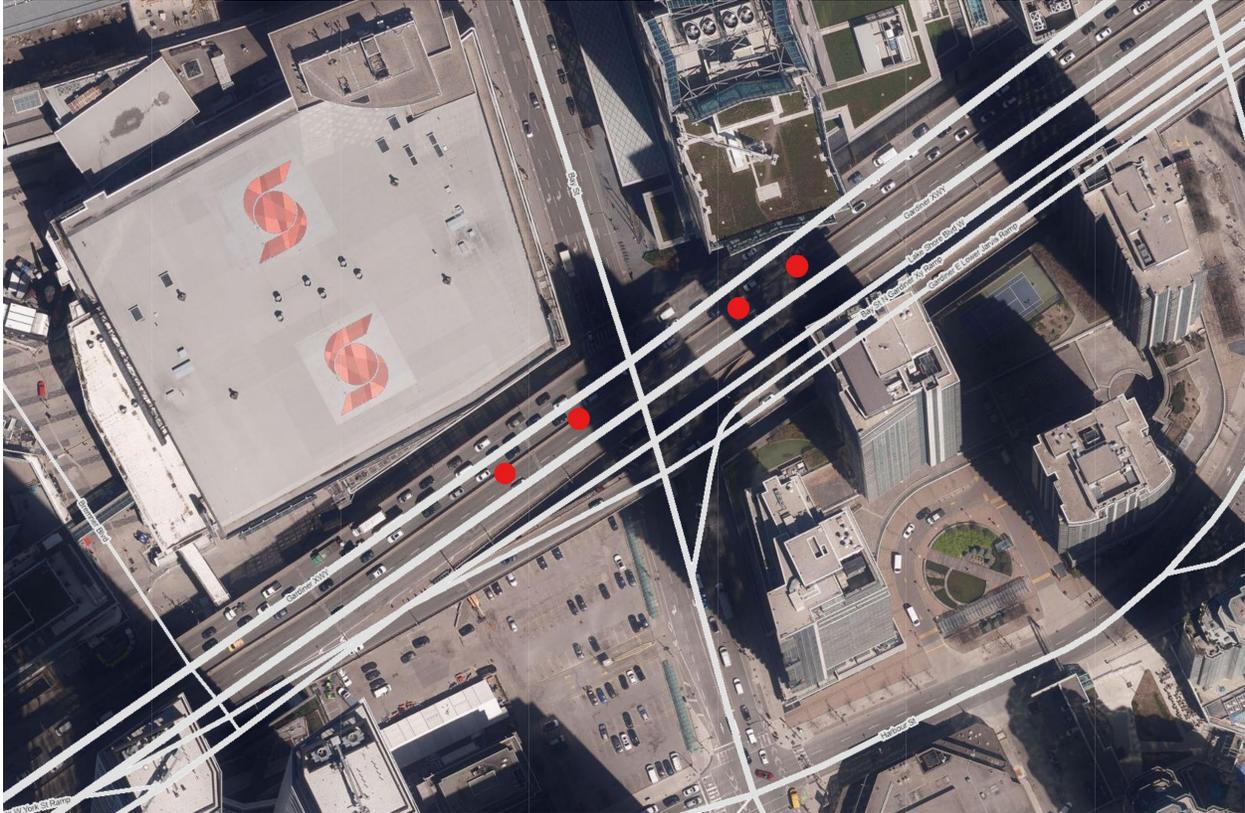


Figure 2 - Location of Gardiner bent requiring patching east of Yonge Street

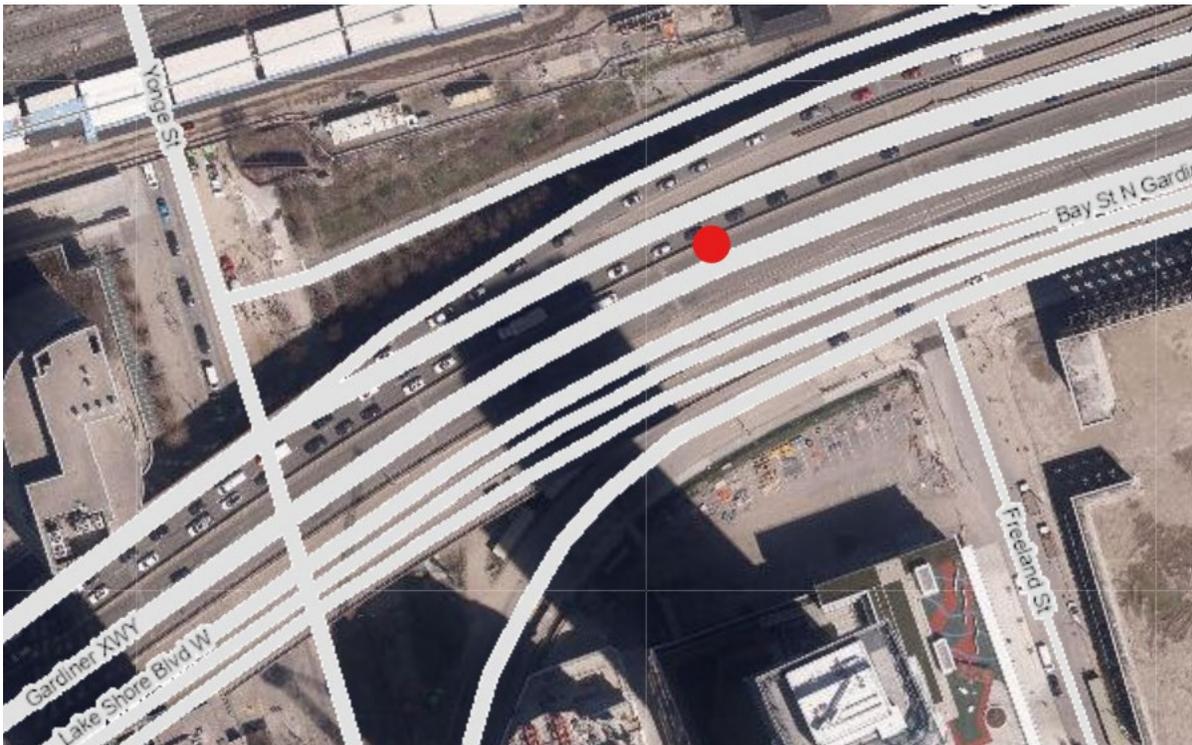


Figure 3 - Condition of reinforced concrete column at Bent 436-194



Figure 4 - Condition of reinforced concrete column at Bent 436-195



CONTACT

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SIGNATURE

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ATTACHMENTS
