

Non-Competitive Contract with Grascaan Construction Ltd., for Emergency Soffit Shoring Repairs to the F.G. Gardiner Expressway

Date: February 23, 2026

To: General Government Committee

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

Wards: 10 (Spadina-Fort York), 14 (Toronto-Danforth)

SUMMARY

The purpose of this report is to advise Toronto City Council, pursuant to Chapter 195 of the Toronto Municipal Code, Procurement, Section 195-7.5.B, of a non-competitive contract with Grascaan Construction Ltd., (Grascaan) for emergency soffit shoring repairs to F.G. Gardiner Expressway, for a total value of \$4,275,568 net of all taxes and charges (\$4,350,818 net of HST recoveries).

The issuance of this non-competitive contract was a matter of urgency - annual inspections revealed severe soffit concrete deterioration (spalls) at various areas along the Gardiner. These deteriorated areas compromise the deck's load-carrying capacity and pose a risk of punch-through failures from vehicular traffic above, presenting a serious safety hazard to motorists and travelers below.

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 Emergency where the goods or services are required as a result of an emergency which would not reasonably permit the solicitation of competitive submissions 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 7.1.G.).

RECOMMENDATIONS

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

1. City Council receive the report for information.

FINANCIAL IMPACT

The total contract award identified in this report is \$4,831,391 including all applicable taxes and charges and Purchase Order 7200000085 was issued for \$4,275,568 net of all taxes and charges. The total cost to the City is \$4,350,818 (net of HST recoveries).

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

WBS Account	2025	2026	Total (Net of HST Recoveries)
CTP122-08-78	\$ 1,542,508	\$ 1,542,508	\$ 3,085,016
CTP122-08-74	\$ 514,169	\$ 514,169	\$ 1,028,339
CTP515-01-369	\$ 118,732	\$ 118,732	\$ 237,464
Total Cost to City (Net of HST Recoveries)			\$ 4,350,818

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 an emergency non-competitive construction contract NCP-25-ECS-GE-01 with Grascan Construction Ltd., 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 of the Toronto Municipal Code (Procurement By-Law, Section 195-7.1(G)). The contract value is \$4,275,568 net of all taxes and charges and is the subject of this report.

Separately, on December 16 and 17, 2025, City Council adopted GG26.24 Non-Competitive Contract with Grascaan Construction Ltd./Torbridge Construction Ltd., to Repair Select F.G. Gardiner Expressway Concrete Bents at Bay Street and Yonge Street, construction contract NCP-25-ECS-GE-02.
(<https://secure.toronto.ca/council/agenda-item.do?item=2025.GG26.24>).

This work was deemed urgent, but not an emergency, so Council approval was sought prior to proceeding. The contract value is \$4,838,911 net of all taxes and charges.

COMMENTS

To expedite the repairs, the City requested a quotation from Grascaan to complete the emergency repair works. Grascaan was selected to provide a quote based on the firm's extensive experience performing similar repairs on the Gardiner and has also successfully completed various competitively tendered City Contracts since 2012.

To ensure that the City received the best possible value, staff negotiated with Grascaan and further reduced the price prior to proceeding with the Non-Competitive Procurement. The City project team and designers Stantec reviewed Grascaan's quotation based on engineering estimates and past project pricing and found the quoted prices represent a reasonable premium considering the emergency nature of the work, larger work area, significant traffic control needs on Lakeshore Boulevard, the need for immediate mobilization, and material acquisition. The City accepted the quotation on this basis.

Grascaan commenced work in November 2025. The work is scheduled for completion by April 2026, ahead of the FIFA World Cup tournament. Work progress can be seen in Figures 4, 5, and 6.

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).

Routine City inspections of the Gardiner identified severe concrete spalls exposing more than 50% of the reinforcing bar diameter. These deteriorated areas compromise the deck's load-carrying capacity and pose a risk of punch-through failures from vehicular traffic above, presenting a serious safety hazard to both motorists and travelers below. The sections exhibiting this deterioration were between Grand Magazine Street to York Street and Cherry Street to the Don Valley Parkway.

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 (refer to Figure 3 below for the typical condition of proposed repairs). Continued removals will eventually compromise the structural integrity of the affected concrete deck, and repairs are 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 (see Figures 4, 5, and 6).

Further engineering analysis and field visits were conducted to verify the scope and severity of the spalls. Immediate repairs are deemed necessary to prevent further structural degradation and ensure public safety. As many of the affected areas fall within the limits of existing engineering consulting assignment RFP-24ECS-BE-01GA with Stantec Consulting Ltd., (Stantec), the City directed Stantec to develop a temporary holding strategy. A change order was issued to Stantec on July 28, 2025, authorizing a visual inspection, review of the latest deck soffit survey, and preparation of repair documentation including drawings, specifications, construction services and provisional contract administration services for the areas specified above. The proposed solution involves timber shoring to support the compromised deck areas. The first version of the design package was submitted to the City on October 10, 2025, and underwent several revisions. A construction ready package was delivered October 29, 2025. The period in between this date and the November 20, 2025 emergency declaration was spent negotiating the scope and cost with the contractor and confirming emergency procurement procedures.

These sections of the Gardiner are included in the original F.G. Gardiner Expressway Strategic Rehabilitation Plan. The current planned schedule for the reconstruction of Cherry Street to the Don Valley Parkway, is 2026 to 2029 (F.G. Gardiner Section 5) and the section from Grand Magazine Street to York Street is 2027 to 2030 (F.G. Gardiner Section 4). The areas requiring repairs will remain in service until replaced by the upcoming rehabilitation contracts. These repairs are required to significantly reduce the risk of punch-through failures and extend the service life by approximately five years.

Detailed limits of emergency interim structural repairs (see Figures 1 and 2):

- Grand Magazine Street to York Street (Bent IDs 436-91 to 436-182)
- Lake Shore Boulevard structure over Spadina Avenue (Fa to Fd and F1 to F18).
- Westbound on-ramp from York Street (AY1 to AY7)
- Westbound on-ramp from Spadina Avenue (BC1, BC1, BS3 to BS11)
- Westbound off-ramp to Spadina Avenue (E1 to E3, and D1, DE2 to DE7)
- Eastbound off-ramp to Spadina Avenue (AS1 to AS10)
- Eastbound on-ramp from Rees Street (GS1 to GS6)
- Lake Shore Blvd on ramp (CS3, CS4)
- Cherry Street to DVP (436-294 to 436-330)
- DVP on-ramp to Gardiner Expressway westbound (PS1 to PS13)
- Gardiner Expressway eastbound off-ramp to DVP (PN1 to PN9)

Fair Wage

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

Figure 3 - Typical Condition of Repair Areas - GS4 Section (Span ID 436-110)

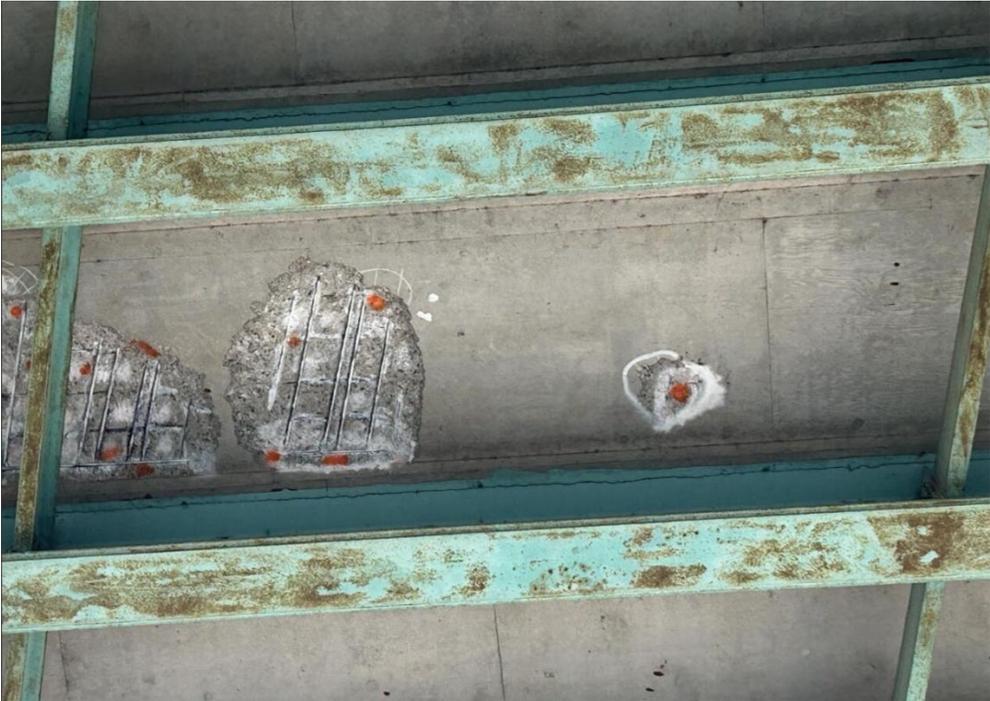


Figure 4 - Construction of Soffit Shoring Repairs - GS4 Section (Span ID 436-104 to 436-105)



Figure 5 - Construction of Soffit Shoring Repairs - GS4 Section (Span ID 436-91 to 436-92)



Figure 6 - Soffit Shoring Repair - GS4 Section (Span ID 436-122 to 436-123)



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SIGNATURE

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