

Update on Electric Ferries Shoreside Infrastructure and Ferry Terminal Improvement Projects

Date: March 24, 2025

To: City Council

From: City Manager

Wards: All

SUMMARY

The City of Toronto is advancing the Electric Ferries Shoreside Infrastructure Project and related investments in and around the Jack Layton Ferry Terminal (JLFT) to prepare for the arrival of two electric ferries in 2026 and 2027 and to further improve customer experience at the terminal.

Following the completion of detailed design and response from the market, the City is providing an update and recommendations on the Electric Ferries Shoreside Infrastructure Project and base budget. The City is also providing updates and recommendations on two additional related capital projects at JLFT, Dock Wall Repairs and JFLT Interim Improvements, which will be strategically advanced concurrently with the Shoreside Infrastructure Project.

Shoreside Infrastructure Project

In October 2024, [through item 2024.EX17.3](#), City Council authorized the City Manager enter into a Delivery Agreement with Toronto Port Lands Company (TPLC), a corporation managed by CreateTO, for the City's Shoreside Infrastructure Project. Council also requested the City manager to report back on any adjustments through the 2025 budget process after completion of detailed design and an assessment of the existing dock wall condition. At the time of this report, a base budget of \$42.5 million was established for the Project, based on a 60% design estimate.

In November 2024, the design consultant completed 100% design for the Project. Consistent with Council direction, the Project budget was amended by \$5.0 million through the 2025 budget process to align with the 100% design estimate. This brought the Project budget to \$47.5 million.

In December 2024, TPLC issued the Request for Proposal (RFP) for the Shoreside Infrastructure Project which closed on February 21, 2025. Based on the bid price of the preferred proponent, this report recommends amending the Project budget from \$47.5

million to \$50.2 million. A budget adjustment in the amount of \$2.7 million (net of HST recoveries) is requested for the Project.

Dock Wall Repair Work

As directed through 2024.EX17.3, TPLC undertook a dock wall assessment for the Jack Layton Ferry Terminal in December 2024. In response to these findings, the design team identified certain immediate spot repairs to prioritize, to support the Shoreside Infrastructure Project. This work will be delivered by TPLC to ensure coordinated delivery with the Shoreside Infrastructure Project.

The total estimated cost for dock wall repair is \$2.8 million. The project will be funded through Parks and Recreation's State-of-Good-Repair program in the 2025-2034 Capital Budget and Plan.

JLFT Interim Improvements

As part of the 2025-2026 Interim Terminal Improvements Project, the City is advancing improvements at Jack Layton Ferry Terminal to enhance passenger safety, operational efficiency and customer experience. The scope for the project is currently being finalized and may include a shade cover, queuing system, waiting area improvements, and other improvements. Funding for this project in the amount of \$4.6 million, is included in Parks and Recreation's 2025-2034 Capital Budget and Plan.

Additionally, other changes at the terminal to improve the experience of ferry riders are ongoing. Building from enhancements implemented in 2024, changes include enhanced signage, maps and overall communication, food and beverage and entertainment offerings, more access to customer service representatives including new information booths, and other temporary shade at the terminal and at the Centre Island ferry dock.

Following a constructability review, staff recommend that these JLFT improvements be delivered by TPLC. This delivery approach will ensure close coordination and avoid conflicts with the Shoreside Infrastructure Project. It is anticipated that TPLC will engage Waterfront Toronto to support design and delivery of the Terminal Improvements Project, to ensure alignment with the docking and terminal plan from the 2015 winning team of the Jack Layton Ferry Terminal Innovative Design Competition.

Toronto Hydro Service

Item [2024.EX17.3](#) noted that the cost estimate for hydro connection upgrades was pending a full assessment of project requirements by Toronto Hydro. In February 2025, Toronto Hydro provided the City with a high-level estimate of \$9.2 million with an accuracy of +/- 20% for the new high-voltage service. Final pricing from Toronto Hydro is anticipated to be delivered in early Q2-2025. Funding for this incremental cost will be allocated through the Capital Variance Report for the Four Months Ending April 30, 2025. The City will remit the service connection fee amount directly to Toronto Hydro.

RECOMMENDATIONS

The City Manager recommends that:

1. City Council authorize the City Manager and their designate, as appropriate, to increase the upset limit of the Delivery Agreement for the Shoreside Infrastructure Project, with Toronto Port Lands Company by an additional \$10,323,635 net of all applicable taxes and charges (\$10,485,091 net of Harmonized Sales Tax recoveries), revising the current Delivery Agreement upset limit from \$41,800,000 net of all applicable taxes and charges (\$42,535,680 net of Harmonized Sales Tax recoveries) to \$52,123,635 net of all applicable taxes and charges (\$53,020,771 net of Harmonized Sales Tax recoveries), representing an increase of \$7,573,945 net of all applicable taxes and charges (\$7,687,006 net of Harmonized Sales Tax recoveries) for the charging and docking improvements to be delivered through the Project and an increase of \$2,749,690 net of applicable taxes and charges (\$2,798,085 net of Harmonized Sales Tax recoveries) for necessary dock wall repairs and modifications at Jack Layton Ferry Terminal.
2. City Council direct that Toronto Port Lands Company, in consultation with relevant City Divisions and Waterfront Toronto, deliver on the City's behalf the project management, design, construction and other necessary components of the Interim Terminal Improvements Project, consistent with the docking and terminal plan from the 2015 winning team of the Jack Layton Ferry Terminal Innovative Design Competition, pursuant to the Delivery Agreement, dated November 28, 2024, between the City of Toronto and Toronto Port Lands Company for the Shoreside Infrastructure Project, in the budgeted amount of \$4,500,000 net of applicable taxes and charges (\$4,579,200 net of Harmonized Sales Tax recoveries) and, conditional on approval by the City Manager, direct that Toronto Port Lands Company negotiate, enter into and execute any agreements as necessary with Waterfront Toronto to support the delivery of the Interim Terminal Improvements Project.
3. City Council amend Parks and Recreation's 2025 Capital Budget and 2026-2034 Capital Plan for the Ferry Fleet Replacement & Shoreside sub-project (account CPR126-45-08) in the Special Facilities project, in the amount of \$2,687,006 gross and \$0 debt, increasing project cost and cash flow commitments in 2027, fully funded by Development Charges (XR2114) for the Shoreside Infrastructure Project.

FINANCIAL IMPACT

Amendment related to Shoreside Infrastructure Project

This report recommends increasing the upset limit of the Delivery Agreement for the Shoreside Infrastructure Project by \$10,323,635 net of all applicable taxes and charges (\$10,485,091 net of Harmonized Sales Tax recoveries), revising the current Delivery Agreement upset limit from \$41,800,000 net of all applicable taxes and charges (\$42,535,680 net of Harmonized Sales Tax recoveries) to \$52,123,635 net of all applicable taxes and charges (\$53,020,771 net of Harmonized Sales Tax recoveries)

This increased upset limit is composed of costs related to 1) charging and docking improvements and 2) necessary dock wall repairs

- \$7,573,945 net of all applicable taxes and charges (\$7,687,006 net of Harmonized Sales Tax recoveries) for the charging and docking improvements
- \$2,749,690 net of applicable taxes and charges (\$2,798,085 net of Harmonized Sales Tax recoveries) for necessary dock wall repairs

Charging and Docking Improvements

Increases to the upset limit of the Delivery Agreement for the Shoreside Infrastructure Project for charging and docking improvements total \$7,573,945 net of all applicable taxes and charges (\$7,687,006 net of Harmonized Sales Tax recoveries), increasing the current Delivery Agreement value from \$41,800,000 net of all applicable taxes and charges (\$42,535,680 net of Harmonized Sales Tax recoveries) to \$49,373,945 net of all applicable taxes and charges (\$50,222,686 net of Harmonized Sales Tax recoveries).

Funding of \$5,000,000 net of Harmonized Sales Tax recoveries is available in the 2025 Capital Budget and 2026-2034 Capital Plan for Parks and Recreation to partially address the financial shortfall. It is recommended that an additional \$2,687,006 net of Harmonized Sales Tax recoveries in Development Charges (XR2114), be added to Parks and Recreation's 2025 Capital Budget and 2026-2034 Capital Plan through an amendment to the Ferry Fleet Replacement and Shoreside sub-project (account CPR126-45-08) in the Special Facilities sub-project, increasing project cost and cash flow commitments in 2027.

A summary of the funding details for the with forecasted expenditures are provided in Table 1 below.

Table 1: Financial Impact Summary for increasing the Upset Limit of the Delivery Agreement with TPLC for Charging and Docking Improvements (Net of Harmonized Sales Tax Recoveries)

Capital Tax Recoveries						
Project Name	WBS	Scope of Work	2025	2026	2027	Total (Net of HST Recoveries)
Ferry Fleet Replacement & Shoreside	CPR1 26-45-08*	Shoreside	\$9,104,503	\$13,000,000	\$15,024,401	\$37,128,904
	CPR1 26-52-02		\$10,593,782	\$2,500,000		\$13,093,782
Sub-total Shoreside			\$19,698,285	\$15,500,000	\$15,024,401	\$50,222,686

*Includes \$2,687,006 funded through Development Charges (XR2114).

Dock Wall Repairs at the JLFT

The total value of the dock wall repair scope that is recommended to be delivered by TPLC is \$2,749,690 net of applicable taxes and charges (\$2,798,085 net of Harmonized Sales Tax recoveries).

Funding for this work is included in the 2025 Capital Budget and 2026-2034 Capital Plan for Parks and Recreation in the State-Of-Good-Repair project as listed in Table 2 below.

Table 2: Financial Impact Summary for Dock Wall Repair (Net of Harmonized Sales Tax Recoveries)

Project Name	WBS	Scope of Work	2025	2026	Total (Net of HST Recoveries)
CAMP (SGR) Waterfront, Marine, Fountains & Seawalls	CPR126-49-04	Dock wall	\$1,656,471	\$1,141,614	\$2,798,085

JLFT Interim Improvements

The total value of the additional JLFT interim improvements that is recommended to be added to TPLC's scope is \$4,500,000 net of all applicable taxes and charges (\$4,579,200 net of Harmonized Sales Tax recoveries).

Funding for this work is included in the 2025 Capital Budget and 2026-2034 Capital Plan for Parks and Recreation. Funding details with forecasted expenditures are provided in Table 3 below.

Table 3: Financial Impact Summary for JLFT Interim Improvements (Net of Harmonized Sales Tax Recoveries)

Project Name	WBS Element	2025	2026	2027	Total (Net of HST Recoveries)
CAMP (SGR) Special Facilities Building & Structures - Jack Layton Ferry Terminal	CPR126-49-03	\$400,000	\$1,200,000	\$779,200	\$2,379,200
Jack Layton Ferry Terminal Improvements	CPR126-57	\$800,000	\$600,000	\$800,000	\$2,200,000
Total (Net of HST Recoveries)		\$1,200,000	\$1,800,000	\$1,579,200	\$4,579,200

Toronto Hydro Service

Previous staff reports noted there would be an additional enabling cost for hydro connection upgrades, pending a full assessment of project requirements by Toronto Hydro. Toronto Hydro has provided a high-level estimate of \$9,000,000 net of all applicable taxes and charges (\$9,158,400 net of Harmonized Sales Tax recoveries) with an accuracy of +/- 20% for the new high-voltage service. Final pricing from Toronto Hydro is anticipated to be delivered in early Q2 2025. Funding to address this incremental cost will be added to the project through an in-year budget adjustment in the Capital Variance Report for the Four Months Ended April 30, 2025.

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

DECISION HISTORY

At its meeting on February 11, 2025, City Council approved an increase of \$5,000,000 to Parks and Recreation's 2025 Capital Budget and 2026 to 2034 Capital Plan in the Ferry Fleet Replacement & Shoreside project to account for increased Shoreside Infrastructure Project costs following the completion of detailed design work.

<https://secure.toronto.ca/council/agenda-item.do?item=2025.MPB27.1>

At its meeting on October 9 and 10, 2024, City Council directed the City Manager, to negotiate, enter into, and execute a Delivery Agreement with CreateTO's managed corporation, Toronto Port Lands Company, for the project management, design, build and commissioning on the City's behalf of the City's Shoreside Infrastructure Project for a period of three years, with a base budget of \$42,535,680 (net of Harmonize Sales Tax recoveries), and to report back on any adjustments through the 2025 budget process following completion of detailed design for the Project and an assessment of the existing dock wall condition, on terms and conditions acceptable to the City Manager.

<https://secure.toronto.ca/council/agenda-item.do?item=2024.EX17.3>

At its meeting on July 24 and 25, 2024, City Council directed the City Manager, in consultation with the Executive Director, Corporate Real Estate Management, the Chief Executive Officer, CreateTO, the General Manager, Parks and Recreation (formerly referred to as "Parks, Forestry and Recreation"), and other City Divisions and Agencies as needed, to report to the October 1, 2024, Executive Committee meeting with a comprehensive work plan for the infrastructure works required at Jack Layton Ferry Terminal and Toronto Islands.

At the same meeting, Council authorized the General Manager, Parks and Recreation (formerly referred to as "Parks, Forestry and Recreation"), to negotiate and enter into an agreement with Damen Shipbuilding for the construction, delivery, commissioning and warranty of two new fully electric ferry vessels.

<https://secure.toronto.ca/council/agenda-item.do?item=2024.GG14.8>

At its meeting on July 24 and 25, 2024, through the Capital Variance Report for the Fourth Months Ended April 30, 2024, City Council approved \$41,800,000 net of all

applicable taxes and charges (\$42,535,680 net of Harmonized Sales Tax Recoveries) for capital costs to implement shoreside infrastructure for the electric ferries.

<https://secure.toronto.ca/council/agenda-item.do?item=2024.EX16.12>

At its meeting on July 2, 2024, General Government Committee approved an amendment to Purchase Order Number 6044203 with Concept Naval Experts Maritimes Inc. of \$3,503,000 net of applicable taxes and charges (\$3,564,653 net of Harmonized Sales Tax recoveries), revising the current purchase order from \$5,843,221 net of all applicable taxes and charges (\$5,946,062 net of Harmonized Sales Tax recoveries) to \$9,346,221 net of all applicable taxes and charges (\$9,510,715 net of Harmonized Sales Tax recoveries) to provide contract administration services for the construction of two new ferry vessels and support services for associated shoreside infrastructure work.

<https://secure.toronto.ca/council/agenda-item.do?item=2024.GG14.7>

At its meeting on February 17, 2022, City Council approved the 2022-2031 Capital Budget and Plan for Parks and Recreation (formerly referred to as "Parks, Forestry and Recreation"), through item EX30.2 (177), \$10,950,000 to invest in shoreside infrastructure and \$28,942,000 added to the cost of the first two fully electric replacement vessels.

<https://secure.toronto.ca/council/agenda-item.do?item=2022.EX30.2>

At its meeting on January 14, 2022, General Government and Licensing Committee authorized the General Manager, Parks and Recreation (formerly "Parks, Forestry and Recreation") to enter into the necessary amending agreement to increase the value and term of Purchase Order Number 6044203 with Concept Naval Experts Maritimes Inc. for the provision of additional design and construction support services for the delivery of new electrical Ferries and the associated Shoreside Infrastructure, by an additional amount of \$2,689,565 net of applicable taxes and charges (\$2,736,901 net of Harmonized Sales Tax recoveries) and extending the term to December 31, 2025.

<https://secure.toronto.ca/council/agenda-item.do?item=2022.GL28.1>

At its meeting on March 10, 2015, City Council adopted Parks and Recreation's (formerly referred to as "Parks, Forestry and Recreation"), 2015 Capital Budget through item EX3.4 (23a.i.) and \$11,000,000 for the Replacement of Ferry Boat Number 1. \$10,150,000 was included in the 10-year Capital Plan for Replacement of Ferry Boat Number 2.

<https://secure.toronto.ca/council/agenda-item.do?item=2015.EX3.4>

COMMENTS

1. Shoreside Infrastructure Project Update

1.1 Background

The Electric Ferries Shoreside Infrastructure Project will establish the necessary electrical infrastructure required to support the operations of the electric ferries at JLFT in advance of the two new electric ferries arriving in Q4-2026 and Q2-2027. The scope of work includes:

- Automatic Shore Charging Systems ("ACSC") (a.k.a., charging towers) at two berthing areas.
- Subgrade duct banks and conduits at four berthing areas to enable the operation of the two new charging towers, as well as to enable the future installation of charging towers for additional replacement ferries procured as part of the City's Ferry Fleet Replacement Strategy;
- Electric houses (or "e-houses") (Shoreside Electrical System "SES") that will contain electrical equipment and systems;
- Modified docks and locking mechanisms at four berthing areas to accommodate the specifications of the new vessels; and
- New in-water vessel stabilization measures at four berthing areas ("dolphins").
- Electrical connection work from Copeland Substation along the right-of-way -- including cables, duct banks, and substation improvements -- to power the charging infrastructure.

No modifications are required to existing infrastructure at the landings on the Toronto Islands. The new electric ferries will continue to have the capability to berth using the existing shoreside infrastructure on the Toronto Islands.

Both the Ferries Manufacturing and Shoreside Infrastructure Project are progressing as scheduled, and in alignment with the timeline previously provided to City Council, with the delivery of the two new ferries for Q4-2026 and Q2-2027, respectively.

1.2 Shoreside Infrastructure Project Budget

The preliminary estimate provided by staff for the charging and docking improvements of the Shoreside Infrastructure Project was \$42.5M, informed by a 60% design. The project budget was amended by \$5.0 million through the 2025 budget process to align with the 100% design completed in November 2025, bringing the current approved budget to \$47.5 million. Upon RFP closing, the actual cost is \$50.2M.

The following contributed to the increase in cost of the Shoreside Infrastructure from 60% design to bid price:

- Design modifications were made in November 2024 to enhance the docking and locking mechanism at four berths, ensuring they meet the charging requirements for the new vessels.
- Based on the underwater survey of the docks, dredging is recommended at the docks while replacing the vessel stabilization. Moreover, contaminated soil disposal allowance is included in the RFP.
- Bidder(s) including a risk premium due to geopolitical uncertainties.
- The project continues to carry a budget contingency to account for project risks, including ongoing global price uncertainty for construction materials, constructability challenges related to in-water works and complexities related to maintaining operational continuity throughout the construction timeframe.

The total cost for the Shoreside Infrastructure Project is summarized in Table 4 below:

Table 4: Shoreside Infrastructure Project cost (net of Harmonized Sales Tax recoveries)

Current Approved Budget	March 2025 Cost	Additional Funding Required
\$47,535,680	\$50,222,686	\$2,687,006

1.3 Procurement and Contract Award

As directed by the City Council, the City Manager executed a Delivery Agreement with CreateTO's managed corporation TPLC on November 28, 2024. On December 3, 2024, TPLC issued Request for Proposal No. 2024-036 for the construction of Shoreside Infrastructure Project. The RFP closed on February 21, 2025.

The Evaluation Committee, consisting of TPLC, PR staff, and the design consultant team, followed a two-stage process outlined in the RFP, consisting of a Technical evaluation followed by a Financial evaluation.

Upon completing the evaluation and conducting an interview with the preferred proponent, TPLC provided an award recommendation to the Ferries Steering Committee -- comprised of senior staff from the City and TPLC -- which was unanimously approved by the Committee on March 18, 2025. TPLC is in the final stages of negotiating select terms of the construction contract with the preferred proponent. These negotiations are being expedited to facilitate construction commencement in Q2-2025 as per the original plan. The final construction contract terms are subject to review by City staff and approval by the Ferries Steering Committee. Following the conclusion of the RFP process, the successful proponent's name will be made public, in accordance with the procedures outlined in the procurement process.

2. Dock Wall Repairs and Interim Terminal Improvements Projects

The two related capital projects at Jack Layton Ferry Terminal (JLFT), Dock wall repairs and Interim Terminal Improvements projects, are recommended to be delivered by TPLC, concurrently with the Shoreside Infrastructure Project providing funds to TPLC.

3. Project Governance and Oversight

As outlined in item [2024.EX17.3](#), an executive-level Ferries Steering Committee has been established to oversee governance and key decisions for all aspects of the ferry modernization program at the JLFT, including the fabrication and delivery of two new electric vessels, the Shoreside Infrastructure Project, the review of ferry operations and, pending Council approval of the recommendations in this report, the Dock Wall Repair project and the Interim Terminal Improvements project.

4. Communications and Stakeholder Engagement

The Strategic Public and Employee Communications Division, in consultation with the Project team, are leading the development of a comprehensive engagement and communications plan, which will be implemented from April 2025 through the completion of the project construction. A unified communication strategy will ensure that various stakeholders are consulted, engaged, and kept informed based on their sensitivities and needs, including residents on the Island and who live near the JLFT, passengers, and Toronto's residents and businesses.

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SIGNATURE

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