REPORT FOR ACTION WITH CONFIDENTIAL ATTACHMENT

Approach to Public Electric Vehicle (EV Charging) Three-Year Plan

Date: April 2, 2026
To: Infrastructure & Environment Committee
From: Executive Director, Environment, Climate and Forestry
Wards: All

REASON FOR CONFIDENTIAL INFORMATION

The attachment to this report contains information that is confidential in its entirety in accordance with the City of Toronto Act, 2006, as it involves a position, plan, procedure, criteria, or instruction to be applied to any negotiations carried on or to be carried on by or on behalf of the City in relation to the proposed Collaboration Agreement (Confidential Attachment 1). Disclosure of this information could reasonably be expected to prejudice the City's negotiating position.

SUMMARY

This report provides an initial three-year implementation and funding plan to expand equitable access to public EV charging to residents and workers in the City of Toronto, leveraging a delivery model for City-owned property that is focused on prioritizing Canadian suppliers, along with complimentary initiatives that aim to remove barriers to the development of charging infrastructure on non-City owned lands.

A commercial agreement between the City of Toronto, the Toronto Parking Authority (TPA), and a Proponent (the "Collaboration Agreement") is proposed as the most effective mechanism to finance and deliver at-scale public EV charging on City-owned properties. The Collaboration Agreement enables accelerated deployment through an experienced Canadian partner, while significantly reducing long-term operational risks and financial risks to the City by leveraging the partner's capital rather than requiring major upfront municipal investment. During the initial three-year phase of the Collaboration Agreement, the Proponent's investment in the City's EV Charging Program ("the Program") is estimated to be $35.8 million.

The City's initial three-year plan, supported through the proposed Collaboration Agreement, with major negotiated terms outlined in Confidential Attachment 1, aims to address the need for accessible public EV charging, and is aligned with Council direction, including the Key Negotiating Principles adopted by Council in IE23.8 – Approach to Public Electric Vehicle Charging Delivery Model, existing City strategies, and the City's Strategic Planning Framework. Additionally, the plan was informed by initial demand and utilization modeling to estimate energy demand from the bottom up by incorporating local community, visitor, commercial (including vehicle-for-hire), and corridor-based requirements, complemented by external initiatives such as The Atmospheric Fund's work on non-City private and public properties.

To date the siting of the City's existing network of EV chargers was focused exclusively on locations operated by the TPA, including their off-street parking lots and Pay and Display parking spaces. Building on the Council direction in IE16.5, going forward the approach to determining locations will take a more holistic view of opportunities to leverage City real estate and assets where they can support the greatest uptake of charging, including on-street permit parking spaces and other city owned parking lots, where appropriate and aligned with broader city objectives. Decisions will be based on demonstrated need and access, and Council-approved policy directions, rather than discretionary or ad hoc considerations.

To address any gaps in service, the following City-owned properties are being considered as possible charging locations:

- On-street, residential paid permit parking;
- TPA on-street, pay-and-display locations;
- Corporate locations with public parking access; and
- TPA off-street Car Park locations.

The three-year plan will advance EV charger network growth in areas with demonstrated EV uptake while ensuring equity-focused investments where private-market delivery is unlikely. Implementation will follow a dual-track approach:

- Commercially financed deployments under the Collaboration Agreement, and
- City-led, data-driven investments to address system gaps and priority use-cases.

Attachment 1 includes utilization data related to both TPA on-street and off-street locations, illustrating the need to refine modelling efforts to increase usage, and highlighting the benefit of the Proponent's investments in outreach and education that will assist in enabling broader EV adoption. Attachment 2 details the proposed siting and deployment process, along with the City inputs that will factor into future demand and utilization modeling to ensure public access is clearly factored into decision making when determining site locations.

The negotiated terms of the proposed Collaboration Agreement provides strong protections for residents and EV users by ensuring transparent pricing for EV charging, based around the cost of electricity, that does not employ surge-style or dynamic peak-pricing practices.

In addition, the Collaboration Agreement embeds clear procurement and supply-chain controls that require the Proponent's compliance with Canadian trade obligations, including Canada-European Union Comprehensive Economic and Trade Agreement (CETA) and other relevant agreements. These controls ensure a fair, competitive process among qualified Canadian and CETA-compliant suppliers and vendors, prioritizing local economic participation, and support high-quality, standards-aligned infrastructure delivery.

Together, these customer-focused safeguards aim to protect the City's interest in providing equitable access to public EV charging, while mitigating investment risks and maintaining alignment with TransformTO, Sidewalks to Skylines (2025–2035), and the City's Carbon Accountability Framework.

This approach is timely; there is a renewed focus on improving the domestic supply chain and promoting EV adoption as a result of recent federal announcements, and recent oil price volatility is expected to lead to accelerated EV adoption from 2026-2029. The federal government has earmarked $1.5B in investment for EV charging infrastructure, provided through the Canada Infrastructure Bank. Additionally, recently updated standards as part of a broader national automotive strategy are anticipated to drive up EV adoption and the need for EV charging infrastructure for urban households who rely on public chargers, EV drivers in condos, and commercial fleets that benefit from fast charging options. This Collaboration Agreement positions the City to proactively and successfully ensure the required infrastructure is put in place to meet anticipated needs.

RECOMMENDATIONS

The Executive Director, Environment, Climate and Forestry recommends that:

1. City Council adopt the three-year public electric vehicle charging funding and implementation plan outlined in this report (March 23, 2026) as the framework to achieve the City's Public Electric Vehicle Charging Program goals and objectives.

2. City Council direct the Executive Director, Environment, Climate and Forestry, in consultation with the President, Toronto Parking Authority, to report back on the status of the City's Public Electric Vehicle Charging Program's goals and objectives annually, during the term of the Collaboration Agreement as further described in Confidential Attachment 1.

3. City Council authorize the Deputy City Manager, Corporate Services, in consultation with the President, Toronto Parking Authority to negotiate, enter into, and execute the Collaboration Agreement between the Proponent, City of Toronto and Toronto Parking Authority for the purpose of establishing a multi-year Toronto-wide Public Electric Vehicle Charging Program, subject to the major negotiated terms outlined in Confidential Attachment 1 and on such other terms and conditions as may be acceptable to the Deputy City Manager, Corporate

Services and the Chief Financial Officer and Treasurer, and in a form satisfactory to the City Solicitor.

4. City Council authorize the Deputy City Manager, Corporate Services or their designate, in consultation with the President, Toronto Parking Authority, throughout the Term of the Collaboration Agreement as further described in Confidential Attachment 1, to negotiate, enter into, and execute non-procurement agreements related or ancillary to the Collaboration Agreement and that are necessary to support the delivery of the Public Electric Vehicle Charging Program described in this report (dated March 23, 2026), with each non-procurement agreement being on terms and conditions acceptable to the Deputy City Manager, Corporate Services, and each being in a form satisfactory to the City Solicitor.

5. City Council direct that Confidential Attachment 1 to this report (March 23, 2026) from the Executive Director, Environment, Climate and Forestry remain confidential in its entirety in accordance with the provisions of the City of Toronto Act, 2006, as it involves a position, plan, procedure, criteria or instruction to be applied to any negotiation carried on or to be carried on by or on behalf of the City.

FINANCIAL IMPACT

Capital costs, operational complexity, and lifecycle maintenance requirements for at-scale public EV charging present material challenges for the City. Consistent with Council direction, an alternative delivery approach is proposed through a collaboration agreement with a Proponent. This approach will leverage significant capital and operating investments from an experienced partner, where the City will continue to realize a financial benefit, while maintaining the flexibility to pursue policy objectives through targeted investments of City capital in areas that are less commercially attractive, but present important opportunities for the City to provide equitable access to EV charging in consideration of the development plans of other charging service providers.

The 2026 Capital Budget for the Toronto Parking Authority includes $2.465 million in cash flow commitments for City-led targeted investments in EV charging infrastructure to address gaps in service and priority use-cases.

The TPA’s 2026 Base Operating Budget includes $1.226 million for the support of City’s public charging program.

Within the approved 2026 capital and operating allocation, funding will also support:

- Contingency for locations that are outside the Collaboration Agreement’s commercial parameters but prioritized under Council-approved siting principles, and supported by data from ongoing modelling efforts;

- Resources to sustain the program’s governance, planning, siting, deployment and performance management functions; and
- Delivery of five (5) on-street locations approved for deployment in 2026.

The initial three-year public EV charging funding and implementation plan outlined in this report covers the deployment period between 2027-2029. The City's capital investment is limited to the total amount of $19.267 million in cash flow commitments for EV charging projects included in TPA’s 2027-2029 Capital Plan as presented in Table 1 below.

Table 1 - City's capital investment commitments in the three-year Public EV charging funding and implementation plan 2027-2029 (in $ million)

	Plan year 1 (2027)	Plan year 2 (2028)	Plan year 3 (2029)	Total 3-year
Proponent's capital commitment	5.9	8.5	8.7	23.1
TPA's capital commitment	4.0	3.9	11.4	19.3
Total	9.9	12.4	20.1	42.4

This investment enables to appropriately resource the program and complement the capital investment provided by the Proponent for sites that may not be commercially viable, but are determined to be consistent with the guiding principles adopted by Council in 2024-IE.16.5 - Approach to Public Electric Vehicle Charging to 2030 (in accordance with the terms of the Collaboration Agreement outlined in Confidential Attachment 1.

The Proponent is responsible for all operating expenses during the three-year period. The Proponent’s three-year operating investment commitment of $9.71 million - $0.921 million in Year 1, $2.694 million in Year 2, and $6.095 million in Year 3 - covers all costs required to maintain a reliable and accessible charging network. This includes network operations, maintenance and repairs, and energy/utility expenses as defined in the City framework. Electricity costs, including projected rate increases and applicable demand charges, have been incorporated conservatively into the model.

Any incremental financial implications beyond 2027-2029 and associated with the decision to be made on the monetary sharing options or in the event of loss of exclusivity and/or termination and/or end of site license will be brought forward in annual update report and/or through future budget processes for consideration.

Additional financial implications are provided in the Financial Impact section of Confidential Attachment 1.

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

EQUITY IMPACT STATEMENT

Toronto's neighbourhoods have diverse EV charging needs influenced by factors such as access to at-home parking, housing characteristics, household income, transit proximity, and availability of curbside parking spaces. The plan's siting protocols and data-driven modelling are designed to identify areas where private-market delivery is unlikely in the near-term or inequitably distributed.

To support equitable access to public EV charging, the City will:

- Monitor EV adoption trends by ward and within Neighbourhood Improvement Areas (NIAs);
- Advance City-led deployments in locations with limited private-sector viability in the near-term;
- Provide targeted support for the Vehicle-for-Hire (VFH) sector; and
- Reduce exposure to traffic-related air pollution (TRAP) along major corridors by increasing EV uptake and strategically adding public charging capacity.

Toronto Public Health has identified elevated TRAP levels along inner-city highways and major arterial roads, where residents and workers, disproportionately low-income and equity-deserving communities, experience higher health risks. Expanding EV adoption will help reduce transportation-related emissions and improve local and city-wide air quality.

Program performance indicators, monitored by the City, will track access and utilization in equity-deserving communities, VFH charging outcomes, and proximity of deployments to high-TRAP corridors. These metrics will inform annual adjustments to siting and implementation.

DECISION HISTORY

At its meeting on July 23 and 24, 2025, City Council adopted the Approach to Public Electric Vehicle Charging Delivery Model that directed the City to move forward with a City-led negotiation of an agreement with short-listed proponents for a multi-year Toronto wide public Electric Vehicle Charging Delivery model.
https://secure.toronto.ca/council/agenda-item.do?item=2025.IE23.8

At its meeting on November 13 and 14, 2024, City Council adopted Sidewalks to Skylines: A 10-Year Action Plan for Toronto's Economy (2025 – 2035), which provides a roadmap to guide and shape Toronto's economic development decision making over the next 10 years.
https://secure.toronto.ca/council/agenda-item.do?item=2024.EC16.2

At its meeting on October 9 and 10, 2024, City Council adopted the Approach to Public Electric Vehicle (EV) Charging to 2030 staff report. The report outlined a strategy and plans to ensure sufficient public charging infrastructure will be in place to accommodate growth in EV ownership to 30 per cent of registered personal vehicles by 2030.
https://secure.toronto.ca/council/agenda-item.do?item=2024.IE16.5

At its meeting on March 29, 30, and 31, 2023, City Council adopted the Relationship Framework of the City with Toronto Parking Authority, amending to include that the Executive Director, Housing Secretariat and Chief Executive Officer, CreateTO to identify underutilized parking facilities and parking facilities within Protected Major Transit Station Areas for the purpose of redevelopment and supporting plans for redevelopment of parking facilities that prioritize the provision of new affordable housing. Additional amended directions detailed the Toronto Parking Authority should do everything practicable to assist the City to reach net-zero climate pollution by 2040, in a manner consistent with TransformTO.
https://secure.toronto.ca/council/agenda-item.do?item=2023.EX3.4

At its meeting on February 2 and 3, 2022, City Council directed Transportation Services in consultation with Toronto Hydro and the Toronto Parking Authority to commence the expansion of the City's On-street EV Charging Program, including siting criteria, costs, and any other requirements to ensure a successful roll-out and future expansion. Existing and future charging stations were to be transferred to the responsibility of TPA in 2023. City Council also approved the extension of the Downtown and Residential EV Charging Station pilots by eight months until May 31, 2022.
https://secure.toronto.ca/council/agenda-item.do?item=2022.IE27.7

At its meeting on December 15, 16, and 17, 2021, City Council endorsed the targets and actions outlined in the TransformTO Net Zero Strategy and approved a target to reach net zero GHGs by 2040. The Net Zero Strategy includes a target that by 2030, 30 per cent of registered vehicles in Toronto will be electric. The Net Zero Strategy's Short-Term Implementation Plan (2022-2025) includes actions to help ensure that Toronto is on track to meeting its 2030 and 2040 targets for EV adoption.
http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.IE26.16

At its meeting on January 29, 2020, City Council approved the EV Strategy which highlighted 10 actions organized under four areas of opportunity: charging availability, cost and convenience, education and advocacy and economic opportunities. Council directed Environment and Climate (now ECF) to work with the EV Working Group to oversee effective engagement, implementation, and evaluation of widescale EV rollout, including the On-street Charging Pilot and Residential On-street Charging Station Pilots.
https://secure.toronto.ca/council/agenda-item.do?item=2020.IE11.17

At its meeting on October 2, 2019, City Council declared a Climate Emergency and Accelerating Toronto's Climate Action Plan.
https://secure.toronto.ca/council/agenda-item.do?item=2019.MM10.3

COMMENTS

Program Intent and Delivery Approach

The City's Carbon Accountability Framework prioritizes actions that reduce greenhouse gas emissions from municipal operations and the broader community. Achieving net-zero emissions by 2040 requires the accelerated adoption of zero-emission vehicles, which will need to be supported through a customer-focused expansion of publicly accessible electric vehicle (EV) charging. The City of Toronto, in support of the TransformTO Strategy's core pillar of leading by example, has decided to play a key role to support increased EV adoption.

City staff have identified a Council approved model that leverages private investment and the expertise of a Proponent that will plan, design, deliver and operate the City's network of EV chargers, while maintaining City oversight of key outcomes, including equitable access, reliability, interoperability, and affordability.

Following Council's adoption of IE16.5 in October 2024, Environment, Climate and Forestry (ECF) and the Toronto Parking Authority (TPA) advanced a procurement-informed, City-led negotiation process to identify Short-Listed Proponents and assess feasible delivery models.

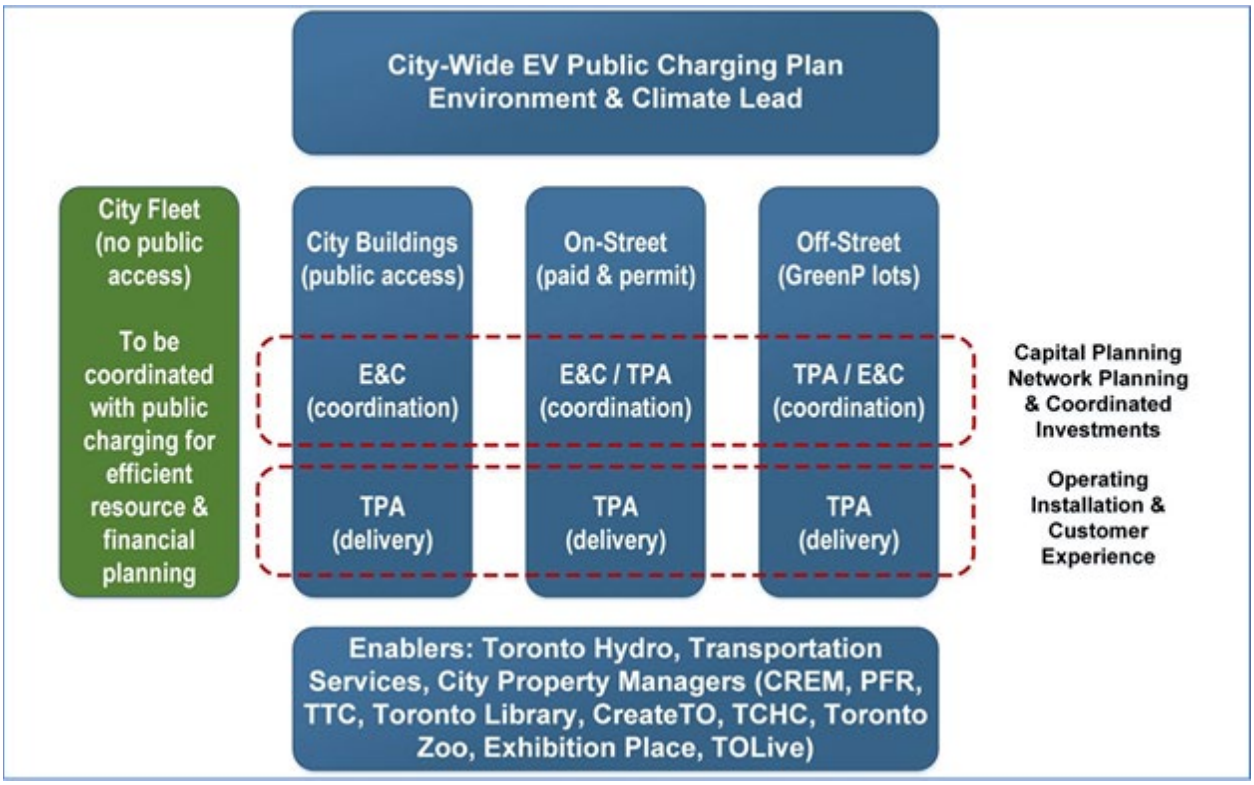
In July 2025, Council adopted Key Negotiating Principles (IE23.8) to guide this work and mitigate associated risks. This process has resulted in the identification of a Proponent and the proposed Collaboration Agreement that forms the basis of the three-year implementation plan.

Three-Year Funding and Strategy

Governance Framework and Collaboration Principles

Oversight of the program is led by ECF, consistent with the governance structure established in 2024.IE16.5 (detailed in Figure 1), including decisions around strategic investment, siting and deployment. The Proponent manages implementation, network performance, and on-going operations and maintenance of the charging network, while the TPA will oversee the existing network of (589) City-owned EV chargers until they can be integrated into the network operated and maintained by the Proponent.

Figure 1: Existing Public EV Charging Implementation Plan Governance Structure



The Program's governance framework is built on the following principles:

- **Transparency**: Decisions, risks, and progress are communicated openly to relevant stakeholders.
- **Accountability:** Ensuring performance and risk management have robust controls, with clear roles aligned with Council approved governance, and sound financial and reporting practices where the City has full visibility into all key aspects of the Program, by extension, Council is provided annual updates.
- **Efficiency & Effectiveness:** Decisions will be made based on complete and accurate information to achieve the Program objectives while optimizing resources.
- **Responsiveness:** Governance processes are adaptable to evolving needs, strategic direction, and external factors.
- **Integrity:** All participants are expected to act ethically and uphold strong values.
- **Stakeholder Alignment:** Activities align Program outcomes with City priorities and stakeholder expectations.
- **Sustainability:** Outcomes reflect long-term economic, social, and environmental benefits.

Oversight ensures financial sustainability and asset lifecycle performance through:

- Performance-based contractual requirements;
- Mechanisms to protect the City from capital, operational, and technological risks; and,
- Alignment of investments with broader City priorities, including fiscal responsibility and redevelopment planning.

Robust program controls ensure safe, reliable and customer-focused operation of the EV charging network. These controls include:

- Standardized technical specifications, construction protocols, and interoperability requirements;
- Customer-experience standards, including uptime, transparent pricing, and accessible payment systems; and,
- Data-sharing obligations to support planning, reporting, and performance evaluation.

Oversight of siting and deployment is anchored in ongoing, model-driven analysis of community, corridor and commercial charging needs – informed by on-going consultation with the public that is consistent with existing planning processes. This ensures that investments are:

- Prioritized in areas with high public-charging dependency;
- Directed toward Neighbourhood Improvement Areas lacking access to at-home charging; and,
- Responsive to evolving EV adoption patterns, grid constraints, and land-use changes.

This approach prevents opinion-based siting decisions and ensures that funding is allocated based on demonstrated needs and City-approved principles.

Decision making responsibilities around all aspects of the Program are handled through three levels of review:

- **Level 1 – Consent (Program Teams / Working Groups):** Executes operational decisions and prioritizes tasks within approved parameters, escalating issues to the Executive Management Team (EMT) as required. Membership consists of Program Managers from the City and Proponent.
- **Level 2 – Consent / Consensus, Topic Driven (Executive Management Team):** Provides program-level oversight of planning and deployment, including development of the annual installation and funding plan, and management of program risks and issues. Identifies and recommends major strategic decisions—such as changes to scope, budget, timeline, and key deliverables—and resolves high-impact risks and issues, escalating matters to the Program Executive Committee when required. Membership consists of the Project Director, ECF, TPA Vice President of Operations, and the Proponent's General Manager.
- **Level 3 – Consensus (Program Executive Committee):** Provides final approval of EMT recommendations and serves as the program's highest decision-making authority. Membership consists of the Executive Director, ECF, TPA President, and Proponent's President.

Capital and Operating Investment

The initial three-year investment plan is centred around a collaborative process to select and plan sites, where the Proponent provides up-front capital and operating investment, incentivizing them to accurately forecast demand, deploy assets efficiently, and operate the network reliability to achieve their commercial performance objectives.

With ongoing adjustments, the City's Public Electric Vehicle Charging Program is estimated to serve 10 - 15% of public charging demand in its first three years, including for residents, visitors, and other commercial users, while supporting TransformTO's broader climate and mobility objectives.

The Proponent's capital investment plan aligns directly with forecasted energy demand and the proposed mix of Level 2 (medium-speed AC charging) and Level 3 (high-speed DC fast charging) chargers. It includes all key cost components - design and engineering, hardware and infrastructure, construction and installation, and utility service connections.

The initial three-year capital investment of $23.1 million - $5.9 million in Year 1, $8.5 million in Year 2, and $8.7 million in Year 3 - supports the estimated energy demand, supplementing the existing City-owned public charging network.

The Proponent's three-year operating investment commitment of $9.71 million - $0.921 million in Year 1, $2.694 million in Year 2, and $6.095 million in Year 3 - covers all costs required to maintain a reliable and accessible charging network. This includes network operations, maintenance and repairs, and energy/utility expenses as defined in the City framework. Electricity costs, including projected rate increases and applicable demand charges, have been incorporated conservatively into the model.

The City of Toronto's modelling indicates that neighbourhoods with limited home-charging options will require higher levels of public infrastructure, with demand growing as EV adoption increases. While early EV adopters typically charge at home, a rising share of future EV owners is expected to rely entirely on public charging.

The initial three-year plan covers deployments on City-owned properties, including TPA off-street facilities and designated on-street locations. Local roads with paid Green P on-street parking are included where feasible. Side streets with permit-only residential parking where there may be greater challenges to achieve commercial viability may be advanced under the City-led stream, subject to approvals and available funding. The public EV charging plan does not preclude separate programs or approaches for permitted-parking streets.

Charger Mix and Quantities

In the past, the City of Toronto has forecasted demand based on registered electric light-duty vehicles and vehicles per kilometer travelled, attempting to assign a fixed number of chargers. An updated model, that factors demand from visitors, commercial vehicle use, non-resident travel, driver behaviour and the plans of other charging service providers is needed to ensure the City is investing sensibly in EV infrastructure and deploying a mix of medium-speed chargers and high-speed chargers that meet the needs of residents and workers.

Utilization of chargers is currently measured by the time a charger is in use. This is an imperfect metric, which may be inflated by counterproductive behaviour, such as slower charger speeds that increase occupied time, congestion and queuing, or vehicles staying plugged in longer than necessary. The most recent parking and EV charging utilization numbers are included in Attachment 1. A shift to energy throughput (kilowatts, or kW, of electricity delivered), is being proposed by the City as it represents the most direct measure of the actual service provided by EV chargers, and can tie directly to revenue, customer experience, infrastructure planning, and capital allocation.

To meet the expected energy demand, the proposed siting and deployment model calculates how much charging power (in kW) will be needed. The model assumes that as charging technology improves, vehicle charging time will go down, resulting in more customers using the stations, requiring each charger to deliver more energy per day. This assumption is based on real usage data from the Proponent's existing charging network and information provided by the TPA.

The demand model provides an estimated kW requirement, but the proposed charger deployment is based on a practical, ground-up rollout plan. This plan follows an achievable engineering, procurement, and construction schedule over three years, resulting in a defined installed kW capacity

Each charger type serves a different purpose, user group, and urban use case. A mixed deployment avoids a "one size fits all" approach and ensures that the benefits of electrification reach all communities. The proposed mix of Level 2 and Level 3 chargers reflects what can be feasibly delivered in the early years. The final allocation will be guided by program objectives, site conditions, and available electrical capacity, while maintaining the total installed kW required to meet demand even if the balance between charger mix shifts over time.

Consistent with Council's Public Charging Considerations (2024.IE16.5), the initial plan focuses on four key user groups:

- On-the-go (community): Residents, workers and visitors needing short-dwell time charging.
- On-the-go (corridor): Longer-distance travellers requiring fast, high-volume charging.
- Public-charging-dependent drivers: Residents without access to private parking or home charging.
- Commercial fleet drivers: High-utilization drivers who depend on both on-the-go and off-shift charging and often lack home-charging options.
- The program siting and deployment model will be refined and adjusted annually as new data become available, to ensure projected demand remains realistic given vehicle populations and travel behaviour and to respond and adapt to changing market, economic and regulatory conditions.

The table below summarizes the projected kW requirements and proposed new charger numbers and mix for the first three years of implementation:

Table 1: Estimated Demand and Proposed Charger Mix (2027-2029)

Year	Projected kW Demand	Estimated Level 2 Chargers	Estimated Level 3 Chargers
Year 1	3,000	100 - 280	10 - 30
Year 2	4,900	150 - 450	20 - 40
Year 3	4,900	150 - 450	20 - 40
Total	12,800	400 - 1,180	50 - 110

TPA's current network of (40) Level 3 chargers, which are capped at 50 kW, have 2.6 times the turnover on transactions than Level 2 chargers. The proposed deployment would include Level 3 chargers that are capped at 150 kW, resulting in a further reduction in charging time for on-the-go customers.

Pricing Framework

The pricing framework will initially employ a market-based, per-kWh pricing system that measures the actual electricity delivered to customers. The Proponent will not be a price-setter, but one of many participants in a competitive market. This approach, while requiring a level of flexibility, establishes a transparent, equitable, and financially sustainable pricing model for EV charging which:

- Employs market responsive electricity pricing, consistent with other leading charge point operators;
- Aligns prices with cost of service;
- Supports equity objectives by matching pricing to user needs; and,
- Supports transparency and ensures accountability to Council and the public.

The proposed pricing methodology is based on:

- Market-based pricing that can adapt to industry trends and consumer behaviour by implementing time-variable, location-variable, and promotional pricing models for different customer segments (e.g., subscriptions, initiation fees) and acknowledges time-of-use impacts (currently per-kWh energy consumption);
- Cost recovery of capital and operating investments through an open-book process where the City has full visibility into what data are being used to make decisions;
- Portfolio-level planning to maintain price parity and manage site-specific capital cost differences; and,
- Upstream affordability interventions rather than price distortion that values the service in a way that significantly deviates from its true cost and market value.

The authority for establishing price would rest with the Program's Executive Committee, consisting of representatives from the City, the TPA and the Proponent. Prices will be reviewed based on:

- Actual throughput (kWh) and cost basis;
- Cost recovery;
- Equity outcomes; and
- Market comparators and return on investment (ROI).

Measures of Success and Key Performance Indicators

The Agreement would support a financially sustainable, customer-focused, city-wide public charging network that supports Toronto's climate and mobility objectives. The structure minimizes financial risk for the City while enabling future revenue streams, once an agreed to ROI is achieved, that incentivizes all parties to generate the best outcomes.

The Collaboration Agreement is guided by five strategic goals, that emphasize financial performance, customer experience, demand fulfillment, sector-specific electrification, and broad public EV adoption.

- **Goal 1 - Public EV Adoption:** Expand charging infrastructure across City-owned properties to support the City's target of 30% of registered vehicles in Toronto being EVs by 2030. Key actions to be applied to charging infrastructure include equitable access, transparent pricing, and integrated user experiences.
- **Goal 2 - Financial Performance:** Achieve positive annual cash flow and a minimum targeted pre-tax project ROI by Year 5.
- **Goal 3 - City-Wide Demand Served:** Within five years, serve 10–15% of Toronto's public charging demand through data-driven deployment planning. Priorities include Neighbourhood Improvement Areas and Emerging Neighbourhoods and sites with strong electrical grid readiness.
- **Goal 4 - Customer Experience:** By Year 3, reach targeted customer satisfaction and network uptime goals, supported by proactive monitoring, transparent pricing, and streamlined parking-and-charging interactions.
- **Goal 5 - Commercial Fleet Electrification:** By 2030, deliver sufficient fast-charging capacity to support full electrification of commercial fleets through purpose-built hubs, high-power infrastructure, and collaboration with industry operators.

Overall, the Collaboration Agreement aims to establish a scalable, low-risk framework for expanding Toronto's public charging network while improving customer experience, advancing climate targets, and generating long-term value for the City.

Achieving this requires a clear set of Key Performance Indicators (KPI) and supporting metrics that guide decision-making, measure operational health, and ensure long-term sustainability:

- Reliability is supported through metrics that track charger uptime, responsiveness to outages, and overall network performance.

- Safety is reinforced by monitoring compliance with electrical standards, strict data management protocols, incident reporting, and preventative maintenance activities.
- Equity considerations ensure that charging infrastructure is accessible across diverse geographic, demographic, and socio-economic segments, reducing barriers to EV adoption.
- Financial responsibility is achieved through careful oversight of operational costs, revenue performance, and asset utilization to support scalable growth.

Together, these KPI and supporting metrics provide a robust framework for managing the EV charging network, improving customer experience, and ensuring alignment with organizational goals and regulatory expectations.

Complementary Initiatives and Collaboration

In parallel with the Collaboration Agreement, ECF, in coordination with City divisional and agency partners, as well as third party stakeholders will advance:

- Public charging hubs in strategic locations;
- Integration opportunities for EV car-share where appropriate;
- Collaboration with The Atmospheric Fund (TAF) to enable charging on non-City private and public properties. TAF is collaborating with multi-family building owners in the Greater Toronto and Hamilton Area (GTHA) on a pilot project to demonstrate a scalable, innovative financing model for making buildings EV-ready;
- Inclusion of public-facing civic assets (e.g., community centres, libraries) in siting where feasible;
- Zoning for Low-Carbon Technologies Review - A comprehensive review of Toronto's City-wide Zoning By-law 569-2013 with a focus on climate action, to support the implementation of Toronto's climate strategy, TransformTO, and contribute towards the City's goal of reaching net zero by 2040.

Next Steps and Three-Year Deployment Outlook

Subject to Council approval, staff will, in collaboration with the Proponent and key stakeholders:

- Negotiate and execute the Collaboration Agreement;
- Provide the initial site list through the next annual report on the City's Public Electric Vehicle Charging Program;
- Initiate Proponent onboarding and initial siting and deployment planning; and,
- Commence design, coordination and construction at identified locations.

Assuming timely execution of the Collaboration Agreement, EV charger deployments will begin in 2026 with full scale-up through 2027–2029. The Collaboration Agreement provides flexibility to adjust the mix of sites and chargers based on siting outcomes and performance data.

CONCLUSION

- The proposed three-year plan of this multi-year Program can accelerate public EV charging delivery through a Proponent-financed turnkey delivery model that safeguards City objectives for equity, service quality, and climate outcomes while remaining fully transparent and focused on delivering sensible investment in public EV infrastructure, informed by complimentary City initiatives and dynamic market forces.

CONTACT

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SIGNATURE

James Nowlan
Executive Director, Environment, Climate and Forestry

ATTACHMENTS

Confidential Attachment 1
Attachment 1: TPA Parking and Electric Vehicle Charging Utilization
Attachment 2: Siting and Deployment Process