

## **Non-Competitive Extension with Carla Construction & Maintenance Ltd. for Trackless Train Service in High Park for Parks and Recreation**

**Date:** February 24, 2026

**To:** General Government Committee

**From:** General Manager, Parks and Recreation and the Chief Procurement Officer

**Wards:** 4 - Parkdale

### **SUMMARY**

---

This report seeks City Council authority to enter into a non-competitive agreement with Carla Construction & Maintenance Ltd. to continue operations and maintenance of the trackless train amusement service in High Park.

In November 2024, Parks and Recreation issued a Request for Proposals (RFP) for the operation and maintenance of a passenger transportation shuttle service for High Park and other potential parks, consistent with the High Park Movement Strategy. Carla Construction & Maintenance Ltd. was identified as the preferred supplier. Following Request for Proposal (RFP) award, the proponent declared that it would not be able to meet the obligations they set through their response to the RFP, specifically procurement of an accessible electric shuttle vehicle that can safely meet the needs in High Park. Following consultation with the Chief Procurement Officer and Legal Services, the RFP was cancelled.

With the cancellation of the competitive procurement and the need to ensure continuity of people-moving services for the 2026 operating season, staff reviewed available short-term options. Beginning in 2026, the Toronto Transit Commission will extend service dates of the bus route within High Park, providing a more affordable, accessible, and higher-capacity transportation option for park users. To complement the expanded TTC service and to maintain a long-standing and popular amenity for families and visitors, Parks and Recreation recommends a short-term extension of the existing trackless train amusement service. Council authority is required for the extension since the extension term for the licence is beyond what was approved by City Council in 2023 and the duration is beyond the delegated authority of General Manager, Parks and Recreation under Toronto Municipal Code Chapter 608.

Carla Construction & Maintenance Ltd. is the only supplier currently able to mobilize equipment and commence service in April 2026, and has an established operating

history within High Park. Given the time required to procure vehicles and mobilize a new supplier, there is insufficient time to undertake a new competitive process without risking a gap in this well-enjoyed feature of High Park.

The proposed non-competitive procurement is permitted under Toronto Municipal Code Chapter 195, Procurement, as an exception following the cancellation of the competitive solicitation, which created time constraints. City Council approval is required because the cumulative term of the contract exceeds staff authority limits.

As expanded TTC service provides a more consistent and affordable transportation option within High Park, staff will assess the future role of third-party amusement services prior to any future procurement. In addition, TransformTO objectives related to the use of electric vehicles in the park may become more achievable as the industry matures, enabling a broader range of options to be considered through a future competitive process.

## **RECOMMENDATIONS**

---

The General Manager, Parks and Recreation and the Chief Procurement Officer, recommend that:

1. City Council authorize the General Manager, Parks and Recreation to extend the existing licence agreement with Carla Construction & Maintenance Ltd., to operate and maintain the trackless train service in High Park for two operating seasons from approximately April 1, 2026 and ending on October 31, 2027 with two optional renewal terms of up to one operating season each, exercisable at the General Manager's sole discretion, substantially on the terms and conditions set out in Attachment 1 to this report, and on such other terms and conditions satisfactory to the General Manager, Parks and Recreation and in a form satisfactory to the City Solicitor.

## **FINANCIAL IMPACT**

---

The previous annual licence fee for the trackless train service was approximately \$10,200 plus HST. Under the proposed agreement, the licence fee payable to the City will be approximately \$10,500 plus HST in 2026 and \$10,800 plus HST in 2027. Annual licence fees will increase by three per cent to account for inflationary impacts.

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

## **DECISION HISTORY**

---

At its meetings on May 21 and 22, 2025, City Council adopted a report to award Doc4755698985 to Carla Construction & Maintenance Ltd. for the operation and

maintenance of a passenger transportation shuttle service for High Park and other potential parks, with amendments.

<https://secure.toronto.ca/council/agenda-item.do?item=2025.GG21.9>

At its meeting on May 11, 2023, City Council adopted the High Park Movement Strategy, approving a suite of recommendations to advance changes to park roads and authorizing Parks and Recreation to issue a Request for Proposals to procure a shuttle service to support the strategy. Council also authorized the extension of the existing trackless train service operated by Carla Construction & Maintenance Ltd. to the end of 2025.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.IE3.7>

## COMMENTS

---

### Background

The Request for Proposals (RFP) for the Operation and Maintenance of a Passenger Transportation Shuttle Service for High Park and other Potential Parks (Doc4755698985) was issued to seek a shuttle solution in alignment with the High Park Movement Strategy. The RFP was cancelled as the preferred supplier identified supply chain, logistical, financial, and vehicle procurement schedule challenges that no longer made the proposed solution feasible – these issues developed following the submission of the proposal and were linked to impacts of changing international trade relationships, tariffs' impact on supplies, and product availability with fluctuating international market conditions.

While a long-term solution is being planned for High Park and for other parks where people-moving services may be required, Parks and Recreation recommends a short-term extension of the trackless train amusement service with Carla Construction & Maintenance Ltd. in High Park, as they have been providing service for forty years in High Park and were the only supplier that participated in the RFP who demonstrated the ability and resources to offer this service starting April 2026.

The issuance of a proposed non-competitive contract is due to cancellation of the competitive solicitation, which created time-constraints as there is insufficient time to seek a new supplier who can procure the vehicles and transition the site in time to facilitate a people-moving solution.

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 Section 7.1.P. This procurement will be proceeding with Carla Construction & Maintenance Ltd., 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.

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 vendor under Article 7, Section 195 - 7.3(D) 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 71-11(A).

The Fair Wage review and approval are currently in progress at the time of the report, and will be required to be completed prior to agreement execution.

### **Description of Trackless Train Service and Proposed Extension**

To complement the expanded TTC service described below, staff recommend continuing the trackless train amusement service from April to October as a recreational amenity that also supports access to destinations throughout High Park. A short-term agreement of two operating seasons will allow staff to assess how the expanded TTC service and the trackless train together meet the needs of park users, while staff prepare for longer-term solutions. Two optional one-season extensions are recommended to provide continuity of service should additional time be required to complete infrastructure upgrades or transition to a future transportation solution.

Despite the cancellation of the shuttle RFP, the supplier has confirmed its willingness to continue operating the trackless train service and to introduce several enhancements identified in its proposal, including senior discount days, family passes, and reduced rates for caregivers travelling with individuals with disabilities. The service will continue to accommodate up to 70 passengers per train unit, with capacity of up to approximately 140 passengers per hour, in accordance with the schedules outlined in Attachment 1.

### **Additional Opportunities for People-Moving Services in High Park**

To supplement the extension of the trackless train, and in response to 2023 Council direction on the High Park Movement Strategy, staff engaged Toronto Transit Commission (TTC) to explore opportunities to improve transit routing and service frequency within and around High Park.

Beginning in 2026, TTC will expand service within High Park, providing direct access to the accessible High Park subway station. Planned TTC service will include:

- Weekend and holiday service: March 15 to October 31
- Weekday service: May 3 to September 5

The 203 High Park bus will offer greater capacity and accessibility than the previously proposed shuttle, as outlined in Attachment 2. The cost of operating the expanded TTC service will be jointly funded by TTC and the City, with TTC supporting weekend and holiday service during the summer months and the City contributing to weekday and shoulder-season service from its base budget.

## Long-Term Planning for People-Moving Service

Parks and Recreation is advancing the design of permanent changes to park roads to implement the Council-approved High Park Movement Strategy. This work includes renewed engagement with stakeholders and broader public consultation through online tools. Council's 2025 direction on the High Park shuttle also calls for consultation on potential additional stops within the park. With the shuttle service no longer proceeding, this feedback is being incorporated into updated road designs and the integration of TTC bus stops.

Following execution of the proposed agreement, Parks and Recreation will continue to work with the supplier to track ridership data and identify opportunities to tailor the trackless train service to visitor needs.

As expanded TTC service provides a more affordable and consistent transportation option within High Park, staff will assess the future role of third-party amusement services prior to any future procurement. In addition, TransformTO objectives related to the use of electric vehicles in the park may become more achievable as the industry matures, allowing for more innovative options to be considered through a future competitive process.

### Next Steps

Subject to Fair Wage and City Council approval, the City will execute an extension of the existing licence agreement with Carla Construction & Maintenance Ltd. to ensure the trackless train amusement service is in place for the start of the 2026 operating season.

In response to Council direction through 2023.IE3.7, staff will report back to the Infrastructure and Environment Committee in 2027 to provide direction on further travel network changes and improvements and can provide advise on any changes to shuttle service at that time.

### CONTACT

---

Justin Hanna, Director, Client and Business Services, Parks and Recreation  
Tel. 416-509-3805 E-mail: [Justin.Hanna4@toronto.ca](mailto:Justin.Hanna4@toronto.ca)

### SIGNATURE

---

Terry Ricketts  
General Manager, Parks and Recreation

Geneviève Sharkey  
Chief Procurement Officer

## **ATTACHMENTS**

---

Attachment 1: Major Terms and Conditions, Licensed Area and Route Map

Attachment 2: Expanded TTC Service in High Park