REPORT FOR ACTION

Annual Report on the City's Fleet Availability and Utilization

Date: February 23, 2026
To: General Government Committee
From: General Manager, Fleet Services Division
Wards: All

SUMMARY

The purpose of this report is to provide an update to the General Government Committee (GGC) on Fleet Services Division's (FSD) efforts to reduce vehicle and equipment downtime ("availability") and minimize the number of underutilized vehicles ("utilization"), as requested by GGC on October 7, 2019 (Item - 2019.GL8.1). The most recent annual update was provided on April 7, 2025 (Item - 2025.GG20.13).

The City of Toronto operates the largest municipal fleet in Canada and one of the most specialized and diversified fleets in North America, comprising of 5,557 vehicles and equipment. FSD supports client divisions, agencies, and corporations by providing fleet management and maintenance services and driver training to support the delivery of essential City services.

Fleet availability and utilization are critical performance metrics that support effective fleet management. Fleet availability measures the percentage of time fleet assets are available for use. In 2025, the City's fleet achieved 90% availability. This is a slight decrease over 2024 rates, primarily tied to a greater focus on proactive maintenance, which while has vehicles briefly taken out of service for maintenance activities, ultimately reduces costly unplanned repairs and breakdowns and supports improved reliability and more sustainable availability over time. This was reflected in improved ratio of Preventive Maintenance versus Corrective (or Reactive) Maintenance, increasing from 70% in 2024 to 77% in 2025. Availability is influenced by the following five factors, all of which have advanced over the year: workforce development, parts availability, operational performance management, promoting safe driver behaviour, and vendor partnerships.

Fleet utilization measures how effectively vehicles are being used. FSD expanded utilization assessments beyond light-duty vehicles (Class 1 and 2) to include medium-duty vehicles (Class 3 to Class 5), providing a more comprehensive, data-driven view of high-value assets. This broader scope strengthened fleet rightsizing by identifying underutilized vehicles with disproportionately high capital and maintenance costs,

enabling reassignment or divestment where appropriate and ensuring alignment with operational demand. Opportunities were identified to convert 66 high-utilization long-term rental vehicles to City-owned assets, aligning permanent service demand with the city owned fleet inventory to strengthen utilization oversight and support sustainable fleet right-sizing. As the City's population and service demands continue to grow, FSD is carefully balancing necessary fleet growth, currently averaging about 4% annually, while preventing over-expansion and limiting underutilization. This disciplined, evidence-based approach ensures the City's fleet remains right-sized, cost-effective, and responsive to service requirements.

Furthermore, as of November 1, 2025, FSD assumed operational responsibility for the Toronto Island Ferries. The City operates four (4) ferries to the Toronto Islands, one (1) of which operates year-round. FSD has worked to integrate the Ferry Service into its internal processes, including existing repair and maintenance contracts as well as parts supply contracts. From 2024 to 2025, crowding on the Centre Island route dropped significantly, with trips over 90% capacity falling from 12.7% to 4.5%, respectively. This is a result of an increase in the total number of extra trips completed by a relief vessel during busy periods, up 12.5% from 2024 to 2025. This was achieved by extending operating hours and ensuring additional staff were available to operate the ferries. Work is underway to enhance the quality and accuracy of ferry availability data, which will be included in subsequent annual reports.

RECOMMENDATIONS

The General Manager, Fleet Services recommends that:

1. The General Government Committee receives this report for information.

FINANCIAL IMPACT

There is no financial impact from the adoption of the recommendation in this report. The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact statement.

DECISION HISTORY

On April 7, 2025, the General Manager, Fleet Services, updated GGC on the City of Toronto's fleet availability and utilization rates.
https://secure.toronto.ca/council/agenda-item.do?item=2025.GG20.13

On March 26, 2024, the General Manager, Fleet Services, updated GGC on the City of Toronto's fleet availability and utilization rates.
https://secure.toronto.ca/council/agenda-item.do?item=2024.GG11.14

On May 30, 2023, the General Manager, Fleet Services, updated GGC on the City of Toronto's fleet availability and utilization rates.
https://secure.toronto.ca/council/agenda-item.do?item=2023.GG4.28

On December 15, 2021, City Council requested the General Manager, Fleet Services, in consultation with applicable City Divisions, make fleet utilization-related data available on the City of Toronto's Open Data Portal.
https://secure.toronto.ca/council/agenda-item.do?item=2021.GL27.22

On October 7, 2019, the General Government and Licensing Committee requested the General Manager, Fleet Services, to report annually on the City of Toronto's fleet availability and utilization rates.
https://secure.toronto.ca/council/agenda-item.do?item=2019.GL8.1

On May 14 and 15, 2019, City Council adopted the Auditor General's recommendations in the Fleet Services Operational Review - Phase One: Lengthy Downtime Requires Immediate Attention, focusing on vehicle service downtime and its impact on City operations.
https://secure.toronto.ca/council/agenda-item.do?item=2019.AU2.2

On May 14 and 15, 2019, City Council adopted the Auditor General's recommendations in the Fleet Services Operational Review - Phase One: Lengthy Downtime Requires Immediate Attention, Stronger Corporate Oversight Needed for Underutilized Vehicles, focusing on fleet utilization.
https://secure.toronto.ca/council/agenda-item.do?item=2019.AU2.3

COMMENTS

The availability and utilization of City vehicles and equipment are critical performance metrics for effective fleet management. FSD monitors these metrics to implement data-driven improvements, ensuring that City staff have access to the necessary vehicles and equipment for efficient service delivery.

Fleet Availability

Fleet availability is a key performance metric that reflects the percentage of time fleet assets are available for operational use, including spare units that can be deployed when regularly assigned vehicles are out of service. Table 1 illustrates fleet availability rates as of December 2025 by asset category.

Table 1: Year-Over-Year Fleet Availability

Asset Category	2023 Actual Availability	2024 Actual Availability	2025 Actual Availability
Light Duty (Sedans, Minivans, SUVs, and Pickup Trucks)	94%	95%	94%
Medium Duty (Sidewalk Sweepers or Cube Vans)	88%	88%	88%
Heavy Duty (Waste Collection Trucks or Aerial Trucks)	81%	83%	81%

Asset Category	2023 Actual Availability	2024 Actual Availability	2025 Actual Availability
Off-Road (Loaders or Backhoes)	88%	91%	89%
Other (Utility Cars or Trailers)	96%	96%	94%
Overall Fleet Availability (weighted average)	91%	92%	90%

The slight reduction in fleet availability in most asset classes was primarily due to increased PM activity. In 2025, PM compliance improved steadily throughout the year, rising from 89% in 2024 to 94% in 2025. While increased PM activity resulted in a short-term reduction in availability, higher PM compliance reduces costly unplanned repairs and breakdowns, supporting improved reliability, safer operations, and more sustainable availability over time.

In parallel, FSD continues to advance fleet electrification and the necessary charging infrastructure to support Zero Emission Vehicles (ZEVs). ZEVs currently represent 12.5% of the fleet and are projected to reach 15% by the end of 2026. To support the use of ZEVs, FSD has continued to install Electric Vehicle (EV) chargers for city owned vehicles. EV charger installations have increased from 2024 to 2025, with an additional 150 EV chargers installed in 2025, resulting in a total of 500 EV chargers available for City vehicles by the end of 2025. Availability of EV chargers and fuel sites across the City remain high. FSD will continue to report on this indicator in future annual reports on availability and utilization (see Table 2).

Table 2: Year-Over-Year Energy Infrastructure Availability

Asset Category	2024 Actual Availability	2025 Actual Availability
Fuel Sites Availability	99%	99%
EV Charger Sites Availability	N/A	92%

Fleet availability is influenced by five (5) key performance factors within the maintenance program. The sections below outline the impact of each factor and the strategic actions taken by FSD to improve availability.

1. Workforce Development

Attracting and retaining skilled professionals remains critical to FSD's success. In 2025, the division hired six (6) apprentice mechanics and eight (8) licensed mechanics, increasing in-house maintenance capacity and reducing work order cycle times. In addition, fourteen (14) technical training sessions were delivered as part of the ongoing workforce development strategy, strengthening technical expertise and ensuring staff are equipped to support evolving fleet requirements. FSD also launched an

Engineering-in-Training (EIT) program to further support professional development, hiring two (2) engineering new graduates who work under the supervision of Professional Engineers toward their P.Eng. designation, building internal engineering capacity for the future.

2. Parts Availability

Timely access to parts is essential to minimizing vehicle downtime. FSD collaborated with a parts supplier to prioritize critical components based on historical consumption data. As a result, parts fill rates, defined as parts issued within one hour, remained consistently above the supplier's minimum monthly requirement of 85%, achieving 91.71% in 2023, 93.19% in 2024, and 91.53% in 2025. These efforts contributed to a 56% reduction in work order completion cycle time, allowing vehicles to return to service more efficiently.

3. Operational Performance Management

Fleet Services continues to strengthen its data-driven management approach through the implementation of the 2024 Preventive Management (PM) Framework Program. The launch of the Asset Reliability Committee in 2025 has established a strong foundation for vehicle reliability analysis, enabling the identification and proactive resolution of common issues impacting fleet availability.

4. Promoting Safe Driving Practices

FSD's Fleet Safety team uses operator behaviour data to design targeted training aimed at reducing downtime caused by operator-related incidents and increasing awareness of how driving behaviours impact fleet availability. Despite an increasing fleet size, these initiatives resulted in a decrease in the percentage of operator error related job lines vs. all job lines from 8.29% in 2024 to 8.10%. Enhanced oversight of collision reporting has also improved report quality and supervisor accountability, supporting safer operations and improved vehicle readiness.

5. Vendor Partnerships

FSD's Integrated Business Solution delivery model, where an external supplier manages on-site parts management, inventory, and distribution, remains the most effective approach for managing the scale and complexity of the City’s fleet. Outsourcing parts supply and routine light-duty vehicle maintenance has improved parts availability, reduced downtime, and delivered measurable cost avoidance, while freeing internal resources to focus on higher-value, mission-critical assets and enabling more effective workforce management without additional internal investment.

Ferry Availability

Ferry availability is measured as the percentage of trips that operated as scheduled. This metric provides a clear indication of the operational reliability of ferry services, ensuring that planned trips take place as intended, minimizing public disruptions.

The calculation of ferry availability relies on accurate ship log data, which records each trip and its adherence to the schedule. FSD has initiated a project to digitize ship logs which is expected to enhance the quality and accuracy of ferry availability data. Ferry availability will be included in subsequent Fleet Availability and Utilization Staff Reports.

Fleet Utilization

Fleet utilization measures how effectively vehicles are used to support operational requirements. Vehicles operating below established usage thresholds are identified as underutilized and reviewed in accordance with Fleet Services' Utilization Policy, which may result in their removal from the City's fleet, or reassignment to another division, as required. This is consistent with FSD's centre-led approach to effective financial stewardship and ensures the fleet remains appropriately sized to meet client operational needs.

Table 3 summarizes underutilized light-duty vehicles over the past twelve (12) months, based on a threshold of 5,000 kilometres or 125 engine hours, and an average utilization frequency of twelve (12) days per month where telematics data is available.

Table 3: Underutilized Light-Duty City Vehicles (2025)

Divisions, Agencies, Corporations	**Non-Specialized Vehicles (A)**	**Specialized Vehicles *(B)**	**Total Underutilized Vehicles (A+B=C)**	**Total Vehicles (D)**	**% Vehicles Underutilized (C/D)**
Toronto Water	13	21	34	412	8%
Parks & Recreation	18	7	25	293	9%
Transportation Services	16	6	22	347	6%
Toronto Community Housing	9	6	15	184	8%
Corporate Real Estate Management	8	3	11	136	8%
Environment, Climate & Forestry	3	3	6	105	6%
Municipal Licensing & Standards	2	4	6	251	2%

Divisions, Agencies, Corporations	Non-Specialized Vehicles (A)	Specialized Vehicles *(B)	Total Underutilized Vehicles (A+B=C)	Total Vehicles (D)	% Vehicles Underutilized (C/D)
Economic Development & Culture	2	0	2	5	40%
Engineering & Construction Services	0	2	2	56	4%
Purchasing Materials Management	2	0	2	2	100%
Public Health	0	1	1	8	13%
Shelter, Support & Housing Admin	1	0	1	22	5%
Solid Waste Management	1	0	1	162	1%
Total	75	53	128	1983	6%

*A specialized vehicle is a custom-built vehicle, such as a pickup truck with a hydraulic tailgate, special traffic lights, and strobe lamps, designed to meet specific operational needs.

In 2025, FSD expanded utilization assessments beyond light-duty vehicles (Class 1 and 2) to include medium-duty vehicles (Class 3 to Class 5). This provides a comprehensive, data-driven view of high-value assets. Table 4 summarizes underutilized medium-duty vehicles over the past twelve (12) months, based on a threshold of 7,000 kilometres or 175 engine hours, and an average utilization frequency of twelve (12) days per month where telematics data is available.

Table 4: Underutilized Medium-Duty City Vehicles (2025)

Divisions, Agencies, Corporations	Total Underutilized Vehicles (A)	Total Vehicles (B)	% Vehicles Underutilized (A/B)
Parks & Recreation	18	243	7%
Environment, Climate & Forestry	5	23	22%

Divisions, Agencies, Corporations	Total Underutilized Vehicles (A)	Total Vehicles (B)	% Vehicles Underutilized (A/B)
Corporate Real Estate Management	3	8	38%
Toronto Water	3	113	3%
Solid Waste Management	2	77	3%
Transportation Services	2	131	2%
Economic Development & Culture	1	1	100%
Toronto Community Housing	1	3	33%
Total	35	599	6%

Fleet Services continues to work collaboratively with client divisions to improve fleet efficiency and eliminate unnecessary assets through targeted initiatives, including divesting surplus vehicles, reallocating assets, and strengthening management of rental vehicles.

In 2025, FSD enhanced rental fleet management by improving telematics data accuracy and reporting. Through collaboration with the rental vendor, telematics devices were installed on all vehicles. This enabled the provision of accurate, bi-weekly utilization reports to client divisions, allowing underutilized rentals to be promptly returned or reassigned. As a result, rental underutilization was reduced to below 9% in 2025.

Comprehensive data, including telematics insights is used to identify underutilized vehicles in the City's fleet and analyze usage patterns. By the end of 2025, telematic devices were installed in 3,395 City-owned assets, supporting detailed utilization analysis. Monthly vehicle utilization reports are published on the City of Toronto intranet, enabling clients to make informed decisions. FSD also enforces its Fleet Utilization Policy and holds regular meetings to highlight underutilized vehicles that need to be reassigned or retrieved to optimize fleet utilization.

Additionally, City staff may use the City-wide Carshare program, which provides staff with access to shared vehicles, managed through a contract with Enterprise, for short-term business use. Vehicles are reserved as needed, used for temporary trips, and returned to designated parking spots. This promotes efficient fleet utilization and reduces the need for long-term vehicle assignments. In 2025, FSD expanded this program to Agencies, Corporations, and City Councillor offices. The expansion included user training and the establishment of a centralized point of contact to support program adoption and ongoing service. Since its launch in Fall 2024, the program has supported over 460 trips and has proven to be more cost-effective than full-day vehicle rentals for short-duration needs (two to four hours), while supporting fleet rightsizing by reducing the need for assigned City-owned vehicles.

FSD also initiated a pilot program to introduce bicycle and e-bicycle sharing in operational areas where micro-mobility solutions are practical. The bicycle fleet increased from 69 units in 2024 to 98 units in 2025, with a further 34 bicycles planned for addition in 2026. The program will be scaled and formalized through ongoing review of performance metrics, safety requirements, cost-benefit analysis, and operational demand, supporting reduced vehicle dependency, improved utilization, and corporate sustainability objectives.

Ferry Utilization

Ferry utilization is measured as the percentage of trips during the summer schedule for the Centre Island route, with capacity filled at greater than 90%. Utilization is measured during the summer operating schedule on the Centre Island route because this period represents peak passenger demand and the highest pressure on ferry capacity. The Centre Island route consistently experiences the greatest ridership relative to capacity, making it the most meaningful indicator for assessing crowding, evaluating the effectiveness of relief vessels, and understanding how well ferry resources are aligned with demand during peak periods. As a result, including non-summer or lower-demand routes would dilute the analysis and reduce its usefulness for identifying crowding risks, evaluating the effectiveness of relief vessels.

From 2024 to 2025, crowding on the Centre Island route dropped significantly, with trips over 90% capacity falling from 12.7% to 4.5%, respectively. This is a result of an increase in the total number of extra trips completed by a relief vessel during busy periods, up 12.5% from 2024 to 2025. This was achieved by extending operating hours and ensuring additional staff were available to operate the ferries.

Conclusion

FSD is committed to maximizing fleet efficiency and effectiveness through the integration of advanced technologies, data-driven insights, and industry-leading fleet management practices. This approach enables continuous optimization of fleet operations, ensuring alignment with evolving client's needs, improved resource utilization, enhanced operational performance, and high-quality service delivery across the City.

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ATTACHMENTS

N/A