



Doncaster Council

Date: 4th December 2018

To the Chair and Members of Cabinet

2 YEAR FLEET REPLACEMENT PROGRAMME

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Joe Blackham Cabinet Member for Highways, Street Scene and Trading Services	All	Yes

EXECUTIVE SUMMARY

1. The Council and St Leger Homes have an extensive fleet of vehicles, currently totalling circa 670 Vehicles, at least 230 of which have reached, or in some cases exceeded the point of their expected economic viability, resulting in excessive costs to the authority and an additional 38 on long term hire to compensate for vehicles already removed from fleet as uneconomic. Totalling some 268 vehicles which require funding and replacement, in addition some plant items have also reached the same economic condition and 28 medium to large items require funding and replacement. The reduction in investment in the fleet over the last 3 years has been beneficial in terms of maximising the use of vital assets, however this cannot be sustained. This report proposes a 2 year fleet replacement programme. The programme will be funded via an Investment & Modernisation Fund Board bid.

The current fleet size given our operational commitments and services delivered, is on par if not better than similar local authorities, and with better utilisation rates than most. It was foreseen with the onset of austerity measures, less budget and a general reduction in the size of the authority there would be a proportionate reduction in the fleet size. Although it has reduced in real terms, the addition of a dedicated pool car scheme, the start of seven day working in some front line delivery areas and initiatives like World of Work schemes has seen only a relatively small decrease in overall numbers. The initiatives above have benefited the authority financially, in service delivery and in statutory terms, but does place a burden on fleet levels.

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It is important to note that Doncaster as an authority has successfully protected its front line services to our citizens. These front line services are the main users of fleet using everything from the smallest of economic cars to the largest 26 tonne gritting vehicles, all of which form part of this proposal.

The Fleet Transport section will continue to robustly challenge every replacement request across vehicle type, specification, size and historic utilisation to further reduce the fleet as explained further into the document.

The current replacement policy of 10 years for all vehicles has proved not to be the optimum replacement age for all the fleet. Some will prove viable beyond this age whilst some will need replacing pre 10 years. It is therefore proposed to implement individual fleet replacements on the grounds of economic viability. The replacement plan follows this criterion to ensure that the optimum combination of age and mileage is reached, taking account of the cost of repair, maintenance and whole life vehicle costs to obtain best value. Vehicles that may have reached this point as a front line vehicle will also be assessed prior to disposal on suitability to fill in usage in a support or pool vehicle role. It is also proposed to support the economic viability as opposed to previous time based replacements that a calendar month fleet review supports this process. This will enable a continual timely flow of identified vehicle replacements and create a business as usual process.

2. The 268 vehicles identified within the 2 year replacement have already reached or passed the point of economic viability and therefore are generating excessive maintenance costs and negatively impacting on service delivery. The authority's workshops are feeling the impact of the extra work currently being experienced with the ageing fleet and associated repairs both cost and resource based. This includes excessive overtime and work being sent outside of the authority to ease workloads. This cannot be sustained without extra resources.
3. The fleet replacement in 2016/17/18 and now for the best part of 18/19 was not delivered due to various operational and financial issues. As a result, we now have vehicles that have exceeded the scope of economic viability, which significantly impacts on vehicle availability to service areas and hence service delivery. There is also the negative aesthetic impact associated with over retained vehicles. .
4. In addition to the standard fleet, the Council also operates approximately 1000 plant items. No major plant replacement has taken place for 5 years apart from those replaced under the Street Scene Improvement Plan. Due to pressures on budgets, the ageing fleet and low replacement investment, a significant number of plant items are now "overdue" for replacement totalling 28. As a consequence, labour and material costs required to keep plant items running are increasing and end user service efficiency is being negatively affected when the plant items are unavailable due to service or repair.
5. Doncaster unlike numerous other councils does not have DEFRA clean air zones identified within the borough which have regulatory and time pressured obligations for measurable, sustainable corrective solutions to improve air quality. The primarily cause is traffic and vehicle pollution with vehicle types, driver habits and highway management being identified as major contributors

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to poor air quality. As air quality is important, there are quick wins where some of the current diesel fleet can be replaced with petrol models. It is proposed that during the next few years the infrastructure to provide a platform to enable the Council to have the best possible options to satisfy future regulatory requirements are embedded.

The Council's Energy Manager has been tasked with ensuring the greatest benefit is made from both sourcing and obtaining grants, and match funding to support an installation programme for electric vehicle charging points. This will ensure electrical capacity, promoting and developing driver incentives along with networking and relationship building with similar minded local authorities to ensure continual improvement and development.

6. **Appendix 1** shows our current position in relation to the European Emissions Standards and also what we aspire in the context of LCRS (Logistics Carbon Reduction Scheme). It highlights a much improved position post the proposed fleet replacements.
7. Fleet Management have now also been challenged with both identifying and reporting on under-utilised vehicles within all directorates utilising fleet vehicles. Working with C-Track, the Council's vehicle telematics provider, there has been significant investment of time and resources to develop a monthly cyclical programme where all the approximate 670 fleet vehicles can be monitored individually to record how often they are in operational use. This robust process will be utilised to not only identify under usage, but to inform whether the vehicle does indeed need replacing as part of this or future replacement initiatives.
8. The report is used to both highlight not only poor utilisation but also to reduce the numbers of hired in vehicles and drive down the total fleet number ensuring a smaller but harder working resource. Utilisation rates are provided to Directors and the Council's Portfolio Holder for Transport on a monthly basis. Use of the report even within the short period of time has already seen vehicles returned as not required, thus achieving savings in the region of £54,000 from April 2018. Therefore, we expect future fleet numbers to decrease with pro rata savings.
9. The Fleet Transport team are committed to a reduction in fleet with associated cost benefits to the authority using areas noted in 9 & 10 and the implementation of robust vehicle requisition system via Heads of Service (or above) approval. In conjunction with requests we will evaluate new and alternative vehicles to identify the most suitable operational option. This will be matched with the financial case to provide objective data for the comparison of options available and ensure that Doncaster Council have the most economical and fit-for purpose vehicles.

EXEMPT REPORT

10. This is not an exempt report.

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RECOMMENDATIONS

11. Cabinet approves this report and specifically in relation to:-
 - Approve the 2 year Fleet Replacement and Plant programmes (totalling £8.21m) and add them to the Regeneration and Environment capital programme, noting the separate approvals required to access the funding allocation.
 - Approve the virement £7.77m from the Corporate Resources Capital Programme, which contains the Investment and Modernisation Fund allocation, into the Regeneration and Environment Capital Programme, where these schemes will be delivered and monitored. £0.44m will be generated from Capital receipts resulting in the £8.21m total.
 - Further reports on the fleet position will be generated by Transport Services throughout the 2 year programme and post this period, which will be indicative of its position, including future costing and budgetary requirements, in the hope of easing any future large financial requirements.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

12. This Fleet Replacement Programme will help to ensure that Doncaster Metropolitan Council has a fit for purpose, safe, reliable and cost effective vehicle fleet in the right place at the right time and at the right cost to support the strategic, corporate and service goals and objectives of the Council and to assist service delivery. Reliable, value for money and fit for purpose vehicles and plant will enable front line services to carry out their work more efficiently improving the roads, open spaces and cleanliness of the borough. Modern fuel efficient vehicles and plant produce less harmful emissions helping to improve the air quality of the borough.

BACKGROUND

13. The Council and St Leger Homes have an extensive fleet of vehicles currently totalling circa 670 which has a Fleet Replacement Policy of 10 years or 137,000 miles, which was agreed by Cabinet 16 July 2014. It is proposed to implement an “until Uneconomically Viable policy”. This is due to vehicles that have been kept for the previously agreed 10 years having to be removed from fleet due to being uneconomical to repair and ultimately leading to an increase in hired in vehicles being used at an additional cost to the authority. Vehicles that have remained on fleet are incurring increased repair and breakdown costs as evidenced below. This policy works both ways and gives the opportunity to keep vehicles longer if viable and also remove from front line and place in support or pool roles.
14. We will also support via the replacement programme any requests for extra vehicles where a business case is presented, and extra service funding is available (for example, due to statutory requirements).
15. The vehicles replaced will be more efficient, in line with European legislation, environmentally friendly and cheaper to maintain. An ageing fleet is more

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costly to maintain due to vehicles having increased breakdowns and the general wear and tear of an older vehicle leading to uneconomic viability. The extension of the economic life of a vehicle (more prevalent to the authorities commercial vehicles) inflates the whole life running costs, which are used as known Performance Indicators (KPI's) from which data we set is incorporated into budgetary models for our users.

16. The average estimated extra cost (over standard scheduled maintenance) over the 2 year period is approximately £1,865 per vehicle. From the executive summary, 268 vehicles fall into this category equalling approximately £455,060 which is unrecoverable and not sustainable. This means that current resources are stretched to capacity and with warranted periods of overtime and excessive parts spend.

Plant

17. No major plant replacement has taken place for 5 years apart from those replaced under the Street Scene Improvement Plan. The ageing fleet and low replacement investment means that a significant number of plant items are now “overdue” for replacement. The consequence of this is that labour and material costs required keeping the plant items running are increasing and end user service efficiency is being negatively affected when the plant items are unavailable due to service or repair. Plant items fall into various descriptive remits, and for the purpose of the report some have been pre funded and procured within a current ODR process to assist in critical areas of service delivery, (hence removed from this report) and some less critical items form part of the acquisition programme. These include small and medium street/precinct sweepers, and other medium to large items totalling 28.

Pool Cars

18. Note should be made that the current replacement and costing strategy for these vehicles differs from the standard fleet in that replacement should take place much sooner (currently 3 years). Pool cars being a relatively recent addition to the authority (2013) and it is vital that we now take stock of the data that has since been produced to set clear and affordable goals for our pool car fleet and whether indeed we can set the same “Economic Viability policy” as with general fleet vehicles.

As such pool cars for the purpose of this report will not be included for replacement. They will be reviewed under a different policy next financial year and introduced prior to any pool car reaching 5 years of age. The review will include areas where possible use of alternative fuels and power sources would be beneficial. It is envisaged that the pool car fleet will be an excellent starting point for future energy initiatives and not replacing at this moment will give more time for emerging technologies to mature, futureproofing our investments.

The use and introduction of pool cars has been widely beneficial to the authority financially, again within the period, it is imperative we take stock, build on future provisions and maximise financial returns for the authority.

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Future Fuels and Green Initiatives

19. Supplementary and integral to the proposed Fleet replacement there has been a significant piece of work conducted by the Fleet Transport led Future Transport Policy Group, the group made up from stakeholders across the Council has focused on current, proposed and delivered fleet initiatives across the leading local authorities nationally who have implemented policies either through regulatory need or good practice relating to Green Fleet. The intention and outcome being to utilise those best practices along with the most successful delivery models and to blend them with Doncaster Council's local needs to give a bespoke model to benefit the borough and ensure the maximisation of economic, environmental and futureproofing opportunities.

As technology and performance improves on vehicle output, manufacturers' options and charging times, more of the fleet will come into scope for alternative fuel consideration. Also to note is the current price for electric vehicles is expensive but as technology develops and the scale of manufacturing increases, costs are likely to come down.

Therefore, the current imbalance in cost between an electric and a traditionally fuelled vehicle along with residual values are expected to align quickly within the next number of years; the 2 year replacement period allows some breathing space for this to mature.

20. These levels of planned green fleet additions will form part of future fleet replacements post this period of 2 years, it's intended to utilise this period to investigate and introduce initiatives. The Council's Energy Manager has been tasked with ensuring the greatest benefit is made of both sourcing and obtaining grants, and match funding available to support an installation programme of electrical charging points. This will ensure electrical capacity, promoting and developing driver incentives along with networking and relationship building with similar minded local authorities to ensure continual improvement and development.

OPTIONS CONSIDERED

21. **Option 1** – Replace the Fleet vehicles within the scope of the updated policy **(This is the preferred option)**
22. **Option 2** – Do nothing. Do not replace any vehicle during 2018/19/20 by aiming to carry out maintenance and repair regardless of cost, or only replacing when vehicles become totally unserviceable, this option would result in significant additional costs for parts, short & long term hire costs, increased demand on vehicle workshop labour and vehicle downtime, which would be likely to result in an unacceptable reduction in front line service efficiency. The costs of this option are very difficult to estimate with any certainty but would lead to customer dissatisfaction.

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REASONS FOR RECOMMENDED OPTION

23. The recommendation to proceed with option 1 above is viewed as the most cost effective solution by operating a fleet that is efficient to maintain and provides reliable vehicles for the end users.
24. This will see the replacement of vehicles in scope that are increasingly inefficient and generating unacceptable levels of repair costs and are having a negative impact on front line efficiency downtime or breakdown.
25. Newer vehicles are also expected to be more environmentally friendly with a lower carbon footprint and with lower emissions overall (CO₂, CO, NO_x and particulates for example). They will also be more recyclable when it comes to the end of their working life. Environmental factors such as MPG and the latest Euro Emission Standards and the availability of alternative fuelled vehicles.

26. IMPACT ON THE COUNCIL'S KEY OUTCOMES

	Outcomes	Implications
	<p>Doncaster Working: Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish • Inward Investment 	<p>Some of the vehicles scheduled for replacements are involved in the delivery of vital services hence the importance of having a reliable, fit for purpose fleet available.</p> <p>Local suppliers and converters are utilised where possible, supporting local businesses.</p>
	<p>Doncaster Living: Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> • The town centres are the beating heart of Doncaster • More people can live in a good quality, affordable home • Healthy and Vibrant Communities through Physical Activity and Sport • Everyone takes responsibility for keeping Doncaster Clean • Building on our cultural, artistic and sporting heritage 	<p>A cleaner more efficient fleet being utilised to deliver frontline services to the community of Doncaster.</p> <p>Newer, more efficient and environmentally friendly vehicles will contribute towards making the environment cleaner and Doncaster a better place to live.</p>
	<p>Doncaster Learning: Our vision is for learning that prepares all children, young people and adults for a life that</p>	<p>Essential services require reliable vehicles that are fit for purpose.</p>

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	<p>is fulfilling;</p> <ul style="list-style-type: none"> • Every child has life-changing learning experiences within and beyond school • Many more great teachers work in Doncaster Schools that are good or better • Learning in Doncaster prepares young people for the world of work 	<p>Transport support the Children's Trust and Adults and Communities to deliver their services</p>
	<p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • Children have the best start in life • Vulnerable families and individuals have support from someone they trust • Older people can live well and independently in their own homes 	<p>Transport support the Children's Trust, Adults and Communities and St Leger Homes to deliver their services.</p> <p>Vehicles are used by SLH, the adaptation teams within Public Buildings Maintenance, STEPS and Home care teams allowing older people to remain in their own homes.</p>
	<p>Connected Council:</p> <ul style="list-style-type: none"> • A modern, efficient and flexible workforce • Modern, accessible customer interactions • Operating within our resources and delivering value for money • A co-ordinated, whole person, whole life focus on the needs and aspirations of residents • Building community resilience and self-reliance by connecting community assets and strengths • Working with our partners and residents to provide effective leadership and governance 	<p>This replacement programme has identified the most cost effective solution for the provision of a fleet that is modern, flexible and environmentally friendly. It also takes into account forthcoming changes within the Council.</p>

RISKS AND ASSUMPTIONS

27. **Standard fleet** - Vehicles that are now coming to the end their effective, economic and efficient lifecycle will deteriorate still further and contribute towards an unacceptable level of front line service disruption. Attempting to maintain these vehicles will also increase the burden on the Transport Workshops including requirements for extra staffing levels, reducing their efficiency and taking resources away from regular maintenance tasks.

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28. Further delays in replacements will escalate maintenance costs, long term hire costs and increased costs associated with lost productivity and potentially damage customer relationships.
29. The financial model includes assumptions around residual values, lead times for delivery of vehicles and vehicle prices.

LEGAL IMPLICATIONS [Officer Initials...ND..... Date 29/10 2018.]

30. Section 1 of the Localism Act 2011 provides the Council with a general power of competence, allowing the Council to do anything that individuals generally may do. Section 111 of the Local Government Act 1972 gives the Council the power to purchase goods and services.
31. The 2 year fleet replacement programme must be procured in accordance with the Councils contract procedure rules and the Public Contracts Regulations 2015.
32. The virement from the Finance and Corporate Services Capital Programme must be in accordance with financial procedure rule B17 which states that virements in excess of £500, 000 must be approved by Cabinet.

FINANCIAL IMPLICATIONS [LS/MS Date 29/10/18]

33. The vehicle and plant replacement is estimated to cost £8.21m over the 2018/19, 2019/20 and 2020/21 financial years. This will be funded through Prudential Borrowing of £7.77m through the Investment and Modernisation Fund (IMF) and capital receipts of £0.44m. The scheme will be added to the Regeneration and Environment Capital Programme and the budget for Prudential Borrowing (£7.77m) will be moved from the IMF block allocation in the Corporate Resources Capital Programme.
34. This Key Decision will need to be approved by Cabinet, and the scheme cannot be implemented until after the Cabinet call-in period has expired. At this point a sub-cost centre can be created within the Council's ERP system and the replacement can commence. The Council's Financial Procedure Rules require that capital commitments over £1m be approved by the relevant Director and CFO in consultation with the Mayor, and that proposals for virement between Directorates above £500,000 must be approved by Cabinet.
35. The vehicles and plant have differing replacement ages depending upon the type of vehicle/plant (minimum 3 years to a maximum 10 years) and the cost of repaying the borrowing has been calculated using these differing ages. Different interest rates have been used for the different lengths of loans. In all cases a 0.50% risk premium has been added to the interest rates in line with IMF scheme guidance. Once vehicles and plant are replaced they are sold and the capital receipts are used to part fund the replacement programme. The receipts are therefore not available to the wider Capital Programme.

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36. The table below shows the borrowing costs associated with the 2018/19, 2019/20 and 2020/21 vehicle and plant replacements.

	2018/19 (£m)	2019/20 (£m)	2020/21 (£m)	2021/22 (£m)
Capital Cost	1.19	6.31	0.71	0.00
Funded by:-				
- Receipts	0.07	0.34	0.04	0.00
- Borrowing	1.12	5.97	0.67	0.00
Borrowing costs:-				
- Repayment (MRP)	0.00	0.15	1.06	1.12
- Interest	0.01	0.10	0.18	0.19
Total borrowing cost	0.01	0.25	1.24	1.31
Available budget	0.25	1.33	1.52	1.89

37. The MRP and interest costs shown in the table will continue at the same level assuming that the vehicles and plant purchased are replaced again as planned – i.e. as one debt is paid off a new debt is taken out.
38. The replacement of pool cars has not been modelled as they are subject to a different review but the available budget shown in the table above will include an element of borrowing relating to existing pool cars being released as it is paid off.
39. The loan will be funded by combining existing borrowing and leasing budgets within Transport, together with budgets already centralised within Treasury Management. These are shown in the table as the “available budget”. The available budget increases each year as older borrowing is paid off. In all years the total borrowing costs can be contained within the available budget. The impact of the decision to buy the vehicles needs to be factored into the Treasury Management modelling of borrowing and ultimately fed into the Council’s budget setting process.
40. This decision only approves the purchase of vehicles and plant deemed as requiring replacement, which due to lead times will be ordered in 2018/19 and 2019/20, but some purchases will not require funding until 2019/20 and 2020/21. The replacement of the whole fleet has been modelled and is currently shown not to be affordable within existing budgets. Further work needs to be done to bridge this funding gap (reviewing repairs costs, fleet reduction etc.).

HUMAN RESOURCES IMPLICATIONS [Officer Initials CLR Date 29/10/2018]

41. There are no immediate HR implications arising from the approval of this report, however, any future changes that impact on the workforce will require HR engagement and separate approval, as appropriate.

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TECHNOLOGY IMPLICATIONS [Officer Initials...PW Date...14/05/18]

42. No technology implications in relation to this report

HEALTH IMPLICATIONS [Officer Initials CEH Date 12.10.18]

43. The World Health Organisation (WHO), the Committee on the Medical Effects of Air Pollution (COMEAP) and Public Health England (PHE) have expressed increasing concerns about the full effects of vehicle emissions on health. Doncaster currently has 7 Air Quality Management Areas and it is estimated that 136 deaths in Doncaster are attributable to air pollution each year (Public Health England, 2017). It is recommended that Doncaster Council ensures that the fleet renewal capitalises on the ability to reduce emissions as much as possible to reduce the impact on resident's health.
44. Road vehicles, in particular diesel vehicles, as they age and the abatement equipment becomes less effective, contribute a greater amount to poor air quality and the associated health impacts. Council vehicles, due to the typically high mileage may degrade more rapidly and therefore replacement at an earlier rate should mean that our emissions will be kept to a minimum. While the ULEV are to be covered under a separate report it is worth noting that any replacement should factor in changes and prepare for these so that the replacement programme does not become a barrier to progress.
45. In addition, it is recommended that this is supplemented by promotion of active travel alternatives for short journeys, driver skill training and fuel monitoring which have been evidenced to seen even further reductions in emissions.
46. Cleaner and greener vehicles ultimately show the Council as an exemplar Authority and aid us when requiring other organisations to contribute to improving vehicle emissions across the Borough.

EQUALITY IMPLICATIONS- [RDS--- Date 15/10/2018]

47. The public sector equality duty run through the very heart of our service area core values, ensuring all customers are supported in their fleet management requirements.

CONSULTATION

48. All service managers/Heads of Service and user departments are consulted with prior to vehicle specification being prepared to identify if a smaller more efficient vehicle could be used and to ensure that the vehicles are still fit for purpose. This also includes an evidential based discussion on utilisation of their current vehicles.

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BACKGROUND PAPERS

As annex.

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APPENDIX 1

In the European Union emissions of nitrogen oxides (NO_x), total hydrocarbon (THC), non-methane hydrocarbons (NMHC), carbon monoxide (CO) and particulate matter (PM) are regulated for most vehicle types, in the authority's case: cars, trucks (lorries), tractors and similar plant machinery.

For each vehicle type, different standards apply. Compliance is determined by running the engine at a standardized test cycle. Non-compliant vehicles cannot be sold in the EU, but new standards do not apply to vehicles already on the roads. No use of specific technologies is mandated to meet the standards, though available technology is considered when setting the standards. New models introduced must meet current or planned standards.

European Emissions standards were implemented in 1992 (Euro 1), we currently sit in Variant Euro 6, the most up to date from 2014 and for what all the new vehicles in the report will comply too.

Tier	Date	CO	THC	NMHC	NO _x	HC+NO _x	PM	P [# /km]
Diesel								
Euro 1	October 1994	2.72	-	-	-	0.97	0.14	-
Euro 2	January 1998	1.0	-	-	-	0.7	0.08	-
Euro 3	January 2000	0.64	-	-	0.50	0.56	0.05	-
Euro 4	January 2005	0.50	-	-	0.25	0.30	0.025	-
Euro 5a	September 2009	0.500	-	-	0.180	0.230	0.005	-
Euro 5b	September 2011	0.500	-	-	0.180	0.230	0.005	6×10 ¹¹
Euro 6	September 2014	0.500	-	-	0.080	0.170	0.005	6×10 ¹¹

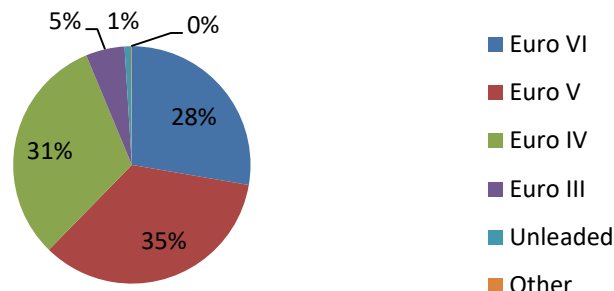
Doncaster's current fleet profile is 93% Light Commercials and Large Goods Vehicles for which the following examples are shown pre this replacement program and then post (Heavy Goods Vehicles and Light Commercials)

The post position is a significant improvement and shows the authority on the right track, it also assists ourselves with complying with neighboring authority's clean air zones which are imminent.

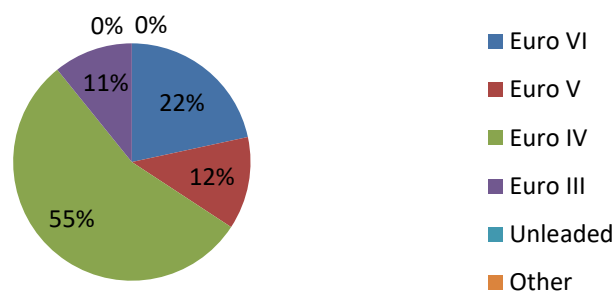
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Doncaster`s Current Position

Doncaster Councils Fleet Euro standards **Light Commercials/Vans**



Doncaster Council Fleet Euro standards **Heavy Goods Vehicles**



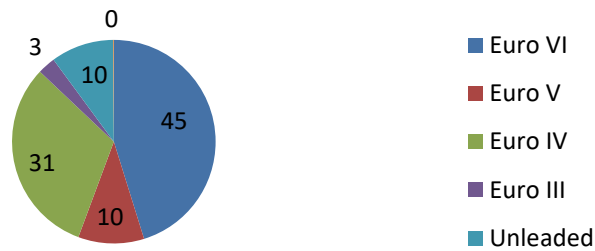
Key:

Euro 3	January 2000>
Euro 4	January 2005>
Euro 5	September 2009>
Euro 6	September 2014>

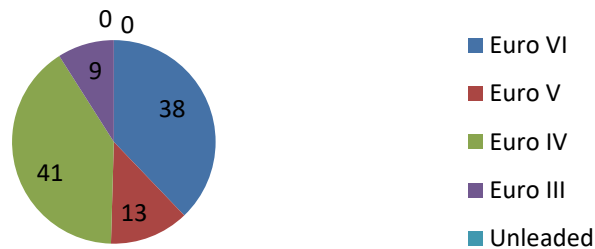
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Doncaster`s Post Replacement Position.

Doncaster Council Fleet Euro standards following fleet replacement-Light Commercial/Vans %



Doncaster Council Fleet Euro standards following fleet replacement Heavy Goods Vehicles %



Key:

Euro 3	January 2000>
Euro 4	January 2005>
Euro 5	September 2009>
Euro 6	September 2014>