

General Services Administration

Fleet Management Plan



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A. Introduction

- ***Briefly, what is the agency's primary/core mission, organizational and geographic structure, and how is the fleet configured to support it?***

The mission of GSA is “to deliver the best value in real estate, acquisition, and technology services to government and the American people.” GSA consolidates the buying power of the federal government to serve other federal agencies by obtaining quality products and services at the best available price. To fulfill this mission, GSA operates a domestic fleet of 1,151 vehicles and an overseas fleet of 12 vehicles, according to Fiscal Year (FY) 2012 inventory data in the Federal Automotive Statistical Tool (FAST). This Fleet Management Plan (FMP) covers only the domestic fleet. Submitted in February 2012, the Attainment Plan for GSA’s internal fleet states *what* GSA will do to comply with the Presidential Memo of May 24, 2011, on *Federal Fleet Performance*, and Bulletin FMR B-30, *Motor Vehicle Management*. The following discussion, our March 2013 FMP, describes *how* GSA will achieve the statistical outcomes.

The primary sub-organizations of GSA allocated vehicles are the Public Buildings Service (PBS), comprising about 70% of the fleet, and the Federal Acquisition Service (FAS), comprising about 20% of the fleet. PBS furnishes facility and workspace solutions to more than 60 federal agencies and is the largest public real estate organization in the U.S. FAS is the lead organization for coordinating the acquisition of products and services (other than real property) for federal customers.

PBS, FAS and other sub-organizations deliver GSA’s services to its federal customers through 11 regions, each with its own regional headquarters and field offices strategically situated within its designated geographic boundary. Consequently, while overseen by the Office of Administrative Services (OAS), the GSA internal fleet is operationally decentralized, extending across the Central Office and the 11 regions and field offices within the respective regions.

- ***What are the ancillary missions, such as administrative functions, and how are they supported?***

The PBS mission is “to provide superior workplaces for federal customer agencies at good economies to the American taxpayer.” PBS is a landlord and must therefore function as an inspector of and caretaker for federal properties across the country, including 481 historic properties. This necessitates vehicles for transportation of people and materials. Consequently, each region not only operates passenger vehicles but also functional vehicles to enable personnel to perform maintenance and repair work (e.g., at heating plants) or to transport materials. This requires stake body trucks and pickups upfitted with utility boxes for tools and work supplies. Pickup trucks become “tool boxes” for personnel at sites where they must work. For these vehicles, utilization must be measured not just in miles but in hours on the job, which the Vehicle Allocation Methodology (VAM) research process achieves.

FAS business operations fall under four portfolios based on the product or service provided: Integrated Technology Services (ITS); Assisted Acquisition Services (AAS);

General Supplies and Services (GSS); and Travel, Motor Vehicles and Card Services (TMVCS). As with PBS, its operations extend across all GSA regions.

Other ancillary missions, comprising 10% of the fleet, fall into two categories: administrative functions and law enforcement. Ten staff offices support GSA.

One office is that of the Inspector General (OIG), currently allocated 72 vehicles, the mission of which is “to help the GSA effectively carry out its responsibilities and to protect the public interest by bringing about positive change in the performance, accountability, and integrity of GSA programs and operations.” It is an independent organization within GSA. The head of the OIG is Senate-confirmed and reports directly to Congress. It has 15 offices situated across the respective GSA regions. Personnel are on call 24/7, 365 days a year.

- ***How are vehicles primarily used, and how do mission requirements translate into the need for particular vehicle quantities and types?***

All vehicles in GSA’s internal fleet, with the exception of those overseas, are subject to the VAM study process. Therefore, vehicle use/mission, utilization, and criticality of need are correlated with vehicle type to ensure that the fleet is or will be right-sized and right-typed. The VAM survey database statistically documents the answer to this “mission-requirements” question for each vehicle.

The GSA missions described above require passenger transportation and work vehicles, as demonstrated by the 2012 inventory reported into FAST, as shown below (includes foreign vehicles).

Vehicle Type	2012
Sedans/St Wagons	662
Buses	3
LD Trucks 4x2	249
LD Trucks 4x4	201
MD Vehicles	43
HD Vehicles	5
Total:	1,163

B. Criteria for Justifying and Assigning Vehicles

- ***What are the factors and considerations used to determine assigning vehicles? Are vehicles assigned to individuals, offices, job classifications?***

Vehicles are assigned to positions, offices and job classifications. Factors and considerations used to determine assigning vehicles are set forth in overall policy and in greater detail in a recently promulgated acquisition policy document. By policy, when planning to acquire or replace a vehicle, consideration must be given to:

- a. The need to provide economical and efficient transportation services for authorized programs;
- b. Energy conservation and total cost to the Government;
- c. Whether public transportation can be used. Use of public transportation generally results in the most efficient use of energy resources and should be used whenever it is available;
- d. The number of vehicles required to accomplish the program objective;
- e. The reasons for use, the cargo or number of passengers to be transported, the frequency and types of trips, and the location of trip destinations;
- f. The type of vehicle(s) needed to meet the operational requirements of a particular program (determine the minimum capacity and operational performance required);
- g. Whether a subcompact vehicle or alternative fuel vehicle can provide the best fuel efficiency and complete the mission;
- h. Whether vehicle(s) can be shared by more than one service or staff office or organization located in a single area or building.

Each region or office separately establishes its vehicle needs. An immediate supervisor or manager determines that a need exists.

The primary and ancillary missions described above always determine vehicle need and assignment. For a mission such as administrative support, for example, a pool of vehicles may furnish necessary transportation. Each OIG special agent is assigned a vehicle, but the type may vary; for example, an agent assigned to computer crimes may be assigned a minivan because equipment will need to be loaded and transported. A few surveillance vans with special equipment are parked and ready for use as needed for investigatory purposes.

Nevertheless, all domestic vehicles in GSA's internal fleet are subject to the VAM study process, including vehicle use/mission, utilization, and criticality of need. The VAM survey database statistically documents the answer to this question for each vehicle. As a result of the VAM program, utilization has become a key determinant for vehicle assignment and retention.

- ***How are home-to-work (HTW) vehicles justified and what alternatives are considered before HTW approval?***

A complete chapter of the *GSA Internal Motor Vehicle Management* directive is devoted to policy on HTW, and the policy is accessible on the GSA web portal. The OIG does have HTW approval and conforms to policy: "Employees serving in positions essential to the safe and efficient performance of intelligence, counterintelligence, protective services, or criminal law enforcement duties. A one-time-only written request is required for the approval of the Administrator." OIG agents have been authorized for HTW because they are on call 24/7, 365 days a year. See topic E, below, for more information on the OIG's vehicles.

Currently, the *Internal Motor Vehicle Management* directive indicates that HTW transportation can be authorized when it will substantially increase the efficiency and economy of the Government. Examples of this are:

- 1) The number of miles the Government motor vehicle will travel is materially decreased;
- 2) An employee has been directed to proceed to a point other than his/her official duty station requiring a full day's work, and only transportation by a Government vehicle to his/her residence permits him/her to spend the full day at such point; there must be a clear distinction made that it is in the best interest of the Government and not the convenience of the employee; and
- 3) The beginning and ending of an employee's official trip at his/her residence rather than his/her place of employment has been determined to be in the best interest of the Government.

However, for most of last year, approval of HTW transportation was placed on a hiatus, during which the GSA internal fleet program reviewed the processes for managing the HTW program. As a result, fleet data reports have been annotated to better identify and track those vehicles that are approved for HTW. The annotation for those vehicles had not previously been done. In addition, the internal fleet is working to automate the request and approval process and to require more specific justification data in an effort to understand clearly the mission criticality, economy and efficiency of HTW usage. The justification will also document the tasks associated with the use of the GOV for HTW.

Finally, the GSA internal fleet program encourages the use of alternatives other than HTW, such as public transportation where available, trip planning and car sharing to decrease the number of trips, and the use of desktop technology such as webinar/webex.

C. Explanation of Fleet Size and Cost Changes Not Meeting Projections

- *Explain any measurable change in fleet size and/or cost or if you are not meeting your annual VAM projection targets.*

As the table below shows, GSA's internal fleet has already exceeded its fleet-size reduction goal for 2012. Moreover, based on its most recent VAM study, GSA has established a more aggressive optimal fleet of 1,150 vehicles for December 2015, a reduction over last year's goal of an additional 19 vehicles. Based upon the FY 2012 FAST inventory, for this year's FMP GSA has set an optimal fleet goal that will achieve a reduction of 67 vehicles (6%).

Type of Measure	Number
2011 Inventory (actual fleet size submitted in December 2011 FAST data call)	1,217
2011 VAM Non-exempt Baseline (actual fleet size submitted in February 2012 Attainment Plan and FMP)	1,217
2011 VAM Non-exempt Plan for 2015 (proposed optimal fleet size submitted in FAST in February 2012)	1,169
2012 Inventory (actual fleet size submitted in December 2012 FAST data call)	1,163
2012 VAM Plan for 2015 (proposed optimal fleet size submitted in FAST in March 2013)	1,150

- *What are the plans to correct any deficiencies, and indicate factors that hinder correction (e.g., budgetary or other resource issues)?*

No deficiencies exist at this time.

D. Initiatives to Control Fleet Size and Cost

- *How and why have the fleet size, composition, and cost changed, and how are they planned to change in the future?*

As inventory reported in FAST demonstrates, GSA has aggressively reduced the size of its fleet, from a high of 1,273 vehicles in 2010 to 1,217 in 2011 (a 4% drop), and to 1,163 in 2012 (a 4% drop from 2011). Costs declined 6% between 2011 and 2012, as reported in FAST.

GSA will continue to conduct annual VAM studies to justify every vehicle in the internal fleet. We will continue to meet or exceed our Attainment Plan, which statistically documents planned changes in fleet size and composition through December 31, 2015.

- *Does the agency ever acquire vehicles from other than the most cost-effective source and, if so, explain why?*

No. In accordance with internal policy, every acquisition goes through GSA Fleet, and the assumption is that it is the “most cost-effective source.” GSA’s internal fleet is 100% leased from GSA Fleet.

- *Discuss any trends toward larger, less fuel-efficient vehicles and the justifications for such moves.*

No trend toward larger, less fuel-efficient vehicles is occurring.

- *Discuss the basis used for your reported future cost projections (published inflation estimates, historical trends, flat across-the-board percentage increases, etc.)*

Projections are based on GSA Fleet data and replacement standards because the internal fleet is 100% GSA Fleet leased.

E. Categorization of Law Enforcement Vehicles

- *Do you use the law enforcement (LE) vehicle classification system described in GSA Bulletin FMR B-33, and only exempt Level 1 LE vehicles from Energy Policy Act and VAM reporting?*

GSA’s OIG has LE vehicles but does not use the B-33 classification system.

- *If not, explain how LE vehicles are categorized and which are exempted from Energy Policy Act and VAM requirements.*

OIG agents fall under the GS 1811 classification as criminal investigators. For that classification, GS 15 and below receive LE availability pay, which includes 24/7, 365 days call-out responsiveness. Agents do not receive overtime compensation because the pay/benefits package already addresses availability. Every agent is properly outfitted and deployable, so each agent has a vehicle. Although the LE vehicles do not fall under EPAAct, the OIG works with the GSA OAS Fleet Manager to green the fleet. FY 2012 FAST data indicates that the OIG has 72 vehicles: 17 are gasoline/hybrids, 38 are E85, and the other 17 are gasoline vehicles of various sizes.

As vehicles are being replaced, the OIG selects replacements from a list of appropriate vehicles furnished by FAS and works with GSA Fleet's Fleet Service Representative (FSR). In addition, the OAS Fleet Manager also approves vehicle replacements before orders are placed with GSA Fleet.

F. Justification for Restricted Vehicles

- *If your agency uses larger than class III (midsize) vehicles, is the justification for each one documented?*

GSA's internal fleet is working toward a policy whereby "passenger vehicles will be limited to sub-compact size vehicles that also qualify as Low GHG-emitting, and achieve maximum fuel efficiency." For vehicles other than sedans, "all SUVs and 4x4 trucks require a compelling mission related justification that is approved by the VCO [Vehicle Controlling Official] and FSR, and forwarded through the GSA Office of Motor Vehicle Management to the agency fleet manager for final approval."

The OIG has justification for larger vehicles for surveillance purposes (e.g., vans) and for firearms instructors (SUVs) and for computer crimes agents (minivans).

Through the VAM study survey, GSA documents use/mission, utilization, and criticality of need by vehicle type to ensure that its internal fleet is or will be right-sized and right-typed. Consequently, through the survey information, GSA has documented justification for each vehicle in its internal fleet.

- *Are executive fleet vehicles posted on your agency's website as required by the Presidential Memorandum of May 2011?*

GSA's internal fleet does not include any executive fleet vehicles.

- *If your agency reports limousines in its inventory, do they comply with the definition in GSA Bulletin FMR B-29?*

GSA's internal fleet does not include limousines in its inventory.

- *For armored vehicles, do you use the ballistic resistance classification system of National Institute of Justice (NIJ) Standard 0108.01, and restrict armor to the defined types?*

GSA's internal fleet does not have any armored vehicles in its inventory.

- *Are armored vehicles authorized by appropriation?*

GSA's internal fleet does not have any armored vehicles in its inventory.

G. Vehicle Replacement Strategy and Results

(1) Schedule the agency will follow to achieve its optimal fleet inventory, including plans for acquiring all Alternative Fueled Vehicles (AFVs) by December 31, 2015.

The Attainment Plan has been completed and statistically details the GSA plan for its internal fleet based upon currently available information. The Attainment Plan shows acquisitions and disposals by vehicle type and by fuel type (conventional vs. alternative) through 2015. GSA will revise its plan annually, if necessary, because it's a moving target insofar as VAM studies are now completed annually.

(2) Agency plans and schedules for locating AFVs in proximity to AFV fueling stations.

All covered vehicles due for replacement through December 2015 will undergo a structured process of evaluation by the GSA OAS Fleet Manager to ensure that they meet GSA's acquisition policies, which include locating AFVs in proximity to AFV fueling stations. GSA's goal is to increase the number of AFVs and to ensure they have access to the type of fuel needed.

The GSA internal fleet does participate in and use the Department of Energy's (DOE) National Renewable Laboratory Optimal Vehicle Acquisition (NOVA) analysis. While not following the recommendations explicitly, the GSA OAS Fleet Manager uses the NOVA analysis as a guide when reviewing and approving vehicle replacement requests from the fleet's internal customers. The analysis looks at each vehicle in the internal fleet and recommends a replacement vehicle to help maximize reductions in petroleum use and greenhouse gas emissions. The analysis takes into account the available alternative fuel infrastructure in its recommendations.

- *What is the agency's approach in areas where alternative fuels are not available?*

Essentially, no matter location, the GSA internal fleet seeks to deploy the most fuel efficient, least greenhouse gas emitting vehicle possible. Consequently, the GSA internal fleet takes a two-pronged approach for the deployment of vehicles in locations where alternative fuels are not available. First, the GSA internal fleet is focusing on reducing the size of the vehicles in these locations by deploying the smallest vehicle/smallest engine size possible to meet the mission. Second, the GSA internal fleet strives to deploy vehicles that are advanced lean-burn technology vehicles with low greenhouse gas emissions that qualify as alternative fuel vehicles under Section 2862 of the National Defense Authorization Act of 2008. The GSA OAS Fleet Manager also uses DOE's NOVA analysis as a guide when making vehicle replacement decisions in areas without alternative fuels.

Another concrete action that the GSA OAS Fleet Manager is taking is increased use of the DOE Fleet Sustainability Dashboard, or FleetDASH, which tracks participating Federal

agencies' fleet fuel consumption, greenhouse gas emissions, and vehicle inventories. The dashboard's interactive graphs show, for example, instances where alternative fuel is well utilized and opportunities for improvement. The GSA OAS Fleet Manager will use the tool to communicate with vehicle users to educate them and help them understand the steps that they can take to increase their use of alternative fuels.

Finally, the GSA OAS Fleet Manager will work with each region, GSA Fleet, DOE, the Clean Cities program, and other groups to encourage the private sector development and installation of AFV fueling stations where appropriate. This may involve concentrating vehicles in specific locations to help support infrastructure growth.

- ***Are AFVs that are not dependent on infrastructure, such as electric vehicles and qualifying low greenhouse gas (LGHG) vehicles, being placed in such areas?***

As mentioned, the internal fleet's acquisition policy is to acquire the most fuel efficient, least greenhouse gas emitting vehicles possible. Consequently, LGHG vehicles are deployed if they are available in vehicle sizes/configurations that meet the mission/need of the vehicle user.

In addition, because PBS is the landlord for GSA's buildings, installing EV electrical outlets to plug-in is possible. Consequently, the GSA OAS Fleet Manager will work with the regions to acquire hybrids, PHEVs, and EVs where appropriate. For example, the internal fleet is participating in GSA Fleet's EV pilot program and currently has two EVs and five PHEVs in the fleet.

(3) Vehicle sourcing decision(s) for purchasing/owning vehicles compared with leasing vehicles through GSA Fleet or commercially.

The GSA fleet is 100% GSA Fleet leased.

- ***When comparing cost of owned vehicles to leased vehicles, compare all direct and indirect costs projected for the lifecycle of owned vehicles to the total lease costs over an identical lifecycle.***

A comparison to ownership has not been developed because the fleet is 100% GSA Fleet leased.

- ***Include a rationale for acquiring vehicles from other than the most cost effective source.***

Not applicable because the GSA internal fleet is 100% GSA Fleet leased.

H. Vehicle Management Information System Description

(See FMR Bulletin B-15).

- ***If the agency has a Vehicle Management Information System (MIS), is it fleet-dedicated (not a generic property system), comprehensive (capturing all transactions and costs), integrated with other agency systems and with external compliance reporting systems?***

GSA does not have a FMIS. It uses GSA Fleet's Drive-thru system.

- *If the agency does not have such a system, what is being used to capture vehicle information, or is there no MIS at all? If there is no MIS, what obstacles have prevented implementation?*

Data on all vehicles leased through GSA Fleet are available through GSA Fleet's Drive-thru Reports Carryout tool.

I. Vehicle Sharing Practices and Plans

- *Describe efforts to share vehicles internally or with other Federal activities. Describe pooling, car sharing, and shuttle bus consolidation initiatives.*

Each region and regions' offices determine whether a formal pool is appropriate. An example of a regional program is the National Capital Region (NCR), which has a formal motor pool for its headquarters office, and three of its field offices have formal motor pools. Moreover, NCR has developed a motor pool management software program, which is available to other regions.

Through the VAM research results, the GSA OAS Fleet Manager is working to identify more opportunities to advance vehicle sharing and will follow up accordingly. For example, the consolidation of GSA's headquarters-level activities into one building in the spring of 2013 offers a unique opportunity to reduce the number of vehicles supporting these activities via vehicle sharing.

Sharing with other federal agencies occurs infrequently and typically due to special or emergency circumstances.

- *Describe efforts to reduce vehicles assigned to a single person.*

VAM research and utilization data is being used aggressively to reduce fleet size, particularly when a vehicle is assigned to a single person. More vehicle sharing is being instituted as a result. The GSA OAS Fleet Manager plans to continue to work with the regions to reduce the number of vehicles assigned to a single person and implement more vehicle sharing. The GSA OAS Fleet Manager is also re-writing policies regarding the justification, assignment, and approval of HTW transportation. Business cases will be required to justify the need for HTW transportation.

J. Impediments to Optimal Fleet Management

- *What obstacles does the agency face in optimizing its fleet? In what ways is it hard to make the fleet what it should be, operating at maximum efficiency?*

Although cooperation across the regionally dispersed fleet continues to improve, the VAM and focus on changes to fleet composition represent a significant cultural challenge. The challenge extends to individual employees, who are asked to use public transportation,

choose teleconferencing over driving, etc. These are behavioral adjustments that take time and ongoing communication.

Control of the budget is a significant barrier to fleet optimization. The OAS Fleet Manager lacks insight into the regional budgets, which – like the fleet itself – are decentralized. Consequently, the GSA OAS Fleet Manager can say “no” to the acquisition of a vehicle, but a local supervisor has the funds and can say “yes.”

The upfront cost for hybrids can’t always be met within budget limits, and the GSA OAS Fleet Manager and GSA Fleet continue to work to find the appropriate AFV surcharge.

- ***If additional resources are needed, have they been documented and requested?***

The GSA OAS Fleet Manager is working toward having knowledgeable and empowered regional VCOs who are focused on management of the internal fleet in place. The goal is for VCOs to have the authority to take a more active role in implementing rules and regulations. NCR is an example insofar as it has developed a fleet office within its organization and is emphasizing the importance of utilization to justify vehicle retention and approved replacement.

- ***If you feel hampered by specific laws, Executive Orders, GSA or internal agency regulations, budget issues, organizational obstacles, what exactly are they and how do they constrain you? Be specific and include examples. If you have a solution, describe it. Be specific and include examples. If you have a solution, describe it.***

Some mandates conflict. The situation has been improving but more needs to be done. This has been documented by many Agencies in a variety of venues.

FMR Bulletin B-33 does not work effectively for OIG fleets. A fourth category needs to be added for this unique governmental entity. Moreover, the law is clear that exemption for HTW applies for GS 1811s.

K. Anomalies and Possible Errors

- ***Explain any real or apparent problems with agency data reported through the Federal Automotive Statistical Tool (FAST).***

FAST data is derived from GSA Fleet’s Reports Carryout FAST report. GSA’s internal fleet program relies on the data captured through GSA Fleet. Although historical data can be puzzling, more current data has continued to improve.

- ***Discuss any data fields highlighted by FAST as possible errors that you chose to override rather than correct. Examples would be extremely high annual operating costs or an abnormal change in inventory that FAST considers outside the normal range, or erroneous data in prior years causing an apparent discrepancy in the current year.***

The GSA OAS Fleet Manager did not override any possible errors.

- *Any flagged, highlighted, or unusual-appearing data should be explained.*

Only one informational item is highlighted in the FAST Data Quality Consistency Report; specifically, Table 2a includes two EVs for which no “fuel consumption” for fuel cost is shown. The data was not available through GSA Fleet’s Reports Carryout FAST report. Moreover, no means of capturing “fuel consumption” is in place to determine reasonable data inputs; therefore, the decision was made to leave them blank.

L. Summary and Contact Information

- *Provide the name and contact information for the agency headquarters fleet manager.*

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