

INDIAN AFFAIRS MANUAL

Part 23

Property Management

Chapter 11

Fleet Management

Page 1

- 1.1 Purpose.** This chapter establishes Indian Affairs’ (IA) policy for fleet management. Specifically, the accountability, maintenance, acquisition, assignment, utilization, and disposal requirements for IA-owned and leased vehicles and related services. The terms “fleet management” and “motor vehicle management” may be used interchangeably throughout this policy.
- 1.2 Scope.** This policy applies to all programs and offices under the authority of the Assistant Secretary - Indian Affairs (AS-IA), including offices reporting to the AS-IA, the Bureau of Indian Affairs (BIA), and the Bureau of Indian Education (BIE).
- 1.3 Policy.** It is the policy of IA to effectively manage IA-owned/leased vehicles, including proper oversight and compliance with all related requirements.
- 1.4 Authority.**
- A. Statutes and Regulations.**
- 1) 25 U.S.C. Part 900 – Contracts under the Indian Self-Determination and Education Assistance Act, Subpart I – Property Donation Procedures
 - 2) 31 U.S.C. § 1344, Passenger carrier use
 - 3) 40 U.S.C. Chapter 175, Federal Motor Vehicle Expenditure Control
 - 4) 40 U.S.C. 483, Property utilization
 - 5) 40 U.S.C. 491, Motor vehicle pools and transportation systems
 - 6) P.L. 93-638, Indian Self-Determination and Education Assistance Act, as amended
 - 7) 5 CFR 930, Subpart A, Motor Vehicle Operators
 - 8) 41 CFR § 101-26.501, Purchase of new motor vehicles
 - 9) 41 CFR Part 101-39, Interagency Fleet Management Systems
 - 10) 41 CFR Part 102-5, Home-to-Work Transportation
 - 11) 41 CFR Part 102-34, Motor Vehicle Management

INDIAN AFFAIRS MANUAL

Part 23

Property Management

Chapter 11

Fleet Management

Page 2

- 12) 41 CFR Part 102-39, Replacement of Personal Property Pursuant to the Exchange/Sale Authority
- 13) 41 CFR 102, Subchapter B, Federal Management Regulation - Personal Property

B. Guidance.

- 1) 412 Departmental Manual (DM) 1, Motor Vehicle Management
- 2) Executive Order 13149: Greening the Government through Federal Fleet and Transportation Efficiency, April 21, 2000

C. Handbooks.

- 1) U.S. General Services Administration (GSA) Internal Motor Vehicle Manual, current version
- 2) Department of the Interior (DOI) Motor Vehicle Management Handbook, April 2019

1.5 Responsibilities.

- A. **Deputy Assistant Secretary –Management (DAS-M)** has overall responsible for administering this policy.
- B. **Directors, BIA and BIE** have overall responsibility for their bureau's fleet management.
- C. **Deputy Bureau Director (DBD), Office of Justice Service (OJS)** has overall responsibility for OJS fleet management.
- D. **Director, Office of Facilities, Property, and Safety Management (OFPSM)** has overall responsibility for fleet management policy oversight.
- E. **Chief, Division of Property Management, OFPSM** is responsible for implementing and ensuring compliance with motor vehicle management policies and procedures consistent with Federal Government motor vehicle and fleet management regulations and requirements.

INDIAN AFFAIRS MANUAL

F. IA Fleet Manager (IAFM) is responsible for:

- 1) developing Bureau policies, procedures, and guidance for the acquisition, assignment, use, maintenance, and disposition of IA's motor vehicles;
- 2) ensuring that IA motor vehicle management programs meet the requirements for accountability;
- 3) disseminating information and advice to IA's regional offices and Central Office regarding motor vehicle management;
- 4) monitoring IA's motor vehicle plans and reports to ensure they are consistent with mission requirements and utilization standards;
- 5) preparing and submitting motor vehicle plans and reports such as the Annual Motor Vehicle Report (AMVFR) and the Federal Automotive Statistical Tool (FAST); and
- 6) serving as the IA Home-to-Work (HTW) coordinator, to include oversight of IA HTW requests and approvals.

G. Regional Property Officers (RPOs)/Accountable Property Officers (APOs) are responsible for implementing and ensuring compliance with motor vehicle management policies and procedures consistent with this policy and with other Federal Government management regulations.

H. Custodial Property Officers (CPOs) are responsible for:

- 1) controlling the number of vehicles in the fleet by acquiring only the minimum number of vehicles and size needed to accomplish the mission;
- 2) ensuring that their office's employees are fully informed of this policy;
- 3) ensuring that their office's employees are aware of the prohibition on personal use of Federal Government motor vehicles;
- 4) ensuring the safety, security, proper care, and use of IA's motor vehicles;
- 5) ensuring that motor vehicle operators operate IA's vehicles in accordance with state and local traffic safety laws and regulations; and
- 6) reviewing and approving fleet charge card statements.

I. Cognizant Employee (CE) is responsible for:

- 1) operating motor vehicles in a safe and prudent manner, and exercising a reasonable degree of care, skill, and judgement in the performance of their duties;

INDIAN AFFAIRS MANUAL

Part 23
Chapter 11

Property Management
Fleet Management

Page 4

- 2) having knowledge of, and complying with, applicable Federal, state, and local motor vehicle laws and regulations;
- 3) reporting any IA vehicle malfunctions, failures, damages, and accidents to his/her supervisor and responsible official for their respective fleet; and in the case of damages and accidents, presenting a written statement of facts surrounding the loss to the Board of Survey;
- 4) scheduling and coordinating vehicle repairs, inspections, and maintenance for IA vehicles as needed;
- 5) providing vehicle data usage, maintenance, mileage, accidents, repairs, and other information when required;
- 6) refraining from the use of cell phones while the vehicle is in motion;
- 7) ensuring that all vehicle occupants wear safety belts;
- 8) ensuring that all vehicle occupants refrain from the use of tobacco products while in IA-provided vehicles;
- 9) refraining from the use of alcohol and drugs while operating IA-provided vehicles, and/or from any substance or prescription medication that may interfere with his/her ability to operate a motor vehicle; and
- 10) notifying his/her supervisor of any physical condition that may affect their ability to operate the vehicle safely.

J. Utilization Clerk is responsible for:

- 1) recording monthly utilization, vehicle cost for fuel, oil, parts, and maintenance on the Equipment Operation Data Form, formerly DI-120;
- 2) uploading the Equipment Operation Data Form into the Financial and Business Management System (FBMS) on a monthly basis;
- 3) creating preventive maintenance orders and corrective maintenance orders in FBMS;
- 4) reviewing the utilization table in FBMS; and
- 5) reviewing Fleet Charge Card Statements for accuracy.

1.6 Definitions.

- A. Auto-Choice Purchase Order (PO)** is a miscellaneous obligation automatically created in the (FBMS upon final Purchase Request (PR) approval. Auto-Choice POs are identified in FBMS by the first two (2) characters of the PO number (i.e., 46*).

INDIAN AFFAIRS MANUAL

- B. Auto-Choice PR** is a type of PR in FBMS which does not interface to Prism but instead automatically creates a miscellaneous obligation upon final approval. The miscellaneous obligation is not the same as the Auto-Choice PO.
- C. GSA Auto-Choice System** is the mandatory source of supply for the purchase of new non-tactical vehicles for all Federal Government agencies. The system is managed by the GSA.
- D. Home-To-Work Transportation** is the use of a Federal Government vehicle for transportation by an employee between his/her residence and place of employment other than for official temporary duty travel assignments, and requires advance written approval by the DOI Secretary.
- E. Intra-Governmental Payment and Collection (IPAC)** is the standard method for Federal Government agencies to transfer funds from one agency to another.
- F. Motor Vehicle** is a Government-owned, leased, or rented motor vehicle and/or privately owned, leased, or rented motor vehicle, with a gross vehicle weight rating (GVWR) of less than 26,000 pounds, designed to transport up to 16 people (including the driver), and which does not haul hazardous materials or tow vehicles with a GVW of 10,000 pounds or more [e.g. sedans, light trucks, Sports Utility Vehicles (SUVs), All Terrain Vehicles (ATVs), and Utility Terrain Vehicles (UTV's)].
- G. Motor Vehicle Acquisition** is the purchasing or leasing of a motor vehicle from a commercial source, obtaining a GSA-provided motor vehicle, or obtaining a motor vehicle through transfer or excess for 60 continuous day or more.
- H. Motor Vehicle Identification** is how all IA-owned or leased motor vehicles (unless exempted, i.e., undercover Law Enforcement vehicles) are identified as U.S. Government vehicles. All vehicles must display the "For Official Use Only" and "U.S. Government" official U.S. Government tags and IA identification. If the Federal Prison Industries, i.e., UNICOR, tag is used, then legends for "For Official Use Only" are not required.
- I. Motor Vehicles Operators** are Federal Government employees and supervisors who are entrusted with and authorized to operate IA-owned or leased vehicles and are responsible for ensuring the lawful, safe, and efficient control and operation of the vehicles they operate.
- J. Obligation** is a legal liability of the Federal Government for the payment of goods and services ordered or received, or a legal duty on the part of the United States that

INDIAN AFFAIRS MANUAL

Part 23

Property Management

Chapter 11

Fleet Management

Page 6

could mature into a legal liability by virtue of actions on the part of the other party beyond the control of the United States.

- K. Official Use** means a Federal Government owned, leased, or otherwise managed motor vehicle, that is utilized for the efficient and effective transaction of official Government business.
- L. Vehicle Acquisition Justification Form** is the form used when requesting an agency-owned, commercial-leased, or GSA-leased vehicle. If used for a replacement vehicle, the form must include information for the vehicle sold at auction.
- M. Undelivered Orders (UDOs)** are contracts or awards issued by the ordering activity for goods and services that have not been received, and where funding has been obligated and awaiting the receipt of goods and services.

1.7 Standards, Requirements, and Procedures.

A. Acquisition of Motor Vehicles

Prior to acquiring a vehicle for an IA program from GSAXcess, lease, new procurement, or acceptance via transfer or donation, the acquisition must first be justified and approved by the CPO, then approved by the respective Line Officer in that office's supervisory chain of command, and by the IAFM regardless of source of supply and/or funding. The vehicle **must** be approved before the PR is entered into the FBMS and the funds are obligated.

GSA is the mandatory source of supply for procurement of all new commercially available motor vehicles, unless non-standard vehicles are specifically required or not available. Commercially available vehicles are vehicles produced by the manufacturers or dealers in substantial quantities and sold to the general public. All motor vehicles must be acquired in accordance with 41 CFR 101-26.5 and wherever practical, requirements for motor vehicles must be satisfied under the GSA's existing standardized buying programs. Federal specification and standards must be used in the purchasing of vehicles, motorized equipment, accessories, and additional equipment except when the essential needs of IA are not adequately covered by an existing federal specification. All motor vehicle PRs for commercially available vehicles must be processed via GSA's Auto Choice System.

INDIAN AFFAIRS MANUAL

B. GSA's Auto-Choice Automated System Vehicle Acquisition Procedures

1) Pre Auto-Choice Award

- The requesting office and the RPO must consider other options to meet the requirement including: transferring a vehicle from another program, leasing a vehicle, or obtaining a used vehicle from another Federal agency via GSAXcess (<https://gsaccess.gov/>). In addition, when requesting a new vehicle, program offices must obtain an alternative fueled vehicle, such as flex-fuel or E85, if available.
- Program offices must complete the Vehicle Acquisition Justification Form (available on the IA Online Forms webpage here: <https://www.indianaffairs.gov/policy-forms/online-forms>), including a detailed justification for need and other supplementary information, and submit it to the RPO for initial review.
- Upon receipt of the Vehicle Acquisition Justification Form and supplementary documentation (package), the RPO will review the package for completeness. Incomplete packages will be returned for correction. The RPO will analyze the fleet vehicle inventory of the requesting office and make a determination as to whether mission needs cannot be met by the current inventory level. This analysis must be supported by one year of utilization data.
 - If the current inventory is being underutilized, the request will be denied.
 - If the current fleet inventory does not meet the program office's request or mission needs, the RPO will forward the package to the IAFM for final approval.
- The IAFM will review the package, current inventory levels, and utilization history, and make a final determination (i.e., final approval or rejection) for the new vehicle purchase.
 - If the request is denied, the IAFM will notify the RPO and provide a reason for the rejection.
 - If the request is approved, the IAFM will notify the RPO via email and the RPO will provide the approved form to the requesting office.

INDIAN AFFAIRS MANUAL

- Upon final approval, the requesting office has 30 days to enter and approve an Auto-Choice PR in FBMS. The form must be attached to the PR prior to approval in FBMS by the RPO. The estimated delivery date used on the PR must be greater than six months from the date of PR entry for standard orders, and greater than one year for complex orders (i.e., buses, fire trucks, and/or special orders). The obligated amount must match the quoted amount retrieved from the GSA Auto-Choice system.
- Once the FBMS PR is fully approved and the PO is automatically generated, RPOs must save the order in the GSA Auto-Choice system, notify the IAFM via email, and then the IAFM will finalize the order. Auto-Choice orders can be entered prior to PR approval, but they must not be submitted until a valid obligation is posted in FBMS. The FBMS PO number must be added to the order in Auto-Choice so that the invoice can be properly applied to the correct PO when the IPAC is received from GSA. After the order is placed, and until the vehicle has been received and paid for, program offices must monitor the quarterly UDO report and provide confirmation that the UDO report is valid, or that the order has been received, and appropriate follow-up action has been initiated.

2) Post Auto-Choice Award

- After the order is processed, RPOs will periodically monitor Auto-Choice for any subsequent changes to the initial order to include delivery date and amount.
 - If the date or amount changes, RPOs must contact the requesting office. A post-award Auto-Choice PR must be submitted and approved to extend the delivery date or update the amount on the Auto-Choice PO.
- Once the vehicle is delivered to the local dealership for pick up, the RPO will send a request for a license plate and a charge card account to the Office of the Chief Financial Officer (OCFO) Federal Charge Card Coordinator (FCCC). Upon the receipt of the license plate and charge card, RPOs must return the signed DI-105 Receipt of Property form to the FCCC. This form is found on DOI's webpage here: <https://www.doi.gov/eforms> (click on 'Official Files for Production').
- After GSA sends an invoice for the order (typically through the IPAC system), the RPO must encode the asset, equipment, and other fleet records in FBMS within 30 days.

INDIAN AFFAIRS MANUAL

- If GSA fails to send an invoice for the order after the vehicle has been received, the RPO must notify the IPAC Team, who will request the invoice from GSA.
- The IPAC Team must retrieve the IPAC details and apply the invoice to the appropriate PO and line item based on the information entered in Auto-Choice.
 - If the amount of the IPAC does not match the amount of the line item, the IPAC Team can still process the IPAC, but they must also notify the UDO Team. A member from the UDO Team will update the amount of the PO to match the IPAC, as long as the receiving report indicates that the correct number of vehicles have been received.
 - If the vehicles ordered and received do not match, then the IPAC Team will contact the requesting office and RPO responsible for the order and ensure the invoiced amount is correct.
 - If the invoiced vehicle number is invalid, the IPAC Team will reach out to GSA for further information. Once the GSA invoice is verified, the UDO Team will make the update and process the UDO Issues Report correction.

C. GSA-leased Vehicle Mileage Utilization

IA requires every GSA-leased vehicle to meet a minimum annual mileage of 6,000 miles. Vehicles that do not meet the aforementioned mileage requirement are considered “underutilized” and may be disposed of in accordance with this policy. The GSA-leased vehicles utilization guidelines to justify full-time vehicle assignments are established at 41 CFR 101-39.301. Utilization factors such as days used, agency mission, and the relative costs of alternatives to a full-time vehicle assignment may be considered where travel guidelines are not met. Law Enforcement and Emergency Responder vehicles are exempt from this policy.

The following procedures and reporting requirements apply:

- To justify full-time vehicle assignment of GSA-leased vehicles, programs must submit monthly fleet utilization reports to the APO or Utilization Clerk using the Equipment Operation Data form. This form is available on the IA Online Forms webpage here: <https://www.bia.gov/policy-forms/online-forms>.
- Monthly Utilization Report: Programs must submit monthly fleet utilization reports to the CPO, APO, or Utilization Clerk using the Equipment Operation Data form.

INDIAN AFFAIRS MANUAL

- **Annual Review:** Each IA Cost Center RPO will conduct an annual review of their GSA-leased vehicle utilization during the fourth quarter beginning July 1st of each fiscal year (FY). The review will identify underutilized vehicles and include a recommendation for disposition.
- **Annual Utilization Report:** In the first quarter of the FY, the IAFM will generate a utilization report, based on both the Annual Review performed and Utilization Reports as discussed above (from the previous FY), for all GSA-leased vehicles in IA. The report must be created in a spreadsheet software program (e.g., MS Excel) using the format below:

COST CENTER	Type	License #	Year	Make	Model	Program	Total Annual Usage (Miles)
AAK2XXXXXX	Sedan	G45-4500M	2015	Ford	Focus	Natural Resources	7,230
AAK2XXXXXX	Truck	G45-4501M	2015	Ford	F-150	Admin.	6,120

- **Notification of Underutilized Vehicles:** In the third quarter of the FY, the IAFM will notify regions of underutilized GSA-leased vehicles by letter (copying the Regional Director or designee), and instructing them to identify which of the following disposition action(s) for the underutilized vehicle(s) was taken:
 - Removal from the Fleet;
 - Re-assignment within the Cost Center;
 - Exchange for another vehicle of a similar type with higher miles;
 - Exchange for a different type of vehicle that better suits the mission;
 - Retention with proper justification; or
 - Return to GSA.
- **Decision of Disposition:** Regions must respond to the IAFM within 30 days of receiving the Notification of Underutilized Vehicles letter identifying the disposition option(s) elected for each underutilized vehicle. If the Region does not respond within the required timeframe, or does not elect a disposition option, the IAFM will notify the appropriate Bureau Director to seek a final determination on the underutilized vehicle.

D. Home-to-Work (HTW) Transportation

This section applies to the use of HTW transportation for IA's employees. IA follows the Department's guidance regarding HTW, and additional information may be found in the DOI Motor Vehicle Management Handbook regarding HTW requirements. HTW is defined as the use of a Federal Government passage carrier to transport an employee between his/her home and place of work. 41 CFR 102-5.4 determines that only the Agency head may make HTW determinations and the authority cannot be delegated. The DOI Secretary is the only official who may authorize the use of a Government motor vehicle between an employee's home and place of work for IA employees.

In certain circumstances, the use of Government-owned, leased, or otherwise managed vehicles for HTW commuting is considered a taxable fringe benefit and must be reported as employee taxable income. See Attachment 1 for more information.

HTW transportation may be authorized when official work requires the employee's presence at locations(s) other than his/her regular duty station. The use of HTW transportation for field work should only be approved when it substantially contributes to the efficiency and economy of the Government. The location of the employee's home relative to his/her work and to the locations(s) where non-temporary duty (TDY) travel is required must indicate a reduction in the number of miles the Government motor vehicle will travel.

Examples of employees engaged in field work include, but are not limited to, certain Law Enforcement Officers, auditors, investigators, scientists, and quality assurance specialists. Their jobs may require travel to several locations, including remote locations accessible only by Government-provided transportation, during the course of a workday. Assignment of an employee to a field position does not entitle the employee to receive HTW transportation.

A field work authorization cannot be used when the employee's workday begins at the official Government duty station. It cannot be used when the employee normally commutes to a fixed location however far removed from his or her official duty station. For example, auditors or investigators assigned to a contractor site do not qualify for Government-provided transportation to that site. Although their daily work station is not located in a Government facility, these employees are not performing field work and are responsible for their own transportation to and from work. HTW transportation is provided on days when the employee actually performs field work.

INDIAN AFFAIRS MANUAL

Part 23
Chapter 11

Property Management
Fleet Management

Page 12

E. Fleet Charge Cards

The commercial fleet charge card is authorized for the purchase of fuel maintenance and repair of Government-owned/leased motor vehicles, aircraft, boats, and motorized equipment.

Examples of authorized purchases include:

- Regular unleaded self-service fuel
- Immediately consumable items for vehicles (quarts of oils, washer fluid, etc.)
- Required preventative maintenance
- Car washes (not to exceed \$25 per month)
- Mechanical repairs

Examples of unauthorized purchases include:

- Purchase of additional items for the comfort and/or convenience of the vehicle operator is prohibited
- Maps, air refreshers, food etc.
- Buying services in excess of required repairs
- Excessive car washes or details
- Upgrading tires or accessories

Approval

JASON
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Jason Freihage
Deputy Assistant Secretary - Management

Date

INDIAN AFFAIRS MANUAL

Part 23
Chapter 11

Property Management
Fleet Management

Page 13

Attachment 1



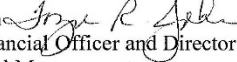
United States Department of the Interior

OFFICE OF THE SECRETARY
Washington, DC 20240

FEB 19 2020

FINANCIAL MANAGEMENT MEMORANDUM 2020-008

To: Bureau Chief Financial Officers

From: Tonya R. Johnson 
Deputy Chief Financial Officer and Director
Office of Financial Management

Subject: Home-to-Work Taxable Reporting of Fleet Use

This Financial Management Memorandum (FMM) is intended to inform Bureaus and Department Offices (Bureaus) that, in certain circumstances, the use of Government owned, leased, or otherwise managed vehicles for home-to-work commute is considered a taxable fringe benefit and must be reported as employee taxable income to the Department Payroll Operations Division as described in the *Client Interface Guide Chapter 10*.

The *Department of the Interior (DOI) Office of Inspector General (OIG) Evaluation Report 2017-ER-014*, cited instances where employees taxable home-to-work use of Government Vehicles (GOV) was not reported as taxable income to the Internal Revenue Service (IRS). The OIG recommends that the Office of Acquisition and Property Management (PAM) and the Office of Financial Management (PFM) implement policies and procedures which ensure that employees taxable use of GOV is reported to the IRS.

The *DOI Motor Vehicle Management Policy, 412 DM-1*, restricts motor vehicle use to official use, but allows for limited authorization of identified staff to use government owned, leased, or otherwise managed vehicles for regular home-to-work commuting travel. Detailed requirements governing home-to-work use are outlined in Chapter 9 of the *DOI Fleet Management Handbook*.

The Internal Revenue Service Code, *Publication 15-B* (IRS Publication), states that when an employee is provided with the use of a vehicle for home-to-work commute by an employer, that use is considered a fringe benefit and it is taxable. If the vehicle use is qualified as a "Working Condition Benefit" or a "De Minimis Benefit" as described in the IRS Publication, then such use would be excluded from the requirement for tax reporting. Examples of these exclusions are clearly marked police, fire, and public safety vehicles. For the purposes of this policy, a public safety vehicle is defined by *IRS Bulletin 2010-023*.

The PFM requires Bureaus to coordinate with their Finance, Fleet and Payroll programs, to create and implement a business process that identifies, documents, and reports to Department Payroll Operations Division the taxable home-to-work use of motor vehicles by employees covered by the IRS Publication. The business process must also include steps for record retention

INDIAN AFFAIRS MANUAL

Part 23
Chapter 11

Property Management
Fleet Management

Page 14

Attachment 1 continued

that complies with IRS Code and Department records retention rules. Bureaus must report taxable home-to-work use fringe benefits to the Department Payroll Operations Division no less frequently than once a quarter. Upon submission by the Bureaus, DOI's Payroll provider, the Interior Business Center, will record the fringe benefit in the Federal Personnel Payroll System according to the requirements in the Client Interface Guide.

Bureaus must submit their documented business process to Robert A. Smith, Financial Specialist, by email at Robert_Smith@ios.doi.gov, no later than March 27, 2020.

If you have any questions, please contact Robert A. Smith, at (202) 208-5684.

Attachment:

Attachment 1 – Department Payroll Division Client Interface Guide Chapter 10
Attachment 2 – DOI OIG Evaluation Report 2017-ER-014
Attachment 3 – DOI Motor Vehicle Management Policy, 412 DM-1
Attachment 4 – DOI Fleet Management Handbook
Attachment 5 – IRS Publication 15-B
Attachment 6 – IRS Bulletin 2010-023
Attachment 7 – Payroll Division Entitlement Interface File Instructions

cc: Eric D. Still, Deputy Director, Office of Financial Management
Bureau Finance Officers
Bureau Acquisition Managers