

Department of Homeland Security

Fleet Management Plan FY 2012



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Introduction

The *Presidential Memorandum on Federal Fleet Performance* issued in May 2011 directed the General Services Administration (GSA) distribute to agencies, guidance on developing a Vehicle Allocation Methodology (VAM) within 90 days of the date of the memorandum. On August 22, 2011, GSA released Federal Management Regulation Bulletin B-30, *Motor Vehicle Management*. The purpose of the Bulletin is to ensure that agencies “satisfy the requirements of the Presidential Memorandum.”

The Bulletin requires three agency actions:

1. Annual Implementation of the Vehicle Allocation Methodology (VAM): The purpose of the VAM is to identify the optimum fleet inventory “that is most efficient to meet the agency’s mission and the identification of resources necessary to operate that fleet effectively and efficiently.”
2. Report the VAM Results: Using the GSA VAM Agency Reporting Tool , currently an Excel worksheet, the agency must report its VAM results annually “through FAST,” with the first submission no later than February 17, 2012 (labeled the Attainment Plan).
3. Annual Submission of a Fleet Management Plan (FMP): The agency must develop a fleet management plan that describes how it will achieve its optimum fleet inventory by December 31, 2015.

Regarding implementation of the VAM, B-30 states:

The VAM shall cover an agency’s entire fleet in the United States, encompassing all vehicle types, including law enforcement and emergency response vehicles. An agency head may include overseas vehicles when he or she determines doing so is in the best interest of the United States. An agency head may also exempt vehicles used for law enforcement, protective, emergency response, or military tactical operations when in the best interest of the Government.

The Department of Homeland Security (DHS) has completed the VAM requirements for its domestic fleet, including law enforcement vehicles, as B-30 specifies. Overseas vehicles are not included in the VAM report.

The VAM results, which provide the key data for achieving an optimal fleet, have been reported in the Attainment Plan (GSA Reporting Tool) via FAST. This report documents the FMP for of all DHS’s domestic vehicles studied between July 2011 and January 2012, which describes plans for achieving optimal fleet inventory totals. Additional analysis is required and we will begin in March to identify additional vehicles for reassignment or disposal.

Essential to implementation of the FMP are fleet policies and procedures. The DHS *Motor Vehicle Fleet Program Manual* communicates policy and acquisition-related operational processes to all DHS Components. Many policies are already in place to move DHS toward compliance with the Presidential Memo and B-30 requirements. Considering that this is the first attempt at the FMP, the department will likely make improvements to

existing procedures and will continue to update policies and procedures as needed. Information on those policies is available upon request.

Fleet Management Plan

This Fleet Management Plan covers steps for determination of an optimal fleet inventory for DHS as listed in B-30 (Part 6.D). The DHS Attainment Plan (GSA Reporting Tool) statistically details the DHS plan based upon information gathered during the VAM process. FY 2011 FAST data constitutes the baseline fleet; the VAM study results determined the projected fleet composition and year-by-year adjustments through December 2015, thus determining that additional analysis is required to refine optimal fleet size and composition based on the 2011 mission requirements.

The Attainment Plan reflects the optimal DHS fleet to support various mission sets, keeping in compliance with the Presidential Memo and Bulletin. The following describes plans for achieving the statistical outcomes.

Optimal Fleet – Planned Action – Step 1

Identify vehicles that fall below the minimum utilization criteria by VIN. Dispose or re-assign identified vehicles. (B-30 6.D.1)

For DHS Components that conducted a full VAM study, the plan for achieving an optimal fleet was based upon a comprehensive and cohesive set of associated parameters that determined whether to retain or eliminate a vehicle or whether it falls into a questionable category and requires further research. Under this approach, the weighted parameters assessed both utilization and criticality; therefore, the DHS methodology was multi-dimensional (as opposed to being based solely on utilization; for further discussion of the VAM studies, see Attachment A). For DHS Components that undertook a VAM Lite, the DHS Attainment Plan was based upon assessing utilization.

Comprehensive data-gathering results and recommendations are made vehicle-by-vehicle in eVAM™¹ (see Attachment A) for those Components that completed a full VAM. Also, eVAM enables decision-makers to enter and track final decisions reached on each vehicle, the results of which automatically populate the GSA Reporting Tool.

Results of the VAM studies indicated that the DHS fleet could potentially be reduced by 2.8%. The next steps for DHS are to study each targeted vehicle to assess whether elimination is appropriate, without mission impact and subsequently develop a plan for fleet-size optimization by December 2015. A more comprehensive VAM study will be conducted in 2013 to gather more detailed information, such as mission criticality. The 2012 VAM study entailed in-depth analyses regarding several key elements which helped to determine optimal utilization of the DHS fleet and will continue to be utilized for future studies:

¹ eVAM is an electronic tool that conforms to B-30 standards and requirements. Using electronically gathered data-call information, it applies algorithms that yield recommendations. The next step in the process is for the Department to review the information gathered and the recommendations for reasonableness prior to action.

The process is inclusive of, but not limited to the following requirements:

- Identifying vehicles that fell below the pre-established minimum utilization criteria by vehicle identification number (VIN) and/or license tag number and dispose of or reassign those vehicles as needed.
- Comparing existing fleet composition to mission task needs.
- Identifying vehicles that are mission essential regardless of utilization. Determine whether or not the most efficient vehicle being utilized.
- Evaluating alternatives such as public transportation, contract shuttle services, or rental vehicles.

The planned actions below outline steps that will that address re-assignment of vehicles. Standard operating procedures will be developed and implemented throughout DHS with a goal of completion before submission of the 2013 FMP.

Optimal Fleet – Planned Action – Step 2

Action
Analysis of Full eVAM Study Results for Vehicles Flagged for Elimination
<ul style="list-style-type: none"> • Identify vehicles recommended for elimination by organization and location
<ul style="list-style-type: none"> • Components review the VAM recommendations and agree/accept or rebut to HQ with justification
<ul style="list-style-type: none"> • Component and local decision-makers develop a disposal plan for vehicles identified for elimination
<ul style="list-style-type: none"> • HQ reviews disposal plan for approval/disapproval
<ul style="list-style-type: none"> • Components and local decision-makers implement disposal plan
Analysis of VAM Lite Study Results for Vehicles Flagged for Elimination
<ul style="list-style-type: none"> • Conduct full VAM study that covers B-30 specifications.
<ul style="list-style-type: none"> • Establish timeline for full VAM study
<ul style="list-style-type: none"> • Correlate 2011 Component Attainment Plan based on VAM Lite with results of full VAM study
<ul style="list-style-type: none"> • Component and local decision-makers develop a disposal plan for vehicles identified for elimination
<ul style="list-style-type: none"> • HQ reviews disposal plan for approval/disapproval
Policy Development for Optimal Fleet Inventory
<ul style="list-style-type: none"> • Implement an 8 year vehicle replacement cycle, which will reduce the number of acquisitions annually
<ul style="list-style-type: none"> • Draft proposed policy incorporating field input to address re-assignment of underutilized vehicles
<ul style="list-style-type: none"> • Identify vehicles for re-assignment
<ul style="list-style-type: none"> • Review Component disposal practices to ensure that vehicles are not being disposed of prematurely, which can result in fewer acquisitions
<ul style="list-style-type: none"> • Finalize policy for integration into the DHS Motor Vehicle Fleet Program Manual

DHS will improve these process steps annually with the objective of reaching the targeted fleet size reflected in the DHS Attainment Plan (GSA Reporting Tool).

Optimal Fleet – Planned Action – Step 3

Agency plans and schedules for locating alternative fueled vehicles in proximity to AFV fueling stations.

Although DHS HQ does not mandate vehicle fuel types for its Components due to the various mission requirements, DHS will review the recommended vehicle fuel types with the Components to determine the appropriate location to maximize alternate fuel utilization. In addition, requests for new vehicles will be reviewed to ensure compliance with Federal mandates and sustainability measures.

DHS is currently developing a Data Warehouse that will connect to disparate asset management systems, allowing timely access to asset location. These assets will be displayed on a heat map and include distant to nearest alternative fuel site. This system will allow for Department level summaries tracking progress toward specific Federal alternative fuel requirements, highlighting specific instances where alternative fuel is well utilized and opportunities to increase alternative fuel usage.

DHS will repeat these process steps annually through December 2015 with the goal of attaining the optimal fleet in terms of vehicle fuel type.

Optimal Fleet – Planned Action – Step 4

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

All vehicles due for replacement through December 30, 2015, will undergo a structured process of evaluation to ensure that they conform to all DHS acquisition policies.

B-30 requires agencies to provide support for their vehicle sourcing decision(s). Specifically it calls for a comparison of purchasing/owning vehicles to leasing vehicles through GSA Fleet or commercially. The bulletin states:

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

According to GSA, the costs incurred under the current, actual life cycles of owned vehicles should be compared with the fixed and operating costs of GSA Fleet and commercially leased vehicles over that same period of time. DHS will conduct a study that applies a costing model that compares the current “budgetary costs” for vehicles via all acquisition methods currently available to DHS. In addition DHS will review and update as necessary the process of determining if a vehicle is required to meet transportation need regardless of acquisition method.

This differs substantively from an economic optimization model where the total cost of financing and operation for a given fleet asset begins with determining the optimal economic replacement point using life-cycle cost analysis. For informational purposes, in the following box we have provided an overview of what an economic optimization model includes.

Optimized economic analyses examine the “hard” capital and operating costs associated with vehicle financing and operation. First, the costs are reviewed over alternative replacement cycles for a given type of vehicle. After the optimized replacement cycle is determined, a comparison of alternative methods to finance and manage the vehicle over the optimum life cycle is developed. The lowest cost combination of financing and management that is *feasible to implement* becomes the recommended approach. Generally, in such models, the current practice is compared with one or more operating and finance alternatives.

For fleet management, alternatives generally recognized include:

- Agency management & operations
- Central organization management & operations
- Fleet Management Company management/services

For financing, the approaches evaluated for the public sector include:

- Outright purchase with cash from ad hoc appropriations
- Outright purchase with cash accumulated in a reserve fund
- Various forms of debt financing

In the budgetary comparison model employed to meet the requirements of B-30, an optimal life cycle has not been determined, alternative financing methods have not been reviewed, and Fleet Management Company services have not been considered. The current-environment budgetary expenses associated with the primary cost elements of vehicle use and considered for this analysis are:

- Capital Costs,
- Maintenance Costs,
- Fuel Costs, and
- Overhead Costs

Because the budgetary comparisons may include looking at vehicles with differing life cycles, it is important to note that there often are other costs, some more easily measured than others, which are impacted by an organization’s replacement cycle decisions. Specifically, longer cycles typically carry associated costs that are not easily measurable (and not included in the model). Examples of these “soft” costs include:

- Increasing vehicle downtime and its associated impact on fleet size
- Mission disruptions
- Reduced employee productivity
- Reduced employee safety
- Reduced public safety
- Unsustainable of repair costs

For the costing exercise, the budgetary costs are viewed from this agency’s perspective as opposed to an organizational perspective (i.e., DHS vs. Federal Government). GSA Fleet lease rate includes elements that are not included in the agency cost comparison. Specifically, according to the U.S. General Services Administration FY 2011 Summary of Rates and Fees: “*The ASF is authorized to retain earnings to cover the cost of replacing fleet vehicles (Replacement Cost Pricing), maintaining supply inventories adequate for customers’ needs, and funding investments specified by the Cost and Capital Plan. Any additional earnings in excess of expenses must be returned to Treasury as miscellaneous*

receipts.” This means that at the end of a given life cycle reserve funds that might be available would appropriately be considered in a comparison at the organizational level.

DHS will determine the appropriate methodology in the coming months and conduct an analysis to determine the appropriate acquisition method (lease Vs. Ownership) when a vehicle is determine as the effective transportation method. The result of the analysis will be included in subsequent Fleet Management Plans.

Optimal Fleet – Planned Action – Step 5

Agencies’ fleet management plans must be incorporated into their Annual Strategic Sustainability Performance Plan (SSPP) (as required by Executive Order 13514) beginning in June 2012.

Once GSA completes its review of the DHS VAM, Attainment Plan and Fleet Management Plan, the approved version of the FMP will be incorporated into the DHS SSPP by June 2012.

Conclusion

Aggressive efforts by DHS to improve fleet management were initiated in 2009 and included:

- Wrote and implemented the 1st DHS Motor Vehicle Fleet Program Manual, the Manual hereafter. The Manual supplements the Federal Management Regulations (FMR) 102-34, which provides Government-wide policy on motor vehicles. The Manual establishes policy, furnishes guidance, and offers general guidelines for the acquisition, use, and disposal of motorized vehicle equipment being operated throughout DHS. A key goal of the Manual is to ensure compliance with Federal mandates affecting the management and operation of the DHS Motor Vehicle Fleet Program, such as the Presidential Memorandum on Federal Fleet Performance issued in May 2011, Executive Orders (E.O.), Public Laws, and U.S. Codes, as well as the Secretary’s Efficiency Review Initiatives and DHS Directives.
- Developed a Motor Vehicle Fleet Sustainability Plan (MFVSP) for each Component with motor vehicles. The MVFSP further strengthens the requirements of the Department level Operational Sustainability Performance Plan by requiring Components to delineate their strategies for reducing GreenHouse Gas emissions by reducing the consumption of petroleum based products and increasing the use of alternative fuel.
- Implemented the 3-tier Law Enforcement Vehicle definitions concept. The Secretary approved the definitions in January 2011. This concept has been adopted by other Government agencies including the Department of Treasury.
 - 1) Coordinated with the Council for Environmental Quality and GSA to issue a Federal Bulletin on Law Enforcement (LE) vehicles in which GSA adopted a version of the 3-teired LE definitions developed by the DHS Fleet Manager. The Bulletin provides guidance to all Federal agencies on the correct classification of LE vehicles.

- Completed the review of over 1800 DHS vehicles eligible for replacement in 2012 from GSA Leasing, ensuring that all vehicles ordered by Components were in compliance with Federal mandates and sustainability measures, including placing alternative vehicles in proximity with the fuel.
- Developed and implemented the DHS Motor Vehicle Acquisition Guide. The “Acquisition Guide” was developed to provide acquisition procedures established by DHS MA; which will assist Components in justifying, approving and acquiring additional new or replacement vehicles.
 - 2) The Acquisition Guide also includes a checklist for new and replacement vehicles that must be approved by the DHS Fleet Management and/or the DHS Acquisition Program Review Board before vehicles are acquired.

Planned efforts to continue to improve fleet management include:

- January through May 2013, 2014: Conduct annual VAM study²
- June 2013, 2014: Submit updated FMP³
- June 2012, 2013, 2014: Incorporate FMP into Annual Strategic Sustainability Plan
- December 31, 2015: Complete fleet-size optimization initiative covering number and types of vehicles and fueling of alternative fuel vehicles (per B-30)

END OF FLEET MANAGEMENT PLAN

² Dates based upon communication with GSA’s Office of Governmentwide Policy.

³ Dates based upon communication with GSA’s Office of Governmentwide Policy.

Attachment A: VAM Implementation

DHS contracted with Mercury Associates, a leading fleet management consulting firm, to assist with its VAM studies.

VAM Study Steps

Step 1 (B-30, 6. A. 2): Establish a baseline fleet inventory profile that tracks vehicles individually.

Building a database of individual GSA Fleet, Agency-owned, and commercially leased vehicles, DHS aggregated the covered domestic fleet inventory for each reporting organization as the first step in implementing the VAM study. The following table documents the composition of the fleet for which the Fleet Management Plan (FMP) has been developed. The inventory is current as of XXX.

Table 1
Covered Vehicles

Current Domestic Vehicles	Number
Agency-owned	47,711
GSA Fleet	7,508
Commercially leased	29
Total Domestic Vehicles	55,248

As specified in B-30, the vehicle-by-vehicle inventory data fields included:

- Unique vehicle identifier (at least one)
 - VIN
 - License plate
 - Other (Asset ID or Vehicle #)
- Manufacturer (for example, Ford)
- Vehicle model (for example, Taurus)
- Vehicle type (sedan, truck, other etc.)
- Vehicle size (low speed electric vehicle, midsize sedan, light-duty truck, etc.)
- Vehicle model year
- Acquisition cost or lease cost
- Vehicle ownership (agency owned; GSA Fleet; commercial lease)
- Current mileage
- Date of last odometer reading (if available)
- Fuel type
- Passenger capacity (if available)
- Cargo capacity (if available)
- Installed equipment beyond that provided by the original equipment manufacturer (if available)
- The vehicle's garaged location by address or Lat/Long
- Vehicle in service date

Step 2 (B-30, 6. A. 3): Develop vehicle utilization criteria that justify mission-essential vehicles (specific, objective thresholds). B-30 states that agencies must consider the following criteria. We address each in the order listed.

- 1) Mission: In its draft of B-30, GSA related mission with vehicle type. The DHS data-call questions map to a decision tree based on that correlation and establishes either that the current vehicle type is appropriate to its mission or recommends an alternative for consideration when replacement occurs. The results are included in the FMP.
- 2) Historical/expected miles-of-use per vehicle: Historical miles-of-use per vehicle was calculated and used as one of the factors to recommend whether the vehicle be retained or eliminated. Expected miles of use were not applied as part of the VAM, but DHS acquisition policy requires submission of justification that includes that projection (see Attachment B). The data call targeted all covered vehicles.
- 3) Historical/expected hours of use per vehicle: DHS does not formally track utilization by hours; however, the data-call questions gathered hours-of-use information, and the responses are included in the overall justification assessment.
- 4) Ratio of employees to vehicles: For its domestic fleet, DHS does not apply a ratio of employees to vehicles as a justification parameter. The VAM study relied on utilization and mission criticality factors in its justification assessment (see Step 3 below for further background).
- 5) Frequency of trips per vehicle: DHS does not formally track trips per vehicle, except for a segment of its fleet used in a motor-pool operation; however, the data-call questions gathered estimates of this utilization information, and the responses are included in the overall justification assessment.
- 6) Vehicle function: Data-call questions gathered information to assess this criterion. The responses contribute to the assessment of mission criticality and vehicle-type for the respective missions.
- 7) Operating terrain: Data-call questions gathered information to assess this criterion. The responses contribute to the assessment of vehicle-type for the respective missions.
- 8) Climate: Data-call questions gathered information to assess this criterion. The responses contribute to the assessment of vehicle-type for the respective missions.
- 9) Vehicle condition, age, and retention cycle: GSA Fleet establishes age and retention cycles for its vehicles and these also are applied informally to the owned fleet, as appropriate. The age and retention cycle for commercially leased vehicles are limited according to contract. For GSA Fleet and commercially leased vehicles, condition is rarely an issue that must be addressed.

- 10) Vehicle down time: DHS does not track this criterion specifically. Utilization information and data-call questions that focus on vehicle condition sufficiently address vehicle availability for meeting respective missions.
- 11) Needed cargo and/or passenger capacity: Data-call questions gathered information to assess this criterion. The responses contribute to the assessment of vehicle-type for the respective missions.
- 12) Required employee response times: Data-call questions relevant to criticality gathered information applicable to this criterion.
- 13) Greenhouse gas emission level of the vehicle: This criterion is assessed when replacing a vehicle as part of the DHS acquisition protocol, per its policy (see Attachment B).

Step 3 (B-30, 6. A. 3): Conduct a utilization survey.

The VAM study method uses an electronic VAM data-call tool (eVAM⁴) to provide users with a structured approach for determining the *need* for vehicles and what *type* of vehicles are appropriate for a given mission. It is automated to enable the efficient processing of vehicle justifications for the DHS Components that conducted full fleet studies.

The eVAM Tool was built using MS Excel spreadsheets and consists of two components:

- a. *Determination of Need*; i.e. how badly is the vehicle needed. Need is ascertained by addressing:
 - i. The *criticality* of the work or mission to be performed;
 - ii. The projected *utilization* of a vehicle or group of vehicles.
- b. *Determination of Type*; i.e., if a vehicle is needed, what type should be provided.

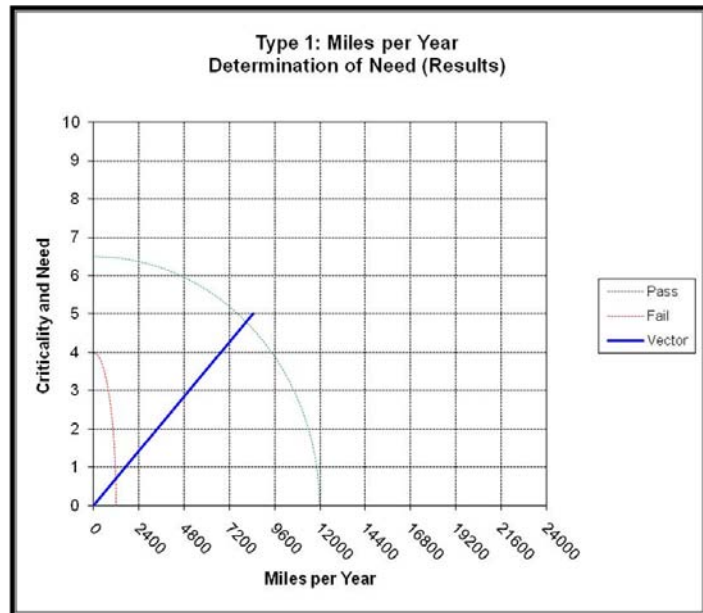
DHS Components weighted the parameters to reflect the relative importance of the need and type questions and pass/fail parameter adjustments for the respective organizational components. In sum, eVAM is an automated vehicle justification protocol that applies utilization (defined as miles, hours in use, and trips taken) and data call responses to make recommendations for vehicle actions automatically.

⁴ eVAM is an electronic tool designed for VAM studies that conform to B-30 standards and requirements. It applies algorithms that yield recommendations. The next step in the process is for the Department to review the recommendations for reasonableness prior to action.

Regarding determination of need, the study process views the VAM approach as two dimensional. eVAM outputs a graphic for every vehicle studied. The chart to the right displays a curved red line below which a vehicle fails, an area between the red and a green line for a vehicle that requires further review, and above the curved green line is for a vehicle that is deemed justified. Charts for hours and trips are also output.

Actual *use* of eVAM consisted of two steps:

1. Conducting an electronic data call (in this case, a web-provided questionnaire) to collect information about each vehicle from the users (the justification step);
2. Transfer of data call responses into eVAM to generate results.



The information gathered included per-vehicle mileage; trips per vehicle; mission requirements; operational terrain/environment and extensive additional information. When the data-call information was imported into eVAM, it applied algorithms embedded in the spreadsheet to arrive at a recommended action for each vehicle (such as Retain, Eliminate, or Questionable -- meaning further discussion was suggested; it also reported when “No Response” was received; see the eVAM index below).

The DHS data call covered all questions listed in B-30 and many others pertinent to optimizing the covered fleet. Moreover, the FY 2011 VAM study data call required information pertinent to most of the utilization criteria discussed under step 2.

Step 4: Determine optimal fleet inventory. Per B-30, this step has five requirements to complete:

1. Identify vehicles that fall below the minimum utilization criteria by VIN. Dispose or re-assign identified vehicles.
2. Create a list of vehicle types approved for each organization and mission requirement. Vehicles selected should be the most efficient possible.
3. Compare the existing fleet composition to mission-task needs.
4. Identify mission-essential vehicles regardless of utilization. Ensure that the most efficient vehicle type is assigned to the mission. If the most efficient vehicle is not presently allocated to the mission, the fleet management plan must include a changeover program for shifting to the most efficient alternative.
5. Evaluate transportation alternatives such as public transportation, contract shuttle services, car rental.

Each action is addressed in the DHS FMP.

Below is the index from eVAM that lists the information DHS has at hand for management decision-making as it implements its FMP.

Tab	Work Sheet Name	Description
1	Vehicle Attainment Plan	The base and optimal fleet data resulting from eVAM. This gets fed into the agency FAST reporting tool where the annual plans are developed.
2-4	Charts	Charts Depicting Key Results
5	Department Summary	A table depicting the eVAM automated tool results.
	No Response	Failure to Respond to Survey
	Eliminate-Turn In	Elimination identified by Department in survey
	Eliminate-Already Turned in	Elimination identified by Department in survey
	Eliminate-VAM Result	Elimination recommended by eVAM automated analysis
	Questionable-VAM Result	eVAM automated analysis indicates possible elimination, further review required
	Retain-VAM Result	Retention of Vehicle Recommended by eVAM Automated Analysis
	Retain-New Vehicle	Vehicles less than a year old excluded because of insufficient time in service to allow for review.
6	VAM Results	The eVAM results sheet is a complete list of the Departments vehicles with data and information from a variety of sources as listed in the color key below
	Column Color Key	
	Survey Response	This information is from the actual survey responses
	VAM Result	This information is the output from the eVAM automated tool analysis
	Working Columns	These are open columns for use by the department. If results are entered into the consensus action column, they get brought forward to the attainment plan. If nothing is entered the eVAM result moves forward to the attainment plan
	Calculations from Survey Information	This information was calculated by eVAM automated tool based on survey responses
	Alternative Fuel Data developed by MAI	Alternative Fuel Data developed by Mercury
	Client Inventory Information	This information is from inventory data submitted by the client
7	Vectors	The pass and fail curves for each usage view and a sample vector for an individual vehicle. Vehicle may be selected in Column H on the eVAM Results tab.
8	Class Parameters	The maximums, pass points and fails points in the automated eVAM analysis.
9	Criticality Parameters	The criticality question scoring applied in the automated eVAM analysis
10	Alt Fuel Parameters	The alternative fuel parameters used in the automated eVAM analysis
11	Raw Results	Actual survey responses as entered in eVAM
12	Worksheet	This information includes the key calculations in the eVAM analysis
13-16	Fuel Stations	The list of alternative fueling stations used in the eVAM analysis.