



March 17, 2005

ALEXANDER LAZAROFF  
VICE PRESIDENT, EASTERN AREA OPERATIONS

SUBJECT: Audit Report – Surface Transportation – Bulk Mail Center Highway  
Transportation Routes – Eastern Area (Report Number NL-AR-05-003)

This report presents results of our Bulk Mail Center Highway Transportation Routes audit (Project Number 04YG013NL001). Our objectives were to evaluate the effectiveness of bulk mail center routes and identify opportunities for cost savings. This report responds to a request from the vice president, Network Operations Management, and focuses on routes controlled by the Eastern Area.

The Postal Service could save about \$4.8 million over the term of existing Eastern Area bulk mail highway contracts by canceling, not renewing, or modifying 35 trips. The savings represent potential funds that could be put to better use and will be reported as such in our Semiannual Report to Congress. The Postal Service could eliminate or modify the trips without negatively affecting service because trip volume was low and mail could be consolidated on other trips. After we completed our assessment, we discussed the 35 trips with area transportation managers. The managers agreed they would terminate, modify, or substitute for 29 trips, but disagreed with our assessment of 6 trips. We recommended the vice president, Eastern Area Operations (1) verify the actual cancellation, modification, or substitution of the 29 trips, and (2) reassess the 6 trips managers feel are still necessary. Management stated that 25 trips had already been modified and 4 were in review or negotiation. They also agreed to reassess the remaining six trips within 60 days. Management's comments, and our evaluation of their comments, are included in this report.

The Office of Inspector General (OIG) considers recommendations 1 and 2 significant, and therefore requires OIG concurrence before closure. Consequently, the OIG requests written confirmation when corrective actions are completed. These recommendations should not be closed in the follow-up tracking system until the OIG provides written confirmation the recommendations can be closed.

We appreciate the cooperation and courtesies provided by your staff during our work. If you have any questions or need additional information, please contact Joe Oliva, Director, Transportation, or me at (703) 248-2300.

/s/ Mary W. Demory

Mary W. Demory  
Deputy Assistant Inspector General  
for Core Operations

#### Attachments

cc: Patrick R. Donahoe  
Paul E. Vogel  
Anthony M. Pajunas  
Steven R. Phelps

## INTRODUCTION

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### **Background**

Bulk mail includes magazines, advertising, and merchandise shipped by major mailers like publishers, catalog companies, or on-line retail companies. It is processed by a system of 21 bulk mail centers and other facilities nationwide. The Postal Service spends more than \$500 million annually on contracts to transport bulk mail over highway networks. Contracted routes are controlled by individual Postal Service areas.

This report focuses on the routes controlled by the Eastern Area and responds to a request from the vice president, Network Operations Management.

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### **Objectives, Scope, and Methodology**

The objectives of our audit were to evaluate the effectiveness of scheduled bulk mail center highway transportation routes and to identify opportunities for cost savings.

Using Postal Service computer-generated data, we identified 1,338 trips operated under 176 Eastern Area contracts that had at least one bulk mail center service point. In preparation for our work, we provided area officials and Postal Service managers with the list of Eastern Area contracts we intended to audit. During our work, we interviewed officials at headquarters and in the Eastern Area; reviewed relevant Postal Service policies and procedures; visited three bulk mail centers; interviewed managers and employees; and observed and photographed operations. We consulted with financial analysts, computer analysts, and other subject matter experts; evaluated mail volume and the type of mail carried; considered service standards; and analyzed all 1,338 trips. We discussed our observations and conclusions with appropriate management officials and included their comments where appropriate.

We conducted work associated with this report from March 2004 through March 2005 in accordance with generally accepted government auditing standards and included such tests of internal controls that we considered necessary under the circumstances.

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<b>Data Limitations</b>	During our audit, we examined computer data in management’s Transportation Contract Support System and Transportation Information Management Evaluation System. We did not audit or comprehensively validate the data; however, we noted several control weaknesses that constrained our work. For example, the Transportation Information Management Evaluation System had missing records and inaccurate trailer load volumes. Even though data limitations constrained our work, we were able to partially compensate by applying alternate audit procedures, including source document examination, observation, physical inspection, and discussion with responsible officials. We also applied conservative principles to our monetary impact estimates, and accordingly, always selected the most restrained assessment.
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<b>Prior Audit Coverage</b>	Over a two-year period, the Office of Inspector General issued ten audit reports covering evaluation of highway contract routes, and has worked with the Postal Service to identify 1,011 highway contract trip eliminations, consolidations or modifications, potentially resulting in savings of \$50.5 million over the life of the contracts. The Postal Service eliminated or modified most of these trips without negatively affecting service or operational flexibility because mail volume was low and mail could be consolidated on other trips. For more detailed information about these audits, see Appendix A.
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## AUDIT RESULTS

### **Contracted Bulk Mail Center Highway Trips**

The Postal Service could save about \$4.8 million over the term of existing Eastern Area bulk mail highway contracts by canceling, not renewing, or modifying 35 trips. The Postal Service could eliminate the trips without negatively affecting service because trip mail volume was low and mail could be consolidated on other trips. As indicated below, about 60 percent of affected trips will expire within one year. The other 40 percent have one to three years remaining.

#### PROPOSED NONRENEWALS AND CANCELLATIONS

TRIP CATEGORY	AFFECTED TRIPS	NUMBER OF TRIPS	ESTIMATED SAVINGS
Contracts expiring within one year	60 percent	21	\$3,876,998
Contracts expiring in one to three years	<u>40 percent</u>	<u>14</u>	<u>914,572</u>
All terminated trips	100 percent	35	\$4,791,570

Postal Service policy requires transportation managers to balance service and cost. Although managers continually strive to optimize transportation through aggressive cost

Highway transportation contractor departing the Greensboro Bulk Mail Center November 29, 2004.



cutting efforts such as their breakthrough productivity initiative, transportation requirements are dynamic and constantly change. Consequently, the Postal Service could attain additional savings through further service reductions

by not renewing unnecessary trips that are scheduled to expire within one year, or by canceling unnecessary trips that are currently contracted to continue for one to three years. The savings we identified included savings from nonrenewable trips, plus savings from trip cancellations, net of cancellation fees totaling approximately \$123,488.

**Cooperative Effort and Rapid Implementation**

As a result of our continuing efforts to partner with and bring value to the Postal Service, we had ongoing communication with Eastern Area officials throughout our audit. After we completed our analysis, we provided Eastern Area officials with a list of our specific trip proposals and the officials reviewed each proposal in conjunction with their own assessment of area-wide network requirements. After the area's review, we met with area officials, discussed our proposals and area operational needs, and made appropriate adjustments to our proposals.

As a result of the cooperative effort, the area agreed with the 29 proposals outlined in Appendix B and disagreed with the 6 proposals outlined in Appendix C.

**PROPOSED TRIP CANCELLATIONS OR MODIFICATIONS**

CANCELLATION CATEGORY	NUMBER OF TRIPS	APPENDIX	ESTIMATED SAVINGS
Proposals with which area officials agreed	29	B	\$4,286,710
Proposals with which area officials disagreed	<u>6</u>	C	<u>504,859</u>
<b>Total</b>	<b>35</b>		<b>\$4,791,570*</b>

\*Due to rounding differences from the source documentation, totals vary slightly when recalculated.

Area officials disagreed with the six proposals for various reasons. However, they agreed to immediately reassess those proposals they disagreed with, have already made contract changes covering most of the 29 proposals they agreed with, and are continuing to implement the remaining changes.

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<b>Exit Conference</b>	<p>We conducted an exit conference with Eastern Area officials on January 31, 2005, and discussed their rapid implementation of our proposals. The area provided documentation that indicated actual savings were \$90,562 less than our estimated annual savings (\$582,894 versus \$673,456). Actual annual savings are different from our estimates primarily because they were negotiated. They were also different because of varying underlying factors that are contract-specific, including the incurrence of additional costs (such as costs related to getting a driver or equipment in place) or allocation of fixed costs (such as insurance and license costs) over fewer contract miles. We have not audited or validated the area's negotiated savings. The area will provide full documentation when they have implemented all trip proposals.</p> <p>Network management is dynamic and transportation requirements continually change. We thanked the area for their rapid implementation of most of our proposals. The Postal Service is now realizing transportation savings because of the area's quick response.</p>
<b>Recommendation</b>	<p>We recommend the vice president, Eastern Area Operations:</p> <ol style="list-style-type: none"><li>1. Verify the actual cancellation, modification, or substitution of the 29 trips with which Postal Service managers agreed and give the date action was taken.</li></ol>
<b>Management's Comments</b>	<p>Management agreed with our finding and recommendation. They stated that 25 agreed trip amendments had been completed and reported and that the additional 4 were in review or negotiation. Management generally agreed with our savings estimates, but noted their calculations varied because they were annualized and actual modifications were negotiated based on factors such as contractor fixed cost and overhead. Management's comments, in their entirety, are included in Appendix D of this report.</p>
<b>Evaluation of Management's Comments</b>	<p>Management's comments are responsive to our recommendation. We examined and reconciled the annualized savings management reported. Given the</p>

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dynamic nature of the highway transportation network and the factors management cited, we consider the differential between our estimated savings and the annualized negotiated amounts insignificant. Management's actions, taken or planned, should correct the issues identified in the finding.

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<b>Recommendation</b>	We recommend the vice president, Eastern Area Operations:  2. Reassess the six trips which Postal Service managers still feel are necessary, cancel or modify trips as indicated by the reassessment, and document the reasons for retaining the other trips.
<b>Management's Comments</b>	Management agreed with our recommendation. They stated that they would reassess the six trips they initially felt were still necessary and would document the reassessment finding within 60 days.
<b>Evaluation of Management's Comments</b>	Management's comments are responsive to our recommendation and we consider their agreement to reassess the six trips sufficient to address it. Management's actions, taken or planned, should correct the issues identified in the finding.

### APPENDIX A. PRIOR REPORT COVERAGE

Report Name	Report Number	Report Final Issue Date	Number of Trips Identified for Elimination	Potential Savings Identified	Number of Trips With Which Management Agreed	Number of Trips With Which Management Disagreed	Number of Trips Identified by Management
Highway Network Scheduling - Pacific Area	TD-AR-02-003	9/24/2002	158	\$ 4,500,417	76	34	48
Highway Network Scheduling - Northeast Area	TD-AR-03-002	11/25/2002	18	776,992	10	8	
Highway Network Scheduling - Capital Metro Area	TD-AR-03-007	3/28/2003	34	1,144,218	20	14	
Highway Network Scheduling - New York Metro Area	TD-AR-03-008	3/31/2003	32	470,123	12	20	
Highway Network Scheduling - Southwest Area	TD-AR-03-010	7/11/2003	249	5,989,082	148	101	
Highway Network Scheduling - Western Area	TD-AR-03-013	9/23/2003	70	2,721,530	30	40	
Highway Network Scheduling - Southeast Area	TD-AR-03-014	9/26/2003	101	11,352,881	23	24	54
Highway Network Scheduling - Eastern Area	TD-AR-03-015	9/30/2003	181	10,577,367	128	53	
Highway Network Scheduling - Great Lakes Area	NL-AR-04-003	3/29/2004	72	5,352,877	48	22	2
Bulk Mail Center Transportation Routes - Great Lakes Area	NL-AR-04-004	9/29/2004	96	7,660,533	49	7	40
<b>Totals</b>			<b>1,011</b>	<b>\$ 50,546,020</b>	<b>544</b>	<b>323</b>	<b>144</b>

**APPENDIX B**  
**TRIPS IDENTIFIED DURING AUDIT WORK WITH WHICH**  
**POSTAL SERVICE MANAGERS AGREED**

Effective Date of Last Change	End Date of Contract	HCR Number	Trip Number	Specific Recommendation	Origin to Destination	Annual Budget Cost	Estimated Contract Cost	Cancellation Fees	Estimated Cost Savings
7/1/2003	6/30/2007	15690	803	Eliminate Wednesday/Thursday	Greensburg MPC to Pittsburgh BMC	\$8,902	\$20,770	\$2,967	\$17,803
7/1/2003	6/30/2007	15690	804	Eliminate Wednesday/Thursday	Pittsburgh BMC to Greensburg MPC	\$8,902	\$20,770	\$2,967	\$17,803
7/1/2003	6/30/2007	16191	807	Cancel 807	New Castle to Pittsburgh BMC	\$23,194	\$54,119	\$7,731	\$46,388
7/1/2003	6/30/2007	16191	808	Cancel 808	Pittsburgh BMC to New Castle	\$23,194	\$54,119	\$7,731	\$46,388
2/21/2004	6/30/2005	16690	805	Eliminate Saturday/Sunday	Altoona P&DF to Pittsburgh BMC	\$17,546	\$70,182	\$0	\$70,182
2/21/2004	6/30/2005	16690	806	Eliminate Saturday/Sunday	Pittsburgh BMC to Altoona P&DF	\$17,546	\$70,182	\$0	\$70,182
2/7/2004	6/30/2005	19212	Many	Changes were drafted by Philadelphia and Eastern Area	Philadelphia BMC to New Jersey International & BMC	\$182,347	\$729,389	\$0	\$729,389

Surface Transportation – Bulk Mail Center Highway  
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Effective Date of Last Change	End Date of Contract	HCR Number	Trip Number	Specific Recommendation	Origin to Destination	Annual Budget Cost	Estimated Contract Cost	Cancellation Fees	Estimated Cost Savings
1/24/2004	6/30/2005	19214	805	Eliminate all but Monday and Sunday	Philadelphia BMC to Springfield BMC	\$85,422	\$341,686	\$0	\$341,686
1/24/2004	6/30/2005	19214	806	Eliminate all but Monday and Sunday	Springfield BMC to Philadelphia BMC	\$85,422	\$341,686	\$0	\$341,686
2/21/2004	6/30/2005	19215	803	Eliminate Monday	Philadelphia BMC to Detroit BMC	\$40,437	\$161,749	\$0	\$161,749
2/21/2004	6/30/2005	19215	802	Eliminate Monday	Detroit BMC to Philadelphia BMC	\$40,437	\$161,749	\$0	\$161,749
4/4/2004	6/30/2005	19216	803	Eliminate Tuesday only	Philadelphia BMC to Cincinnati BMC	\$41,350	\$165,401	\$0	\$165,401
4/4/2004	6/30/2005	19216	804	Eliminate Tuesday only	Cincinnati BMC to Philadelphia BMC	\$41,350	\$165,401	\$0	\$165,401
9/4/2004	6/30/2005	270L4	13	Eliminate Trip	Greensboro P&DC to Columbia P&DC	\$93,700	\$374,799	\$0	\$374,799
9/4/2004	6/30/2005	270L4	16	Eliminate Trip	Columbia P&DC to Greensboro P&DC	\$83,046	\$332,185	\$0	\$332,185
2/21/2004	6/30/2005	27414	801	Eliminate Thursday	Greensboro BMC to St Louis BMC	\$54,370	\$217,482	\$0	\$217,482

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Effective Date of Last Change	End Date of Contract	HCR Number	Trip Number	Specific Recommendation	Origin to Destination	Annual Budget Cost	Estimated Contract Cost	Cancellation Fees	Estimated Cost Savings
2/21/2004	6/30/2005	27414	802	Eliminate Thursday	St Louis BMC to Greensboro BMC	\$54,370	\$217,482	\$0	\$217,482
2/21/2004	6/30/2005	27417	803	Eliminate Saturday or Sunday	Greensboro BMC to Detroit BMC	\$39,064	\$156,255	\$0	\$156,255
2/21/2004	6/30/2005	27417	804	Eliminate Saturday or Sunday	Detroit BMC to Greensboro BMC	\$39,064	\$156,255	\$0	\$156,255
3/20/2004	6/30/2006	43090	821	Eliminate Sunday	Columbus P&DC to Cincinnati BMC	\$7,282	\$9,709	\$1,214	\$8,495
3/20/2004	6/30/2006	43090	822	Eliminate Sunday	Cincinnati BMC to Columbus P&DC	\$7,282	\$9,709	\$1,214	\$8,495
2/21/2004	6/30/2005	44091	833	Cancel 833	Cleveland P&DC to Pittsburgh BMC	\$8,409	\$33,637	\$0	\$33,637
2/21/2004	6/30/2005	44091	834	Cancel 834	Pittsburgh BMC to Cleveland P&DC	\$8,409	\$33,637	\$0	\$33,637
3/20/2004	6/30/2005	44491	801	Change frequency from Q6 to 457	Youngstown P&DC to Pittsburgh BMC	\$13,733	\$54,932	\$0	\$54,932
3/20/2004	6/30/2005	44491	802	Change frequency from Q6 to 457	Pittsburgh BMC to Youngstown P&DC	\$13,733	\$54,932	\$0	\$54,932

Effective Date of Last Change	End Date of Contract	HCR Number	Trip Number	Specific Recommendation	Origin to Destination	Annual Budget Cost	Estimated Contract Cost	Cancellation Fees	Estimated Cost Savings
8/7/2004	6/30/2008	44691	807	Eliminate 807	Canton P&DC to Pittsburgh BMC	\$7,905	\$26,350	\$2,635	\$23,715
8/7/2004	6/30/2008	44691	808	Eliminate 808	Pittsburgh BMC to Canton P&DC	\$7,683	\$25,611	\$2,561	\$23,050
3/20/2004	6/30/2007	45218	805	Eliminate Monday	Cincinnati BMC to Dallas BMC	\$63,888	\$149,071	\$21,296	\$127,775
3/20/2004	6/30/2007	45218	806	Eliminate Monday	Dallas BMC to Cincinnati BMC	\$63,888	\$149,071	\$21,296	\$127,775
	<b>TOTALS</b>		<b>29</b>			<b>\$1,181,873*</b>	<b>\$4,358,322*</b>	<b>\$71,612</b>	<b>\$4,286,710*</b>

BMC Bulk Mail Center  
 P&DC Processing and Distribution Center  
 P&DF Processing and Distribution Facility  
 MPC Mail Processing Facility

\*Due to rounding differences from the source documentation, totals vary slightly when recalculated.

**APPENDIX C**  
**TRIPS IDENTIFIED DURING AUDIT WORK WITH WHICH**  
**POSTAL SERVICE MANAGERS DISAGREED**

Effective Date of Last Change	End Date of Contract	HCR Number	Trip Number	Specific Recommendation	Origin to Destination	Annual Budget Cost	Estimated Contract Cost	Cancellation Fees	Estimated Cost Savings
7/1/2004	6/30/2008	17790	805	Eliminate 805	Williamsport P&DF to Philadelphia BMC	\$76,308	\$254,361	\$25,436	\$228,925
7/1/2004	6/30/2008	17790	806	Eliminate 806	Philadelphia BMC to Williamsport P&DF	\$59,091	\$196,969	\$19,697	\$177,272
7/1/2004	6/30/2008	18490	805	Eliminate 805	Scranton P&DF to Philadelphia BMC	\$10,115	\$33,715	\$3,372	\$30,344
7/1/2004	6/30/2008	18490	806	Eliminate 806	Philadelphia BMC to Scranton P&DF	\$10,115	\$33,715	\$3,372	\$30,344
3/20/2004	6/30/2005	44491	809	Eliminate 809	Youngstown P&DC to Pittsburgh BMC	\$4,747	\$18,988	\$0	\$18,988
3/20/2004	6/30/2005	44491	810	Eliminate 810	Pittsburgh BMC to Youngstown P&DC	\$4,747	\$18,988	\$0	\$18,988
	<b>TOTALS</b>		<b>6</b>			<b>\$165,122*</b>	<b>\$556,735*</b>	<b>\$51,876*</b>	<b>\$504,859*</b>

BMC Bulk Mail Center  
 P&DC Processing and Distribution Center  
 P&DF Processing and Distribution Facility

\*Due to rounding differences from the source documentation, totals vary slightly when recalculated.

## APPENDIX D. MANAGEMENT'S COMMENTS



March 7, 2005

Kim H. Stroud  
Office of Inspector General  
Director, Audit Operations  
1735 N. Lynn St.  
Arlington VA 22209-2020

**SUBJECT:** Draft Audit Report – Surface Transportation – Bulk Mail Center Highway  
Transportation Routes – Eastern Area (Report Number NL-AR-05-  
DRAFT)

The Eastern Area has reviewed the subject Draft Audit Report and is in concurrence with the findings and agreed upon recommendations.

We can also generally agree on the annualized savings with considerations being given to the differences in potential savings and actual savings. The potential savings is representative of 100% pro-rata cost for the reduction in mileage for each of the identified trips and does not consider the suppliers fixed cost, operating cost or general overhead. These are just a few things that must be taken into consideration when entering into negotiations with a supplier. Thirteen Highway Contract Routes have been completed with two still pending. Attached is the Postal Calculated Savings. This amount represents the actual final negotiated savings including any indemnity fees for the thirteen completed routes and potential savings for the two pending routes.

Recommendation 1:

Verify the actual cancellation, modification, or substitution of the 29 trips with which Postal Service managers agreed, and give the date action was taken.

Response

Of the 29 agreed on trip amendments, covering 15 Highway Contract Routes, 25 trip amendments, covering 13 Highway Contract Routes have been completed and reported to Jo Demko, Evaluator, OIG, Woburn MA, via email on PS Form 7440, Contract Route Service Order. Also see attached Postal Calculated Savings for the change effective dates and monetary impacts.

The 4 trip amendments, covering 2 Highway Contract Routes that were agreed on and are still pending have been received at the Eastern Area Office. They are in varying stages of review or negotiation.

HCR 19214 is at the Contracting level in preparation for negotiation and is planned to be completed within the next 45 days pending Headquarters approval.

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HCR 19216 is at the Contracting level in preparation for negotiation and is planned to be completed within the next 45 days pending Headquarters approval.

Recommendation 2:

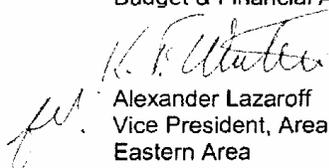
Reassess the six trips which Postal Service managers still feel are necessary, cancel or modify trips as indicated by the reassessment, and document the reasons for retaining the other trips.

Response

The Eastern Area will reassess the six trips on Highway Contract Routes 17790, 18490, and 44491 that Postal Management did not concur with in the initial assessment within the next 60 days.

We will document the reassessment findings for the action that we feel to be appropriate.

If you have any questions or require further information contact Wayne Persang, A/Manager Distribution Networks at 412-494-2627, or Jim Hallstein, Transportation Budget & Financial Analyst at 412-494-2621.

  
Alexander Lazaroff  
Vice President, Area Operation  
Eastern Area

Postal Calculated Savings

<b>Actual Finalized Changes</b>						
HCR	Effective Date	End Term Date	Actual Annual Savings	Indemnity	Net Savings	
44091	12/25/2004	6/30/2005	\$16,891.38	\$0.00	\$16,891.38	
44491	12/25/2004	6/30/2005	\$23,671.77	\$0.00	\$23,671.77	
16690	12/25/2004	6/30/2005	\$26,625.52	\$1,800.00	\$24,825.52	
19212	12/11/2004	6/30/2005	\$182,347.35	\$15,195.58	\$167,151.77	
19215	8/21/2004	6/30/2005	\$46,094.98	\$3,841.25	\$42,253.73	
270L4	2/19/2005	6/30/2005	\$546,901.87	\$45,575.16	\$501,326.71	
27414	1/8/2005	6/30/2005	\$98,429.94	\$8,202.49	\$90,227.45	
27417	1/8/2005	6/30/2005	\$48,318.06	\$4,026.50	\$44,291.56	
15690	12/25/2004	6/30/2007	\$14,538.77	\$4,846.26	\$9,692.51	
16191	12/25/2004	6/30/2007	\$12,571.73	\$2,100.00	\$10,471.73	
44691	12/25/2004	6/30/2008	\$15,333.41	\$0.00	\$15,333.41	
43090	1/8/2005	6/30/2006	\$37,850.35	\$0.00	\$37,850.35	
45218	12/27/2004	6/30/2007	\$108,539.23	\$0.00	\$108,539.23	
		<b>Net</b>	<b>\$1,178,114.36</b>	<b>\$85,587.24</b>	<b>\$1,092,527.12</b>	
<b>Pending Route Changes</b>						
HCR	Proposed Effective Date	End Term Date	Potential Annual Savings	Potential Indemnity	Potential Net Savings	
19214	3/19/2005	6/30/2005	\$153,758.90	\$12,813.24	\$140,945.66	
19216	3/19/2005	6/30/2005	\$66,160.35	\$5,513.36	\$60,646.99	
		<b>Net</b>	<b>\$219,919.25</b>	<b>\$18,326.60</b>	<b>\$201,592.65</b>	
		<b>Total</b>	<b>\$1,398,033.61</b>	<b>\$103,913.84</b>	<b>\$1,294,119.77</b>	