September 28, 2007

MIKE DALEY
VICE PRESIDENT, PACIFIC AREA OPERATIONS

SUBJECT: Audit Report – Vehicle Management – National Trailer Lease Renewal – Pacific Area (Report Number- NL-AR-07-009)

In September 2000, U. S. Postal Service Headquarters signed a National Trailer Lease to acquire trailers to transport mail. The contract plus renewal option was for a 12-year period and would cost the Postal Service more than $250 million. In July 2006, the Postal Service renewed the lease for 6 years.

This report presents results from the Pacific Area portion of our nationwide audit of the National Trailer Lease renewal (Project Number 07XG007NL001). The objectives of our nationwide audit are to determine whether the trailer procurement was effective and to identify opportunities to save money. Because individual Postal Service areas control the National Trailer Lease fleet, our audit approach is regional. This report is one in a series of reports; it focuses on the Pacific Area and the 543 nationally leased trailers Postal Service Headquarters allocated to the area. The purpose of this audit was to determine whether the Pacific Area properly analyzed and reported trailer requirements in support of the National Trailer Lease procurement and to identify opportunities to save money.

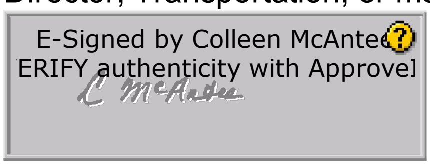
The National Trailer Lease renewal could have been more effective if the Pacific Area had improved management controls over the trailer fleet, properly analyzed trailer requirements and reported those requirements to Postal Service Headquarters before headquarters renewed the National Trailer Lease. However, because of management control weaknesses, the Pacific Area did not accurately identify its trailer requirements, and the Postal Service may have missed an opportunity to save $1,555,344 because Postal Service Headquarters leased more trailers than the Pacific Area needed. The Pacific Area could also save $5,960,140 by properly analyzing requirements and returning unneeded trailers in the future.

These figures represent $1,555,344 in questioned costs and $5,960,140 in funds put to better use and will be reported in our *Semiannual Report to Congress*. We recommended that the Pacific Area improve management controls, analyze trailer requirements, and return unnecessary trailers to the control of Postal Service Headquarters for reallocation or return them to the leasing contractor.

Management agreed with all of our recommendations and stated that they had already initiated steps to reduce on-hand equipment. They explained that they were analyzing trailer requirements, and would return unneeded equipment to the leasing contractor. Management stated that they would complete their analysis and report that information, along with their savings estimate, at the end of the current fall mailing and peak season period. Management's comments and our evaluation of these comments are included in the report.

The U.S. Postal Service Office of Inspector General (OIG) considers all recommendations 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 that the recommendations can be closed.

We appreciate the cooperation and courtesies provided by your staff during the audit. If you have any questions or need additional information, please contact Joe Oliva, Director, Transportation, or me at (703) 248-2100.



Colleen A. McAntee
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Attachments

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INTRODUCTION

Background

During fiscal year 2000, the U. S. Postal Service began a major, multiphased, corporate initiative to terminate local trailer contracts, centralize trailer acquisition at Postal Service Headquarters, and commit to a single national contractor.

In September 2000, the Postal Service signed a National Trailer Lease with Transportation International Pool (TIP) Inc., for trailers to transport mail and equipment.

A TIP trailer is pictured in Los Angeles traffic, eastbound on Interstate 10, May 14, 2007.

In September 2000, the Postal Service signed a National Trailer Lease for 4,475 trailers with Transportation International Pool (TIP), Inc., a wholly-owned trailer and equipment leasing subsidiary of General Electric. The anticipated cost of the 12-year lease plus renewal option was more than $250 million. Management stated the centralized national contract would:

- Reduce the average cost to lease a trailer from $11.57 to $10.21 per day.
- Save the Postal Service more than $2.2 million annually.
- Provide the flexibility to have trailer inventory only when and where trailers were needed because unneeded trailers could be returned to the leasing contractor.

In March 2002, the New York Metro Area requested 1,500 additional trailers under National Trailer Lease Phase II. The lease plus renewal option was 12 years, and the anticipated cost exceeded $40 million. New York Area officials explained they were excluded when Postal Service Headquarters negotiated Phase I because their local contracts would not have expired for 3 years.

Prior Audit Coverage

We audited National Trailer Lease Phase I and Phase II and issued a series of reports. Collectively, our reports concluded:

- The Postal Service could have saved money by purchasing needed trailers instead of leasing them.
- The acquisition decision did not comply with Postal Service policy or the analytical discipline needed for a $250 million trailer acquisition.
- The acquisition decision was not supported by reliable data, necessary documentation, or adequate records.
- The Postal Service did not adequately consider the number of trailers required and, consequently, may have leased more trailers than needed.
- The Postal Service did not have the inventory controls necessary to identify unneeded trailers so those trailers could be returned to the leasing contractor.
- The Postal Service was improperly storing equipment in costly roadworthy national lease trailers when non-roadworthy storage trailers or other cost-effective storage solutions were available.

Management agreed that New York (National Trailer Lease Phase II) already had more trailers than needed, agreed to immediately return 300 trailers to suppliers, and estimated that returning trailers would save more than $1 million annually. They acknowledged that Postal Service computer data was unreliable and did not accurately capture all operational requirements. Management further stated they needed a comprehensive analysis to determine whether the trailer leasing decision was appropriate. They agreed to conduct that analysis, improve inventory controls, return unneeded trailers to the leasing contractor, and reinforce the policy precluding equipment storage in national lease trailers. For additional information on our reports, see Appendix A.

Lease Renewal

On July 1, 2006, the Postal Service signed a renegotiated 6-year lease renewal. The new agreement reduced the lease cost to $10.07 per trailer per day and was intended to:

- Improve inventory controls by requiring the leasing contractor to install satellite tracking devices on all trailers by November 1, 2006.
- Save money by allowing the Postal Service to return unneeded trailers.

Trailer Allocation to the Pacific Area

Under the National Trailer Lease, Postal Service officials allocated 543 trailers to the Pacific Area, which subsequently assigned 315 to the Los Angeles Bulk Mail Center (BMC) and 228 to the San Francisco BMC.

Postal Service contractor backing a national lease trailer into a dock at the San Francisco BMC, May 16, 2007.

This is a nationwide audit. Because individual Postal Service areas control the national trailer lease fleet, our audit approach is regional. This report is one in a series of reports and focuses on the Pacific Area.

Objectives, Scope, and Methodology

The objectives of our nationwide audit are to determine whether the trailer procurement was effective and identify opportunities to save money. The purpose of this audit was to determine whether the Pacific Area properly analyzed and reported trailer requirements in support of the National Trailer Lease procurement, and to identify opportunities to save money.

The National Trailer Lease includes trailers that are 53 feet long and trailers that are 28 feet long. The 53-foot trailers provide about twice the capacity of the 28-foot trailers. But regardless of length, the cost is the same—the Postal Service pays $10.07 per trailer per day.

Here, two short 28-foot trailers are shown in the San Francisco BMC yard on May 16, 2007

During our work, we interviewed Postal Service officials at headquarters and in the Pacific Area and visited the Los Angeles and San Francisco BMCs and other facilities in California. We observed and photographed operations, inspected trailers, interviewed supervisors and employees, and examined Postal Service policies and procedures.

We used computer-assisted analysis techniques to examine computer data in management's Transportation Information Management Evaluation System (TIMES) for the period June 1, 2005, to May 31, 2007. We did not audit or comprehensively validate the data; however, we noted several control weaknesses that constrained our work. For example, some computer records had missing or inaccurate data. Although data and other limitations constrained our work, we compensated by applying alternate audit procedures such as examining source documents, observation, physical inspection, and discussions with appropriate officials.

We examined the National Trailer Lease and other relevant Postal Service documents and records. We discussed our conclusions and observations with management officials throughout our audit and included their comments where appropriate. For details about our monetary impact methodology, see Appendix B.

When short 28-foot trailers move over the road, they are usually hooked together in tandem with a linking mechanism called a single-axle converter gear or dolly.

The dollies are included in the contract with the highway contractor that hauls the trailers.

Here, dollies are shown in the yard of the San Francisco BMC, May 16, 2007.

We conducted work associated with this performance audit report from April through September 2007 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform audit work to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

AUDIT RESULTS

National Trailer Lease Fleet Management

The National Trailer Lease procurement could have been more effective if the Pacific Area had:

- Improved management controls over the trailer fleet.
- Properly analyzed the Pacific Area's trailer requirements.
- Reported accurate Pacific Area trailer requirements to Postal Service Headquarters before headquarters renewed the National Trailer Lease.

Because of management control weaknesses, the Postal Service may have missed an opportunity to save $1,555,344 because headquarters leased more trailers than the Pacific Area needed.

Nationally leased 28-foot and 53-foot trailers next to each other at the San Francisco BMC, May 16, 2007.

For the same price—$10.07 per trailer per day—53-foot trailers provide about twice the load capacity of 28-foot trailers.

We analyzed trailer usage for June 1, 2005, through May 31, 2007, and concluded that the Pacific Area did not have the management controls necessary to identify unneeded trailers so they could be returned to the leasing contractor. The Postal Service can save $5,960,140 by improving controls and taking advantage of the lease provisions that allow the Postal Service to return unneeded trailers.

Postal Service transportation operations are dynamic, and vehicle requirements change constantly. As discussed in the objectives, scope, and methodology, Postal Service data has limitations. Therefore, throughout our audit, we coordinated with local transportation managers to gain their on-site perspective. In May 2007, as a follow-up to our data analysis, we visited Los Angeles and San Francisco to talk to local managers, observe operations, and inspect trailers. Management had taken some steps to improve controls, such as installing satellite tracking devices on all trailers. However, the area's National Trailer Lease inventory remained larger than needed because:

- Management controls were inadequate.
- Pacific Area transportation managers had not prepared for the lease renewal by properly analyzing how many trailers the area needed.
- Pacific Area transportation managers were leasing too many 28-foot trailers when the same transport capacity was available in fewer 53-foot trailers.
- Area facilities were improperly using about 25 percent of nationally leased trailers to store equipment.

Management Controls

In response to our inquiries, local managers identified various control weaknesses. For example, during our May 2007 site visits, local managers explained that they:

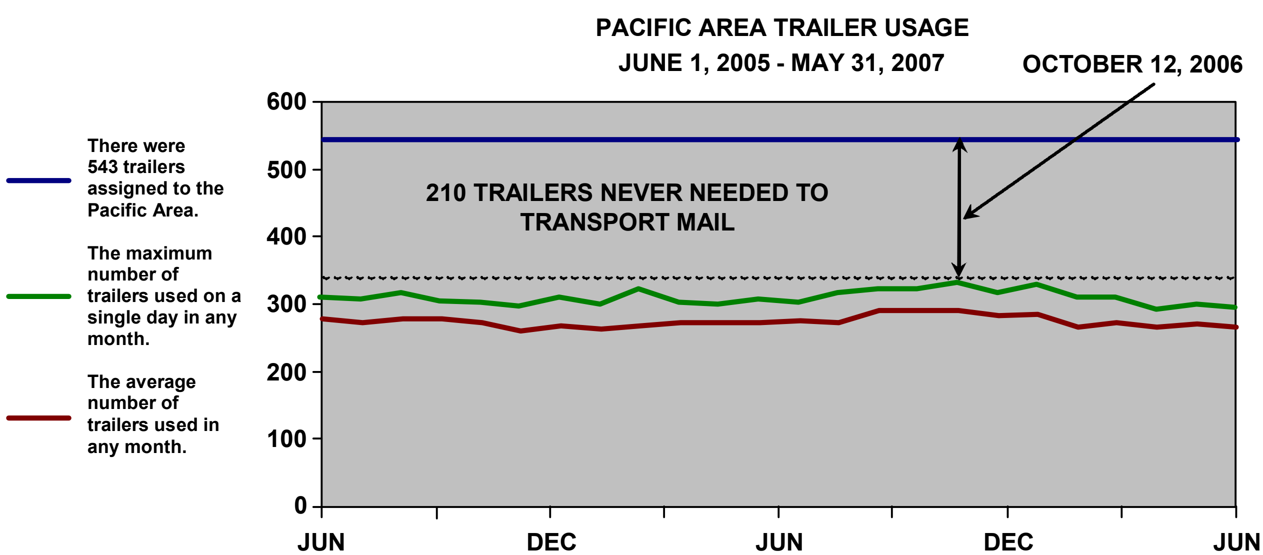
- Had not analyzed how many trailers they needed for transportation; instead, they assumed that a trailer in place before lease renewal implied a valid requirement.
- Could not specify how all trailers were used or whether all trailers were needed.
- Lease 61 28-foot trailers when 30 53-foot trailers could have provided the same capacity and performed the same tasks at about half the cost.
- Had been trained on the satellite tracking system, but had not used it because the contractor had not activated the system.
- Frequently used nationally leased trailers to store mail transport equipment (MTE).

- Did not take advantage of lease provisions that allowed them to return defective trailers to the contractor, and continued to pay for trailers that were out of service for repair.

Trailer Usage

In addition to analyzing trailer fleet control weaknesses, we examined trailer usage. As depicted by the following chart, Postal Service TIMES data indicated:

- On average, only 274 trailers, or about one-half of the total 543 trailers allocated to the Pacific Area, were used every day.
- In 2 years, the maximum number of trailers used on a single day was 333; this maximum was reached on October 12, 2006.
- Consequently, 210 trailers, or about 40 percent of the 543 trailers allocated to the Pacific Area, were not needed to move mail.



28-Foot versus 53-Foot Trailers

Under the National Trailer Lease, the Postal Service pays $10.07 per trailer per day, whether trailers are 28 or 53 feet long. In some cases, instead of using one 53-foot trailer, Pacific Area transportation managers were unnecessarily using two 28-foot trailers hooked in tandem with a linking mechanism. Local transportation managers explained that they had no operational reason to use the tandem

28-foot trailers, and said they could accomplish the same job with one 53-foot trailer.

Nationally leased trailers hooked in tandem with a dolly in the Los Angeles BMC yard, August 8, 2007.

They acknowledged that in preparation for the National Trailer Lease renewal, they did not analyze any specific requirement for 28-foot trailers. The Pacific Area currently leases 61 28-foot trailers. As a result, Pacific Area transportation managers are leasing 31 trailers they may not need, at a cost of $113,942 annually.

Equipment Storage

The National Trailer Lease is intended to provide trailers to meet transportation requirements. The Pacific Area had too

Mail bags, pallets, and other mail transport equipment (MTE) haphazardly stored in a nationally leased trailer at the San Francisco BMC, May 16, 2007.

many roadworthy national lease trailers partly because the area was using these roadworthy trailers to store equipment.

In our inspections of National Trailer Lease equipment at the Los Angeles BMC, Los Angeles Processing and Distribution Center (P&DC), Los Angeles Worldway Airport Mail Center (AMC), San Francisco BMC, Oakland P&DC, Santa Ana P&DC, San Francisco P&DC, and San Francisco AMC, we identified 123 trailers loaded with equipment. This represents about 25 percent of the nationally leased trailers assigned to the Pacific Area. In some cases, the equipment was not serviceable.

Storing equipment in national lease trailers is inconsistent with Postal Service policy. A Postal Service Headquarters policy letter dated August 11, 2004 (see Appendix C), states

A nationally leased trailer loaded with MTE at the Los Angeles BMC, May 16, 2007.

that storing equipment in trailers leased for transportation is an excessive and costly practice. The letter requires that any trailer storage requirement be analyzed and validated and states that Postal Service policy is to fill storage requirements with non-roadworthy trailers at lower rates.

Recommendations

We recommend the Vice President, Pacific Area Operations:

1. Strengthen management controls over National Trailer Lease equipment allocated to the Pacific Area.

2. Analyze the number of trailers needed to transport mail and equipment and return unneeded trailers to the control of Postal Service Headquarters for reallocation or return to the leasing contractor.

3. Analyze the number of 28-foot trailers needed for operations, fill operational requirements with 53-foot trailers where feasible, and return unneeded equipment to the leasing contractor.

4. Analyze storage requirements and procure storage space in the most cost-effective manner.

Management's Comments

Management agreed with all of our recommendations and stated they already initiated steps to reduce on-hand equipment. They explained that they were analyzing trailer requirements, including the requirement for 28-foot trailers, and would return unneeded equipment to the leasing contractor. They also explained they would research cost effective storage space opportunities to offset their continued practice of storing equipment in road-worthy trailers.

Management explained that when they complete their analysis, they would be capable of specifying actual savings. Management stated that they would complete their analysis and report that information, along with their savings estimate at the end of the current fall mailing and peak season period. Management's comments, in their entirety, are included in Appendix D.

Evaluation of Management's Comments

Management's comments are responsive to our recommendations. Regarding management's comments on our estimated savings, management acknowledged that savings were possible, but stipulated that they could not determine the extent of those potential savings without conducting the analysis we recommended. Management's actions taken or planned should correct the issues identified and achieve the anticipated savings.

APPENDIX A

PRIOR REPORT COVERAGE

Report Title	Report Number	Final Report Date	Monetary Impact
Safety and Security of the Postal Service Leased Trailer Fleet	TR-AR-01-002	3/30/2001	$17,561,800
Leased Trailer Deficiencies in the New York Metro Area	TR-MA-01-001	3/20/2001	0
Management Advisory – Trailer Damage	TD-MA-02-002	3/22/2002	5,000,000
Trailer Lease Justification	TD-AR-02-002	3/29/2002	85,000,000
Trailer Damage Video Report	TD-VD-02-001	5/9/2002	0
New York Metro Area Trailer Acquisition Requirements	TD-MA-02-003	7/10/2002	0
New York Metro Area Trailer Acquisition – Safety and Length	TD-AR-03-001	10/28/2002	0
New York Metro Area Operational Use of Trailers	TD-MA-03-001	1/29/2003	4,424,734
New York Metro Area Trailer Acquisition – Safety and Length Video	TD-VR-03-001	2/5/2003	0
New York Metro Area Trailer Acquisition – Lease versus Buy	TD-AR-03-009	3/31/2003	4,021,234
Vehicle Management - Trailer Requirements – Northeast Area	NL-AR-04-006	9/30/2004	9,316,625
Vehicle Management – National Trailer Lease – Unresolved Recommendations	NL-MA-05-001	4/21/2005	0
Vehicle Management – National Trailer Lease – A.T. Kearney, Inc., Analysis	NL-ID-06-002	2/6/2006	0
Vehicle Management – National Trailer Lease Requirements – Capital Metro Area	NL-AR-06-013	9/29/2006	1,916,648
Vehicle Management – National Trailer Lease Renewal – Southwest Area	NL-AR-07-005	6/15/2007	4,754,401
Total Number of Reports: 15			$131,995,442

APPENDIX B

COST OF EXCESS TRAILERS NOT USED TO TRANSPORT MAIL AND EQUIPMENT

The Postal Service may have missed the opportunity to save more than $1.5 million because it leased more trailers than the Pacific Area needed:

Cost of leased trailer per day, June 1, 2005 through June 30, 2006 = $10.21
Cost of leased trailer per day, July 1, 2006 through May 31, 2007 = $10.07

Common fleet trailers leased daily in the Pacific Area:	543
Minus the highest number of trailers recording use on any 1 day between June 1, 2005, and May 31, 2007:	333
Minimum excess number of trailers leased:	210

Number of days from June 1, 2005, through June 30, 2006 = 395
Number of days from July 1, 2006 through May 31, 2007 = 335

$10.21 per day x 210 trailers x 395 days =	$846,920
$10.07 per day x 210 trailers x 335 days =	$708,424
Total Missed Opportunity =	**$1,555,344**

The Postal Service can save almost $5.9 million during the next 10 years of the National Trailer Lease by returning unneeded trailers:

Cost of leased trailer per day = $10.07

Trailers leased by the Pacific Area:	543
Minus maximum number of trailers with recorded use on any 1 day between June 1, 2005, and May 31, 2007:	333
Minimum excess number of trailers leased:	210

Potential 10-year savings on returned trailers:

$10.07 per day x 210 trailers x 365 days x 10 years =	**$7,718,655**
Present value of savings using the Postal Service Finance discount rate of 5.00% =	**$5,960,140**

** Any associated costs of replacing national lease trailers with alternative storage methods for material and equipment will affect the potential savings for the remaining life of the trailer plus the renewal option of the lease.

APPENDIX C

POLICY FOR EQUIPMENT STORED IN LEASED (SERVICE) TRAILER

MANAGER, LOGISTICS

UNITED STATES POSTAL SERVICE

August 11, 2004

MANAGERS, DISTRIBUTION NETWORKS (AREA)

SUBJECT: Policy for Equipment Storage in Leased (Service) Trailers

As you know, previous audits conducted by the Office of Inspector General (OIG) cited inefficient management and misuse of the service trailer fleet. In April 2001, we provided you with a summary of the deficiencies reported in the OIG audit and shared management's response to the recommendations for corrective action.

In a recent OIG audit completed in June 2004 to revisit this issue, the practice of using leased (service) trailers for transportation to store mail transport equipment (MTE) continues to be excessive and costly. To ensure that the Postal Service honors its commitment to improve fleet utilization and reduce expenses, the following policy is established to clarify guidelines for appropriate use of leased (service) trailers for storage:

- *Leased (service) trailers may be acquired to store equipment and materials when area storage space is not available. This instruction is in accordance with Handbook AS-701, Material Management, Section 385 – Policy on Trailers for Storage.*

- *When storage space for MTE is required, space requirements must be initially coordinated with the serving Distribution Network Office. Analyze and validate trailer requirements as described in Handbook AS-701, Section 384.22, Identifying Detailed Elements. The area Distribution Network specialist will forward all requests to headquarters Manager, MTE Program, who will, along with the manager of Material Distribution, review the request.*

Acquisition of trailers for storage will be evaluated based on best value for the operation. It is the policy of the Postal Service to award contracts for storage use by acquiring non-road worthy trailer equipment to obtain lower rates.

For assistance in acquiring trailers for storage, please contact Jack Mitchell at (202) 268-4655, Surface Mail Transportation Category Management Center or Gregorio Garcia, Surface Operations (202) 268-5954.

Tony Pajunas

cc: Ms. Martin
Ms. Van Soest
Mr. Sykes

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APPENDIX D. MANAGEMENT'S COMMENTS

MICHAEL J. DALEY
VICE PRESIDENT, PACIFIC AREA OPERATIONS

UNITED STATES POSTAL SERVICE

September 23, 2007

KIM H. STROUD
DIRECTOR, AUDIT REPORTING
USPS OFFICE OF INSPECTOR GENERAL
1735 NORTH LYNN STREET
ARLINGTON, VA 22209-2020

SUBJECT: Vehicle Management – National Trailer Lease Renewal
Pacific Area (Report Number NL-AR-07-Draft)

Pacific Area agrees that management control should be strengthened over the National Trailer Lease equipment. We have reviewed the recommendations and have initiated steps to reduce our on-hand equipment count by analyzing the number of trailers required by the San Francisco and Los Angeles Bulk Mail Centers (BMC). This analysis will be impacted by the increased requirements during peak season for trailers as the fall mailing and peak season period approaches. At the conclusion of the review, any trailers not required will be returned to the leasing contractor.

There will be a re-evaluation on the number of trailers required within a six (6) month period and we will adjust accordingly.

Recommendation: ***Strengthen Management Control Over National Trailer Lease Equipment Allocated to the Pacific Area.***

We agree that management control over National Trailer Lease equipment allocated to the Pacific Area should be strengthened. Requirements are being reviewed with each BMC to determine trailer requirements to meet their current transportation needs.

With the recent implementation of the Flat Sorting Machines with Automated Tray Handling System and the Automated Parcel Processing System (APPS), space, which was previously used to store Mail Transport Equipment (MTE), has become limited as plants move equipment to allow for needed surge and processing space. MTE that is stored in road worthy vans is being examined and non-road worthy equipment will be offered to free up more costly National Trailer Lease equipment.

The Transportation & Networks staffs at both sites have been trained on accessing the GPS web application, which will assist in the daily management of the assigned trailer fleet. Transportation Contracts will provide guidance to the field on the proper handling of defective trailers to minimize costs when trailers are out of service for repair.

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Recommendation: *Analyze the number of trailers needed to transport mail and equipment and return unneeded trailers to the control of Postal Service Headquarters for reallocation or return to the leasing contractor.*

We agree that the trailer utilization needs to be analyzed. The San Francisco BMC has begun to analyze their total trailer requirement. They will review their utilization of equipment using the GPS feature available under this contract. By using GPS and conducting a utilization analysis, the BMC will determine their correct trailer requirement. Distribution Networks will meet with the Los Angeles BMC Transportation Staff to initiate analysis on their utilization of equipment. Analysis of both BMC needs will be impacted by the upcoming peak season. All non-essential trailers will be returned to the leasing contractor at the conclusion of the fall mailing and peak season period.

Recommendation: *Analyze the number of 28-foot trailers needed for operations, fill operational requirements with 53-foot trailers were feasible, and return unneeded equipment to the leasing contractor.*

Local transportation manager concurred with the audit findings regarding the use of tandem 28-footers in lieu of 53-footers. Prior to current industry trends, which have made 53-foot trailers the standard, 28-foot trailers in tandem allowed for maximum cubed space in the past. There is less need in today's environment to continue using tandem 28-foot trailers. These trailers in excess of the BMC requirements are being returned to the leasing contractor.

Recommendation: *Analyze storage requirements and procure storage space in the most cost-effective manner.*

We will research cost effective storage space opportunities for MTE that may offset the continued practice of storing equipment on trailers. Each BMC will be reissued Mr. Pajunas policy letter on equipment storage in leased (service) trailers. When identified, non-road worthy and less costly trailers will be offered in lieu of road worthy trailers for the storage of MTE. All sites will conduct daily yard checks to validate MTE storage needs and remove damaged and unserviceable equipment to distinguish them from road worthy vans.

Monetary Impact:

While we agree there are savings to be captured, we cannot validate at this time. Upon completion of our analysis and at the conclusion of the fall mailing and peak season period, the excessed equipment will be returned. Once this is completed, we will be capable of providing actual savings costs.

Michael J. Daley

Michael J. Daley

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