

City Delivery – Street Efficiency Louisiana District

Audit Report

August 16, 2012



City Delivery – Street Efficiency Louisiana District

Report Number DR-AR-12-004

BACKGROUND:

Delivery operations has the highest fixed cost in the U.S. Postal Service, making up more than 30 percent of its operating expenses. Within the delivery carrier's function, street operations account for almost 265 million workhours which city carriers used in fiscal year 2011.

Street operations is comprised of every duty a carrier performs from the time they load their vehicle, deliver, and collect mail along the route to their return to the delivery unit to unload their vehicle. Street delivery includes carriers delivering and collecting mail on their assigned routes. The Louisiana District is in the Southern Area and has 90 units delivering mail on 1,643 routes.

Our objective was to assess the efficiency of city delivery street operations in the Louisiana District.

WHAT THE OIG FOUND:

The Louisiana District has opportunities for enhanced street delivery efficiency. We determined the Louisiana District could use about 12 fewer minutes of street time per day on each carrier

route, or 107,550 workhours, and save about \$4.4 million annually. Our review of selected delivery units determined that management did not always reinforce Postal Service policies and procedures for supervising city delivery street operations at delivery units, which allowed for some inefficient delivery practices. This audit also identified assets at risk totaling \$65,698 at four delivery units due to inadequate asset safeguards. Management immediately initiated corrective action on these security matters.

WHAT THE OIG RECOMMENDED:

We recommended the manager, Louisiana District, reduce workhours by 107,550. We also recommended reinforcing policies and procedures for supervising city delivery street operations at delivery units and eliminating inefficient practices. Further, we recommended the district manager ensure that Delivery Point Sequencing mail is staged in route order for easy retrieval by carriers.

Link to review the entire report



August 16, 2012

MEMORANDUM FOR: BRUNO L. TRISTAN

DISTRICT MANAGER, LOUISIANA DISTRICT

E-Signed by Robert Batta, 70 VERJFV authenticity with e-Son

FROM: Robert J. Batta

Deputy Assistant Inspector General

for Mission Operations

SUBJECT: Audit Report – City Delivery – Street Efficiency

Louisiana District (Report Number DR-AR-12-004)

This report presents the results of our audit of City Delivery Street Efficiency in the Louisiana District (Project Number 12XG016DR000).

We appreciate the cooperation and courtesies provided by your staff. If you have any questions or need additional information, please contact Rita F. Oliver, director, Delivery, or me at 703-248-2100.

Attachments

cc: Jo Ann Feindt Dean J. Granholm Elizabeth A. Schaefer Severo Garza Keith M. Accardo

Corporate Audit and Response Management

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Introduction

This report presents the results of our audit of city delivery street ¹ efficiency in the Louisiana District (Project Number 12XG016DR000). We discussed this topic with the vice president, Delivery and Post Office Operations, and agreed to a Value Proposition ² audit for fiscal year (FY) 2012. Our objective was to assess the efficiency of city delivery street operations in the Louisiana District. See Appendix A for additional information about this audit. The audit addresses operational risk and is one in a series to be conducted by the U.S. Postal Service Office of Inspector General (OIG).

The U.S. Postal Service faces the most difficult operating period in its 235-year history. Mail volume in FY 2011 declined by another 3 billion pieces to 168 billion, dropping total mail volume to levels not seen since 1992. Since 2007, mail volume has dropped by about 44 billion pieces. In contrast, delivery points have increased by over 2.3 million since 2008. The Postal Service must improve operational efficiency to reduce costs while facing financial losses from declining mail volume.

Conclusion

The Louisiana District has opportunities for enhanced city street delivery efficiency and reduced workhour costs. We determined the Louisiana District could use 12 fewer minutes of street time per day on each carrier route, or 107,550 workhours annually. As a consequence, the Postal Service would save more than \$4.4 million annually (see Appendix B).

The audit also identified assets at risk totaling \$65,698 at four delivery units due to the need for better asset safeguards. Management immediately initiated corrective actions on these security matters.

Street Delivery Efficiency

An increased focus on efficiency would allow management to reduce carrier street workhours. Our review of 15 randomly⁴ selected delivery units determined that management did not always reinforce Postal Service policies and procedures for supervising city delivery street operations at delivery units which allowed for some inefficient delivery practices.

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¹ Street delivery (or street time) is comprised of every duty a carrier performs from the time they load their vehicle, deliver, and collect mail along the route to their return to the delivery unit to unload their vehicle.

deliver, and collect mail along the route to their return to the delivery unit to unload their vehicle.

An agreement between the director, Delivery, and vice president, Delivery and Post Office Operations, on work that will address issues of importance to the Postal Service.

³ City delivery is responsible for 1,097,020 of the 2,390,741 delivery points added from FYs 2007 through 2011.

⁴ We obtained the random sample from delivery units having 15 or more routes and using 875 or more hours than

projected in the Delivery Operations Information System (DOIS) during calendar year 2011.

For example, management needs to ensure that:

- Supervisors set daily expectations and follow up on the previous day's street performance.
- There is a consistent supervisory presence on the street.
- Carriers deliver mail using the most efficient habits so as not to incur unnecessarily additional street time.
- Delivery point sequence⁵ (DPS) letters processed at the plant arrive at delivery units staged in route order for easy retrieval by carriers.

Setting Expectations and Following Up on Previous Street Performance

We observed supervisors not consistently setting expectations for carriers' street leave and return times⁶ or engaging in dialogue with carriers about expectations for the day. We also observed that delivery unit management did not consistently follow up on the previous day's street performance. Supervisors must set daily expectations for carrier performance. The DOIS Route Carrier Performance Report provides the supervisor with information needed to discuss carrier performance. Although supervisors printed the report, they did not always discuss it with carriers at 13 of 15 units observed. If a carrier does not meet performance standards, a supervisor must investigate and discuss performance deficiencies with the carrier. Furthermore, management should take advantage of opportunities to discuss good performance with carriers.

Street Supervision

Supervisors did not consistently provide sufficient oversight of street operations as required by Postal Service policy. Our observations found that delivery unit supervisors were not always performing daily street supervision. Supervisors stated that large amounts of administrative work impeded them from being able to conduct effective daily street supervision of their carriers. Street management is necessary to maintain both the projected street time of the routes and the customer's expected time of delivery.

One effective tool used to assist in conducting street supervision is a Postal Service (PS) Form 3999, Inspection of Letter Carrier Route, documenting the carrier's ability to deliver their route. Our review showed that management did not always have up-to-date

⁵ A process for sorting bar-coded letter mail at the processing plants and delivery units into the carrier's line-of-travel. Mail is taken directly to the street, with no casing time in the office.

⁶ The OIG did not always absorbe supportions action delivery delivery associations of the outer delivery delivery associations as the outer delivery de

⁶ The OIG did not always observe supervisors setting daily expectations for carriers in 12 of 15 delivery units observed.

Field Operations Standardization Development, Morning (AM) Standard Operating Procedures (AMSOP) II Guidebook, 2007, Section 5-7.

⁸ Postal Service Handbook, M-39, *Management of Delivery Services*, Section 134.12, March 1998.

PS Forms 3999 and 28 percent⁹ of these forms were more than 1 year old. Supervisors are required to complete a PS Form 3999 for each route at least annually. A current PS Form 3999 also allows the supervisor to know exactly the carrier's line-of-travel and where a carrier should be and at what time and helps a supervisor monitor street performance by providing information on how long a section of deliveries should take.

As a way to increase street supervision, the Louisiana District implemented a "Best Practice Street Supervision Initiative" developed by the Southern Area in April 2012. The initiative's purpose was to improve city carrier performance and promote accountability for street supervision by requiring a minimum of 2 hours of street supervision daily, depending on the size of the delivery unit. Larger offices have dedicated street supervisors who conduct a minimum of 6 hours of street supervision daily. Additionally, the initiative emphasizes communicating carrier expectations and following up on carrier performance, observing vehicle loading practices, and ensuring the carrier adheres to the prescribe line-of- travel. Identifying and commending positive performance is also stressed along with improving poor performance.

More Efficient Carrier Practices

The OIG observed instances of carriers not using efficient carrier practices while performing street duties at all 15 delivery units. These opportunities include:

- More efficient loading of vehicles.
- Using satchels to hold mail.
- Fingering¹⁰ mail between deliveries.
- Following the line-of-travel. 11

We observed opportunities for carriers to more efficiently load their vehicles before they depart for the street. Specifically, some carriers were unnecessarily making multiple trips to retrieve mail between the delivery unit and their postal vehicles. We also observed some carriers making trips to their personal vehicles to obtain personal items (see Figure 1). Postal Service policy¹² states that carriers should take all mail for delivery to the vehicle at the same time using a hamper and avoiding extra trips. Postal Service policy also states that managers must supervise loading area activities to prevent delays in carriers departing for the street.

⁹ A review of the Enterprise Data Warehouse (EDW) showed that 480 of 1,681 PS Forms 3999 were older than 1 year as of February 17, 2012.

¹⁰ The final separation of mail for the next several stops along with the verification of the address for delivery.

¹¹ Line-of-travel refers to the specific order of deliveries on a carrier's route, as well as the streets traveled to service

¹² Handbook M-39, Sections 125.1 and 125.22, March 1998.



Figure 1: Carrier at Personal Vehicle on Street Time

Source: OIG Photo taken in April 2012.

We observed that carriers did not consistently load their satchels or use satchels to deliver mail on park-and-loop routes. 13 Inconsistent or improper use of satchels results in carriers having to make more frequent trips to retrieve mail from their vehicle, thus incurring additional street time. Postal Service procedures require carriers delivering mail on park-and-loop routes to use their vehicles as movable relay boxes 14 from which the carrier withdraws a substantial amount of mail and places it into his satchel before beginning the route. Carriers are required to carry the appropriate amount of mail, up to the 35-pound limit, to complete each assigned relay without additional trips to the vehicle or relay box 15 (see Figure 2).

¹³ Routes where the carrier drives to the general delivery location and conducts door-to-door delivery on foot.

¹⁴ Bundles or strapped mail the carrier prepares in sacks for delivery to boxes on the carrier's line-of-travel. When the carrier completes delivery of carry-out mail, they may pick up additional mail from relay boxes and continue this process until the entire route is served.

Postal Service Handbook M-41, City Delivery Carriers Duties and Responsibilities, Section 273, March 1998.

Figure 2: Carrier Delivering Mail Without Required Satchel Resulting in Unnecessary Trips to Retrieve Mail from Vehicle



Source: OIG Photo taken in April 2012.

We also observed some carriers not "fingering mail" between deliveries to place mailpieces in order while delivering on park-and-loop routes. Postal Service policy¹⁶ states that carriers are required to finger mail between deliveries to avoid having to sort through mail while standing at the customer's box and incurring additional street time.

In addition, carriers did not always follow their established line-of-travel. Postal Service policy¹⁷ states that carriers must deliver mail along a prescribed route and are required to follow their authorized line-of-travel at all times. We observed carriers sometimes deviating from their established line-of-travel and incurring extra street time by unnecessarily moving their vehicle to multiple park points rather than relying on one central park point. Carriers also did not always use the delivery method¹⁸ listed on their line-of-travel. For example, we observed carriers dismounting from their vehicle to deliver mail when their line-of-travel was more efficiently coded as a park-and-loop route.

Carriers Searching for Delivery Point Sequenced Mail

At all delivery units observed, DPS letters processed at the plants arrived at delivery units in mail transport containers that were not staged by route order for easy retrieval. This resulted in carriers having to sort through multiple transport containers each day to

¹⁶ Handbook M-39, Section 125.6, March 1998, and Handbook M-41, Section 321.5, March 1998.

¹⁷ Handbook M-41, Section 122.11, March 1998 and Handbook M-39, Section 125.3, March 1998.

¹⁸ PS Form 3999 lists the carrier's prescribed line-of-travel and delivery method to be used such as a park-and-loop, vehicle, or dismount.

identify their DPS while on street time. ¹⁹ When carriers have to search for their DPS trays, this extends their street time by delaying their loading and departure. In addition, at several delivery units we found instances of carriers having to return to the delivery unit because they had not properly located all their DPS mail or another carrier had taken it by mistake. Postal Service policy²⁰ states ". . . mail processing should stage DPS letters for transport in shelved or modified containers so individual trays do not have to be rehandled at the delivery unit and can be taken directly to the street without further handling." ²¹ Management stated it is their goal to stage DPS mail in route order and believes it will save carrier time (see Figure 3).



Figure 3: Carriers on Street Time Searching for Trays of DPS Mail

Source: OIG Photo taken in April 2012.

Adjusting its operations and improved supervision during carrier street delivery would increase the Louisiana District's overall efficiency by reducing 107,550 workhours. We estimated this would result in the Postal Service saving more than \$4.4 million annually, or about \$8.8 million over 2 years (see Appendix B).

Other Issues

Safeguarding of assets requires management's attention at four of the delivery units visited. Stamp stock inventory was not properly secured and locked at three locations, while at a fourth location Registered Mail was left unattended in an open cart on the workroom floor near the rear entry doors. The value of these unsecured items totaled

¹⁹ The OIG previously reported on the effects of DPS handling on carrier office efficiency and workhours in the report titled *National Assessment of City Delivery Efficiency 2011 – Office Performance* (Report Number DR-MA-11-002, dated July 19, 2011).

²⁰ Field Operations Standardization Development, Morning (AM) Standard Operating Procedures (AMSOP) II Guidebook, Section 2-6, 2007.

²¹ Field Operations Standardization Development, Morning (AM) Standard Operating Procedures (AMSOP) II Guidebook, Section 4-5, 2007.

\$65,698. Physical access controls reduce the security risk to Postal Service employees while safeguarding controls reduces the potential for loss or misappropriation of assets. We brought these issues to the attention of station management who took immediate action to correct the situation. As a result, we are not making recommendations on these issues.

Recommendations

We recommend the district manager, Louisiana District:

- 1. Reduce 107,550 workhours to achieve an associated economic impact of more than \$4.4 million annually, or \$8.8 million over 2 years.
- 2. Reinforce and ensure adherence to Postal Service policies and procedures for supervising city delivery street operations at delivery units and eliminate carrier inefficient practices during street time.
- Increase street efficiency by coordinating with facility processing managers to ensure Delivery Point Sequence mail is staged in route order for easy retrieval by carriers.

Management's Comments

Management agreed in principle with the findings, recommendations, and monetary impact. In response to recommendation 1, the Louisiana District outlined actions it will take in several areas to promote greater efficiency. These include (1) performing (1) PS Form 1838, Carriers Count of Mail, reviews (2) conducting a minimum of 2 hours street supervision each day, and (3) taking corrective action for any carrier performance issues. Management stated they are implementing corrective actions immediately, with an estimated completion date of September 30, 2014.

Management agreed with recommendation 2 to reinforce policies and procedures. Management held mandatory service talks with all city carriers and stated they have completed action on this recommendation.

Managed agreed with recommendation 3 to ensure DPS mail is staged in route order. Management stated they implemented actions in July 2012 and issues are discussed daily on the Plant and Customer Service teleconference. The district has completed action on this recommendation. See Appendix C for management's comments, in their entirety.

Evaluation of Management's Comments

The OIG considers management's comments responsive to the recommendations and corrective actions should resolve the issues identified in the report.

The OIG considers recommendation 1 significant and, therefore, requires OIG concurrence before closure. Consequently, the OIG requests written confirmation when corrective actions are completed. This recommendation should not be closed in the Postal Service's follow-up tracking system until the OIG provides written confirmation that the recommendation can be closed.

Appendix A: Additional Information

Background

The Postal Service faces the most difficult operating period in its 235-year history. Mail volume in FY 2011 declined by another 3 billion pieces to 168 billion, dropping total mail volume to levels not seen since 1992. Since 2007, mail volume has dropped by about 44 billion pieces. The Postal Service must improve operational efficiency to reduce costs while facing financial losses from declining mail volume.

Despite a high degree of automation, mail delivery remains labor intensive. Labor costs comprise nearly 80 percent of the Postal Service's costs. Delivery operations have the highest fixed cost in the system, making up more than 30 percent of the Postal Service's operating expenses. Within the delivery carrier's function, street operations made up 264,989,254 of the overall 349,564,154 total office and street workhours²² city carriers used in FY 2011 (more than 76 percent). Street operations (or street time) is comprised of every duty a carrier performs from the time they load their vehicle, deliver, and collect mail along the route to their return to the delivery unit to unload their vehicle. The Louisiana District is in the Southern Area and has 90 delivery units delivering mail on 1,693 routes and expended almost 4.4 million total workhours from January 1 through December 31, 2011.

Unlike the carrier office function, a supervisor is not always present to observe each carrier as they conduct deliveries along their route. This leaves opportunity for inefficiency to enter the process. To effectively manage this manual process and improve productivity, delivery supervisors strive to eliminate process inefficiencies and manage costs by accurately matching workload to workhours, adjusting or eliminating unnecessary routes, managing staff resources, and following a rigorous standardization of best practices.

Objective, Scope, and Methodology

Our objective was to assess the overall efficiency of city delivery street operations in the Louisiana District. To accomplish our objective, we:

- Determined and used DOIS street variance data to access performance and opportunities for efficiency based on discussions with Postal Service officials and OIG experts. Street operations have no preferred measurement of efficiency.
- Reviewed DOIS street variance hours from the EDW for January 1 through December 31, 2011, in the Louisiana District to determine the opportunity for greater efficiency. The difference between DOIS-projected street hours and the actual street hours used on an individual delivery route or entire unit resulted in the number of variance hours. A positive variance means the delivery unit used more street hours

²² DOIS workhours queried from the EDW.

than DOIS projected, which indicates there is an opportunity for greater efficiency on the street.

- Randomly selected 15 delivery units in the Louisiana District that used more street hours than projected from January 1 through December 31, 2011, to determine opportunities for greater efficiency and reduced operating costs. We projected cost savings for delivery units in the Louisiana District using more actual street hours than projected.
- Reviewed and discussed procedures for street operations with management in selected delivery units. We judgmentally selected individual city routes to review and observed carrier street performance.
- Reviewed documentation and applicable policies and procedures for city delivery and Postal Service Handbooks M-39 and M-41.

We conducted this performance audit from March to August 2012, in accordance with generally accepted government auditing standards and included such tests of internal controls as we considered necessary under the circumstances. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objective. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objective. We discussed our observations and conclusions with management on July 12, 2012, and included their comments where appropriate.

We relied on data obtained from Postal Service database systems, such as DOIS and EDW. We did not directly audit the systems but performed limited data integrity review to support our data reliance. We determined the data were sufficiently reliable for the purposes of this report.

Prior Audit Coverage

Report Title	Report Number	Final Report Date	Monetary Impact	Report Results
City Delivery Efficiency Review - San Francisco Napoleon Street Station	DR-AR-10-002	12/18/09	\$21,308,433	The audit concluded the San Francisco Napoleon Street Station was not operating at peak efficiency and management could reduce city delivery costs. Our benchmarking comparison of five similar delivery units showed this station used 54,975 more workhours than necessary. We also found that management did not adjust workhours to changes in workload. Management agreed with our findings and recommendations to correct the issues identified.
City Delivery – Street Efficiency – San Diego District	DR-AR-12-001	6/05/12	\$6,840,240	The San Diego District has opportunities for enhanced street delivery efficiency. An increased focus on efficiency could allow management to reduce approximately 83,930 carrier street workhours. Our review of selected delivery units determined management did not always reinforce Postal Service policies and procedures for supervising city delivery street operations in delivery units which allowed for some inefficient delivery practices. Management agreed with our findings and recommendations.

Appendix B: Monetary and Other Impacts

Monetary Impacts

Recommendation	Impact Category	Amount
1	Funds Put to Better Use ²³	\$8,874,598

We estimated the monetary impact of \$8,874,598 in funds put to better use by reducing 107,550 workhours at delivery units in the Louisiana District (see Table 1).

Table 1. Louisiana District Workhour Savings

District	Delivery Units	Estimated City Delivery Workhours Saved	Annual Estimated Savings from Overtime Workhours	2-Year Projection of Savings from Overtime Workhours
Louisiana	90	107,550	\$4,397,720	\$8,874,598

Source: OIG.

We calculated funds put to better use for reducing city carrier workhours using the Louisiana District city carrier overtime rate of \$40.89 for FY 2013, with an escalation factor of 1.8 percent for the 2-year projection.

The 107,550 annual workhour savings represent 6,453,000 minutes (107,550 hours multiplied by 60 minutes). Dividing the more than 6 million minutes by 1,693 routes²⁴ in the Louisiana District and then dividing by 303 annual days equals an approximate savings of about 12 minutes per route per day.

Other Impacts

Recommendation	Impact Category	Amount
Safeguarding of Assets	Assets at Risk ²⁵	\$65,698

²³ Funds that could be used more efficiently by implementing recommended actions.

Number of routes in the Louisiana District as of February 21, 2012.

²⁵ Assets or accountable items (for example, cash, stamps, and money orders) that are at risk of loss because of inadequate internal controls.

Appendix C: Management's Comments

DISTRICT MANAGER
LOUISIANA DISTRICT



August 10, 2012

LUCINE WILLIS
DIRECTOR, AUDIT OPERATIONS

SUBJECT: Draft Audit Report - City Delivery - Street Efficiency Louisiana District (Report Number DR-AR-12-DRAFT)

[Begin by stating whether management agrees or disagrees with each finding or observation. (Management's general comments regarding the draft audit report can address any factual inaccuracies in the report.)]

Recommendation 1:

Reduce 107,550 workhours to achieve an associated economic impact of more than \$4.4 million annually or \$8.8 million over 2 years.

Management Response/Action Plan:

The Louisiana District agrees in principle with the finding, recommendation in monetary impact that there are opportunities to reduce the identified work hours. The District is taking action in several areas to promote greater efficiency:

- 1838 SOP (The District will require 1838s be conducted weekly 2 per week in offices with 20 routes or more and 1 per week in offices with less than 20 routes).
- Street Management SOP (The District has implemented in Level 21 and 22 offices. Level 22 offices with three supervisors are required to perform 10 hours of street supervision per day while the level 21 offices are required to perform 2 hours of street supervision per day. The District ensures compliance by conducting daily audits on the offices prior day street supervision packets).
- Corrective Action (The District requires the MPOOs to submit a weekly
 discipline log indicating corrective action taken on carrier performance from
 previous week. This log is sent to the Southern Area as well for review).

Target Implementation Date:

The District is implementing its plans immediately and expects completion by September 30, 2014.

701 LOYOLA AVENUE ROOM T11001 NEW ORLEANS LA 70113-9800 504-589-1950 FAX: 504-589-1432 WWW.USPS.COM -2-

Responsible Official:

Keith M. Accardo, Manager, Operations Programs Support Christopher J. Catanese, (A) Manager, Delivery and Customer Service Postmasters New Orleans and Baton Rouge Managers, Post Office Operations, Louisiana District

Recommendation 2:

Reinforce and ensure adherence to Postal Service policy and procedures for supervising city delivery street operations in delivery units and eliminate carrier inefficient practices during street time.

Management Response/Action Plan:

We agree with the finding and recommendation to reinforce policy and procedures. The District issued a Mandatory Service Talk on July 30, 2012 to all city carriers concerning Chapter 1, Section 112 of the M-41 which covers city carriers' general responsibilities. Along with the issuance of the service talk, a Certification was also sent out. Receipt of this certification is expected from all MPOO areas on August 3, 2012.

Target Implementation Date:

The District implemented its plans on August 3, 2012 and has completed this task.

Responsible Official:

Keith M. Accardo, Manager Operations Programs Support Christopher J. Catanese, (A) Manager of Delivery and Customer Service Postmasters New Orleans and Baton Rouge Managers Post Office Operations, Louisiana District

Recommendation 3:

Increase street efficiency by coordinating with facility processing managers to ensure DPS mail is staged in route order for easy retrieval by carriers.

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Management Response/Action Plan:

We agree with the finding and recommendation. The district has implemented actions during the recent July 1st Network Optimization to ensure DPS mail is staged in route order for easy retrieval by carriers; therefore, increasing street efficiency. Issues are discussed daily on Plant and Customer Service teleconference.

Target Implementation Date:

The District implemented its plans on July 1, 2012 and has completed this task.

Responsible Official:

Plant Managers, Louisiana District

The district has reviewed the report and has not identified any portions that need to be exempt under FOIA.

Bruno L. Tristán

cc: Jo Ann Feindt Dean J. Granholm Elizabeth A. Schaefer

> Severo Garza Keith M. Accardo

Corporate Audit and Response Management