North Charleston Branch, North Charleston, SC: Delivery Operations

OFFICE OF INSPECTOR GENERAL UNITED STATES POSTAL SERVICE

AUDIT REPORT Report Number 24-117-3-R24 | August 13, 2024



Transmittal Letter

OFFICE OF INSPECTOR GENERAL UNITED STATES POSTAL SERVICE August 13, 2024 **MEMORANDUM FOR:** COREY D. RICHARDS MANAGER, SOUTH CAROLINA DISTRICT Joseph E. Wolski FROM: Joseph E. Wolski Director, Field Operations, Atlantic & WestPac SUBJECT: Audit Report - North Charleston Branch, North Charleston, SC: Delivery Operations (Report Number 24-117-3-R24) This report presents the results of our audit of delivery operations and property conditions at the North Charleston Branch in North Charleston, SC. We appreciate the cooperation and courtesies provided by your staff. If you have any questions or need additional information, please contact Ricardo Martinez, Audit Manager, or me at 703-248-2100. Attachment cc: Postmaster General Chief Retail & Delivery Officer & Executive Vice President Vice President, Delivery Operations Vice President, Retail & Post Office Operations Vice President, Southern Area Retail & Delivery Operations Director, Retail & Post Office Operations Maintenance Corporate Audit and Response Management

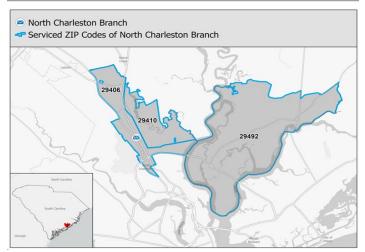
Results

Background

The U.S. Postal Service's mission is to provide timely, reliable, secure, and affordable mail and package delivery to more than 160 million residential and business addresses across the country. The U.S. Postal Service Office of Inspector General (OIG) reviews delivery operations at facilities across the country and provides management with timely feedback in furtherance of this mission.

This interim report presents the results of our selfinitiated audit of delivery operations and property conditions at the North Charleston Branch in North Charleston, SC (Project Number 24-117-3). The North Charleston Branch is in the South Carolina District of the Southern Area and services ZIP Codes 29406, 29410, and 29492 (see Figure 1)¹. These ZIP Codes serve 72,587 people² in a predominantly urban area.³

Figure 1. ZIP Codes Serviced by the Noth Charleston Branch



Source: OIG analysis of ZIP Code data.

4 The other two units were the East Bay Station, Charleston, SC (Project Number 24-117-1) and the Mount Pleasant Post Office, Mount Pleasant, SC (Project Number 24-

9 First mile failures occur when a mailpiece is collected and does not receive a processing scan at the P&DC on the day that it was intended. Last mile failures occur after the mailpiece has been processed at the P&DC on a final processing operation and is not delivered to the customer on the day it was intended.

This delivery unit has 30 rural routes and 14 city routes. The North Charleston Branch is one of three delivery units⁴ the OIG reviewed during the week of June 3, 2024, that are serviced by the Charleston Processing and Distribution Center (P&DC).

We assessed all units serviced by the Charleston P&DC based on the number of Customer 360⁵ (C360) delivery-related inquiries,⁶ Informed Delivery⁷ contacts, stop-the-clock⁸ (STC) scans performed away from the delivery point, and undelivered route information between February 1 and April 30, 2024. We also reviewed first and last mile failures⁹ between February 3 and May 3, 2024.

We judgmentally selected the North Charleston Branch primarily based on the number of C360 inquiries related to delivery, Informed Delivery contacts, and STC scans performed away from the delivery point. See Table 1 for a comparison of some of these metrics between the unit and the rest of the district.

¹ The unit also services ZIP Code 29419 for Post Office Boxes.

^{2 71,634 (99} percent) live in urban communities and 953 (one percent) live in rural communities.

³ We obtained ZIP Code information related to population and urban/rural classification from 2020 Census Bureau information.

^{117-2).5} A cloud-based application that enables Postal Service employees to diagnose, resolve, and track customer inquiries.

A compilation of package inquiry, package pickup, daily mail service, and hold mail inquiries.

⁷ Informed Delivery is a free and optional notification service that gives residential customers the ability to digitally preview their letter-sized mail and submit inquiries for mailpieces that were expected for delivery but have not arrived.

⁸ A scan event that indicates the Postal Service has completed its commitment to deliver or attempt to deliver the mail piece. Examples of STC scans include "Delivered," "Available for Pickup," and "No Access."

Table 1. Delivery Metric Comparison Between February 1 and April 30, 2024

Delivery Metric	Unit Average per Route	District Average per Route
C360 Delivery Inquiries	10.1	6.5
Informed Delivery Contacts	27.1	20.4
Scans over 1,000 feet from Delivery Point	40.5	8.8

Source: OIG analysis of Postal Service's C360, Informed Delivery, and Product Tracking and Reporting (PTR) System data extracted on May 6, 2024. PTR is the system of record for all delivery status information for mail and packages with trackable services and barcodes.

Objective, Scope, and Methodology

Our objective was to evaluate mail delivery operations and property conditions at the North Charleston Branch in North Charleston, SC.

To accomplish our objective, we focused on five audit areas: delayed mail, package scanning, arrow keys,¹⁰ inaccurate carrier complement and timekeeping, and property conditions. Specifically, we reviewed delivery metrics, including the number of routes and carriers, mail arrival time, amount of reported delayed mail, package scanning, carrier complement and timekeeping, and distribution uptime." During our site visit we observed mail conditions; package scanning procedures; arrow key security procedures; timekeeping documentation; and unit safety, security, and maintenance conditions. We also analyzed the scan status of mailpieces at the carrier cases and in the "Notice Left" area¹² and interviewed unit management and employees. We discussed our observations and conclusions, as summarized in Table 2, with management on July 25, 2024, and included their comments, where appropriate.

We are issuing this interim report to provide the Postal Service with timely information regarding conditions we identified at the North Charleston Branch. We will issue a separate report¹³ that provides the Postal Service with the overall findings and recommendations for all three delivery units, as well as the district. See Appendix A for additional information about our scope and methodology.

Results Summary

We identified issues affecting delivery operations and property conditions at the North Charleston Branch. Specifically, we found issues with four of the five areas we reviewed. We also identified issues related to the separations of packages for dispatch to the processing plant (see Table 2).

Table 2. Summary of Results

Audit Area	Deficiencies Identified	
	Yes	No
Delayed Mail	Х	
Package Scanning	Х	
Arrow Keys		Х
Carrier Complement and Timekeeping	Х	
Property Conditions	Х	
Other Issues	Х	

Source: Results of our fieldwork during the week of June 3, 2024.

We did not identify any issues with carrier complement. However, we did identify issues with timekeeping management (see Finding #3).

¹⁰ A distinctively shaped key carriers use to open mail-receiving receptacles, such as street collection boxes and panels of apartment house mailboxes equipped with an arrow lock. Arrow keys are accountable property and are subject to strict controls.

¹¹ Time of day that clerks have completed distributing mail to the carrier routes.

¹² The area of a delivery unit where letters or packages that the carriers were unable to deliver are stored for customer pickup.

¹³ Project Number 24-117

Finding #1: Delayed Mail

What We Found

On the morning of June 4, 2024, we identified 3,459 delayed mailpieces¹⁴ at 35 carrier cases. Specifically, we identified 2,226 flats, 1,213 letters, and 20 packages. In addition, management did not report this mail as undelivered in the Delivery Condition Visualization (DCV)¹⁵ system. See Figure 2 for examples of delayed mail found at carrier cases. In addition, the carriers did not complete Postal Service (PS) Form 1571, *Undelivered Mail Report*,¹⁶ to document the reason for undelivered mailpieces.

Figure 2. Examples of Delayed Mail in the Carrier Cases



Source: OIG photos taken June 4, 2024.

Why Did It Occur

Management did not provide adequate oversight to ensure that there were enough staff to cover carrier callouts, attendance issues, staff on extended leave, and shortage of staff. For example, the unit rural carrier complement was 47 but the unit had only 35 rural carriers on the rolls. The AM supervisor stated that they conducted job fairs to recruit new staff but were unsuccessful. Further, she stated that she sometimes tries, but is unable to borrow staff from other Post Office locations. Also, management did not ensure that carriers completed PS Forms 1571 because other duties, such as getting the mail out for delivery each day, took priority and managing frequent carrier callouts/absences.

Unit management did not report delayed mail in the DCV system because the PM closing supervisor was new in the position and had not yet been trained on how to use the DCV system.

What Should Have Happened

Management should have ensured that there was enough staff coverage for staff unavailability and callouts.¹⁷ Postal Service policy¹⁸ states that all types of First-Class Mail, Priority Mail, and Priority Express Mail are always committed for delivery on the day of receipt. In addition, managers are required¹⁹ to report all mail in the delivery unit after the carriers have left for their street duties as either delayed or curtailed in DCV. Further, management must update DCV if volumes have changed prior to the end of the business day. Also, management should have ensured carriers complete PS Forms 1571 and document the reason for undelivered mail brought back from the street.

Effect on the Postal Service and Its Customers

When mail is delayed, there is an increased risk of customer dissatisfaction, which may adversely affect the Postal Service brand. In addition, inaccurate reporting of delayed mail in the DCV system provides management at the local, district, area, and headquarters levels with an inaccurate status of mail delays and can result in improper actions taken to address issues.

Postal Service Response

The Postal Service agreed with this finding. See Appendix B for management's comments in their entirety.

¹⁴ Count of mail included individual piece counts and OIG estimate based on Postal Service conversion factors in Handbook M-32, Management Operating Data Systems, Appendix D and Management Instruction PO-610-2007-1.

¹⁵ A tool for unit management to manually self-report delayed mail, which provides a snapshot of daily mail conditions at the point in time when carriers have departed for the street.

¹⁶ PS Form 1571, Undelivered Mail Report, lists all mail distributed to the carrier for delivery that was left in the office or returned undelivered.

¹⁷ Handbook M-39, *Management of Delivery Services*, Section 111.2, June 2019.

¹⁸ Committed Mail & Color Code Policy for Marketing Mail stand-up talk, February 2019.

¹⁹ Informed Visibility Delivery Condition Visualization User Guide, August 2023.

Finding #2: Package Scanning

What We Found

Employees scanned packages improperly at the delivery unit, scanned packages away from the intended delivery point, and handled packages incorrectly at the unit. We also found issues with employee barcode management, including observing a carrier barcode printout openly displayed on the workroom floor that could be used to log onto individual carrier's scanners.

We reviewed package scanning data for scans that occurred at the unit and removed any potentially accurate scans performed.²⁰ In total, employees improperly scanned 88 packages at the delivery unit between February and April 2024 (see Table 3). Further analysis of the STC scan data for these packages showed that 38.6 percent of them were scanned "Delivery Attempted – No Access," and 33.0 percent were scanned "Delivered."

Table 3. STC Scans at Delivery Unit

Scan Type	Count	Percent of Scans
Delivery Attempted – No Access	34	38.6%
Delivered	29	33.0%
No Secure Location Available	14	15.9%
Receptacle Full/ Item Oversized	8	9.1%
Refused	2	2.3%
Delivery Exception – Animal Interference	1	1.1%
Total	88	100%

Source: OIG analysis of the Postal Service's PTR System data.

We also reviewed 132 scans occurring away from the delivery unit and over 1,000 feet²¹ from the

feet from the delivery point.

intended delivery point between February and April 2024 (see Table 4). We removed scans that could have been performed within policy, such as "Animal Interference," "Unsafe conditions," and scans at the local University. Further analysis of the STC scan data for these packages showed that 96.2 percent of them were scanned "Delivered."

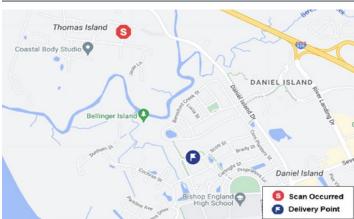
Table 4. STC Scans Over 1,000 Feet Away from the Delivery Point

STC Scan Type	Count	Percentage
Delivered	127	96.2%
Delivery Attempted - No Access to Delivery Location	4	3.0%
Vacant	1	0.8%
Total	132	100%

Source: OIG analysis of the Postal Service's PTR System data.

For example, the map in Figure 3 shows an instance where a carrier scanned a package as "Delivery Attempted, No Access to Delivery Location" 4.7 miles away from the delivery point.

Figure 3. Scan Away From the Delivery Point in North Charleston, SC



Source: Postal Service Single Package Look-Up.

20 This data does not include scans that could properly be made at a delivery unit, such as "Delivered - PO Box" and "Customer (vacation) Hold." Additionally, PO Box scans at the unit were only counted when the delivery point was an address away from the unit. This category does not include mail addressed for a PO Box.
21 Packages are expected to be scanned within a designated buffer distance from the delivery point. The OIG evaluates any package that was scanned more than 1,000

We also found issues with scanning and handling of packages in the unit. On the morning of June 4, 2024, before carriers arrived for the day, we selected 60 packages²² to review and analyze scanning and tracking history. Of the 60 sampled packages, 43 (72 percent) had missing or improper scans or handling issues, including:

- Twenty packages (12 from the carrier cases and eight from the "Notice Left" area) were scanned "Delivery Attempted – No Access to Delivery Location" or "No Secure Location Available" and were scanned away from the delivery point. One package from the carrier case was scanned about 4.7 miles away from the delivery point.
- Thirteen packages from "Notice Left" area were scanned "No Authorized Recipient Available" that should have been returned to the sender.
- Seven packages from the carrier cases were scanned "Delivered," which should only be performed when a package is successfully left at the customer's delivery address.
- Two packages (one from the carrier cases and one from the "Notice Left" area) were scanned "return to post office for address verification" that should have been returned to the sender. The package from the carrier case was scanned 1.2 miles away from the labeled address.
- One package from the "Notice Left" area was missing an "Arrival-at-Unit" scan, which is a required scan for performance measurement.

Further, three of these packages from the "Notice Left" area were not returned to the sender, as required. These packages ranged from 35 to 73 days past their scheduled return dates.

Why Did It Occur

These scanning issues occurred because unit management did not adequately monitor and enforce proper scanning and handling procedures. Regarding the 60 sampled packages, the unit manager did not adequately monitor and enforce proper package scanning and handling procedures because management prioritized other duties, such as getting the mail out for delivery. The manager added that the packages in the "Notice Left" area were not reviewed because of limited staff availability due to leave, increased workloads, and that the clerks who manage the "Notice Left" area gave priority to their customer service window duties. Unit management stated that it was an oversight to post the list of employee barcodes in the workroom floor and that they would relocate it to a secure place.

What Should Have Happened

Management should have monitored scan performance daily and enforced compliance. The Postal Service's goal is to ensure proper delivery attempts for mailpieces to the correct address with proper service,²³ which includes scanning packages at the time and location of delivery.²⁴ Packages in the "Notice Left" area should have been reviewed for second notices and returned to sender if they remained after the prescribed number of days.²⁵ In addition, temporary badges must be controlled and issued by the facility head to authorized personnel who arrive without their assigned badge during normal duty hours.²⁶

Effect on the Postal Service and Its Customers

Customers rely on accurate scan data to track their packages in real time. When employees do not scan mailpieces correctly, customers are unable to determine the actual status of their packages. By improving scanning operations, management can improve mail visibility, increase customer satisfaction, and enhance both the customer experience and the Postal Service brand.

Postal Service Response

²² We judgmentally selected 30 packages from the carrier cases and 30 packages from the "Notice Left" area.

²³ Delivery Done Right the First Time stand-up talk, March 2020.

²⁴ Carriers Delivering the Customer Experience stand-up talk, July 2017.

²⁵ Notice Left and Return Guidelines, April 2016. Domestic packages should be returned to sender on the 15th calendar day after a notice is left, and international packages should be returned to sender on the 30th calendar day after a notice is left.

²⁶ AS-805 Information Security, September 2022.

Finding # 3: Timekeeping Management

What We Found

We determined that North Charleston Branch had 10 instances of unresolved disallowed time occurrences and eight instances of unresolved unauthorized overtime between February 10 and May 10, 2024.27 Management did not complete PS Forms 1017-A, Time Disallowance Record, or 1017-B, Unauthorized Overtime Record, entries in the Time and Attendance Collection System (TACS).²⁸ Management also did not print and retain PS Forms 1017-A,²⁹ or PS Forms 1017-B,³⁰ for any of these occurrences.

In addition, unit management did not keep a notebook binder for PS Forms 1017-A. They had a binder for PS Forms 1017-B, but it did not contain the printouts of the eight unresolved unauthorized occurrences. Further, the binder was kept on top of a cabinet beside the supervisor's desk and not stored in a secured place from unauthorized access.

Why Did It Occur

Regarding disallowed time and unauthorized overtime, the AM supervisor stated she was unaware of the policies to print and retain PS Forms 1017-A and 1017-B in a secure location, and to annotate that they had discussed the matter with the employee. She was also unaware that she needed to resolve them in TACS.

What Should Have Happened

Postal Service policy³¹ states that pay adjustment certifications are to be kept on file and attached to supporting documentation for the current calendar year plus the three previous years. Policy³² further states unit personnel must complete PS Forms 1017-A and 1017-B entries and place them in a notebook binder that is secured from unauthorized access documenting the reason for the disallowed time or unauthorized overtime. Postal guidance³³ also provides instructions on how to complete the entries in TACS.

Effect on the Postal Service and Its Customers

When proper documentation of pay adjustments, time disallowance, and unauthorized overtime is not completed, management could incur additional managerial workhours. In addition, the Postal Service risks violation of the Fair Labor Standards Act³⁴ when unit management does not maintain documentation that shows the justifiable reason and employee notification for disallowed time.

Postal Service Response

²⁷ We did not find any issues with the PS Form 2240, Pay, Leave, or Other Hours Adjustment Request.

²⁸ The system used by the Postal Service to automate the collection of employee time and attendance information.

²⁹ Form used only when a supervisor observes, or has reason to know, that an employee did not work, while "on the clock." The supervisor must document the basis for any such disallowance. These forms serve as a cumulative record of disallowed time.

³⁰ Managers and supervisors are required to complete a PS Form 1017-B the first time a non-exempt employee incurs unauthorized overtime. These forms serve as a cumulative record of unauthorized overtime.

³¹ AdjustPay User Guide, Course No. 31202-25, updated February 9, 2017.

³² Handbook F-21, Time and Attendance, Section 146 - Approving Entries, February 2016. 33 TACS Training Page, Training Video 1017-A 1017 B Enhancement Demo.

^{34 29} USC § 201-219

Finding # 4: Property Conditions

What We Found

We found safety, security, and maintenance issues at the North Charleston Branch.

Property Safety

- Nine fire extinguishers missing monthly inspections and two last inspected in April 2024. One fire extinguisher missing annual inspection. The last inspection was performed in March 2019.
- Loose handrail on the step at loading dock area
- One blocked fire extinguisher on the workroom floor.
- One cracked electrical cover in the breakroom.

Property Security

- Barbed wire missing on some sections of the fence.
- Lights not working in employee parking lot.

Property Maintenance

- Damaged wall on front side of the building (see Figure 4).
- Damaged walls by the PO Box and window clerk areas (see Figure 5).
- Stained ceiling tiles at vestibule by loading dock area.
- Stained carpet toward station manager's office (see Figure 6).
- Water in mechanical rooms (see Figure 7).

Figure 4. Damaged Wall on Front Building



Source: OIG photo taken June 5, 2024.

Figure 5. Damaged Walls in PO Box and Window Clerk Areas



Source: OIG photos taken June 5, 2024.

Figure 6. Stained Carpet



Source: OIG photo taken June 5, 2024.

Figure 7. Water in Mechanical Rooms

Source: OIG photos taken June 5, 2024.

Why Did It Occur

Management did not provide sufficient oversight and take the necessary actions to verify that property condition issues were corrected because other duties – such as getting the mail out for delivery each day and managing carrier unscheduled leave – took priority over addressing maintenance issues.

What Should Have Happened

Management should have provided sufficient oversight of personnel responsible for maintaining facilities, reported safety and maintenance issues as they arose, and followed up for completion. The Postal Service requires management to maintain a safe environment for employees and customers.³⁵

Effect on the Postal Service and Its Customers

Management's attention to maintenance, safety, and security deficiencies can reduce the risk of injuries to employees and customers; reduce related costs, such as workers' compensation claims, lawsuits, and penalties; and enhance the customer experience and Postal Service brand.

Postal Service Response

35 Postal Service Handbook EL-801, *Supervisor's Safety Handbook*, July 2020.

Finding # 5: Separation of Packages for Dispatch

What We Found

Employees at the North Charleston Branch did not properly separate packages destined for the Charleston P&DC. Specifically, on June 5, 2024, during the unit's evening operations, we observed that Ground Advantage³⁶ packages and Priority Mail³⁷ were commingled in the containers (see Figure 8).

Figure 8. Example of Commingled Priority Mail and Ground Advantage Packages



Source: OIG photo taken June 5, 2024.

Why Did It Occur

The carriers did not know the current policy required them to separate the Priority Mail and Ground Advantage packages and placed them in either container without checking the container designation. Also, management was not verifying that carriers placed the packages in the proper container.

What Should Have Happened

In fiscal year (FY) 2023, the Postal Service implemented changes³⁸ for the preparation and dispatch of packages to processing facilities by delivery units of a certain level.³⁹ The Postal Service requires these units to separate certain classes of packages when dispatching this mail to the processing facility.

Effect on the Postal Service and Its Customers

Proper mail preparation is required for visibility throughout the Postal Service network. When mail is not properly separated for dispatch to the processing facility, in accordance with procedures, there is an increased likelihood that mail will require additional processing steps. Furthermore, this can result in delays and service failures and an increased risk of customer dissatisfaction, which may adversely affect the Postal Service brand.

Postal Service Response

³⁶ A service providing an affordable and reliable way to send packages inside the U.S. Packages under 70 pounds arrive in two to five business days.

³⁷ An expedited service that may contain any mailable matter weighing no more than 70 pounds.

³⁸ Mail Preparation (MTEL) Changes Level 22 and Above Only, September 2023.

³⁹ All level-22 units and higher are required to follow these package separation requirements

Appendix A: Additional Information

We conducted this audit from May through August 2024 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.

In planning and conducting the audit, we obtained an understanding of the North Charleston Branch delivery operations internal control structure to help determine the nature, timing, and extent of our audit procedures. We reviewed the management controls for overseeing the program and mitigating associated risks. Additionally, we assessed the internal control components and underlying principles, and we determined that the following three components were significant to our audit objective:

- Control Activities
- Information and Communication
- Monitoring

We developed audit work to ensure that we assessed these controls. Based on the work performed, we identified internal control deficiencies related to all three components that were significant within the context of our objectives. We will issue a separate report that provides the Postal Service with the overall findings and recommendations for the East Bay Station, Mount Pleasant Post Office, and North Charleston Branch, as well as the district. Our recommendations, if implemented, should correct the weaknesses we identified. We assessed the reliability of PTR, DCV, and the TACS data by reviewing existing information, comparing data from other sources, observing operations, and interviewing Postal Service officials knowledgeable about the data. We determined that the data were sufficiently reliable for the purposes of this report.

Appendix B: Management's Comments



July 30, 2024

JOHN CIHOTA DIRECTOR, AUDIT SERVICES

SUBJECT: Management Response: North Charleston Branch, North Charleston, SC: Delivery Operations (Report Number 24-117-3-DRAFT)

Thank you for providing the Postal Service an opportunity to review and comment on the findings contained in the draft audit report, North Charleston, North Charleston, SC: Delivery Operations.

Management generally agrees with the five findings in the report on delayed mail, package scanning, timekeeping, property conditions, and sortation of packages for dispatch.

Management has begun taking steps to address the five findings.

Delayed Mail: Management will conduct a service talk on proper handling and recording of delayed mail in DCV. Management will also reiterate the requirement to use PS Form 1571 Undelivered Mail Report. Reviews will be conducted to monitor for compliance. To address staffing, management held job fairs and are currently onboarding new hires.

Package Scanning: Management will provide a service talk on proper scanning procedures and conduct reviews to monitor compliance.

Timekeeping Management: Local management will be retrained on proper record keeping for disallowed time, and unauthorized overtime. Management will create, accurately maintain, and secure logbooks for PS Forms 1017-A *Time Disallowance Record* and PS Forms 1017-B *Unauthorized Overtime Record*. Additionally, reviews will be conducted to monitor for compliance.

Property Conditions: Management has abated five of the twelve property conditions related to safety, security, and maintenance. Management is working to resolve the remaining issues, in which some may require submission of workorders for assistance from other resources.

Sortation of Packages for Dispatch: Management will provide service talks to reinforce package separation practices to ensure Priority Mail is not comingled with non-priority mail. Reviews will be conducted to monitor for compliance.

E-SIGNED by COREY.D RICHARDS on 2024-07-30 20:10:44 EDT

Corey D. Richards District Manager, South Carolina District

cc: Vice President, Area Retail & Delivery Operations (Southern) Corporate Audit Response Management

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