

# Revere Carrier Annex, Revere, MA: Delivery Operations

## AUDIT REPORT

Report Number 24-154-3-R25 | December 10, 2024



# Transmittal Letter



OFFICE OF INSPECTOR GENERAL  
UNITED STATES POSTAL SERVICE

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December 10, 2024

**MEMORANDUM FOR:** Dermot G. Tuohy  
MANAGER, MASSACHUSETTS-RHODE ISLAND  
DISTRICT

A handwritten signature in black ink, reading "Joseph E. Wolski", is centered below the memorandum header.

**FROM:** Joseph E. Wolski  
Director, Field Operations, Atlantic & WestPac

**SUBJECT:** Audit Report – Revere Carrier Annex, Revere, MA: Delivery Operations  
(Report Number 24-154-3-R25)

This report presents the results of our audit of delivery operations and property conditions at the Revere Carrier Annex, Revere, MA.

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, Atlantic Area Retail & Delivery Operations  
Director, Retail & Post Office Operations Maintenance  
Corporate Audit and Response Management

# Results

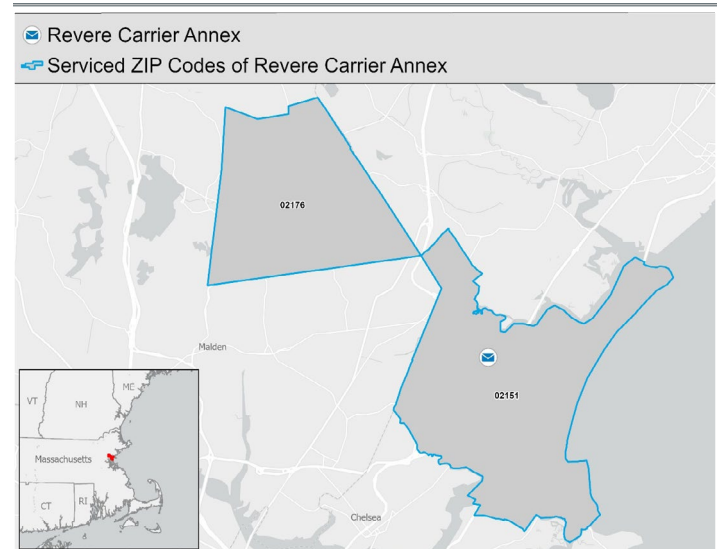
## Background

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 self-initiated audit of delivery operations and property conditions at the Revere Carrier Annex in Revere, MA (Project Number 24-154-3). The Revere Carrier Annex is in the Massachusetts-Rhode Island (MA-RI) District of the Atlantic Area and services ZIP Codes 02151 and 02176 (see Figure 1). These ZIP Codes serve 92,126 people in an urban area.<sup>1</sup>

This delivery unit has 64 city routes. From July 13 through August 16, 2024, the delivery unit had five supervisors assigned.<sup>2</sup> Of these supervisors, none were detailed to a different facility during the week of our site visit. There were no employees that were acting in a higher-level supervisor detail at this facility. The Revere Carrier Annex falls under the Boston Post Office for employee availability measurement. As of August 9, 2024,<sup>3</sup> the employee availability for the Boston Post Office was 91.7 percent year-to-date, which is under the Postal Service’s retail and delivery operations employee availability goal of 93.6 percent for fiscal (FY) 2024. The Revere Carrier Annex is one of three delivery units<sup>4</sup> the OIG reviewed during the week of September 16, 2024, that are serviced by the Boston Processing and Distribution Center (P&DC).

**Figure 1. ZIP Codes Serviced by the Revere Carrier Annex**



Source: OIG analysis of ZIP Code data.

We assessed all units serviced by the Boston P&DC based on the number of Customer 360<sup>5</sup> (C360) delivery-related inquiries,<sup>6</sup> Informed Delivery<sup>7</sup> contacts, stop-the-clock<sup>8</sup> (STC) scans performed away from the delivery point, and undelivered route information between May 1 and July 31, 2024. We also reviewed first and last mile failures between May 4 and August 2, 2024.

We judgmentally selected the Revere Carrier Annex primarily based on the number of C360 inquiries related to delivery and Informed Delivery contacts. The unit was also chosen based on first and last mile failures and undelivered routes. See [Table 1](#) for a comparison of some of these metrics between the unit and the rest of the district.

1 We obtained ZIP Code information related to population and urban/rural classification from 2020 Census Bureau information.  
2 According to the Postal Service (PS) Form 50, *Notification of Personnel Action*, associated with the unit as of September 17, 2024.  
3 The last day of Pay Period 17.  
4 The other two units are Brookline Branch, Brookline, MA (Project Number 24-154-1), and Fort Point Station, Boston, MA (Project Number 24-154-2).  
5 A cloud-based application that enables Postal Service employees to diagnose, resolve, and track customer inquiries.  
6 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 mailpiece. Examples of STC scans include "Delivered," "Available for Pickup," and "No Access."

**Table 1. Delivery Metrics Comparison Between May 1 and July 31, 2024**

Delivery Metric	Unit Average per Route	District Average per Route
C360s Related to Delivery	6.0	4.0
Informed Delivery Contacts	20.8	8.4

Source: OIG analysis of Postal Service’s C360 and Informed Delivery data extracted on August 6, 2024.

### Objective, Scope, and Methodology

Our objective was to evaluate mail delivery operations and property conditions at the Revere Carrier Annex in Revere, MA.

To accomplish our objective, we focused on the following audit areas: delayed mail, package scanning, arrow keys,<sup>9</sup> carrier separations and transfers, and property safety and security conditions. Specifically, we reviewed delivery metrics, including the number of routes and carriers, mail arrival time, amount of reported delayed mail, package scanning, and carrier complement. During our site visit, we observed mail conditions; package scanning procedures; arrow key security procedures; employee separation procedures; and unit safety and security conditions. We also analyzed the scan status of mailpieces at the carrier cases and interviewed unit management and employees. We discussed our observations and conclusions as summarized in Table 2 with management on November 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 Revere Carrier Annex. We will issue a separate capping report<sup>10</sup> that provides the Postal Service with the overall findings and recommendations for all three delivery units, as well as the district. The capping report will include actions taken by management to address the issues identified in this interim report. See [Appendix A](#) for additional information about our scope and methodology.

### Results Summary

We identified issues affecting delivery operations and property conditions at the Revere Carrier Annex. Specifically, we found issues with four of the areas we reviewed (see Table 2).

**Table 2. Summary of Results**

Audit Area	Deficiencies Identified	
	Yes	No
Delayed Mail	X	
Package Scanning	X	
Arrow Keys	X	
Separations and Transfers		X
Property Conditions	X	

Source: Results of our fieldwork during the week of September 16, 2024.

We analyzed employee data and did not identify any issues with employee separations and transfers.

<sup>9</sup> 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.

<sup>10</sup> Project Number 24-154.

## Finding #1: Delayed Mail

### What We Found

On the morning of September 17, 2024, we identified 2,837 delayed mailpieces<sup>11</sup> at 53 of 64 carrier cases. Specifically, we identified 1,889 letters, 943 flats, and five packages. In addition, management did not report this mail as undelivered in the Delivery Condition Visualization (DCV)<sup>12</sup> system. See Figure 2 for examples of delayed mail found at carrier cases. Further, the carriers did not complete Postal Service (PS) Forms 1571, *Undelivered Mail Report*,<sup>13</sup> to document undelivered mailpieces.

### Why Did It Occur

Managers did not verify that all mail was cleared from the unit and delayed mail entered in the DCV system because they were unfamiliar with delayed mail requirements. Management stated that carriers that helped to deliver mail for vacant routes did not have enough time to complete all mail deliveries. The unit had seven vacant routes, and four carriers called out on the day before our arrival. Management did not know that undelivered mail brought back by carriers needed to be delivered that day or entered into the DCV system as delayed mail. Also, management stated it was unaware of the Redline Policy,<sup>14</sup> which identifies the actions to take when carriers return to the unit with undelivered mail.

Figure 2. Examples of Delayed Mail in the Carrier Cases



Source: OIG photos taken September 17, 2024.

<sup>11</sup> OIG estimate based on Postal Service conversion factors in Management Instruction PO-610-2007-1, Piece Count Recording System.

<sup>12</sup> 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.

<sup>13</sup> PS Form 1571, *Undelivered Mail Report*, lists all mail distributed to the carrier for delivery that was left in the office or returned undelivered.

<sup>14</sup> A standardized framework encompassing manager and carrier duties and responsibilities after carriers return to the delivery unit upon completion of delivery assignments. Carriers do not cross the red line with any mail in their possession.

## What Should Have Happened

Management should have made sure that all mail was delivered on the day it was committed for delivery and reported delayed mail in the DCV system. Postal Service policy<sup>15</sup> states that all types of First-Class Mail, Priority Mail, and Priority Mail Express are always committed for delivery on the day of receipt. In addition, managers are required<sup>16</sup> to report all mail in the delivery unit after the carriers have left for their street duties as either delayed or curtailed in the DCV system. Management also must update the DCV system if volumes have changed prior to the end of the business day. In addition, policy<sup>17</sup> states delivery units must follow the redline process, which includes carriers completing a PS Form 1571 for any undelivered mail brought back to the delivery unit.

## 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 DCV 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.

<sup>15</sup> *Committed Mail & Color Code Policy for Marketing Mail* stand-up talk, February 2019.

<sup>16</sup> *Informed Visibility Delivery Condition Visualization User Guide*, August 2023.

<sup>17</sup> Standard Operating Procedures, *Redline Policy*.

# Finding #2: Package Scanning

## What We Found

Employees improperly scanned packages at the delivery unit, scanned packages away from the intended delivery point, and handled packages incorrectly at the unit.

We reviewed package scanning data for scans that occurred at the unit and removed any potentially accurate scans performed.<sup>18</sup> In total, employees improperly scanned 134 packages at the delivery unit between May and July 2024 (see Table 3). Further analysis of the STC scan data for these packages showed that 54.5 percent were scanned “Delivered.”

**Table 3. STC Scan Types at Delivery Unit**

Scan Type	Count	Percent of Scans
Delivered	73	54.5%
Delivery Attempted - No Access	56	41.8%
No Secure Location Available	2	1.5%
Delivery Exception - Animal Interference	2	1.5%
Refused	1	0.7%
<b>Total</b>	<b>134</b>	<b>100%</b>

Source: OIG analysis of the Postal Service’s Product Tracking and Reporting (PTR) system data. PTR is the system of record for all delivery status information for mail and packages with trackable services and barcodes.

We also reviewed 113 scans occurring away from the delivery unit and over 1,000 feet<sup>19</sup> from the intended delivery point between May and July 2024 (see Table 4). We removed scans that could have been performed within policy, such as “Animal Interference” and “Unsafe Conditions.” Further analysis of the STC scan data for these packages

showed that 92.9 percent of them were scanned “Delivered.”

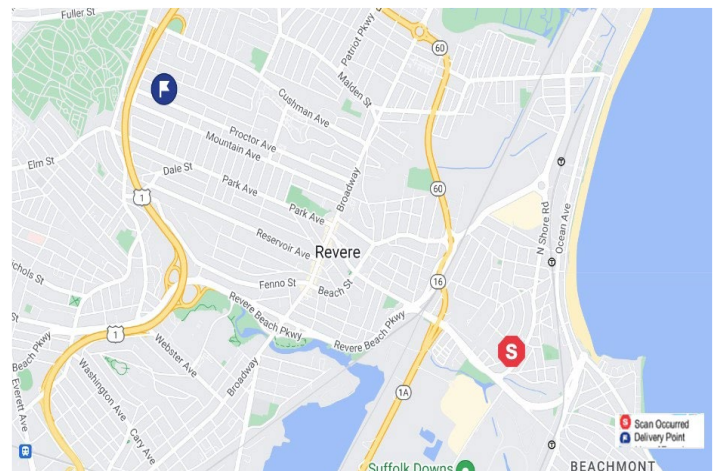
**Table 4. STC Scan Types Over 1,000 Feet Away From Delivery Point**

Scan Type	Count	Percent of Scans
Delivered	105	92.9%
Delivery Attempted - No Access	8	7.1%
<b>Total</b>	<b>113</b>	<b>100%</b>

Source: OIG analysis of the Postal Service’s PTR system data.

For example, the map below (see Figure 3) shows an instance where a carrier scanned a package as delivered 2.2 miles away from the delivery point.

**Figure 3. Scan Away From the Delivery Point in Revere, MA**



Source: Postal Service Single Package Look Up.

We also found issues with scanning and handling of packages in the unit. On the morning of September 17, 2024, before carriers arrived for the day, we selected all 12 packages from the carrier cases to review and analyze scanning and tracking history. Of the 12

<sup>18</sup> 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.  
<sup>19</sup> 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 feet from the delivery point.

sampled packages, six (50 percent) had improper scans or handling issues, including:

- Four packages from the carrier cases were scanned over 1,000 feet from the delivery point. These scans ranged from 0.3 to 2.2 miles from the delivery point, and had the following scans:
  - Two packages were scanned “Delivery Attempted – No Access to Delivery Location,” and one package was scanned “Return to Post Office for Address Verification.” These scans should be made as close to the delivery point as possible.
  - One package was scanned “Delivered,” which should only be performed when a package is successfully left at the customer’s delivery address.
- One package from the carrier case was missing an “Arrival-at-Unit” scan, which is imperative for meeting customer expectations.
- One package that was out for delivery the prior day did not have an STC scan.

### Why Did It Occur

These scanning issues occurred because unit management did not adequately monitor and enforce proper package scanning procedures. The delivery unit manager stated he was not aware of the improper scans made by carriers. The manager added, and some of the carriers confirmed, that carriers will sometimes scan packages at the correct location, but the scan data will indicate a location farther away. However, management had not reported the issue for further investigation by the information technology helpdesk.

### 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,<sup>20</sup> which includes scanning packages at the time and location of delivery.<sup>21</sup> Also, management should have reported scanner technical issues to the Help Desk.<sup>22</sup>

### 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

The Postal Service agreed with this finding.

<sup>20</sup> *Delivery Done Right the First Time* stand-up talk, March 2020.

<sup>21</sup> *Carriers Delivering the Customer Experience* stand-up talk, July 2017.

<sup>22</sup> Postal Service Standard Operating Procedure - Scanning, Page 4.



## Finding #3: Arrow Keys

### What We Found

Unit management did not properly manage and safeguard arrow keys. On the morning of September 18, 2024, we reviewed the unit's arrow key certification list in the Retail and Delivery Applications and Reports (RADAR)<sup>23</sup> system and conducted a physical inventory of keys at the unit. We determined four of the 83 keys located at the unit were not on the list. In addition, arrow keys were not always kept secure. Specifically, in the afternoon when carriers returned to the unit, we observed the carriers leaving the arrow keys [REDACTED] unattended (see Figure 4). Later in the afternoon, we observed the PM clerk gathering the unattended keys and placing them into the arrow keys cart.

Figure 4. Unattended Arrow Keys [REDACTED]



Source: OIG photo taken September 18, 2024.

### Why Did It Occur

Management did not provide sufficient oversight to properly manage and safeguard arrow keys. Specifically, unit management was not aware of the extra keys we found nor that the arrow key certification did not include all the unit's arrow keys. In addition, unit management did not properly safeguard arrow keys returned by carriers because it overlooked the risk of leaving the keys unattended [REDACTED]

### What Should Have Happened

Management should have verified that arrow key security procedures were properly followed. According to Postal Service policy,<sup>24</sup> management must keep an accurate inventory of all arrow keys. In addition, arrow keys must remain secured when not assigned to personnel. Upon return from their routes, carriers should deposit arrow keys in a secure location, and a supervisor or clerk must verify all keys have been returned and accounted for daily.

### Effect on the Postal Service and Its Customers

When there is insufficient oversight and supervision of accountable items, such as arrow keys, there is increased risk of mail theft. These thefts damage the Postal Service's reputation and diminish public trust in the nation's mail system. Additionally, because arrow keys open mail receptacles, lost or damaged keys can result in undelivered mail.

### Postal Service Response

The Postal Service agreed with this finding.

<sup>23</sup> The arrow key certification in RADAR provides a national platform for all facilities to verify current inventory and account for all arrow keys.

<sup>24</sup> Arrow/Modified Arrow Lock (MAL) Key Accountability Standard Work Instruction, dated May 2024.

## Finding # 4: Property Conditions

### What We Found

We found safety and security issues at the Revere Carrier Annex.

#### Property Safety:

- One fire extinguisher was missing the annual inspection.
- One workroom floor wall exhibited a red “Fire Extinguisher” location marking, but the fire extinguisher was inaccessible because it was located behind a locked mechanical room door (see Figure 5).

**Figure 5. Inaccessible Fire Extinguisher**



Source: OIG photo taken September 18, 2024.

#### Property Security:

- The parking lot gates were not closed and locked during closed hours.

### Why Did It Occur

Management did not provide sufficient oversight and take the necessary actions to verify that all property condition issues were corrected. The unit manager was not aware of the inaccessible fire extinguisher nor the extinguisher missing annual inspection. In addition, the PM supervisor stated that the gates are not closed at the end of the night because she was not aware that they needed to be closed.

### What Should Have Happened

Management should have provided sufficient oversight of personnel responsible for maintaining facilities, reported safety and security issues as they arose, and followed up for completion. The Postal Service requires management to maintain a safe environment for employees and customers.<sup>25</sup>

### Effect on the Postal Service and Its Customers

Management’s attention to 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

The Postal Service agreed with this finding.

<sup>25</sup> Postal Service Handbook EL-801, *Supervisor’s Safety Handbook*, July 2020.

# Appendix A: Additional Information

We conducted this audit from September through December 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 Revere Carrier Annex 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 control activities, information and communication, and monitoring 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 Brookline Branch, Fort Point Station, and Revere Carrier Annex, as well as the district.

We assessed the reliability of PTR, DCV, and the Time and Collection System 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



November 25, 2024

JOHN CIHOTA  
DIRECTOR, AUDIT OPERATIONS

SUBJECT: Management Response: Revere Carrier Annex, Revere, MA: Delivery Operations  
(Report Number 24-154-3 - DRAFT)

Thank you for providing the Postal Service with an opportunity to review and comment on the findings contained in the draft audit report, *Revere Carrier Annex, Revere, MA: Delivery Operations*.

Management agrees with the four findings in the report on delayed mail, package scanning, arrow keys and property conditions.

Management has begun taking steps to address the four 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.

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

*Arrow Keys:* Management will update the inventory log to reflect all arrow keys on hand. Management will also provide training on proper handling and security of arrow keys. Additionally, reviews will be conducted to monitor for compliance.

*Property Conditions:* Management has abated the three property conditions identified in the report.

E-SIGNED by DERMOT.G TUOHY  
on 2024-11-26 18:15:15 EST

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Dermot Tuohy  
A/Manager, MA-RI District

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

# OFFICE OF INSPECTOR GENERAL

UNITED STATES POSTAL SERVICE



This document contains sensitive information that has been redacted for public release. These redactions were coordinated with USPS and agreed to by the OIG.

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