

# Shaker Heights Station, Cleveland, OH: Delivery Operations

## AUDIT REPORT

Report Number 25-141-3-R26 | December 22, 2025





# Table of Contents

## Cover

<b>Transmittal Letter</b> .....	1
---------------------------------	---

<b>Results</b> .....	2
----------------------	---

Background .....	2
------------------	---

Objective, Scope, and Methodology .....	3
---	---

Results Summary .....	3
-----------------------	---

Finding #1: Delayed Mail.....	5
-------------------------------	---

Postal Service Response.....	6
------------------------------	---

Finding #2: Package Scanning .....	7
------------------------------------	---

Postal Service Response.....	8
------------------------------	---

Finding #3: Arrow Keys .....	9
------------------------------	---

Postal Service Response.....	9
------------------------------	---

Finding # 4: Property Conditions .....	10
--	----

Postal Service Response.....	10
------------------------------	----

<b>Appendix A: Additional Information</b> .....	11
---	----

<b>Appendix B: Management's Comments</b> .....	12
--	----

<b>Contact Information</b> .....	13
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# Transmittal Letter



OFFICE OF INSPECTOR GENERAL  
UNITED STATES POSTAL SERVICE

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December 22, 2025

**MEMORANDUM FOR:** SUSAN A. TAYLOR  
MANAGER, OHIO 1 DISTRICT

A handwritten signature in black ink, reading "Sean Balduff", is centered below the memorandum header.

**FROM:** Sean Balduff  
Director, Field Operations, Central & Southern

**SUBJECT:** Audit Report – Shaker Heights Station, Cleveland, OH: Delivery  
Operations (Report Number 25-141-3-R26)

This report presents the results of our audit of delivery operations and property conditions at the Shaker Heights Station in Cleveland, OH.

We appreciate the cooperation and courtesy provided by your staff. If you have any questions or need additional information, please contact Ramona Gonzalez, 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, Central 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.

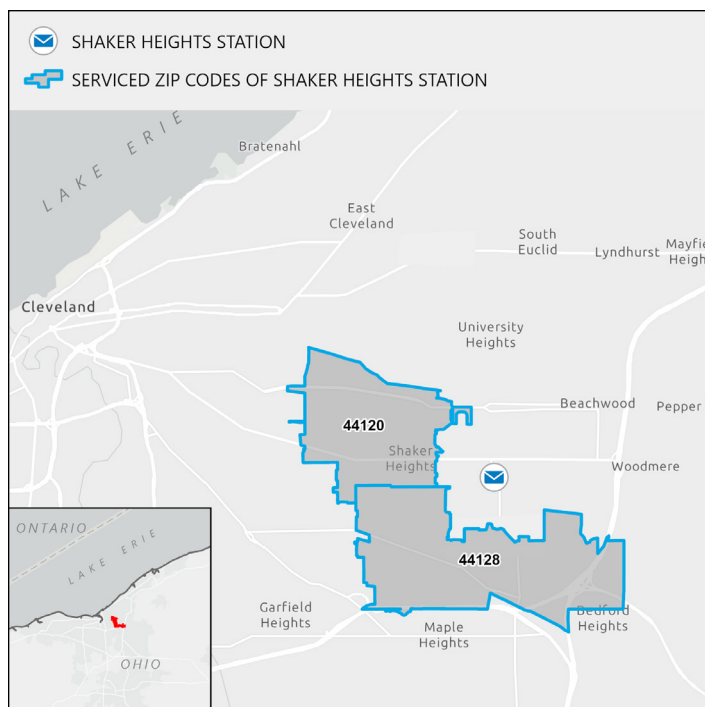
This interim report presents the results of our self-initiated audit of delivery operations and property conditions at the Shaker Heights Station in Cleveland, OH (Project Number 25-141-3). The Shaker Heights Station is in the Ohio 1 District of the Central Area and serves about 62,998 people in ZIP Codes 44120 and 44128, which are considered urban areas<sup>1</sup> (see Figure 1).

This delivery unit has 61 city routes. From August 23 through September 19, 2025, the delivery unit had five supervisors assigned.<sup>2</sup> The Shaker Heights Station falls under the Cleveland Post Office for employee availability<sup>3</sup> measurement. As of August 22, 2025,<sup>4</sup> the year-to-date employee availability rate for the Cleveland Post Office was 92.4 percent, which is under the Postal Service's retail and delivery operations employee availability goal of 93.7 percent for fiscal year 2025. The Shaker Heights Station is one of three delivery units<sup>5</sup> the OIG reviewed during the week of September 22, 2025, that are serviced by the Cleveland Processing and Distribution Center (P&DC).

We assessed all units serviced by the Cleveland P&DC based on the number of Customer 360 (C360)<sup>6</sup> delivery-related inquiries,<sup>7</sup> stop-the-clock (STC)<sup>8</sup> scans performed away from the delivery point and at

the unit, undelivered route information, and Leg 1 and Leg 3 failures<sup>9</sup> between May 1 and July 31, 2025.

**Figure 1. ZIP Codes Serviced by the Shaker Heights Station**



Source: OIG analysis of ZIP Code data.

We judgmentally selected the Shaker Heights Station primarily based on the number of C360 inquiries related to delivery and STC scans performed away from the delivery point. We also chose this unit based on Leg 1 and Leg 3 failures. See Table 1 for a comparison of some of these metrics between the unit and the rest of the district.

<sup>1</sup> We obtained ZIP Code information related to population and urban/rural classification from 2020 Census Bureau information.

<sup>2</sup> Assignments based on the Postal Service's Time and Attendance Collection system (TACS). TACS is the system used by the Postal Service to automate the collection of employee time and attendance information.

<sup>3</sup> The Postal Service calculates employee availability by dividing straight time hours worked by potential straight time hours. Potential straight time hours generally include actual straight time hours worked, sick leave taken, and leave without pay.

<sup>4</sup> August 22, 2025 was the last day of Pay Period 18.

<sup>5</sup> The other two units were Station B, Cleveland, OH (Project Number 25-141-1) and Cleveland Heights Branch, Cleveland Heights, OH (Project Number 25-141-2).

<sup>6</sup> Customer 360 is a cloud-based application that enables Postal Service employees to diagnose, resolve, and track customer inquiries.

<sup>7</sup> Delivery-related inquiries include a compilation of package inquiry, package pickup, daily mail service, and hold mail inquiries.

<sup>8</sup> An STC scan is 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."

<sup>9</sup> Leg 1 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. Leg 3 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.

Table 1. Delivery Metric Comparison Between May 1 Through July 31, 2025

Delivery Metric	Unit Average per Route	District Average per Route
C360 Delivery Inquiries	4.1	3.1
Scans Over 1,000 Feet From Delivery Point	14.4	3.7

Source: OIG analysis of Postal Service's C360 and Product Tracking and Reporting (PTR) System data extracted August 27, 2025. 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 Shaker Heights Station in Cleveland, OH.

To accomplish our objective, we focused on the following audit areas: delayed mail, package scanning, arrow keys,<sup>10</sup> carrier separations and transfers, Voyager card<sup>11</sup> transactions, property safety and security conditions, and package separations. 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 September 23–25, 2025, we reviewed mail conditions, package scanning procedures, arrow key security procedures, carrier separation and transfer procedures, Voyager card transactions, unit safety and security conditions, and package separation procedures. We also analyzed the scan status of mailpieces at the carrier cases and interviewed unit management and employees. We discussed our observations and conclusions with management on December 2, 2025, and included its comments, where appropriate (see Table 2).

We are issuing this interim report to provide the Postal Service with timely information regarding conditions we identified at the Shaker Heights Station. We will issue a separate capping report<sup>12</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 Shaker Heights Station. 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	
Carrier Separations and Transfers		X
Voyager Card Transactions		X
Property Conditions	X	
Package Separations		X

Source: Results of our fieldwork during the week of September 22, 2025

<sup>10</sup> Arrow keys are distinctively shaped keys that 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>11</sup> The U.S. Postal Service uses credit cards, called Voyager cards, to pay for commercially purchased fuel, oil, and routine maintenance for its vehicles.  
<sup>12</sup> The capping report project number is 25-141.

For the audit areas where issues were not identified, we performed the following:

- Carrier Separations and Transfers – We analyzed employee data from July 12 through August 22, 2025. All carriers assigned to the unit either reported to work or were accounted for by management during this time, indicating no issues with carrier separations and transfers.
- Voyager Card Transactions – We analyzed voyager card transactions from March 8 through August 31, 2025. All exceptions were reconciled appropriately and we did not identify issues with voyager card transactions.
- Package Separations – We observed package separation procedures on September 24, 2025, and determined the unit was properly separating Priority Mail from non-Priority Mail packages.



## Finding #1: Delayed Mail

### What We Found

On the morning of September 23, 2025, we identified 2,237 delayed mailpieces<sup>13</sup> at 19 carrier cases. Specifically, we identified 2,057 letters, 170 flats, and 10 packages. In addition, management did not report this mail as undelivered in the Delivery Condition Visualization (DCV)<sup>14</sup> system. See Figure 2 for examples of delayed mail found at carrier cases. Further, most of the carriers did not complete Postal Service (PS) Forms 1571, *Undelivered Mail Report*,<sup>15</sup> to document undelivered mailpieces.

### Why Did It Occur

The delayed mail we identified was due to a lack of management oversight. Specifically, the PM supervisor did not follow the redline process<sup>16</sup> by interacting with each carrier as they returned from their routes with undelivered mail or conduct a thorough walkthrough to confirm that carrier cases were cleared of mail. In addition, the supervisor did not enforce the requirement for carriers to complete PS Forms 1571, documenting the reason why the mail could not be delivered. The supervisor stated she prioritized other duties, such as verifying that all packages received an STC scan; ensuring that collection mail was picked up, ensuring the building and vehicles were secured; and addressing telephone calls and emails to the district.

In addition, management did not report delayed mail in the DCV system. The morning supervisor stated that she only reports mail that could not be sorted or assigned to carriers in time for them to take it out for delivery, while the PM supervisor stated she was never instructed to report delayed mail in the DCV system.

**Figure 2. Examples of Delayed Mail in the Carrier Cases**



Source: OIG photos taken before carriers arrived on the morning of September 23, 2025.

<sup>13</sup> Count of mail included individual piece counts and OIG estimate based on Postal Service conversion factors in Management Instruction PO-610-2007-1, *Piece Count Recording System*, and Handbook M-32, *Management Operating Data Systems*, Appendix D.

<sup>14</sup> DCV is 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>15</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>16</sup> The redline process is a standardized framework encompassing manager and carrier responsibilities after carriers return to the delivery unit upon completion of delivery assignments, ensuring that any mail returned from the street is identified with a signed completed PS Form 1571 and that no mail is taken back to the carrier case.

## What Should Have Happened

Management should have ensured that all mail was processed and delivered daily. Postal Service policy<sup>17</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, policy<sup>18</sup> states that 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. In addition, managers are required<sup>19</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. Further, management must update the DCV system if volumes have changed prior to the end of the business day.

## 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.

<sup>17</sup> *Committed Mail & Color Code Policy for Marketing Mail* stand-up talk, February 2019.

<sup>18</sup> *Redline Policy Standard Operating Procedures*.

<sup>19</sup> *Informed Visibility Delivery Condition Visualization User Guide*, July 31, 2025.



## Finding #2: Package Scanning

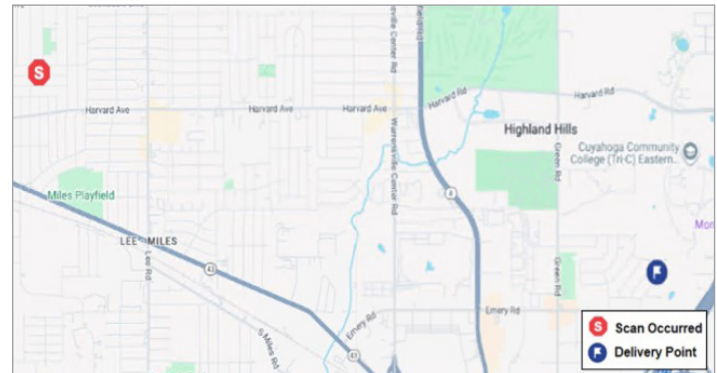
### What We Found

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.

On the morning of September 23, 2025, before carriers arrived for the day, we selected 30 packages from the carrier cases to review and analyze scanning and tracking history. Of the 30 sampled packages, 18 (60 percent) had improper scans or handling issues, including:

- Eight packages were scanned "Insufficient Address," "No Authorized Recipient Available," or "Vacant," but were held at the carrier case since June 26, 2025 instead of being returned to the sender.
- Three packages were scanned "Delivered, In/At Mailbox," which should only be performed when a package is successfully left at the customer's delivery address.
- Three packages were scanned "Held at Post Office at Customer Request" for over 30 days and were not returned to the sender as required.
- Three packages were scanned "Delivery Attempted – No Access to Delivery Location" or "Addressee Unknown" between 0.4 and 4.7 miles away from the delivery point (see Figure 3 for an example). Scans should be made as close to the delivery point as possible.
- One package did not receive an STC scan to let the customer know the reason for non-delivery.

**Figure 3. Scan Away From the Delivery Point in Cleveland, Ohio**



Source: Postal Service Single Package Look Up.

In addition, employee barcodes were not properly managed at the facility. Specifically, employee barcodes were posted on the carrier cases, which could allow employees to log into scanners as someone else.

### Why Did It Occur

These scanning issues occurred because unit management did not adequately monitor and enforce proper package scanning and handling procedures. Management stated that it confirmed that packages received an STC scan, but it was not a part of management's daily process to check the integrity of the scan unless they received a complaint from a customer. The PM supervisor stated that she does not always interact with carriers bringing back packages because she had competing priorities such as answering phone calls, reviewing the package scan completion, and responding to emails.

In addition, management stated that it wasn't aware that employee barcodes were posted on carrier cases. During our audit, management took corrective action and removed the employee barcodes from the carrier cases.

### 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,<sup>20</sup> which includes scanning packages at the time and location of delivery.<sup>21</sup> In addition, all personnel are responsible for performing security functions and duties associated with the safeguarding of logon IDs and passwords.<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 the customer experience and the Postal Service brand. Further, securing employee barcodes prevents the opportunity for theft or other non-authorized activities to occur.

#### 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> *AS-805 Information Security*, September 2022.

## Finding #3: Arrow Keys

### What We Found

Unit management did not always verify that arrow keys were secured. Specifically, on September 25, 2025, we found two keys in carrier cases. Management also did not ensure that all arrow keys were properly accounted for in the morning and returned in the evening. We also 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 did not identify any systemic issues with the inventory.

### Why Did It Occur

The station manager did not verify that proper arrow key procedures were followed. Specifically, the station manager relied on a clerk to verify that all keys were accounted for each morning and properly assign them to the carriers. In addition, the station manager assigned the PM supervisor the responsibility for verifying that all keys were returned from the carriers at the end of the day. However, the station manager stated that she did not follow-up to verify the procedures were correctly implemented due to an oversight.

### 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. Any missing keys must be immediately reported to the U.S. Postal Inspection Service.

In addition, policy states that arrow keys must remain secured until they are individually assigned to personnel. A supervisor or clerk must supervise employees signing out keys on the inventory log. Upon return, arrow keys should be deposited in a secure location and a supervisor or clerk must verify that 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> U.S. Postal Service Arrow Key Guidebook, Standard Work Instructions, dated March 2025.



## Finding # 4: Property Conditions

### What We Found

We found property safety and security issues at the Shaker Heights Station. Specifically, we identified two blocked fire extinguishers and there was no sign posted entering the employee parking lot stating that vehicles may be subject to search.

### Why Did It Occur

Management did not provide sufficient oversight and take the necessary actions to verify that property condition issues were corrected because delivery operations took priority over addressing safety and security issues. The station manager stated she was unaware of the blocked fire extinguishers and the required subject to search sign. During our audit, management took corrective action and unblocked the fire extinguishers.

### What Should Have Happened

Management should have provided sufficient oversight of personnel responsible for addressing safety hazards and followed up for completion. The Postal Service requires management to maintain a safe environment for employees and customers.<sup>25</sup> In addition, the Postal Service is required to provide signage that vehicles may be subject to search.<sup>26</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. In addition, proper signage in the employee parking lot could reduce the risk of employee theft and associated costs.

### Postal Service Response

The Postal Service agreed with this finding.

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

<sup>26</sup> Handbook RE-5, *Building and Site Requirements*, Site Security, 2-2.4 – Site Signage, September 2009.

# Appendix A: Additional Information

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We conducted this audit from September through December 2025 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 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 Shaker Heights Station, Station B, and Cleveland Heights Branch, as well as the district.

We assessed the reliability of PTR and DCV 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



December 3, 2025

LAURA LOZON  
DIRECTOR, AUDIT SERVICES

SUBJECT: Management Response: Shaker Heights Station, Cleveland, OH: Delivery Operations (Report Number 25-141-3-DRAFT)

Thank you for providing the Postal Service with an opportunity to review and comment on the findings contained in the draft audit report, *Shaker Heights Station, Cleveland, OH: Delivery Operations*.

Management generally agrees with the four findings in the report on delayed mail, arrow keys, package scanning 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* and follow the *Redline process*. Reviews will be conducted to monitor for compliance.

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

*Arrow Keys:* Management will update the inventory log to reflect all arrow keys on hand and report all missing keys to the US Postal Inspection Service. Management will also conduct training on proper management and security of arrow keys. Additionally, reviews will be conducted to monitor for compliance.

*Property Conditions:* Management has abated the security issue found during the audit.

E-SIGNED by SUSAN A TAYLOR  
on 2025-12-03 12:37:38 EST

Susan Taylor  
District Manager, Ohio 1 District

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



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