

JOINT CITY DELIVERY COMMITTEE MEETING
December 11-12, 1979

NALC Agenda Item #1

Section 156 of the M-39 Handbook provides for the inspection of routes thirty (30) days after the start of motorization.

The Postal Service's program on vehicle fuel conservation issued May 1979 requires converting 10,000 motorized routes to foot routes in FY 1980.

It is the NALC's position that when motorized routes are converted to foot routes, an inspection of the route should be conducted thirty (30) days after demotorization.

The NALC requests that instructions to Field Managers be issued accordingly.

Management's Position

In most instances, the demotorization program results in a minor portion of the total number of motorized routes in a delivery unit being demotorized. In these cases, necessary adjustments may be made in accordance with Section 141, M-39 Handbook, "Minor Adjustments," or local management may provide an inspection in accordance with Section 156, M-39 Handbook. When all motorized routes or a major portion of motorized routes in a delivery unit are demotorized, then the inspection as provided for in Section 156, M-39 Handbook, must be accomplished in accordance with instructions specified therein.

NALC Response to Management's Position

The NALC reserves their right to challenge the position taken by management in the first and second sentence. No objections were raised on the remainder of management's position.

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NALC Agenda Item #2

Section 231.5 of the M-39 Handbook provides that: "The route examiner should inform the carrier that he intends to make a fair and reasonable evaluation of the workload on the route and that in order to do so the carrier must perform his duties and travel the route in exactly the same manner as he does throughout the year. . . ." (emphasis added).

The NALC has received many complaints from the field whereby carriers are not permitted to perform their duties in the same manner during the week of inspection as they do throughout the year because local managers change procedures (office and field) immediately prior to and, in some instances, during the week of inspection. (Examples: no waiting for accountables, no withdrawing of mail, obtaining parcels, obtaining sacks, compelled to cross lawns and/or finger mail.)

It is the position of the NALC that the provisions of Section 231.5 of the M-39 Handbook must be complied with in conjunction with findings of Arbitrator Sylvester Garrett's award issued August 20, 1979 (NC-15708-D/NC-NAT-13212).

Management's Position

Operational changes, affecting an entire unit should be effected no later than the dry run, should remain in effect through the week of count and inspection and thereafter until conditions require further modifications. It is not intended to stop withdrawal of mail or use an accountable mail cart during the week of count and inspection, and then discontinue such practices immediately thereafter. Changes regarding safety and health, and changes affecting individual routes, will be made whenever necessary. Section 231.5, M-39 Handbook, and Arbitrator Sylvester Garrett's award of 8/20/79 are to be complied with.

NALC Response to Management's Position

The NALC raised no objection to management's first and second sentence. They are concerned that the final sentence is subject to abuse by local management; therefore, they reserve their right to challenge management's action pending their experience in this regard.

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NALC Agenda Item #3

The following phrase is rubberstamped on the reverse side of Form 1840 or attachments as documentation to make deductions from the carrier's evaluated office time.

"This office time is being deducted since it exceeds the efficient time necessary to perform function as a result of the route examiner's (observations)."

It is the position of the NALC that use of a rubber stamp and the aforementioned phrase violates the spirit and intent of Section 222.214b of the M-39 Handbook as modified, which reads in part: "Comments such as 'excessive time,' 'too much time,' '_____ adequate or sufficient for this function,' '_____ used on the day of inspection,' 'too slow pace,' and others similar thereto by themselves are not appropriate comments for the purpose of supporting any such adjustment. To be considered appropriate, those comments must set forth the reasons for the conclusion that less than the average actual time recorded is sufficient for the carrier to perform that function."

The NALC requests that Field Managers be instructed to cease and desist from rubberstamping comments as documentation on Form 1840 or attachments.

Management's Position

Rubber stamps are not to be used for making comments on Forms 1840. Comments relating to individual performances must reflect the recognition that each comment, although dealing with the same basic subject, will no doubt vary by some degree from a similar comment about another employee performing the same function.

NALC Response to Management's Position

The NALC raised no objections in their response to management's position on this item.

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NALC Agenda Item #4

"Under normal conditions, the office time allowance for each letter route shall be fixed at the lesser of the carrier's average time used to perform his office work during the count period, or the average standard allowable office time."

The NALC has been advised of instances where Form 1840B was used as a basis to determine a carrier's office time allowance. It is the position of the NALC that the carrier's office time allowance shall be fixed as provided by Section 242.31a of the M-39 Handbook as modified and Form 1840B should not be used for such purposes.

The NALC requests that instructions be issued to Field Managers to cease the use of Form 1840B as a basis to determine a carrier's office time.

Management's Position

The National policy is that office time is fixed as provided in Section 242.31a, M-39. This time is derived from information contained in Columns A or B of Form 1840. It is also policy that Form 1840B information must be considered in accordance with Section 242.322, M-39 Handbook, and appropriate action be taken if this analysis indicates a regulating of performance by an employee during the week of Count and Inspection.

NALC Response to Management's Position

The NALC raised no objections in their response to management's position on this item.

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NALC Agenda Item #5

Section 242.31b of the M-39 Handbook (as modified) provides:

"No mail volume adjustments will be made to carrier office work (casing and strapping out functions) or street work evaluations unless the mail volume for the week of count and inspection is at least 13% higher or lower than the average mail volume for the period between the most recent regular and the current inspection (excluding the months of June, July, August, and December)."

The NALC requests the Postal Service's method and procedures for calculating volume figures when mail volume adjustment is appropriate.

Management Position

In many offices MOD volumes are presently used to determine volumes during the week of count and inspection. Eventually, when historic information is available from the Delivery Unit Volume Recording System (DUVRS) then it will be used to establish whether volumes are at least 13% greater or less than the average weekly volume for the period between the most recent regular and the current inspection (except June, July, August, and December). Whatever system is used to arrive at the average weekly volume during the period between the most recent regular and the current inspection, that same system must be used to establish the volume during the week of count and inspection for comparison purposes. The actual counts on Forms 1838 and 1840 will not be used to establish volumes during the week of count and inspection for comparison purposes.

(See attached volume adjustment example)

VOLUME ADJUSTMENT EXAMPLE (242.31b, M-39 HANDBOOK)

The management at Anytown Station feels that an adjustment to route times must be made because the unit has experienced an unusual volume increase during the week of count and inspection which has just been concluded. Since this is a MOD I office, the determination that volumes exceed 13% during the week of count and inspection when compared to the weekly average for the period between the last regular and the current inspection is made by examining and evaluating MODS data.

- . MODS Report H (Station and Branch Operating Report) shows average weekly volumes of 736,000 pieces for this unit for the period between the last regular and the current inspection.
- . Volumes from the same report for the current week of count and inspection are 902,000 pieces for the unit.
- . Comparison of these averages shows that the volume during the week of count and inspection is increased greater than 13%. This was determined by multiplying 736,000 by .13 which equals 95,680. Adding 95,680 to 736,000 shows that any total over 831,680 pieces meets the requirements. (In another case where volume would be lower during the week of count and inspection, then 95,680 would be subtracted from 736,000 to establish that the requirement is met.) In this example, the total increase is 22.55 percent when comparing the week of count and inspection to the average week in the prescribed period. (This percentage is arrived at by subtracting 736,000 from 902,000. The remainder 166,000 is divided by 736,000 giving you a quotient of .225543.)
- . This basic information is applied to each route's averages shown on individual Forms 1840, Columns 1 and 2, titled Letter-size and Mail of All Other Sizes.
- . Route 05 shows a total for Columns 1 and 2, Form 1840, from the current inspection as 1960 pieces, of which 1300 are letter-size and 660 are other-size.

The number of pieces in excess of the average volume is 361 pieces for Route 05. (Formula used where "x" equals the average volume is: "x" is equal to the total of columns 1 and 2, Form 1840 divided by one plus the percent increase. In this example it appears thus:

$$x = \frac{1960}{1.2255}$$

$$1.2255 x = 1960$$

$$x = 1599$$

Subtract 1599 pieces (which is the average volume) from 1960 pieces (which is the volume from the 1840). This leaves 361 pieces as the excess over the average for the period between the last regular and the current inspection.

- . The mail mix (letter-size vs. mail of all other sizes) on the route during the week of count and inspection is 66% letter-size and 34% other size. (Determined by dividing 1300 by 1960 and 660 by 1960.)
- . 66% of the volume increase, which in this case is 361 pieces, equals 238 pieces of letter-size; subtracting 238 from 361 shows 123 pieces of other size.
- . By dividing the accepted standards of 18 and 8 per minute into 238 and 123 respectively, we arrive at 28 minutes. Then by dividing the strapping out standard of 70 per minute into 361, we arrive at 5 minutes. Adding the 28 minutes and 5 minutes to total 33 minutes. The 33 minutes will be deducted from the lower of the average actual or standard time on the 1840.
- . Since street time is not impacted proportionate to volume fluctuations, local documented management information will be used to determine street time adjustments for volume when the basic requirement is met and an adjustment is going to be made.

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NALC Agenda Item #6

In regard to Section 242.31b, Managers in the Northeast Regional Office issued the following instructions to the District Director of Customer Services:

"Two things should be noted, however. First, when management does have specific, documentable evidence that a volume increase of less than 13%, for example, was due totally to a one-time mailing (grand opening of a new store, special town celebration, census, etc.) reasonable adjustments to account for the increase should be made."

It is the position of the NALC that the language in Section 242.31b means literally what it says and that the exception to this provision, issued by the Northeast Region, is inappropriate.

The NALC requests that the instructions be rescinded.

Management's Position

Routes are adjusted as near to 8 hours as possible for normal mail volumes; and therefore, the adjustment must be based on volume to be handled on a route in the future on a regular on-going basis. A similar situation to the one described will occur in 1980. Census mailings handled during weeks of Count and Inspection will be noted and not built into a route. Another similar situation would be in the case of a newspaper strike. Local merchants would then be forced to seek alternate methods of delivery of advertising material to customers. Our volumes would increase for a short period and then fall back to normal after settlement of the strike. We would not build this type of definite temporary volume into a route. When these unusual situations occur during the week of count and inspection, they should be noted on Forms 1838 and 1840 so that consideration of these temporary volumes is made in the route adjustment process. The wording in Section 242.31b, M-39 Handbook, is intended to assure adjustment of a route to as near 8 hours as possible, not to establish a route which will be 8 hours for several weeks or several months.

NALC Response to Management's Position

The NALC objects to the position of management and indicates a national level grievance will be filed.

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NALC Agenda Item #7

Section 242.34e of the M-39 Handbook reads in part: "If the carrier, at the time of consultation, notes the absence of such documentation in writing on the Form 1840 or attachments thereto, and management does not supply such documentation within one week, with a copy to the carrier, the time adjustment shall be disallowed."

It has been brought to the NALC's attention that in some offices in the Western Region that a comment such as "pace too slow" was proper to justify deduction from the base street time, and that the aforementioned provision of the Memorandum was not applicable when at the time of consultation the carrier notes the absence of proper documentation, initials, and dates the Form 1840.

It is the position of the NALC that a comment such as "pace too slow" is not proper documentation to deduct from the street time. Furthermore, if the carrier so notes, initials, and dates Form 1840, and management does not provide proper documentation within one week, with a copy to the carrier, the time adjustment should be disallowed.

Management's Position

Section 242.34e, M-39 Handbook, addresses the absence, not adequacy, of documentation at the time of consultation. As raised in this agenda item, proper documentation is an appropriate item to be dealt with through grievance procedures.

NALC Response to Management's Position

The NALC reserves its rights to challenge management's position pending further review and wishes to hold further discussions on the issue.

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NALC Agenda Item #8

In some offices, carriers desire to designate on Form 1564A the post office as a street break location. In a few instances such designated locations have been disallowed.

It is the position of the NALC that if desired, the post office is an appropriate location for a street break and should be allowed.

The NALC requests that instructions be issued to Field Managers accordingly.

Management Position

When both breaks are selected on the street in accordance with 242.34a, M-39, one or both of these breaks may in some instances properly be designated as in the post office. When this happens, however, the break or breaks will be recorded as street time and must occur during the period from clocking out of the office and clocking back in from the street.

NALC Response to Management's Position

The NALC considers the first sentence of management's response vague and subject to misinterpretation by management. They reserve their right to challenge management's decision in this regard.

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NALC Agenda Item #9

The afore referenced sections of the M-39 Handbook (242.32d, 242.34e, 242.34f and 242.34g) -- as modified -- requires documentation on Form 1840 or attachment to justify any time adjustments or disallowances to a carrier's base street time, or exclusion of a day or days from Form 1840 or 1840B from the base street time computation.

The NALC has received many complaints from the field about Managers not properly documenting Form 1840 when adjustments are made to the base street time. Comments such as: "expansion of street time," "pace too slow," "patron injury," "unnecessary park points," "change in travel time," and other similar comments are without substance and not acceptable to the NALC as proper documentation to adjust a carrier's base street time.

It is the position of the NALC that documentation in writing on Form 1840 or attachments thereto, to support adjustments to base street time must not only be specific when noting improper practices, operational change, or deficiency, but must also demonstrate a rational and logical basis for any disallowances from street time, i.e., some reasonable evidence to support their conclusion. The NALC requests that such instructions be issued to Field Managers.

Management's Position

See Management's Position for agenda Item #7.

NALC Response to Management's Position

The NALC reserves its rights to challenge management's position pending further review and wishes to hold further discussions on the issue.

JOINT CITY DELIVERY COMMITTEE MEETING
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NALC Agenda Item #10

The NALC has been advised that a Sectional Center in the Southern Region has a policy of excluding a week from Form 1840B because the week contains a holiday.

It is the position of the NALC that this is an inappropriate reason for excluding a selected week from Form 1840B, and contrary to the intent of Section 242.32b(3) and 242.32c of the M-39 Handbook -- as modified.

The NALC requests that the USPS take appropriate action to halt the aforementioned policy immediately.

Management Position

When weeks have been randomly selected, in accordance with 242.32, M-39, for the first seven week period of the timecard analysis, the fact that a holiday falls within one or several of the selected weeks is not justification for excluding such week or weeks from consideration. If the regularly assigned carrier has worked at least one day during a selected week and no obviously abnormal condition was noted for that week, then the week should be utilized for development of the first seven weeks of the timecard analysis.

NALC Response to Management's Position

The NALC raised no objections in their response to management's position on this item.

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NALC Agenda Item #11

The instructions on the reverse side of Form 1840B provide among other things the following:

"(5) From Form 3997, enter the overtime and auxiliary assistance used each day; and (6) Total the morning and afternoon office time, street time, overtime, and auxiliary assistance for each day; (7) Divide the total of each item by the number of days the assigned carrier worked (usually 5) on each group of Mondays, Tuesdays, etc."

There have been instances where these instructions were not followed thus resulting in misleading figures as average street time from Form 1840B.

The NALC requests that instructions be published in a Postal Bulletin requiring that the instructions on the reverse side of Form 1840B be complied with.

Management's Position

When Forms 1840B are being completed, all time used in relation to a route on a day when the regularly assigned carrier works the route, including overtime and/or auxiliary assistance, is to be shown as part of the timecard analysis. Emphasis for proper completion of Form 1840B, Carrier Timecard Analysis, will be published in a forthcoming Postal Bulletin.

NALC Response to Management's Position

The NALC raised no objections in their response to management's position on this item.

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NALC Agenda Item #12

Section 242.32 -- Street Time -- provides: (a) For evaluation and adjustment purposes, the base for determining the street time shall be either: (1) the average street time for the seven (7) weeks random time card analysis and the week following the week of count and inspection; or (2) the average street time used during the week of count and inspection.

It has come to the NALC's attention that some Managers are selecting a base time other than the two options mentioned above. It is the position of the NALC that there are only two options available from which to select as the base street time and that appropriate instructions should be issued to Field Managers reiterating such.

Management's Position

There are only two options from which a base street time can be selected, and they are as shown in Section 242.32a, M-39 Handbook. Delivery managers will be so instructed in those offices where such instructions are shown to be appropriate.

NALC Response to Management's Position

The NALC raised no objections in their response to management's position on this item.

JOINT CITY DELIVERY COMMITTEE MEETING
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NALC Agenda Item #13

The Union desires to discuss the Postal Service's procedure of arbitrarily cancelling route inspections.

The frequent instances of route inspections being cancelled after having been scheduled and/or after the count procedures for the week have been completed, warrants attention at the National Level and the efforts of this Committee to try to find a resolve to the problem.

Discussion of this issue does not alter the position of the Union taken in Grievance #N8-NAT-0023 (Discontinuance of Breaks).

Management's Position

Issue recently arbitrated; award pending.

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NALC Agenda Item #14

In spite of the instructions issued to Field Managers by the USPS to give carriers credit for strapping out sequenced mailings, the problem of carriers not being properly credited still exists in many offices. Therefore, the NALC is requesting that necessary changes be made on Form 1838 and appropriate exhibits, and that the following instructions be reissued in the Postal Bulletin.

"On a two bundle foot or park and loop route, a flat sized sequenced mailing should be collated with the non-sequenced flats. The number of pieces of sequenced mail collated should be entered on Line 6, in the "Other Size" block, of Form 1838, Management Summary and Worksheet side. For the collating function, actual time should be recorded on Line 16 of Form 1838, Management Summary. In order to give the carrier credit for strapping out the sequenced mailing, the number of pieces collated should be added to Line 4 of Form 1838, Management Summary, along with an appropriate entry in the Comments Section. Letter carriers should indicate on the Worksheet side of Form 1838 in the Carrier's Comment Section the number of pieces and sequenced mail collated and strapped out with other flats."

Management's Position

If Other-size sequenced mail is received during the week of count and inspection on a two-bundle foot or park and loop route, the number of sequenced pieces collated with non-sequenced flats is entered on line 6, in the "Other-size block, of Form 1838, Management Summary. When Sequenced Other-size pieces are not placed in the carrier case, the strapout standard does not apply. In these instances, the strapping out function cannot in practice be separately accounted for from the collating function; therefore, actual time should be recorded on line 16, Form 1838, for both collating and strapping out. If local management requires placement of these type pieces into a case, then strapout time would also be credited on line 4, Form 1838, in addition to the collating time shown on line 16, Form 1838. This information will be published in a forthcoming Postal Bulletin and included in the next update of the M-39 and M-41 Handbooks.

NALC Response to Management's Position

The NALC raised no specific objection to management's position subject to further experience with the application of the principle in the case of non-cased sequenced othersize pieces.

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NALC Agenda Item #15

The NALC has received reports from the field indicating that the Delivery Unit Volume Recording Program is not being conducted in accordance with instructional procedures issued in March 1979. Problems such as, but not limited to: (a) Changing carrier's schedule to accommodate supervisor responsible for recording volume; (b) Supervisors not measuring all mail, but estimating volume by visual observation; (c) Clerical personnel measuring and recording volume figures; (d) System being used to determine carriers' leaving time, resulting in coercion and harassment of carriers.

Management's Position

a) Schedule changes for carriers would need to be examined on a case-by-case basis. It is not the intent that this program would be the sole cause of a schedule change for carriers.

b) There are instances when a visual estimation would be adequate and appropriate. Viewing incremental markings on case ledges and legs or full trays of mail are examples.

c) The intent of the program is that the supervisor should measure the mail.

d) Volume recording information will not be used as the sole basis for determining a carrier's leaving time.

NALC Response to Management's Position

The NALC raised no objection to management's position on a, c and d. They do take exception to response on b and submit more objective volume calculation is needed.

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NALC Agenda Item #16

The NALC has received reports from the field that in some offices new employees coming into the letter carrier craft are not receiving general orientation, craft orientation, and craft skill training as required by Section 714.2 and 714.3 of the Employee Labor Relations Manual and Handbook and P-23 Handbook.

It is the position of the NALC that the aforementioned provisions of the Employee Labor Relations Manual and the P-23 Handbook must be complied with. We request that appropriate instructions be issued to Field Managers directing compliance thereto.

Management's Position

It is national policy that letter carrier craft employees are to receive training and orientation in accordance with 714.3 of the E&LR Handbook and the P-23 Handbook. Managers will be instructed where it is shown that this is not being accomplished.

NALC Response to Management's Position

The NALC raised no objections in their response to management's position on this item.

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NALC Agenda Item #17

Frequently, mail supposedly sequenced for delivery by the mailer is received by the carrier out of sequence and not in order of delivery.

It is the position of the NALC that when mail supposedly sequenced for delivery by the mailer is received during the week of inspection out of sequence and not in order of delivery, the volume will be recorded on Form 1838C in Column 1 or Column 2.

The NALC requests that instructions accordingly be issued to Field Managers.

Management's Position

Generally, if mail supposedly sequenced for delivery by the mailer is received at the delivery unit out of sequence, it would be recorded on Form 1838 and 1838C in Columns 1 or 2 as appropriate. However, delivery management could require the delivery employee to re-sequence all or part of the mailing, instead of casing, in which case an actual time allowance would be given and/or the remaining pieces, if any, recorded in the appropriate columns.

NALC Response to Management's Position

The NALC raised no objections in their response to management's position on this item.

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NALC Agenda Item #18

In some offices, mail is being returned to carriers from the Centralized Mark-up Units marked "No Order."

The NALC desires clarification of USPS's policy for handling such mail.

Management's Position

Quality Control Guidelines for Undeliverable as Addressed mail were published in Postal Bulletin #21158, dated 10-5-78.

NALC Response to Management's Position

The NALC raised no objections in their response to management's position on this item.