CITY OF PHILADELPHIA PENNSYLVANIA OFFICE OF THE CONTROLLER

Assessment of Mail Center OperationsInitial Investigative Findings

FEBRUARY 2016

City Controller

Alan Butkovitz

Promoting honest, efficient & fully accountable government



Assessment of Mail Center Operations

Initial Investigative Findings

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Executive Summary

Why the Controller's Office Conducted this Assessment

The Controller's Office developed information that there was mismanagement and inefficient operations in the City of Philadelphia's Mail Distribution Center (Mail Center). This government facility is under the management of the Department of Revenue, as it is responsible for processing all notices, fines, tax bills, parking violations and other city-related correspondence to Philadelphians and those doing business with Philadelphia.

The Controller's investigators conducted on-site inspections where documents, distribution data, and employee time sheets from the facility were photographed in order to conduct an assessment of the operations within the Mailroom. The last on-site inspection was completed with the cooperation of the new Revenue Commissioner.

What the Controller's Office Found

While the inquiry is still ongoing and in the initial stages of a full analysis, information developed to date have raised serious concerns about the services of the Mail Center. It appears mail is being processed in a manner that is not timely, placing recipients at risk of additional fines and penalties, loss of driving privileges, vehicle impoundment and even warrants for their arrest and being jailed.

Specific findings have included the following:

- A Municipal Court Traffic Division payment notice with a due date of Dec. 4, 2015 was found in the Mail Center on Dec. 3, 2015. The date of the notice was Nov. 20, 15.
- A Municipal Court notice for a litter fine with a due date of Dec. 14, 2015 was found in the Mail Center on Dec. 16, 2015. The date of the notice was Dec. 4, 2015.
- A subpoena dated Nov. 17, 2015 for an individual to appear in court on Dec. 3, 2015 was found on a machine in the Mail Center on the same date as the court date.
- A Water Bill that was supposed to be paid on Dec. 4, 2015 was found a day before its due date. In addition, hundreds of similar letters were stacked in the Mail Center.

What the Controller's Office Recommends

Due to the issues and concerns uncovered to date, it was deemed necessary to bring the preliminary findings to the attention of Revenue Department leadership to immediately correct these issues while the rest of the inquiry proceeded. The Controller's Office recommends the Revenue Commissioner take immediate action to 1). Ensure that mail received by the Mail Center is processed and placed in the mail system in a timely manner; 2). Provide appropriate levels of management and oversight to manage the basic functions of the facility; and 3). Cooperate fully in a joint effort with the Controller's Office in analyzing the operations of the Mail Center with the goal of improving operations.

BACKGROUND

The Controller's Office developed information that there was mismanagement and inefficient operations in the City of Philadelphia's Mail Distribution Center (Mail Center). This government facility is under the management of the Department of Revenue, as it is responsible for processing all notices, fines, tax bills, parking violations and other city-related correspondence to Philadelphians and those doing business with Philadelphia.

The Mail Center is a large mail processing center with numerous sorters, folders, envelope stuffers and postage machines. According to unit time sheets there are 10 full time permanent employees assigned and some temporary employees used throughout the year to assist in increased mail volume.



During the preliminary activities of this inquiry, information was developed that indicated the initial allegations had merit and, as a result, immediate action was required to ameliorate the risk to the recipients of mail sent out by the Mail Center.

The Controller's investigators conducted on-site inspections where documents, distribution data, and employee time sheets from the facility were photographed in order to conduct an assessment of the operations within the Mailroom. The last on-site inspection was completed with the cooperation of the new Revenue Commissioner.

While additional information is being reviewed, the findings on the following pages is provided to substantiate the initial allegations and for use by the Revenue Department to immediately correct the significant issues while the rest of the inquiry is completed.

FINDINGS:

First Judicial District of Philadelphia - Court of Common Pleas

According to the Court Administrator, information sent out by the First Judicial District through the Mail Center may include notices of court dates, judicial orders, child custody issues, child and family support requirements and other important matters, many which are time sensitive.

Pictured below is a group of letters from the Domestic Relation Branch of the Family Court Division of the Court of Common Pleas. Note that the letters were originally postmarked for November 27, 2015, then re-dated November 30, 2015, yet are still in the Mail Center on December 3, 2015. The actual contents of these letters are not currently known.



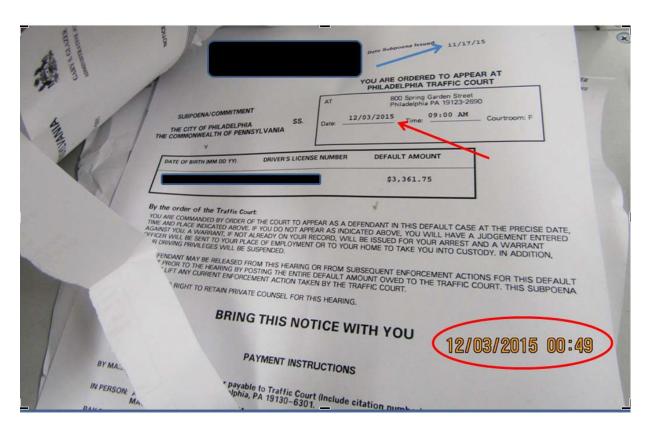
First Judicial District of Philadelphia – Municipal Court – Traffic Division

According to a Director within the Municipal Court Traffic Division, many mail notices sent out are time critical and some are specifically required by the Rules of Criminal Procedure. For example, Notice 1 sent in accordance with Rule 411, is sent out 10 days after a citation is issued and requires the recipient to respond within 10 days or an additional fee of \$25 is added, suspension of their driver license, impoundment of their vehicle and ultimately a warrant for their arrest. While the traffic division generally gives the recipient up to 20 days to respond, the Director noted that any delay in mail, particularly the ones required by procedure, were problematic.

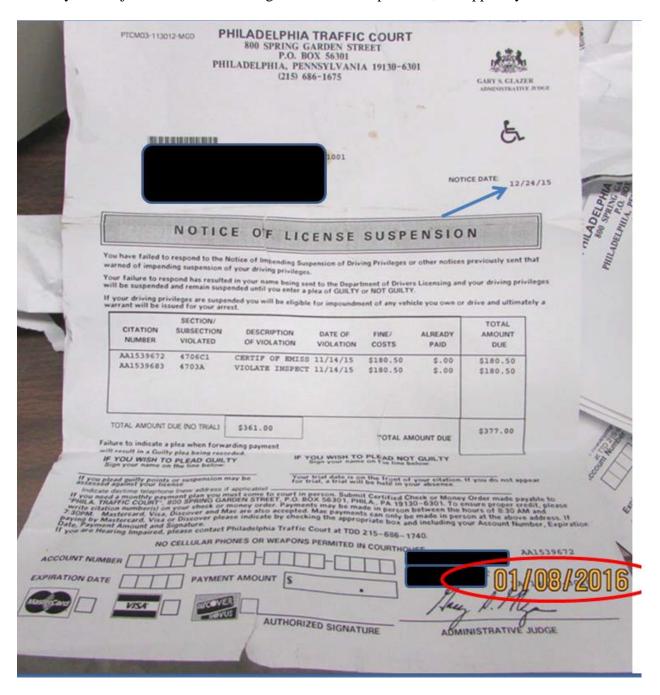
Issues that could be caused by delayed mail include:

- Not even being aware of a citation (one issued by police when offender was not present/available)
- Not being notified of a pending license suspension
- Not being notified of an actual license suspension
- Not being notified of a court date

Pictured below is a Subpoena/Commitment dated November 17, 2015 with an order to appear in court on December 3, 2015 at 9:00 AM. The letter also indicates that if the recipient does not appear, a judgment will be entered against them, a warrant will be issued for their arrest and a warrant officer will be sent to their place of employment or their home to take them into custody. Of particular interest is that this letter had not been sent out and was on a machine in the Mail Center on December 3, the day of the court date.

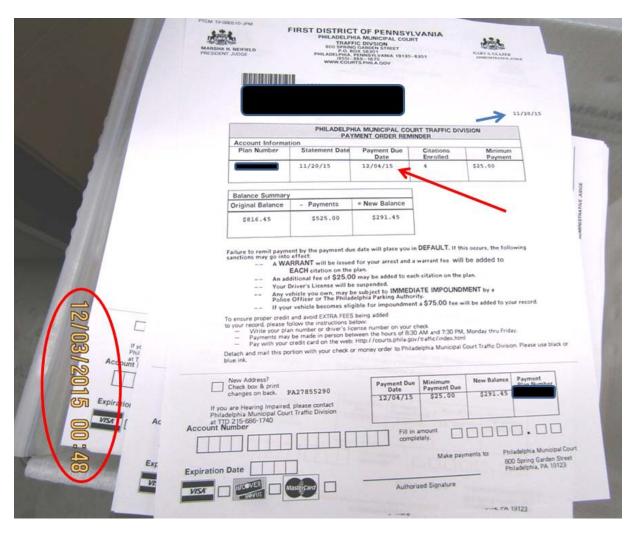


Another item of interest, a notice of license suspension, is pictured below. This letter is dated December 24, 2015 yet is still in the mail center on January 8, 2016. Failure of the recipient to receive this letter could result in their continuing to drive unaware of their license suspension and that they are subject to arrest and having their vehicle impounded, if stopped by authorities.



It should be noted that the previous two items may be what the Mail Center classifies as "spoils", i.e. items that were damaged during processing. According to those interviewed, the Mail Center is supposed to immediately return "spoils" to the issuing agency for them to reissue the correspondence. In the case of these two pictured items, neither had been returned to the Traffic Division for reissue as of January 21, 2016.

Finally, pictured below is a box containing hundreds of Traffic Division notices. These notices are dated November 20, 2015 with a payment due date of December 4, 2015. This box of unprocessed mail was noted still in the Mail Center on December 3, 2015. Note the possible sanctions in the letter, if not paid by the due date, include warrant issue, warrant fees, additional fees, driver's license suspension, vehicle impoundment and an associated fee. As these letters haven't been folded, placed in envelopes, sorted and postmarked much less provided to the US Postal Service, delivery in time to pay the amount on or before the due day would be improbable.

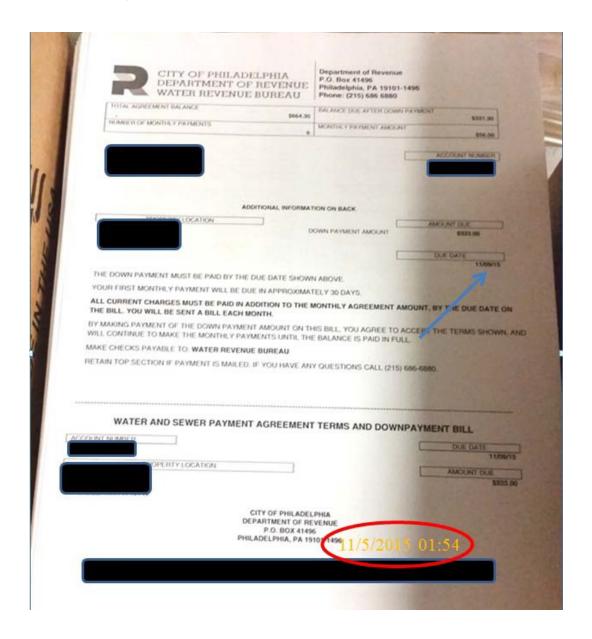


Department of Revenue – Water Revenue Bureau

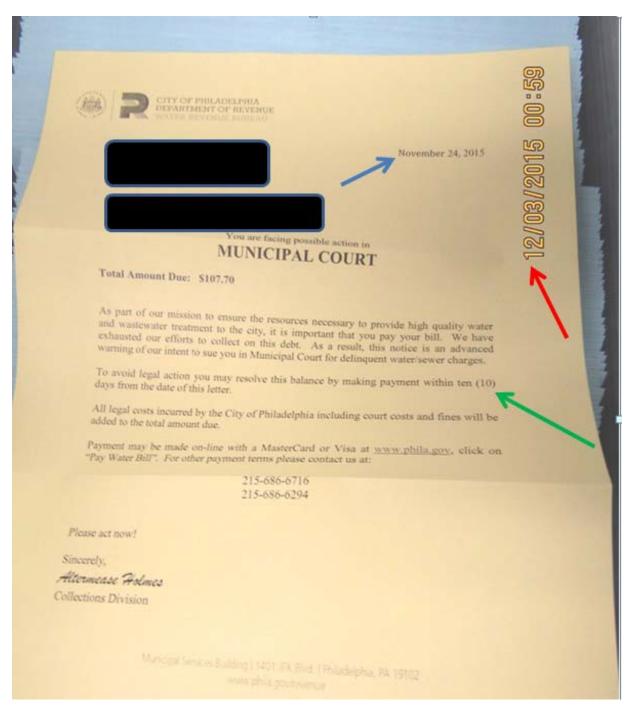
The Water Revenue Bureau is a major user of the Mail Center as they mail monthly water bills as well other notices to water customers, many of which are time sensitive.

The Controller's Office has received several complaints from water customers about their bills being late or payment notices being received with only a few days in which to pay. These complaints are consistent with the initial findings of significant delays by the Mail Center in processing of outgoing mail.

Pictured below is an undated payment agreement notice indicating a down payment of \$333.00 due by November 9, 2015. This item in a box of hundred of similar notices was still sitting in the Mail Center on November 5, 2014.



The Water Revenue Bureau also sends out notices when water bills are not paid or payment agreements are not fulfilled, warning the recipient of their intent to sue in Municipal Court. Pictured below is one such notice, dated November 24, 2015, indicating the recipient has ten days from the date of the letter to resolve the balance to avoid legal action. This letter, along with hundreds of similar letters, was still in the Mail Center on December 3, 2015, one day before the due date.



Pictured below is the Municipal Court notice detailed on the previous page with a due date the following day, along with the stacks of other similar notices (blue envelopes), waiting to be mailed.



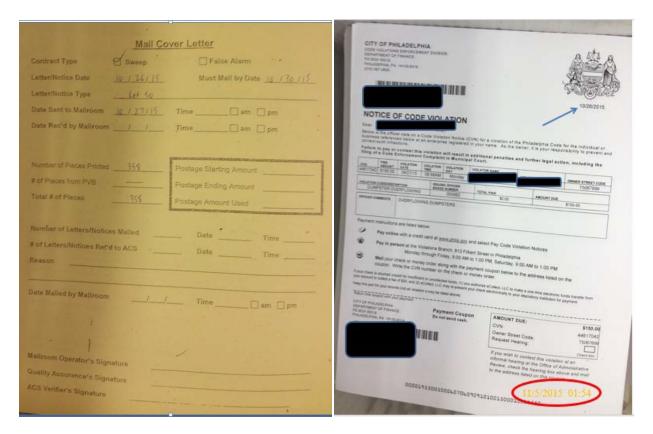
Department of Finance – Code Violation Enforcement Division

According to information developed to date, the mailing of Code Violation Enforcement Division correspondence has been a source of concern within that division for some time. They reportedly have received numerous complaints about mail not being received on time and thereby preventing recipients from responding to the request in a timely manner. As a result, they started waiving late fees and rescheduling hearings when these type complaints were received. Also, in an effort to improve and monitor the process, they reportedly started sending a representative to the Mail Center to check on the status of some of their mailing in an effort to improve the process.

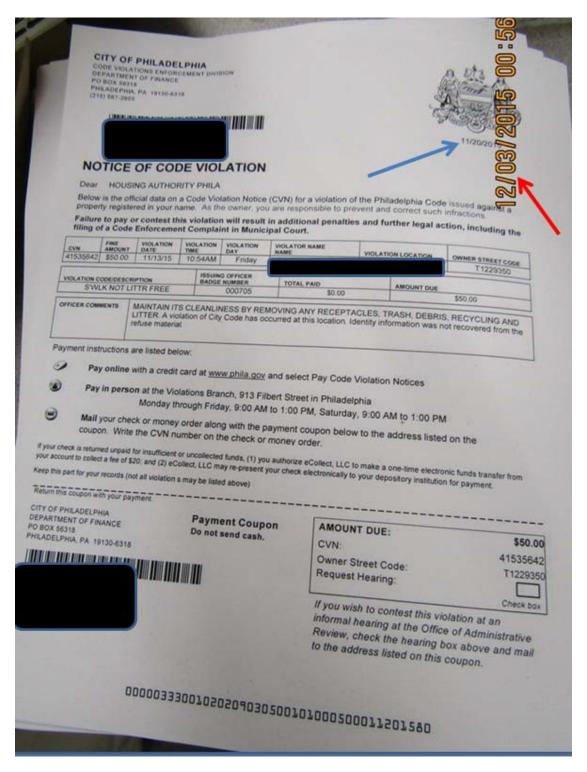
According to the Office of Administrative Review, the office that monitors and oversees the code enforcement program for the city, all of their mail is time sensitive. Their correspondence gives the recipient a specific time period in which to respond, either by paying the fine or requesting review. Failure to respond within the time frame results in additional penalties accruing, missing a hearing date and being found libel in absentia, additional enforcement such as filing a Code Enforcement Complaint in Municipal Court, or additional action such as reporting to a collection agency or credit bureau. In addition, responding and resolving taxpayer claims of late mail causes additional work for the office.

Pictured below, on the left, is a cover letter on a box with hundreds of code violation notices. The cover letter notes that the attached letters are dated October 26, 2015, were sent to the mail room on October 27, 2015 with a "Must Mail by Date of September 30, 2015.

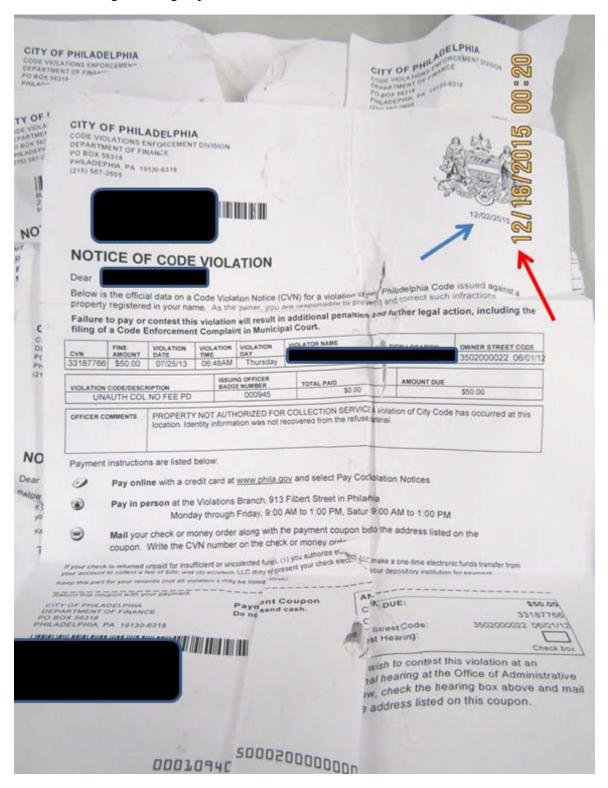
On the right is the attached letters, dated October 26, 2015. This box of unsent, unprocessed notices were still in the Mail Center on November 5, 2015.



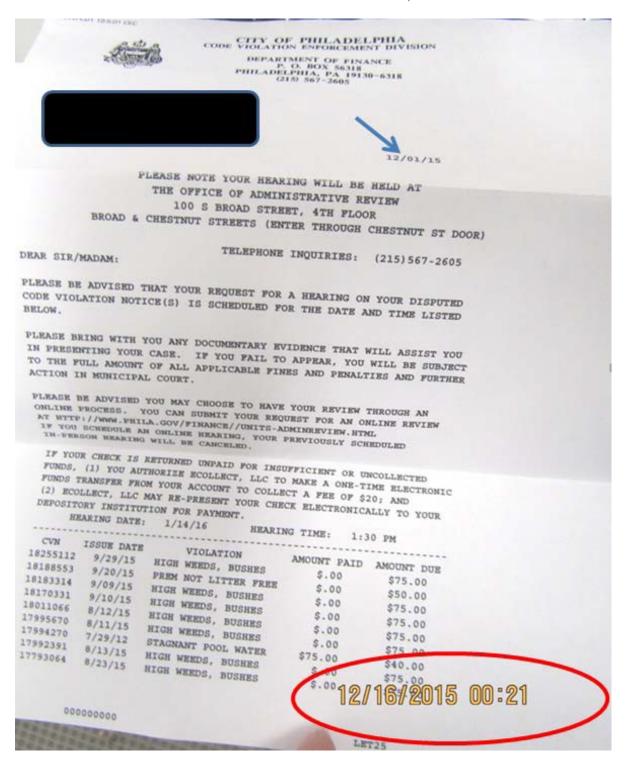
On the following pages are additional examples of Code Enforcement mailing problems noted in the Mail Center. The below Notice of Code Violation, dated November 20, 2015, was in a stack of hundreds of other notices in the Mail Center on December 3, 2015.



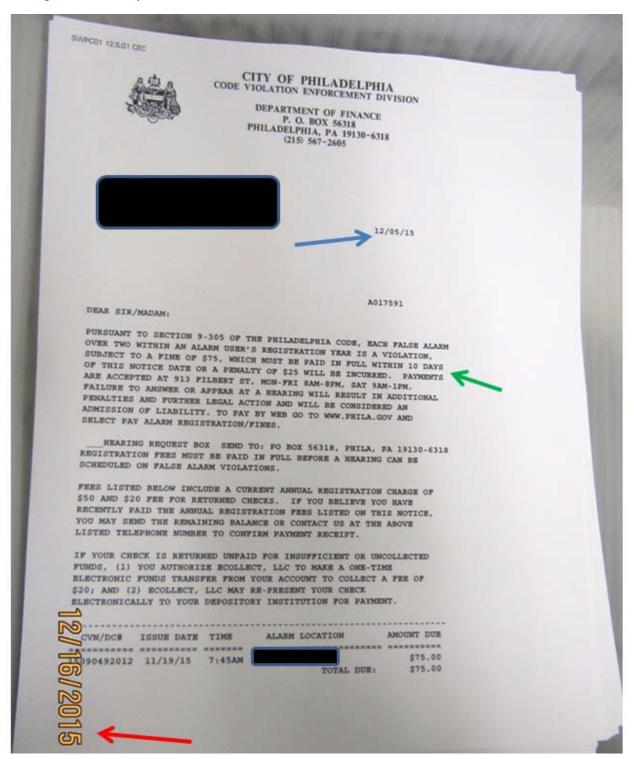
The below Notice of Code Violation, dated December 2, was in a pile of other violation notices that all appeared to be "spoiled". These notices were still in the Mail Center and had not been returned to the generating department as of December 16, 2015.



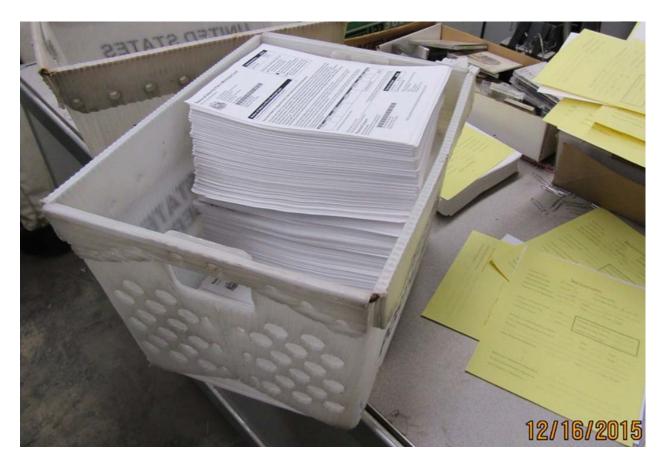
The below notice, dated December 1, 2015, is notifying the recipient of a disputed code violation of the hearing date (on the second page, not pictured) and the consequences for not appearing, which includes the full amount of all fines and penalties and further action in Municipal Court. This letter was noted still in the Mail Center on December 16, 2015.



The below correspondence, dated December 5, 2015, in a box with hundreds of other notices, noted that the recipient had ten days from the date of the notice to pay a false alarm violation or be subject to an additional \$25.00 fee. These notices were still in the Mail Center on December 16, 2015, past the ten day due date.

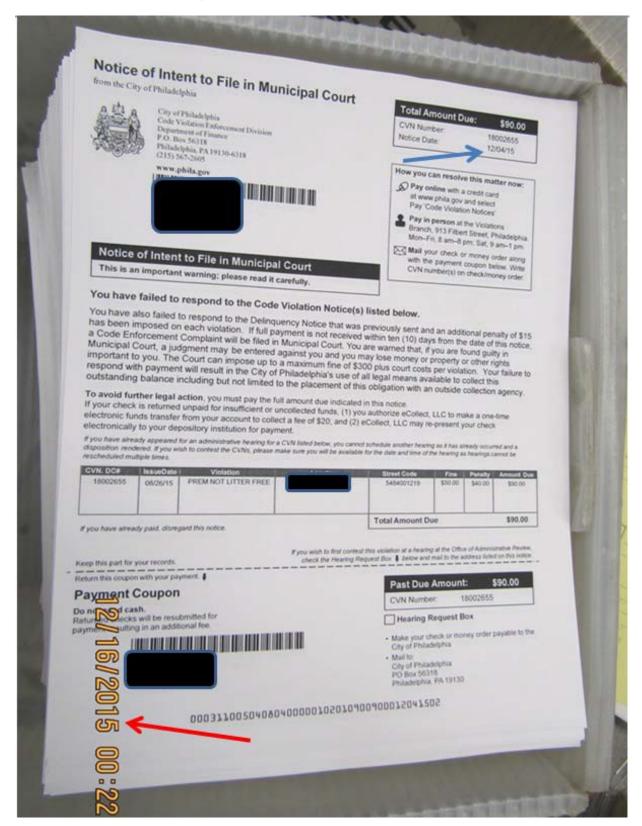


The below stack is thousands of Notice of Intent to File in Municipal Court. These have a notice date of December 4, 2015 and indicate the recipient has 10 days from the date of the notice to pay in full or a Code Enforcement Complaint will be filled in Municipal Court. These were noted in the Mail Center on December 16, 2015, past the 10 day deadline.

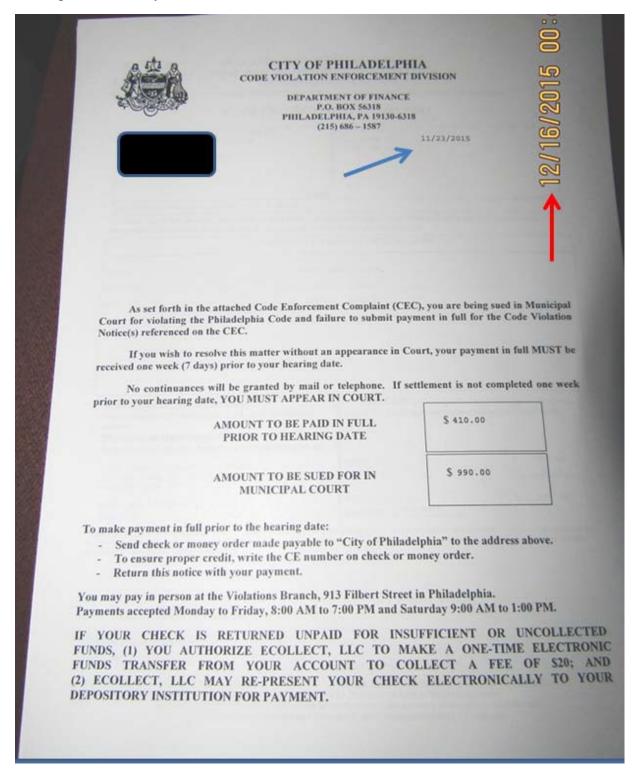


On the following page is a copy of one of these notices.

Below is one of the notices, dated December 4, 2015 with a 10 day suspense noted still in the Mail Center on December 16, 2015.



Below is a notice of a Code Enforcement Complaint dated November 23, 2015, that indicates the recipient is being sued and must pay in full seven days before their hearing date. It also indicates if they pay in full, their amount due is \$410.00 but they will be sued for \$990.00. This notice is still unprocessed, not yet mailed and in the Mail Center on December 16, 2015.

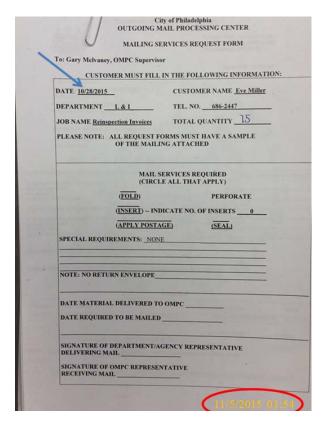


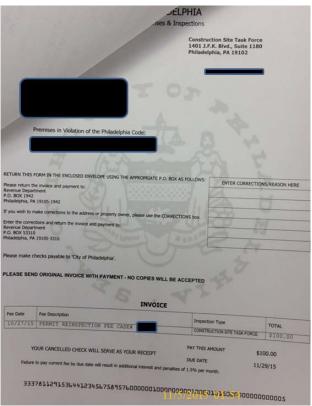
Department of Licenses and Inspections

L + I, while often beleaguered for their ability to accomplish work in a timely manner, also uses the Mail Center for their correspondence to the public, many of which are time sensitive and part of the notification process,

Pictured below, on the left is a cover letter, dated October 28, 2015, noting 75 Reinspection Invoices attached. On the right is a picture of one of those invoices, noting that the recipient was accessed a \$100 reinspection fee on October 27, 2015 by the Construction Site Task Force.

These notices were still unprocessed and not mailed when noted on November 5, 2015. According to L+I, these notices are important as the recipient needs to be aware of the violation and pay the fee before any further inspections can be accomplished.

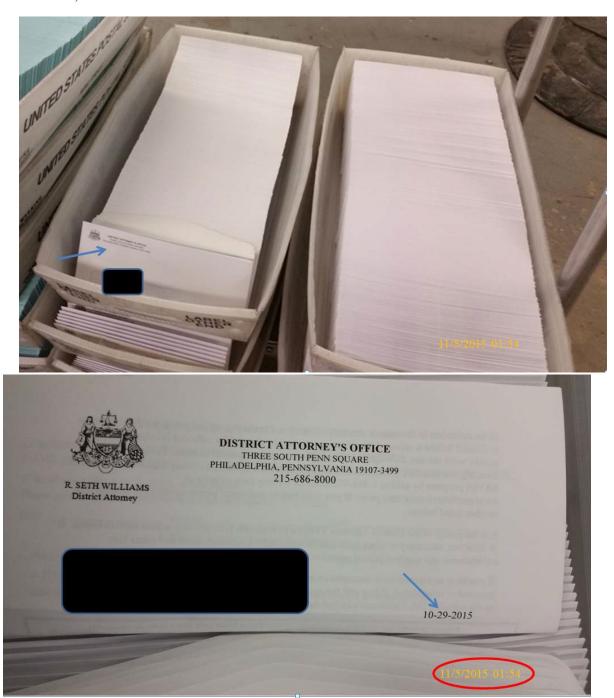




Office of the District Attorney

The District Attorney's Office also uses the Mail Center for correspondence with the public.

Pictured below are numerous skids of mail with the District Attorney's return address. These items were noted in the Mail Center on November 5, 2016 and the enclosed letters had a date of October 29, 2015.



The purpose, content and time sensitive nature of these letters are not known at this time.

Philadelphia Parking Authority – Parking Violations Branch

The Philadelphia Parking Authority PPA, also uses the Mail Center for some of its correspondence. According the their website, at http://www.philapark.org/faq/

If you do not request a hearing to contest your ticket or pay the ticket within 15 days of issuance, a notice of violation will be sent to the registered owner of the vehicle. This notice will explain that the violation must either be paid or contested within 10 calendar days of the date on the notice or a \$30.00 penalty will be added. If the violation is not paid or contested before it enters delinquency status (approximately 30 days after issuance), a second penalty of \$35.00 will be added.

Pictured below are two notices sent to persons who had been ticketed. The first notice is dated October 26, 2015 and the second is dated October 27, 2015. Both were still in the Mail Center on November 5, 2015.

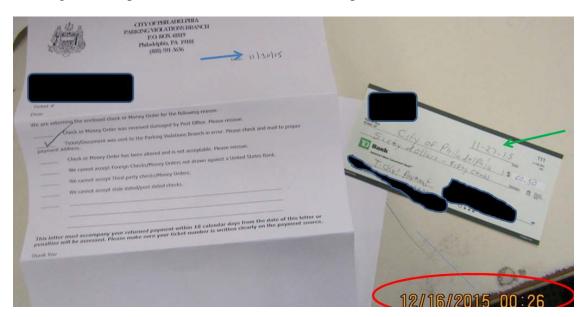




Pictured below is a stack of mail in the Mail Center, some with PPA returns addresses and hand addressed to recipients.



One of the letters was from PPA, returning a payment that was made to them in error. The enclosed check was written by the sender on November 27, 2015 and processed for return by PPA on November 30, 2015. However, the correspondence is in the Mail Center waiting to be mailed on December 16, 2015. Unfortunately, this individual may have an outstanding fine somewhere, building fees and penalties, when he believes he has paid the violation.



Mail Center Operations

In addition to the problems with timely mail processing discussed above, there are indications the Mail Center is wasting funds on postage costs by not appropriately processing mail.

According to information currently available, mail that is pre-sorted by Zip Code incurs a postage fee of 39.1 cents and non-sorted mail is charged at 48.5 cents each. While the Mail Center has a mail sorter that, according to information available, can process approximately 4,600 pieces of mail an hour, it may not be fully utilized and thereby incurring significant increased costs for city mailings.

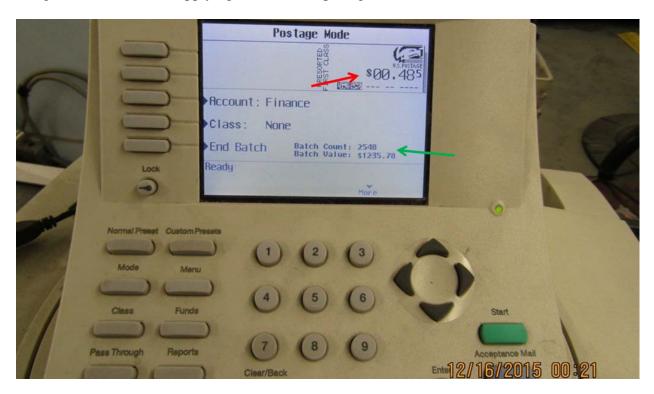
Pictured below are numerous skids of mail from the Department of Revenue that have been processed at the 48.5 cent rate instead of the cheaper pre-sorted 39.1 cent rate. The reason for this apparent waste of funds and the total impact is still under review.

Also, note that this mail is not postmarked with a date. The reason for this is under review.





In addition, information on only three mail processing runs on three separate occasions (see pictures below and next page) indicated possible excess postage in the amount of \$1,217.58, over using the mail sorter and applying the 39.1 cent postage meter.





Also of interest, these two postage runs don't indicate a postmark date.



Also, besides those incidents noted previously in this report, there are indications that mail may not be returned to the department as required. The below picture, taken on December 3, 2015, shows numerous items of mail, with varying dates, including one postmarked June 22, 2015.





While the above mail may be "spoils", as previously described, it was not returned to the sending department.

RECOMMENDATIONS

Based on the preliminary results of our assessment, detailed above, we recommend that the Revenue Commissioner take immediate action with the following:

- (1) ensure that mail received by the mail center is processed and placed in the mail system in a timely manner,
- (2) immediate and appropriate levels of management and oversight should be undertaken to manage the mail center function,
- (3) "spoiled" or undeliverable mail is immediately provided to the appropriate department for reissue; and
- (4) cooperate fully in a joint effort with the Controller's Office in analyzing the operations of the center with the goal of improving operations, efficiency and costs.

ADDITIONAL ACTIONS

Additional inquiry and assessment is in process and specific findings and conclusions will be fully developed and substantiated and reported when complete or necessary.