

Housekeeping Postal Facilities

Maintenance Series Handbook MS-47

Document Change Record

Housekeeping Postal Facilities

MS-47, TL-3

The changes listed below are in chronological order with the most current on top. Please make the indicated changes in the body of the handbook and update the List of Changes table near the front of the volume. The next handbook update will incorporate any outstanding changes.

Date	Chg	Safety Affected	Pg	CHANGES	Log
12/17/07	2	No	2-6 (Page # changed; 12/17/2007)	<p>TL-4 for MS-47, Housekeeping Postal Facilities was rescinded and TL-3 reinstated. Because of this, the previous pen and ink changes listed in MMO-7-87 (originally released 01/12/1987) are still applicable to TL-3. Make changes as follows:</p> <p>Page 2-6, paragraph u.; replace the number 1768 with 1760 in the first two lines. It should read as follows:</p> <p>"If the facility is not to be cleaned by contract, divide line E by 1760. (note - The 1760 figure is the current productive annual workhours for one USPS custodial employee.)"</p>	1249
12/13/2007	2	No	3-6	<p>TL-4 for MS-47, Housekeeping Postal Facilities was rescinded and TL-3 reinstated. Because of this, the previous pen and ink changes listed in MMO-7-87 (originally released 01/12/1987) are still applicable to TL-3. Make changes as follows:</p> <p>Page 2-6, paragraph u.; replace the number 1768 with 1760 in the first two lines. It should read as follows:</p> <p>"If the facility is not to be cleaned by contract, divide line E by 1760. (note - The 1760 figure is the current productive annual workhours for one USPS custodial employee.)"</p>	1249

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MS-47, TL-3

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Date	Chg	Safety Affected	Pg	CHANGES	Log
12/13/07	1	No		<p>TL-4 for MS-47, Housekeeping Postal Facilities was rescinded and TL-3 reinstated. Because of this, the previous pen and ink changes listed in MMO-36-84 (originally released 2/08/1984) are still applicable to TL-3. Make changes as follows:</p> <p>2.1 Part 221.1a; second line, insert the word "layouts" after the word "template".</p> <p>3-1 Part 332b; last line, insert the word "cleaning" between "Component and Route."</p> <p>4-1 Part 415; fifth line, change the word "choses" to "chosen".</p> <p>4-5 Part 420b (2); delete the line "Empty trash from cluttered areas." and insert the lines "Empty trash receptacles." and "Sweep paper and trash from cluttered areas."</p> <p>S11 Sample 3-3, page S-11, under "Tasks Required", Item 2; delete "crome" and insert "chrome".</p> <p>A-8 Exhibit F:</p> <p>A-9 General, second paragraph, seventh line; delete the word "and" between "room" and "you" and insert the word "as".</p> <p>Area Cleaning, under Partitions, in the fourth line delete the word "one" and insert the word "once".</p> <p>Elevators (Freight), under Floors, first line; delete "loof" and insert the word "look". Also, under Walls/Floors, second line; delete "policed" and insert the word "policed".</p>	1250



maintenance bulletin

SUBJECT: Current Productive Workhours
HBK MS-47 Housekeeping - Postal
Facilities

DATE: January 12, 1987

NO.: MMO-7-87

TO:

1. Sectional Center Facilities
2. Bulk Mail Centers
3. Maintenance Capable Offices
4. Area Maintenance Offices
5. Divisional Field Directors
Operations Support

FILE CODE: P

The following pen and ink change should be made to the HBK MS-47
Housekeeping - Postal Facilities:

Page 2-6, paragraph u.; the number 1768 should be replaced with 1760
in the first two lines.

"If the facility is not to be cleaned by contract, divide line H by
1760. (note - The 1760 figure is the current productive annual
workhours for one USPS custodial employee.)"

Questions or comments should be directed to Maintenance Technical
Support Center, Plant Equipment Branch, P.O. Box 1600, Norman, OK
73070-6704; Telephone (PEN) 747-8252.

R. Wayne Younkins

R. Wayne Younkins
Field Director
Maintenance Technical Support Center
Office of Maintenance Management

APW

American Postal Workers Union, AFL-CIO

817 14th Street, N.W., Washington, D.C. 20005

RECV'D MAINT. DIV.

Richard I. Wevoda
Director, Maintenance Division
(202) 842-4213

APR 14 1986

April 9, 1986

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TO: All Maintenance Division Officers

RE: MS-47 Handbook Change

In response to a letter we sent to the Postal Service, concerning the 1768 hours shown on Form 4852 in determining the number of employees needed to staff an office in the custodial section, the Postal Service has advised that there will soon be a forthcoming Maintenance Bulletin instructing them to make a pen and ink change from 1768 to 1760 to comply with the new Martin Luther King, Jr. Holiday.

Rich

Regional Coordinators

Raydell R. Moore
Western Region

James P. Williams
Central Region

Philip C. Flemming, Jr.
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Attachment



RECEIVED

MAR 3 1986

UNITED STATES POSTAL SERVICE
475 L'Enfant Plaza, SW
Washington, DC 20260

For
MAINTENANCE
DIRECTOR
AMERICAN POSTAL WORKERS UNION

March 31, 1986

Mr. Richard I. Wevodau
Director, Maintenance Division
American Postal Workers
Union, AFL-CIO
817 - 14th Street, N.W.
Washington, D.C. 20005-3399

Dear Mr. Wevodau:

This responds to your January 29 letter concerning the figure to be used as current productive annual workhours for one U.S. Postal Service custodial employee as provided in Part 243u of Handbook MS-47. We presume that you meant the new figure to be 1760 rather than the 1768 reflected in your letter.

The matter has been reviewed with appropriate authority and a forthcoming Maintenance bulletin will instruct the field to make a pen and ink change in the MS-47 changing the workhour figure from 1768 to 1760.

Sincerely,

John R. Mularski

John R. Mularski, General Manager
Programs and Policies Division
Office of Contract Administration
Labor Relations Department



maintenance bulletin

SUBJECT: Pen and Ink Changes to MS-47

DATE: February 8, 1984

NO. ~~MMO~~-36-84

TO: 1. Regional General Managers
Maintenance Management Divisions
2. District Offices - BMEO
3. Maintenance Capable Offices

FILE CODE: P - Buildings

The following pen and ink changes should be made to MS-47, TL-3, 6-1-83, "Housekeeping-Postal Facilities":

1. In Part 221.1a; second line, the word "layouts" should be inserted after the word "template."
2. In Part 332b; last line, insert the word "cleaning" between "Component and "Route".
3. In Part 415; fifth line, change the word "choses" to "chosen".
4. In Part 420b (2): delete the line "Empty trash from cluttered areas." and insert the lines "Empty trash receptacles." and "Sweep paper and trash from cluttered areas."
5. In sample 3-3 on page S-11, under "Tasks Required", Item 2; delete "crome" and insert "chrome".
6. In Exhibit F, the following corrections are required:
 - a. Under General, in the second paragraph, seventh line; delete the word "and" between "room" and "you" and insert the word "as".
 - b. In Area Cleaning, under Partitions, in the fourth line delete the word "one" and insert the word "once".
 - c. In Elevators (Freight), under Floors, first line; delete "loof" and insert the word "look". Also under Walls/Doors, second line; delete "policied" and insert the word "policed".

Since MS-47 was distributed to all offices except CAG L, MSC Managers should forward copies of this bulletin to all their associate offices, as appropriate. Questions or comments should be directed to Maintenance Technical Support Center, Plant Equipment Branch, P.O. Box 1600, Norman, OK 73070-6704; Telephone (FTS) 743-8254.

PAUL A. CRAWFORD

Director

Maintenance Technical Support Center
Office of Maintenance Management

U. S. Postal Service
Washington, DC

Housekeeping Postal Facilities
Handbook MS-47

Transmittal Letter 3
June 1, 1983

A. EXPLANATION

The attached document is the complete revision and reissue of MS-47, Housekeeping -- Postal Facilities. It is to be used to assist in determining the realistic custodial staffing level for your facility commensurate with your responsibilities for maintaining a clean, healthy and safe work environment for postal employees and customers.

Paragraph 340 of this handbook, "Scheduling," refers to a national handbook or system by which large offices operate. For Class A offices, it is MS-63, for Class B offices - MS-65, and for BMC's - the Interim BMC Maintenance Staffing Guidelines and Criteria. Instructions for small offices regarding use of the handbook are contained therein.

Staffing remains a three step procedure in which an inventory is taken, frequency of performance is determined, and staffing requirements are developed. It is imperative that the instructions in this handbook be carefully followed in order to complete the staffing package for each of your facilities. In using this revised handbook, a new building inventory must be completed before proceeding to determine frequency of performance and staffing levels. The three step procedure should be reviewed and recalculated at least annually so that required staffing adjustments will be implemented.

B. DISTRIBUTION

1. Initial. Copies of this issue are being initially distributed to all facilities.
2. Additional Copies. Order additional copies from the Maintenance Technical Support Center, P.O. Box 1600, Norman, OK 73070-6708 using Form 1286 (Request for USPS publications) or Form 7380 (Supply Center Requisition). Headquarters offices order through the Document Control Division.

C. RECISSIONS

All copies of the MS-47 preliminary handbook are hereby cancelled and should be discarded.

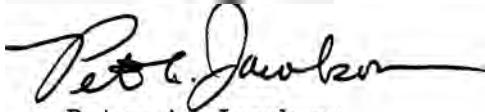
D. COMMENTS AND QUESTIONS

Recommendations for improving the guidelines, information and procedures contained in this handbook are solicited from all sources. Anyone wishing to make such recommendations should submit them to:

Director
Maintenance Technical Support Center
P.O. Box 1600
Norman, OK 73070-6708

E. EFFECTIVE DATE

These instructions are effective on receipt.

A handwritten signature in black ink, appearing to read "Peter A. Jacobson", with a long horizontal flourish extending to the right.

Peter A. Jacobson
Director

Office of Maintenance Management

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CHAPTER 1 INTROD'UCTION

110 GENERAL

111 It is the responsibility of the **postmaster/manager** of a postal facility to assure that custodial maintenance is sustained at a satisfactory level. When making staffing determinations, management must make a commitment to maintain a clean and healthful working environment. When determining what, when and how often to clean, this commitment must be the principal concern.

112 This handbook provides procedures for determining staffing and scheduling for the building services maintenance work force. The task of this group includes cleaning and preventive maintenance of the building and grounds that make up the physical plant.

113 While this handbook concerns itself principally with staffing and scheduling, the success of a building services maintenance program also depends on having effective supervision as well as being alert to proven new maintenance products that offer a potential for doing a better job at less cost. It is incumbent upon all levels of management to assure the use of the most cost effective methods, including mechanized equipment, for the performance of all custodial functions.

114 Assurance of a clean facility will be accomplished by performing a quarterly housekeeping inspection. This handbook provides procedures for conducting that inspection.

115 Line supervision has major responsibilities in this program including the training of employees, ensuring effective utilization of the custodial workforce, notifying management of changing workloads or conditions, and enforcing Postal safety policy.

116 Once a custodial staffing level is determined using the procedures in this handbook, that staffing level must be maintained. If conditions arise that warrant a change in staffing, the entire staffing procedure must be redone, i.e., new forms must be completed.

120 SCOPE

121 The contents of this handbook are intended to be used by management to develop the custodial maintenance staffing requirements for all postal facilities where the U.S.P.S. is responsible for such services. In the normal course of events, it is anticipated that the initial input will be supplied by local management during the early stages of planning for facility

activation. This will provide the basis for an initial staffing level which, in turn, will be subject to modification based on local experience. This is an ongoing process subject to periodic review.

122 The need for reassessment may also arise as a result of changing workloads, building or grounds modification, or the introduction of new cleaning or maintenance methods, materials or equipment.

123 Local conditions such as climate, customer/employee activity, volume, type of construction, and age of building should be considered when establishing the level of staffing required to maintain a specific facility.

124 Local management must exercise its judgement in order to develop a level of staffing that, based on current inventory, will maintain an acceptable level of cleanliness and a safe and healthful working environment for all employees. This shall be consistent with good housekeeping practices and shall not violate the current *National Agreements*.

125 Staffing levels and all custodial functions determined by application of this handbook are subject to review by higher levels of authority.

130 CLEANING SERVICE CONTRACTS

131 Use of cleaning service contracts is governed by the *Administrative Support Manual* and must be in accordance with the current *National Agreements*.

140 DETERMINING STAFFING REQUIREMENTS

141 Chapter 2 of this handbook provides procedures for determining staffing requirements for all postal installations.

142 Staffing is a three step procedure in which an inventory is taken on Form 4869, *Building Inventory*, frequency of performance is developed using Form 4839, *Custodial Scheduling Worksheet* and Chapter 4 of this handbook, and staffing requirements are calculated using Form 4852, *Workload Analysis and Summary*. The Form 4852, which is preprinted with cleaning performance standards, lists the various "Job Requirements" (See Appendix, Exhibit C) which combine to become the total custodial workload. These "Job Requirements" may be an area to be cleaned ("Area Cleaning"), a building component to be cleaned ("Component Cleaning") or some other task that requires custodial workhours.

143 Before staffing requirements can be determined, the following items must be considered:

- a. What must be cleaned.
- b. The size of the area to be cleaned.
- c. The best time to clean a given area.
- d. Weekend cleaning requirements.
- e. The number of times an area is to be cleaned.

144 The items listed in paragraph 143 provide the basic data for determining the actual workload requirements. The most important consideration must be a commitment to maintain a clean and healthful **working** environment.

145 Instructions for developing the staffing requirements are provided in sequential order. For ease of computations, it is recommended that the steps be followed in the order given. Refer to exhibits, when indicated, as a guide.

150 SCHEDULING CUSTODIAL PERSONNEL

151 Chapter 3 of this handbook provides procedures for scheduling custodial personnel. The time required for a custodial assignment is tabulated by using unit performance standards given in Chapter 4.

160 PERFORMANCE STANDARDS

161 Chapter 4 of this handbook provides:

- a. Duties for each type job.
- b. Equipment & material needed for each type job.
- c. Performance standards per work-day for each type job.
- d. Performance standards for doing one unit of each type job.
- e. Frequency ranges for each type job.

162 The data furnished in Chapter 4 **relates** to current cleaning methods and materials. Since new methods are always being studied, Chapter 4 is subject to change as new studies are completed and new materials and techniques are adopted.

163 It must be recognized that standards presented in Chapter 4 are based on the reasonable output of an average individual **working** under normal conditions. Use of these standards is to be limited to the purposes described in this handbook. *They are not to be used for disciplinary action.*

170 SAFETY

171 To ensure the safety of all employees and customers the following minimum precautions must be observed.

- a. Mechanized equipment will only be used by employees trained in its use and authorized to use it.
- b. Wet floor signs must be used when any floor cleaning, wet mopping, or damp mopping activity is being done that may cause unsafe walking conditions.
- c. Access must be blocked to areas where cleaning may cause unsafe conditions. Rope or other suitable material may be used for this purpose.

172 The above are basic safety factors. Managers, supervisors, and employees should refer to the *Maintenance Employee's Guide to Safety* handbook, EL-803, for other safety factors.

180 SAMPLE FORMS

The sample forms section gives examples of various forms used to complete the procedures given in this handbook. The entries on the example forms were chosen to show the various methods and procedures that may be used. The examples were not completed for any specific facility and should not be used as a determination as to what may be best for any individual office.

190 APPENDIX

The appendix contains exhibits which are useful for **fulfilling** the requirements established by this handbook.

CHAPTER 2

DETERMINING STAFFING REQUIREMENTS

210 REQUIREMENTS

211 The determination of staffing requirements will be a result of conducting the building inventory utilizing Form 4869, preparing the Custodial Scheduling *Worksheet*, Form 4839, and performing the workload analysis utilizing Form 4852.

220 FORM 4869, BUILDING INVENTORY

221 The basic source of data required for completion of staffing forms for buildings and grounds is a complete building inventory. Each area is described by its use (service lobby, postmaster's office, men's toilets, etc.), the type of space (lobby, office, toilet, etc.) and the components of the space (square feet of resilient floors, number of light fixtures, square feet of area, etc.). This inventory is conducted according to the format provided in section 222.

221.1 Building floor plans

a. Layout - Initial plans will require that the maintenance manager obtain the most current copies of the template, block layouts, or architectural drawings of each floor in the building. Scaled layouts of one-eighth inch equals one foot are preferable since they are easier to read and are not too bulky to carry while conducting a building inventory.

b. Verify the scale - If the floor plans will be used to conduct the building inventory it will be necessary to verify the scale indicated in the title block to determine if the scale is accurate. Once the scale is verified, the job may be simplified since room dimensions may be taken directly from the floor plan. The verification procedures can be accomplished by use of an architect's scale which has various graduations, e.g., one-quarter inch equals one foot, etc. Orient the scale to desired graduation, i.e., the scale that compares with the one given in the title block of the plans or drawings. Place the scale on one plan or drawing and check the value listed for one or more building dimensions. If the drawing and scale values agree, room dimensions may be taken directly from the plans. If the two values do not agree, it will be necessary to either secure actual scale drawings, adjust the scale of the drawings, or obtain direct measurement of the areas involved.

c. Review - Review the building floor plans to determine that they are current, accurate, and include all stairways, elevators, escalators, etc. Building alterations or additions must also be included. To accomplish the review, the floor plans must be

taken to the area being inventoried to assure that the plans accurately represent the area.

221.2 Organization - When conducting the inventory a logical sequence should be used such as starting on the top floor of the building and progressing floor by floor down to and including the basement, subbasement, etc.

221.3 Use - The effective management of the custodial work force is dependent upon an accurate determination of the workload in each building. The workload identification provides the information required to plan, schedule, and control the work force. The resources must be made available to achieve the objectives of optimum productivity, minimum cost, and acceptable level of cleaning. To begin this task, it will be necessary to take an accurate inventory of all the space in the building that requires cleaning. This is accomplished by completing Form 4869, Building *Inventory*.

221.4 Measurements - When the areas inventoried are identical to those shown on the floor plan, the required dimensions may be taken from this plan. However, if the configuration of the area is different, measure the area involved, sketch the actual layout and incorporate it into the floor plan.

221.5 Rooms - Compute the floor area of each room by measuring from the normal finish of an interior wall to the opposite interior wall. No adjustment shall be made for columns, alcoves, or other projections.

221.6 Corridors, entrances, and lobbies - Compute the floor area of each corridor, entrance, or lobby by measuring from the finished surface of the walls or partitions that enclose such areas.

221.7 Types of Space - Each area of the building must be classified as one of the following types of space:

- Workroom Toilet
- Office Toilet
- Lunch/Swing Room
- Locker Room
- Workroom
- Office
- Supply Room
- Active Storage Room
- Inactive Storage Room
- Oil Storage Room

Elevator, Freight
 Elevator, Passenger
 Exterior Paved Area
 Exterior Unpaved Area
 Interior Parking and Maneuvering
 Platforms
 Lobby
 Stairway
 Corridor
 Shop
 Janitor's Closet
 Battery Room
 Lookout Gallery

221.8 Components - These are items having similar physical characteristics that permit the items to be grouped together into one classification. Generally, a unit performance factor will be established for each of the various tasks to be done at the time. (e.g., various venetian blinds are grouped as a class and a unit performance factor of 5 minutes was developed for dusting each blind.) This differs from area cleaning in which multiple tasks are done to different elements within that given area. (e.g., office cleaning includes cleaning the ash trays, dusting the furniture, emptying the trash can, etc.) All areas and components requiring cleaning must be included in the building inventory. The following is a partial list of items that may be located within the facility and must be included in the building inventory if present:

Light Fixtures
 Carrier Cases
 Venetian Blinds
 Other Cases
 Glass Sq. Ft.
 Floor Types
 Pipes/Ducts

221.9 The following are definitions provided for some of the types of space and inventory items:

- a. **Supply Room** - A room designated specifically for the issuance of tools, parts, and/or supplies, which is staffed on a full time basis over a minimum of one full tour per day.
- b. **Active Storage** - An area utilized for bulk storage and accessed on a daily basis.
- c. **Exterior Glass** - Includes both sides of piece of glass, one of which is exposed to the exterior of the structure, i.e. exposed to the weather.
- d. **Interior Glass** - Includes both sides of a piece of glass neither of which is exposed to the weather. (Note: Glass should be claimed only if it is cleaned as a separate component. Do not claim glass that is cleaned as part of another cleaning task. e.g., Cleaning lobby door glass and bulletin board glass in lobbies

is part of lobby cleaning and, therefore, should not be claimed as glass area.)

222 Instructions for completing Form 4869 (See appendix, Exhibit A)

- a. **Location/Facility** - Enter a location that is definitive for the general area covered by this form. (e.g.: 1st Floor Office Tower, Northwest Station, VMF, 2nd Floor Workroom, Main Office, etc.)
- b. **Post Office** - Enter the name of the Main Post Office (City, State, and ZIP Code) having control over this area.
- c. **Date** - Enter the date this form is completed.
- d. **Completed By** - Enter the name of the individual completing this inventory sheet.
- e. **Room/Location** - Enter the room number by which this area is known in the local office. Some areas may not have a room number. In that case enter a general location or leave the space blank.
- f. **Description** - Enter the name by which this room is known in the local office. (e.g.: Postmaster's Office, Stock Room, Women's Toilet, Workroom Operation 010. etc.).
- g. **Type of Space** - All areas must be classified as one of the types of space as defined in paragraph 221.7. Enter this name.
- h. **Sq. Ft. of Area** - Rounding to the nearest whole number, enter the number of square feet of floor space occupied by this area. In some cases an entry other than square feet may be required. In that case, note in the block, the type or unit of measurement used.
- i. **Toilet Fixtures** - Enter the number of toilet fixtures located in that area. "Fixtures" include only showers, lavatories, water closets, urinals and multi-position wash fountains. Do not include sinks in office areas.
- j. **Light Fixtures (Type)** - In the vertical column blanks provided, enter the different types of light fixtures found in the facility. Enter the quantity of each type in the space provided. If more than three types are present, either split a column or utilize the "Misc." column.
- k. **Venetian Blinds** - Enter the number of venetian blinds associated with that area.
- l. **Glass** - Enter the square feet of interior or exterior glass (be sure to count both sides of the glass).
- m. **Cases, Carrier** - Enter the number of cases used by carriers for casing their routes for delivery. Count one case for each

Item 124-C, Standard Carrier Case; Item 144-C, free standing case (wing) and table; or two Item 143-C hinged wing cases. (i.e., The 143-C counts as 1/2 case.)

n. Cases, Other - Enter the number of all cases, except carrier cases, used for mail distribution.

o. Floors Sq. Ft. (Type) - In the blanks provided enter the different types of floor coverings found in the facility. Enter the quantity of each type in the space provided. If more than three types are present, either split a column or utilize the "Misc." column.

p. Misc. - This column is to be utilized for items not specifically listed on the form or for additional types of light fixtures or floor coverings. Note at the top of the column or in the block the component that is listed in the block. This column may also be used for comments or notes.

q. Totals - Total each column to the bottom of the form.

223 Inventory of Exterior Areas

223.1 Exterior areas should be inventoried according to the type covering of the area. (e.g., Unpaved areas may include lawns, hedges, shrubs, etc. Paved areas may include sidewalks, parking/maneuvering area, etc.)

224 The following Sample Inventories are provided:

- a. Sample 1-1 is a complete inventory for a small facility.
- b. Sample 2-1 is a partial inventory for a large facility.

230 Form 4839, CUSTODIAL SCHEDULING WORKSHEET

231 Upon completion of the building inventory, entries must be made on Form 4839 (See Appendix, Exhibit B) to schedule all cleaning assignments that occur more frequently than once a week. In smaller facilities it may be possible to make all the necessary entries on one form. Larger facilities may require one or more forms for each type of space or component to be cleaned. This form must be completed by maintenance management personnel familiar with scheduling custodial duties. If assistance is required for the completion of this form, contact the MSC Manager, Plant Maintenance or the Regional Maintenance Management Division.

232 Instructions for completing Form 4839

232.1 Enter in blocks 1 and 2 (see Fig. 1 and Sample Form 1-2) the Room No. and description of an area as it is identified on the *Building Inventory* Form 4869. (e.g.: Customer Lobby, PM Office, etc.)

232.2 Enter in block 3 under the appropriate day(s) the operation that is being scheduled (e.g.: Clean, Police, Wet Mop,

etc.) These terms should correspond to those as listed in paragraph 242.1. Abbreviations may be used. The frequency of performance should be within the range listed in Chapter 4. (See paragraph 415 for exceptions.)

232.3 Enter in block 4 the tour on which the work is scheduled. If the operation is being done on more than one tour, use a separate line for each tour.

232.4 Enter in block 5 the quantity of the operation being done on the day indicated by the heading. The number entered may be the entire quantity (sq. ft., fixtures, etc.) as indicated on the *Building Inventory*, or it may be a part of inventory, or it may be a part of the quantity.

232.5 If the operation (clean, police, etc.) is being done on only one tour and if the room described in block 2 is the only area of its type (office, toilet, locker room, etc.), add **all** the no. 5 blocks on the line and put the total in block 6.

232.6 If the operation is done on more than one tour (e.g.: being done on Tour 1 and Tour 3) and/or there is more than one office, more than one locker room, etc., it will be necessary to add the column and put the total in block 7. Then add the No. 7 blocks and put the total in block 8. See Sample 2-2.

232.7 The total figure indicated in block 6 or block 8 now indicates the quantity of this operation that **will** be done in one week. This total figure will be carried forward to the corresponding line of the weekly quantity, column E on the Form 4852.

232.8 Entries on Sample 1-2 of Form 4839 were taken from Sample 1-1 of *Building Inventory* Form 4869.

232.9 Entries on Sample 2-2 and 2-3 were taken from Sample 2-1 of *Building Inventory* form 4869.

233 As shown by Samples 1-2 and 2-3, it is not necessary to limit the use of a form to one type space. This is a worksheet and may be used in various ways to get a weekly total for each separate operation. *Explanatory notes and/or additional headings should be used on the form where needed. Users are encouraged to use any notation that will help them do a better job.*

240 Form 4852, WORKLOAD ANALYSIS and SUMMARY

241 Form 4852 (See Appendix, Exhibit C) is a preprinted form designed to permit calculation of the building cleaning staffing requirement for all postal facilities.

242 Preprinted on the form are: job requirements (areas or components to be cleaned such as workroom toilets, offices, etc.), operations to be performed (clean, police, etc.), the unit by which different components are measured (Sq. Ft., Fixture,

etc.) and the time, in minutes, required to do the operation on one unit of measure. (e.g.: It takes 4.5 minutes to clean one workroom toilet fixture.)

242.1 Abbreviations used for operations are:

CL-Clean
PL-Police
WM-Wet Mop
VS-Vacuum scrub
DM-Damp mop
INT-Initial Preparation
PERI-Periodic Maintenance
SHAMP-Shampoo
SPOT-Spot Clean
REMOV-Remove

242.2 Abbreviations used for Unit of Measure are:

FX-Fixture
SF-Square Foot
UT-Unit
BL-Venetian Blinds
LF-Linear Foot
EA-Each

243 Completing Form 4852

- a. In the heading enter the Post Office, City, State, ZIP Code and Unit covered by this form. These entries should be the same as those entered on the corresponding Building Inventory, Form 4869.
- b. Enter the gross interior area in the space provided. Be sure to include docks and platforms in this figure. If gross area is unknown, it may be calculated as indicated by Part 2-1102 of Handbook MS-1, Operation and Maintenance of Real Property.
- c. Enter the total of all paved exterior areas in the space provided.
- d. Enter the total of all unpaved exterior areas in the space provided.
- e. Entries for column (E) "Weekly Quantity" are obtained from the "Weekly Total" figures on the Form 4839, Custodial Scheduling Worksheet.
- f. The figure to be entered in column (F) "Weekly Minutes", is obtained by multiplying column (D) times column (E). (Round to the nearest minute.)
- g. When all entries have been made in column (F) add the column and enter the total on line **32**.

h. Some of the "Job Requirement" items listed in columns (A) and (G) have blanks in their respective "Minutes per sq. ft. or unit" columns. These items have more than one job performance factor (unit performance) for doing the job indicated on the form. Refer to Chapter 4 to obtain the correct performance factor for the job as done in this facility. Enter this factor in the blanks provided.

i. Entries for column (L) are obtained from the total figures on the bottom of the Building *Inventory*, Form 4869.

j. Enter in column (M) the number of times the operation is to be done per year. A member of maintenance management familiar with custodial work must make this evaluation. The operation must be scheduled with sufficient frequency to assure a clean and safe working environment. The frequency of performance should be within the range listed in Chapter 4. (See paragraph 415 for exceptions.)

k. The figure to be entered in column (N), "Annual Minutes", is obtained by multiplying column (K) times column (L) times column (M). (Round to the nearest minute.)

l. In some facilities it may be necessary to use different frequencies for cleaning similar or like components located in different areas within the facility. (e.g.: Light Fixtures.) Extra lines, some preprinted and some blank, have been included on the form to facilitate these entries. If more blank lines are needed, use a blank piece of paper using the same information as appears on the form. Total the extra sheets and make one entry on a blank line of the form. Indicate on the form that the line entry came from a separate sheet.

m. When all entries have been made in column (N), add the column and enter the total on line 77.

n. Multiply line **32** by 52 (weeks) and enter this figure in column (P) line A. This converts the weekly minutes column (F) to minutes per year.

o. Enter in column (P) line B the total from line 77.

p. Add line A to line B and enter the total on line C. Now the total workload is in minutes per year.

q. Divide line C by 60 (minutes) to convert to hours per year. Round to the nearest hour. Enter this figure in column (P) line D.

r. Enter in the spaces provided on lines E, F and G a percentage factor for "Training, Breaks and Wash Up Time." These factors are determined by applicable management instructions and/or collective bargaining agreements. Multiply line D by the percentage on each line and enter this figure in

column (P). In some cases, based on local experience, it may be necessary to enter in column (P) just an hours per year figure. (Entries are not required on these lines.)

s. Add lines D,E,F and G. Enter the total in column (P) line H.

t. Divide line H by 52 (weeks) to obtain workhours per week. Round to the nearest tenth of an hour. Enter this figure in column (P) line J. Refer to applicable regulations in the *Administrative Support Manual* to determine if the facility may be cleaned by contract. If the facility is to be cleaned by contract, no further calculations are required.

u. If the facility is not to be cleaned by contract, divide line H by 1768. (Note • The 1768 figure is the current productive annual workhours for one USPS custodial employee. ~~This~~ figure is subject to change.) Round to the nearest tenth. Enter the resulting figure in column (P) line K. If line K is less than one, a part-time position should be authorized. If line K is equal to or greater than one, any combination of full-time and/or part-time positions should be authorized that provides sufficient workhours to perform all the custodial tasks.

v. When a Form 4852 is completed for a facility other than a BMC, it must be reviewed by the MSC Manager Plant Maintenance (or senior maintenance official) and it must be approved by the **MSC Manager/Postmaster**. For a BMC the Director Plant Maintenance must review the form and the **Manager** must approve it. The form must be signed and dated by these authorities in the space provided on the bottom of the form.

244 Other Duties • Time may be included, if warranted, for other duties performed by custodial employees such as: furniture moving; loading, unloading, and stacking supplies; replacing lamps; etc. Entries for this time will be made as annual minutes and entered in column (N) on a blank line. (e.g.: 120 minutes per week for furniture moving times 52 weeks per year equals 6,240 annual minutes. See Sample 2-4, line 69.) Custodial duties should be completed before non-custodial duties are assigned.

245 Samples 1-3 and 2-4 have been completed using the data indicated on Samples 1-1, 1-2, 2-1, 2-2, and 2-3. Samples 1-1, 1-2, and 1-3 make a complete staffing package for a small facility. Samples 2-1, 2-2, 2-3, and 2-4 are a portion of the staffing package for a large facility. All the sample forms were completed to provide representative data and do not reflect any one specific facility. The frequencies used to illustrate component cleaning are for example only and do not reflect what may be best for any individual facility.

CHAPTER 3

SCHEDULING CUSTODIAL PERSONNEL

310 WRITTEN WORK ASSIGNMENTS

311 General

Written work assignments must be prepared for all regularly scheduled custodial duties. Chapter 3 provides instructions for preparing these work assignments.

312 Management Benefits

Precise, written work routines are invaluable management tools which provide:

- a. Effective utilization of available staff.
- b. Continuity in custodial tasks.
- c. Positive direction to personnel.

313 Employee Benefits

Employees benefit from a written work routine because it:

- a. Delineates duties.
- b. Specifies when and where work is to be done.
- c. Assures equal assignment of workload.

320 DETERMINE UNIT PERFORMANCE TIMES

321 Chapter 4 lists custodial work performance standards. The column headed "Unit of Performance (minutes)" refers to the time required to service one unit of measurement (one fixture, one square foot, etc.).

EXAMPLE: The unit of **performance** for cleaning workroom toilets is 4.5 minutes per fixture.

330 Form 4776, PREVENTIVE-CUSTODIAL MAINTENANCE ROUTE

331 Use

Complete Form 4776, *Preventive-Custodial Maintenance Route*, in duplicate for all regularly scheduled custodial maintenance work listed on Form 4852. Retain the original in the permanent office files. Enclose the duplicate in a transparent plastic cover to be issued to the employee performing the task.

332 Completing Form 4776.

- a. The identification block will be completed in accordance with the handbook or system by which this office operates.
- b. Enter in the block titled "Mail Processing — Building Equipment/Component or System" the type route (e.g.: Area Cleaning Route, Component Route).
- c. Enter in the "Original Issuance Date" block the date this route was first issued.
- d. Enter in the "Date Last Revised" block the last date changes were made to this route.
- e. Enter in the "Estimated Time" block the total workhours estimated for completion of all duties indicated on the route.
- f. Enter in the "Building" block the building in which this route is done. (e.g.: Main Office, VMF, Oak Station, etc.)
- g. Enter in the "Building Location" block the area within the building where this route is done. (e.g.: 1st floor office tower, workroom, etc.)
- h. Mark the "Frequency" block to indicate how often this route is issued. (e.g.: If route is done on Monday only mark the "W" block, if done quarterly mark the "Q" block.)
- i. Enter in the "Tour" block the tour on which this route will be done.
- j. If the route is done on a specific day or more than once a week, enter in the "Basic Work Week" block the day or days of the week this route is done.
- k. Leave the "Item Number" column blank.
- l. Enter in the "MPE-Building Equipment Identification Numbers" block the room number or description of the area where this route is to be done.
- m. If this is an area cleaning route, enter in the "Time" block the time of day the area is to be cleaned. (e.g.: from 7:45 am to 8:30 am) Otherwise, leave this block blank.

n. Leave the "Priority" block blank. For any scheduled "Job Requirement" the priority will be established by the appropriate management official. These priorities may change from day to day as local circumstances warrant.

o. Enter in the "Check List(s) --" block the quantity to be serviced and state the unit of measure. (e.g.: 10 fixtures, 300 sq. ft., etc.)

p. In the "Instructions" block enter:

- a. The operation to be performed.
- b. The equipment and materials to do the operation.
- c. The tasks required to perform the operation.

q. If the instructions are too extensive to put in the "Instructions" block, a separate checklist may be created. Then enter in the "Instructions" block a statement such as "Clean in accordance with Checklist No. CL-1".

r. When making out an area cleaning route, for a specific day, refer to the completed Form 4839. This form already has the tasks to be done and the tour on which assigned for each day of the week. By following the column for a specific day, the operation and quantity are already there. Only the time of day need be calculated.

s. The basic data for preparing a component cleaning route is contained on Form 4852, Columns G through N. When setting up a component cleaning route refer to Form 4869 and consider the location in the building where the task is to be performed. Make each route as compact as possible. Give precise instructions as to the location of the component to be cleaned. Identify the specific area covered on the particular route sheet by structural column numbers, room numbers, etc.

t. Example

Extract all fixtures in workroom areas' from Form 4869, Building *Inventory*, column headed "Fluorescent Fixtures." List them on individual Forms 4776 headed Ceiling Light Fixtures - Workrooms, just as they appear on the inventory, giving room number or section, the description of the space (carrier section, outgoing letters, etc.) and the number of fixtures in each area.

333 Refer to Chapter 4 to obtain the method and materials required to perform a specific job. This information should be provided on the route sheet, Form 4776.

334 Form 4776 Samples 3-1 and 3-2 have been completed to illustrate an area cleaning route and a component cleaning route. Sample 3-3 is a suggested separate checklist for toilet room cleaning. Checklists for other duties may be developed as needed.

340 Scheduling

a. In larger facilities scheduling will be done in accordance with the national handbook or national system by which the office operates.

b. In smaller facilities that do not operate under a specific national handbook or national system, the management official in charge of the facility will be responsible for scheduling. If necessary, the senior MSC maintenance official will provide assistance in scheduling.

c. Actual day to day assignments depend on the number of custodial personnel reporting. Generally, when excessive unscheduled absences occur the component cleaning routes should be limited before area cleaning routes.

CHAPTER 4

PERFORMANCE STANDARDS

410 PERFORMANCE STANDARDS

411 This section provides details essential to estimate the total custodial workload.

412 Changes in Performance Standards

Unit performance represents engineering standards which apply to each custodial task. They may be changed only after documented evaluation of new techniques or equipment indicate the need to change. Unit performance standards may only be revised at the national level to ensure compliance with the current *National Agreements*.

413 Tasks Without Performance Standards

Some tasks are assigned to custodial maintenance that do not have a performance standard. To facilitate staffing for these tasks, maintenance management may estimate the annual time requirement for these tasks based on local experience and historical data. This time must be included on the staffing form in accordance with the instructions in paragraph **244**. Time may be included only if the task is normally considered to be a custodial activity.

414 Safety

When it is necessary to put up ropes and wet floor signs, a time factor should be added for the performance of these safety related functions.

415 Frequency of Performance

The frequency ranges listed in Chapter 4 of this handbook for performing the indicated custodial tasks should be applicable to most postal facilities. The frequency selected for a particular task should be within the specified range, and the specific frequency chosen is dependent upon local conditions. Local management may determine that frequencies outside the ranges (above or below) listed are required due to local conditions. If one or more of the frequencies selected are below the range(s) listed in this handbook, the custodial staffing package shall be submitted with appropriate justification to Regional Maintenance Management. Implementation of custodial tasks with frequencies below the specified range(s) requires prior Regional Maintenance Management approval.

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
a. TOILET ROOM				
(1) Cleaning				
Sweep floor, picking up loose paper and trash. Remove gum spots with putty knife.	Wet mop Two mop buckets One wringer Bowl brush	107 Fixtures ¹ 120 Fixtures ¹	4.5 (In workroom areas)	3 to 7 times per week.
Wash mirrors, ledges, chrome, and receptacles.	Sponge cloths Sponge Liquid detergent		4.0 (In office areas)	2 to 7 times per week.
Scrub interior and exterior surfaces, including lips of water closets, urinals, lavatories, and multiple wash sinks.	Trash container Pickup pan and broom Putty knife Untreated sweeping mop Polyethelene trash can liners			
Damp wipe toilet partitions and doors, toilet room doors, shower stalls, and all wainscoting.	Wet floor sign Rope			
Dust partition tops and high ledges.				
Dust window sills and vents.				
Refill toilet tissue, paper towel, and soap dispensers. (Do not overstuff towel dispenser.)				
Empty trash receptacles.				
Wet mop and rinse floor. ²				

¹Fixtures include only showers, lavatories, water closets, multiple wash sinks, and urinals.

²See paragraph 430.1 for damp mop and wet mop procedures

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
a. TOILET ROOM				
(2) Policing				
Pick up all loose paper and trash.	Untreated sweeping mop	320 Fixtures ¹	1.5 (In workroom areas)	1 time per tour in facilities with two or more mail processing tours per day, except on tour when room is cleaned.
Refill tissue, towel and soap dispensers. (Do not overstuff towel dispensers.)	Pickup pan and broom	360 Fixtures ¹		
Check plumbing and flushing of water closets and urinals.	Trash container		1.334 (In office areas)	
Damp wipe water closets, lavatories and multiple wash sinks.	Sponge cloths			
	Wet mop			As needed.
	Mop bucket with wringer			
	Liquid detergent			
	Polyethelene trash can liners			
	Wet floor sign			
	Rope			
Sweep floor - damp ² mop as needed.				
Empty trash receptacles.				

¹Fixtures include only showers, lavatories, water closets, multiple wash sinks, and urinals.

²See paragraph **430.1** for damp mop and wet mop procedures.

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
b. LUNCH/SWING ROOM				
(1) Cleaning				
Remove all debris from tables and damp wipe with detergent solution.	Treated sweeping equipment Treated dust cloths Sponge cloth	15,000sq. ft.	.032	3 to 7 times per week.
Empty trash receptacles.	Plastic spray bottle Pail			
Dust horizontal surfaces from floor level, including tops of vending machines.	Liquid detergent Pickup pan and broom Mop bucket with wringer Trash container			
Sweep floor completely.	Polyethelene trash can liners			
Clean drinking fountains with detergent solution.	Wet floor sign Rope			
In combination lunch and locker rooms, locker tops and cabinets will be dusted.				
On other-than-wood floors, damp mop entire floor with detergent solution. ¹				
Spot-clean walls.				

¹See paragraph 430.1 for damp mop and wet mop procedures.

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work Day	Unit Performance (Min.)	Frequency Range
b. LUNCH/SWING ROOM				
(2) Policing				
Clear tables of all trash and debris, and damp wipe.	Treated sweeping equipment Wet mop and mop bucket with wringer	45,000 sq. ft.	.0106	On all tours when used, except when cleaned on same tour.
Empty trash from cluttered areas.	Sponge cloth			
Damp mop spillages. ¹	Plastic spray bottle			
Damp wipe drinking fountain.	Liquid detergent Polyethelene trash can liners Wet floor sign Rope			
(3) Wet Mopping ¹				0 to 2 time(s) per week.

¹See paragraph 430.1 for damp mop and wet mop procedures.

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
c. LOCKER ROOM				
(1) Cleaning				
Dust mop floor.	Treated sweeping equipment	20,000 sq. ft.	.024	3 to 7 times per week.
Empty trash receptacles and ashtrays.	Wet mop and mop bucket with wringer.			
Dust all horizontal surfaces from floor level, including tops of lockers.	Sponge cloth			
Damp-wipe vertical surfaces of one-fifth of lockers.	Plastic spray bottle			
	Liquid detergent			
	Trash container			
	Wet floor sign			
	Rope			
Damp mop entire floor area. ¹				
(2) Policing				
Sweep open areas and aisles.	Treated sweeping equipment	60,000 sq. ft.	.008	On all tours when used, except when cleaned on same tour.
Empty trash receptacles and ashtrays.	Wet mop and mop bucket with wringer			
Damp mop spillages. ¹	Liquid detergent			
	Trash container			
	Wet floor sign			
	Rope			
(3) Wet Mopping ¹				0 to 2 time(s) per week.

¹See paragraph 430.1 for damp and wet mop procedures.

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
d. WORKROOM				
(1) Cleaning				
Sweep entire floor area with treated mop or treated dust cloth.	Treated sweeping equipment	45,000 sq. ft.	.0106	2 to 7 times per week
Empty all trash receptacles and take trash to pickup point.	Treated dust cloths Sponge cloth Liquid detergent Plastic spray bottle			
Wash and disinfect all drinking fountains in area.	Toy broom and dust pan Trash container Polyethelene trash can liners			
Dust horizontal surfaces of cases, tables, file cabinets, etc.				
Dust window sills, radiators.				
Spot-clean smudges from walls and doors.				
(2) Cleaning (VMF only)				
Spread grease-absorbent compound on fresh grease and oil deposits on floor. Let stand while completing other tasks.	Grease-absorbent compound Sidewalk brush Sponge cloth Powdered detergent	45,000 sq. ft.	.0106	2 to 7 times per week
Sweep floor with sidewalk brush.	Pail Trash container Toy broom and dust pan			
Control grease and oil smudges on bay partitions by removal with powdered detergent.				
Empty trash.				

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
d. WORKROOM				
(3) Policing				
Spot sweep cluttered areas.	Treated sweeping equipment	90,000 sq. ft.	.0053	On all tours only for the area used, except when cleaned on same tour.
Pick up large pieces of trash and boxes.	Sponge cloth			
Empty trash receptacles and dispose of trash.	Plastic spray bottle			
	Toy broom and dust pan			
	Trash container			
	Polyethelene trash can liners			
Damp wipe drinking fountains.				
e. OFFICE SPACE				
(1) Cleaning				
Empty and damp wipe ash trays and waste baskets.	Treated sweeping equipment	12,800 sq. ft.	.0375	3 to 7 times per week.
	Treated dust cloths			
Dust horizontal surfaces of all furniture and equipment.	Radiator brush			
	Sponge cloth			
	Plastic spray bottle			
Dust completely all furniture in 1/5 of offices each cleaning.	Vacuum cleaner			
	Toy broom and dust pan			
	Trash container			
Wash lavatories and drinking fountains; spot clean smudges and fingerprints on glass surfaces and walls.				
Sweep floor with treated sweeping equipment.				
Vacuum rugs.				
Spot shampoo rugs as necessary				

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
f. SUPPLY ROOM				
(1) Cleaning				
Dust horizontal surfaces without moving stock.	Treated sweeping equipment	40,000 sq. ft.	.012	3 to 7 times per week.
Sweep floor with treated sweeping equipment.	Treated dust cloths			
g. ACTIVE STORAGE ROOM				
(1) Cleaning				
Dust horizontal surfaces.	Treated sweeping equipment	40,000 sq. ft.	.012	12 to 52 times per year
Sweep floors.	Treated dust cloth			
	Toy broom and dust pan			
	Trash container			
h. INACTIVE STORAGE ROOM				
(1) Cleaning				
Dust horizontal surfaces.	Treated sweeping equipment	40,000 sq. ft.	.012	4 to 12 times per year.
Sweep floors.	Treated dust cloth			
	Toy broom and dust pan			
	Trash container			

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
i. OIL STORAGE ROOM				
(1) Cleaning				
Spread grease absorbent compound on oil deposits.	Grease absorbent compound	16,000 sq. ft.	.03	Weekly.
Sweep floor with sidewalk brush.	Powdered detergent Sidewalk brush Toy broom and dust pan			
Wet mop with powered detergent solution and rinse with clear water.	2 mop buckets 1 wringer 2 wet mops Wet floor sign			
j. FREIGHT ELEVATOR				
(1) Policing				
Sweep floor.	Treated sweeping equipment	48	10.0	1 to 7 time(s) per week.
Dust walls and doors.	Treated dust cloths Toy broom and dust pan			

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
k. PASSENGER ELEVATOR				
(1) Cleaning				
Remove gum spots from floor	Treated sweeping equipment	24	20.0	3 to 7 times per week.
Sweep and damp mop floor or vacuum carpet.	Treated dust cloths Liquid detergent Fine steel wool			
Scrub prints and heel marks from base of cab wall with steel wool.	Mop bucket with wringer Wet mop Vacuum cleaner			
Damp wipe walls, trim, and doors.	Sponge cloth Plastic spray bottle			
Spot shampoo carpet as necessary.	Wet floor sign			
1. EXTERIOR PAVED AREA				
(1) Policing				
Pick up litter - paper, cans, soft drink bottles, etc.	Spiked stick Trash bag	400,000 sq. ft.	.0012	1 to 7 time(s) per week.

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
I. EXTERIOR PAVED AREA				
(2) Sweeping - Select appropriate method				
(a) Manual sweeping ¹				
Sweep sidewalks, parking areas, driveway, maneuvering area, etc.	Pushbroom Trash container	80,000 sq. ft.	.006	1 to 7 time(s) per week.
(b) Pedestrian-type power vacuum ¹				
Sweep sidewalks, parking areas, driveway, maneuvering area, etc.	Pedestrian type power vacuum	120,000 sq. ft.	.004	
(c) Rider type power sweeper ¹				
Sweep sidewalks, parking areas, driveway, maneuvering area, etc.	Rider type power sweeper.	400,000 sq. ft.	.0012	
(3) Snow removal				
Remove snow from sidewalks, parking areas, maneuvering area, driveway, etc.	Snow plow	32,000 sq. ft.	.015	As needed.

¹The most economical method of sweeping must be used in all areas; this may involve a combination of methods in the overall area.

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
m. EXTERIOR UNPAVED AREA				
(1) Policing				
Pick up litter - paper, cans, soft drink bottles, etc.	Spike stick Trash bag	400,000 sq. ft.	.0012	1 to 7 time (~ per week.
Arrange recruiting posters, etc.				
n. INTERIOR PARKING/MANEUVERING				
(1) Manual Sweeping ¹				
Sweep inaccessible areas, bringing dust and litter to open areas.	Fiber pushbroom	80,000 sq. ft.	.006	1 to 7 time(s) per week.
(2) Pedestrian-type power vacuum sweeper ¹				
Sweep areas inaccessible to rider type sweeper.	Pedestrian-type power vacuum sweeper	120,000 sq. ft.	.004	
(3) Rider type power sweeper ¹				
Sweep open areas.	Rider type power sweeper	400,000 sq. ft.	.0012	

Production per work day is based on only that segment of the area swept by the various methods.

¹The most economical method of sweeping must be used in all areas; this may involve a combination of methods in the overall area.

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
o. PLATFORM (Dock)				
(1) Cleaning				
Sweep entire area with treated sweeping equipment or pedestrian type power vacuum sweeper.	Treated sweeping equipment or power vacuum sweeper	45,000 sq. ft.	.0106	3 to 7 times per week.
Dust wipe vestibule doors and door glass.	Treated dust cloth Sponge cloth Plastic spray bottle			
Empty trash containers.	Toy broom and dust pan Trash container			
(2) Policing				
Spot sweep cluttered areas.	Treated sweeping equipment	90,000 sq. ft.	.0053	On all tours in area(s) used, except when cleaned on same tour.
Pick up and dispose of large pieces of trash and empty boxes.	Toy broom and dust pan Trash container			
Empty trash containers.				

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
p. SERVICE/BOX LOBBY .				
(1) Cleaning				
Dust desks, tables and screenline.	Treated sweeping equipment	30,000 sq. ft.	.016	5 to 7 times per week.
Damp wipe desk tops and counter top.	Toy broom and dust pan Treated dust cloth Plastic spray bottle			
Arrange patron desk supplies.	Sponge cloth Pail			
Empty cigarette urns; damp wipe inside and out.	Window squeegee Trash container Polyethelene trash can liners			
Sweep entire floor with treated sweeping equipment.				
Empty trash baskets; insert clean polyethelene liner.				
Spot-clean smudges from walls and counter front.				
Damp wipe bulletin board glass.				
Wash lobby door glass.				

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
p. SERVICE/BOX LOBBY				
(2) Policing				
Arrange desk or table items.	Treated sweeping equipment	240,000 sq. ft.	.002	As needed.
Pick up loose trash and spot-sweep as needed.	Treated dust cloth Toy broom and dust pan Wet mop			
Empty cigarette urns.	Mop bucket with wringer Trash container			
Damp mop during wet weather.	Wet floor sign Rope			
Layout safety mats in wet weather.				
Empty trash baskets.				
(3) Wet Mopping ¹	Select appropriate method			1 to 3 time(s) per week.
(4) Vacuum Scrub ¹	Select appropriate method			1 to 3 time(s) per week.
(5) Damp Mopping ¹				1 to 3 time(s) per week.

See paragraph 430.1 for damp mop, wet mop and vacuum scrub procedures.

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
q. STAIRWAY				
(1) Cleaning				
Treated - sweep stairs and landings.	Treated sweeping equipment	60 flights (12 ft. flights) floor to floor	8.0	3 to 7 times per week.
Dust handrails.	Treated dust cloth			
	Plastic spray bottle			
Spot clean smudges from walls and doors.	Sponge cloth	48 flights (18 ft. flights) floor to floor	10.0	
	Toy broom and dust pan			
(2) Policing				
Pick up loose trash.	Toy broom and dust pan	200 flights floor to floor	2.4	Daily, except when cleaned.
Spot sweep as needed.				

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
r. CORRIDOR				
(1) Cleaning				
Sweep corridor with treated sweeping equipment.	Treated sweeping equipment	80,000 sq. ft.	.006	2 to 7 times per week.
Spot clean smudges from walls.	Toy broom and dust pan Plastic spray bottle Sponge cloth			
Empty cigarette urns and damp wipe inside and outside.	Trash container			
Empty trash receptacles.				
(2) Policing				
Pick up loose trash.	Toy broom and dust pan Trash container	240,000 sq. ft.	.002	Daily, except when cleaned.
Empty cigarette urns.				
Empty trash receptacles.				
Spot sweep as needed.				
(3) Damp Mopping¹	Select appropriate method			2 to 7 times per week.
(4) Vacuum Scrub¹	Select appropriate method			2 to 7 times per week.

¹See paragraph 430.1 for damp mop and vacuum scrub procedures.

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
s. SHOP AREA				
(1) Cleaning				
Sweep entire floor using most practical method.	Treated sweeping equipment or push broom	40,000 sq. ft.	.012	Daily, when used.
Dust desks (not work benches) and empty ash trays.	Treated dust cloth Toy broom and dust pan Trash containers			
Dust horizontal surfaces of file cabinets, lockers, and window ledges.				
Empty trash receptacles.				

t. JANITOR'S CLOSET

(1) Cleaning				
Scrub interior of sink; damp wipe exterior.	Pickup pan and broom	48 closets	10.0	Daily, when used.
Damp mop floor. ¹	Wet mop One mop bucket			
Arrange supplies and equipment.	Sponge cloths Liquid detergent			
Restock janitor supply cart.	Wet floor sign Rope			

¹See paragraph 430.1 for damp mop and wet mop procedures.

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
u. BATTERY ROOM				
(1) Cleaning				
Sweep floor with sidewalk brush.	Sidewalk brush	80,000sq. ft.	.006	Daily.
Empty trash.	Trash container			
(2) Floor scrubbing				
Mix powdered detergent and water in a mop bucket and lay down solution on floor.	2 mop buckets 1 wringer 2 wet mops Deck scrub brush	5,000sq. ft.	.096	Weekly.
Scrub with deck scrub brush. Do not use a floor machine in this area.	Powdered detergent Wet floor sign			
Pick up solution and rinse floor with clean water.				

420 AREA CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
v. LOOKOUT GALLERY				
(1) Cleaning				
Sweep floors with treated sweeping equipment.	Treated sweeping equipment	1,000 linear feet	.480	4 to 12 times per year.
Dust walls and lookout slots.	Treated dust cloth * Plastic spray bottle Sponge cloth			
Damp wipe lookout glass.	Extension cord and/or battery lantern			
Dust ladder rungs, guard rails, rope "tell-tales" and arm ledges.	Replacement lamps			
Replace burned-out lamps.				

430 COMPONENT CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
a. CEILING LIGHT FIXTURES				
(1) Dusting - Select appropriate method				
(a) Feather Duster (See 132.31, Handbook MS-39)	Feather Duster with 22' extension pole	1920	.25	4 to 12 times per year
OR				
(b) Treated Dust Cloth (See 132.32, Handbook MS-39)	Treated dust cloth Powerlift, scaffolding, or safety platform ladder	320	1.5	
OR				
(c) Vacuum Dusting (See 132.33, Handbook MS-39)	Rack-Pak vacuum Powerlift, scaffolding or safety platform ladder	480	1.0	
(2) Washing - Select appropriate method				
(See 133, Handbook MS-39)	2 natural sponges Pail Powdered detergent Masking tape Supply of lamps 55 gal. drum	48 (55 gal. drum)	10.0	1 to 2 time(s) per year.
OR				
	Louver washing tank	54 (Louver washing tank)	8.89	
OR				
	Louver washing machine	96 (Louver washing machine)	5.0	

430 COMPONENT CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
b. VENETIAN BLINDS				
(1) Dusting				
Dust both sides of slats with treated dust cloth.	Radiator brush with extension handle . Treated dust cloth	96	5.0	1 to 4 time(s) per year.
(2) Washing				
Hang blind from blind brackets attached to 2" x 4" x 4" wood blocks nailed to wall or use a washing trough.	Powdered detergent Hand scrub brush Venetian Blind tapes and cord	16	30.0	1 to 2 time(s) per year.
Scrub both sides of slats and tapes.				
Retape as necessary.				
c. EXTERIOR GLASS				

(1) Washing				
Wash and squeegee dry both sides of window glass.	Sponge or sponge cloth Pail Window washing brush	2,700 sq. ft. window surface	.179	Lobby - 12 to 52 times per year, other areas 2 to 4 times per year.
Wipe squeegee blade dry with well wrung out sponge or sponge cloth after each stroke.	Window squeegee Interior-use appropriate high access equipment			
Wipe corners and framework of window pane with sponge or sponge cloth.	Exterior-safety belt for windows equipped with hooks			

430 COMPONENT CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
d. INTERIOR GLASS				
(1) Washing				
Wash and squeegee dry both sides of partition or door glass.	Sponge or sponge cloth Pail Window washing brush	2,700 sq. ft. window surface	.179	2 to 4 times per year.
Prevent runoff of water onto painted partition.	Window squeegee			
Wipe squeegee blade dry with well wrung out sponge or sponge cloth after each stroke.				
Wipe corners and framework of window pane with sponge or sponge cloth.				
e. PIPES AND DUCTS				
(1) Cleaning (Areas normally above 10' in height with exposed pipes and ducts only. Measurements is based on number of sq. ft. of floor area with pipes and ducts overhead.)				
Dust areas that cannot be reached by hand from the floor.	Appropriate high access equipment Treated dust cloths	7,000 sq. ft. workroom floor area	.069	1 to 2 time(s) per year.
Includes all surfaces of pipes and ducts.	Treated sweeping tool Back-pack vacuum cleaner	10,000 sq. ft. non-workroom area	.048	1 to 4 time(s) per year.

430 COMPONENT CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
f. CASES				
(1) Carrier cases				
Vacuum separations with special vacuum cleaner tool.	Vacuum cleaner Case cleaning attachment for vacuum cleaner	120 Cases (carrier wing, PO Item 143-C, counts as 1/2 case. Items 124-C & 144-C count as one case each)	4.0	Annually, or as needed.
(2) Other cases				
Dust all separations with treated dust cloth.	Treated dust cloth	320 cases	1.5	Annually, or as needed.
g. LAWNS, HEDGES, SHRUBS				
(1) Lawns				
Mow and edge.	Power mower Lawn edger Safety goggles Ear protectors	40,000 sq. ft.	.012	Up to 52 times per year.
(2) Hedges and shrubs				
Trim.	Electric hedge shears Safety goggles	400 lineal ft.	1.2	1 to 4 time(s) per year.

430 COMPONENT CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
h. RESILIENT FLOOR CARE				
(1) Damp mopping				
Mix detergent with water according to manufacturer recommendation, wring out mop tightly.	Mop bucket and wringer Wet mop Liquid detergent Wet floor sign	32,000 sq. ft.	.015	12 to 52 times per year.
Apply detergent and pick up.	Rope			
(2) Initial preparation				
See IIIB3a and IVB1 Handbook S-3 (Rev.)		2,000 sq. ft.	.24	0 to 2 time(s) per year.
(3) Periodic maintenance				
See IIIB3C and IVB1 Handbook S-3 (Rev.)		5,000 sq. ft.	.096	3 to 12 times per year.
i. TERRAZZO FLOOR CARE				
(1) Initial preparation				
See IIIC3a and IVB2 Handbook S-3 (Rev.)		2,000 sq. ft.	.24	Annually.
(2) Periodic maintenance				
See IIIC3c and IVB2 Handbook S-3 (Rev.)		4,000 sq. ft.	.12	3 to 12 times per year.

430 COMPONENT CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
j. CONCRETE FLOOR CARE				
(1) Initial preparation				
See IIIC3a and IVB3 Handbook S-3 (Rev.)		2,000 sq. ft.	.24	Annually.
(2) Periodic maintenance				
See IIIC3c and IVB3 Handbook S-3 (Rev.)		5,000 sq. ft.	.096	0 to 4 time(s) per year.
(3) Scrubbing (VMF workroom floor only)				
After cleaning, wet floor down with a hose.	Hose	32,000 sq. ft.	.015	12 to 52 times per year.
	Powdered detergent			
	Deck scrub brush			
Sprinkle powdered detergent on floor and scrub with a deck brush.	Floor squeegee			
	Wet floor sign			
Hose down the floor and squeegee water to floor drain.				

430 COMPONENT CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
k. WOOD FLOOR CARE				
(1) Initial preparation				
See IIID2a, IVB5 & IVB6 Handbook S-3 (Rev.)		2,000 sq. ft.	.24	1 to 2 time(s) per year.
(2) Periodic maintenance				
See IIID2c and IW4 Handbook S-3 (Rev.).		4,000 sq. ft.	.12	3 to 12 times per year.

430 COMPONENT CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
1. FLOOR CARE				
(1) Damp mopping				
(Not for wood floors)				
Mop floor with mop dipped in detergent solution mixed according to manufacturer's instructions and wring out tightly.	Mop bucket and wringer Wet mop Liquid detergent Wet floor sign Rope	32,000 sq. ft.	.015	As specified in appropriate area.
Pick up detergent solution from floor.				
(2) Wet mopping				
(Not for wood floors)				
Apply detergent solution mixed according to manufacturer's instructions and allow to stand 5 minutes. Agitate detergent solution on floor with mop and pick up.	2 mop buckets with 1 wringer 2 wet mops Liquid detergent Wet floor sign Rope	16,000 sq. ft.	.03	As specified in appropriate area.
Rinse floor with clear water, changing water frequently. Pick up rinse water.				
(3) Automatic Scrubber-Vacuum (Battery Operated)				
Machine applies cleaning solution, agitates with brush, and vacuums up dirty solution.	Automatic scrubber vacuum Wet mop Wet floor sign Rope	75,000 sq. ft.	.0064	As specified in appropriate area.
Pick up excess solution from corners and edges with wet mop.				

430 COMPONENT CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
m. CARPET CARE				
(1) Shampooing				
Vacuum carpet thoroughly.	Industrial vacuum cleaner	2,000 sq. ft.	.24	1 to 4 time(s) per year.
Mix shampoo and water according to manufacturers instructions.	Floor scrubbing machine with solution tank and shower-feed brush			
Wet brush bristles thoroughly before placing brush on machine.	Carpet shampoo			
	Pail for mixing			
	Hand scrub brush			
	Stiff-bristled brush			
Tilt machine back (with wheels in down position) until brush is no longer in contact with carpet.	4" x 4" plastic squares or discs cut from polyethelene trash can liner			
Feed shampoo into brush.				
Raise wheels and shampoo carpet with slow, overlapping brush passes. Feed shampoo sparingly.				
Vacuum carpet frequently to remove shampoo entrapped dirt.				
Use a hand scrub brush dipped in shampoo solution for corners.				
Set pile in one direction with stiff-bristled brush. Use discs pre-cut from a polyethelene trash liner under metal furniture glides to prevent rust stains on damp carpet.				

430 COMPONENT CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
n. WALLS				
(1) Dusting				
Remove dust with treated sweeping tool and cover.	Treated sweeping equipment	20,000 sq. ft. (up to 12' height)	.024	0 to 4 time(s) per year.
		10,000 sq. ft. (above 12' height)	.048	
(2) Washing (Marble or ceramic walls only)				
Apply detergent solution to wall and agitate with sponge.	2 natural sponges 2 pails Liquid detergent	3,500 sq. ft. (up to 6' height)	.138	1 to 4 time(s) per year.
Rinse area cleaned.	Appropriate high access equipment Wet floor sign Rope	2,400 sq. ft. (above 6' height)	.20	
(3) Washing (VMF workroom only)				
Apply solution of powdered detergent and water to walls with a window washing brush or deck scrub brush.	Scaffolding Powdered detergent Window washing brush Deck scrub brush Hose	4,000 sq. ft.	.12	Annually.
Work from bottom up.	Floor squeegee Wet floor sign			
Hose down cleaned portions of wall.				
Squeegee water to floor drain.				

430 COMPONENT CLEANING

Performance	Equipment and Material	Performance Per Work-Day	Unit Performance (Min.)	Frequency Range
o. DECORATIVE METAL (BRASS AND BRONZE)				
(1) Polishing				
Remove tarnish with wadding-type polish.	Wadding-type metal polish	96 each (Post Office Boxes)	5.0	Once every two years.
Buff with clean cloth.	Clean cloths	192 lin. ft. (railing)	2.5	
Spray on a thin film of acrylic lacquer.	Acrylic lacquer	160 sq. ft. (sheet work)	3.0	

p. POST OFFICE BOXES

(1) Cleaning				
Dust inside the box.	Treated dust cloths	240 boxes	2.0	As needed.
Damp wipe window glass.	Sponge cloth			

CHAPTER 5

HOUSEKEEPING INSPECTION

510 GENERAL

All postal facilities where the USPS provides custodial maintenance must be inspected for cleanliness at least quarterly. In addition to scheduled inspections, unannounced inspections may be performed at any time. A Housekeeping Inspection Form 4851 (see Appendix, Exhibit E) must be completed as part of these inspections. The forms will be consolidated in the MSC maintenance office. A consolidated report will be sent from the MSC to the District Office and to the Regional Maintenance Management Division.

520 INSPECTIONS

In facilities of 25,000 sq. ft. or more, a quarterly inspection will be done by two management representatives. One must be from the facility being inspected. The other must be from maintenance management. The maintenance management representative may be from within or outside the facility.

522 In facilities of less than 25,000 sq. ft., a quarterly inspection will be done by a management representative from the facility being inspected. At least annually, the inspection will be done by two management representatives, one from within and one from outside the facility.

523 The SCM/PM will determine who will perform the required inspections.

524. At the discretion of the installation head, or the SCM/PM, additional personnel may participate in the inspection.

525 Additional unannounced inspections may be performed at any time by management representatives of the MSC, District or Regional Offices.

526 A Form 4851 must be completed during all housekeeping inspections and must be signed by all personnel participating in the inspection.

530 HOUSEKEEPING INSPECTION FORM 4851

531 A Form 4851 must be completed during every housekeeping inspection. (See Appendix, Exhibit E)

532 Instructions for completing Form 4851.

532.1 General - The form should be completed after the inspection. While performing the inspection, it may be

necessary to take notes. A tablet on a clip board is suggested for this purpose. Take a copy of the form while doing the inspection to use as a checklist.

532.2 Heading - In the heading enter the name of the Main Post Office (City, State and ZIP Code) having control over this office. Enter the unit (e.g.: Oak Station, VMF, Main Office, etc.) and the date the inspection is being done. (See Sample 4-1)

532.3 Area Cleaning - In the areas indicated on the form, check the items indicated for that specific area. (See Appendix F, Housekeeping Inspection Techniques for specifics on how to inspect individual items.) Check either the "S" (Satisfactory) or the "U" (Unsatisfactory) block. All discrepancies which cause a "U" to be checked must be specifically identified in the "Remarks" section.

532.4 Component Cleaning - Check the overall cleanliness of the components listed in this section of the form. Check the "S" or the "U" block. All discrepancies which cause a "U" to be checked must be specifically identified in the "Remarks" section.

532.5 Remarks - All items checked "U" in the Area Cleaning and/or the Component Cleaning sections must have a corresponding statement in the "Remarks" section. The entry must contain: the specific item, the specific location of the item, and the specific discrepancy. (See Sample 4-1) If more space is needed for remarks, use the back of the form or add additional sheets. Entries must be specific. Statements such as, "Dirty sinks" or "Dirty mirror" are unacceptable.

if

532.6 Signature Block - The signature and job title of all participants in the inspection must be on the form. If more than two people participate in the inspection, their signatures and titles must be added on the bottom lines of the "Remarks" section.

532.7 Not Applicable - If a listed item does not apply to the facility being inspected, put "N/A" in the S/U blocks.

532.8 Items not on the form - The form has blank spaces in both the Area Cleaning and the Component Cleaning sections so additional items may be added. State the area or the component in the blank provided. Check the "S" or "U" block. Any "U" items must have a corresponding entry in the "Remarks" section.

532.9 Example - A completed Form **4851** is provided in Sample **4-1** in the Sample Forms section of the handbook. This form does not represent a specific facility. Rather, it was completed to show the method by which the form was to be done. For specific inspection techniques, see Appendix F, *Housekeeping Inspection Techniques*.

540 REPORTS

541 Completed Forms **4851** will be forwarded to the MSC to the attention of the Senior Maintenance Official. The Senior Maintenance Official will provide a written report to the SCM/PM noting all discrepancies found during the inspections and actions taken to correct the discrepancies. A copy of this report will be forwarded to the District Office and to the Regional Maintenance Management Division. Upon receipt of a written request, the SCM/PM will provide a copy of the report and/or forms to the requesting labor organization.

542 Maintenance Management at all levels will monitor the reports for recurring problems. Corrective action as necessary will be taken to eliminate the problems. This action may include, but is not limited to, a review of: staffing, training, scheduling, methods of cleaning and materials used. The results of these inspections will not be used to indicate poor performance on the part of an employee.

543 Completed Forms **4851** and the consolidated reports will be retained at the MSC for two years.

SAMPLE FORMS

Sample 1-1 - Completed Form 4869
Sample 1-2 - Completed Form 4839
Sample 1-3 - Completed Form 4852
Sample 2-1 - Completed Form 4869
Sample 2-2 - Completed Form 4839
Sample 2-3 - Completed Form 4839
Sample 2-4 - Completed Form 4852
Sample 3-1 - Completed Form 4776
Sample 3-2 - Completed Form 4776
Sample 3-3 - Example Checklist
Sample 4-1 - Completed Form 4851

PS FORM 4869
AUG. 1962

SAMPLE 1-1

P8 FORM 4839
AUG. 1962

U.S. POSTAL SERVICE WORKLOAD ANALYSIS AND SUMMARY						POST OFFICE Smalltown		GROSS INTERIOR AREA 5000						
						STATE AND ZIP CODE USA XXXXX		EXTERIOR PAVED 1200						
						UNIT Main Office		EXTERIOR UNPAVED 2000						
LINE NO.	JOB REQUIREMENT (A)	OPERATION (B)	UNIT OF MEASURE (C)	MINUTES PER SQ. FT. OR UNIT (D)	WEEKLY QUANTITY (E)	WEEKLY MINS. (F)	LINE NO.	JOB REQUIREMENT (G)	OPERATION (H)	UNIT OF MEASURE (I)	MINUTES PER SQ. FT. OR UNIT (J)	QUANTITY (K)	FREQUENCY (L)	ANNUAL MINS. (M)
1	WORKROOM TOILETS	CL	FX	4.5	12	54	33	LIGHT FIXTURES	DUST	FX	.25	77	4	77
2		PL	FX	1.5			34		DUST	FX	.25	14	4	14
3	OFFICE TOILETS	CL	FX	4.0			35		DUST	FX				
4	LUNCH/SWING RMS	CL	SF	.032	1200	38	36	LIGHT FIXTURES	WASH	FX	10.0	77	1	770
5		PL	SF	.0106			37		WASH	FX				
6		WM	SF	.03	200	6	38		WASH	FX				
7	LOCKER RMS	CL	SF	.024	600	14	39	VENETIAN BLINDS	WASH	BL	30.0	3	1	90
8		PL	SF	.006	600	5	40		DUST	BL	5.0	3	2	30
9		WM	SF	.03	200	6	41	LOBBY GLASS	WASH	SF	.179	200	52	1862
10	WORKROOMS	CL	SF	.0106	7500	80	42	EXTERIOR GLASS	WASH	SF	.179	70	3	38
11		PL	SF	.0053	7500	40	43	INTERIOR GLASS	WASH	SF	.179			
12	OFFICES	CL	SF	.0375	600	23	44	WORKROOM PIPES/DUCTS	DUST	SF	.069			
13	SUPPLY RMS	CL	SF	.012			45	OTHER PIPES/DUCTS	DUST	SF	.046			
14	FREIGHT ELEVATORS	PL	UT	10.0			46	LOOKOUT GALLERY	CL	LF	.46			
15	PASSENGER ELEVATORS	CL	UT	20.0			47	CARRIER CASE	CL	EA	4.0	35	1	140
16	EXT POLICE	PL	SF	.0012	8400	10	48	OTHER CASE	CL	EA	1.5	10	1	15
17	PLATFORMS	CL	SF	.0106	1500	16	49	EXT PAVED	SWEEP	SF	.006			
18		PL	SF	.0053	1500	8	50	EXT PAVED	SWEEP	SF	.004	1200	52	250
19	SERVICE/BOX LOBBY	CL	SF	.016	3000	48	51	EXT PAVED	SWEEP	SF	.0012			
20		PL	SF	.002			52	ACTIVE STORAGE	CL	SF	.012	200	26	62
21		WM	SF	.03	500	15	53	INACTIVE STORAGE	CL	SF	.012	350	6	25
22		VS	SF	.0084			54	RESILIENT FL	DM	SF	.015	3300	12	594
23		DM	SF	.015	1000	15	55		INT	SF	.24	3850	1	924
24	STAIRWAYS	CL	UT				56		PERI	SF	.096	3850	3	1109
25		PL	UT	2.4			57	TERRAZZO	INT	SF	.24			
26	CORRIDORS	CL	SF	.006			58		PERI	SF	.12			
27		DM	SF	.015			59	CONCRETE	INT	SF	.24	850	1	204
28		VS	SF	.0084			60		PERI	SF	.096			
29		PL	SF	.002			61	CARPET	SHAMP	SF	.24			
30	SHOP AREAS	CL	SF	.012			62		SPOT	SF				
31	JAN CLOSET	CL	EA	10.0			63	WOOD	INT	SF	.24			
32	SUB TOTAL					378	64		PERI	SF	.12			
WORK HOUR CALCULATIONS							65	LAWNS	MOW	SF	.012	2000	26	624
(G)							66	HEDGE/SHRUB	TRIM	LF	1.2			
A	MULT. TOTAL LINE 32 BY 52 WEEKS				19656	MIN/YR	67	SNOW	REMOV	SF	.015	200	6	18
B	ENTER TOTAL FROM LINE 77				7026	MIN/YR	68	P.O. BOXES	CL	EA	2.0			
C	TOTAL LINES				26682	MIN/YR	69	Stock Supplies	estimate					180
D	DIVIDE LINE C BY 60 MIN				445	WH/YR	70							
E	MULT LINE D BY KITBGL					H/YR	71							
F	MULT LINE D BY KITBFAKSI					H/YR	72							
G	MULT LINE D BY KOWASH LPS					H/YR	73							
H	TOTAL LINES D + E + F + G				445	WH/YR	74							
J	DIVIDE LINE H BY 52				8.6	WK HRS PER WEEK	75							
K	DIVIDE LINE H BY 1768					WK HRS	76							
L	TOTAL EMPLOYEES					YRS	77	SUB TOTAL						7026

REVIEWED BY:

M.P. Maint.

MSC MGR-DIR. PLANT MAINTENANCE
PS FORM 4852
11-17-82

xx/xx/xx

DATE

APPROVED BY:

S.C. Manager

MSC MANAGER/POSTMASTER-BMC MANGER

xx/xx/xx

DATE

SAMPLE 1-3

U.S. POSTAL SERVICE BUILDING INVENTORY				LOCATION/FACILITY 1st Floor Workroom				POST OFFICE Bigtown, USA xxxxx				DATE xx/xx/xx COMPLETED BY A. Clerk				
ROOM/ LOCA- TION	DESCRIPTION	TYPE OF SPACE	SQ. FT. OF AREA	TOILET FIXTURES	LIGHT FIXTURES (TYPE)			VENE- TIAN BLINDS	GLASS		CASES		FLOORS SQ. FT. (TYPE)			MISC.
					Suspend Floor.				INTER. SQ.FT.	EXTER. SQ.FT.	CAR- RIER	OTHER	Resil. Tile	Non- Resil. Tile	Concrete	
101	Women's Toilet	Toilet	500	10	8									500		Ceramic Tile Floor
103	Women's Locker Rm	Locker	1000		16								1000			
At Col. B-2	Break Area	Lunch/ Swing Rm.	200		4								200			
107	Tour Office	Office	1000		20								1000			
109	Men's Toilet	Toilet	500	12	8									500		Ceramic Tile Floor
111	Men's Locker Rm	Locker	1000		16								1000			
115	Maint. Control Office	Office	1500		30								1500			
117	Mgr. Plant Maint.	Office	250		6								250			
119	Storage Room	Inactive Storage	500		6										500	
123	Maintenance Shop	Shop	1000		20								1000			
127	AMO Shop	Shop	400		8								400			
129	Maint. Supply Room	Supply	1000		20										1000	
131	Office Supplies	Active Storage	500		8										500	
132	Men's Toilet-Carriers	Toilet	500	12	8									500		Ceramic Tile Floor
130	Men's Locker Rm	Locker	1000		16								1000			
At Col. G-10	Break Area	Lunch/ Swing Rm.	200		4								200			
122	Women's Toilet	Toilet	500	10	8									500		
120	Women's Locker Rm	Locker	1000		16								1000			
114	Weigh Room	Workroom	800		16					200			800			
110	Sack Room	Inactive Storage	750		10										750	
1st Floor	Workroom	Workroom	50,000		1000						180	250	50,000			
100	Lunch Room	Lunch/ Swing Rm.	1000		16								1,000			
TOTALS			65,100	44	1264					200	180	250	60,350	2000	2750	

PS FORM
AUG. 1982 4869

SAMPLE 2-1

P8 FORM
AUG. 1982

4839

Housekeeping-Postal Facilities

U.S. POSTAL SERVICE CUSTODIAL SCHEDULING WORKSHEET						LOCATION/FACILITY 1st Floor Workroom				POST OFFICE Bigtown, USA xxxxy				DATE xx/xx/xx COMPLETED BY A.M. Manager			
ROOM OR LOC.	DESCRIPTION	TOUR WORK SCHED.	SATURDAY		SUNDAY		MONDAY		TUESDAY		WEDNESDAY		THURSDAY		FRIDAY		WEEK TOTAL
			CL		CL		CL		CL		CL		CL		CL		
	<u>WORKROOM OFFICES:</u>																
107	Tour Office	2					1000				1000				1000		
115	Maint. Control Office	3	1500						1500				1500				
117	Mgr. Plant Maint.	2					250				250				250		
	TOTALS		1500				1250		1500		1250		1500		1250		8250
	<u>LUNCH / SWING RMS :</u>		CL	PL	CL	PL	CL	PL	CL	PL	CL	PL	CL	PL	CL	PL	
At Col. B-2	Break Area	1	200	200	200	200	200	200	200	200	200	200	200	200	200	200	
		2		200		200		200		200		200		200		200	
	(Police Twice)	3		400		400		400		400		400		400		400	
At Col. G-10	Break Area	1	200	200	200	200	200	200	200	200	200	200	200	200	200	200	
		2		200		200		200		200		200		200		200	
	(Police Twice)	3		400		400		400		400		400		400		400	
100	Lunch Room	1	1000		1000		1000		1000		1000		1000		1000		
		2		1000		1000		1000		1000		1000		1000		1000	
	(Police Twice)	3		2000		2000		2000		2000		2000		2000		2000	
	TOTALS CL		1400		1400		1400		1400		1400		1400		1400		9800
	PL			4600		4600		4600		4600		4600		4600		4600	32,200
			WM										WM				
At Col. B-2	Break Area	1	200										200				
At Col. G-10	Break Area	1	200										200				
100	Lunch Room	1	1000										1000				
57	DAILY TOTALS Wet Mop		1400										1400				2800

U.S. POSTAL SERVICE WORKLOAD ANALYSIS AND SUMMARY						POST OFFICE Bigtown		GROSS INTERIOR AREA 150000						
						STATE AND ZIP CODE USA XXXXX		EXTERIOR PAVED 20,000						
						UNIT Main Office		EXTERIOR UNPAVED 30,000						
LINE NO.	JOB REQUIREMENT (A)	OPERATION (B)	UNIT OF MEASURE (C)	MINUTES PER SQ. FT. OR UNIT (D)	WEEKLY QUANTITY (E)	WEEKLY MINS. (F)	LINE NO.	JOB REQUIREMENT (G)	OPERATION (H)	UNIT OF MEASURE (I)	MINUTES PER SQ. FT. OR UNIT (J)	QUANTITY (K)	FREQUENCY (L)	ANNUAL MINS. (M)
1	WORKROOM TOILETS	CL	FX	4.5	286	1287	33	LIGHT FIXTURES	DUST	FX	.25	1,264	4	1,264
2		PL	FX	1.5	462	693	34		DUST	FX	.25	200	6	300
3	OFFICE TOILETS	CL	FX	4.0	100	400	35		DUST	FX	1.5	400	12	7,200
4	LUNCH/SWING RMS	CL	SF	.032	9,800	314	36	LIGHT FIXTURES	WASH	FX	5.0	1,264	1	6,320
5		PL	SF	.0106	32,200	341	37		WASH	FX				
6		WM	SF	.03	2,800	84	38		WASH	FX				
7	LOCKER RMS	CL	SF	.024	8,000	192	39	VENETIAN BLINDS	WASH	BL	30.0	20	1	600
8		PL	SF	.006	16,000	128	40		DUST	BL	5.0	20	1	100
9		WM	SF	.03	2,000	60	41	LOBBY GLASS	WASH	SF	.179	1,600	26	7,446
10	WORKROOMS	CL	SF	.0106	200,000	2120	42	EXTERIOR GLASS	WASH	SF	.179	2,400	3	1,289
11		PL	SF	.0053	300,000	1590	43	INTERIOR GLASS	WASH	SF	.179	950	2	340
12	OFFICES	CL	SF	.0375	12,500	469	44	WORKROOM PIPES/DUCTS	DUST	SF	.069	50,000	4	13,800
13	SUPPLY RMS	CL	SF	.012	6,000	72	45	OTHER PIPES/DUCTS	DUST	SF	.048	750	2	72
14	FREIGHT ELEVATORS	PL	UT	10.0	4	40	46	LOOKOUT GALLERY	CL	LF	.48	430	12	2477
15	PASSENGER ELEVATORS	CL	UT	20.0	2	40	47	CARRIER CASE	CL	EA	4.0	220	1	880
16	EXT POLICE	PL	SF	.0012	85,000	102	48	OTHER CASE	CL	EA	1.5	430	1	645
17	PLATFORMS	CL	SF	.0106	3,000	32	49	EXT PAVED	SWEEP	SF	.006	4,000	52	1,248
18		PL	SF	.0053	5,000	27	50	EXT PAVED	SWEEP	SF	.004			
19	SERVICE/BOX LOBBY	CL	SF	.016	25,000	400	51	EXT PAVED	SWEEP	SF	.0012	16,000	52	998
20		PL	SF	.002	30,000	60	52	ACTIVE STORAGE	CL	SF	.012	2,500	12	360
21		WM	SF	.03	5,000	150	53	INACTIVE STORAGE	CL	SF	.012	6,000	6	432
22		VS	SF	.0064	20,000	128	54	RESILIENT FL	DM	SF	.015	90,000	12	16,200
23		DM	SF	.015	25,000	375	55		INT	SF	.24	100,000	1	24,000
24	STAIRWAYS	CL	UT	8.0	4	32	56		PERI	SF	.096	25,000	4	9,600
25		PL	UT	2.4	4	10	57	TERRAZZO	INT	SF	.24	4,000	1	960
26	CORRIDORS	CL	SF	.006	8,000	48	58		PERI	SF	.12	1,000	11	1,320
27		DM	SF	.015	7,500	113	59	CONCRETE	INT	SF	.24	8,000	1	1,920
28		VS	SF	.0064	4,000	26	60		PERI	SF	.096	1,500	1	144
29		PL	SF	.002	2,550	5	61	CARPET	SHAMP	SF	.24	2,000	1	480
30	SHOP AREAS	CL	SF	.012	9,000	108	62		SPOT	SF				
31	JAN CLOSET	CL	EA	10.0	14	140	63	WOOD	INT	SF	.24			
32	SUB TOTAL					9586	64		PERI	SF	.12			
(O) WORK HOUR CALCULATIONS (P)							65	LAWNS	MOW	SF	.012	25000	26	7800
A	MULT. TOTAL LINE 32 BY 52 WEEKS				498,472	MIN/YR	66	HEDGE/SHRUB	TRIM	LF	1.2	5,000	2	12,000
B	ENTER TOTAL FROM LINE 77				129,915	MIN/YR	67	SNOW	REMOV	SF	.015	30,000	6	2,100
C	TOTAL LINES A & B				628,387	MIN/YR	68	P.O. BOXES		EA	2.0			
D	DIVIDE LINE C BY 50 MIN				10,473	WH/YR	69	Move Furniture			120		52	6,240
E	MULT LINE D BY %TRG				105	H/YR	70	Stock Supplies			60		13	780
F	MULT LINE D BY %BREAKS					H/YR	71							
G	MULT LINE D BY %WASH UPS				524	H/YR	72							
H	TOTAL LINES D + E + F + G				11,102	WH/YR	73							
J	DIVIDE LINE H BY 52				213	WK HRS PER WEEK	74							
K	DIVIDE LINE H BY 1768				6.3	WORK YRS	75							
L	TOTAL EMPLOYEES				7		76							
							77	SUB TOTAL						129,915

REVIEWED BY:

M.P. Maint.

MSC MGR-DIR. PLANT MAINTENANCE
PS FORM 11-17-82 4852

xx/xx/xx

DATE

APPROVED BY:

S.C. Manager

MSC MANAGER/POSTMASTER-BMC MANGER

xx/xx/xx

DATE

SAMPLE 2-4

U.S. POSTAL SERVICE						IDENTIFICATION													
PREVENTIVE-CUSTODIAL MAINTENANCE ROUTE						WORK CODE		EQUIPMENT ACRONYM						NUMBER					
(See Handbook MS-63, 718.2, or Handbook MS-65, Appendix E, Paragraph 5)																			
MAIL PROCESSING-BUILDING EQUIPMENT/COMPONENT OR SYSTEM						ORIGINAL ISSUANCE DATE				DATE LAST REVISED				ESTIMATED TIME (Hours & Tenths)					
Area Cleaning Route						7/25/82								4.1					
BUILDING			BUILDING LOCATION			FREQUENCY										TOUR		BASIC WORK WEEK	
Main Office			Workroom			T	D	W	BW	M	BM	Q	SA	A	BA	2		Mon.	
								X											
ITEM NO.	MPE-BUILDING EQUIPMENT IDENTIFICATION NUMBERS	TIME		PRIORITY	CHECK LIST(S) NOS AMOUNT TO BE SERVICED INCLUDING WORK UNITS OR SQUARE FEET	INSTRUCTIONS													
		FROM	TO																
		7:30	7:40		-	Clean toilet rooms in accordance with Checklist CL-1.													
						Clean locker rooms in accordance with Checklist CL-2.													
						Obtain fully stocked custodial cart.													
	Room 203	7:40	8:34		12 Fixtures	Clean - Men's Toilet Room													
	Room 205	8:34	9:04		1250 Sq. Ft.	Clean - Men's Locker Room													
	Room 209	9:04	9:34		1250 Sq. Ft.	Clean - Women's Locker Room													
	Room 211	9:34	10:19		10 Fixtures	Clean - Women's Toilet Room													
	Room 240	10:19	11:13		12 Fixtures	Clean - Carrier's Toilet Room													
	Room 246	11:13	11:36		5 Fixtures	Clean - Supervisor's Toilet Room													

U.S. POSTAL SERVICE						IDENTIFICATION																															
PREVENTIVE-CUSTODIAL MAINTENANCE ROUTE						WORK CODE				EQUIPMENT ACRONYM				NUMBER																							
(See Handbook MS-63, 718.2, or Handbook MS-65, Appendix E, Paragraph 5)																																					
MAIL PROCESSING-BUILDING EQUIPMENT/COMPONENT OR SYSTEM						ORIGINAL ISSUANCE DATE				DATE LAST REVISED				ESTIMATED TIME (Hours & Tenths)																							
Windows						7/25/82								2.0																							
BUILDING			BUILDING LOCATION			FREQUENCY								TOUR		BASIC WORK WEEK																					
						<table style="width:100%; text-align: center; border-collapse: collapse;"> <tr> <td>T</td><td>D</td><td>W</td><td>BW</td><td>M</td><td>BM</td><td>Q</td><td>SA</td><td>A</td><td>BA</td> </tr> <tr> <td></td><td></td><td></td><td></td><td></td><td></td><td>X</td><td></td><td></td><td></td> </tr> </table>								T	D	W	BW	M	BM	Q	SA	A	BA							X				2			
T	D	W	BW	M	BM	Q	SA	A	BA																												
						X																															
ITEM NO.	MPE-BUILDING EQUIPMENT IDENTIFICATION NUMBERS	TIME		PRIORITY	CHECK LIST(S) NOS AMOUNT TO BE SERVICED INCLUDING WORK UNITS OR SQUARE FEET	INSTRUCTIONS																															
		FROM	TO			<p>Performance Required: Wash and squeegee dry both sides of window glass, wipe squeegee blade dry with well wrung out sponge or sponge cloth after each stroke. Wipe corners and framework of window pane with sponge or sponge cloth. On interior side, prevent runoff of water onto painted partitions.</p> <p>Equipment and Material Required: Sponge or sponge cloth. Pail. Window washing brush. Window squeegee.</p> <p>Wash 3 windows</p> <p>Wash 3 windows</p> <p>Wash 3 windows</p> <p>Wash 4 windows</p> <p>Wash 4 windows</p> <p>Wash 8 windows</p>																															
	Room 10				90 sq. ft.																																
	Room 12				90 sq. ft.																																
	Room 14				90 sq. ft.																																
	Room 17				100 sq. ft.																																
	Room 15				100 sq. ft.																																
	Room 13				200 sq. ft.																																

PS Form 4776
Sep. 1979

(See Reverse)

SAMPLE 3-2

JOB PERFORMANCE: Clean Toilet Room

EQUIPMENT AND

MATERIAL REQUIRED: Wet Mop.
Two mop buckets, one wringer.
Bowl brush.
Sponge.
Sponge cloth.
Liquid detergent.
Trash container.
Pickup pan and broom.
Putty knife.
Untreated sweeping mop.
Polyethelene trash can liners.

- TASKS REQUIRED:
1. Sweep floor picking up loose paper and trash, remove gum spots with putty knife.
 2. Wash mirrors, ledges, crome, and receptacles.
 3. Scrub interior and exterior surfaces, including lips of water closets, urinals, lavatories and multiple wash sinks.
 4. Damp wipe toilet partitions and doors, toilet rooms doors, shower stalls and all wainscotting.
 5. Dust partition tops and high ledges.
 6. Dust window sills and vents.
 7. Refill toilet tissue, papertowel and soap dispensers.
 8. Empty trash receptacles.
 9. Wet mop and rinse floor.

SAMPLE 3-3

HOUSEKEEPING INSPECTION			POST OFFICE: <u>Bigtown</u>			UNIT: <u>Main Office</u>					
			STATE & ZIP CODE: <u>USA xxxxx</u>			DATE: <u>xx/xx/xx</u>					
AREA CLEANING		S	U	AREA CLEANING		S	U	AREA CLEANING		S	U
TOILET ROOMS	WATER CLOSETS	✓		OFFICE SPACE	DUSTING	✓		CORRIDORS	FLOORS	✓	
	LAVATORIES		✓		ASH TRAYS	✓			WALLS	✓	
	MULTI-WASH SINKS	N/A			TRASH CANS	✓			GENERAL CONDITION	✓	
	URINALS	✓			FLOORS	✓		SHOP AREAS	DUSTING	✓	
	SHOWERS	N/A			GENERAL CONDITION	✓			FLOORS	✓	
	PARTITIONS	✓		ELEVATORS	FLOORS	✓			GENERAL CONDITION	✓	
	MIRRORS		✓		WALLS	✓		JANITORY'S CLOSETS	STORAGE	✓	
	FLOORS	✓			GENERAL CONDITION	✓			SINKS	✓	
	WALLS/DOORS	✓		EXTERIOR AREAS	POLICING		✓		FLOORS	✓	
GENERAL CONDITION	✓		SIDEWALKS		✓		OTHER AREAS	Tunnel		✓	
LUNCH/SWING ROOMS	TABLES	✓			PRK/MANEUVERING	✓					
	DUSTING	✓			PLATFORMS/DOCKS	✓					
	DRINKING FOUNT.	✓			HEDGES/SHRUBS	✓					
	FLOORS	✓		LAWN	✓		COMPONENT CLEANING			S	U
	GENERAL CONDITION	✓		SERVICE/BOX LOBBIES	DESKS/TABLES	✓		LIGHT FIXTURES	✓		
LOCKER ROOMS	DUSTING	✓			CIGARETTE URNS	✓		VENETIAN BLINDS		✓	
	FLOORS	✓			TRASH CANS	✓		GLASS CLEANING	✓		
	GENERAL CONDITION	✓			GLASS CLEANING	✓		FLOOR CARE	✓		
WORK-ROOMS	DUSTING		✓		WALLS/COUNT. FNT	✓		WALLS	✓		
	FLOORS	✓			FLOORS	✓		CASES	✓		
	WALLS/DOORS	✓			SCREENLINE	✓		POST OFFICE BOXES	✓		
	DRINKING FOUNT.	✓		GENERAL CONDITION	✓		PIPES/DUCTS	✓			
	GENERAL CONDITION	✓		STAIRWAYS	STEPS/LANDINGS	✓		DECORATIVE METAL	✓		
SUPPLY/STORAGE ROOMS	DUSTING	✓			WALLS/DOORS	✓		OTHER:			
	FLOORS	✓			RAILINGS	✓		OTHER:			
REMARKS:											
Sinks in Rm 109 had built up soap scum on undersides.											
Mirrors in Rm 122 had a dirty film.											
Carrier cases at columns FB & FG dusty on top.											
Ext. Policing - Cigarette butts & beer cans behind shrubs at lobby entrance.											
Tunnel - Accumulated dust on floor under conveyor F-1.											
Venetian blinds in Rm 201 were dirty.											
INSPECTED BY:											
S.B. Serv.			Supt. Bldg. Serv.			D.M. Supv			Tour Supt.		
SIGNATURE			TITLE			SIGNATURE			TITLE		

PS FORM 11-17-82 4851

SAMPLE 4-1

APPENDIX

Exhibit A - Blank Form 4869
Exhibit B - Blank Form 4839
Exhibit C - Blank Form 4852
Exhibit D - Blank Form 4776
Exhibit E - Blank Form 4851
Exhibit F - Housekeeping Inspection Techniques

PS FORM 4869
AUG. 1982

Housekeeping-Postal Facilities

PS FORM 4839
AUG. 1962

U.S. POSTAL SERVICE WORKLOAD					POST OFFICE STATE AND ZIP CODE		GROSS INTERIOR AREA	
ANALYSIS AND SUMMARY					UNIT		EXTENSION UNPAVED	
JOB REQUIREMENT		OPERATION	MEASURE	TIME	WEEKLY QUANTITY	WEEKLY MINS.	EXTENSION UNPAVED	ANNUAL MINS.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1	WORKROOM TOILETS	CL	FX	4.5				
2		FL	FX	1.5				
3	OFFICE TOILETS	CL	FX	4.0				
4	LUNCH/SMILING RMAS	CL	FX	.032				
5		FL	FX	.0106				
6		WM	FX	.03				
7	LOCKER RMAS	CL	FX	.024				
8		FL	FX	.006				
9		WM	FX	.03				
10	WORKROOMS	CL	FX	.0106				
11		FL	FX	.0053				
12	OFFICES	CL	FX	.0375				
13	SUPPLY RMAS	CL	FX	.012				
14	FREIGHT ELEVATORS	FL	UT	10.0				
15	PASSENGER ELEVATORS	CL	UT	20.0				
16	EXT. POLICE	FL	FX	.0012				
17	PLATFORMS	CL	FX	.0106				
18		FL	FX	.0053				
19	SERVICE/BOX LOBBY	CL	FX	.016				
20		FL	FX	.002				
21		WM	FX	.03				
22		VS	FX	.0064				
23		DM	FX	.015				
24	STAIRWAYS	CL	UT					
25		FL	UT	2.4				
26	CORRIDORS	CL	FX	.006				
27		DM	FX	.015				
28		VS	FX	.0064				
29		FL	FX	.002				
30	SHOP AREAS	CL	FX	.012				
31	JAN CLOSET	CL	EA	10.0				
32	SUB TOTAL							
(D) WORK HOUR CALCULATIONS					(E)			
A	MULTI TOTAL LINE							
B	ENTER TOTAL							
C	TOTAL LINES							
D	DIVIDE LINE							
E	MULTI LINE							
F	MULTI LINE							
G	MULTI LINE							
H	TOTAL LINES							
I	DIVIDE LINE							
J	DIVIDE LINE							
K	TOTAL EMPLOYEES							
L	TOTAL EMPLOYEES							
33	LIGHT FIXTURES	DUST	FX					
34		DUST	FX					
35		DUST	FX					
36	LIGHT FIXTURES	WASH	FX					
37		WASH	FX					
38		WASH	FX					
39	VENETIAN BLINDS	WASH	FL	30.0				
40		DUST	BL	5.0				
41	LOBBY GLASS	WASH	FX	.179				
42	EXTERIOR GLASS	WASH	FX	.179				
43	INTERIOR GLASS	WASH	FX	.179				
44	WORKROOM DUCTS	DUST	FX	.069				
45	OTHER DUCTS	DUST	FX	.046				
46	LOOKUP GALLERY	CL	LF	.46				
47	CARRIER CASE	CL	EA	4.0				
48	OTHER CASE	CL	EA	1.5				
49	EXT. PAVED	SWEEP	FX	.006				
50	EXT. PAVED	SWEEP	FX	.004				
51	EXT. PAVED	SWEEP	FX	.0012				
52	ACTIVE STORAGE	CL	FX	.012				
53	INACTIVE STORAGE	CL	FX	.012				
54	RESILIENT FL.	DM	FX	.015				
55		INT	FX	.24				
56		PERI	FX	.096				
57	TERRAZZO	INT	FX	.24				
58		PERI	FX	.12				
59	CONCRETE	INT	FX	.24				
60		PERI	FX	.096				
61	CARPET	SHAMP	FX	.24				
62		SPOT	FX					
63	WOOD	INT	FX	.24				
64		PERI	FX	.12				
65	LAWNS	MOW	FX	.012				
66	HEDGE/SHRUB	TRIM	LF	1.2				
67	SNOW	REMOV	FX	.015				
68	P.O. BOXES	CL	EA	2.0				
69								
70								
71								
72								
73								
74								
75								
76								
77	SUB TOTAL							

REVIEWED BY:

APPROVED BY:

MSC MGR-DIR, PLANT MAINTENANCE
PS FORM 4852
11-17-82

DATE

MSC MANAGER/POSTMASTER-BMC MANAGER

DATE

EXHIBIT C

U.S. POSTAL SERVICE										IDENTIFICATION																															
PREVENTIVE-CUSTODIAL MAINTENANCE ROUTE										WORK CODE		EQUIPMENT ACRONYM				NUMBER																									
(See Handbook MS-63, 718.2. or Handbook MS-65, Appendix E, Paragraph 5)																																									
MAIL PROCESSING-BUILDING EQUIPMENT/COMPONENT OR SYSTEM										ORIGINAL ISSUANCE DATE				DATE LAST REVISED				ESTIMATED TIME (Hours & Tenths)																							
BUILDING					BUILDING LOCATION					FREQUENCY								TOUR		BASIC WORK WEEK																					
										<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td>T</td><td>D</td><td>W</td><td>BW</td><td>M</td><td>BM</td><td>Q</td><td>SA</td><td>A</td><td>BA</td> </tr> <tr> <td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td> </tr> </table>								T	D	W	BW	M	BM	Q	SA	A	BA														
T	D	W	BW	M	BM	Q	SA	A	BA																																
ITEM NO.	MPE—BUILDING EQUIPMENT IDENTIFICATION NUMBERS	TIME		PRIORITY	CHECK LIST(S) NOS AMOUNT TO BE SERVICED INCLUDING WORK UNITS OR SQUARE FEET	INSTRUCTIONS																																			
		FROM	TO																																						

PS Form 4776
Sep. 1979

(See Reverse)

EXHIBIT D (p. 1)

[illegible]

HOUSEKEEPING INSPECTION						POST OFFICE:						UNIT:																				
									STATE & ZIP CODE:									DATE:														
AREA CLEANING							S	U	AREA CLEANING							S	U	AREA CLEANING							S	U						
TOILET ROOMS	WATER CLOSETS										OFFICE SPACE	DUSTING										CORRIDORS	FLOORS									
	LAVATORIES											ASH TRAYS											WALLS									
	MULTI-WASH SINKS											TRASH CANS											GENERAL CONDITION									
	URINALS											FLOORS										SHOP AREAS	DUSTING									
	SHOWERS											GENERAL CONDITION											FLOORS									
	PARTITIONS										ELEVATORS	FLOORS										GENERAL CONDITION										
	MIRRORS											WALLS										JANITORY'S CLOSET'S	STORAGE									
	FLOORS											GENERAL CONDITION											SINKS									
	WALLS/DOORS										EXTERIOR AREAS	POLICING										OTHER AREAS	FLOORS									
GENERAL CONDITION										SIDEWALKS																						
										PRK/MANEUVRING																						
										PLATFORMS/DOCKS																						
										HEDGES/SHRUBS																						
LUNCH/ SWIMMING POOLS	TABLES										SERVICE/ BOX LOBBIES	DESKS/TABLES										COMPONENT CLEANING								S	U	
	DUSTING											CIGARETTES URNS										LIGHT FIXTURES										
	DRINKING FOUNT.											TRASH CANS										VENETIAN BLINDS										
	FLOORS											GLASS CLEANING										GLASS CLEANING										
	GENERAL CONDITION											GLASS CLEANING										FLOOR CARE										
LOCKER ROOMS	DUSTING										STAIRWAYS	WALLS/COUNT. FIN										WALLS										
	FLOORS											FLOORS										CASES										
	GENERAL CONDITION											SCREEN LINE										POST OFFICE BOXES										
WORK- ROOMS	DUSTING											GENERAL CONDITION										PIPES/DUCTS										
	FLOORS											STEPS/LANDINGS										DECORATIVE METAL										
	WALLS/DOORS										WALLS/DOORS										OTHER:											
	DRINKING FOUNT.										RAILINGS										OTHER:											
	GENERAL CONDITION																															
SUPPLY/ STORAGE ROOMS	DUSTING																															
	FLOORS																															

REMARKS:

INSPECTED BY:

SIGNATURE _____ TITLE _____ SIGNATURE _____ TITLE _____

EXHIBIT F

HOUSEKEEPING INSPECTION TECHNIQUES

General • When performing an inspection in a postal facility, consideration must be given to the function of the facility. By the nature of our business large quantities of dust and dirt are generated every day. Even the most clean facility will show dust and dirt. High traffic areas, such as toilet located next to an MPLSM, may appear to be dirty even though just recently cleaned. Therefore, it is the responsibility of the inspector to differentiate between surface dirt and the dirt that indicates a lack of adequate cleaning.

Before starting the inspector should become familiar with the facility. The inspection should be done in a logical sequence. The "from the top down in a counter clockwise direction" is a good routine to follow. This routine can be applied to the building as **well** as to the areas within the building. Start on the top floor of the facility and walk that floor in a counter **clockwise** direction. Enter each room and you come to it and walk that room in a counter **clockwise** direction. Stand in the center of the room and look around it at the ceiling level. Look around again at eye level. Look around again at floor level. In large areas, such as a workroom, it may be necessary to mentally divide the area into small sections.

As you walk an area, look at the Form 4851 as a reminder of what items to check in that area. Inspect those items as indicated on the form. Note any discrepancies, being sure to be specific as to what and where. Generally observe those items that are part of the component cleaning.

Not all items needing cleaning will be noted in these inspection techniques. There may be items unique to a particular facility. Allowances should be made for these items during the staffing procedure and they should be scheduled for **cleaning**. Therefore, these items should also be clean. Note these items in the "other" blocks on the inspection form.

AREA CLEANING

TOILET ROOMS:

Water Closets (Toilets): Look for *accumulated* dirt and residue on the outside of the bowl and on the base at floor level. Look under the rim inside the bowl for stains that indicate inadequate cleaning. The bright work (chrome parts) should be clean.

Lavatories (Sinks): Look for *accumulated* dirt and soap scum on and around the faucets, on the interior and exterior (including the bottom side) of the sink.

Multiple Wash Sinks: Look for *accumulated* dirt and soap scum both inside and outside the bowl. The drain should be free of built-up deposits. The base of the sink should be free of deposits that indicate incorrect mopping techniques.

Urinals: Urinals should be inspected the same way as water closets.

Showers: Look for *accumulated* dirt and soap scum on the walls and floor of the shower stall. The drain should be free of built-up deposits.

Partitions: The partitions should indicate they were recently wiped off and graffiti removed to the maximum extent possible with normal cleaning. This is especially important because one graffiti is present, it tends to invite more graffiti. Doors to the stalls should be clean. Be sure to look at the back side of the door.

Mirrors: The glass should be clean.

Floors: Floors must be wet mopped every cleaning and damp mopped as necessary during policing. The floors should indicate this mopping is being done. There should not be accumulated dirt in the corners. The baseboards and **floor-mounted fixtures** should be free of marks that indicate incorrect mopping techniques.

Walls/Doors: The wainscoting and entrance doors must be damp wiped with each toilet room cleaning. These surfaces should indicate this damp wiping is being done.

General Condition: The overall appearance of the room should be satisfactory. All items in the room should be clean.

LUNCH/SWING ROOMS:

Tables: Look for dried up food deposits and accumulated dirt. Food deposits and gum are germ breeders and must be removed. Tables must be damp wiped with every cleaning. They should indicate this wiping is being done.

Dusting: All horizontal surfaces, including the tops of vending machines, must be dusted with every **lunch/swing** room cleaning. Therefore, there should not be *accumulated* dust on these surfaces.

Drinking Fountains: The basin should be free of accumulated residue. The drain should be clean. The front and sides should indicate periodic wiping.

Floors: The floor in this area must be damp mopped with every cleaning with spillages being mopped up with every policing. The floor should indicate this mopping is being done.

General Condition: The area should be neat. The general appearance should be one of a healthy environment.

LOCKER ROOM:

Dusting: All horizontal surfaces, including the tops of the lockers, should be dusted with every locker room cleaning. Therefore, there should not be accumulated dust on these surfaces.

Floors: The floor in this area must be damp mopped with every cleaning with spillages being mopped up with every policing. The floor should indicate this mopping is being done.

General Conditions: The area should reflect periodic cleaning. Look for other areas where dirt may accumulate such as: window sills, ledges and under the lockers.

WORKROOMS:

Dusting: Cleaning criteria calls for dusting all horizontal surfaces of cases, tables, file cabinets, etc., with every workroom cleaning. However, the tops of cases tend to collect more dust than any other surface in the building. Even so, these horizontal surfaces must not have large accumulations of dust.

Floors: Workroom floors should be free of accumulated trash and debris. In VMF workrooms, look for oil and grease deposits that are holding quantities of dust. This is an indication that the floors are not being swept with the required grease absorbent compound.

Walls/Doors: Walls and doors should indicate periodic removal of smudges.

Drinking Fountains: The basin should be free of accumulated residue. The drain should be clean. The front and sides should indicate periodic wiping.

General Condition: The overall appearance of the workroom should reflect a clean and healthful working environment.

SUPPLY/STORAGE ROOMS:

Dusting: All horizontal surfaces in all storage areas must be dusted (without moving the stock) with every cleaning. Look for accumulated dust on shelving, especially on top.

Floors: Floors must be swept with every cleaning. Look for accumulated dust and dirt in corners and behind supplies stacked on the floor.

OFFICE SPACE:

Dusting: Do not judge dusting by looking at desk tops. In many facilities the custodian is limited in dusting the tops of desks by local policy and by the general clutter that is normally found on desks. Do look at the sides of the desks and in the chair well. These are good indicators of how well dusting is being done. Also look at the sides and tops of file cabinets, book cases and other equipment. None of these areas should have accumulated dust.

Ash Trays: Ash trays must be damp wiped with every office cleaning. Look for heavy ash deposits. There should not be heavy accumulations of cigarette tar in the notches for resting cigarettes. (DO NOT DUMP ASH TRAYS INTO TRASH CANS.)

Trash Cans: Trash cans must be damp wiped with every cleaning. Look for accumulated deposits. Check the bottom of the can for sticking trash. Sticking trash indicates an unclean can and a breeding place for germs.

Floors: Look for accumulations of dust and dirt in difficult-to-reach areas. These difficult-to-reach areas are often neglected, especially in carpeted offices.

General Condition: The overall appearance should be pleasing to the eye. Excessive clutter is detrimental to effective cleaning and, when placed on top of book cases and file cabinets, is a safety violation. Look at other areas that may indicate poor cleaning such as smudges and fingerprints on glass surfaces and walls.

ELEVATORS (Freight):

Floors: The floors should be swept with every policing. Look for accumulated dust and dirt.

Walls/Doors: The walls and doors must be dusted every time these elevators are policed. Look for accumulated dust on these surfaces.

ELEVATORS (Passenger):

Floors: The floors must be swept and damp mopped, or vacuumed if carpeted, with every cleaning. Look for accumulated dust and dirt.

Walls/Doors: The walls and doors should indicate periodic damp wiping. Prints and heel marks should be scrubbed off.

General Condition: The passenger elevators, especially public use elevators, should be clean in appearance.

EXTERIOR AREAS:

Policing: Look for accumulated trash, cigarette butts, etc., along fence lines and along any other barrier that makes a natural stopping place for windswept litter.

Sidewalks: Look at the sidewalks for accumulated cigarette butts and trash. These surfaces should indicate they are being periodically swept.

Parking/Maneuvering: Look for accumulated debris at entrances, next to the building, around parking blocks and next to the dock. Truck wells are natural collection spots for wind-swept trash. Look around any outside trash containers for accumulated trash. These areas should indicate they are being periodically swept.

Platforms/Docks: Look in the corners and along the edges of the dock. The dock area should not have accumulated debris such as empty cardboard boxes.

Hedges/Shrubs: Hedges/Shrubs should not have large outcroppings of growth that indicate poor maintenance.

Lawn: The lawn should be neatly trimmed and edged. The appearance of the edge of the lawn is a good indicator of proper lawn care.

SERVICE/BOX LOBBIES:

Desk/Tables: Desks and tables should be dusted with every lobby cleaning. Customer supplies should be neatly arranged.

Cigarette Urns: Cigarette urns must be dampened with every lobby cleaning. Large accumulations of cigarette butts should not be present.

Trash Cans: Trash cans must have a clean polyethylene liner.

Glass Cleaning: The glass in the lobby doors must be cleaned every time the lobby is cleaned. Other lobby glass must be clean. Glass exposed to the weather tends to show dirt before interior glass. If present, the glass covering the bulletin board should be clean.

Walls/Counter Fronts: Smudges must be removed from walls and counter fronts with every lobby cleaning. These surfaces should indicate they are being periodically spot cleaned.

Floors: Floors must be swept with every cleaning. Look for accumulated dust and dirt in the corners and under lobby desks.

Screenline: (The screenline is the customer service counter, post office boxes and all the other structure that separates the customer area in front of the counter from the employee area behind the counter.) The screenline should be free of **accumulated** dust and dirt.

General Condition: Look at the lobby as the customer would see it. The lobby should give a neat and orderly appearance.

STAIRWAYS:

Steps and Landings: Look for accumulated dust and dirt on the stairs and landings.

Walls/Doors: Smudges must be removed from the walls and stairway doors with every stairway cleaning. These surfaces should indicate they are being periodically spot cleaned.

Railings: On stairs with railings that have a top and bottom rail, check the *bottom* rail for cleanliness. The top rail is cleaned by normal use.

CORRIDORS:

Floors: The floors should be **free** of **accumulated** dust and dirt. Look in the corners and along the baseboards.

Walls: Smudges must be removed from walls with every corridor cleaning. These surfaces should indicate they are being periodically spot cleaned.

General Condition: Cigarette urns should be clean. The area should be generally clean.

SHOP AREAS:

Dusting: Horizontal surfaces of desks, lockers, **file** cabinets, ledges, etc., should be clean. The custodian is not responsible for cleaning work benches, machinery, tools and other items associated with the work of the shop.

Floors: Floors should be free of accumulated dust and dirt.

General Condition: Unsafe and unhealthy conditions should not be present.

JANITOR'S CLOSETS:

Storage: Supplies and equipment should be stored in an orderly manner.

Sink: The slop sink should be clean inside and outside. The drain should not have accumulated dirt.

Floors: The floor must be damp mopped with every cleaning. The floor should indicate this mopping is being done. Look for accumulations of dirt in the corners and under the sink.

COMPONENT CLEANING

Light Fixtures: The fixture should not have *large* accumulations of dust. Louvers, where present, should be clean. Lamps should be clean.

Venetian Blinds: Blinds should be free of accumulated dust. Tapes should not be broken.

Glass Cleaning: Glass should be clear without buildups of film or haze. Glass exposed to the weather shows dirt before interior glass. Look at the corners of the pane to check for proper cleaning techniques.

Floor Care: Resilient floors should have a visible floor finish on them. (If a floor finish is not present, you are wearing out the floor instead of wearing off the floor finish.) There should not be build up in the corners and along the edges. It is not necessary for the floor to have a high shine. Unhardened concrete floors should be sealed. Carpets should be free of spots from normal traffic. (Some stains are impossible to remove.)

Walls: Wall coverings should show signs of proper maintenance. Marble walls should not have *accumulated* dust. Ceramic walls should indicate periodic cleaning.

Cases: Separations and pigeon holes should be free of accumulated dust. Check separations not used frequently. The sides, back, ledges and support structure should indicate periodic dusting.

Post Office Boxes: The inside of the box should not have accumulated dust. The window glass should be clean.

Pipes and Ducts: Pipes and ducts should not have *accumulated* dust. High access equipment may be necessary to properly check these surfaces.

Decorative Metal: The surface should not have accumulations of tarnish. The finish should be clean.



American Postal Workers Union, AFL-CIO

1300 L Street, NW, Washington, DC 20005

February 5, 2008

To: Local Presidents
Local Maintenance Craft Directors

Maintenance Division

Steven G. Raymer
Director

Gary Kloepfer
Assistant Director 'A'

Gregory B. See
Assistant Director 'B'

Idowu Balogun
National Rep @ Large

(202)- 842-4213 (Office)
(202)- 289-3746 (Fax)

Subject: Settlement Agreement; MS-47 remedy

We are pleased to enclose one of the most significant settlements affecting the Maintenance Craft. The MS-47 remedy settlement finalizes the custodial bargaining unit award by Arbitrator Shyam Das in case number Q98C-4Q-C 02013900. A description of the award follows but first a point of reference and understanding needs to be made regarding the distribution of the monetary portion of the settlement.

Only those employees in the harmed occupational groups, as identified in item 5 of the settlement, on January 29, 2008 will receive the \$2,700.00 payment. If a member left the harmed occupational groups prior to January 29th, e.g. promotion, retirement, etc., then they would not be eligible for any payment under the terms of the settlement. This decision was made at this level based on prior APWU settlements which limited the scope of the employees receiving a financial remedy or a portion of a remedy. It was not our intent, nor did we have the resources, to remedy each person that occupied one of the identified bargaining unit positions between December 31, 2001 and January 28, 2008. As such, our decision was made in the best interest of the harmed bargaining units as well as the Union. While individuals may believe they were slighted by the terms of the settlement, the case was not about individual losses, rather it was about a loss to the Union and our bargaining units.

Our grievance protesting the 2001 MS-47 was not a "rights" case per se, rather it was a case which we established the unilateral abridgement of a prior headquarters settlement agreement as well as an Article 19 grievance in which we protested the changes made by the Postal Service as not being fair, reasonable and equitable. We sought a remedy demanding the restoration of the 1983 MS-47 Handbook including a remedy for the bargaining unit. During remedy discussions with the Postal Service it was determined that the harm to the APWU was the reduction of bargaining unit positions, as our case did not identify an individual Full-Time Regular that had been harmed. We could identify Part-Time Regulars as being individually harmed (their actual hours were reduced) and we are confident that those PTRs that were affected will be compensated appropriately at this level. Thus, the financial remedy was formulated in part on the premise that the USPS, in violation of our CBA, financially enriched itself by the refusal to employ new custodial employees and improperly reducing the size and scope of our bargaining unit. The final settlement language was achieved through negotiations for which the Postal Service needlessly delayed.

National Executive Board

William Burrus
President

Cliff "C. J." Guffey
Executive Vice President

Terry Stapleton
Secretary-Treasurer

Greg Bell
Industrial Relations Director

James "Jim" McCarthy
Director Clerk Division

Steven G. "Steve" Raymer
Director, Maintenance Division

Robert C. "Bob" Pritchard
Director, MVS Division

Regional Coordinators

Sharyn M. Stone
Central Region

Mike Gallagher
Eastern Region

Elizabeth "Liz" Powell
Northeast Region

Bill Sullivan
Southern Region

Omar M. Gonzalez
Western Region

Due to the delay we will recap the Arbitrator's award:

UNION POSITION

The Union contended that the revised 2001 MS-47 Handbook violated Article 19 of the National Agreement. In the Union's view, it was a complete nullification of the parties' contractual agreement to the terms of the 1983 MS-47 and unravels the very compromise and consideration that agreement embodied. Changing the MS-47 as the Postal Service had done eliminated the consideration the Union gave in order to agree with the Postal Service on the principles, terms and language of the 1983 MS-47.

As a remedy, the Union requested that the arbitrator direct that the revised MS-47 be rescinded and the 1983 MS-47 be retroactively reinstated in its place, and that the bargaining unit be made whole for any harm from the Postal Service's application of the 2001 MS-47. The Union argued that the retroactive reinstatement of the 1983 MS-47 is the only sensible remedy because the terms of the MS-47 work in tandem and cannot be rationally separated. Nor is it the role of the Arbitrator to rewrite the handbook for the parties from the parts of the MS-47, new and old, that the Arbitrator thinks are less objectionable.

EMPLOYER POSITION

The Postal Service insisted that the changes to the MS-47, where they exist, fully satisfy Article 19. The standard of review is whether the changes are "fair, reasonable, and equitable". In addition, the changes must not be inconsistent with the National Agreement.

ARBITRATOR DAS' AWARD

The 2001 MS-47 was not fair, reasonable, and equitable, for purposes of Article 19. This is not a matter of a few portions of the revised MS-47 not meeting that standard, but is based on the major changes made to key parts of the basic structure of the Handbook.

Under the circumstances, it is appropriate that the Postal Service be directed to:

1. rescind the 2001 MS-47,
2. reinstate the 1983 MS-47,
3. to reinstate or prepare staffing packages as soon as practicable.
4. As the Postal Service has stressed, the building inventories still are in use and the performance standards have not been changed.
5. Prior staffing documents based on the frequencies determined by the appropriate level of management under the 1983 MS-47 presumably still exist, and can be revised under that Handbook where needed.
6. Whether any remedy is appropriate for the intervening period since implementation of the 2001 MS-47, and, if so, what it should be, is a matter remanded to the parties for further discussion.
7. The arbitrator retains jurisdiction over that aspect of the remedy.

The award was issued November 16, 2006 coinciding with the then current National negotiations for a new National Agreement. After ratification of the CBA, the parties met and the Union concluded the Service had no genuine interest in resolving the remedy issue. Under the Arbitrator's retained jurisdiction, the parties presented their cases. Afterward, the parties engaged in serious discussion on resolution and the enclosed settlement, signed January 29, 2008, is the result.



American Postal Workers Union, AFL-CIO

1300 L Street, NW, Washington, DC 20005

Remedy Settlement on Case Q98C-4Q-C 02013900 (MS-47)

Maintenance Division

Steven G. Raymer
Director

Gary Kloepper
Assistant Director 'A'

Gregory B. See
Assistant Director 'B'

Idowu Balogun
National Rep @ Large

(202)- 842-4213 (Office)
(202)- 289-3746 (Fax)

Item 1. Requires local management to provide a completed custodial staffing package within 30 days. Staffing and scheduling must be done in accordance with the 1983 MS-47. The issue of what constitutes timely compliance with an award is not affected.

Item 2. Requires the Local Union is entitled to all information used to develop a custodial staffing and includes a list of the Forms (e.g. 4869 Building Inventory; 4839 Custodial Scheduling Worksheet; 4852 Workload Analysis). This is intended to remove the potential for any dispute over release of information. With items 1 & 2, local management is aware of what they have to do and by when and what information the Local Union may request.

Item 3. Preserves the right of Local Unions to file grievances on the staffing and scheduling packages. Even if such custodial package was prepared earlier and the Local was aware of it, the USPS cannot raise any timeliness arguments in the grievance process. Also provided is that any monetary remedy during the period of December 31, 2001 through February 28, 2008 is covered by this settlement but increases in staffing are permitted during this period. Specifically reserved for Locals to pursue is any applicable remedy which is for time periods outside the above, for instance for a grievance filed prior to 2002 a monetary remedy applicable up until December 31, 2001 may be sought.

Item 4. If the staffing package (ref: item 1) indicates additional positions than presently employed, these must be posted prior to March 29, 2008. The date represents the first 30 days to provide the staffing package and then the Article 38 requirement to post vacancies within 30 days. Remember that employees must have new Preferred Assignment Selection Forms completed. Note that these jobs must be filled as required by the CBA.

Item 5. This is the monetary portion and provides that "every employee" (irrelevant whether part-time or full-time) in the listed occupational groups on January 29, 2008 will be paid \$2,700. The date by which payment must be made is April 18, 2008 which is the pay day for three pay periods from the date of signing. Those who are 'pending qualification' (ref: Article 38.5.C.3) for promotion are included as per their PS Form 50 on January 29, 2008. Those with saved grade are also covered here.

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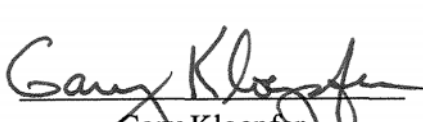
Omar M. Gonzalez
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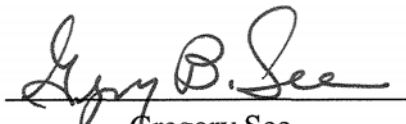
February 5, 2008

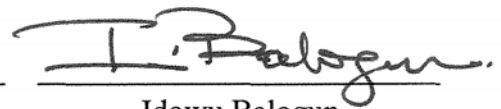
- Item 6. All grievances in which the 2001 MS-47 is the issue which request a remedy which is solely within the December 31, 2001 to February 28, 2008 shall be administratively closed. Grievances with remedy outside this time frame can be resolved or processed. A major exception is if the issue in the grievance is subcontracting. The subcontracting issue brings in CBA provisions, initially, which are different than the MS-47. Any and all applicable staffing, scheduling and/or monetary remedy remains applicable to subcontracting cases. Also, existing grievances involving the reduction of part-time regular work hours are not resolved.
- Item 7. Covers the PTR grievances that have already been filed. These run the gamut from a one hour per week cut to a thirty plus hour per week cut. These cuts resulted in actual monetary loss of income which can be quantified. A set aside of \$1.75 million is to be applied by the HQ parties in resolving these grievances. PTRs covered by this item will have received the \$2,700 from item 5. Whether the previous PTR duty assignment is restored will depend on the staffing package from item 1 and any subsequent challenge by the Local Union.
- Item 8. In the event local conditions changed (ref: MS-47) sufficient to support a management reduction in staffing there will still be no excessing outside of the Maintenance Craft as a result of this settlement.
- Item 9. Is noteworthy as it requires all new duty assignments and the resulting vacancies from the posting(s) shall be filled. Local management cannot engage in the post and revert the next one game.
- Item 10. A noteworthy item which maintains the continuity of the Maintenance Craft's long history with the 1983 MS-47.

Yours in union solidarity,


Steven G. Raymer
Director


Gary Kloepfer
Asst. Director 'A'


Gregory See
Asst. Director 'B';


Idowu Balogun
National Rep @ Large

Enclosure

Mr. Steven G. Raymer
Director, Maintenance Division
American Postal Workers Union, AFL-CIO
1300 L Street, NW
Washington, DC 20005-4128

RE: Q98C-4Q-C 02013900
Washington, DC 20260-9998

Dear Mr. Raymer:

Recently, we met to discuss the remedy applicable to Arbitrator Das' November 16, 2006 decision in the above captioned grievance.

This resolution concerns custodial staffing and scheduling and the 1983 MS-47. The parties agree as follows:

1. Arbitrator Das in the above captioned case, directed the Postal Service to rescind the 2001 version and to reinstate the 1983 MS-47 handbook. In reinstating the 1983 MS-47, the Postal Service will complete within 30 days of the signing of this agreement the custodial staffing packages which determine custodial staffing and scheduling of work. The custodial staffing package(s) will be prepared according to the principles of the 1983 MS-47. This is without prejudice to the position of either party regarding any issue of timely compliance with the reinstatement of the 1983 MS-47.
2. The Local union is entitled to all information relied upon in developing the custodial staffing package(s) referenced in Item #1 above, including forms 4869, 4839, 4851, 4776 and 4852 as well as e-MARS reports.
3. Local Unions may challenge the completed custodial staffing package(s) referenced in Item #1 above and the Postal Service will not raise timeliness as an issue where staffing has changed during the intervening period between December 31, 2001 and 30 days following the date of the signing of this agreement. However, in the event of a finding by an arbitrator of a violation, the sole remedy during this intervening period shall be increased staffing. All monetary issues concerning staffing have already been remedied by payment of the amount in Item #5, below. Remedy which may be applicable outside this intervening period (December 31, 2001 and 30 days following the date of the signing of this agreement) is suitable for a regional arbitrator's decision.
4. In facilities where the staffing package results in additional custodial positions than presently on the rolls, these additional positions shall be

posted by notice of intent within 60 days of the signing of this agreement and filled in accordance with the Collective Bargaining Agreement.

5. In full and complete resolution of this case, except as indicated in Item #7 below, the parties agree that purely for the purposes of resolution of this case, every employee occupying a duty assignment in the following job titles and occupational codes on the rolls on the signing of this agreement, shall be paid a lump sum of two thousand seven hundred dollars (\$2,700.00). The distribution of such money to employees shall be accomplished no later than April 18, 2008:

JOB TITLE	OCC CODE
LABORER CUSTODIAL.....	35021019
CUSTODIAN	35660001
LABORER CUSTODIAL.....	35660002
LABORER CUSTODIAL.....	35660003
LABORER CUSTODIAL.....	35660004
CUSTODIAN	35660006
GROUP LEADER, CUSTODIAL	350101XX
LABORER CUSTODIAL.....	350203XX
LABORER CUSTODIAL.....	350203XX
LABORER MATERIALS HANDLING	350214XX
WINDOW CLEANER.....	354001XX
CLEANER	356501XX
CUSTODIAN	356604XX
CUSTODIAL LABORER C	356607XX
BUILDING CUSTODIAN	474906XX
BUILDING MAINTENANCE CUSTODIAN...	474910XX
FIREMAN	540201XX
FIREMAN LABORER.....	540202XX

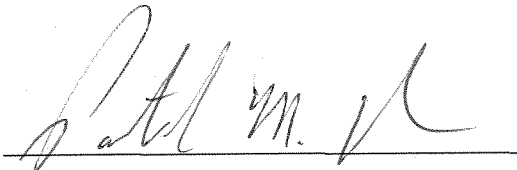
6. For any grievances filed at the National or Local level concerning the 2001 version of the MS-47, no other remedy, except for the payment in Item #5 above, including but not limited to any claim for lost work hours, overtime, payment for bypassed routes, work scheduling and/or out-of-schedule premiums, and/or custodial staffing levels, occurring during the intervening period between December 31, 2001 and the date 30 days following the date of the signing of this agreement shall be given. Any such grievance(s) whose remedy period is between December 31, 2001 and the date 30 days following the date of the signing of this agreement shall be administratively closed. This does not apply where the issue in the grievance is subcontracting. It does not apply also for the grievances

concerning Part-Time Regular (PTRs) who had their work hours reduced after December 31, 2001, as described below in Item 7.

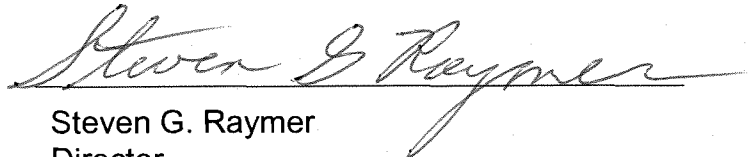
7. For grievances that have been filed previously concerning a PTR(s) who had their work hours reduced after December 31, 2001 (such as listed on the attached) shall be discussed and resolved by the parties at the National level. The aggregate liability for all of these PTR grievances shall not exceed 1.75 million dollars. The issue to be resolved shall be limited to the appropriate remedy, if any, for those PTRs who had their hours reduced during the intervening period (December 31, 2001 and 30 days following the date of the signing of this agreement). No other remedy is available to these PTR(s). PTR work hours established by number 1 above are subject to challenge by the Local Union.
8. No employee will be involuntarily reassigned (ref: Article 12.5.C.5) solely as a result of this settlement or the implementing of the staffing package in number 1 above.
9. All duty assignments created by this settlement and any resulting vacancies shall be filled in accordance with Article 38.
10. This settlement is not intended to nullify or modify any prior headquarters agreements, settlements or awards in which the 1983 MS-47 was an issue.

Please sign and return the enclosed copy of this decision as your acknowledgment of agreement.

Sincerely,



Patrick M. Devine
Labor Relations Specialist
Contract Administration (APWU)
United States Postal Service



Steven G. Raymer
Director
Maintenance Division
American Postal Workers Union, AFL-CIO

Date:

1/29/08

List of PTR Grievances Referenced in Paragraph 7 of the MS-47 Settlement Agreement in Case Q98C-4Q-C 02013900

"For grievances that have been filed previously concerning a PTR(s) who had their work hours reduced after December 31, 2001 (such as listed on the attached) shall be discussed and resolved by the parties at the National level. The aggregate liability for all of these PTR grievances shall not exceed 1.75 million dollars. The issue to be resolved shall be limited to the appropriate remedy, if any, for those PTRs who had their hours reduced during the intervening period (December 31, 2001 and 30 days following the date of the signing of this agreement). No other remedy is available to these PTR(s). PTR work hours established by number 1 above are subject to challenge by the Local Union. "

#07109289,	Renovo, PA	E00T-4E-C 03144831	Blair, NE
04140385	Birmingham, AL P & DC	E00T-4E-C 03156476	Blair, NE
04145333	Birmingham, AL P & DC	E00T-4E-C 03212887	Blair, NE
05044148	Birmingham, AL P & DC	E00T-4E-C 04027372	Blair, NE
06129852	Birmingham, AL P & DC	E00T-4E-C 04061124	Blair, NE
E00T-4E-C 06158567	Norfolk P&DF	E00T-4E-C 04183934	Blair, NE
E00T-4E-C 02099952	Topeka P&DF	E00T-4E-C 05033590	Manhattan, KS
E00T-4E-C 02140226	Wichita P&DC	E00T-4E-C 06026577	Emporia, KS
E00T-4E-C 02151843	Omaha P&DC	E00T-4E-C 06039455	Emporia, KS
E00T-4E-C 02215899	Spencer	E00T-4E-C 06063026	Emporia, KS
E00T-4E-C 02220655	Wichita P&DC	E00T-4E-C 06147638	Emporia, KS
E00T-4E-C 02223527	Bellevue, NE	E00T-4E-C 06176865	Emporia, KS
E00T-4E-C 02224329	Spencer, IA	E00T-4E-C 06197156	Emporia, KS
E00T-4E-C 02235429	Anamosa, IA	E00T-4E-C 06204080	Emporia, KS
E00T-4E-C 02239395	Central Plains District	E00T-4E-C 06241243	Emporia, KS
E00T-4E-C 02239395	Central Plains CS District	E00T-4E-C 06241249	Emporia, KS
E00T-4E-C 02239398	Mid-America District	E00T-4E-C 06258558	Emporia, KS
E00T-4E-C 02242326	Salina, KS	E00T-4E-C 07026953	Emporia, KS
E00T-4E-C 03004798	Jefferson, IA	E00T-4E-C 03038473	
E00T-4E-C 03007722	Manchester, IA	E00T-4E-C-03038475	
E00T-4E-C 03013151	Hawkeye District	E00T-4E-C 03038482	
E00T-4E-C 03020884	Audobon, IA	E06T-4E-C 08039536	
E00T-4E-C 03020900	WInterset, IA		
E00T-4E-C 03025252	Osage, IA		
E00T-4E-C 03031279	Cherokee, IA		
E00T-4E-C 03031306	Denison, IA		
E00T-4E-C 03127721	Blair, NE		
E00T-4E-C 03144235	Scottsbluff, NE		

National Arbitration Panel

In the Matter of Arbitration)	
)	
)	
between)	
)	
)	Case No.
United States Postal Service)	Q98C-4Q-C 02013900
)	
and)	
)	
American Postal Workers Union)	

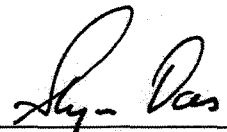
Before: Shyam Das

Appearances:

For the Postal Service:	Patrick M. Devine, Esq. Marisi Ridi, Esq.
For the APWU:	Melinda K. Holrnes, Esq.
Place of Hearing:	Washington, D.C.
Dates of Hearing:	February 17-18, 2005 July 11-12, 2005 November 2-3, 2005
Date of Award:	November 16, 2006
Relevant Contract Provision:	Article 19, and Handbook MS-47
Contract Year:	1998-2000
Type of Grievance:	Contract Interpretation

Award Summary

The Union's challenge to the revised MS-47 issued by the Postal Service in 2001 is sustained on the basis set forth in the above Findings.



Shyam Das, Arbitrator

This case arises under Article 19 of the 1998-2000 National Agreement, which provides in relevant part:

Those parts of all handbooks, manuals and published regulations of the Postal Service, that directly relate to wages, hours or working conditions, as they apply to employees covered by this Agreement, shall contain nothing that conflicts with this Agreement, and shall be continued in effect except that the Employer shall have the right to make changes that are not inconsistent with this Agreement and that are fair, reasonable, and equitable. This includes, but is not limited to, the Postal Service Manual and the F-21, Timekeeper's Instructions.

Notice of such proposed changes that directly relate to wages, hours, or working conditions will be furnished to the Union at the national level at least sixty (60) days prior to issuance. Proposed changes will be furnished to the Union by hard copy or, if available, by electronic file. At the request of the Union, the parties shall meet concerning such changes. If the Union, after the meeting, believes the proposed changes violate the National Agreement (including this Article), it may then submit the issue to arbitration in accordance with the arbitration procedure within sixty (60) days after receipt of the notice of proposed change. Within fifteen (15) days after the issue has been submitted to arbitration, each party shall provide the other with a statement in writing of its understanding of the precise issues involved, and the facts giving rise to such issues. Copies of those parts of all new handbooks, manuals and regulations that directly relate to wages, hours or working conditions, as they apply to employees covered by this Agreement,

shall be furnished to the Union upon issuance.

On August 9, 2001 the Postal Service informed the Union that it was revising Handbook MS-47, Housekeeping Postal Facilities, and provided the Union with a draft copy of the revised MS-47. The parties met on September 28 and October 11, 2001, to discuss the proposed changes. The parties have significantly different views as to the tenor and content of the discussions that took place. Suffice it to say the meetings did not result in consensus on whether the changes met the criteria in Article 19. The Postal Service subsequently published the new MS-47 (2001 MS-47) with an effective date of December 31, 2001. In the meantime, the Union submitted its challenge to the revised MS-47 to arbitration on October 15, 2001.

The first MS-47 was issued in 1974. It was replaced in 1983. The 1983 MS-47 remained in effect until it was replaced by the 2001 MS-47 at issue in this case. Both the 1974 MS-47 and the 1983 MS-47 stated that the Handbook "concerns itself principally with staffing and scheduling" relative to custodial maintenance. In each of those Handbooks staffing entailed a three-step procedure in which a building inventory is taken, frequency of performance is determined and staffing requirements are developed.

The 1974 MS-47 established fixed frequencies for how often particular areas and components of postal facilities are to be cleaned. In a 1981 National Arbitration Award in Case No. A8-NA-0375 (Gamser Award), Arbitrator Howard Gamser rejected the

Postal Service's contention that the 1974 MS-47 was merely a guide and that management had the right "to change forms, formulae, frequencies of cleaning as set forth in the Handbook", provided it maintained a satisfactory level of cleanliness. The opinion in the Gamser Award states:

It must be apparent that if the USPS were going to design a system which would insure the maintenance of standards of cleanliness and safety in its buildings, and provide such detailed guidance to the field as is contained in the MS-47 Handbook, the question of frequency of performance could not be left open ended. To do so would give no assurance whatsoever that such standards of cleanliness and safety would be met. If the officer in charge at each postal facility or the responsible official in each region or district could set frequencies of performance, and lower them at will, a deterioration of cleanliness and safety standards could surely result. There is a Postal Service commitment to the maintenance of a clean and safe working environment. The Handbook criteria, both dealing with unit performance as well as frequencies, provide assurance that this commitment will be kept.

* * *

By requiring that the Postal Service adhere to the standards or criteria for unit performance as well as frequencies contained in the MS-47 Handbook, this Arbitrator is not imposing a manning floor or any manning commitment upon the Service in carrying out its maintenance responsibilities. The Service is required to instruct its facilities to employ these unit performance criteria and frequency standards in

determining the number of man hours which will be required to perform the tasks at hand. Whether the man hours thus required are filled by employing overtime or by the reassignment of employees from activities in which they might otherwise have been engaged, not prescribed by standards or criteria in some other handbook, manual or published regulation, is a management decision.

For the reasons outlined above, the Arbitrator is of the opinion and must find that the provisions of Article XIX impose upon the Service a duty to abide by the criteria or standards established in the MS-47 Handbook for both unit performance as well as frequencies. The unilateral determination to depart from those standards, and particularly from the minimum frequencies contained in the Handbook, have resulted in violations of Article XIX. Article XIX incorporates by reference these working conditions into the collective bargaining agreement. Such modifications thus unilaterally imposed by management which have an adverse impact upon the tenure of employment or the workload of the employees affected must be rescinded.

In 1982, the Postal Service proposed revisions to MS-47 which the parties discussed in accordance with Article 19. The proposed revisions eliminated all frequencies of performance, leaving that to be determined by local management. In an Article 19 grievance, the Union vigorously opposed this attempt to promote flexibility by eliminating frequencies, fearing that local management would seek to cut costs, thereby reducing jobs and the level of cleanliness. The parties ultimately reached a compromise which was incorporated into the

1983 MS-47. The parties agreed on a range of frequencies, the top of which was the frequency previously mandated in the 1974 MS-47. At a given facility, local management could select the frequency for particular tasks within the specified range, commensurate with the Postal Service's responsibilities for maintaining a clean, healthy and safe work environment for postal employees and customers. Management could not go below the bottom frequency without first notifying the Union and justifying the deviation. Moreover, Section 116 of the 1983 MS-47 provided:

Once a custodial staffing level is determined using the procedures in this handbook, that staffing level must be maintained. If conditions arise that warrant a change in staffing, the entire staffing procedure must be redone, i.e., new forms must be completed.

The parties also entered into a Settlement Agreement on April 20, 1983 (1983 Settlement Agreement), which states as follows:

SETTLEMENT AGREEMENT

The undersigned parties, by and through their respective representatives agree to the following provisions for the purpose of settlement of the pending grievance in Case No. H1C-NA-C-46.

1. The parties agree to the MS-47 Handbook, "Housekeeping-Postal Facilities" as revised (4/13/83) as found in Attachment One to this settlement agreement.

2. The Postal Service will not implement frequencies below the specified ranges contained in Attachment One without providing the union, at the Regional level, with the relevant document(s) justifying the reduced frequency(ies). Documentation will be provided to the union upon tentative Regional approval of a lower frequency than found in the revised MS-47 and the APWU will have an opportunity to meet with Regional management prior to implementation of a frequency(ies) below those delineated in Attachment One. If there is a disagreement between the parties as a result of this meeting, the dispute is a proper subject for the grievance-arbitration procedure.

3. The Postal Service agrees that due to the implementation of the revised MS-47, employees on the payroll as of the date of this settlement will not be involuntary excessed outside the commuting areas of their present work location, nor will their hours be reduced due to the implementation and utilization of the revised MS-47.

4. The union agrees to withdraw the grievance scheduled for arbitration on April 29, 1983, on or before April 20, 1983.

Earl Ray Cox retired from the Postal Service in 2000. He had served as a headquarters postal maintenance specialist. He currently is employed by a consulting firm. Sometime after the 2000 collective bargaining negotiations, and following his retirement, Cox was asked by Gerald Bohan, Manager for Maintenance Policies and Programs, to rewrite the MS-47 Handbook. Bohan, according to Cox, wanted to give the facility manager "the ability to react to different conditions or varying

conditions on a day by day or whatever is necessary basis." Cox testified on direct examination:

He [Bohan] felt that the old MS-47 was very strict whenever you sit down and you try to project into the future exactly how many times you will do something. And Gerry wanted something that gave the facility manager more flexibility to manage the operation based upon the needs.

Q So as I understand it, once that manager made -- filled out the 4839 for the scheduling worksheet, essentially the manager was stuck with that, the calculations that followed thereafter; is that correct?

A He could change it, but to change it, you had to go back through and redo the entire staffing package according to the manual itself. Anything that warranted a change required that the entire package be redone. So there was no ability to react quickly.

Q Okay. So, then, let's hear, in a sentence or two, what is the problem with the old MS-47?

A The strictness of trying to sit down and project into the next 52 weeks what I am going to be doing and 20 percent of those weeks are an anomaly because it doesn't have full 7 days work or 5 days -- 6 days work because of holidays, annual leave, whatever.

Q Well, describe for us what a common anomaly would be that arose under this -- under the old MS-47 then.

A Any small facility that is closed on a holiday, when you sit down and do your

4839, your scheduling worksheet, you put in for basically five or six-day operations. Most of the time it is six. So that you are saying that that office is open six days and you plan for 52 weeks that it is going to be open six days a week for 52 weeks when in reality, when you put in the holidays, it is only open for 42 weeks on Monday because you have your 10 holidays or -- I use Monday. Some of the holidays float, but there is only, you know -- 10 of the 52 weeks there is normally an anomaly there.

Q And what is the problem? How is that a problem?

A You had no way to manage it. To be honest, most of the time when it is not done, it is like the Line-J case we had where the facility was closed on Monday or basically closed on Monday and the argument from the APWU was that we should have done the work anyway.

Cox explained how he went about preparing the new MS-47. He reviewed a marked up copy of the 1983 MS-47 that management had used in discussing some proposed changes with the Union in 1994. (Although those discussions were "good", nothing more was done at that time.) Cox said he also looked to see what private industry was doing. Specifically, he checked out a college website and saw that the college had combined a lot of their various space types in order to more easily manage, that is, budget for, custodial work. In order to determine how much work needs to be done, Cox asked all of the Postal Service areas to send him their existing MS-47 staffing surveys. He received about 500 surveys. Of this total, about 400 were from facilities with a total area of 15,000 sq. ft. or more, where he

could assume they had a custodial employee. The other 100 facilities were small enough that they likely were covered by the parties' Memorandum of Understanding regarding Subcontracting Cleaning Services (Subcontracting MOU), and the work could be contracted out. He disregarded those smaller facilities. The remaining 400 facilities were about 10% of the total postal facilities with 15,000 sq. ft. or more, and Cox considered them to be a representative sample. The purpose of gathering this data was to enable Cox to calculate the midrange of cleaning frequencies in the then current MS-47 staffing surveys.

The new 2001 MS-47 consists of the following five chapters:

- Chapter 1 - Introduction
- Chapter 2 - Determining Workload
- Chapter 3 - Estimating Workhour Budget
- Chapter 4 - Inspections
- Chapter 5 - Performance Standards

As in the prior MS-47, a building inventory (Form 4869) is still completed as before. The performance standards -- minutes per square foot of cleaning, or per fixture or component, etc. -- essentially are the same as before, but they no longer include any frequencies. The prior workload analysis and summary (Form 4852), which was used to calculate the total workload (minutes per year) and the total number of employees needed to perform that workload for staffing purposes, is not part of the 2001 MS-47. In its place is an entirely new procedure which culminates in a Budget Worksheet, which is supposed to be prepared at each facility on an annual basis.

All of the areas included in the building inventory that are to be cleaned on a frequent basis, at least once a week, are grouped into four broad space types -- administrative, common, customer and workspace -- and the total square feet (in 1,000s) for each space type is calculated.¹ Using the 400 staffing surveys he received from the field, Cox calculated area servicing factors to be used to estimate the number of annual workhours for each of the four space types.² These area servicing factors reflect the average number of workhours (per 1000 sq. ft.) for cleaning all of the areas in each space type as shown on the 400 staffing surveys.

Cox also calculated three project factors to cover interior work performed on a less frequent basis. In reviewing the annual workhours (per 1000 sq. ft.) allocated to this project work on the staffing surveys he had collected, Cox determined that the average tended to "move" depending on whether the building size was between 15,000 to 35,000 sq. ft., 35,000 to 100,000 sq. ft. or over 100,000 sq. ft. So he developed three project factors (per 1000 sq. ft.) corresponding to these building size ranges. Finally, he established a uniform exterior factor of 3.52 annual workhours per 1,000 sq,

¹ Toilets now are included in the appropriate space type on the basis of their square footage, not the number of fixtures to be cleaned, as before.

² There are a total of eight area servicing factors: one each for administrative and customer areas and three each for common and workspace areas, depending on whether the facility is a 1-tour, 2-tour or 3-tour facility.

ft. of exterior space, This factor was derived from the parties' agreement in the Subcontracting MOU that taking care of 500,000 sq. ft. of exterior space equals the work year (1760 hours) of one employee.

The Budget Worksheet is prepared by applying the appropriate square footage to the corresponding budget factor to calculate the number of workhours for area cleaning, project and exterior work for that particular facility. These are then totaled. The 2001 MS-47 directs the preparer to compare this total to the facility's anticipated LDC 38 (custodial) workhour usage in the current fiscal year. This comparison, Cox explained, basically "tells you where you are compared to the average". Section 3.1.2.1 of the of the 2001 MS-47 states:

If there is a significant difference between the usage and the average, you should consider the following:

If the usage is less than the average, review any inspection reports, PS Form 4851, if available, to determine if there are any recurring unsatisfactory items.

If there are no recurring unsatisfactory items, determine if any reductions in servicing can be implemented without creating a safety and health hazard.

If reductions can be made, reduce the number of calculated workhours for that space type to generate a new total.

If the usage is greater than the average, review work schedules to determine if tasks are being performed unnecessarily. At a

minimum, the review should include the following:

- (1) Are unoccupied areas of the workroom floor being serviced?
- (2) Is there a mix of policing and cleaning in all areas? Policing tasks are light cleaning tasks whereas cleaning tasks are more deep cleaning tasks.
- (3) Are areas receiving more servicing than necessary?
- (4) Are storage areas being serviced more than necessary?
- (5) Are occupants assisting by disposing of food debris, trash, paper bathroom waste, and cardboard in proper containers? All postal employees are responsible for properly disposing of trash, etc. in designated containers.
- (6) Are the most efficient methods, materials, and equipment being used?
- (7) Are building services personnel aware of their responsibilities and work schedules?
- (8) Is local management providing oversight of the building services maintenance program?
- (9) Has project work been performed as scheduled?
- (10) Are there any unique areas or components that require additional or special servicing?

If reductions can be made, reduce the number of calculated workhours for that space type to generate a new total.

After completing the reviews, enter the current year budget in the Current Fiscal Year LDC 38 Budget space provided; estimate the number of workhours that will be requested for building services maintenance; enter that number in the Number of workhours requested space provided, and forward to the appropriate higher level authority for approval or revision.

(Emphasis added.)

Cox explained that in filling in the number of workhours requested, some managers will put in the average, some will put in less, and some will put in what their budget was last year. More fundamentally, he said, since custodial employees cannot be fired or laid off, a manager has to request the number of workhours needed to cover the number of custodial employees at that facility.³

Section 3.1.3 (Budget Objective) of the 2001 MS-47 states:

The objective is to use the minimum resources necessary to maintain the facility in a clean, safe, and healthful condition that is consistent with the conditions set

³ There was testimony from other Postal Service witnesses that in preparing these Budget Worksheets, their areas also add hours for wash up time, breaks, and training, which were included on the old Form 4852, but are not factored into the Budget Worksheet.

forth in Section 4.2 [Inspection Techniques] of this manual.

Section 3.1.4.3 (Scheduling) states:

In contrast to previous methods of scheduling the building services maintenance tasks, frequencies of service are not predetermined or fixed. Any combination of service (cleaning, policing, or no service) may be used at any time provided that the facility is maintained in a clean, safe, and healthful condition that is consistent with the conditions set forth in Section 4.2 of this manual. For example, cleaning or policing of some areas may be increased during periods of high activity and reduced or eliminated during low activity periods. The deployment of automated mail processing equipment and the reduced manual handling of mail has decreased the amount of litter such as, facing slips, strings, and rubber bands on the floor. As mail volume decreases, or as more mail bypasses an office, or does not require manual handling, servicing frequencies should be adjusted downward. Other factors, e.g., heavy snowfall, shortage of personnel, operational requirements, or the current cleanliness of the facility may require schedule adjustments on a daily basis.

Any combination of full-time and part-time employees may be scheduled to perform the building services maintenance tasks.

The new MS-47 also contains other changes and revisions. Most of these, the Postal Service asserts, involved "simple combination, management, 'wordsmithing', and 'borrowing' of terms and principles carried over from the prior version of

the MS-47." The Postal Service acknowledges there no longer is a provision guaranteeing that once a staffing level is determined it will be maintained, absent a change in circumstances that would necessitate redoing the entire staffing procedure. But the Postal Service asserts that the staffing element remains as part of the budgeting process, in which the total number of annual workhours is determined. Scheduling of custodial personnel is now completed through the automated E-mars system.

The Union points to several key changes in the 2001 MS-47, in addition to the deletion of all cleaning frequencies and the staffing guarantee which were replaced with the budget process. Higher levels of authority are given the power, not just to review, but to approve and revise local management's workhour requests. The Handbook now includes new principles such as: "adopt[] a private sector business perspective"; manage custodial services and employees based on "economic reality and operative needs"; and decide the level and amount of cleaning to be done using "the most cost effective methods". The 2001 MS-47 now states that revisions of a custodial program may arise as a result of "changing economic conditions". Scheduling paperwork is optional, and quarterly inspections now are critical to determining day-to-day custodial needs. Section 1.2.2 states that management must "hold employees accountable for the tasks they are assigned". The Union notes that many custodial employees are disabled veterans, and that the Postal Service has removed the protection included in Section 163 of the 1983 MS-47, which emphasized that the performance standards are not to be used for disciplinary purposes.

The Union also asserts that between January 2, 2002 and December 2, 2004 the total number of bargaining unit custodial employees -- as shown on Postal Service documents listing the maintenance craft count by job titles -- decreased from 18,864 to 17,063. The Union's Maintenance Craft Director testified that he knows that there are many offices which have reverted and eliminated positions, citing the new MS-47 as justification, and he cannot otherwise account for this drop of 1,800 employees. He also noted that these reductions occurred notwithstanding headquarters instructions to the field that:

It was not intended that the revised MS-47 would cause any radical changes in existing custodial workload. Major budget reductions locally based on Area level MS-47 mandates is not acceptable and may very well have a negative impact on the ruling when the revised MS-47 appeal is heard at the national level.

The Postal Service points to other (ORPES) data -- also presented by the Union -- showing that the number of custodial employees decreased from 18,322 in late September/early October 2001 to 18,012 at the end of February 2003. This data, the Postal Service says, shows a much smaller drop (310) in the number of custodial employees. Moreover, the Postal Service presented data and testimony which it asserts establishes that it had subcontracted the work of at least 531 custodial positions during the period from January 2002 to about October 2005 pursuant to the Subcontracting MOU, which the Postal Service has taken greater advantage of since the 2001 MS-

47 highlighted the need to consider its applicability in smaller offices.

UNION POSITION

The Union contends that the revised 2001 MS-47 Handbook violates Article 19 of the National Agreement. In the Union's view, it is a complete nullification of the parties' contractual agreement to the terms of the 1983 MS-47 and undoes the very compromise and consideration that agreement embodied. Changing the MS-47 as the Postal Service has done eliminates the consideration the Union gave in order to agree with the Postal Service on the principles, terms and language of the 1983 MS-47. The Union agreed to a range of cleaning frequencies in the 1983 MS-47 that certainly was less than the absolute standard the 1974 MS-47 required. The parties knowingly predicted that replacing the fixed standard with a range would decrease the amount of cleaning and derivatively the number of custodial employees, but the Union accepted this loss in return for the consideration of a staffing guarantee set forth in Section 116 of the 1983 Handbook. A balance was struck between the parties' competing demands, demands that went to fundamental concerns of job protection and cost effective management.

The revision and implementation of a new MS-47 that eliminates cleaning frequency ranges, eliminates the staffing guarantee, and substantively changes other terms of the MS-47 about which the parties negotiated and agreed, the Union argues, not only is a change to the parties' agreement on the terms of the Handbook itself, but also their concurrent settlement

adopting that agreement as a key and operative term. Without frequency ranges, the Union asserts, the ongoing term of the settlement concerning deviations from the ranges is obviously rendered meaningless. Indeed, the parties' entire history developed since at least 1983 for operating under and understanding the MS-47 is suddenly without import as the result of the Postal Service taking back the bargain it struck without due consideration to the Union. As the author of the 2001 MS-47 readily admitted, there are no cleaning frequencies whatsoever, no staffing guarantees, no scheduling requirements, and no discipline protection, in addition to the other changes to the MS-47.

The Union insists that the Postal Service cannot justify its revisions to the MS-47. Not until arbitration did the Postal Service give a reason for its revisions, and that late-stated reason is, by the Postal Service's own admission, unsupportable. When the parties met about the Postal Service's changes to the MS-47, the Union repeatedly asked for the basic explanation of why the Postal Service was making this revision, but the Postal Service refused to answer. At arbitration, for the first time, the Postal Service claimed it needed more flexibility than the 1983 MS-47 permits, but this claim was inadequate, if not unconvincing.

The Union points out that the 1983 MS-47 described how many employees were needed to staff a year's worth of custodial work, and the Postal Service always had taken the position that nothing in the MS-47, particularly Form 4852, required the Postal Service to perform the work detailed there every week of

the year. In an earlier arbitration case involving that issue, Postal Service witness Cox had testified that the exceptions which he referred to in the present case -- holidays, weather-related closings, local events, etc. -- were to be managed by local maintenance managers work-wise, and were immaterial to staffing issues about which the MS-47 is principally concerned. Case No. I94T-4I-C 98116745 (Das 2004), commonly referred to as the "Line J case". The decision in that case, which was pending arbitration at the time the 2001 MS-47 was drafted, affirmed the flexibility the Postal Service already claimed it had by holding that the average weekly hours total figure on Line J of Form 4852 "is an approximate yardstick against which to measure management's compliance, but does not constitute a rigid obligation which cannot be deviated from."

Moreover, Cox admitted that the 2001 MS-47 still requires managers to project their custodial needs into the future to determine how many workhours they would need annually.

The Union cites the decision in Case No. HOC-NA-C-19007 (Das 2002) for the proposition that if the Postal Service "seeks to change long-standing provisions that on their face afford considerable protection to the bargaining unit it needs at least to provide a convincing explanation of why it determined such a change to be necessary, if it is to satisfy Article 19's requirements that the change be fair, reasonable, and equitable."

The Union further argues that the 2001 MS-47 was poorly developed and poorly designed. It puts form over

substance in that it requires an entire inventory and various budget factor calculations to reach an end that, if local managers want it to be different, can be struck out and replaced with numbers devised from no better guidance than unarticulated speculation, which then can be changed at the whim of "higher level authorities". The Union points out that the method by which the budget factor aspects of the 2001 MS-47 were developed was based on samples that: the Postal Service cannot demonstrate with any level of statistical support are actually representative; were untested; were based on gross lack of relevant research; and lacked any comparison to actual postal conditions. More importantly, the Union stresses, the budget factor component actually is immaterial to the request for workhours. What is material is what was removed -- objective staffing instructions, the prior MS-47's staffing guarantee, the cleaning frequency ranges, written scheduling documents -- and what they were replaced with -- a "private sector business perspective"; managed based only on "economic reality and operative needs"; and using "the most cost effective methods" and "the minimum resources necessary".

Finally the Union argues that the new MS-47 has had a deleterious effect on the size of the bargaining unit. It removes all employment protections at the same time it requires local management to constantly look for additional reductions in cleaning and staffing. Although not required to do so under Article 19, the Union has shown that the revision of MS-47 has resulted in substantial job loss. Regardless of the specific number of bargaining unit positions that were lost, this job

loss is another demonstration that the revised MS-47 violates Article 19.

The Union requests, as a remedy, that the arbitrator direct that the revised MS-47 be rescinded and the 1983 MS-47 be retroactively reinstated in its place, and that the bargaining unit be made whole for any harm from the Postal Service's application of the 2001 MS-47. The Union argues that the retroactive reinstatement of the 1983 MS-47 is the only sensible remedy because the terms of the MS-47 work in tandem and cannot be rationally separated. Nor is it the role of the Arbitrator to rewrite the handbook for the parties from the parts of the MS-47, new and old, that the Arbitrator thinks are less objectionable.

EMPLOYER POSITION

The Postal Service insists that the changes to the MS-47, where they exist, fully satisfy Article 19. The standard of review is whether the changes are "fair, reasonable, and equitable". In addition, the changes must not be inconsistent with the National Agreement. Application of the fairness standard begins with a presumption in favor of management's actions. Article 3, Management's Rights, is the starting point for Article 19 challenges. The Postal Service maintains that it revised the MS-47 to be consistent with the direction of the enterprise: achieving efficiencies in postal operations by assigning the appropriate human resources to the appropriate work areas to be serviced. Therefore, the revisions directly result from the Postal Service's exercise of its most basic

management rights under Article 3. Deference should be accorded to management's operational judgment about how the work should be performed, and the Union should be required to make an especially compelling case for unfairness or inequity before management's operational judgment is overturned.

The Postal Service maintains that during the discussion periods prior to issuance of the 2001 MS-47, management fully complied with its procedural obligations as set forth in Article 19 of the National Agreement in effect at the time.

The Postal Service asserts that at the arbitration hearing the Union identified two ways in which it claims the changes made to the MS-47 are not fair, reasonable, and equitable: the elimination of cleaning frequencies; and the reduction of bargaining unit custodial employees, which the Union alleges occurred as a direct result of the changes made to the MS-47.

The Postal Service argues that the Union's contentions that the elimination of cleaning frequencies is not fair, reasonable, and equitable and/or is in violation of the National Agreement are without merit. The Union claims that the revisions violate the National Agreement by "undoing" the 1983 Settlement Agreement regarding cleaning frequencies. The Postal Service maintains, however, that there is no legal basis to demand that an employer be bound forever from asserting its management rights because of a prior agreement to maintain the status quo ante. See: American Postal Workers Union, AFL-CIO

v. USPS, 99 LRRM 3465 (E.D.N.Y. 1978). In addition, there is no contractual basis for the Union's assertion. The Settlement Agreement by its terms provides that in 1983 the MS-47 would contain certain provisions concerning a range of cleaning frequencies. There is no question that was complied with. The Settlement Agreement does not provide that the 1983 MS-47 Handbook provisions shall never change, nor would it be reasonable to presume that the Settlement Agreement somehow implicitly waived management's future rights to make changes under Article 19 when such changes could be supported as fair, reasonable, and equitable. Moreover, the Postal Service insists, there is no arbitral support for precluding the Postal Service from revising its handbooks, in compliance with Article 19, because of a prior settlement on what its handbooks would contain at an earlier time. In the 1981 Gamser Award, in which the arbitrator found that the Postal Service was required to maintain the fixed frequencies in the 1974 MS-47 that it had imposed upon itself, he also found that the Postal Service could amend the Handbook, subject to the requirements of Article 19.

The Postal Service further contends that, contrary to the Union's assertions that a staffing level is required to be maintained, Arbitrator Gamser made it clear he was not imposing "a manning floor or any manning commitment upon the Service in carrying out its maintenance responsibilities." Arbitrator Gamser's focus was not on staffing levels, but on the "the number of man hours which will be required to perform the tasks at hand." The bottom line in the new 2001 MS-47 is the total number of workhours needed annually to clean the facility. This total is the same as the calculation on Line H of Form 4852 of

the old MS-47. The only difference between the old MS-47 and the new MS-47 on this point is that the total of annual workhours is not divided to determine the staffing level of full-time equivalent postal custodians. However, these workhours, although not expressly, are at least impliedly divided by local managers to determine the number of full-time equivalents, particularly in light of the no-layoff protection afforded many of these custodians. As Postal Service witness Cox testified, a local manager is unlikely to request an annual number of workhours that is less than the equivalent of 1760 for each custodian on staff. As such, the Postal Service asserts, the staffing levels remain constant.

The Postal Service also cites the finding in the Line J case that "Line H is what is critical". The Postal Service states that the critical importance of the total annual workhours is carried over from the old MS-47 to the new MS-47. In light of the arbitral precedent and the critical importance granted solely to the total workhours (and not staffing levels) there does not appear to be any obstacle to elimination of the requirement of dividing the total number of workhours to determine staffing levels.

The Postal Service further stresses that the range of cleaning frequencies was not eliminated. Rather, applying information from the old MS-47, the author of the new MS-47 simply developed a midrange of cleaning frequencies which is now incorporated into the budget factors utilized in filling out the Budget Worksheet.

To the extent the Union has indicated minor objections to other changes in the text of the MS-47, the Postal Service claims the overwhelming majority of those changes clearly demonstrate a rewording of principles carried over or simply updated from the old MS-47. The basic tenets and principles of the old MS-47 have been carried over, including: the maintenance of a clean, safe (and now healthful) condition; the calculation of the number of workhours each year; the concept of cleaning versus policing and the local manager's determination of when to clean and when to police; the assessment of the size of the facility in determining cleaning needs; the procedure for measuring the physical space; the reliance upon quarterly inspections, now to a greater degree, to monitor cleanliness; the importance of local conditions, including the number of employees in the facility; and the exact same performance time standards allotted for cleaning and policing areas. Any other changes that are more than de minimis and directly relate to wages, hours and working conditions, the Postal Service claims, are fair, equitable, and reasonable.

The Postal Service disputes the Union's allegation that the bargaining unit was reduced by 1,800 custodians, approximately 10% of the total custodial work force, as a result of the new MS-47. Initially, the Postal Service argues, the Union's own exhibits suggest that the bargaining unit was reduced only by 310 positions. Moreover, the Postal Service presented evidence that demonstrates that at least 531 custodial positions have been contracted out since publication of the new MS-47.

Finally, the Postal Service requests that if the Arbitrator finds a contract violation, the parties should be afforded the opportunity to meet and discuss an appropriate response. The determination of remedy by the Arbitrator, if any, should await the conclusion of the parties' discussions and further briefing.

FINDINGS

Cleanliness of postal facilities is critically important to the working environment, health and safety of postal employees, as well as to the public. As of 2001, the MS-47 Handbook, in its 1974 and 1983 versions, had been a -- if not the -- cornerstone of the Postal Service's regulations governing the performance of custodial services for over a quarter century. A key component of both the 1974 and 1983 MS-47 is a determination of the number of workhours required to regularly maintain a facility at the appropriate level of cleanliness. This is calculated in a systematic fashion using a building inventory, performance standards and designated frequencies.

The 1974 MS-47 imposed a uniform set of minimum frequencies for performance of various area and component cleaning tasks. Although it did not contain a staffing guarantee, as such, it was a staffing document in that it established the number of custodial workhours required to perform the mandated cleaning tasks. In the Gamser Award, the arbitrator stressed that he was not imposing "a manning floor or any manning commitment upon the Service," but he clearly also held that the workhours required under the 1974 MS-47 had to be

performed. The Postal Service could not unilaterally determine to depart from the standards in the MS-47, in particular, the minimum frequencies.

Not too long after issuance of the 1981 Gamser Award, the Postal Service tried a different tack to obtain greater flexibility. It prepared a revision of the MS-47 which eliminated any set frequencies, leaving that to be determined at each facility. The Union strongly objected to the proposed elimination of cleaning frequencies when it received notice of the proposed changes under Article 19. Following discussions, the parties were able to reach a compromise, and the 1983 MS-47 was implemented pursuant to the parties' 1983 Settlement Agreement. This compromise gave the Postal Service flexibility to vary frequencies based on the individual circumstances at each facility, and to modify frequencies based on experience or changed conditions, but only within a nationally agreed-to range of frequencies for each task. Frequencies were to be determined -- within the established ranges -- by local management, subject to review by higher levels of authority. See Case No. HOC-NA-C 16 (Das 2002). Another key part of the parties' compromise was that a custodial staffing level would be determined for each facility based on the total annual workhours, as reflected on Form 4852. Any combination of full-time and part-time employees could be scheduled to perform that custodial work, but Section 116 of the 1983 MS-47 provided that:

Once a custodial staffing level is determined using the procedures in this handbook, that staffing level must be maintained. If conditions arise that

warrant a change in staffing, the entire staffing procedure must be redone, i.e., new forms must be completed.

As the Union notes, the parties in entering into the 1983 Settlement Agreement knew that the MS-47 revisions they had agreed to would result in a reduction in the custodial workforce, because the previously mandated uniform frequencies were the top of the agreed-to frequency ranges. The 1983 Settlement Agreement provided incumbent custodial employees with certain protections, but there was no question that over time the changes in the 1983 MS-47 would result in a reduction in the custodial workforce.

Following implementation of the 1983 MS-47 there were occasional disputes and grievances. In particular, a number of grievances evidently were filed at the local level in which the Union claimed the Postal Service was required each and every week to schedule the number of hours shown on Line J of Form 4852 -- which was the total annual workhours for the facility shown on Line H divided by 52. As the Union points out, however, the Postal Service never agreed that it was obliged to schedule that number of hours each and every week, regardless of circumstances. In a National arbitration decision in the Line J case -- which had been appealed to arbitration before the 2001 MS-47 was drafted, but was not heard or decided until after the 2001 MS-47 was implemented -- this arbitrator found that:

The average weekly hours total shown on Line J of PS 4852 is an approximate yardstick against which to measure management's compliance, but does not constitute a rigid

obligation which cannot be deviated from.
As noted above there are a variety of
circumstances in which management may
schedule and/or work fewer hours than the
Line J average in a particular week without
violating its obligation to conform to MS-47
standards consistent with the Gamser Award.

Part of the Postal Service's argument in the Line J case was
that there were holiday and other weeks when the facility -- or
parts of the facility -- were closed due to holidays, etc., and
that this justified departure from Line J in certain weeks.

What is striking in the present case is the lack of
empirical evidence showing that continued application of the
1983 MS-47 was causing cleaning to be done unnecessarily, or
that staffing pursuant to the 1983 MS-47 was leading to
custodial employees twiddling their thumbs, so to speak, or that
local management was unable to appropriately respond to changed
conditions or was having significant difficulty scheduling
custodial employees because of constraints imposed by the 1983
MS-47. The Postal Service has not even alleged this was the
case, beyond the limited testimony of its witness Ray Cox.

At arbitration, Cox, a former postal maintenance
specialist now serving as an outside consultant, stated that
upper level management instructed him in 2001 to revise the MS-
47 Handbook to provide more day-to-day flexibility to local
managers. The Postal Service has not convincingly shown,
however, that it had insufficient flexibility under the 1983 MS-
47 to deal with the types of situations Cox referred to, such as
weeks when a holiday or other local event resulted in the

facility -- or parts of it -- being used less frequently than in other weeks, or those weeks when there were fewer custodial employees at work than usual. But even if Form 4852 of the 1983 MS-47 did not sufficiently take into account that there are a number of weeks each year when area cleaning needs are reduced, due, e.g., to holidays, an appropriate change could have been made to the 1983 MS-47, including Form 4852, to take care of that situation, without dismantling key structural components of that Handbook. Moreover, as pointed out in the decision in the Line J case, management has flexibility, under the 1983 MS-47, in how it schedules component work, which allows it to take into account prime vacation weeks or other circumstances that cause a fluctuation in available custodial staff.

Significantly, in developing the 2001 MS-47 the Postal Service retained the existing building inventory (Form 4869) and did not change the performance standards contained in the 1983 MS-47.⁴ There has been no claim by the Postal Service that the frequency ranges established in the 1983 MS-47 were outmoded or needed adjustment. On the contrary, the Postal Service seems to have embraced the overall past application of those frequencies in creating its new budget factors. The key difference is that the Postal Service eliminated the use of frequencies as part of the basis for determining how often certain cleaning had to be performed at a facility, and substituted "average" factors to be used for budget purposes. The Postal Service apparently decided

⁴ While Cox combined areas on the Form 4869 into a limited number of space types -- a budgeting approach to custodial work he had seen on a college website -- it is not clear how this enhanced workplace efficiency or even managerial flexibility.

that it needed to retain some semblance of the prior frequency ranges in establishing the new budget factors, yet the computation it came up with basically serves only as a yardstick to measure how a particular facility is doing (per 1000 sq. ft.) compared to the pre-2001 average.⁵

In any event, there appears to be only a tenuous connection between the Budget Worksheet calculations and how custodial work is to be performed. There no longer are requirements with respect to the work to be scheduled or staffing. Local management, after performing the budget calculations, is not required to use them to determine the number of workhours to request.⁶ The only constraints are that management cannot lay off custodial staff and, as was true under the 1983 MS-47, is required to perform quarterly inspections to ensure an adequate level of cleanliness. Higher level

⁵ This assumes that the 400 facilities that responded to Cox's request for staffing surveys -- about 10% of total facilities over 15,000 sq. ft. -- truly were a representative sample, which is difficult to determine on the present record.

⁶ As Cox testified, a manager has to request at least the number of workhours needed to cover the number of custodial employees at that facility. An area maintenance management specialist testified that in his area they calculate the average, using the budget factors, but then add additional time for training, breaks and wash-up (as was previously done on Form 4852). If a facility wants to request "a deviation" due to local conditions they note that on their worksheet. This witness and another area manager testified that facilities in their areas do not complete the Budget Worksheets annually, as the 2001 MS-47 provides for, but only where there is a change in the physical inventory or a custodial position is vacated.

authorities also have been given considerably broader authority to substitute their own determination of the number of workhours to be budgeted for.⁷

The 2001 MS-47 may provide some greater flexibility to management and may result in the Union filing fewer grievances with respect to scheduled workhours, but it removed critical components of the previously agreed to structure for ensuring a satisfactory level of cleanliness is maintained within set parameters and that custodial jobs are not unduly eliminated. The Postal Service places considerable stress on the required quarterly inspections as a guarantee of cleanliness. But the Gamser Award and the parties' subsequent negotiation of the 1983 MS-47 reflect an historical recognition that inspections by themselves are not sufficient.⁸

Use of the new Budget Worksheet also is likely to put pressure on those facilities -- theoretically about one-half the total number -- whose actual custodial workhours exceed the average to reduce their hours, at least over time, so as not to deviate from the total calculated using the fixed budget factors. In this way, what was an average before 2001, might become a sort of ceiling, which all facilities should strive not

⁷ Cox indicated this was not really a change, because higher level authorities de facto had exercised equivalent authority despite the language of the 1983 MS-47. (See: Case No. HOC-NA-C 16.)

⁸ If, as was stated by Cox, inspections previously were often not performed as required by the 1983 MS-47, that would not appear to be a good reason to change the Handbook to put greater reliance on inspections.

to exceed, with reduced consideration for variations in local conditions.

As the Union stresses, the 1983 MS-47 was the result of negotiation and compromise, reflected in the 1983 Settlement Agreement. The latter does not provide that the Postal Service can never change the 1983 MS-47, or that it can only do so with Union approval. The Postal Service did not give up its right to make changes that are fair, reasonable, and equitable. But, the fact that the structure of the 1983 MS-47 was a negotiated compromise is important in applying Article 19, particularly as it seems unlikely, in light of the findings in the Gamser Award, that the Postal Service would have been successful in convincing an arbitrator that elimination of mandated frequencies -- which is what it proposed in 1982 -- was fair, reasonable, and equitable. Also, as I stated in Case No. HOC-NA-C 19007:

The Postal Service is entitled to change its policies, subject to its contractual obligations. But if it seeks to change long-standing provisions that on their face afford considerable protection to the bargaining unit, it needs at least to provide a convincing explanation of why it determined such a change to be necessary, if it is to satisfy Article 19's requirement that the change be fair, reasonable, and equitable.

Improving efficiency and application of sound custodial management techniques, including a number of the factors spelled out in certain portions of the 2001 MS-47, do not appear to be inconsistent with the basic structure of the

1983 MS-47. It also is not clear to me that use of E-mars to schedule custodial work is not compatible with the 1983 MS-47, But if any changes need to be made to accomplish that, or to better enable management to take into account variations that occur in holiday or other weeks, that can be accomplished under Article 19, without throwing out the baby with the bath water.

For all of these reasons, I am not able to conclude that the 2001 MS-47 is fair, reasonable, and equitable, for purposes of Article 19. This is not a matter of a few portions of the revised MS-47 not meeting that standard, but is based on the major changes made to key parts of the basic structure of the Handbook.

Under the circumstances, it is appropriate that the Postal Service be directed to rescind the 2001 MS-47, to reinstate the 1983 MS-47, and to reinstate or prepare staffing packages as soon as practicable. As the Postal Service has stressed, the building inventories still are in use and the performance standards have not been changed. Prior staffing documents based on the frequencies determined by the appropriate level of management under the 1983 MS-47 presumably still exist, and can be revised under that Handbook where needed. Whether any remedy is appropriate for the intervening period since implementation of the 2001 MS-47, and, if so, what it should be, is a matter remanded to the parties for further discussion. The arbitrator retains jurisdiction over that aspect of the remedy. In addition, it appears that the Union does not have any significant objection to a number of the more minor changes that were designed to streamline or update the 1983 Handbook, without

imposing substantive change, and the parties should address incorporation of those changes.

AWARD

The Union's challenge to the revised MS-47 issued by the Postal Service in 2001 is sustained on the basis set forth in the above Findings.

Shyam Das, Arbitrator



American Postal Workers Union, AFL-CIO

1300 L Street, NW, Washington, DC 20005

Steven G. Raymer
Maintenance Division,
Director

(202)- 842-4224 (Office)
(202)- 289-3746 (Fax)

Dear Maintenance Representative,

At long last, case number I94T-4I-C 98116745, otherwise known as the Iron Mountain case, has been awarded.

The Union took the following positions:

1. These cases should be remanded to the field for application of local fact circumstances and there was no interpretive dispute.
2. The Craft was entitled to the work that is shown as calculated hours on the PS 4852. Bypassing of routes constituted a violation of Gamser and the frequencies required.
3. Line J was required to be scheduled, but the actual work hours depended on local fact circumstances.

The Postal Service position was that Line J had zero meaning since it was no longer used for subcontracting and there was an interpretive dispute.

The award is:

“The issue raised in this arbitration is interpretive and, hence, arbitrable at the National level. The issue is decided on the basis set forth in the above Findings. The underlying grievance from Iron Mountain, Michigan, is remanded to Step 3 to be resolved consistent with the Findings in this decision.”

The arbitrator summarizes his findings as:

“In sum, the Postal Service’s obligation in a properly staffed facility is to abide by the criteria or standards established in the MS-47 for both unit performance as well as frequencies. The specific frequencies to be followed at a particular location are those specified on the PS 4852. The average weekly hours total shown on Line J of the PS 4852 is an approximate yardstick against which to measure management’s compliance, but does not constitute a rigid obligation which cannot be deviated from. As noted above there are a variety of circumstances in which management may schedule and/or work fewer hours than the Line J average in a particular week without violating its obligation to conform to MS-47 standards consistent with the Gamser Award.”

This award focuses on the fact that we are entitled to our work as shown by the PS 4852, but there may be local fact circumstances in which management could legitimately not perform the work hours shown on the PS 4852. Arbitrator

National Executive Board

William Burrus
President

Cliff “C. J.” Guffey
Executive Vice President

Terry Stapleton
Secretary-Treasurer

Greg Bell
Industrial Relations Director

James “Jim” McCarthy
Director Clerk Division

Steven G. “Steve” Raymer
Director, Maintenance Division

Robert C. “Bob” Pritchard
Director, MVS Division

Regional Coordinators

Sharyn M. Stone
Central Region

Jim Burke
Eastern Region

Elizabeth “Liz” Powell
Northeast Region

Frankie Sanders
Southern Region

Omar M. Gonzalez
Western Region

Das gave three such examples on pages 20-21. Simply stated, the possible exceptions are for seasonal work, holidays or unexpected absences. In the case of the latter two, Arbitrator Das stated specifically that these were not interpretive matters and were not part of this case, but whether there is a violation must turn on specific local circumstances. In the case of the seasonal work, that was merely theoretical and was being applied to Line H.

We believe that this shifts the burden to the USPS to not only assert one of the three exceptions to not completing the work, but must also justify and prove the exception made compliance with Gamser and the frequency of cleaning requirements impossible. As Arbitrator Das states on page 22 (above): *"The specific frequencies to be followed at particular location are those specified on the PS 4852."* (UA)

Clearly, a focus on bypass hours and the local grievances having accurate work records is critical in applying this award. As stated on page 9 during Director Raymer's testimony, *"For a fully, properly documented grievance, they would find out what work was not performed."*

The Postal Service attempted to have the arbitrator rule that the Gamser award was only applicable to the 1974 MS-47 and was not applicable to the 1983 version. On page 18, the arbitrator pointedly rejects management's attempt.

A couple other notes:

1. This award is applicable to fully (properly) staffed offices.
2. There is a typo on the cover sheet – the Relevant Contract Provision should read the 1983 MS-47 and not the 1974 version. This is clarified on page 2 "At the time this grievance arose, the 1983 MS-47 ... was in effect." Moreover, in the footnote on page 7, "The decision in the present case concerns only the 1983 MS-47."
3. Das' quote, "The specific frequencies to be followed at a particular location are those specified on the PS 4852." on page 22 is important as it establishes which frequency within the range of frequencies is required.

Yours in union solidarity,

/s/

Steven G. Raymer
Director

/s/

Gary Kloepper
Asst. Director 'A'

/s/

Warren 'Jake' Jackson
Asst. Director 'B';

/s/

Idowu Balogun
National Rep @ Large

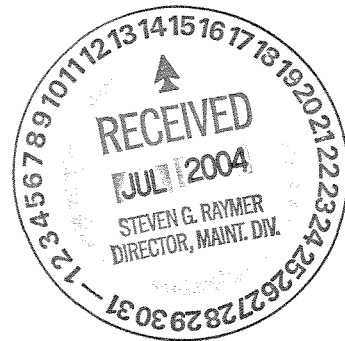
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National Arbitration Panel

In the Matter of Arbitration)
)
 between)
)
 United States Postal Service) Case No.
) I94T-4I-C 98116745
)
 and) (Line J -
) Custodial Employees)
)
 American Postal Workers Union)
)

Before: Shyam Das



Appearances:

For the Postal Service: Courtney B. Wheeler, Esquire

For the APWU: Melinda K. Holmes, Esquire

Place of Hearing: Washington, D.C.

Dates of Hearing: June 18, 2002
April 23, 2003
September 11, 2003
September 12, 2003

Date of Award: July 12, 2004

Relevant Contract Provision: Article 19, 1974 MS-47 Handbook

Contract Year: 1994-1998

Type of Grievance: Contract Interpretation

Award Summary

The issue raised in this arbitration is interpretive and, hence, arbitrable at the National level. The issue is decided on the basis set forth in the above Findings. The underlying grievance from Iron Mountain, Michigan, is remanded to Step 3 to be resolved consistent with the Findings in this decision.

A handwritten signature in cursive script, appearing to read "Shyam Das", is written above a horizontal line.

Shyam Das, Arbitrator

BACKGROUND

I94T-4I-C 98116745

The underlying grievance in this case arose in Iron Mountain, Michigan. The basis for the grievance is set forth in the Step 2 appeal form, dated July 28, 1998, as follows:

On 7/06/98 the union became aware that management had failed to work the required number of custodial cleaning hours in PP 12 WK 1 98 (Exhibit 1) as per PS Form 4852 (Exhibit 2). The union contends that management is in violation of Article 19 of the National Agreement, to include handbook MS-47, Section 116 (Exhibit 3). The union maintains that once a custodial staffing has been determined, that staffing and cleaning level must be maintained.

According to the PS Form 4852, a total of 204.10 hours have been determined as the cleaning level. Exhibit 1 is a copy of the hours spent by all custodians in Operation #747 for PP 12 WK 1. The report shows that 192.01 hours in week 1 were worked. The union maintains that 12.07 hours remained unworked in week 1.

Exhibit 4 are copies of custodial schedules, routes and bypasses for the period in question. The union maintains that the Postal Service is not cleaning according to the standards established in the MS-47. Arbitrator Howard Gamser held in 1981 that the provisions of Article 19 impose upon the Postal Service a duty to abide by the standards in the MS-47, for performance frequency, Case #A8-NA-0375.

At Step 3, the Postal Service declared the issue in this grievance to be interpretive. The Union appealed the grievance to Step 4. In its Step 4 answer, dated September 12, 2000, the Postal Service asserted:

The issue in this grievance is whether management is required, at a minimum, to use the number of hours each week noted on line J of PS Form 4582[sic], Workload Analysis Summary.

The Union appealed the grievance to National Arbitration on September 13, 2000.

At the time this grievance arose, the 1983 MS-47 Handbook (Housekeeping - Postal Facilities) was in effect. It replaced an earlier 1974 MS-47. As indicated in both documents, the MS-47 "concerns itself principally with staffing and scheduling" relative to custodial maintenance. Staffing entails a three-step procedure in which a building inventory is taken, frequency of performance is determined, and staffing requirements are developed. A key difference between the 1974 MS-47 and the 1983 MS-47 is that the former established fixed frequencies for how often particular areas and components of postal facilities were to be cleaned. The 1983 MS-47, which was negotiated with the APWU in settlement of an Article 19 grievance, establishes a range of frequencies. At a given facility, management may select the frequency for particular tasks within the specified range, but its selection must be commensurate with the Postal Service's responsibilities for maintaining a clean, healthy and safe work environment for postal employees and customers. Moreover, as set forth in Section 116 of the 1983 MS-47:

Once a custodial staffing level is determined using the procedures in this handbook, that staffing level must be maintained. If conditions arise that warrant a change in staffing, the entire staffing procedure must be redone, i.e., new forms must be completed.

In a 1981 National Arbitration Award in Case No. A8-NA-0375 (Gamser Award), Arbitrator Howard Gamser rejected the Postal Service's contention that the 1974 MS-47 was merely a guide and that management had the right "to change forms, formulae, frequencies of cleaning as set forth in the Handbook", provided it maintained a satisfactory level of cleanliness. The opinion in the Gamser Award states:

It must be apparent that if the USPS were going to design a system which would insure the maintenance of standards of cleanliness and safety in its buildings, and provide such detailed guidance to the field as is contained in the MS-47 Handbook, the question of frequency of performance could not be left open ended. To do so would give no assurance whatsoever that such standards of cleanliness and safety would be met. If the officer in charge at each postal facility or the responsible official in each region or district could set frequencies of performance, and lower them at will, a deterioration of cleanliness and safety standards could surely result. There is a Postal Service commitment to the maintenance of a clean and safe working environment. The Handbook criteria, both dealing with unit performance as well as frequencies, provide assurance that this commitment will be kept.

* * *

By requiring that the Postal Service adhere to the standards or criteria for unit performance as well as frequencies contained in the MS-47 Handbook, this Arbitrator is not imposing a manning floor or any manning commitment upon the Service in carrying out its maintenance responsibilities. The Service is required to instruct its facilities to employ these unit performance criteria and frequency standards in determining the number of man hours which will be required to perform the tasks at hand. Whether the man hours thus required are filled by employing overtime or by the reassignment of employees from activities in which they might otherwise have been engaged, not prescribed by standards or criteria in some other handbook, manual or published regulation, is a management decision.

For the reasons outlined above, the Arbitrator is of the opinion and must find that the provisions of Article XIX impose upon the Service a duty to abide by the criteria or standards established in the MS-47 Handbook for both unit performance as well as frequencies. The unilateral determination to depart from those standards, and particularly from the minimum frequencies contained in the Handbook, have resulted in violations of Article XIX. Article XIX incorporates by reference these working conditions into the collective bargaining agreement. Such modifications thus unilaterally imposed by management which have an adverse impact upon the tenure of employment or the workload of the employees affected must be rescinded.

In its Step 4 answer in the present case, the Postal Service stated:

There is no dispute between that parties that the Gamser Award requires the Postal Service to adhere to minimum standards and frequencies developed in conjunction with the MS-47 Handbook, *Housekeeping-Postal Facilities*. Contrary to the Union's position however, the Postal Service is not bound by a manning floor.

* * *

Gamser clearly held that the unit performance criteria and frequency standards in the then existing MS-47 were to be used to determine the number of man hours required to perform the cleaning tasks. He left management with the discretion of where, when, and how to obtain the employees who would work the required hours.

Postal Service Form 4852, Workload Analysis and Summary (PS 4852), is covered by Section 240 of the 1983 MS-47. Sections 241 and 242 state:

241 Form 4852 (See Appendix, Exhibit C) is a preprinted form designed to permit calculation of the building cleaning staffing requirement for all postal facilities.

242 Preprinted on the form are: job requirements (areas or components to be cleaned such as workroom toilets, offices, etc.), operations to be performed (clean, police, etc.), the unit by which different components are

measured (Sq. Ft., Fixture, etc.) and the time, in minutes, required to do the operation on one unit of measure. (e.g.: It takes 4.5 minutes to clean one workroom toilet fixture.)

PS 4852 is used to determine the number of minutes per week needed to perform area requirements (for example, cleaning and policing of work room toilets) and the minutes per year needed to perform component requirements where the frequency of performance may vary from once per week to once per year (for example, cleaning light fixtures or snow removal). Using PS 4852, the minutes per year for all job requirements are totaled and converted into work hours per year (Line D). Additional hours for training, breaks and wash-ups are calculated based on established formulae. The total work hours per year, which is used for staffing purposes, is recorded on Line H of PS 4852. Line J -- work hours per week -- is calculated by dividing Line H by 52. The instructions in Section 243(t) of the 1983 MS-47 state:

t. Divide line H by 52 (weeks) to obtain workhours per week. Round to the nearest tenth of an hour. Enter this figure in column (P) line J. Refer to applicable regulations in the *Administrative Support Manual* to determine if the facility may be cleaned by contract. If the facility is to be cleaned by contract, no further calculations are required.

If the facility is not to be cleaned by contract, the number of full-time equivalent postal employees needed to perform the work (Line K) is determined by dividing Line H by the current productive annual work hours for one USPS custodial employee -- 1760 on the PS 4852 at issue in this case.¹

Section 340 of the 1983 MS-47 provides:

340 Scheduling

a. In larger facilities scheduling will be done in accordance with the national handbook or national system by which the office operates.

b. In smaller facilities that do not operate under a specific national handbook or national system, the management official in charge of the facility will be responsible for scheduling. If necessary, the senior MSC maintenance official will provide assistance in scheduling.

¹ It appears that at least by 1991 the determination as to whether the work was to be contracted out was determined on the basis of the Line D total. (See Section 5(2)(b) of MMO-21-91.) In 1994 the parties agreed to a different methodology for determining whether custodial work at a particular facility can be contracted out which is based on facility area rather than work hours. The Union notes that PS 4852 was not revised, and the total work hours per week continued to be shown on Line J. The Postal Service notes that the calculations on PS 4852 were computerized in or about 1991. In 2001, the Postal Service reissued the MS-47 Handbook with significant changes. The Union grieved those changes, and its challenge is pending arbitration. The decision in the present case concerns only the 1983 MS-47.

c. Actual day to day assignments depend on the number of custodial personnel reporting. Generally, when excessive unscheduled absences occur the component cleaning routes should be limited before area cleaning routes.

A Postal Service witness pointed out that Section 340(c) provides greater flexibility than the preceding 1974 MS-47 which only permitted cutbacks in component, not area, cleaning.

A number of management witnesses testified that various Union representatives at the national and local levels had expressed the position that the Postal Service contractually is required to schedule and work the "Line J hours" each week without exception. Starting in the late 1980's or early 1990's, according to Postal Service witnesses, local grievances began to be filed protesting Management's failure to schedule and/or work all Line J hours. Some of these grievances were sustained in regional arbitration. A considerable number of such grievances are now being held at Step 2 and Step 3 pending this National Arbitration.

Steven Raymer, APWU Maintenance Division Director, testified:

The substance of the [underlying] grievance appears to originate with [the fact that the] ... Line J hours were not either scheduled or worked. The Line J represents the weekly work hours that are supposed to be scheduled. Line J constitutes a body of work.

* * *

Now apparently they didn't perform all the work and that is what a bypass report would indicate. And the local would have had bypass reports to show that work wasn't done. The triggering incident would be that Line J wasn't met because that is normally what it is going to take.

... That should tell a local to look into whether or not the work was performed and whether there was compliance with Arbitrator Gamser's award that the work had to be performed.

And in this case, it appears the local union has, as a remedy for the work not being performed, a difference in hours between the work that was done and the Line J hours, which is, in fact, a traditional remedy that is applied in the field. Line J is used as a remedy. When the work is not done, we get the Line J hours.

* * *

... [F]or a fully, properly documented grievance, they would find out what work was not performed.

* * *

Because it would be possible in some circumstance that a custodian would work quicker. Maybe the place wasn't as deteriorated as normal after a given operation or it was likely used in between. They would get it done quicker. That could then reflect less hours after looking at the week. But if all the work was nonetheless

performed, then the Union doesn't have an issue.

Mr. Raymer also testified on cross-examination:

Q Now sir, work hours per week. Line J, you say, represents the work hours that must be done every week?

A Those are the hours that need to be scheduled every week.

Q Well, need to be. Does that mean must be?

A Yes.

Q In your opinion.

A Yes.

Q Okay. So regardless of circumstance, they must be scheduled that week.

A Yes.

A Postal Service witness who scheduled maintenance work at the Iron Mountain facility during the week at issue in the underlying grievance in this case noted that week included the Memorial Day holiday. In preparation for this arbitration, she reviewed the bypass reports and schedules submitted by the Union with the grievance. She testified that the work which the Union claims was not scheduled and/or performed that week was work in portions of the facility that normally would have been open, but were closed due to the holiday and, therefore, did not need to be cleaned. The one exception was the break room which

erroneously was reported to have been bypassed, when it actually was cleaned on the holiday.

The parties agree that the underlying grievance and the issue raised in this case do not involve staffing. The Iron Mountain facility was fully staffed in accordance with the 1983 MS-47.

UNION POSITION

At the outset of the arbitration the Union took the position that this case was not arbitrable at National Arbitration because it does not raise an interpretive issue.² The Union chose not to seek bifurcation in this case, in part because its positions on arbitrability and on the merits are intertwined.

The Union contends that the issue in this case, as defined by the Postal Service at Step 4, is not an interpretive issue. Whether the Postal Service is required to use the number of hours reflected on Line J of any particular PS 4852 each or any week at a specific facility is a matter that can only be determined based upon unique local fact circumstances.

² Because the Postal Service declared the underlying grievance to be an interpretive issue at Step 3, the Union explained, the only way the Union could get that grievance arbitrated was to appeal it to Step 4 and then to National Arbitration, where the Union seeks to have the grievance returned to Step 3 to be arbitrated at the regional level.

The Union stresses that there is no disagreement between the parties or dispute in this case over the Postal Service's obligation to schedule and perform all of the custodial tasks indicated on PS 4852 and to provide employees with time for training, breaks and wash-up in accordance with the National Agreement and local agreements. This work, its derivation and performance, is a requirement of the 1983 MS-47 Handbook in effect when the underlying grievance arose at Iron Mountain, Michigan. If the hours performed are not the same as the hours on Line J, but the standards of the MS-47 are met, the Union does not dispute solely the difference in hours. Whether the Postal Service's commitment to maintain a clean, safe and healthful work environment by complying with the PS-47 is violated by a deviation from Line J will depend on facts particular to each situation.

The Union maintains, however, that Line J can be an accurate measure of the hours worked each week at a particular facility. Generally, Line J hours can be and often are a close, if not exact, calculation of the hours of work for bargaining unit employees performing the various custodial tasks management has listed on PS 4852, a principle that also has been accepted by regional arbitrators. Numerous factors particular to a specific location dictate if there are deviations from this rule. Depending on such factors as the type of custodial work management chooses to perform, whether any of that work is seasonal, local agreements on wash-up times, the relative weight of area cleanings hours (which if bypassed cannot be made up) to component cleaning hours (which if not completed can be

backlogged for later performance), the frequency with which area cleaning is to be performed, whether a facility is operational on holidays, and how management chooses to schedule work, the hours on Line J can accurately reflect the number of custodial hours worked per week at a particular facility. It therefore is impossible, the Union insists, to conclude that the hours on Line J are never the hours custodians should be or actually are working in any given week at any specific facility.

The Union further objects that the Postal Service raised two new arguments for the first time during the arbitration hearing. The Union contends those arguments should not be considered, but in any event are without merit.

The first new argument, the Union asserts, is the Postal Service's claim that Section 340(c) of the 1983 MS-47 referencing excessive unscheduled absences demonstrates that Line J is not an accurate measure of work that must be performed. On the merits, the Union stresses that Section 340(c) neither indicates this, nor provides that the Postal Service is excused from performing custodial work because of absences. Clearly, the Union argues, the Postal Service and regional arbitrators have been and are able to contend with this and other unusual exceptions when Line J hours, and thus work, should, but cannot, be performed under the specific circumstances of a particular case. As with the varied circumstances that might explain discrete deviations from PS 4852 and Line J, however, these exceptions cannot swallow the rule.

The second new argument the Union objects to is the Postal Service's claim that, regardless of its accuracy, the very nature of Line J makes it an inappropriate and improper measure of the Postal Service's obligation to perform certain custodial work. This position is premised on the Postal Service's assertion that Line J only can be referred to as an outdated measure of when the Postal Service can contract out custodial work. The Union contends this argument also is without merit because there is no basis to preclude the Union from looking to Line J as a measure of a possible violation of the Postal Service's undisputed obligation to perform the underlying work.

EMPLOYER POSITION

The Postal Service asserts that the "Line J" issue in this case has existed since the late 1980's or early 1990's when the Union first began to file grievances in which it asserted that the mere fact that Line J hours were not worked, by itself, constituted a contractual violation. The Postal Service maintains that the Union has attempted to obfuscate the issue to suit its own purposes by also alleging in some grievances that the Postal Service violated the National Agreement because it failed to perform specified cleaning work that was supposed to be performed on a weekly basis, and in other grievances blending the two allegations. Nonetheless, the issue is clear. As stated in Management's Step 4 answer it is: whether management

is required, at a minimum, to use the number of hours each week noted on Line J of form 4852.

The Postal Service contends this is an interpretive issue properly to be decided at National Arbitration. First, it requires an interpretation of the 1983 MS-47 Handbook which is incorporated in the National Agreement and which has been interpreted in different ways by regional arbitrators. Second, this MS-47 is the product of national level discussions conducted pursuant to Article 19 of the National Agreement, and, hence, a proper subject for interpretive arbitration. Third, the Union incorrectly assumes that because a decision in this case can be applied to the facts in the grievance that is serving as the vehicle to raise the interpretive issue, the underlying issue is not interpretive. Fourth, the issue raised by the Postal Service is substantially similar to the underlying issue confronting Arbitrator Gamser when he had to determine the proper interpretation of the earlier 1974 MS-47 in National Arbitration.

On the merits, the Postal Service contends that the 1983 MS-47 clearly states that Line J's only purpose is to determine whether facility cleaning can be contracted out. At no time, the Postal Service stresses, was Line J ever used to establish weekly hours for custodial employees. In 1994, Line J ceased to have any purpose because the parties adopted a new methodology to govern contracting out. Although Line J remained on PS 4852 after 1994, it did so only because staffing calculations were by then performed using a computer program

that would have had to be rewritten, and it was a figure that could be ignored because it was not used for anything else.

The Postal Service stresses that the Union presented no documentary evidence or creditable testimony to support its assertion that the 1983 MS-47 establishes a guaranteed number of weekly work hours that must be worked by custodial employees. The sole purpose of the 1983 MS-47 is to determine custodial staffing requirements, as stated in both the transmittal letter issuing the 1983 MS-47 and the Handbook itself. Not only does the 1983 MS-47 not include any guarantee of weekly work hours, Section 340(c) shows just the opposite -- that scheduled work may not be done, especially if it is component cleaning. Where the 1974 MS-47 stated that PS 4852 was used to determine weekly man-hour requirements, the 1983 MS-47 states that the form is used to determine the staffing complement, a matter not in issue in this case.

Moreover, the Postal Service argues, the hours on Line J are based on a normal work week, whereas about twenty percent of the work weeks in a year are not normal, including ten weeks with federal holidays in addition to days when particular offices or facilities are closed due to weather or local events. The Postal Service has not agreed to pay employees to work on days when the building is closed or when they failed to report to work due to illness or vacation. The Postal Service also notes that PS 4852 includes job requirements such as lawn cutting and snow removal which not only are seasonal, but may vary from the norm due to climatic factors.

Finally, the Postal Service contends in its post-hearing brief that the 1981 Gamser Award is not controlling in this case. It was based on the totally different 1974 MS-47.

FINDINGS

The parties agree that the issue presented in this arbitration is that set forth in the Postal Service's Step 4 answer, which is: "Whether management is required, at a minimum, to use the number of hours each week noted on Line J of PS Form 4582 [sic]." The underlying grievance filed in Iron Mountain, Michigan, can be read as asserting such a claim. Although it does not specifically mention Line J, it cites a failure to work the number of hours that correspond to those on Line J of the applicable PS 4852. The grievance also asserts more broadly a failure to clean according to the standards established in the MS-47.

As framed in the Postal Service's Step 4 answer, the issue is not whether Line J in PS 4852 can be an accurate measure of the hours to be worked each week at a particular facility, but whether Line J hours constitute an absolute minimum regardless of all other circumstances. I view that to be an interpretive issue.

It also is an issue on which, ultimately, there is little if any dispute. The Union's post-hearing brief plainly states that if the hours performed are not the same as the hours

on Line J, but the standards of the MS-47 are met, the Union does not dispute solely the difference in hours. Some additional context is needed, however, in order to fully understand this narrowly drawn issue.

The primary purpose of the MS-47 is to determine the staffing level required to fulfill management's responsibilities for maintaining a clean, healthy and safe work environment. This is not a staffing case. There is no dispute that the Iron Mountain facility was a properly staffed office at the time this grievance arose. The Gamser Award, however, determined that the provisions of Article 19 impose upon the Postal Service a duty to abide by the criteria or standards established in the MS-47 for both unit performance as well as frequencies. Although the Gamser Award dealt with the 1974 MS-47, the parties clearly have agreed that it is applicable to the 1983 MS-47 at issue in this case. That is squarely acknowledged in the Postal Service's Step 4 answer in this case, as well as in a Step 4 settlement dated April 19, 1998 in Case D94T-1D-C 97084381 (Union Exhibit 8). Under the 1983 MS-47, management can select from among a range of frequencies for particular tasks, but once that selection is made and incorporated into a PS 4852 it establishes the required standard unless and until the PS 4852 is replaced.

While the Union does not espouse an absolutist position with respect to the hours on Line J of PS 4852, it rightly points out that Line J hours can be and often are a close, if not exact, calculation of the hours of work for

bargaining unit employees performing the various custodial tasks management has listed on PS 4852.

It is important to keep firmly in mind just what the hours listed on Line J represent. Those hours are merely the mathematical expression of one fifty-second ($1/52$) of the total yearly work load set out on Line H of the PS 4852. At one time, Line J was used to determine if the custodial work at a particular facility could be contracted out. Actual staffing of the facility -- if the work cannot be contracted out -- is determined on Line K, which takes into account the current productive annual work hours for one USPS custodial employee. Both Line J and Line K are derived from Line H. Line H represents the total number of hours of custodial work, factoring in training, breaks and wash-ups, to be performed in a year as determined using the criteria and standards in the MS-47. Line H is what is critical.

Line J simply is a useful measure of the weekly average of the total hours on Line H. That does not mean that all of those average hours necessarily have to be worked or even scheduled each and every week to comply with the MS-47. Nonetheless, a significant deviation from this average particularly over an extended duration is likely to reflect a failure to meet the required standards. Resolution of grievances alleging a failure to comply with the standards of the 1983 MS-47 in a properly staffed facility will almost surely

require a case-by-case analysis taking into account those local factors that may be relevant in a particular case.³

Much of the work listed on the PS 4852 -- area cleaning and policing -- is to be done at set intervals each and every week. Some component work also may be required to be done as often as once a week. But other component work is to be done less frequently, for example, monthly or quarterly. Management has some flexibility in scheduling the latter work -- for instance, it might schedule less than the average amount of such component work in a prime vacation week and more in other weeks.⁴ If there is an unscheduled absence, some component work that was scheduled to be performed that week can be backlogged and performed at a later date.

PS 4852 also includes seasonal component work such as lawn mowing and snow removal, which is not spread evenly throughout the year. There will be weeks when none of that seasonal work is -- or could be -- done, and others when much more than the weekly average included in Line J is done. This

³ A review of the regional arbitration awards submitted as exhibits in this National Arbitration indicates that, while the contractual analyses may differ, the record in those cases in which the Postal Service was found to have committed a violation evidenced a failure to perform work required to comply with the standards of the 1983 MS-47 -- in some cases for a considerable period of time -- not just a failure to work the number of hours listed on Line J.

⁴ A properly staffed office will have sufficient custodial staff to cover for vacations, but vacations may not be evenly spread throughout the fifty-two weeks in a year.

may or may not be precisely balanced by varying the other component work done in the same week. Moreover, in any given year there might be a need for fewer (or more) hours to perform such seasonal work than the total annual hours included on the PS 4852. Theoretically, at least, in a year in which it snowed much less than average, the Postal Service could fully comply with the MS-47 standards and yet work less than the total numbers of hours on Line H.

As the Postal Service also points out, the hours shown on the PS 4852 are based on standards which evidently do not take into account holidays (or other occasions) that may result in all or part of a facility being closed during what otherwise would be normal operating hours. This could provide management a legitimate basis on which to schedule and/or work fewer cleaning and policing hours than those shown on the PS 4852, while still maintaining a clean and healthful working environment consistent with the MS-47 and the Gamser Award. That may have been the case at Iron Mountain during the week in issue, but that depends on local facts and circumstances, and is not an interpretive matter to be decided here.

Even when management schedules sufficient hours to perform the necessary custodial work consistent with the MS-47, it may be faced with unexpected absences. Whether, under the facts of a specific case of that sort, a failure to perform work in accordance with the PS 4852 constitutes a contractual violation and, if so, what if any remedy should be imposed, are separate issues that are not part of this case.

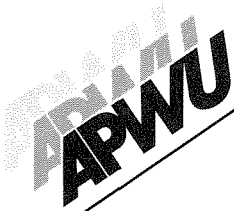
In sum, the Postal Service's obligation in a properly staffed facility is to abide by the criteria or standards established in the MS-47 for both unit performance as well as frequencies. The specific frequencies to be followed at a particular location are those specified on the PS 4852. The average weekly hours total shown on Line J of PS 4852 is an approximate yardstick against which to measure management's compliance, but does not constitute a rigid obligation which cannot be deviated from. As noted above there are a variety of circumstances in which management may schedule and/or work fewer hours than the Line J average in a particular week without violating its obligation to conform to MS-47 standards consistent with the Gamser Award.

AWARD

The issue raised in this arbitration is interpretive and, hence, arbitrable at the National level. The issue is decided on the basis set forth in the above Findings. The underlying grievance from Iron Mountain, Michigan, is remanded to Step 3 to be resolved consistent with the Findings in this decision.



Shyam Das, Arbitrator



American Postal Workers Union, AFL-CIO

1300 L Street, NW, Washington, DC 20005

TO: All Maintenance NBAs
All-Craft NBAs
Regional Coordinators

August 22, 2002

Steven G. Raymer
Director
Maintenance Division
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SUBJ: Another Major Victory for the Maintenance Craft

We have just received the award from Arbitrator Das in case H0C-NA-C 16, otherwise known as the 'Cleaning Frequency Case'.

The award: "The grievance is resolved on the basis set forth in the above Findings. The Postal Service is directed to adhere to the requirements of the MS-47 Handbook consistent with those Findings."

National Executive Board

William Burrus
President

Cliff "C.J." Guffey
Executive Vice President

Robert L. Tunstall
Secretary-Treasurer

Greg Bell
Industrial Relations Director

James "Jim" McCarthy
Director, Clerk Division

Steven G. "Steve" Raymer
Director, Maintenance Division

Robert C. "Bob" Pritchard
Director, MVS Division

The official release from Director, Industrial Relations Bell's office will take place within the next 48 hours to all Locals. This is an advance from me so you are prepared when others receive their copy.

The central issue was whether 'local management' established the custodial cleaning frequency or can higher levels of management dictate the frequency. Please do review the positions of the parties to keep Das' comments in context. His Findings begin on page 17. Das awarded that "local management" for staffing purposes includes what we would now term the Maintenance Servicing Office or Maintenance Support Facility. It is the P&D to which the smaller AOs report for maintenance issues. He also completely threw out the Western Area's mandated frequencies. He did lay out the way adjustments to the locally developed staffing frequencies can be made.

A condition was put on the exercise of the "review" by higher levels on page 26: *"There is no evidence that revisions of existing staffing packages in the Western Area carried out under this program in 1994 were prompted by any changes in local conditions, rather than by higher level policy determinations to apply area-wide norms as part of a national effort to reduce custodial staff"*. It is local conditions, not budget whims, that must be considered.

This is further emphasized on page 28, *"Even accepting the Postal Service's claim that the area norms were developed by experienced maintenance managers familiar with the many different conditions in the area, and that some degree of variation from those norms exists -- for one reason or another -- in as many as 20-22% of the thousands of frequencies in the Western Area, this procedure for determining staffing levels clearly is not sanctioned by the 1983 MS-47 Handbook."* Concluding with, *"Higher levels of management may not, however,*


displace local management in developing staffing packages within the ranges set out in the MS-47 Handbook or dictate specific frequencies to be plugged into those packages. Moreover, so long as that Handbook remains in effect, higher levels of management must exercise their review authority consistent with the MS-47 Handbook's emphasis on the exercise of local judgment and responsibility."

On page 17, Das states, *"Determining the frequency with which various cleaning and maintenance functions must be performed is central to application of the MS-47 Handbook. It is the key determination that requires exercise of management judgment. **When the parties agreed to the 1983 MS-47 Handbook**, they assigned this determination to be made by local management, within specified ranges, and subject to review by higher levels of authority."*

He goes on to say, *"I am not persuaded that the term "local management" used in Sections 124 and 415 is synonymous with "postmaster/ manager of a postal facility" used in Section 111. **The parties, in agreeing to the provisions of the MS-47 Handbook**, recognized that, while the postmaster/manager has overall responsibility for assuring "custodial maintenance is sustained at a satisfactory level" [Section 111], frequency evaluations require the expertise of "maintenance management familiar with scheduling custodial duties/custodial work" [Sections 231 and 243(j)]. "Local management" in this context reasonably encompasses both the postmaster/manager and local maintenance management."*

I've emphasized the clauses in the above for a different reason. The new MS-47 case was being held pending the outcome of this case. That was because one of the central issues is whether the 1983 MS-47 is a jointly bargained document not subject to management unilateral changes. In case 16, Das simply disagreed with our application of the term "local management". He seems to be leaning towards our position on the MS-47, for instance, stating on page 18, ***"When the parties discussed and agreed to the 1983 MS-47 Handbook at issue ..."***

Das' comment from page 28 ('so long as that Handbook remains in effect'), in my opinion, only serves to recognize that the parties could agree to changes. As before, I'll set up a teleconference next week so we can all discuss this award and any application of remedy. It will likely be Thursday or Friday. That way we can update you on the meeting we will have on the previous ASM 530 award and remand.


Steven G. Raymer
Director, Maintenance Division

Attachment

SGR/syi/opei#2/afl-cio

Award Summary

The grievance is resolved on the basis set forth in the above Findings. The Postal Service is directed to adhere to the requirements of the MS-47 Handbook consistent with those Findings.

A handwritten signature in cursive script, appearing to read 'Shyam Das', is written above a horizontal line.

Shyam Das, Arbitrator

This grievance, filed at Step 4 on March 25, 1992, states:

In a January 23rd letter from Thomas Freeman, Director Maintenance Division, to the Postal Service the union stated that management other than local management (Postmaster/Manager of a postal facility) was determining frequencies of cleaning for a particular office. The letter requested this practice be curtailed.

On February 27th the union received a letter dated February 25th, which stated in part the "local management at the divisional level determined the frequencies required."

The issue to be decided in this grievance is whether management at the divisional level may dictate cleaning frequencies rather than local management as referenced in the MS-47 handbook. We contend that the MS-47 handbook requires the MSC Manager or BMC Manager to approve cleaning frequencies and custodial staffing documents.

The MS-47 handbook is replete with references to local management, that is the Postmaster/Manager of a facility, rather than management at the divisional, regional or national level making these decisions.

In its Step 4 response, dated September 11, 1992, the Postal Service stated, in part:

The issue in this grievance is whether management violated the National Agreement in determining the frequency of cleaning at the Tulsa MSC.

* * *

The MSC Manager/Postmaster of the Tulsa MSC approved the cleaning frequencies for her facility in accordance with the MS-47 Handbook. However, Section 125 of the MS-47 Handbook provides that "[s]taffing levels and all custodial functions determined by application of this handbook are subject to review by higher levels of authority." Concomitant with this review is management's right to adjust, modify or change staffing levels or custodial functions. In this case, Division management reduced the cleaning frequencies for several custodial tasks that had been previously approved by the MSC Manager/Postmaster. None of the changes were below the frequency ranges listed in the MS-47 Handbook nor did they compromise a clean and healthful working environment.

Article 19 of the 1990-1994 Collective Bargaining Agreement, in effect when the grievance was filed, provides in relevant part:

Those parts of all handbooks, manuals and published regulations of the Postal Service, that directly relate to wages, hours or working conditions, as they apply to employees covered by this Agreement, shall contain nothing that conflicts with this Agreement, and shall be continued in effect except that the Employer shall have the right to make changes that are not inconsistent with this Agreement and that are fair, reasonable, and equitable....

The MS-47 Handbook is entitled "Housekeeping Postal Facilities". It is used to determine custodial staffing requirements at Postal Service facilities. As stated in Section 142 of the MS-47 Handbook¹:

142 Staffing is a three step procedure in which an inventory is taken on Form 4869, *Building Inventory*, frequency of performance is developed using Form 4839, *Custodial Scheduling Worksheet* and Chapter 4 of this handbook, and staffing requirements are calculated using Form 4852, *Workload Analysis and Summary*.

Section 415 (Frequency of Performance), provides:

The frequency ranges listed in Chapter 4 of this handbook for performing the indicated custodial tasks should be applicable to most postal facilities. The frequency selected for a particular task should be within the specified range, and the specific frequency chosen [sic] is dependent upon local conditions. Local management may determine that frequencies outside the ranges (above or below) listed are required due to local conditions. If one or more of the frequencies selected are below the range(s) listed in this handbook, the custodial staffing package shall be submitted with appropriate justification to Regional Maintenance Management. Implementation of custodial tasks with frequencies below the

¹ Except for specific references to the initial May 30, 1974 MS-47 Handbook, all references to the MS-47 Handbook in this decision are to the April 20, 1983 revision in effect when this grievance was filed.

specified range(s) requires prior Regional Maintenance Management approval.

Chapter 1 of the MS-47 Handbook also includes the following provisions:

110 GENERAL

111 It is the responsibility of the postmaster/manager of a postal facility to assure that custodial maintenance is sustained at a satisfactory level. When making staffing determinations, management must make a commitment to maintain a clean and healthful working environment. When determining what, when and how often to clean, this commitment must be the principal concern.

* * *

116 Once a custodial staffing level is determined using the procedures in this handbook, that staffing level must be maintained. If conditions arise that warrant a change in staffing, the entire staffing procedure must be redone, i.e., new forms must be completed.

120 SCOPE

121 The contents of this handbook are intended to be used by management to develop the custodial maintenance staffing requirements for all postal facilities where the U.S.P.S. is responsible for such services. In the normal course of events, it is anticipated that the initial input will be supplied by local management during the early stages of planning for facility activation. This will provide the basis for

an initial staffing level which, in turn, will be subject to modification based on local experience. This is an ongoing process subject to periodic review.

* * *

123 Local conditions such as climate, customer/employee activity, volume, type of construction, and age of building should be considered when establishing the level of staffing required to maintain a specific facility.

124 Local management must exercise its judgment in order to develop a level of staffing that, based on current inventory, will maintain an acceptable level of cleanliness and a safe and healthful working environment for all employees. This shall be consistent with good housekeeping practices and shall not violate the current *National Agreements*.

125 Staffing levels and all custodial functions determined by application of this handbook are subject to review by higher levels of authority.

The MS-47 Handbook was first issued on May 30, 1974. That version included specific frequencies for the performance of each cleaning function. In a National Arbitration Award dated June 1, 1981, Case No. A8-NA-0375, Arbitrator Gamser rejected the Postal Service's position that the stated frequencies were merely a guide and that management could vary those frequencies, provided it maintained a satisfactory level of cleanliness. Arbitrator Gamser concluded that, under Article 19 of the CBA, the Postal Service was required to abide by the

frequencies specified in the MS-47 Handbook until or unless those provisions were amended in compliance with the requirements of that Article.

In 1982, the Postal Service proposed revision of the MS-47 Handbook. The Postal Service provided the Union with a copy of its proposed revision on October 19, 1982. As stated in its cover letter, one of the key changes in the proposed revision was:

To assure the staffing and scheduling of custodial employees accurately reflects the needs of each installation, local management shall be responsible for determining how often each custodial function will be performed. This determination will be based on local conditions. The existing frequencies of performance contained in the MS-47 are being removed.

The Union filed an Article 19 grievance over the proposed revision of the MS-47 Handbook. Meanwhile, the parties held several meetings to discuss the proposed revision. At those meetings, Union officials objected strenuously to the complete absence of frequencies, expressing their apprehension that, if setting frequencies was left completely to local management, whenever a budget cut occurred the first function to be cut back would be housekeeping. The Union also expressed its concern that if local management had unfettered discretion as to how often the facility must be cleaned, the Postal Service's Article 14 obligation to maintain a clean and healthy workplace would not be met.

In response to the Union's objections, the Postal Service drafted the provision in Section 415 on frequency of performance and proposed a frequency range for each task. The parties negotiated the frequency ranges where there was a difference of opinion. On April 20, 1983, the parties reached final agreement on a revision of the MS-47 Handbook, and the Union withdrew its Article 19 grievance.

Jim Lingberg, who attended the 1982-1983 meetings on the revision of the MS-47 Handbook as National Representative At Large for the Maintenance Division of the APWU, testified that the Union also expressed concern about upper level management dictating cleaning frequencies. He stated that the Postal Service representatives assured the Union that those decisions would be made at the local level. Union-prepared minutes of the initial meeting on October 19, 1982 include the following exchange between Tom Freeman, Assistant Director of the APWU Maintenance Division, and Daniel Kahn, Postal Service Labor Relations representative:

Freeman - What is a satisfactory level of custodial maintenance, refer to part 111.

Kahn - Postmaster determines satisfactory level.

According to Lingberg, there was no disagreement throughout the negotiations that "local management", which has the responsibility to keep a facility clean, would determine the frequency of cleaning, subject to Section 415, and that "local

management" meant the postmaster/manager, not upper level management. Lingberg also testified that Postal Service representatives stated that the "higher level" review (referred to in Section 125) would occur at headquarters level and would be limited to review for accuracy, completeness and to ensure that the most effective cleaning methods were being utilized.

Postal Service representative Kahn stressed that the chief concern expressed by Richard Wevodau, Director of the APWU Maintenance Division and the Union's top representative at the meetings, was that postmasters, with their minds on their budget, would reduce cleaning functions first, and that they often lacked the competence to make appropriate decisions about cleaning frequencies. The Postal Service pointed to portions of both Union-prepared and Postal Service-prepared meeting minutes, which indicate that Wevodau stated:

...by allowing postmaster to change frequency. That will create chaos. Postmaster will do the skimpiest cleaning to stay within the budget or take hours away from maintenance and give them to mail processing.

* * *

Wevodau reiterated that he was violently opposed to the Postal Service allowing the Postmaster to determine frequency.

According to Kahn, both sides understood the reference to "local management" as meaning management below the regional level. If they had meant "postmasters", he added, they would

have said so. He explained that they used the term "local management" because the Postal Service's organizational structure was "pretty fluid" and a "hodgepodge". He insisted that they all knew that postmasters did not have control of the purse strings or authority to come up with funding, so it would have made no sense to give them the final say. Kahn also disagreed that the "higher level" review provided for in Section 125 was limited in scope. On the contrary, he said, the managers exercising that review authority were the persons with the budget authority and expertise that Union representatives Wevodau and Freeman were comfortable working with.

In 1983, the Postal Service's basic organizational structure was as follows:

Headquarters
Region (maintenance mgmt)
District (no maintenance mgmt)
Management Sectional Centers (MSC) (maintenance mgmt)
Sectional Center Facility (maintenance mgmt)
Associate Office (no maintenance mgmt)

The country was divided into five regions, and, according to a Postal Service witness, oversight authority with respect to maintenance management was exercised at the regional level. There was a reorganization in 1986 in which the districts were

replaced by 74 divisions, and maintenance oversight authority was transferred from the regional level to the divisions. After a further reorganization in 1992, the basic structure has been as follows:

Headquarters
Area (maintenance mgmt)
Performance Cluster [or District] (no maintenance mgmt)
Processing & Distribution (maintenance mgmt)
Associate Office (no maintenance mgmt)

The country is divided into ten areas, and maintenance oversight now is located at the area level. Maintenance policies for the Postal Service as a whole have been and are made at headquarters level.

This grievance was triggered when the Union learned that some of the cleaning frequencies in the staffing package requested by the Tulsa, Oklahoma MSC Manager/Postmaster in 1991 were reduced upon review by Oklahoma City Division management. More generally, the Union contends that as part of the Postal Service's nationwide program to reduce the number of custodial employees, initiated in 1993, area level management have established area-wide cleaning frequency standards or "norms", generally at the low end of the frequency ranges set forth in the MS-47 Handbook. The Union presented evidence that local

management has been directed to conform to these norms, and that area teams in the Western Area have been assigned to perform custodial staffing surveys using these area standards, thereby dictating cleaning frequencies to local management.

The Postal Service does not dispute that there are area norms, at least in the Western Area, but it maintains they are based on field studies in the area and are used only as a starting point. According to the Postal Service, departures from those norms can and do occur when justified by special circumstances at a particular facility. The Postal Service points out that after the Tulsa MSC Manager objected to certain cleaning frequency revisions by Oklahoma City Division management, most were changed to her satisfaction.

UNION POSITION

The Union contends that the Postal Service violated the 1983 MS-47 Handbook by dictating cleaning frequencies for various cleaning functions to local postmasters/managers. Under Article 19, the Postal Service is required to adhere strictly to the provisions established in the MS-47 Handbook, and may not make unilateral changes without violating the CBA.

The Union insists that the parties negotiated and agreed that local postmasters/managers would have the final authority to establish cleaning frequencies. Sections 124 and 415 of the Handbook make it absolutely clear that "local management" is responsible for, and has the authority to develop

a custodial staffing package, including the selection of the frequency for performance of cleaning functions. It is also clear from the plain meaning of the term "local management", as well as from the context provided by other provisions of the MS-47 Handbook, such as Sections 111 and 123, and the negotiating history, that the parties were referring to local postmasters/managers. Those are the officials familiar with local conditions at their facility. There is no evidence, the Union asserts, that the parties had any other definition in mind.

The Union points out that Section 415 specifies that "Regional Maintenance Management approval" is required if local management selects cleaning frequencies below the ranges set forth in the MS-47 Handbook. Section 125, in contrast, refers to higher level "review" of staffing levels, but does not provide for approval or adjustment of frequencies determined by local management, provided they are not below the ranges in the MS-47 Handbook. As Union witness Lingberg testified, without contradiction, the Postal Service stated during the 1982-1983 meetings on the new MS-47 Handbook that the only purpose of this review -- which was to occur at headquarters level -- was to check for accuracy, completeness and utilization of the most effective cleaning methods.

The Union maintains that dictation by higher level management of certain frequencies within the ranges set out in the MS-47 Handbook effectively eradicates the range of frequencies itself, and reestablishes the practice of imposing a list of cleaning frequencies that must be used by local

postmasters/managers as had been set out in the 1974 MS-47 Handbook. Local postmasters/managers have been completely deprived of the power to determine frequencies for cleaning functions in their facilities. Instead, they have been required to follow area management standards, regardless of whether they consider those frequencies to be adequate to their particular local needs. The Union insists that this action by the Postal Service clearly violates provisions in the MS-47 Handbook, including Sections 111, 123 and 124.

The Union contends that these unilateral modifications to the MS-47 Handbook imposed by the Postal Service have an adverse impact on: the number of bargaining unit employees performing custodial functions; the job security of incumbents of cleaning positions; the amount of effort required by those employees remaining to perform the work; and the ability of local managers to resolve Article 14 grievances.

POSTAL SERVICE POSITION

The Postal Service contends that the 1983 MS-47 Handbook clearly provides that initial cleaning frequency determinations are to be made by members of local maintenance management, and not by postmasters. The Postal Service stresses that Sections 231 and 243(j) specify that maintenance management familiar with custodial work must complete Form 4839 (Custodial Scheduling Worksheet) and that portion of Form 4852 (Workload Analysis and Summary) which relates to cleaning frequencies. Thus, while the postmaster/manager has the overall

responsibility under Section 111 to assure that custodial maintenance is sustained at a satisfactory level, the actual determination of cleaning frequencies is to be made by local maintenance management.

The Postal Service asserts that the term "local management" was used, rather than a more specific designation, because the organizational structure was fluid and varied somewhat. What is clear from the negotiating history is that the parties -- in particular the Union -- did not want postmasters to have the authority to determine cleaning frequencies. Postmasters simply do not have the capability to make such determinations.

The Postal Service further contends that the MS-47 Handbook contains several broad grants of review authority over initial cleaning frequency determinations, including Sections 121 and 125. Section 113 further provides: "It is incumbent upon all levels of management to assure the use of the most cost effective methods, including mechanized equipment, for the performance of all custodial functions."

The Postal Service stresses that this review procedure is not only provided for in the MS-47 Handbook, but also in the Administrative Support Manual (ASM). In 1992, when this grievance was filed, ASM Section 531.711 provided:

Authorizations. Either Headquarters or the Field Division authorizes custodial and building maintenance positions and staffing

allowances, using current staffing criteria in appropriate maintenance handbooks.

Reflecting the current organizational structure, Section 531.711 now refers to "the area officer" in place of "the Field Division".

Moreover, the Postal Service points out, the staffing approval chain was clearly laid out in a 1991 Maintenance Management Order, MMO-21-91, which was issued to the field as a pre-arbitration settlement with the APWU. MMO-21-91 is a Maintenance Staffing Guide for All Mechanized Offices -- which includes the Tulsa facility where this grievance originated. It provides that custodial staffing is to be determined, using the MS-47 Handbook, by maintenance management at the Processing & Distribution Center (P&DC) level, and that staffing then is to be incorporated into the overall maintenance staffing package. After approval by the postmaster/manager at the plant-level, Section 1 of MMO-21-91 provides:

The completed staffing package should be forwarded through appropriate channels to the Field Division General Manager/Postmaster for final review and approval.

The Postal Service does not dispute that at times higher level reviews do result in a change of frequencies. It notes, however, that the postmaster/manager is afforded the opportunity to question any changes, and further adjustments then may be made -- as occurred in Tulsa in 1991. The Postal Service stresses that it would be unable to manage effectively

if, as the Union claims, a postmaster's frequency selections could not be reviewed, except to check for accuracy, completion and correctness of method. Indeed, if the Union's position were correct, that would result in an anomalous situation where, if a postmaster decided to use the minimum frequencies and this was inadequate to keep the facility clean, the Union could challenge the Postal Service's compliance with Article 14, but higher level management could not otherwise correct the situation.

The Postal Service also insists that it does not "dictate" cleaning frequencies in violation of the MS-47 Handbook.² The Postal Service maintains that the Western Area norms cited by the Union were designed to "normalize the frequencies", so as to best fit the needs of the Postal Service. The norms were developed by maintenance managers with extensive experience in custodial cleaning and staffing, as well as knowledge of the local conditions in the Western Area. The norms are not mandates, the Postal Service insists, but starting points used by area teams to prepare staffing packages after consultation with facility management officials. A review of almost 20,000 entries from various randomly selected Western Area facilities, conducted in response to the Union's

² At the hearing, the Postal Service had raised an objection to the Union expanding the scope of the present grievance to include this issue, citing two subsequent grievances in which the Union raised this as an interpretive issue. In its post-hearing brief, the Postal Service made reference to the two other grievances, but did not continue to press its earlier procedural objection. Both parties presented substantial evidence on this issue, primarily in the context of the Western Area.

allegations, shows that 20-22% of the performance frequencies differed from the area norms.

FINDINGS

Determining the frequency with which various cleaning and maintenance functions must be performed is central to application of the MS-47 Handbook. It is the key determination that requires exercise of management judgment. When the parties agreed to the 1983 MS-47 Handbook, they assigned this determination to be made by local management, within specified ranges, and subject to review by higher levels of authority. This is clear from a reading of Sections 111, 123, 124, 415 and 125.

I am not persuaded that the term "local management" used in Sections 124 and 415 is synonymous with "postmaster/manager of a postal facility" used in Section 111. The parties, in agreeing to the provisions of the MS-47 Handbook, recognized that, while the postmaster/manager has overall responsibility for assuring "custodial maintenance is sustained at a satisfactory level" [Section 111], frequency evaluations require the expertise of "maintenance management familiar with scheduling custodial duties/custodial work" [Sections 231 and 243(j)]. "Local management" in this context reasonably encompasses both the postmaster/manager and local maintenance management. Postmasters/managers may sign off on the staffing packages sent to higher levels of authority for review, but necessarily they must rely not just on the technical knowledge

of local maintenance managers, but also on their judgment and experience in setting cleaning frequencies to attain the desired level of cleanliness in facilities they are familiar with.

When the parties discussed and agreed to the 1983 MS-47 Handbook at issue, local maintenance management was located at Management Sectional Centers (MSCs) and Sectional Center Facilities (SCFs). The next higher level of maintenance management was at the regional level. The entire country was divided into only five regions, and there is no logical or other convincing basis to conclude maintenance management at that level was "local". This is consistent with testimony of Postal Service Labor Relations representative Kahn that both parties at the time understood the term "local management" to mean "management below the regional level".

The MS-47 Handbook provides for local management to determine the cleaning frequencies necessary to maintain a clean, safe and healthful working environment, taking into consideration relevant local conditions. Local management was not given unlimited discretion, however. At the Union's insistence, frequency ranges for all the various tasks were established as part of the MS-47 Handbook. Except to the limited extent set forth in Section 415, local management was required to select frequencies within those established ranges. Under Section 415, local management could only implement frequencies below those ranges on the basis of unusual local conditions and subject to prior approval by regional maintenance management. In addition, the MS-47 Handbook provides that all

staffing levels determined by local management "are subject to review by higher levels of authority" [Section 125].

The term "higher levels of authority" in Section 125 is broad enough to encompass all levels of management above whatever level constitutes local management at a particular facility. While that includes national headquarters, I am not persuaded -- either by the text of the MS-47 Handbook or the extrinsic evidence -- that it does not also encompass other intervening levels, including regions and, in later reorganizations, divisions and areas. Indeed, that is supported by the specific requirement in Section 415 that then regional management approve use of frequencies below the established ranges.

Less clear is what is meant by "subject to review" in Section 125. The Union asserts that such review is limited to ensuring that the staffing packages are accurate and complete, and that they are based on utilization of the most effective cleaning methods and equipment. Union witness Lingberg testified that this was the Postal Service's position in the discussions preceding adoption of the 1983 MS-47 Handbook, but Postal Service witness Kahn disagreed that the parties intended or understood the "review" authority to be so narrow. The meeting minutes in the record -- which are not complete -- do not reflect any discussion on this issue. In a large, nationwide hierarchical organization like the Postal Service, the limited scope of review asserted by the Union seems anomalous, and there is no language specifying such a limited

scope of review in the MS-47 Handbook.³ Moreover, while the Union now evidently sees local management as the greater champion of more frequent cleaning, that hardly was the case when the parties were discussing revisions to the MS-47 Handbook in 1982-1983.

At the same time, it is evident that -- at least within the designated frequency ranges -- the draftsmen of the MS-47 Handbook considered local management, with its knowledge of local conditions and responsibility for maintaining a clean and healthy working environment, generally to be the appropriate level to determine the required cleaning frequencies.

Two Postal Service witnesses, Carl Sumner and Ray Cox, had experience reviewing staffing packages prepared under the 1983 MS-47 Handbook, first at the regional level and then at the division level, in the period prior to this grievance. Their testimony indicates that on occasion they adjusted or changed frequencies, sometimes because of information they had which had not been considered when the package was put together or because the frequencies prepared by local management were at the high or low end of the ranges specified in the MS-47 Handbook without apparent justification. These witnesses stated that they would meet with the postmaster/manager to explain why they were making

³ It is true that Section 415 refers to "approval", whereas Section 125 refers to "review". Section 415, however, requires "prior ... approval" before frequencies below the specified ranges may be implemented, whereas staffing packages within the specified ranges apparently can be implemented, "subject to review".

adjustments. If the postmaster/manager disagreed with the change, they would "negotiate". Moreover, during the years in which maintenance management oversight authority was exercised at the division level, reviewing officials at the 74 division offices frequently had direct knowledge of the facilities whose packages they were reviewing, so that the distinction between higher level management and "local management" was blurred.

That sort of review, which did not involve use of rigid templates and which took local conditions into account, seems consistent with the MS-47 Handbook as well as corresponding portions of the ASM and MMO-21-91 cited by the Postal Service. It is a more reasonable application of the relevant provisions than the Union's position that the judgment of postmasters/managers as to cleaning frequencies within the specified ranges never can be overridden on review.

Within this analytic framework, there is insufficient evidence to conclude that the changes ultimately made to the 1991 staffing package prepared by the Tulsa MSC management and reviewed by Oklahoma City Division maintenance management violated the MSC-47 Handbook. While the record is quite limited, the process provided for in the MSC-47 Handbook seems to have been followed, and due consideration seems to have been afforded to Tulsa management's judgments as to the needed frequencies. While the initial staffing package submitted by Tulsa was not accepted in its entirety, final changes were made only after further consultation with Tulsa management and additional accommodation to its views. There is no evidence

that Division-level management, which appears to have had direct knowledge of conditions at Tulsa, was applying a prescribed set of standards, rather than making an appropriately individualized review taking into account relevant local factors.

This is in marked contrast, however, to what occurred after the 1992 Postal Service organizational restructuring and the promulgation of the November 30, 1993 national memorandum on the "Reduction of Custodial Employees".

In 1992, the Postal Service underwent a major reorganization. Processing & Distribution Centers replaced the MSCs and the SCFs. Local maintenance management was placed at the P&DC level. The 74 divisions were eliminated and the country was divided into ten areas. Higher level maintenance management now is at the area and headquarters level. Obviously, area management is more remote from local facilities than was division management. In that respect, the areas are much more similar to the five regions that existed when the 1983 MS-47 Handbook was issued.

On November 30, 1993, Peter A. Jacobson at Postal Service headquarters sent a memorandum to Postmaster General Runyan on Reduction of Custodial Employees, which states in part:

As we have discussed in the past, it is our intention to effect a reduction of custodial employees by 3,200 in both Processing and Distribution and Customer Service and Sales

facilities. This is based on a 20 percent target of an AP 10, FY '92 staffing level of 15,997. We intend to achieve this reduction without any losses in the cleanliness and safety of our facilities.

Since these are craft positions, the reductions must be achieved while following certain staffing criteria established with the maintenance division of the American Postal Workers Union (APWU). The existing staffing methodology for custodial positions requires the application of specific time standards and variable cleaning frequencies contained in Maintenance Handbook MS-47, Housekeeping Postal Facilities....

We are currently developing revisions to MS-47 in the areas of task identification, frequency determination and time standards, and intend to deliver them to the APWU by December in compliance with Article 19 of the National Agreement. While revisions must be made to our existing standards in order to achieve our targeted reductions, we feel that we can achieve at least half of them with more stringent application of our existing standards.

Last year's retirements along with a decrease in maintenance supervisors resulted in a reduction in the number of staff skilled in custodial staffing surveys. To address this loss in expertise, we developed a training course in staffing techniques and trained 20 supervisors at the Technical Training Center in late August. These will be supplemented by additional staff early next calendar year and will serve as our area staffing survey teams....

All Processing and Distribution Centers and Facilities (350) will be surveyed by May 15,

1994. All large Customer Service and Sales Facilities (150) will be surveyed by July 31, 1994. Additional reductions will be attained through staffing surveys of smaller offices that employ one custodian and part time custodians....

On December 29, 1993 Western Area management issued a memorandum to the field,⁴ stating in part:

The Area Offices have been tasked to assist the field in optimizing resource utilization within the building services function and provide consistency to the LDC 38 staffing process.

To accomplish this we have formed two teams that will be performing building services staffing reviews at all P&DCs and maintenance capable customer service offices. Our teams will also perform staffing reviews at select stations and branches. These reviews will be completed by July 31, 1994, and the findings of these reviews will become the LDC 38 complement cap for the respective facilities.

* * *

We have attached a review schedule and a list of documentation and resources required to accomplish the LDC 38 review of your facilities. We further request that the maintenance management employee who has primary responsibility for establishing LDC 38 staffing at your facility, assist our review team. This will provide us with the

⁴ It is unclear whether similar action was taken in other areas. The evidence in this case focused on the Western Area.

local information needed to accomplish an accurate staffing package and allow our team to train the employee responsible for this task.

Thereafter, Western Area teams were assigned to redo staffing packages at P&DCs and maintenance capable associate offices -- or to direct local personnel to do so -- using area norms. These area norms -- formally referred to as "Western Area Optimization LDC 38 Normalization Standards -- consist of specific frequencies for each cleaning task. The norms are within the MS-47 Handbook ranges, but, as the Union stresses, usually at the lower end. A May 24, 1994 memorandum from the Field Maintenance Manager at the Albuquerque, New Mexico P&DC to the Postmaster in Edgewood, New Mexico, a small facility where custodial work evidently is subcontracted, is illuminating. It states in part:

During the week of January 10th, members of the Western Area MS-47 Staffing Team visited and provided us with new directives to follow when determining the workhours allowed any facility for job cleaners.

The MS-47, "Housekeeping Postal Facilities," assigns frequency ranges for cleaning tasks. Previously, when we computed hours for a facility we took into consideration such things as how local conditions might affect a facility and assigned the frequencies accordingly, staying in compliance with the MS-47.

As of January 13th, we no longer have that option. We have been provided with the frequencies we must use. Dennis Massard,

Manager Maintenance Support in Denver, heads the Western Area Staffing Team. Mr. Massard has emphasized these directives are to be nationwide and we are not being singled out for hour reductions.

* * *

As Station Manager, you may know of circumstances where the listed frequencies will not be sufficient. In that case, you will be required to furnish us written justification for a deviation to the listed frequencies. The approval of deviations to the 4852 must come from this office before the package is submitted to the Procurement Service Center. Their job is to complete the contract and should not be involved with determination of hours.

There is no evidence that revisions of existing staffing packages in the Western Area carried out under this program in 1994 were prompted by any changes in local conditions, rather than by higher level policy determinations to apply area-wide norms as part of a national effort to reduce custodial staff. A Maintenance Operations Support Clerk in the Phoenix P&DC, who does the staffing surveys for the Phoenix district and associate post offices, testified that her manager gave her a copy of the Western Area norms in 1994 and told her to redo the staffing packages she had done before to conform to those standards, which lowered a lot of frequencies. Her manager claimed these norms were just used as starting points, but did not otherwise dispute her testimony.

These Western Area procedures represent a marked departure from the process established in and previously followed in application of the MS-47 Handbook. The MS-47 Handbook grants local management the authority to create staffing packages for their facilities, within established ranges, depending on local needs and conditions as perceived at the local level. Those packages are subject to review at higher levels. On occasion, they were changed when inaccurate, based on erroneous considerations or inefficient cleaning methods, or where the reviewing authority, after consultation with local management, concluded under the particular circumstances that they were not justified, even allowing for appropriate exercise of local management judgment.

In contrast, at least in the Western Area, area management -- which, under the MS-47 Handbook, should review locally prepared staffing packages -- in 1994 established fixed, uniform area-wide frequency norms for each cleaning task, and either directly used them to create new staffing packages for local facilities or required that they be used by local management.

The Postal Service's claim that these area norms are merely starting points seems a mischaracterization. While deviations are not totally excluded, local management is required to provide a justification for any requested deviation. More importantly, the record as a whole suggests that such requests are not likely to be welcomed, and that local

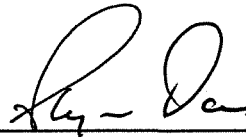
management will be reluctant to make them in the face of pressure to conform to the area norms.

Even accepting the Postal Service's claim that the area norms were developed by experienced maintenance managers familiar with the many different conditions in the area, and that some degree of variation from those norms exists -- for one reason or another -- in as many as 20-22% of the thousands of frequencies in the Western Area, this procedure for determining staffing levels clearly is not sanctioned by the 1983 MS-47 Handbook.

This is not to say that higher level management is precluded from such activities as developing training programs or materials designed to assist local management in preparing staffing packages or from issuing directives that local management seek the most efficient staffing consistent with its commitment to maintain a clean and healthful working environment. Higher levels of management may not, however, displace local management in developing staffing packages within the ranges set out in the MS-47 Handbook or dictate specific frequencies to be plugged into those packages. Moreover, so long as that Handbook remains in effect, higher levels of management must exercise their review authority consistent with the MS-47 Handbook's emphasis on the exercise of local judgment and responsibility.

AWARD

The grievance is resolved on the basis set forth in the above Findings. The Postal Service is directed to adhere to the requirements of the MS-47 Handbook consistent with those Findings.

A handwritten signature in cursive script, appearing to read 'Shyam Das', is written above a horizontal line.

Shyam Das, Arbitrator