November 16, 2007

KIM R. FERNANDEZ DISTRICT MANAGER, BAY VALLEY DISTRICT

SUBJECT: Audit Report – Voyager Card Program – and and Carlo , California Post Offices (Report Number CA-AR-08-003)

This report presents the results of our audit of the Voyager Card Program at the and and California Post Offices (Project Number 06YG043CA002). This is one in a series of reports that we will issue as a result of the Postmaster General's request that we review the U.S. Postal Service's Voyager Card Program. We will include the information in this report in a nationwide capping report assessing Voyager Card controls and transactions.

Background

Postal Service employees use the Voyager Card to pay for fuel, repairs, and maintenance for Postal Service vehicles. The government-wide General Services Administration's SmartPay Program administers Voyager Cards to simplify payment for vehicle fuel and services. Since January 2000, the Postal Service's SmartPay contractor has been U.S. Bank Voyager Fleet Systems, Incorporated (Voyager). The Postal Service has issued approximately 250,000 Voyager Cards nationwide as of September 2006. There were approximately 9.3 million Voyager Card transactions totaling approximately \$389.3 million during fiscal year 2007.

Management assigns a Voyager Card to each Postal Service vehicle. The vehicle number is shown on the front of the card. Management also issues vehicle operators their own unique personal identification number (PIN), which they can use to authorize purchases on any Voyager Card.

Each facility with Postal Service-owned vehicles has a designated site manager. The site manager is responsible for ensuring appropriate employees at the site have access to the eFleet Card System (eFCS) and for taking Voyager Card training. Once a month, the site manager or other designated employee is required to reconcile accounts

online in the eFCS. To reconcile accounts, receipts must be matched against the eFCS invoice report. The site manager should print the invoice report from the eFCS, file it with all supporting documentation, and maintain the paperwork for 2 years after the online reconciliation is complete.

Questionable transactions¹ appearing in the eFCS invoice report data must be reconciled and investigated. Site managers should contact the Postal Service Office of Inspector General (OIG) or management if they suspect fraud or misuse.

Objective, Scope, and Methodology

Our overall audit objective was to determine whether the Postal Service implemented effective controls over the use of Voyager Cards. Specifically, we determined whether managers established appropriate card procedures, reviewed and reconciled accounts monthly, and properly investigated and resolved questionable transactions. We also determined the propriety of Voyager Card purchases.

To accomplish our objective, we reviewed Postal Service Voyager Card policies and procedures. We made site visits to the and and card, California Post Offices to review controls over Voyager Cards. During our site visits, we interviewed managers and employees, observed operations, and tested security controls over Voyager Cards and PINs. We also reviewed supporting documentation for randomly selected Voyager Card transactions.²

We conducted this performance audit from August through November 2007 in accordance with generally accepted government auditing standards and included such tests of internal controls as we considered necessary under the circumstances. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objective. We believe the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objective.

We discussed our observations and conclusions with management officials at the and and California Post Offices on August 21 and 23, 2007, respectively, and included their comments where appropriate. We used data generated from the eFCS, but did not rely on the information in the system to support our findings. Rather, we obtained source documentation that validated the data we used from the system.

¹ The eFCS identifies certain transactions as questionable. Examples of questionable transactions include premium fuel purchases, food purchases, and number of gallons of fuel purchased exceeds tank capacity.

² We randomly selected 60 sample transactions from May 2007 for review at each site.

Prior Audit Coverage

The OIG issued the following reports related to the objective of this audit:

Voyager Card Control Weaknesses – National Analysis (Report Number TD-AR-03-012, dated September 8, 2003) concluded that from September 2000 until March 2002, the Postal Service incurred more than \$1.1 million in unnecessary food and premium fuel costs. In addition, the report identified at least \$42 million in other questionable purchases. These included miscellaneous purchases, multiple fuel purchases on the same day for the same vehicle, fuel purchases exceeding tank capacity, and purchases exceeding the \$250 individual daily purchase limit. The Postal Service incurred these unnecessary and questionable costs because management did not protect Voyager Cards and PINs or properly segregate responsibility for purchase authorization and review. In addition, site managers did not recognize, investigate, or dispute questionable purchases because they did not reconcile accounts. Management agreed with our recommendation.

Voyager Card Program – and and Branches of the Pennsylvania Post Office (Report Number CA-AR-07-006, dated July 9, 2007) concluded that managers at these branches did not always follow Voyager Card policies and procedures. We identified control weaknesses in training, Voyager Card and PIN security, missing receipts and documentation, file organization, and vehicle numbers. These control weaknesses increased the risk of Voyager Card fraud or abuse at the branches. We made two recommendations to address the issues identified. Management agreed with our findings and recommendations. Voyager Card Program – Colorado Vehicle Maintenance Facility and Colorado Post Office (Report Number CA-AR-08-001, dated October 19, 2007) concluded that Voyager Card internal controls at the , Colorado Vehicle Maintenance Facility were implemented and responsible personnel followed prescribed Voyager Card guidance. On the other hand, Voyager Card internal controls at the , Colorado Post Office needed improvement. We identified control weaknesses in training, Voyager Card and PIN security, segregation of duties, and file administration and retention. We made two recommendations to address the issues we identified at the , Colorado Post Office. Management agreed with our findings and recommendations.

Results

The Postal Service had not implemented effective controls over the use of Voyager Cards at the and and Cards, California Post Offices. We discuss the control weaknesses noted at each location below.

Voyager Card Controls at the **Exercise**, California Post Office Needed Improvement

Voyager Card internal controls at the _____, California Post Office needed improvement. There were control weaknesses in the following areas:

- Reconciliations;
- PIN security;
- Segregation of duties;
- Voyager Card security;
- Missing receipts;
- Vehicle numbers; and
- File administration and record retention.

These control weaknesses occurred because the postmaster did not provide adequate oversight of the Voyager Card Program. While we did not identify any fraudulent Voyager Card transactions,³ the Post Office was at greater risk of fraud, waste, and abuse because required internal controls for their Voyager Card Program were not in place.

Reconciliations

The Post Office performed Voyager Card reconciliations without all receipts. When a transaction was reviewed for which no receipt was available, the reconciling official checked the transaction as reconciled and attached a sticker to the report stating that certain transactions were reconciled without a receipt. The reconciling official stated that he did not have time to contact drivers to ask for missing receipts. Postal Service policy⁴ states that a receipt or invoice must accompany every card purchase. When a receipt is not presented, the manager must contact the employee to determine why there is no receipt, investigate the transaction to ensure it is not fraudulent, document the results of the investigation, and maintain the information for 2 years.

PIN Security

The Post Office did not keep the master PIN list current. Specifically, 27 of 289 individuals on the list had active PINs, but were no longer Postal Service employees or assigned to the site. Postal Service policy⁵ states site managers must notify Voyager when a driver is no longer assigned to their site or when an employee needs to be added to the roster. In addition, if an employee leaves the Postal Service, management must notify Voyager to cancel the employee's PIN. The reconciling official

³ We did not identify fraudulent transactions; however, we were unable to locate receipts to support three transactions included in our sample.

⁴ Voyager Handbook, Voyager Overview Section, January 2000 and Site Fleet Card Guide, Section 4.1, Reconciliation Process, April 2004.

⁵ Voyager Handbook, Personal Identification Numbers Section, Security.

said he was aware he had to cancel several PINs, but did not have time to cancel them. During our visit, the reconciling official took corrective action by contacting Voyager and cancelling the necessary PINs.

Segregation of Duties

The reconciling official reconciled his own Voyager Card purchases. For example, in May 2007, the reconciling official reconciled eight of his own transactions totaling \$293. We reported the segregation of duties condition in a prior report. Postal Service policy does not require Voyager Card purchases by individuals to be reviewed or reconciled by a higher authority. However, the Government Accountability Office's (GAO) *Standards for Internal Control in the Federal Government*, dated November 1999, states that management should segregate the responsibility for authorizing and reviewing transactions among different employees. The GAO standard also states that when one individual controls all aspects of a transaction, the risk of fraud or error increases.

Voyager Card Security

The Post Office adequately secured vehicle Voyager Cards in a locked cage inside the facility, but did not do the same for the Z⁷ and V⁸ Cards. These cards were stored in the reconciling official's unlocked desk drawer, which was accessible by employees. Postal Service policy⁹ states that site managers are responsible for securing the cards. It also states cards should not be left in locations with unrestricted access. The reconciling official did not secure the cards because he believed other employees did not know the cards existed or were stored in the drawer. During our visit, the reconciling official agreed to store the Z and V Cards in a locked file cabinet.

Missing Receipts

The Post Office did not always maintain receipts for Voyager Card purchases. Specifically, employees did not maintain receipts for three of the 60 sample transactions we reviewed. This occurred because the reconciling official did not attempt to acquire the missing receipts. Postal Service policy¹⁰ states a receipt or invoice must accompany every card purchase. When a receipt is missing, the site manager must contact the employee to determine why there is no receipt, investigate the transaction to ensure it is not fraudulent, document the results of the investigation, and maintain the information for 2 years.

⁶ Voyager Card Control Weaknesses - National Analysis (Report Number TD-AR-03-012, dated September 8, 2003).

⁷ Management issues Z Cards to the finance number of the site; these cards are used to pay for washing numerous vehicles at the same time and to temporarily pay for fuel or repairs for vehicles with lost, stolen, or damaged Voyager Cards

⁸ Management assigns V Cards to leased vehicles; these cards are used to pay for fuel and maintenance.

⁹ Site Fleet Card Guide, Section 1.3, Site Manager and Voyager Handbook, Vehicle Cards Section, Security.

10 Voyager Handbook, Voyager Overview Section and Site Fleet Card Guide, Section 4.1, Reconciliation Process.

Vehicle Numbers

Employees did not always write the vehicle number on receipts. Specifically, 55 of the 57 sample transactions supported with receipts did not have the vehicle number written on the receipt. Postal Service policy¹¹ requires a vehicle number to be written on all receipts and invoices for tracking purposes. This condition occurred because the reconciling official was not aware of the requirement.

File Administration and Record Retention

We could not locate Voyager Card reconciliation files for 2 of the prior 24 months -August and September 2005. Postal Service policy¹² requires that reconciliations must be performed at least once a month and the account summary (invoice report) printed and filed with all receipts and invoices for a period of 2 years.

, California Post Office Also Needed Voyager Card Controls at the **Improvement**

Voyager Card internal controls at the California Post Office also needed improvement. There were control weaknesses in the following areas:

- Reconciliations:
- PIN security;
- Voyager Card security;
- Missing receipts:
- Vehicle numbers; and
- File administration and record retention.

These control weaknesses occurred because the postmaster did not always ensure Voyager Card policies and procedures were followed. Furthermore, the employee who was delegated responsibility for the Voyager Card Program said that he did not have sufficient time to adequately perform Voyager Card functions because other duties took priority. While we did not identify any fraudulent Voyager Card transactions, 13 the Post Office was at greater risk of fraud, waste, and abuse because required internal controls for the Voyager Card Program were not in place.

¹¹ Voyager Handbook, Voyager Overview Section.12 Voyager Handbook, Voyager Overview Section.

¹³ We did not identify fraudulent transactions; however, we were unable to locate receipts to support 41 transactions in our sample.

Reconciliations

The Post Office did not perform Voyager Card reconciliations. While the eFCS indicated that 100 percent of the May 2007 Voyager Card transactions were reconciled, the reconciliation was not actually performed. The reconciling official checked the "reconciled" box in the eFCS for all transactions without verifying whether those transactions were supported by actual receipts. In May 2007, there were 1,584 transactions totaling \$53,200. Postal Service policy¹⁴ requires site managers to match receipts against the eFCS invoice report data. The reconciling official said this condition occurred because he had conflicting duties and responsibilities and did not have time to perform this function.

PIN Security

The Post Office did not keep the master PIN list current. Of the 253 PINs assigned to employees, 19 should have been cancelled. Specifically, 10 PINs were assigned to individuals who were no longer Postal Service employees or were no longer assigned to the site. In addition, management assigned eight employees two PINs each and assigned one PIN to a vendor. Postal Service policy¹⁵ states that site managers must notify Voyager when a driver is no longer assigned to their site or an employee needs to be added to the roster. In addition, if an employee leaves the Postal Service, management must notify Voyager to cancel the employee's PIN. The reconciling official stated he did not have time to update the master PIN list because of other duties that took priority.

Voyager Card Security

The Post Office adequately secured vehicle Voyager Cards in a locked cage inside the facility, but did not do the same for the Z Card. It was stored in a locked room; however, cleaning staff had a key to the room. Postal Service policy¹⁶ states that site managers are responsible for securing the cards. It also states that cards should not be left in locations with unrestricted access. This condition occurred because of insufficient oversight by management.

Missing Receipts

The Post Office did not always maintain receipts for Voyager Card purchases. Specifically, we could not locate receipts for 41 of 60 sample transactions we reviewed. Postal Service policy¹⁷ states that a receipt or invoice must accompany every card purchase. When a receipt is missing, the site manager must contact the employee to determine why there is no receipt, investigate the transaction to ensure it is not

¹⁴ Site Fleet Card Guide, Section 4.1, Reconciliation Process.

¹⁵ Voyager Handbook, Personal Identification Numbers Section, Security.

¹⁶ Site Fleet Card Guide, Section 1.3, Site Manager, and Voyager Handbook, Vehicle Cards Section, Security.

¹⁷ Voyager Handbook, Voyager Overview Section, and Site Fleet Card Guide, Section 4.1, Reconciliation Process.

fraudulent, document the results of the investigation, and maintain the information for 2 years. The reconciling official was not aware of the large number of missing receipts because he did not review receipts when performing the monthly reconciliation. In addition, locating receipts was difficult because Voyager Card files were not organized.

Vehicle Numbers

Employees did not always write the vehicle number on receipts. Specifically, six of the 19 sample transactions supported with receipts did not have the vehicle number written on the receipt. Postal Service policy¹⁸ requires a vehicle number to be written on all receipts and invoices for tracking purposes. The reconciling official was not aware of this condition because he did not review receipts when performing the monthly reconciliation.

File Administration and Record Retention

Post Office did not properly maintain Voyager Card reconciliation files for 2 years. Generally, receipts were randomly collected in envelopes. Postal Service policy¹⁹ requires that Voyager Card accounts must be reconciled online and the account summary (invoice report) printed and filed with all receipts and invoices for 2 years. In addition, Postal Service policy²⁰ recommends management use an accordion-style file folder that can accommodate all receipts and invoices for an entire month. The file can be arranged by vehicle number or day of the month. Each month, management should gather the receipts and place them in a suitable file folder for the 2-year retention period. The reconciling official said he did not properly maintain the Voyager Card reconciliation files because other duties took priority.

Recommendation

We recommend the District Manager, Bay Valley District:

- 1. Ensure managers and individuals responsible for the Voyager Card Program at the , California Post Offices are aware of and follow all Voyager Card policies and procedures in the Site Fleet Card Guide for the United States Postal Service and the Voyager Handbook.
- 2. Direct all managers and individuals responsible for the Voyager Card Program at the , California Post Office to:
 - Ensure receipts are available for all Voyager Card transactions. When a receipt is missing, contact the employee to determine why there is no receipt,

¹⁸ Voyager Handbook, Voyager Overview Section.¹⁹ Voyager Handbook, Voyager Overview Section.

²⁰ Voyager Handbook, Keeping Records Section.

investigate the transaction to ensure it is not fraudulent, document the results of the investigation, and maintain the information for 2 years.

- Maintain a current master list of personal identification numbers.
- Ensure all Voyager Card purchases made by reconciling officials are reconciled by an employee at the purchaser's level or higher.
- Adequately secure the site's Z and V Cards.
- Ensure personnel annotate the vehicle number on all receipts and invoices.
- Maintain Voyager Card reconciliation files for 2 years.
- 3. Direct all managers and individuals responsible for the Voyager Card Program at the California Post Office to:
 - Reconcile each transaction in the eFleet Card System to a receipt.
 - Maintain a current master personal identification number list.
 - Adequately secure the site's Z Card.
 - Ensure receipts are available for all Voyager Card transactions. When a receipt is missing, contact the employee to determine why there is no receipt, investigate the transaction to ensure it is not fraudulent, document the results of the investigation, and maintain the information for 2 years.
 - Ensure personnel annotate the vehicle number on all receipts and invoices.
 - Maintain organized Voyager Card reconciliation files for 2 years.

Management's Comments

Management agreed with the findings and recommendations. Management's comments, in their entirety, are included in the appendix of this report. Specifically, management took the following actions at the commendations.

Reconciliations – The customer services support supervisor will perform reconciliations on Mondays and investigate all transactions with missing receipts. If a carrier does not provide a receipt, the carrier will be required to sign and date a duplicate form. In addition, the post office was to begin maintaining all records for 2 years in October 2007.

CA-AR-08-003

Personal Identification Number – The post office updated its master PIN list in October 2007.

Segregation of duties – The reconciling official cancelled his PIN in October 2007.

Voyager Card security – The customer services support supervisor began securing the Z and V Cards by storing them in a locked Cotober 2007.

Vehicle numbers – Management instructed carriers to write the vehicle number on receipts at a stand-up talk in October 2007.

File administration and record retention – The post office began maintaining Voyager records in the customer services support supervisor's office in October 2007. In addition, the post office will maintain Voyager records for 24 months, and records will be disposed of at the end of the 25th month.

In addition, management took the following actions at the Control Cont

Reconciliations – As of October 2007, the customer services support supervisor is responsible for reconciling each transaction in the eFleet Card System to a receipt.

Personal Identification Number security – The customer services support supervisor updated the master PIN list and began keeping it current in October 2007.

Voyager Card security – The customer services support supervisor will secure the Z Card ...

Missing receipts – The post office has identified the missing receipts. The receipts are now located in a supervisor's files. The customer services support supervisor or designee will ensure compliance.

Vehicle numbers – Management will begin providing regular stand-up talks with carriers, instructing them to write the vehicle number on all receipts and invoices beginning in November 2007.

File administration and record retention – The post office will file Voyager records in a cabinet and maintain the records for 2 years.

Evaluation of Management's Comments

Management's comments are responsive to the recommendations. Management's actions should correct the issues identified in the findings.

CA-AR-08-003

We appreciate the cooperation and courtesies provided by your staff. If you have any questions or need additional information, please contact Judy Leonhardt, Director, Supply Management, or me at (703) 248-2100.

E-Signed by Darrell E. Benjamin, ? VERIFY authenticity with ApproveIt

Darrell E. Benjamin, Jr.
Deputy Assistant Inspector General for Support Operations

Attachment

cc: Susan M. Brownell Chris T. Casey Anthony C. Daniels Katherine S. Banks

APPENDIX. MANAGEMENT'S COMMENTS

	T MANAGER LEY CUSTOMER SERVICE AND SALES
DAT-AND	EET COSTONER SERVICE AND GALES
	D STATES
POSTA	. SERVICE
Nove	mber 1, 2007
LUCII	NE WILLIS
ACTI	NG DIRECTOR, AUDIT OPERATIONS
	NORTH LYNN STREET
AKLII	NGTON VIRGINIA 22209-2020
SUBJ	ECT: Draft Audit Report – Voyager Card Program –
	California Post Offices (Report Number CA – ĀR – 08 DRAFT)
I agre	e with the findings and recommendations of the subject audit report for
0	and Post Offices.
cond	cur with the responses of Postmaster
If you	have any questions, please call Ed Kimble and Ralph Cherry, Managers Post
Office	Operations for and and respectively at (510) 874-8252.
111	(May)
	t. Fernandez et Manager
Distric	i Manager
cc:	MPOO-A
	МРОО-В
1075 7-	STREET RM 307
	CA 94615-9887
PHONE: 51	V-074-DCZC

MANAGER POST OFFICE OPERATIONS BAY-VALLEY DISTRICT



October 26, 2007

KIM R. FERNANDEZ DISTRICT MANAGER BAY-VALLEY DISTRICT

SUBJECT: Draft Audit Report - Voyager Card Program -California Post Offices (Report Number CA-AR-08-UKAFT)

I agree with the attached findings and the attached response submitted by Postmaste

If you have any questions, you may contact me at 510-874-8252.

Thank-you,

Ed Kimble

Manager Post Office Operations

Attachment

cc: File

1675 - 7th STREET OAKLAND CA 94615-9967 www.usps.com

BAY-VALLEY PERFORMANCE CLUSTER



October 25, 2007

TO:

EDWARD KIMBLE

MANAGER POST OFFICE OPERATIONS B

1675 7TH STREET, ROOM 311 OAKLAND, CA 94615-9992

SUBJECT: Voyager Card Program CA-AR-08-DRAFT

As a result of the audit conducted during the week including August 23, 2007, the following action was taken:

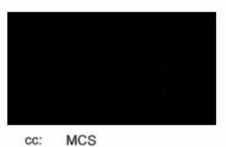
Recommendation, reconcile each transaction in the eFleet Card System to a

Effective October 25, 2007, will be responsible for reconciling each transaction in the eFleet Card System to a receipt.

- Maintain a current master personal identification number list. will update list as required and maintain a current list as required effective October 30, 2007.
- Adequately secure the site's Z card. will keep the z card in the vault.
- Ensure receipts are available for all Voyager Card transactions. When a receipt is missing, contact the employee to determine why there is not receipt, investigate the transaction to ensure it is not fraudulent, document the results of the investigation, and maintain the information for 2 years.
- The receipts are now on file and located in the PM supervisors files. or designee to ensure compliance.
- Ensure personnel annotate the vehicle number on all receipts and invoices Regular stand-up talks to be conducted regarding the requirement to annotate the vehicle number on all receipts and invoices. Start date, November 3, 2007
- Maintain organized Voyager Card reconciliation files for 2 years. Voyager files to be filed in cabinet and maintained for review the required 2 vears.

The supervisor responsible for the failure will receive a Letter of Warning for failure to follow instructions.

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MANAGER POST OFFICE OPERATIONS BAY-VALLEY DISTRICT



October 26, 2007

KIM R. FERNANDEZ DISTRICT MANAGER BAY-VALLEY DISTRICT

SUBJECT: Draft Audit Report - Voyager Card Program -California Post Offices (Report Number CA-AR-08-DRAFT)

I agree with the attached findings and the attached response submitted by Postmaster

If you have any questions, you may contact me at 510-874-8252.

Thank you,

Ralph Cherry

Manager Post Office Operations

Attachment

cc: File

1675 - 7" STHEET ONUMO CA 94615-9987 www.usps.com



October 23, 2007

RALPH CHERRY MANAGER POST OFFICE OPERATIONS USPS BAY VALLEY DISTRICT 1675 7TH STREET ROOM 311 OAKLAND CA 94615-9992

Subject: Voyager Card Program Audit

The following actions have been put in place to correct the deficiencies found in the audit:

Reconciliations Recommendation: Ensure receipts are available for all voyager card transactions. When a receipt is missing, contact the employee to determine why there is no receipt. Investigate the transaction to ensure it is not fraudulent; document the results of the investigation; and maintain the information for two years. Gas receipts are to be turned in to the accountable cage upon their return from their street duties. Reconciliation is done on Mondays by the Supervisor Customer Services Support. All items not having a receipt will be investigated. If no receipt is provided, a duplicate form has been created for the carrier to sign and date. All records will be maintained for a period of two years as required beginning immediately as of October 23, 2007.

PIN Security: Maintain master list of personal indentification numbers Master PIN list was received updated and secured as of October 23, 2007.

Segregation of Duties: Ensure all Voyager card purchases made by reconciling official are reconciled by an employee at the purchaser level or higher. Supervisor Customer Services Support canceled his PIN number and no longer has access to a Voyager PIN number as of October 23, 2007.

Voyager Card: Security adequately secure Z and V cards All individual vehicle Voyager cards are maintained in the accountable cage. The Z & V cards are kept locked in a filing cabinet in the Supervisor Customer Services Support office as of October 23, 2007.

-2-

Vehicle Numbers: Ensure personnel annotate the vehicle number on all receipts and invoices. A stand-up was conducted immediately after receiving the audit results-October 23, 2007-instructing carriers to place the vehicle number on the receipt

File Administration and Record Retention: Maintain Voyager Card reconciliations for two years. As of October 23, 2007, Voyager records will be maintained in the Supervisor Customer Services Support office and will be disposed at the end of the 25th month. Records maintained at the Office were for 23 months, not the required 24.



cc: R. Cherry, MPOO