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# **Highlights**

## **Objective**

Our objective was to evaluate mail service during the early stages of the novel coronavirus (COVID-19) disease pandemic.

On March 13, 2020, the President of the United States issued a national emergency declaration concerning the COVID-19 pandemic. With many Americans following stay at home guidance during the pandemic, the U.S. Postal Service's mission to provide reliable, affordable, and universal service is more important than ever. To accomplish this mission, the Postal Service relies on key operational functions including mail processing, transportation, customer service, and delivery.

During the COVID-19 pandemic, the Postal Service provided vital service, including the delivery of critical items such as medications, stimulus payments, and Social Security checks. Further, the Postal Service is the leading delivery service provider for online purchases. A May 2020 Harris Poll survey on America's 100 essential companies' responses to the COVID-19 pandemic, ranked the Postal Service as number one, based on its resolve, integrity, responsiveness, and permanence.

On March 27, 2020, the president signed the Coronavirus Aid, Relief, and Economic Security (CARES) Act, which included a provision for the Postal Service to prioritize delivery of postal products for medical purposes. This law also allows the Postal Service to establish temporary delivery points to protect Postal Service employees and individuals receiving deliveries.

To lead its pandemic response, the Postal Service established a COVID-19 Response Command team at Postal Service Headquarters to help ensure a comprehensive approach to its response to the pandemic. The team provided employees a COVID-19 playbook focused on employee safety, maintaining operations, and customer communication.

The Postal Service also updated its Pandemic Influenza Plan, originally created in January 2007 to include COVID-19. The plan discusses the importance of a Continuity of Operations Plan to ensure essential service can be provided when

employee availability falls below 60 percent. The plan also outlines the agency's four goals — protecting employees, providing mail service, communicating with stakeholders, and supporting the federal response to COVID-19. Our audit focused on two of the four goals: (1) sustaining essential services during times of significant absenteeism and (2) communicating guidance to stakeholders during a pandemic. To further assess the impact of the pandemic at a local level, we evaluated seven judgmentally selected processing and distribution centers (P&DC) and 14 delivery units.

## **Findings**

During the COVID-19 pandemic, the Postal Service faced unforeseen and uncontrollable challenges, including higher package volumes and employee absenteeism. Specifically, national package volume from March through May 2020 increased by 30 percent compared to the same period last year (SPLY) and was greater than 2019 holiday peak season volume. In addition, while employee availability at the national level stayed above the Postal Service's 60 percent threshold needed to keep essential operations running, some areas of the country were hit harder by the pandemic and experienced lower employee availability.

Despite these challenges, we found that Postal Service management modified normal operations in mail processing, customer service, and delivery operations to mitigate the impact of the pandemic to meet its obligation of universal service. In addition, the Postal Service generally coordinated and communicated regularly with commercial mail customers.

While we generally found management was able to keep operations running, we also identified opportunities to improve the process for prioritizing the delivery of postal products for medical purposes, improve the employee availability dashboard by including rural delivery carriers, and improve the process for alerting units of late mail arrivals from P&DCs. In addition, we identified an opportunity for the Postal Service to improve communications with commercial mailer customers.

#### **Mail Processing and Transportation**

Nationally, we found that the impact of COVID-19 on mail processing and transportation, was reduced service performance of most mail products. Specifically, during the early stages of COVID-19 from March to May 2020, there were performance percentage point decreases ranging from .08 percent to 10.6 percent for 31 of 33 mail products compared to the SPLY.

Our detailed review of service performance at seven P&DCs identified similar impacts at five of the P&DCs; however, two P&DCs were more significantly impacted. Specifically, at the Detroit and New York P&DCs — two geographic areas impacted by COVID-19 early in the pandemic — service performance for 20 of 23 non-competitive mail classes showed double digit declines for the period March through May 2020 compared to the SPLY.

The declines in service performance scores between March and May 2020 at all seven locations, regardless of the magnitude, were primarily caused by low employee availability and increases in package volume. For example, employee availability at three P&DCs dropped below 60 percent for multiple consecutive weeks from March through May (five weeks in New York, four weeks in Detroit, and two weeks in Harrisburg). In addition, six of the seven P&DCs reviewed experienced increases ranging from 6 percent to 57 percent in their package volumes. While operations at these P&DCs were significantly impacted, the Postal Service did not have to activate their Continuity of Operations Plan at the Detroit P&DC. Instead, management was able to mitigate the challenges by offloading some of their package volume to other processing facilities. However, the New York Morgan P&DC partially activated their plan, which provides instructions to redirect the mail if mail processing facilities and delivery units were shut down due to the pandemic.

In addition, during our reviews at the seven P&DCs, we found that management implemented several policies and procedures to mitigate the initial and future impacts of the COVID-19 pandemic, including adjusting machine start times to process the increased package volume and allowing mail processing supervisors to perform employee duties such as forklift operations and operating mail processing equipment.

#### **Customer Service and Delivery Operations**

Nationally, we found that increased package volume and lower employee availability had a significant impact on customer service and delivery operations. Specifically, from March through May 2020, package volume — which includes packages that were drop-shipped directly to the delivery units — increased by about 466 million (30 percent) compared to the SPLY. Conversely, employee availability fell during the same period, but was sustained at over 60 percent. Employee availability fell from about 85 percent nationally at the beginning of March 2020 to a low of about 80 percent in mid-April 2020.

Our detailed review of 14 delivery units identified various impacts resulting from increased package volume and decreased employee availability, but the biggest impact was in meeting the scheduled mail distribution to carrier routes, known as distribution-up time. While each of the 14 units had late distribution-up time on several days between March 13 and May 31, 2020, 10 of the delivery units (71 percent) experienced increased delays, the longest of which ranged from an hour to over five hours, in meeting their distribution time goal.

Late mail distribution occurred due to operational challenges resulting from late mail arrivals, extra mail trips from the mail processing plants, and low employee availability. To help keep customer service and delivery operations running efficiently and effectively, management implemented numerous modifications from the COVID-19 playbook, including prioritizing Express Mail and packages over letters and flat mail, changing and temporarily adjusting clerk and carrier start times, extending carriers' street time, sharing employees from other units, and hiring postal support employees and temporary carrier assistants to replace absent regular city and rural letter carriers.

While the CARES Act directs the Postal Service to prioritize the delivery of postal products for medical purposes, we found employees had a difficult time consistently identifying and prioritizing packages containing medical products. Specifically, this mail could only be identified by clerks and carriers shaking mailpieces to try to identify those containing medicine, or through carriers' prior knowledge of customers on their routes who regularly receive medical mail. In addition, district management stated that if it is not evident the mail is for medical

purposes, employees have no way of knowing to prioritize these mailpieces.

Moreover, area management stated they collectively decided to prioritize
the delivery of all packages, to ensure medical purposes mail was delivered.

Furthermore, the number of C360 customer inquiries showed medical mail
delivered late more than two days increased from to percent)
during the period of March 13 through May 31 compared to pre-pandemic levels.

Nationally, the number of late medical mailer packages increased from percent). At the 13 delivery units, the number of late medical mailer packages increased from percent) during the early stages of the pandemic compared to pre-pandemic levels. These medical mailers have a Negotiated Service Agreement to identify shipments containing pharmaceutical and medical supplies to allow customers to track their shipments.

This occurred because the Postal Service does not have a standardized automated process to enable priority delivery of postal products for medical purposes. The Postal Service has technology available that may help with prioritizing the delivery of medical products, while protecting medical mail and the privacy of customers. The Postal Service has the ability to track medical mail through barcoding and/or Imprint Indicia as a paid service and to use this tracking internally to measure successful delivery. However, this technology is not used for prioritizing medical products for delivery. Without a standardized, automated process for identifying, tracking, and prioritizing medical mail, the Postal Service is hampered in fulfilling its role and responsibility to prioritize this type of mail during the COVID-19 pandemic.

In addition, while the Postal Service used an Employee Availability dashboard to help identify potential installations, cities, and districts which were experiencing significant impacts due to reduced employee availability, this dashboard did not include data on rural carriers. Rural delivery is a critical component of mail services and is responsible for about 34 percent of mail delivery across the nation.

According to Postal Service Enterprise Analytics staff, rural carrier employee data was not included in the employee availability dashboard because rural carrier data in the Time and Attendance Collection System (TACS), the Postal Service official timekeeping system, is not real time, live data. This data is integrated into

the timekeeping system at the end of the pay period, unlike clerk and city carrier time charges in TACS which occur daily.

While the rural carrier work hour data is not available in real time, area management stated it would be beneficial to include rural employee availability data in the dashboard in the future to provide visibility. In our opinion, capturing rural employee availability in the dashboard is a good business practice to provide comprehensive data and capability to review trends over time and identify when employee availability is improving.

Additionally, customer service operations did not always receive consistent alerts that mail would be arriving late from P&DCs. This occurred because the Postal Service does not have a standardized, automated process to alert delivery units of late arriving mail. Our discussions with delivery unit management identified that eight of 14 delivery units (57 percent) received inconsistent notification of late mail arrivals from P&DCs. These alerts are more critical during times of crisis because delivery unit managers or anyone temporarily acting as a manager need that data on late mail arrivals to make staffing decisions. Management is currently piloting the Volume Arrival Profile which will provide late mail alerts to all delivery units. The expected implementation date is February 28, 2021; therefore, we will not make a recommendation at this time.

#### **Customer Communication**

Overall, we found the Postal Service coordinated and communicated with commercial mail customers regularly using various communication channels including notifications on USPS.com, industry alerts, service alerts, and newsletters. In addition, the Postal Service conducted weekly meetings with the mailing industry to inform them of any operational changes that impacted mailer operations during the pandemic. They also launched a COVID-19 Response Email Campaign that included messaging designed to reassure commercial mail customers that they could expect minimal impact on their operations.

While the Postal Service communicated regularly with commercial mail customers, an opportunity exists to better evaluate the effectiveness of those communications. The Postal Service did not have procedures in place for obtaining timely feedback to evaluate its communications with commercial

mail customers. For example, we conducted an online survey and determined that even though the Postal Service communicated information to mailers, some mailers stated that the Postal Service could have communicated facility disruptions in a more timely manner and that these disruptions were relayed to them after the mailer had already been adversely affected.

Industry best practices state that organizations should evaluate the effectiveness of their communication channels to continuously improve their communication strategies. Having procedures for evaluating their communications with commercial mailers would improve the timely identification of areas that need improvement.

In other matters, Postal Service officials asked us to benchmark Foreign Posts with similar COVID-19 challenges. We identified similar strategies implemented by both the Postal Service and several Foreign Posts, including increasing their work force by hiring new employees, establishing alternating delivery services, expanding their delivery hours, using parcel lockers for mail delivery, and prioritizing medical purpose mail.

#### Recommendations

We recommend management:

- Establish a working group to perform a feasibility study on the potential implementation of a standardized automated process to identify and prioritize medical mail.
- Integrate rural carrier employee data into the employee availability dashboard.
- Establish a tool to obtain timely feedback to evaluate the effectiveness in communicating with commercial mail customers during extraordinary situations such as the COVID-19 pandemic.

# Transmittal Letter



January 4, 2021

MEMORANDUM FOR: KRISTIN A. SEAVER

CHIEF RETAIL & DELIVERY OFFICER AND EXECUTIVE

VICE PRESIDENT

ISSAC S. CRONKHITE

CHIEF LOGISTICS & PROCESSING OPERATIONS OFFICER AND EXECUTIVE VICE PRESIDENT

STEVE W. MONTEITH

CHIEF CUSTOMER & MARKETING OFFICER AND

**EXECUTIVE VICE PRESIDENT** 

FROM: Rita F. Oliver

Acting Deputy Assistant Inspector General

Hm & Oliver

for Retail, Delivery and Marketing

**SUBJECT:** Audit Report – Mail Service During the Early Stages of the

COVID-19 Pandemic (Report Number 20-275-R21)

This report presents the results of our audit of the Postal Service's mail service during the early stages of the COVID-19 pandemic.

We appreciate the cooperation and courtesies provided by your staff. If you have any questions or need additional information, please contact Rick Hightower, Acting Director, Delivery and Retail Operations, or me at 703-248-2100.

Attachment

cc: Postmaster General

Corporate Audit Response Management

# Results

## Introduction/Objective

This report presents the results of our self-initiated audit of the U.S. Postal Service's mail service during the early stages of the novel coronavirus (COVID-19) disease pandemic (Project Number 20-275). Our objective was to evaluate mail service during the COVID-19 pandemic for the months of March through May 2020. See Appendix A for additional information about this audit.

# **Background**

On March 13, 2020<sup>1</sup>, the President of the United States issued a national emergency declaration concerning the COVID-19 pandemic. With many Americans following stay at home guidance during the pandemic, the Postal Service's mission to provide reliable, affordable, and universal service was more important than ever. To accomplish this mission, the Postal Service relies on key operational functions including mail processing, transportation, customer service, and delivery.

During the COVID-19 pandemic, the Postal Service provided vital service, including the delivery of needed medications, stimulus payments, and Social Security checks. Further, the Postal Service is the leading delivery service provider for online purchases. A May 2020 Harris Poll<sup>2</sup> survey on America's 100essential companies' responses to the COVID-19 pandemic ranked the Postal Service as number one, based on its resolve, integrity, responsiveness, and permanence.

On March 27, 2020, the president signed the Coronavirus Aid, Relief, and Economic Security (CARES) Act, which included a provision for the Postal Service to prioritize delivery of postal products for medical purposes. This law also allows the Postal Service to establish temporary delivery points to protect Postal Service employees and individuals receiving deliveries.

To lead its pandemic response, the Postal Service established a COVID-19 Response Command team at Postal Service Headquarters to help ensure a comprehensive approach to its response to the pandemic. The team provided a COVID-19 playbook to employees that focuses on employee safety, maintaining operations, and customer communication.

The Postal Service also updated its Pandemic Influenza Plan, originally created in January 2007 to include COVID-19. The plan discusses the importance of a Continuity of Operations Plan (COOP) to ensure essential service can be provided for up to 12 weeks when employee availability falls below 60 percent. The plan also outlines the agency's four goals — protecting employees, providing mail service, communicating with stakeholders, and supporting the federal response to COVID-19. Our audit focused on two of the four goals:

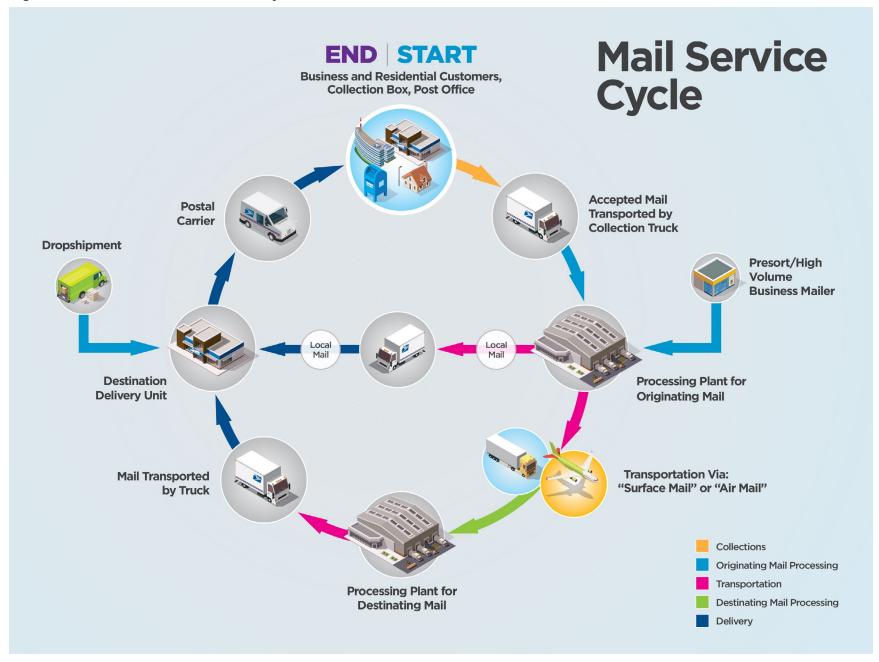
- Sustaining essential functions during times of significant absenteeism.
- Communicating guidance to stakeholders during a pandemic.

To further assess the impact of the pandemic at a local level, we reviewed performance data and held discussions with management at seven judgmentally selected processing and distribution centers (P&DC) and 14 judgmentally selected delivery units (see Appendix A for details). The Postal Service generally processes mail in five interdependent phases with timelines for moving mail from one phase to the next (see Figure 1).

<sup>1</sup> This date (March 13, 2020) was declared the national emergency by the President of the United States. The CARES Act was subsequently passed on March 27, 2020. The scope period for our work is March 13 through May 31, 2020.

<sup>2</sup> The Harris Poll, June 12, 2020. The survey was conducted from May 20-22, 2020.

Figure 1. Postal Service Mail Service Cycle



Source: U.S. Postal Service Office of Inspector General (OIG) analysis based on fiscal year (FY) 2018 Annual Compliance Determination Report.

#### Conclusion

During the COVID-19 pandemic, the Postal Service faced unforeseen and uncontrollable challenges, including higher package volumes and employee absenteeism. Specifically, national package volume from March through May 2020 increased by about 466 million (30 percent) when compared to the same period last year (SPLY) (see Table 1).

"The Postal Service faced unforeseen and uncontrollable challenges, including higher package volumes and employee absenteeism."

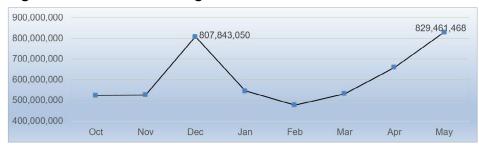
Table 1. Nationwide Package Volume<sup>3</sup>

Area	Total Packages March 1 - May 31, 2019	Total Packages March 1 - May 31, 2020	Increase	Percentage Change
Capital Metro	171,051,710	225,340,746	54,289,036	32
Eastern	234,397,181	302,454,785	68,057,604	29
Great Lakes	165,850,720	217,921,626	52,070,906	31
Northeast	211,841,410	263,982,554	52,141,144	25
Pacific	184,071,679	253,774,421	69,702,742	38
Southern	314,874,058	394,959,039	80,084,981	25
Western	273,273,318	363,363,993	90,090,675	33
Nationwide Totals	1,555,360,076	2,021,797,146	466,437,088	30

Source: OIG analysis of Postal Service data from the eFlash system.

The nationwide package volume during May surpassed the package volume of the holiday peak season during October – December 2019 by about 21.6 million packages (see Figure 2).

Figure 2. Nationwide Package Volume for FY 2020

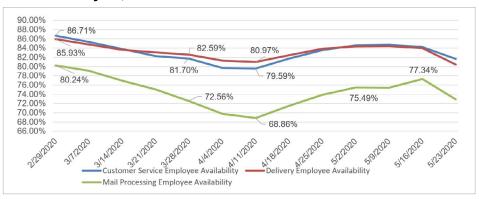


Source: OIG analysis of Postal Service data from the eFlash system.

In addition, while employee availability at the national level stayed above the Postal Service's 60 percent threshold needed to keep essential operations running, mail processing was impacted more during mid-April than customer service and delivery operations (see Figure 3). Employee availability for mail processing fell from about 80 percent in the beginning of March 2020 to a low of about 69 percent in mid-April 2020. Additionally, some areas of the country were hit harder by the pandemic and experienced lower employee availability.

<sup>3</sup> This data was obtained prior to the Postal Service reorganization from seven to four areas on August 7, 2020. Additionally, it include package volume from mail processing and drop shipments from external mailers.

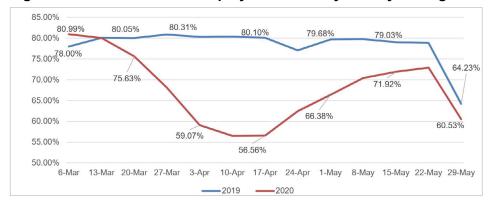
Figure 3. Nationwide Weekly Employee Availability March 1 – May 31, 2020



Source: Postal Service Employee Availability Dashboard

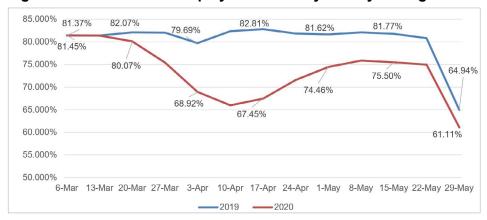
For example, in the New York and Detroit districts, the weekly average employee availability began to decline in mid-March and continued to decline through mid-April when compared to the SPLY (see Figures 4 and 5).

Figure 4. New York District Employee Availability Weekly Average<sup>4</sup>



Source: OIG analysis of Postal Service data from the Time and Attendance Collection System (TACS). Includes mail processing, customer service, and delivery employees.

Figure 5. Detroit District Employee Availability Weekly Average<sup>5</sup>



Source: OIG analysis of Postal Service data from the TACS. Includes mail processing, customer service, and delivery employees.

Despite these challenges, we found that Postal Service management modified normal operations in mail processing, customer service, and delivery operations to mitigate the impact of the pandemic to meet its obligation of universal service. In addition, the Postal Service generally coordinated and communicated regularly with commercial mail customers.

While we generally found management was able to keep operations running, we identified opportunities to improve the process for prioritizing the delivery of postal products for medical purposes. We also identified opportunities to improve the employee availability dashboard by including rural delivery carriers and improve the process for alerting units of late mail arrivals from P&DCs. In addition, we identified an opportunity for the Postal Service to improve communications with commercial mailer customers.

The decline in employee availability on May 29 is attributed to the Memorial Day holiday.

<sup>5</sup> The decline in employee availability on May 29 is attributed to the Memorial Day holiday.

## Finding #1: Mail Processing and Transportation

Nationally, we found that the impact of COVID-19 on mail processing and transportation, was reduced service performance of most mail products. Specifically, during the early stages of COVID-19 from March to May 2020, there were performance percentage point decreases ranging from .08 percent to 10.6 percent for 31 of 33 mail products compared to SPLY (see Appendix B).

Our detailed review of service performance at seven P&DCs identified similar impacts at five of the P&DCs with single digit decreases in 23 mail classes. However, the Detroit and New York P&DCs – two geographic areas impacted by COVID-19 early in the pandemic – were more significantly impacted. Specifically,

the Detroit P&DC showed double digit declines in service performance for 21 of 23 non-competitive mail classes and the New York Morgan P&DC showed declines for 20 of 23 non-competitive mail classes for the period of March through May 2020 compared to the SPLY (see Appendix C).

The declines in service performance scores between March and May 2020 at all seven locations, regardless of the magnitude, were primarily caused by low employee availability and increases in package volume. For example, employee availability at three P&DCs dropped below 60 percent for multiple consecutive weeks from March through May (five weeks in New York, four weeks in Detroit, and two weeks in Harrisburg) (see red highlights in Table 2).

Table 2. Employee Availability at Selected Mail Processing Centers

Postal Week Begin Date	Columbia, SC	Harrisburg, PA	Detroit, MI	New York Morgan Station	Santa Clarita, CA	Birmingham, AL	Kansas City, MO
2/29/2020	82.13	77.99	77.9	79.34	86.02	79.06	80.69
3/7/2020	79.57	77.13	77.47	75.74	86.55	77.45	78.94
3/14/2020	79.28	76.31	71.15	70.2	85.81	79.5	76.9
3/21/2020	80.66	73.27	61.5	60.49	81.99	73.56	76.31
3/28/2020	79.23	70.97	52.61	52.74	76.69	75.63	76.7
4/4/2020	76.66	64.93	46.91	48.12	72.16	77.8	76.3
4/11/2020	74.96	57.06	48.84	46.01	73.17	75.61	75.1
4/18/2020	75.46	56.5	55.28	52.00	76.84	76.01	76.57
4/25/2020	74.2	63.11	62.5	57.09	79.42	77.27	77.63
5/2/2020	78.01	67.46	68.82	62.8	80.96	78.56	78.39
5/9/2020	79.88	70.22	69.03	64.15	81.05	76.66	77.53
5/16/2020	79.54	73.29	72.18	68.5	83.15	77.34	77.96
5/23/2020	73.77	69.8	67.74	67.76	78.38	71.95	70.01

Source: Postal Service Employee Availability Dashboard - Mail Processing.

<sup>6</sup> Mail class data is not available for all 33 classes of mail at the delivery units. Therefore, our review at the individual mail processing level only includes the 23 non-competitive mail classes.

In addition, six of the seven P&DCs reviewed, experienced increases ranging from 6 percent to 57 percent in their package volumes (see Table 3).

Table 3. Changes in Mail Processing Package Volume From March to May 2020 Compared to the SPLY

Facility	March – May 2019 Package Volume			Percentage Change
	6,210,495	8,302,667	2,092,172	34
	7,153,016	9,597,394	2,444,378	34
	5,745,198	6,081,683	336,485	6
	11,840,105	11,570,874	-269,231	-2
	23,996,977	30,020,180	6,023,203	25
	12,042,841	16,112,959	4,070,118	34
	4,424,285	6,933,072	2,508,787	57

Source: OIG analysis of package volume Enterprise Data Warehouse (EDW)-Management Operating Data System.

When employee availability significantly decreases and volume significantly increases as it did during the pandemic, it creates significant mail processing challenges which affects processing and dispatching the mail to delivery units to meet service performance standards. These challenges were reflected in the number of late and extra trips. While late trips decreased at six of the P&DCs, all seven still had late trips in 2020. In addition, extra trips increased at four P&DCs in 2020, compared to 2019 (see Table 4).

Table 4. Late and Extra Trips March to May 2020 Compared to the SPLY

District	P&DC	Late Trips March - May 2019	Late Trips March – May 2020	Late Trips Difference	Extra Trips March - May 2019	Extra Trips March – May 2020	Extra Trips Difference
Greater South Carolina	Columbia	2,641	2,083	-558	77	143	66
Central Pennsylvania	Harrisburg	2,708	2,743	35	747	535	-212
Detroit	Detroit	3,659	2,579	-1,080	143	160	17
New York	New York	13,237	12,482	-755	1,461	1,954	493
Sierra Coastal	Santa Clarita	1,473	946	-527	1,649	3,071	1,422

<sup>7</sup> A significant number of packages normally processed at the were offloaded to the

District	P&DC	Late Trips March - May 2019	Late Trips March - May 2020	Late Trips Difference	Extra Trips March - May 2019	Extra Trips March - May 2020	Extra Trips Difference
Alabama	Birmingham	1,013	345	-668	32	14	-18
Mid-America	Kansas City	2,950	857	-2093	372	320	-52

Source: OIG analysis of Application System Reporting (ASR)-Surface Visibility data.

According to management, instances of low employee availability increased due to COVID-19 related use of family leave, with childcare as the primary reason. While operations at these P&DCs were significantly impacted, the Postal Service did not have to activate its COOP at the Detroit P&DC. Instead management was able to mitigate the challenges by offloading some of its package volume to various P&DCs throughout the country. However, the Postal Service partially activated the COOP for the New York Morgan P&DC, which provides instructions to redirect the mail if mail processing facilities and delivery units were shut down due to the pandemic.

In addition, during our reviews at the seven P&DCs, we found that management implemented several policies and procedures to mitigate the initial and future impacts of the COVID-19 pandemic, including:

- Adjusting machine start times to process the increase package volume.
- Using a flexible workforce, increasing the use of overtime, limiting days off, and using postal support employees (PSE)<sup>8</sup> to compensate for low employee availability.
- Allowing mail processing supervisors to perform employee duties such as forklift operations and operating mail processing equipment.

Due to the modification and mitigation measures management took, we will not make a recommendation on this issue.

## Finding #2: Customer Service and Delivery Operations

Nationally, we found that increased package volume and lower employee availability had a significant impact on customer service and delivery operations. Specifically, from March through May 2020, package volume – which includes packages that were drop-shipped directly to the delivery units -- increased by about 466 million (30 percent) compared to the SPLY (see Table 1). Conversely, employee availability fell during the same period, but was sustained at over 60 percent. Specifically, customer service and delivery operations employee availability fell from about 85 percent nationally at the beginning of March 2020 to a low of about 80 percent<sup>9</sup> in mid-April 2020 (see Figure 3).

To further assess the impact of the pandemic on customer service and delivery operations, we analyzed data and held discussions with management at 14 judgmentally selected delivery units. Based on our review, we identified various impacts resulting from increased package volume and decreased employee availability.

#### **Package Volume at Selected Locations**

Customer service package volume<sup>10</sup> increased at 13 of 14 units from March 1 through May 31, 2020, compared to the SPLY. The increases ranged from 6 to 262 percent (see Table 5).

<sup>8</sup> Employees, hired for a term not to exceed 360 days, responsible for processing mail and selling postage at post offices.

<sup>9</sup> Customer Service Operations fell from 85 to 80 percent availability and Delivery fell from 85 to 81 percent availability.

<sup>10</sup> Customer service volumes include all packages that arrive at a unit from various sources including processing plants and drop shipments.

**Table 5. Customer Service Package Volume at Selected Units** 

District	Unit	Total Packages March 1 – May 31, 2019	Total Packages March 1 – May 31, 2020	Increase (Decrease)	Percentage Change
Alabama		71,591	95,882	24,291	34
Alabama		303,899	465,314	161,415	53
Central Pennsylvania		424,150	377,917	-46,233	-11 <sup>11</sup>
Central Pennsylvania		69,571	95,392	25,821	37
Detroit		125,410	163,652	38,242	30
Detroit		84,870	112,565	27,695	33
Greater South Carolina		137,007	204,194	67,187	49
Greater South Carolina		251,789	315,046	63,257	25
Mid-America		177,748	188,159	10,411	6
Mid-America		93,219	108,185	14,966	16
New York		39,562	143,399	103,837	262
New York		343,742	512,567	168,825	49
Sierra Coastal		931,919	1,024,477	92,558	10
Sierra Coastal		647,642	848,645	201,003	31

Source: OIG analysis of Postal Service data from the eFlash system.

<sup>11</sup> The volume decrease at the was due to an external mailer reducing their shipping with the office.

In addition, our review of city carrier package volume<sup>12</sup> at 10 selected units<sup>13</sup> from March 1 through May 31, 2020, found that seven had increases and three had decreases<sup>14</sup> compared to the SPLY (see Table 6). Moreover, our review of rural carrier package volume at 13<sup>15</sup> selected units found that 10 had increases and three had decreases compared to the SPLY (see Table 7). Management at eight of these units stated that they used overtime to either remedy the surge in package volume or as a result of assisting units which experienced greater impacts.

**Table 6. City Carrier Package Volume for Selected Units** 

District	Unit	FY 2019 Weeks 25-36	FY 2020 Weeks 25-36	Percentage Change	Overtime Used as Remedy to Surge in Package Volume?
Alabama		15,469	18,412	19	Υ
Alabama		11,404	19,032	67	Υ
Central Pennsylvania		183,815	128,869	-30	N/A
Central Pennsylvania		2,819	4,624	64	Υ
Detroit		39,854	62,613	57	Υ
Detroit		65,654	48,347	-26	Υ
Mid-America		70,157	80,142	14	Υ
Mid-America		34,658	27,642	-20	N/A
Sierra Coastal		190,682	331,499	74	Υ
Sierra Coastal		48,727	81,012	66	Y

Source: OIG analysis of package volumes from EDW-Delivery Operations Information System.

<sup>12</sup> The package volume reported as delivered by city carriers.

<sup>13</sup> The Blythewood and Socastee stations only had rural carriers and are not included in carrier package volumes. The Lenox Hill and Manhattanville Station packages are delivered on parcel routes. The package volume on parcel routes are not recorded in Delivery Operations Information System (DOIS), the system used by delivery unit managers to support management in planning of street management, route inspections and adjustments

package volume decreased because an external mailer reduced shipping to the unit. package volume decreased because there was an issue with the automatic upload of package data into DOIS. Management at could not explain why city carrier package volume decreased.

<sup>15</sup> Allen Park Post Office did not have rural routes.

**Table 7. Rural Carrier Package Volume for Selected Units** 

District	Unit	Total Packages March 1 - May 31, 2019	Total Packages March 1 – May 31, 2020	Increase (Decrease)	Percentage Change
Alabama		27,798	39,657	11,859	43
Alabama		199,910	324,101	124,191	62
Central Pennsylvania		284	286	2	1
Central Pennsylvania		49,975	66,378	16,403	33
Detroit		84	199	115	137
Greater South Carolina		91,759	133,956	42,197	46
Greater South Carolina		190,649	238,283	47,634	25
Mid-America		6,664	428	-6,236	-94
Mid-America		14,389	17,322	2,933	20
New York		115	112	-3	-3
New York		44	124	80	182
Sierra Coastal		237,761	355,903	118,142	50
Sierra Coastal	Coastal 101		75	-26	-26

Source: OIG analysis of package volumes EDW – Product Performance Report.

# **Employee Availability at Selected Locations**

Six of 14 units had occurrences of customer service employee availability falling below 60 percent. For example, two stations in New York – one geographic area impacted by COVID-19 early in the pandemic – were more significantly impacted. The Lenox Hill and Manhattanville Stations in New York each fell below 60 percent for five consecutive weeks from March 28 – April 25. Additionally, the Kansas City Main Office Station experienced five weeks of low employee availability between March 21 and May 2 (see red highlights in Table 8).

Table 8. Customer Service Employee Availability at Selected Units

Postal Week Begin Date	Blythewood Post Office	Newville Post Office	Allen Park Post Office	New York City- Lenox Hill Station	New York City- Manhattanville Station	Kansas City Main Office Station
2/29/2020	81.54%	100.00%	88.88%	71.26%	66.36%	88.08%
3/7/2020	69.73%	100.00%	76.73%	67.72%	66.45%	73.33%
3/14/2020	92.92%	72.34%	70.91%	70.91%	70.28%	66.67%
3/21/2020	95.48%	33.33%	82.28%	63.71%	63.45%	46.67%
3/28/2020	100.00%	45.34%	63.44%	46.82%	55.84%	0.00%16
4/4/2020	82.64%	66.67%	81.81%	36.87%	43.66%	40.00%
4/11/2020	70.63%	66.67%	59.71%	38.33%	34.85%	50.00%
4/18/2020	50.57%	66.67%	64.40%	59.69%	50.74%	50.00%
4/25/2020	69.55%	66.47%	71.60%	59.98%	58.91%	90.00%
5/2/2020	71.80%	66.67%	81.85%	70.08%	60.83%	50.00%
5/9/2020	91.28%	66.67%	77.59%	73.50%	64.23%	82.35%
5/16/2020	95.00%	63.99%	78.33%	75.85%	66.71%	100.00%
5/23/2020	90.49%	53.73%	64.14%	73.48%	67.79%	100.00%

Source: Postal Service Employee Availability Dashboard – Customer Service.

Although employee availability generally stayed above 60 percent, management faced challenges with decreased city carrier employee availability. Specifically, nine of the 12 units we reviewed<sup>17</sup> fell into the 70 percent range (see yellow highlights in Table 9), six fell into the 60 percent range (see orange highlights in Table 9), and two fell below 60 percent for one week (see red highlights in Table 9). Three units<sup>18</sup> did not experience employee availability challenges and their average availability rates were above 80 percent. Management at 10 units stated that employee availability decreased due to COVID-19 related use of family leave, with childcare as the primary reason. In addition, management stated these employee availability issues magnified the impacts of pre-existing staffing shortages due to hiring and retention challenges. Due to the modification and mitigation measures management has taken, which are discussed in Finding #3 below, we will not make a recommendation on this issue.

<sup>16</sup> Both clerks were on leave not related to COVID.

<sup>17</sup> Two units, Blythewood and Socastee, are rural units. Rural carrier employee availability data was not available for review.

<sup>18</sup> Camp Hill, Longview, Newville employee availability average rates ranged from 87 – 94 percent.

Table 9. City Carrier Employee Availability at Selected Units

Postal Week Begin Date	Detroit- Jefferson Station	Allen Park Post Office	New York City- New Lenox Hill Station	New York City- Manhattanville Station	Panorama City Branch	Santa Clarita Post Office	Meadow Brook Station	Irondale Station	Kansas City Main Office Station
2/29/2020	80.89%	82.72%	86.56%	78.33%	90.88%	81.27%	76.45%	91.18%	72.46%
3/7/2020	79.81%	87.61%	82.20%	75.82%	89.63%	83.86%	73.60%	85.67%	66.24%
3/14/2020	72.40%	80.99%	83.24%	71.94%	85.60%	83.15%	85.26%	57.32%	70.97%
3/21/2020	73.64%	82.65%	70.64%	68.85%	86.87%	84.19%	96.08%	76.47%	81.22%
3/28/2020	69.31%	77.74%	67.17%	67.36%	83.75%	82.18%	95.57%	79.96%	80.67%
4/4/2020	68.99%	76.68%	68.37%	64.26%	77.78%	77.14%	81.69%	82.50%	81.54%
4/11/2020	72.71%	70.79%	65.48%	62.34%	76.23%	80.05%	69.65%	72.48%	82.92%
4/18/2020	73.78%	81.23%	68.32%	57.99%	75.52%	75.54%	77.87%	81.66%	73.52%
4/25/2020	71.46%	91.43%	75.24%	68.01%	79.47%	80.52%	76.19%	82.23%	79.16%
5/2/2020	75.25%	89.40%	74.36%	68.47%	85.50%	80.07%	74.04%	67.50%	79.59%
5/9/2020	71.36%	86.52%	76.31%	71.28%	86.39%	79.90%	87.27%	70.00%	78.51%
5/16/2020	69.28%	81.23%	78.69%	74.83%	84.39%	81.32%	72.62%	84.32%	78.86%
5/23/2020	70.08%	74.38%	71.81%	74.14%	83.48%	75.41%	84.58%	74.83%	75.61%

Source: Postal Service Employee Availability Dashboard - City Delivery.

## Finding #3: Late Distribution-Up Time

The biggest impact on customer service operations was meeting scheduled mail distribution to carrier routes, known as distribution-up time (DUT). While each of the 14 units had late DUTs on several days between March 13 and May 31, 2020, 10 of the delivery units (71 percent) experienced increased delays, the longest of which ranged from an hour to over five hours (316 minutes) in meeting their distribution time goal (see Table 10). The remaining four units did not experience an increase in DUT due to the pandemic.

Table 10. Sample Units - Distribution Up-Time March 13 through May 31, 2020

District	Unit	On-Time or Early	Late	Total Scans	Percentage of Late and Missing	Low Late Minutes	High Late Minutes
Alabama		10	57	67	85	3	163
Alabama		0	66	67	99	31	316
Central Pennsylvania		21	46	67	69	4	187
Detroit		24	43	67	64	1	77
Detroit		30	37	67	55	4	107
Greater South Carolina		50	15	67	23	1	59
New York		1	63	67	94	5	233
New York		6	60	67	90	6	215
Sierra Coastal		34	33	67	49	1	130
Sierra Coastal		19	47	67	70	1	172

Source: OIG analysis of Postal Service data from the Scan Point Management system.

Late mail distribution occurred due to operational challenges resulting from late mail arrivals, extra mail trips from the mail processing plants, and low employee availability, as stated earlier in the report. Specifically, OIG analysis of Surface Visibility<sup>19</sup> data showed that seven of the 14 units (50 percent) experienced increased late or extra trips dispatched from P&DCs from March through May 2020, compared to the SPLY (see Table 11).

<sup>19</sup> The system used to track the movement of mail from end-to-end in the dispatch and transportation process from mail processing facilities to delivery units and other processing facilities.

Table 11. Selected Units with Increased Late and Extra Trips from March to May 2020 Compared to the SPLY

District	Unit	P&DC	Late Trips	Extra Trips
Detroit		Detroit (MI) NDC & P&DC		X
Detroit		Detroit (MI) NDC & P&DC	X	
Greater South Carolina		Columbia (SC) P&DC		X
New York		Morgan Station (NY) P&DC		X
New York		Morgan Station (NY) P&DC		X
Sierra Coastal		Santa Clarita (CA) P&DC	X	X
Sierra Coastal		Santa Clarita (CA) P&DC		X

Source: OIG analysis of ASR-Surface Visibility data.

While operations at these delivery units were impacted by the pandemic, the Postal Service did not have to activate its COOP, which provides instructions to redirect the mail if delivery units were shut down due to the pandemic.

To help keep customer service and delivery operations running efficiently and effectively, management at the delivery units and districts implemented numerous modifications from the COVID-19 playbook. Specifically, to modify and mitigate deviations from normal operations<sup>20</sup>, management:

- Prioritized Express Mail and packages over First-Class Mail and flats when needed.
- Changed and temporarily adjusted clerk start times.
- Scheduled regular city letter carriers to maximize office pivoting opportunities.
- Extended carrier street times and canceled scheduled days off.

- Established temporary delivery points and alternate delivery locations.
- Redirected mail to temporary mail receptacles where screening would not be necessary for some businesses and nursing homes.
- Placed mail on hold at the delivery post office and allowed the customer to pick up daily, weekly, or as agreed to with the customer.

In addition, management used memorandums of understanding between the Postal Service and the unions to modify staffing, which allowed management to:

- Share PSEs, City Carrier Assistants,<sup>21</sup> and Rural Carrier Associates<sup>22</sup> with understaffed units.
- Hire PSEs and Temporary Carriers<sup>23</sup> to replace absent regular clerks and city and rural letter carriers.

<sup>20</sup> This also included essential service letters, alternate delivery agreement for screening, and letters to customers regarding COVID-19 screening.

<sup>21</sup> Full-time alternates for regular letter carriers.

<sup>22</sup> A noncareer bargaining unit employee with an indefinite appointment assigned as a leave replacement on one to three established rural routes during the absence of the regular rural carriers.

<sup>23</sup> According to an agreement between the Postal Service and the National Association of Letter Carriers, Temporary Carrier Assistants would be hired to replace city letter carriers absent due to COVID-19. This agreement was established on March 30, 2020 and expires on December 31, 2020.

- Expand their ability to adjust delivery routes.
- Adjust clerk and carrier schedules that are normally restricted to address operational needs.

Due to modification and mitigation measures taken by management, we will not make a recommendation on this issue.

## Finding #4: Improve Prioritization of Medical Mail

While the CARES Act directs the Postal Service to prioritize the delivery of postal products for medical purposes, we found that employees had a difficult time consistently identifying and prioritizing packages containing medical products. Specifically, this mail could only be identified by clerks and carriers shaking mailpieces to try to identify those containing medicine, or through carriers' prior knowledge of customers on their routes who regularly receive medical mail. In addition, district management stated that if it is not evident that a mailpiece is for medical purposes, employees have no way of knowing to prioritize these mailpieces. Moreover, area management stated that they collectively decided to prioritize the delivery of all packages, to ensure delivery of medical mail.

Furthermore, the number of C360 customer inquiries showed medical mail delivered late by more than two days increased from to percent during the period of March 13 through May 31 compared to pre-pandemic levels.<sup>24</sup>

Nationally, the number of late medical mailer packages<sup>25</sup> increased from to about percent). At the 13<sup>27</sup> delivery units, the number of late medical mailer packages increased from to percent) during the early stages of the pandemic compared to pre-pandemic levels (see Table 12). This occurred because the Postal Service does not have a standardized automated process to enable priority delivery of medical mail.

The Postal Service has technology available that may help prioritize the delivery of medical products, while protecting medical mail and the privacy of customers.

The Postal Service has the ability to track medical mail through barcoding and/or Imprint Indicia<sup>28</sup> as a paid service and to use this tracking internally to measure successful delivery.

Barcoding: Opportunities exist to embed an identifier in a barcode for packages to allow the Passive Adaptive Scanning System (PASS) to identify those packages as containing medical supplies. "The Postal Service does not have a standardized automated process to enable priority delivery of postal products for medical purposes."

Information about an individual mailpiece or package is available using barcodes appearing with Intelligent Mail, Information Based Indicia, Express Mail labels, customs forms, extra services forms, and destination ZIP Codes. For example, there is an identifier that can be encoded in a barcode that alerts the distribution clerk to place a package on vacation hold. A similar identifier could be embedded in the barcode to allow the PASS to identify the package as a medical product.

Imprint Indicia: To account for packages entering the mail stream without a barcode, technology can be used to add an identifier to the Imprint Indicia to assist in identifying a package as containing a medical product. For business mail, the Imprint Indicia may be four to five lines long to include the class of mail, the words "U.S. Postage Paid", the city and state where the permit is held, and the word "Permit" with the permit number. The fifth line of the Imprint Indicia could be embedded with a code or symbol unrecognizable to the public that would assist with identifying the package as a medical product.

During further discussions, area managers agreed there is technology available to assist with prioritizing medical mail and believed a working group could help with identifying a procedure to prioritize this type of mail. However, this technology is not used to prioritize the delivery of medical products.

<sup>24</sup> Customer inquiries reviewed prior to the pandemic from January 1 through March 12, 2020.

<sup>25</sup> These medical mailers have a Negotiated Service Agreement to identify shipments containing pharmaceutical and medical supplies to allow customers to track their shipments.

<sup>26</sup> Nationally, medical mailer package volume increased from to percent

<sup>27</sup> Allen Park pharmaceutical data was not available and therefore was not included.

<sup>28</sup> Imprinted designation and markings on mail that denote postage payment (e.g., permit imprint, metered postage, and PC Postage products). Broadly, the term can include postage stamps.

**Table 12. Medical Mail Volume and Late Medical Mail Volume** 

		March 15 to June 2, 2019			Marc	ch 13 to May 31, 2	2020	Increa	se from 2019 to	2020
District	Unit	Destination on Time	Destination Total Volume	Late Volume	Destination on Time	Destination Total Volume	Late Volume	Increase in Destination Total Volume	Increase in Late Volume	Percent Increase in Late Volume
		_								-
						_				
		_								
		=		•	-					
		-								
	_	_	=	=	_	_		_		_
				•						
				-						

Source: OIG analysis of package volumes EDW – Product Performance Report.

We believe incorporating barcode scanning technology could be a good business practice to improve the prioritization and delivery of medical products as well as improve operational efficiency, customer service, and visibility to the customer, all while protecting customer privacy.

Without a standardized automated process for identifying, tracking, and prioritizing medical mail, the Postal Service is hampered in fulfilling their role and responsibility to prioritize this type of mail during the COVID-19 pandemic.

#### Recommendation #1

We recommend the Chief Retail and Delivery Officer and Executive Vice President coordinate with the Chief Logistics and Processing Operations Officer and Executive Vice President, to establish a working group to perform a feasibility study on the potential implementation of a standardized automated process to identify and prioritize medical mail.

# Finding #5: Rural Carrier Employee Availability Dashboard

While the Postal Service used an Employee Availability dashboard to help identify potential installations, cities, and districts which were experiencing significant impacts due to reduced employee availability, this dashboard did not include data on rural carriers. Rural delivery is a critical component of mail services and is responsible for about 34 percent of mail delivery across the nation.

Thirteen of the 14 delivery units we reviewed had rural delivery, as stated earlier in the report. Specifically, nine of the 13 delivery units with

"The Employee Availability dashboard did not include data on rural carriers.
Rural delivery is a critical component of mail service and is responsible for about 34 percent of mail delivery across the nation."

rural routes were significantly impacted by the increase in package volume. For

example, one unit was significantly impacted by increase in package volume and low employee availability. According to management at one delivery unit, rural carriers and rural carrier associates worked over 10-hour days six days a week. Management also had to schedule rural carriers to work extra hours delivering packages during the week as there were 12 rural carrier vacancies. Moreover, on the day of our site visit, the manager instructed the rural carriers that the day was a mandatory overtime day as two carriers called in sick and no one was available to cover the routes.

According to Postal Service Enterprise Analytics staff, rural carrier employee data was not included in the employee availability dashboard because rural carrier data in TACS, the Postal Service official timekeeping system, is not real time, live data. This data is integrated into the timekeeping system at the end of the pay period, unlike clerk and city carrier time charges in TACS, which occur daily.

While the rural carrier work hour data is not available in real time, area management stated it would be beneficial to include rural employee availability data in the dashboard in the future to provide visibility. In our opinion, capturing rural employee availability in the dashboard is a good business practice to provide comprehensive data and the capability to review trends over time and identify when employee availability is improving.

#### Recommendation #2

We recommend the Chief Retail and Delivery Officer and Executive Vice President coordinate with the Chief Technology Officer and Executive Vice President to integrate rural carrier employee data into the employee availability dashboard.

## Finding #6: Alerting of Late Mail Arrivals

Customer service operations did not always receive consistent alerts that mail would be arriving late from P&DCs. This occurred because the Postal Service does not have a standardized, automated process to alert delivery units of late arriving mail. Our discussions with delivery unit management identified that eight of 14 delivery units (57 percent) received inconsistent notification of late mail arrivals from P&DCs. These alerts are more critical during times of crisis because

delivery unit managers or anyone temporarily acting as a manager need that data on late mail arrivals to make staffing decisions. The OIG made a recommendation on this issue in a previous report.<sup>29</sup> Management responded that they are currently piloting the Volume Arrival Profile, which will provide late mail alerts to all delivery units. The expected implementation date is February 28, 2021; therefore, we will not make a recommendation at this time.

## **Finding #7: Customer Communication**

Overall, we found the Postal Service coordinated and communicated regularly with commercial mail customers using various communication channels including notifications on USPS.com, industry alerts, service alerts, and newsletters. In addition, the Postal Service conducted weekly meetings with the mailing industry to inform them of any operational changes that impacted mailer operations during the pandemic. They also launched a COVID-19 Response Email Campaign that included messaging designed to reassure commercial mail customers that they could expect minimal impact on their operations.

While the Postal Service communicated regularly with commercial mail customers, an opportunity exists to better evaluate the effectiveness of those communications. The Postal Service did not have procedures in place for obtaining timely feedback to evaluate their communications with commercial mail customers.

The OIG conducted an online survey<sup>30</sup> and received responses from 118 mailers who received communications from the Postal Service regarding operational changes as a result of COVID-19. Of the

"The Postal Service did not have procedures in place for obtaining timely feedback to evaluate their communications with commercial mail customers."

118 respondents, 70 (about 59 percent) said they were somewhat satisfied or very satisfied with the Postal Service's communication efforts and 26 respondents

(22 percent) stated they were neutral with respect to those communications. Twenty-two respondents (about 19 percent) stated they were somewhat dissatisfied or very dissatisfied with the communication they received (see Figure 6). We also noted during our survey that although the Postal Service communicated information to mailers, some mailers stated that the Postal Service could have communicated facility disruptions in a more timely manner and that these disruptions were relayed to them after the mailer had already been adversely affected.

Figure 6. Mailer Satisfaction with Postal Service Communication related to COVID-19 Operations Changes

Value	Per	cent	Responses
Very Satisfied		29.7%	35
Somewhat Satisfied		29.7%	35
Neutral	2	22.0%	26
Somewhat Dissatisfied	1	10.2%	12
Very Dissatisfied		8.5%	10
			Totals: 118

Source: USPS OIG COVID Communication Survey, August 2020.

We also conducted five mailing industry roundtable meetings with mailers who represented the letter, flat, and parcel industries, to obtain mailer sentiment with regards to Postal Service communication efforts. While many of these mailers stated that the Postal Service was proactive in communicating COVID-19 related developments, some mailers stated timely data and communication alerting mailers of mail processing bottlenecks would have been beneficial. For example, one mailing group member stated that they did receive communication from the Postal Service during COVID Command Response Leadership team meetings; however, information regarding staffing shortages was not communicated to them. This information, if provided in advance, could have alerted mail owners of

<sup>29</sup> National Operational Assessment Customer Service and Delivery Operations (Report Number 19RG002DR000-R20, dated December 12, 2019).

<sup>30</sup> OIG survey was issued to determine if Postal Service communication with mailers was effective. The OIG surveyed commercial mail customers through mailing industry associations.

potential mail processing delays, or used to possibly induct their mail at a different location to avoid any delays. Additionally, one of the package mailers stated that the Postal Service could have been more transparent regarding service standard issues that related to a specific location (e.g. plant or delivery unit).

The COVID-19 Diversion Notification Request Log identified five business mail entry units (BMEU) that were temporarily closed. We issued questionnaires to customers who mail out of these BMEUs to gauge their satisfaction with Postal Service communication. We received responses from three mailers who stated the quality of the Postal Service's communication was generally effective; however, all three mailers stated the diversion information could have been disseminated in a timelier manner. Specifically, each mailer stated they were not given advanced notice of their BMEU closure and were made aware of the closure upon arrival at the facility. These mailers also stated that being notified of facility closures ahead of time is critical for making informed operational decisions.

Having procedures for evaluating their communications with commercial mailers would improve the timely identification of areas that need improvement. Industry best practices state that organizations should evaluate the effectiveness of their communication channels to continuously improve their communication strategies. For example, the Centers for Disease Control and Prevention's Crisis Plus Emergency Risk Communication guidance states that organizations responding to a public health emergency should evaluate the performance of their communication plan internally and externally and then use this information to revise communication plans. Additionally, the World Health Organization states organizations should ensure there is an evaluation mechanism to identify public communication strengths and weaknesses during and following the infectious disease events.

#### Recommendation #3

We recommend the **Chief Customer & Marketing Officer** and **Executive Vice President** establish a tool to obtain timely feedback to evaluate the effectiveness in communicating with commercial mail customers during extraordinary situations such as the COVID-19 pandemic.

#### **Benchmarking with Foreign Posts**

Postal Service officials asked the OIG to benchmark against other agencies or companies who have had similar COVID-19 challenges. We reviewed how seven Foreign Posts<sup>31</sup> responded to COVID-19 and made comparisons of the actions they implemented.

Our benchmarking results identified similar strategies implemented by both the Postal Service and Foreign Posts, including increasing their work force by hiring new employees, establishing alternating delivery services, delivering pension payments, expanding their delivery hours, using parcel lockers for mail delivery<sup>32</sup>, and prioritizing medical purposes mail.

# **Management's Comments**

Management agreed with the findings and recommendations 1 and 2 and agreed with the intent of recommendation 3. See Appendix D for management's comments in their entirety.

In response to recommendation 1, management agreed to convene a work group with representatives from Product Solutions, Processing Operations, Post Office Operations, Enterprise Analytics, and the General Counsel to conduct the feasibility study and provide the results to the Chief Retail and Delivery Officer, Chief Logistics and Processing Operations Officer, and the Chief Customer and Marketing Officer. The expected completion date is June 30, 2021.

In response to recommendation 2, management agreed that Enterprise Analytics will research and investigate technical solutions, costs, and benefits by January 29, 2021. Management will provide further information pending Enterprise Analytics' recommended approach.

<sup>31</sup> Canada Post, Royal Mail (U.K.), La Poste (France), Correos Express (Spain), Poste Italiane (Italy), Deutsche Post DHL (German), Australia Post.

<sup>32</sup> According to Postal Service, it considered using parcel lockers in the Southern Area, and then leveraged the parcel lockers from other companies to get the mail as close to customers as possible.

In response to recommendation 3, management agreed with the intent of the recommendation and stated that they have several avenues for the industry to provide feedback to the Postal Service's communication during a crisis. These avenues include weekly industry leadership calls, Mailers' Technical Advisory Committee (MTAC) meetings, MTAC industry pulse calls, MTAC user group calls, and one-on-one discussions with commercial customers and other industry members. Management added they will make necessary adjustments to existing communications based on industry and customer feedback as demonstrated by the revisions to add proactive industry alerts. These include information on the Postal Service Alerts page during the COVID crisis, adding a Business Frequently Asked Questions page, expansion of the international service impact information on Postal Service Alerts, and industry leadership conference calls. Management will continue evaluating other methods of gaining necessary feedback from commercial businesses and determine the feasibility of implementation. The expected completion date is June 30, 2021.

### **Evaluation of Management's Comments**

The OIG considers management's comments responsive to the recommendations in the report.

All recommendations require OIG concurrence before closure. Consequently, the OIG requests written confirmation when corrective actions are completed. Recommendations should not be closed in the Postal Service's follow-up tracking system until the OIG provides written confirmation that the recommendations can be closed.

# **Appendices**

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# **Appendix A: Additional Information**

# **Scope and Methodology**

The scope of our audit was mail service during the COVID-19 pandemic from March through May 2020. We judgmentally selected 21 sites (seven P&DCs and 14 delivery units) using various data elements, including package volume, employee availability, DUT, delayed mail, customer inquiries, and scans made at the unit (see Tables 13 and 14).

Table 13. P&DC Fieldwork Sites

Facility Name	Location	In-Person or Virtual	Date of Management Interview
Columbia P&DC	Columbia, SC	In-Person	8/11/2020
Harrisburg P&DC	Harrisburg, PA	In-Person	8/3/2020
Detroit P&DC	Detroit, MI	Virtual	8/11/2020
New York, Morgan P&DC	New York, NY	Virtual	8/13/2020
Santa Clarita P&DC	Santa Clarita, CA	In-Person	8/11/2020
Birmingham P&DC	Birmingham, AL	Virtual	8/12/2020
Kansas City P&DC	Kansas City, MO	In-Person	8/10/2020

Source: OIG analysis.

**Table 14. Delivery Unit Fieldwork Sites** 

Unit Name	Location	In-Person or Virtual	Date of Management Interview
Blythewood Post Office	Blythewood, SC	In-person	8/11/2020
Myrtle Beach-Socastee Branch	Myrtle Beach, SC	In-person	8/13/2020
Camp Hill Post Office	Camp Hill, PA	In-person	8/5-6/2020
Newville Post Office	Newville, PA	In-person	8/4/2020
Detroit-Jefferson Station	Detroit, MI	Virtual	8/11/2020
Allen Park Post Office	Allan Park, MI	Virtual	8/9/2020
New York City-Lenox Hill Station	New York, NY	Virtual	8/4/2020
New York City- Manhatanville Station	New York, NY	Virtual	8/4/2020
Santa Clarita Post Office	Sant Clarita, CA	In-person	8/18/2020
Van Nuys-Panorama City Branch	Panorama City, CA	In-person	8/20/2020
Birmingham-Meadow Brook Station	Birmingham, AL	Virtual	8/6/2020
Birmingham-Irondale Branch	Irondale, AL	Virtual	8/13/2020
Kansas City-Kansas City Main Office Station	Kansas City, MO	In-person	8/12/2020
Kansas City-Longview Station	Kansas City, MO	In-person	8/13/2020

Source: OIG analysis.

To accomplish our objective, we:

- Obtained and analyzed various data elements, including service performance scores, package volume, employee availability, DUT, late and extra trips, and customer inquiries.
- Reviewed and analyzed the Postal Service COVID-19 playbook and supporting documents to review the actions taken by the Postal Service to keep service running during the pandemic.
- Performed site observations and conducted interviews with mail processing, customer service, and delivery unit management to determine the impact of the pandemic and identify any mitigating actions taken.
- Conducted a survey of Postal Service commercial customers and met with mailing industry groups to discuss and determine the effectiveness of Postal Service communication.
- Interviewed Postal Service Headquarters, area, district, mail processing, Customer Service and Delivery, and Sales and Marketing personnel to discuss mail service and communication with stakeholders.
- Interviewed unions to obtain their perspective on the impact of the pandemic on mail service.

To determine how the Postal Service performed during the pandemic, our audit focused on the following key areas:

### **Mail Processing and Transportation**

The Postal Service uses a network of distribution centers to sort and process mail for final destination delivery. As part of its five-year strategic plan, the Postal Service's Optimize Network Platform initiative is responsible for evaluating, right-sizing, and equipping the mail processing infrastructure and transportation networks to increase operating efficiency, reduce costs, and improve reliability.

The Postal Service is subject to a universal service obligation to ensure all customers receive a minimum level of service at a reasonable price. Service standards specify timeliness targets for delivering mail after receiving it from

a customer and service performance targets for each mail product measure achievement based on how much mail met service standards.

#### **Customer Service and Delivery**

Customer service operations use clerks and non-career PSEs to support delivery operations by sorting and distributing non-route sequenced letter and flat mail to the carriers. These employees also receive, sort, and distribute packages received from mail processing facilities as well as packages that are taken directly to delivery units by mailers for delivery to their customers.

The Postal Service is obligated to deliver mail six days a week to most U.S. residents, every day except Sunday. Additionally, beginning October 2013, the Postal Service began Sunday package delivery. Postal Service operations on Sunday differ from those followed on the other six days of the week and are performed at designated Postal Service hubs. A hub is a delivery unit set up to accept, sort, and deliver packages on Sunday destined for addresses served by the hub. Delivery Operations uses city letter carriers and rural carriers, assisted by City Carrier Assistants and Rural Carrier Associates, to deliver mail.

#### **Customer Communication**

The Postal Service uses numerous customer service channels to communicate with its commercial mail customers. Business Customer Support & Service is a dedicated nationwide network that provides service support to qualified business customers for service issues, information, and requests. There are also numerous customer service feedback mechanisms that capture customer sentiments regarding the Postal Service's ability to provide sufficient customer service such as surveys, customer service dashboards, Customer Insights 2.0, and Customer 360 comments.

We conducted this performance audit from July 2020 through January 2021 in accordance with generally accepted government auditing standards and included such tests of internal controls as we considered necessary under the circumstances. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objective. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions

based on our audit objective(s). We discussed our observations and conclusions with management on December 9, 2020, and included their comments where appropriate.

We assessed the reliability of Service performance scores from Informed Visibility, package volume from eFlash and EDW, DUT from the Scan Point

Management System, employee availability data from Postal Service dashboard and TACS, customer inquiry data from Customer 360, late and extra trips from ASR – Surface Visibility, by testing the completeness and reasonableness of the data and interviewing Postal Service officials knowledgeable about the data. We determined that the data were sufficiently reliable for the purposes of this report.

### **Prior Audit Coverage**

Report Title	Objective	Report Number	Final Report Date	Monetary Impact
Employee Safety - Postal Service COVID-19 Response	Assess the Postal Service's response to the COVID-19 outbreak regarding the safety of its employees	20-259-R21	11/20/2020	None
Deployment of Operational Changes	Provide our evaluation of operational changes to management with recommendations for corrective actions.	21-014-R21	11/06/2020	None
Operational Changes to Mail Delivery	Address specific concerns related to Postal Service changes put in place after the Postmaster General was sworn in June 15, 2020, and their effect on operations; whether the changes comply with internal policies and legal requirements and sufficient notice was provided to Congress and customers; and whether the Postmaster General complied with ethical requirements.	20-292-R21	10/19/2020	None

# Appendix B: Changes in Service Performance Scores

**Table 15. Changes in Service Performance Scores Non-Competitive Products** 

Mail Class	Product	March - May 2019 Average	March - May 2020 Average	Increase or Decrease from 2019
	Overnight Presort	95.9	95.52	-0.38
	2-Day Presort	90.21	87.91	-2.31
	2-Day Single Piece	91.71	86.95	-4.76
	3-5 Day Presort	89.37	87.6	-1.77
First-Class Mail	3-5 Day Single Piece	82.08	75.7	-6.37
First-Class Mail	3-5 Day Surface	88.33	83.84	-4.49
	Presort Letters	92.52	91.17	-1.34
	Presort Flats	79.16	72.11	-7.05
	Single Piece Letters	90.16	84.17	-5.99
	Single Piece Flats	78.05	71.98	-6.07
	End-to-End	66.36	72.36	6.01
	Destination Entry	94.24	93.18	-1.06
	Destination Delivery Unit (DDU)	83.71	80.58	-3.13
Marketing Mail	Destination Sectional Center Facility (DSCF) Letters	94.62	94.75	O.13
	DSCF Flats	92.09	85.18	-6.9
	Destination Network Distribution Center (DNDC) Letters	94.25	92.69	-1.56
	DNDC Flats	90.82	84.77	-6.05

Mail Class	Product	March - May 2019 Average	March - May 2020 Average	Increase or Decrease from 2019	
	End-to-End	76.75	68.85	-7.91	
	Destination Entry	88.12	80.43	-7.68	
Periodicals	DDU	82.15	71.55	-10.6	
	DSCF Flats	88.08	80.39	-7.69	
	DNDC Flats	85.62	79.35	-6.27	
Package Services	Bound Printed Matter	56.86	53.12	-3.73	

Source: Informed Visibility.

Table 16. Changes in Service Performance Scores Competitive Products<sup>33</sup>

Mail Class	Product	March - May 2019 Average	March - May 2020 Average	Increase or Decrease from 2019
First Class Backsons	2-Day			
First-Class Packages	3-5 Day			
	1 Day Surface			
	2 Day Surface			
Priority Mail	3 Day Surface			
Priority Mail	2 Day Air			
	3 Day Air			
	Express			
Dagkago Somiges	Retail Ground			
Package Services	Parcel Select DDU			

Source: Informed Visibility.

<sup>33</sup> Effective April 17, 2020, in response to the evolving mail needs during the COVID-19 pandemic, the Postal Service included an additional transportation day for Priority 2 and 3 day mail and First Class packages. Service performance scores for these products reflect these changes.

# Appendix C: OIG Analysis of Service Performance Scores at Selected Mail Processing Facilities<sup>32</sup>

Mail Class	Product		Birmingha	am P&DC*	Columb	Columbia P&DC		Detroit P&DC		Harrisburg P&DC		ity P&DC	New York P&DC		Santa Clarita P&DC	
	Overnight	2020 / 2019	98.04	97.09	97.34	97.44	73.42	96.31	97.34	97.58	97.46	96.18	53.5	88.07	96.34	95.93
	Presort	Difference	0.	95	-(	D.1	-22.	89	-0	.24	1.2	28	-34	1.57	0.41	
	2-Day	2020 / 2019	96.78	95.94	94.94	95.12	55.83	94.66	94.4	95.3	96.17	96.56	67.53	88.59	97.03	97.8
	Presort	Difference	O.:	84	-C	).17	-38	.82	-(	0.9	-0.	.39	-21	.06	-0	.77
	2-Day	2020 / 2019	93.65	94.41	96.09	95.66	57.3	90.65	93.84	94.69	95.41	94.99	62.59	86.25	94.41	94.13
	Single Piece	Difference	-0	.76	0.43		-33	.35	-0	.84	0.	42	-23	3.66	0.	28
	3-5 Day	2020 / 2019	93.83	93.69	94.25	95.23	57.22	93.28	94.57	94.63	94.7	93.68	65.65	88.99	94.23	94.01
	Presort	Difference	0.	14	-0	.98	-36	.06	-0	.06	1.0	02	-23	3.35	0	.21
i <u>e</u>	3-5 Day	2020 / 2019	85.86	86.75	86.91	89.12	38.47	83.43	84.51	86.03	85.38	86.01	45.04	76.52	86.21	89.05
ass M	Single Piece	Difference	-0.	.89	-2	-2.21		-44.96		-1.52		64	-31.48		-2.84	
First-Class Mail	3-5 Day	2020 / 2019	93.02	93.72	93.55	94.75	56.26	93.33	94.9	94.98	93.55	92.63	60.93	86.15	95.31	95.54
谎	Surface	Difference	-0	.71	-1.2		-37	.07	-0	.08	0.	92	-25	5.22	-0	.23
	Presort	2020 / 2019	95.44	94.77	95.18	95.7	58.85	94.51	95.6	95.7	95.96	95.13	66.91	89.16	94.98	95.02
	Letters	Difference	0.	67	-0	.52	-35	.66	-(	0.1	0.	83	-22	2.25	-0	.04
	Presort	2020 / 2019	43.33	69.13	85.28	87.83	39.82	77.57	84.97	86.67	80.72	81.85	40.02	81.29	85.18	87.72
	Flats	Difference	-2!	5.8	-2	.55	-37	<b>'</b> .75	-	1.7	-1.	13	-41	.26	-2.	54
	Single Piece	2020 / 2019	92.29	92.98	94.16	94.38	53.67	89.8	93.21	93.95	93.53	93.27	59.72	85.28	92.46	93.06
	Letters	Difference	-0.	.69	-0	.22	-36.13		-o	).74	0.	26	-25	5.56	-(	0.6
	Single Piece	2020 / 2019	No Score	0	86.82	86.17	29.59	70.37	78.15	82.64	77.24	78.16	38.09	74.12	77.19	80.89
	Flats	Difference	No S	Score	0.	65	-40	).78	-2	1.5	-0.	.92	-36	5.03	-3	69

<sup>34</sup> The yellow highlights indicate products that had double digit service declines.

Mail Class	Product		Birmingham P&DC*		Columbia P&DC		Detroit P&DC		Harrisburg P&DC		Kansas City P&DC		New York P&DC		Santa Clarita P&DC	
Marketing Mail	End-to-End	2020 / 2019	76.35	72.11	79.13	60.29	49.28	68.46	70.37	61.34	72.46	70.03	44.16	57.16	79.71	72.97
		Difference	4.24		18.84		-19.18		9.04		2.43		-13		6.74	
	Destination Entry	2020 / 2019	97.98	97.27	97.75	97.2	42.9	94.16	96.62	96.23	97.17	95.69	50.77	88.73	98.33	98.27
		Difference	0.71		0.55		-51.25		0.39		1.49		-37.97		0.06	
	DDU	2020 / 2019	No Score	0	No Score	0	100	0	28.89	0	50.79	2.21	0	0	0	0
		Difference	No Score		No Score		100		28.89		48.57		0		0	
	DSCF Letters	2020 / 2019	98.31	97.21	97.8	97.51	41.45	94.22	97.81	96.58	97.36	95.64	49.81	89.92	98.53	98.59
		Difference	1.1		0.29		-52.77		1.23		1.72		-40.11		-0.06	
	DSCF Flats	2020 / 2019	66.99	88.51	92.41	92.53	51.9	89.73	93.75	93.62	93.72	91.4	56.05	76.4	96.91	95.6
		Difference	-21.52		-0.12		-37.83		O.13		2.31		-20.35		1.31	
	DNDC Letters	2020 / 2019	95.73	97.82	99	97.89	48.24	96.12	84.38	95.03	98.86	98.97	58.16	87.45	97	97.01
		Difference	-2.09		1.11		-47.88		-10.65		-0.11		-29.29		-0.01	
	DNDC Flats	2020 / 2019	71.61	89.2	96.26	92.3	35.13	81.82	76.45	93.5	96.71	96.67	45.06	79.88	92.85	88.94
		Difference	-17.59		3.96		-46.7		-17.05		0.05		-34.82		3.91	
Periodicals	End-to-End	2020 / 2019	65.35	74.15	79.29	79.3	28.1	57.81	76.66	81.06	69.18	72.32	47.78	72.59	63.67	63.11
		Difference	-8.8		-0.01		-29.71		-4.4		-3.14		-24.8		0.56	
	Destination Entry	2020 / 2019	59.71	83.61	91.56	90.88	40.94	85.59	87.18	90.02	91.99	90.82	51.1	73.08	92.71	88.7
		Difference	-23.9		0.68		-44.65		-2.84		1.17		-21.98		4.02	
	DSCF Flats	2020 / 2019	59.69	85.65	91.63	90.87	41	85.67	87.24	90.23	91.98	90.8	51.12	72.94	92.7	88.6
		Difference	-25.96		0.76		-44.66		-2.99		1.18		-21.82		4.1	
	DNDC Flats	2020 / 2019	35.07	86.51	83.79	91.9	32.42	62.85	80.5	70.66	95.4	96.65	43.12	79.23	92.84	91.81
		Difference	-51.44		-8.11		-30.43		9.84		-1.25		-36.11		1.03	
Package Services	Bound Printed Matter	2020 / 2019	31.78	0	77.02	43.21	10.22	30.11	55.09	54.65	61.98	58.69	32.46	38.68	70.87	65.13
		Difference	31.78		33.81		-19.88		0.45		3.29		-6.22		5.74	

Source: Informed Visibility.
\*Birmingham mail was processed between the Birmingham P&DC and the Birmingham Annex. However, these numbers reflect the mail processed at the P&DC.

# Appendix D: Management's Comments



December 28, 2020

JOSEPH E. WOLSKI DIRECTOR, AUDIT OPERATIONS

SUBJECT: Mail Service During the Early Stages of the COVID-19 Pandemic (Project Number 20-275)

In the draft report for project number 20-275, Mail Service During the Early Stages of the COVID-19 Pandemic, you made the following recommendations:

#### Recommendation #1:

We recommend the Chief Retail and Delivery Officer and Executive Vice President coordinate with the Chief Logistics and Processing Operations Officer and Executive Vice President, to establish a working group to perform a feasibility study on the potential implementation of a standardized automated process to identify and prioritize medical mail.

#### Management Response/Action Plan:

Management agrees with this recommendation. Management will convene a work group with representatives from Product Solutions, Processing Operations, Post Office Operations, Enterprise Analytics and the General Counsel to conduct the feasibility study and provide the results of the study to the Chief Retail and Delivery Officer, Chief Logistics and Processing Operations Officer and the Chief Customer and Marketing Officer,

Target Implementation Date:

June 2021

Responsible Official:

Vice President, Product Solutions

#### Recommendation #2:

We recommend the Chief Retail and Delivery Officer and Executive Vice President coordinate with the Chief Technology Officer and Executive Vice President to integrate rural carrier employee data into the employee availability dashboard.

#### Management Response/Action Plan:

Management agrees with this recommendation. The VP, Enterprise Analytics will investigate technical solutions, costs, and benefits to provide a recommended approach and timeline based on those findings by January 29th.

#### Target Implementation Date:

Pending Enterprise Analytics research and recommended approach

#### Responsible Official:

Vice President, Enterprise Analytics

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#### Recommendation #3:

We recommend the Chief Customer & Marketing Officer and Executive Vice President establish a tool to obtain timely feedback to evaluate the effectiveness in communicating with commercial mail customers during extraordinary situations such as the COVID-19 pandemic.

#### Management Response/Action Plan:

Management agrees with the intent of this recommendation. Management already has several avenues for the industry to provide feedback to the communication during a crisis via weekly industry leadership calls, Mailers' Technical Advisory Committee (MTAC) meetings, MTAC industry pulse calls; MTAC user group calls and one-on-one discussions with commercial customers and other industry members.

Management will make necessary adjustments to existing communications based on industry and customer feedback as demonstrated by the revisions to add proactive industry alerts and the USPS Service Alerts page during the COVID crisis, adding a Business FAQ page, expansion of the international service impact information on USPS Service Alerts, and the industry leadership conference calls. Management will continue to evaluate other methods of gaining necessary feedback from commercial businesses and determine the feasibility of implementation.

Target Implementation Date: June 2021

Responsible Official: Vice President, Product Solutions

E-SIGNED by Kristin A Seaver on 2020-12-29 06:53:17 CST

Kristin A. Seaver Chief Retail & Delivery Officer and Executive Vice President

E-SIGNED by Steven.W Monteith on 2020-12-28 15:53:59 CST

Steven W. Montieth
Chief Customer & Marketing Officer
and Executive Vice President

E-SIGNED by Isaac.S Cronkhite on 2020-12-28 16:04:48 CST

Isaac S. Cronkhite Chief Logistics & Processing Operations Officer and Executive Vice President

E-SIGNED by Jeffrey.C Johnson on 2020-12-28 15:23:27 CST

For - Scott Bombaugh Chief Technology Officer and Executive Vice President

cc: Garrett M. Hoyt, Manager Client Services Michael A. Swigart, Executive Director Preparedness and Response Pat Mendonca, Senior Director Sally Haring, Manager Corporate Audit Response Management

# OFFICE OF INSPECTOR GENERAL

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