

OFFICE OF INSPECTOR GENERAL UNITED STATES POSTAL SERVICE

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Delivering Results, Innovation, Value, and Efficiency 3 – Optimize Retail Platform

Audit Report

Report Number CP-AR-16-008

July 13, 2016



OFFICE OF INSPECTOR GENERAL UNITED STATES POSTAL SERVICE

Highlights

Management made a \$276 million change to a roadmap metric's FY 2016 target in the charter without submitting a change request for the ELT's approval.

Background

In fiscal year (FY) 2011, the U.S. Postal Service's Executive Leadership Team (ELT), consisting of senior level managers, developed a plan for profitability under the Delivering Results, Innovation, Value, and Efficiency (DRIVE) initiative framework. This framework was designed to improve business strategy development and execution. Currently, there are 14 active DRIVE initiatives, including DRIVE Initiative 3 – Optimize Retail Platform.

The DRIVE Initiative 3 charter outlines its nine roadmaps for optimizing retail channels and access points, simplifying retail products and services, and enhancing the customer's experience. These project roadmaps are intended to contribute to the initiative's overall goals of creating a sustainable retail network, optimizing content and product offerings, and creating a transformative customer centric retail environment.

Our objective was to determine whether DRIVE Initiative 3 used established DRIVE project management processes.

What the OIG Found

Generally, management followed DRIVE project management processes; however, there were two exceptions that did not significantly impact the overall success of the DRIVE initiative. Management made a \$276 million change to a roadmap metric's FY 2016 target in the charter without submitting a change request for the ELT's approval. Management considered this change an update that did not require a formal change request.

Postal Service policy requires a change control form for changes to charters and full ELT approval if the change adjusts the initiative's financial target by \$100 million or more.

Additionally, the Strategic Management Office manager initially requested and approved two exception requests, which is contrary to the requirement that different individuals request and approve them. Management realized this was an error and the requests were resubmitted; however, the new requestor was not authorized to submit exception requests.

These actions may increase the risk the initiative will not meet its goals and objectives, and the ELT will not be able to accurately evaluate Drive Initiative 3.

What the OIG Recommended

We recommended management reiterate DRIVE policy to specifically address submission of a change request or justification for charter roadmap metric changes, segregation of duties, and adherence to controls for the exception requests policy.

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Transmittal Letter

OFFICE OF INSPECTOR GENU UNITED STATES POSTAL SE	
July 13, 2016	
MEMORANDUM FOR:	KELLY M. SIGMON VICE PRESIDENT, RETAIL AND CUSTOMER SERVICE OPERATIONS EMIL J. DZURAY, JR. DIRECTOR, STRATEGIC PLANNING E-Signed by John Cihota
FROM:	John E. Cihota Deputy Assistant Inspector General for Finance, Pricing, and Investments
SUBJECT:	Audit Report – Delivering Results, Innovation, Value, and Efficiency Initiative 3 – Optimize Retail Platform (Report Number CP-AR-16-008)
	results of our audit of Delivering Results, Innovation, Value, and ptimize Retail Platform (Project Number 16TG008MI000).
questions or need addition	ration and courtesies provided by your staff. If you have any onal information, please contact Charles L. Turley, director, Cost, , or me at 703-248-2100.
Attachment	
cc: Corporate Audit ar	nd Response Management

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Findings

DRIVE Initiative 3 has nine roadmaps designed to optimize retail channels and access points, simplify retail products and services, and enhance the customer's experience.

Generally, management followed DRIVE project management processes. However, there were two exceptions that did not significantly impact the overall success of the DRIVE initiative.

Introduction

This report presents the results of our self-initiated audit of the U.S. Postal Service's Delivering Results, Innovation, Value, and Efficiency (DRIVE) Initiative 3 - Optimize Retail Platform (Project Number 16TG008MI000). Our objective was to determine whether DRIVE Initiative 3 used established DRIVE project management processes. See Appendix A for additional information about this audit.

Beginning in 2010, the U.S. Postal Service Board of Governors and Executive Leadership Team (ELT)¹ began a concerted effort to educate Congress, Postal Service employees, customers, and the public about the Postal Service's financial situation and options for improving it. In fiscal year (FY) 2011, the ELT developed a plan to be profitable under the DRIVE initiative framework.

DRIVE initiatives are designed to improve business strategy development and execution. Each DRIVE initiative focuses on a portfolio of strategic efforts intended to meet ambitious performance and financial goals. For FY 2016, there are 14 active DRIVE initiatives.

Each DRIVE initiative consists of roadmaps² and projects with annual and cumulative goals for cutting costs, growing revenue, and improving business performance. An initiative's charter outlines its goals and the roadmaps for reaching them. Every initiative has specific measurable outcomes that should be realistic and include deadlines. The Strategic Management Office (SMO)³ provides project management guidance and standardized processes⁴ for managing initiatives and reporting to the ELT.

The Technology Management Office System (TMOS) is a dashboard reporting and monitoring tool that allows the ELT to monitor the real-time health, quality, and timeliness of DRIVE projects. The SMO or roadmap owner⁵ manually enters project information into the TMOS, which uses a color-coded traffic light report to show progress.

DRIVE Initiative 3 has nine roadmaps designed to optimize retail channels and access points, simplify retail products and services, and enhance the customer's experience. These project roadmaps are intended to contribute to the overall initiative goals of creating a sustainable retail network, optimizing content and product offerings, and creating a transformative customer centric retail environment.

Summary

Generally, management followed DRIVE project management processes. However, there were two exceptions that did not significantly impact the overall success of the DRIVE initiative.

Management made a \$276 million change to a roadmap metric's FY 2016 target in the charter without submitting a change request for the ELT's approval. Management stated that this was an update and, therefore, did not require a formal change request. The *DRIVE Governance Controls Guide* states changes to charters require a change control form and the full ELT must approve them if they change the value of the initiative's financial target by \$100 million or more.

The ELT is a decision-making body consisting of senior advisors to the Postmaster General who consider and set the strategic agenda.

² A set of plans developed to achieve the DRIVE initiative's objectives by identifying key metrics, milestones, activities, interdependencies, and project risk.

³ The SMO helps senior management identify, develop, and implement strategic initiatives. The office uses a structured process that ensures strategic initiatives are supported by rigorously tested data, are aligned with corporate priorities, include appropriate cross-functional involvement, and deliver results.

⁴ DRIVE Governance Controls Guide, September 30, 2014, establishes the requirements and procedures for the DRIVE process.

⁵ The roadmap owner establishes and maintains the roadmap to achieve charter objectives.

Additionally, the SMO manager requested and approved two exception requests, which is contrary to the requirement that separate individuals request and approve them. Management indicated this was an error, and the requests were resubmitted; however, the new requestor was not authorized to submit exception requests.

These instances may increase the risk that the initiative will not meet its goals and objectives, and the ELT will not be able to accurately evaluate the initiative.

The DRIVE Governance Controls | Project Management Processes

Guide states that exceptions may be requested by the ELT sponsor, initiative lead, or the roadmap owner for the SMO manager's approval.

On December 23, 2015, management changed the Adjusted Alternate Access Revenue roadmap metric in the charter to \$3.3 billion without ELT approval. As of December 3, 2015, the Drive Initiative 3 charter indicated the FY 2016 target for the roadmap metric was \$3.1 billion. This change had a net impact of \$276 million (see Table 1). Management stated \$3.1 million was an estimate and on December 23 the Finance group determined the metric was \$3.3.million. Management considered the December 23 action an update that did not require a formal change request.

The *DRIVE Governance Controls Guide* states that charter development controls apply to charters that are new or updated as part of the annual corporate planning process. Changes to charters at other times are managed through the change control process. Further, it states that if an initiative's financial target is changed by \$100 million or more, full ELT approval is required.

Table 1. Charter Metric – Adjusted Alternate Access Revenue Metric Change Calculation



Source: U.S. Postal Service Office of Inspector General (OIG) analysis.

According to the charter, Adjusted Alternate Access Revenue is a key factor in achieving real revenue growth above the rate of inflation. When a change request is not completed and the rationale for the change is not communicated, there is an increased risk that the ELT will lack information it needs to provide optimum strategic direction.

Additionally, the SMO manager requested and approved exception requests for two roadmap metrics that were entered into the TMOS before financial targets were established. Requestor and approver roles should be assumed by different individuals responsible for documenting the exception log. The SMO manager recognized the error and the SMO liaison resubmitted the two exceptions as the "requester," with the SMO manager approving them. However, the SMO liaison is not authorized to request exceptions.

The DRIVE Governance Controls Guide states that exceptions may be requested by the ELT sponsor, initiative lead, or the roadmap owner for the SMO manager's approval.

⁶ We consider the unapproved metric change as other impact.

Corrective Action

The audit team identified a milestone date for one of the roadmap metrics was incorrectly entered into the TMOS as "November 16, 2016," instead of "November 16, 2015." The SMO manager took corrective action and updated the system; therefore, an audit recommendation was not warranted.

Recommendation

We recommended management reiterate DRIVE policy to specifically address submission of a change request or justification for charter roadmap metric changes, segregation of duties, and adherence to controls for the exception requests policy. We recommend the director, Strategic Planning:

- 1. Reiterate Delivering Results, Innovation, Value and Efficiency governance policy to initiative leads and roadmap owners, specifically addressing the requirements to:
 - a. Submit a change request or formal justification for changes to roadmap metric financial targets.
 - b. Segregate duties related to requesting and approving exceptions per the policy to deviate from an identified control.
 - c. Allow only appropriate management personnel to request and approve exceptions to deviate from an identified control.

Management's Comments

Management agreed with the recommendation and stated that it is part of their current process; therefore, no further actions are required.

Management also stated that the report contained information that was factually inaccurate. The report stated "...On December 23, 2015, management changed the Adjusted Alternate Access Revenue roadmap metric in the charter to \$3.3 billion without ELT approval." Management disputes that this statement is factually accurate. Management further states the referenced charter was a draft placeholder and agreed to by the ELT team. At a later date, the ELT team finalized and approved the Integrated Financial Plan (IFP) with the revised metric value. Management also stated that the metric was increased from the initial estimate; therefore, there was no monetary impact at risk. Management did not agree with the other impact of \$276 million.

See Appendix B for management's comments in their entirety.

Evaluation of Management's Comments

The OIG considers management's comments nonresponsive to the recommendation in the report since management will be taking no action.

The OIG reiterates the factual accuracy of the information in the report. Per the *Drive Governance Controls Guide*, full ELT approval is required if the value of initiative financial target is being changed by \$100 million or more. The ELT team agreed to the initial draft placeholder but, since the updated or rebaselined metric exceeded the \$100 million threshold prescribed by the governance, it warranted full ELT approval.

The OIG concurs the roadmap metric was increased from the initial metric; however, the governance does not delineate between increases or decreases in metrics to warrant ELT approval. The approval threshold was established at \$100 million to help mitigate the risk associated with increasing or decreasing a metric of this magnitude.

Management's assertion that the initial metric was a draft placeholder until the IFP was approved does not comply with the established governance. The control mechanism to communicate metric changes is the change request process. As the ELT team presented and agreed to the initial metric, whether a draft placeholder or not, the rebaselining of the metric in excess of the established threshold required full ELT team approval, via the change request process. This did not occur.

Management did not indicate that they would take corrective action for the recommendation as their position is that the recommendation is part of the current process. As the findings were not material to DRIVE Initiative 3, we will not pursue the matter through the audit resolution process and consider the recommendation closed, not implemented with the issuance of this report.

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Appendix A: Additional Information

Background

Beginning in 2010, the Postal Service Board of Governors and ELT began a concerted effort to educate Congress, Postal Service employees, customers, and the public about the Postal Service's financial situation and options for improving it. In FY 2011, the ELT developed a plan to be profitable under the DRIVE initiative framework.

The DRIVE process was designed to improve business strategy development and execution. DRIVE focuses on a portfolio of strategic initiatives to meet ambitious performance and financial goals. Currently, there are 14 DRIVE initiatives aligned with four core strategies⁷ and seven operational objectives.⁸

The DRIVE organizational structure refers to the three levels of management as initiatives, roadmaps, and projects. Roadmaps are the collection of program level activities critical to the success of an initiative. They consist of projects with clearly identified impacts and indicators, milestones, interdependencies, and risks. Each year the ELT sponsors recommend initiatives to include in the DRIVE portfolio (see Figure 1).

Figure 1. DRIVE Pyramid

Click on a segment of

the DRIVE Pyramid for breakdown of each level.

Source: TMOS DRIVE User Guide, dated October 16, 2015, page 8.

8 Grow revenue from innovation, core products, and markets; optimize the value of infrastructure; build competitive workforce of the future; improve customer experience; leverage technology to drive business value; strengthen financial and risk management capabilities; and assure executive transparency.

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⁷ Invest in the future, speed the pace of innovation, engage and empower employees, and support product growth through network efficiency.

The Postal Service established DRIVE in FY 2011 to improve its business strategy by identifying initiatives that:

- Contain significant and measurable outcomes that:
 - Have greater than \$50 million in revenue contribution or cost reduction.
 - Improve key stakeholder alignment.
 - Greatly enhance key capabilities.
 - Grow revenue from new products, markets, and customers.
- Aggressively address cost in the next few years to get ahead of the revenue plan.
- Are critical to either the short- or long-term success of the Postal Service.
- Require extensive cross-enterprise coordination and ELT visibility.
- Merit using top staff and resources.

The Postal Service originally established DRIVE with five key project management phases:

Initiation - define a new project, complete a project charter with measurable objectives, and authorize project launch.

Planning - define the course of action to achieve project objectives; and create and receive approval for the project scope, schedule, budget, resources, quality standards, and risk management plan.

Executing - perform the defined work, including managing the team and approving any changes to the plan.

Monitoring and Controlling - track, review, and report on the progress of the project. Analyze changes to plan schedules, costs, and scope; and manage necessary course corrections.

Closing - receive sign-off that project outcomes have met the objectives, close all activities, and archive documents and lessons learned.

The SMO manages projects through the TMOS by tracking performance and progress on milestones, risk, impacts, and roadmap completion. The TMOS is a color-coded traffic light dashboard view for executive and cross-functional insight into strategies, programs, and projects. The red, yellow, and green traffic light colors show changes from planned financial and non-financial metrics. The SMO has standardized processes for managing program initiatives and reporting to the ELT. These include criteria to approve and manage initiatives, such as formatting charters uniformly, reporting metrics quarterly, and communicating with project managers.

DRIVE Initiative 3 – Optimize Retail Platform consists of nine roadmaps to optimize retail channels and access points, simplify retail products and services, and enhance the customer's experience. The Postal Service's goal is to increase revenue, produce cost savings, and increase customer satisfaction.

Objective, Scope, and Methodology

Our objective was to determine whether DRIVE Initiative 3 used established DRIVE project management processes. The scope of this audit was the FY 2016 DRIVE 3 charter and nine roadmaps and their associated goals. To accomplish our audit objective we:

- Reviewed procedures and criteria related to DRIVE initiatives.
- Reviewed and evaluated the nine DRIVE Initiative 3 roadmaps and their respective goals in TMOS.
- Discussed DRIVE Initiative 3 project management with Retail and Customer Service personnel, including establishing metrics and milestones that align with overall portfolio goals.
- Reviewed, evaluated, and discussed the testing of roadmap milestones and established metrics with the SMO to determine whether the DRIVE planning processes were followed and whether established goals within the DRIVE portfolio were aligned.
- Reviewed and evaluated requests submitted to the SMO for changes to established milestones and metrics as well as the subsequent approval process. We discussed the approval process with SMO personnel and roadmap owners.
- Reviewed available reports in the TMOS to obtain information on DRIVE Initiative 3 project management and project lifecycles.
- Discussed the validation of reported results with roadmap owners, initiative leads, and SMO personnel.
- Reviewed and compared supporting documentation of project metrics with the metrics reported in the TMOS.

We conducted this performance audit from January through July 2016, 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. We discussed our observations and conclusions with management on June 9, 2016, and included their comments where appropriate.

We assessed the reliability of computer-generated data from the TMOS by comparing key information against separately prepared documents provided by management. We found project information is manually entered in the TMOS by the SMO manager or roadmap owners. Although we identified discrepancies, we determined that the data were sufficiently reliable for the purposes of this report.

Prior Audit Coverage

Report Title	Report Number	Final Report Date	Monetary Impact
U.S. Postal Service's Delivering Results, Innovation, Value, and Efficiency Initiative 51 – Leverage Technology and Data to Drive Business Value	MI-AR-16-003	12/23/2015	None
Report Results: DRIVE Initiative 57 whether DRIVE Initiative 51 is helping charter metrics measured the deploy savings. In one case, we conducted the projected \$6.7 million. Additional issues occurred because the SMO d agreed with all recommendations but followed to establish performance ta	g the Postal Service meet its ment or implementation of economic own performance analysic ly, managers did not follow pro- lid not ensure DRIVE governa t disagreed with the labor save	performance and financial goals. W quipment, systems, and processes is and determined the labor savings ocesses for updating the TMOS an ance and documentation procedure rings. Management also disagreed	Ve determined that 22 of the 33 rather than the performance and were about \$2 million less than d managing milestones. These s were followed. Management
U.S. Postal Service's Delivering Results, Innovation, Value, and Efficiency Management Initiative 25, Improve Customer Experience	MI-AR-16-001	11/16/2015	\$6.6 million
Report Results: The audit found the DRIVE 25 goals. Specifically, Consult Consumer and Industry Affairs group is intended to measure call center op Postal Service brand and increase for the next 4 years by not renewing the 12 of 21 goals and identified eight characteristic TMOS data and include characteristic construction.	mer and Industry Affairs man o instead of identifying goals to perations and customer satisfa oyalty and revenue. As a resu customer survey contract. W anges made to project goals	agement based project goals on da o improve business performance. In action, but managers did not develo It, the Postal Service could put abo de also found inconsistencies with d without proper authorization. Mana	aily business operations in the n addition, DRIVE Initiative 25 op processes to enhance the ut \$6.6 million to better use over ata reported in the TMOS for gement agreed they would
U.S. Postal Service's Delivering Results, Innovation, Value, and Efficiency Management Initiative 30, Achieve 100 Percent Customer and Revenue Visibility	MI-AR-15-004	6/12/2015	None
Report Results: The audit identified Specifically, two roadmaps had gaps removals to project milestones were Visibility goal of a 2 percent improver the project goal beyond past perform 4-to 6-week intervals and to follow D with one recommendation, stating the governance guidelines.	of more than 2 to 3 months is made in the TMOS without co ment per year is not bold and hance. Management agreed to RIVE governance when mak	between milestone dates. In addition completing the required change required change required change required change required change for an arrow of the state of	n, 83 changes, additions, or lest form. The Meter Product ny activities that would improve iblishing milestones at er, management disagreed

Report Title	Report Number	Final Report Date	Monetary Impact
U.S. Postal Service's Delivering Results, Innovation, Value, and Efficiency Initiative 43, Building a World-Class Package Platform	MI-AR-15-003	5/4/2015	None
Report Results: The audit found that package volume and a \$13.6 billion of underlying projects or establish a wat changes to and removal of project go because the SMO did not ensure DF with the recommendations; however, goals and charters.	domestic revenue net contribu by to accurately measure progra cals occurred without proper a RIVE governance and docume	tion by FY 2016. However, they did ress toward meeting the revenue ne authorization and separation of duti- entation procedures were followed.	I not include these goals in the et contribution goal. In addition, es. These issues occurred Management partially agreed
U.S. Postal Service's Delivering Results, Innovation, Value, and Efficiency Initiative 42, Market New and Existing Services	DP-AR-14-005	9/10/2014	None
Report Results: The audit found that and evaluating overall project metrics system in place to accurately measure was \$8 billion less than the combine audit process in DRIVE to promote a partially agreed with the recommend specific initiative targets.	s and revenue goals. Manage re achievement. Another goal d goals of the five underlying accountability and ensure that	ment established an FY 2014 rever was not aggressive and the cumul projects. These issues occurred be goals are measurable, realistic, an	nue goal of \$5.2 billion without a ative goal of DRIVE Initiative 42 cause there is no independent d accurate. Management
U.S. Postal Service's Delivering Results, Innovation, Value, and Efficiency Initiative 6, Improve Employee Availability	DP-AR-14-001	3/7/2014	None
Report Results: The audit found that five projects comprising the initiative of duties between the DRIVE initiative oversee DRIVE management. Mana made because the same person was project development management per to DRIVE.	were being accomplished out re lead and the RMO. We also gement agreed with our recor s both initiative lead and RMO	side of DRIVE. This occurred beca noted that there was no independ mmendations but disagreed that ch Management also stated that the	ause there was no separation ent internal audit process to anges to projects were not y used established DRIVE
Delivering Results, Innovation, Value, and Efficiency Management	DP-AR-13-008	6/19/2013	None
Report Results: The audit found the practices; however, it does not ensur regular audits and controls for each management process has not been control and provide reviews or "audit	e that projects will be success project at the program managed developed. Management agree	sful. DRIVE does not use an import er level. Further, a formal policy sup eed with our findings and recommen	ant best practice that requires oporting the overall program ndations yet thinks DRIVE does

Appendix B: Management's Comments



Management Response/Action Plan: Management agrees with these recommendations since they are part of the current process and the SMO followed the appropriate processes. No further action is required.

Target Implementation Date: Completed

Responsible Official: Director, Office of Strategic Planning

Kelly M. Sigmon Vice President, Retail and Customer Service Operations

nav Epril J. Dzuray, JF Director, Office of Strategic Planning

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cc: <u>CARMManager@usps.gov</u> J. O Smith, USPS Manager, Strategic Management Office



Contact us via our Hotline and FOIA forms. Follow us on social networks. Stay informed.

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