

**Postal Regulatory Commission**  
Washington, D.C. 20268-0001

NOTICE OF FILING UNDER 39 U.S.C. § 404(d)

TO THE UNITED STATES POSTAL SERVICE:

Please take notice that on September 13, 2011, the Commission received a petition for review of the Postal Service's determination to close the Hailesboro post office located in Hailesboro, New York. The petition for review was filed by Natalie J. Spilman (Petitioner) and is postmarked September 7, 2011.

This notice is advisory only and is being furnished so that the Postal Service may begin assembling the administrative record in advance of any formal appeal proceedings held upon the alleged (closing/consolidation) for transmittal pursuant to 39 CFR § 3001.113(a) (requiring the filing of the record within 15 days of the filing with the Commission of a petition for review). The Postal Service's administrative record is due no later than September 28, 2011.



Shoshana M. Grove  
Secretary

Date: September 14, 2011

Attachment

Received

SEP 19 2011

September 5, 2011

Office of PAGR

Postal Regulatory Commission  
901 New York Avenue NW, Suite 200  
Washington, D.C. 20268-0001

Dear Members of the Postal Regulatory Commission:

The United States Postal Service filed a Final Determination to close the Hailesboro, NY Post Office and Continue to Provide Service by Rural Route Service on August 9, 2011. (Docket Number 1365949-13645) Please accept this letter as an appeal in regards to the United States Postal Service's decision to close the Hailesboro, NY 13645 Post Office. I am requesting a Petition for Review of Closure before the Postal Regulatory Commission.

I am a life time resident of Hailesboro, New York and have received my mail at the Hailesboro, New York Post Office for 29 years. Hailesboro is a small rural town located in the Town of Fowler, St. Lawrence County. The citizens and customers of the Hailesboro, New York Post Office wish to keep the Post Office open in Hailesboro, New York and retain it as its current status of a United States Post Office operated by a Postmaster and Career postal employee. If the Hailesboro, New York Post Office is closed, a hardship and financial burden will be placed upon the citizens and customers of an already small under served community.

United States Code Title 39 Section 101(b) states "The Postal Service shall provide a maximum degree of effective and regular postal services to rural areas, communities, and small towns where post offices are not self-sustaining. No small post office shall be closed solely for operating at a deficit, it being the specific intent of the Congress that effective postal services be insured to residents of both urban and rural communities."

The Hailesboro, New York Post Office was "studied" for review in part due to the fact that the postmaster position became vacant when the postmaster retired on June 29, 2010. After the postmaster retired, the United States Postal Service installed an Officer in Charge to operate the Post Office. The citizens and customers of the Hailesboro, New York Post Office should not be penalized because the United States Postal Service failed to appoint a Postmaster in a timely fashion. The Hailesboro, New York Post Office does not operate at a deficit and is self-sustaining. As stated in the attached Final Determination, the yearly lease is listed as \$6,780.00, the office receipts for the last three years is listed as \$60,635.00 in 2008; \$67,792.00 in 2009; and \$63,163.00 in 2010. The Postmaster salary is listed as \$33,168.00 with fringe benefits of \$11,111.00. The total annual cost is \$51,059.00.

The process of which the United States Postal Service uses to determine whether a Post Office should be closed is flawed and needs further review of the Postal Regulatory Commission.

We fully understand the financial constraints of the United States Postal Service and feel that closing or consolidating rural Post Offices is not an efficient means to getting the United States Postal Service's financial house in order. We plead to Congress to continue to address the United States Postal Service's financial situation. We also ask that the United States Postal Service consider other alternatives rather than closing rural Post Offices.

Sincerely,

*Natalie J. Spilman*

Natalie J. Spilman

P.O. Box 173

Hailesboro, New York 13645

Enclosure

cc: Congressman William L. Owens  
Senator Patricia A. Ritchie  
Assemblyman Kenneth D. Blankenbush  
Senator Charles E. Schumer  
Senator Kristen E. Gillibrand

DOCKET NUMBER 198849-15845

FINAL DETERMINATION TO CLOSE  
THE HAILESBORO, NY POST OFFICE  
AND CONTINUE TO PROVIDE  
SERVICE BY RURAL ROUTE SERVICE

Date of Removal: 09/09/2011

Date of Posting: 08/09/2011

## I. RESPONSIVENESS TO COMMUNITY POSTAL NEEDS

The Postal Service is issuing the final determination to close the Hailesboro, NY Post Office and provide delivery and retail services by rural route service under the administrative responsibility of the Gouverneur Post Office, located two miles away.

The postmaster position became vacant when the postmaster retired on June 29, 2010. Since the postmaster vacancy an OIC has been installed to operate the office. Postmaster level and office service hours are determined by a workload analysis which includes the number of deliveries and revenue.

The office was studied for possible closing or consolidation due to the following reasons: This is a small level 11 post office with PO Box customers. There is no delivery and the office is 2.5 miles from the Gouverneur Post Office. This is a management initiated study to determine if regular and effective delivery can be provided through other means.

The Hailesboro Post Office, an EAS-11 level, provides service from 08:15 to 12:00 and 13:00 to 16:30 Monday - Friday, 08:30 to 11:45 Saturday and lobby hours of 8:00 to 17:00 on Monday - Friday and 08:15 to 12:15 on Saturday to 133 post office box or general delivery customers and no delivery customers. Retail services included the sale of stamps, stamped paper, and money orders; special services such as Registered Mail, Certified Mail, Insured Mail, COD Mail, and Express Mail services; and the acceptance and dispatch of all classes of mail.

The retail window averaged 76 transaction(s) accounting for 85 minute(s) of retail workload daily. With minimal workload, the Postal Service feels that effective and regular service will be provided by rural route service. Office receipts for the last 3 years were: \$60,635 ( 158 revenue units) in FY 2008; \$67,792 ( 177 revenue units) in FY 2009; and \$63,163 ( 165 revenue units) in FY 2010. There were no permit mailer(s) or postage meter customer(s).

On April 28, 2011, representatives from the Postal Service were available at Hailesboro Post Office Lobby (Open House format), 97 Main St, Hailesboro NY 13645 to answer questions and provide information to customers. 60 customer(s) attended the meeting.

On April 15, 2011, 133 questionnaires were distributed to delivery customers of the Hailesboro Post Office. Questionnaires were also available over the counter for retail customers at the Hailesboro Post Office. 64 questionnaires were returned. Responses regarding the proposed alternate service were as follows: 1 favorable, 36 unfavorable, and 27 expressed no opinion.

One congressional inquiry was received on May 09, 2011.

A petition supporting the retention of the Hailesboro Post Office was received on July 11, 2011, with 438 signatures.

When this final determination is implemented, delivery and retail services will be provided by the Gouverneur Post Office, an EAS-18 level office. Window service hours at the Gouverneur Post Office are from 09:00 to 17:00, Monday through Friday, and 09:00 to 12:00 on Saturday. There are 74 post office boxes available.

The proposal to close the Hailesboro Post Office was posted with an invitation for comment at the Hailesboro Post Office and Gouverneur Post Office from May 11, 2011 to July 12, 2011. The following additional concerns were received during the proposal posting period:

1. **Concern:** Customer concerned about PO Box holders that have had the same Post Office Box in their family for 30, 50 and even 80 years.

**Response:** Customers who retain their PO Box or currently have street delivery WILL NOT be required to change their address. ONLY customers electing to close their PO Box and begin street delivery would be required to change their address, if a final determination is made to close or consolidate this office. 911 addressees are generally given by the county's 911 coordinator. The Postal Service does not establish 911 addresses. Any questions concerning your 911 address should be directed to the county's 911 coordinator.
2. **Concern:** Customer concerned that citizens and customers will be forced into costs associated with mailbox installation.

**Response:** Customers who elect to close their PO Box and begin street delivery OR those who elect post office box service at another location, other than Gouverneur, would be required to change their address. Customers may see different fees for post office boxes based on location. In structuring prices for PO Boxes, we set prices by ZIP Code and factored in true local costs of providing this service. These prices include estimated real estate value of the space used to provide PO Boxes. Personal requirements will vary and should be considered carefully.
3. **Concern:** Customer concerned that citizens and customers will be forced into costs associated with mailbox installation.

- Response:** Customers who elect to close their PO Box and begin street delivery OR those who elect post office box service at another location, other than Gouverneur, would be required to change their address. Customers may see different fees for post office boxes based on location. In structuring prices for PO Boxes, we set prices by ZIP Code and factored in true local costs of providing this service. These prices include estimated real estate value of the space used to provide PO Boxes. Personal requirements will vary and should be considered carefully.
4. **Concern:** Customer concerned with the added expense to customers to install and maintain mailboxes.
- Response:** An additional delivery option the the USPS would consider is centralized delivery within the Halesboro community. This would offer locked boxes for security and 24 hours access, if located outdoors.
5. **Concern:** Customer express a concern over the number of available PO Boxes at Gouverneur.
- Response:** Although Gouverneur Post Office may have a limited number of wall unit PO Boxes available, we do have the flexibility of swivel units that can be placed in the lobby for additional PO Box Access. An additional option the the USPS would consider is centralized delivery within the Halesboro community. This would offer locked boxes for security and 24 hours access, if located outdoors.
6. **Concern:** Customer expressed a concern about package delivery and pickup
- Response:** For carrier pick up of packages, you can contact the Gouverneur Post Office, letting the carrier know that you have a package available for pick up. The carrier can deviate from the line of travel in order to receive packages. The rural carrier will accept letters, flats or packages for mailing. The carrier will estimate the cost and provide a receipt for any money received. On the following delivery day the carrier will provide change or a bill for the amount over the estimate.
7. **Concern:** Customer expressed a concern about quarterly mailings of packages to the military stationed overseas.
- Response:** Arrangements can be made for quarterly mailings to the military overseas by contacting the Gouverneur Postmaster.
8. **Concern:** Customer has asked that the USPS consider submitted letter as disagreement to proposal and that citizens and customers of the Halesboro NY Post Office have formed a committee to "Keep Our Post Office Open in Halesboro, New York". Committee consists of 8 members.
- Response:** Customers statement has been duly noted in the record.
9. **Concern:** Customer indicated Congressman William Owens, St. Lawrence County Board of Legislators, and the Town of Fowler Board members are in support of efforts to keep the Halesboro Post Office open.
- Response:** Letter of support, Congressional letter, and Resolution are included in the official record.
10. **Concern:** Customer questioned fiscal savings.
- Response:** By regulation, we do not close post offices based solely upon revenue figures. We look at several elements that include office workload, customer demand and availability of alternatives. Finances are a part of the data collected. Consistent application of these metrics gives us an even-handed approach to studying offices around the nation. Workload analysis uses a time-formula assigned to the tasks of an office over an extended period. It looks at the types of transactions in an office and the complexity of those transactions. In the case of Halesboro, our work with historic data from the office showed an average daily workload of approximately eighty-five minutes for an average business day. This falls far below our expectation for a full workday in any post office. Customer demand is measured, in part, by revenue figures, box rentals and responses to our questionnaires and surveys. We also look at what other services are available through nearby post offices and related trends. Finally, we consider total operating expenses. That includes lease, salaries and benefits; replacement pay when there is an absence; equipment, stock and supplies on hand; utilities; maintenance; transportation and other operational costs. In the case of Halesboro, the case is compelling: The office is open and serves 133 post office boxes in a limited space of 497 square feet interior. We also have 1,200 square feet outside the facility. The rent is about

\$13.64 per square foot. Changing customer habits demand that we evaluate both the number and location of our retail facilities. These factors include a mail volume decline of 43.1 billion pieces nationwide in the span of four years. It also includes a falloff of 200 million customer visits and a decline of \$2 billion in retail transactions at postal-operated facilities as customers continue to demand and embrace access to Postal Service points in non-postal locations and online. That national trend is mirrored in Halesboro, where we see less mail, fewer mailers and reduced revenues. Our revenues for that office in 2010 were \$63,163. This is a decline from \$67,792 in 2009, mirroring a national move away from transactions limited solely to our

11. **Concern:** Customer stated that the Care Packages for Soldiers Program will be forced to utilize UPS to mail packages if the Halesboro Post Office is closed. Also stated that the money spend on mailing of packages to the soldiers overseas pay for the annual lease cost.

**Response:** Money spent on mailings is not all profit to USPS. There are processing costs incurred that would need to be removed from that equation. The USPS does offer the new Priority Mail Large Flat-Rate Boxes (12" x 12" x 5 1/4" or nearly 800 cubic inches), available without cost to customers in Post Offices nationwide and 24/7 at [www.usps.com/supplies](http://www.usps.com/supplies) or by calling 800-610-8734. Some of the new boxes are co-branded with the logo of America Supports You, a Department of Defense program that connects citizens offering support to the military and their families. The America Supports You version of the new box is available online, or by calling 800-610-8734. Additionally, these size Flat Rate Boxes offer a \$2.00 discount when mailed to an APO/FPO military address.

12. **Concern:** Customer stated that Town of Fowler Supervisor called Albany District office to invite District Manager to a community meeting to enable the citizens and customers who were unable to attend the community meeting the opportunity to ask questions, voice concerns and submit responses to the proposal.

**Response:** Customers who could not attend the community meeting hosted by the USPS, had the opportunity to voice their concerns using the questionnaire or calling the phone number on the meeting notice. Additionally, the Town of Fowler Supervisor was offered to opportunity to meet at the District office along with other local officials.

13. **Concern:** Customer submitted demographic and business information inclusive of the Town of Fowler and Hamelt of Halesboro.

**Response:** The USPS pulls demographic and business data as part of a study. Data submitted by customer will be included in the official record.

14. **Concern:** Customer was concerned about limited quantities of forms available as Post Office.

**Response:** Customer is being sent information on how to order large quantities of forms, free of charge, on [www.usps.com](http://www.usps.com), along with a complimentary starter supply.

15. **Concern:** Customer asked what other ways USPS was trying to make up the deficit, other than closing their post office.

**Response:** Closing small offices is one step of many which are being examined and, depending on circumstances, initiated. Additionally, there are bills before Congress to address: overpaid pensions, 5 day delivery, and pre-funded Health Benefit Relief. The Postal Service has actively made reductions at all levels of the organization, including: a 20 % reduction in administrative positions, as well as reducing one Area and seven District offices

16. **Concern:** Customers asked why their post office was being discontinued while others were retained

**Response:** Post offices are reviewed on a case-by-case basis. When there is a vacancy in a small office, it is customary to conduct a study of the business activity and investigate the feasibility of providing service by alternate means.

17. **Concern:** Customers expressed a concern that the meeting was held during the day when not everyone can attend.

- Response:** Regardless of what time the meeting is held, it will not be convenient for everyone. Community Meetings for offices with no street delivery were held in an open house style format to enable customers to have one on one discussion while picking up their PO Box mail. Customers also have the opportunity to voice their concerns using the questionnaire or calling the phone number on the meeting notice. Additional copies of the notice were available at the retail lobby for those retail customers who utilize postal services, but may not be a PO Box customer.
18. **Concern:** Customers expressed concern about collection of outgoing mail.
- Response:** Collection of mail will be made by the carrier when serving the route. The customer should raise the flag on the mailbox to alert the carrier that outgoing mail is to be collected from the mailbox.
19. **Concern:** Customers expressed concern about how the loss of the Post Office would negatively impact the historical dimension of the community.
- Response:** The Postal Service is helping to preserve the community name by continuing the use of the Community name in addresses.
20. **Concern:** Customers expressed concern for those customers with disabilities who are not able to go to Gouverneur Post Office to pick up their mail.
- Response:** Customers are not required to travel to another Post Office to receive mail or obtain retail services. These services will be provided by the carrier to a roadside mailbox located close to customers' residences. In hardship cases, delivery can be made to the home of a customer. Changes in the type of delivery are considered where service by existing methods would impose an extreme physical hardship for an individual customer. Any request for a change in delivery method must be submitted in writing to the Gouverneur postmaster.
21. **Concern:** Customers expressed concern over a postal representative not being customer oriented
- Response:** The Postal Service is very interested in the service needs of the community and customer feedback is crucial to improving service. Concerns raised by the community will be investigated by the Postal Service and appropriate actions will be taken.
22. **Concern:** Customers expressed concern over the apparent lack of interest by the Postal Service for the needs of the community
- Response:** The Postal Service is required to provide each community with regular and effective service, using the most cost efficient means possible. The proposed alternate delivery service will meet the mailing and service needs of the community in a more cost effective manner.
23. **Concern:** Customers inquired about mailbox installation and maintenance.
- Response:** Customers are responsible for mailbox installation and maintenance. Mailboxes must be placed so that they may be safely and conveniently served by the carrier and must be located on the right-hand side of the road in the direction of the carrier's travel. Mailbox supports should conform to state laws and highway regulations. The Postal Service recommends that customers contact the Gouverneur postmaster or carrier for advice on placement of mailboxes and mailbox height and supports.
24. **Concern:** Customers questioned the economic savings of the proposed discontinuance
- Response:** The customer questioned the economic savings of the proposed discontinuance. Carrier service is more cost-effective than maintaining a postal facility and postmaster position. The Postal Service estimates an positive annual savings.
25. **Concern:** Customers questioned the economic savings of the proposed discontinuance
- Response:** The customer questioned the economic savings of the proposed discontinuance. Carrier service is more cost-effective than maintaining a postal facility and postmaster position. The Postal Service estimates an positive annual savings.
26. **Concern:** Customers questioned what other ways USPS was trying to make up the deficit, other than closing their post office.

**Response:** Closing small offices is one step of many which are being examined and, depending on circumstances, initiated. Additionally, there are bills before Congress to address: overpaid pensions, 5 day delivery, and pre-funded Health Benefit Relief. The Postal Service has actively made reductions at all levels of the organization, including: a 20% reduction in administrative positions, as well as reducing one Area and seven District offices

27. **Concern:** Customers were concerned about having to travel to another Post Office for service.

**Response:** Services provided at the Post Office will be available from the carrier, and customers will not have to travel to another Post Office for service. Most transactions do not require meeting the carrier at the mailbox. Stamps by Mail and Money Order Application forms are available for customer convenience. Stamps are also available at many stores and gas stations where customers may already shop, online at [usps.com](http://usps.com), or by calling 1-800-STAMP-24.

28. **Concern:** Customers were concerned about obtaining accountable mail and large parcels.

**Response:** If the customer lives less than one-half mile from the line of travel, the carrier will attempt delivery of accountable items and large parcels to the customer's residence. If the customer lives over one-half mile away or is not home when delivery is attempted, a notice will be left in the mailbox. Large parcels will be left outside the mailbox or at a location designated by the customer (if authorized by the customer), or a notice will be left in the mailbox. Attempted delivery items will be taken back to the Post Office. Customers may pick up the item at the Post Office or request redelivery online at [usps.com](http://usps.com) or by calling 1-800-ASK-USPS.

29. **Concern:** Customers were concerned about obtaining services from the carrier.

**Response:** Most retail services provided at the post office are available from the carrier and do not require meeting the carrier at the mailbox. Stamps by Mail and Money Order Application forms are available for customer convenience. Listed below are some services available from the carrier and how to obtain them.

#### **PURCHASING STAMPS BY MAIL**

The Stamps by Mail Program provides customers the opportunity to purchase stamps, envelopes, and postal cards by using a Stamps by Mail order form, available from the post office or the carrier. Commemorative stamps and stamp collecting products are also available. The customer addresses the postage paid order form envelope, encloses payment by personal check or postal money order made payable to the US Postal Service, and mails the form (postage-free) or leaves it in the mailbox for the carrier to pick up. Most orders are processed overnight, and some immediately.

#### **PURCHASING POSTAL MONEY ORDERS**

Customers may purchase money orders by meeting the carrier at the mailbox, completing an application, and paying the carrier (in cash) the price of the money order, plus the fee. The carrier gives the customer a receipt for the application. The money order is completed when the carrier returns to the post office, and a money order receipt is left in the customer's mailbox on the next delivery day. Most customers provide the carrier with a stamped, self-addressed envelope in which the completed money order is mailed to its destination. If customers prefer, the completed money orders will be returned for verification on the next delivery day.

#### **SPECIAL SERVICES**

Special services such as certified, registered, Express Mail, delivery confirmation, signature confirmation, and COD may be obtained from the carrier by leaving a note in the mailbox, along with the appropriate payment. The carrier will provide the services that day and leave a customer receipt in the mailbox on the next delivery day.

#### **HOLDING MAIL**

Customers who will be away for an extended time, such as a vacation, may request that their mail be held at the post office during their absence. Upon return the customer asks the post office to resume delivery.

30. **Concern:** Customers were concerned about parking at Gouverneur

**Response:** Services provided at the post office will be available from the carrier, and customers will not have to travel to another post office for service. Most transactions do not require meeting the carrier at the mailbox. Stamps by Mail and Money Order Application forms are available for customer convenience.

31. **Concern:** Customers were concerned about senior citizens.  
**Response:** Carrier service is beneficial to many senior citizens and those who face special challenges because the carrier can provide delivery and retail services to roadside mailboxes or Centralized Box Units. Customers do not have to make a special trip to the Post Office for service. Special provisions are made for hardship cases or special customer needs. To request an exception for hardship delivery, customers may contact the Gouverneur postmaster for more information.
32. **Concern:** Customers were concerned about the higher cost of PO Box Fees at the Gouverneur office.  
**Response:** PO Box rates are determined based upon the relative cost of real estate for commercial properties in the local area. For example, prices are higher in New York City than they are in Bakersfield, CA.
33. **Concern:** Customers were concerned about the mailboxes being damaged by snowplows  
**Response:** Customer expressed a concern about the mailboxes being damaged by snowplows. Please contact the Gouverneur Postmaster to determine the proper mailbox location and installation method that would help alleviate this concern. Placing the mailbox on a long, swinging, horizontal pipe is one method often used to avoid damage by snowplows.

The following nonpostal concerns were expressed from questionnaires, the community meeting, on the petition, and on the congressional inquiry:

1. **Concern:** Customer asked why box rent would be higher in Gouverneur  
**Response:** PO Box rates are determined based upon the relative cost of real estate for commercial properties in the local area. For example, prices are higher in New York City than they are in Bakersfield, CA.
2. **Concern:** Customer expressed a concern about irregular hours that the rural route serves the community  
**Response:** Our carriers strive to provide service at approximately the same time on a daily basis, however mail volumes and weather conditions often effect delivery times. If you desire special services from the rural carrier you may leave a note in your mailbox instructing the carrier to sound his horn, and then meet the carrier to receive services. Retail services may also be obtained at the administrative post office located 2.5 miles away.
3. **Concern:** Customer expressed a concern about leaving money in the mailbox  
**Response:** A questionnaire was sent to the postal inspection service concerning mail theft and vandalism in the Hailesboro Post Office area. Their records indicate that there has not been any report of mail theft or vandalism in the area. However, customers may place a note in their mailboxes instructing the carrier to sound their horn when they arrive, in order to transact financial business.
4. **Concern:** Customer felt that moving service to Gouverneur was taking over revenue from Hailesboro and felt that Hailesboro Post Office pays for itself.  
**Response:** The Postal Service estimates an annual savings from the closing of Hailesboro.
5. **Concern:** Customer stated Hailesboro Post Office is the only place I buy stamps, send certified mail, send packages overseas.  
**Response:** The customer r comments have been added to the official record
6. **Concern:** Customer stated office was remodeled recently; doesn't make sense to close.  
**Response:** The customer r statement has been added to the official record.
7. **Concern:** Customer was concerned that there were not any drive-up (snorkle) collection boxes at Hailesboro or Gouverneur.  
**Response:** We will review the circumstances to see if placement of a snorkle box is feasible.
8. **Concern:** Customer was told that Hailesboro is one of the profitable Post Offices.

- Response:** The Postal Service estimates an annual savings from the closing of Haillesboro.
9. **Concern:** Customers expressed concern for those customers with disabilities who are not able to go to Gouverneur Post Office to pick up their mail
- Response:** Customers are not required to travel to another post office to receive mail or obtain retail services. These services will be provided by the carrier to a roadside mailbox located close to customers' residences. In hardship cases, delivery can be made to the home of a customer. Changes in the type of delivery are considered where service by existing methods would impose an extreme physical hardship for an individual customer. Any request for a change in delivery method must be submitted in writing to the administrative postmaster.
10. **Concern:** Customers expressed concern over the dependability of rural route service
- Response:** Rural letter carriers perform a vital function in the United States Postal Service serving thousands of families and businesses in rural and suburban areas while traveling millions of miles daily. Rural letter carriers are highly respected by the American public. This respect has been earned by many years of dedication to the Postal Service and to postal customers. During national and local emergencies, including prolonged periods of extreme weather conditions, rural carriers have demonstrated great responsibility in providing mail service to postal customers. Rural carriers are required to serve the route expeditiously and arrive at boxes at about the same time each day.
11. **Concern:** Customers expressed concern that postal employees at the Gouverneur Post Office are rude
- Response:** Employee courtesy is always a concern of postal managers. Postal employees receive periodic instructions regarding employee courtesy. We do not condone our employees' execution of their duties in an unprofessional or discourteous manner. This concern will be conveyed to the postmaster by the manager, post office operations.
12. **Concern:** Customers said they would miss the special attention and assistance provided by the personnel at the Haillesboro Post Office.
- Response:** Courteous and helpful service will be provided by personnel at the Gouverneur Post Office and from the carrier. Special assistance will be provided as needed.
13. **Concern:** Customers wanted to know why the customer lines were so long at the Gouverneur Post Office
- Response:** The administrative Post Office serves a much larger community and has a heavier retail window workload. This concern has been brought to the attention of the administrative postmaster who can monitor window operations and ensure that customers do not have an unreasonable wait to obtain services. The carrier can provide retail services, alleviating the need for customers to go to the post office for service.
14. **Concern:** Customers were concerned about later delivery of mail
- Response:** A customer's location on a carrier's line of travel determines the time of day mail is delivered. This, of course, precludes providing early delivery of mail to every customer because, no matter how we structure a route, somebody must be last. We do, however, carefully consider the volume of mail for each route so that we can deliver the greatest amount of mail at the earliest possible hour. With the largest fleet of delivery vehicles in the world we must pay special attention to energy conservation measures, to minimize vehicle and fuel expenses. When the price of gasoline goes up one cent per gallon our total gasoline cost rises more than \$8 million. Therefore, when structuring a route, we must balance our goal to deliver as much mail as possible as early as possible with the need to minimize the travel distance a route must cover.
15. **Concern:** Customers were concerned about mail security
- Response:** Customers may place a lock on their mailboxes. The mailbox must have a slot large enough to accommodate the customer's normal daily mail volume. The Postal Service does not open mailboxes which are locked and does not accept keys for this purpose.

16. **Concern:** Customers were concerned about senior citizens  
**Response:** Carrier service is beneficial to many senior citizens and those who face special challenges because the carrier can provide delivery and retail services to. Customers do not have to make a special trip to the post office for service. Special provisions are made for hardship cases or special customer needs. To request an exception for hardship delivery, customers may contact the Gouverneur postmaster for more information.
17. **Concern:** Customers were concerned about vandalism of their mail box.  
**Response:** A Postal Inspection report showed no recent reports of vandalism in your area.
18. **Concern:** Does not want to put in a mailbox  
**Response:** Customers that currently have PO Box service can elect to maintain their current address using the same city, state and ZIP Code at the new administrative office. There will be a charge for PO Box service in most cases.
19. **Concern:** You were concerned about having to travel to another post office for service  
**Response:** Services provided at the post office will be available from the carrier, and customers will not have to travel to another post office for service. Most transactions do not require meeting the carrier at the mailbox. Stamps by Mail and Money Order Application forms are available for customer convenience.
20. **Concern:** You were concerned about parking at Gouverneur.  
**Response:** Services provided at the post office will be available from the carrier, and customers will not have to travel to another post office for service. Most transactions do not require meeting the carrier at the mailbox. Stamps by Mail and Money Order Application forms are available for customer convenience.
21. **Concern:** Customers expressed a concern that the USPS was advertising, yet closing offices.  
**Response:** Like every other major corporation in America, the United States Postal Service uses a combination of television, radio and print media to advertise its products and services. While it's true The Postal Service has a monopoly on First-Class Mail, it has no exclusive claim to the delivery of urgent material, magazines, catalogs, advertising, and parcels. And when you factor in the growing number of electronic alternatives to First-Class Mail, such as email, electronic funds transfer, and fax, you can see that the Postal Service faces stiff competition in nearly every market it serves. Advertising helps build volume and more volume means lower prices for consumers. To deliver universal and uniform service to the American people, the Postal Service must maintain a vast network of vehicles, machines, and facilities. Many of the costs of maintaining this vast network are fixed and do not vary significantly with volume. Through advertising, the Postal Service can boost its volume and spread its fixed costs over a wider base. The more pieces the Postal Service handles, the less it has to charge for each piece. Advertising boosts volume and volume pushes down unit costs which translates into lower postage prices for everyone.
22. **Concern:** Customers expressed concern about having to erect a rural mailbox  
**Response:** Customers are not required to erect rural mailboxes. Customers may receive PO Box service from the administrative Post Office located 2 miles away.
23. **Concern:** Customers felt the post office should remain open since they paid taxes  
**Response:** The Postal Service is not supported by tax dollars and must meet expenses by revenue it generates. Operational savings for the Postal Service contributes in the long run to stable postage rates and savings for customers.
24. **Concern:** Customers stated the Hallesboro Post Office is being closed without going through the formal discontinuance procedure, because the USPS should have contacted all the Town Council members and held a meeting at night.  
**Response:** Operation of the Hallesboro Post Office is being considered for discontinuance but it has not been officially discontinued. A community meeting was held on April 28, 2011, and questionnaires were sent to the community on April 15, 2011. All pertinent regulations are being followed.

25. **Concern:** Customers were concerned about a change of address
- Response:** Customers will be assigned a 911 address. The new address will continue to use the community name and ZIP Code. Mail will be forwarded in accordance with postal regulations, and change of address forms are available from the Postal Service to assist customers in notifying correspondents of the change.
26. **Concern:** You expressed a concern that they requested and were denied rural delivery service
- Response:** There are several guidelines which must be met prior to a road being approved for delivery. The road to be traveled must be at least 14 feet wide and maintained at all times of the year. It cannot dead end in a private driveway even if the drive is maintained by a municipality. There must be a suitable turning point provided for the carrier, preferably with no backing. If backing is involved, there are other guidelines to adhere to. If backing is necessitated, the Postmaster must verify it is in a low-traffic area and there are no children in the immediate vicinity on a regular basis. There must also be a minimum of one family per one-half mile of travel.

**Some advantages of the proposal are:**

1. The rural and contract carriers may provide retail services, alleviating the need to go to the post office. Stamps by Mail order forms are provided for customer convenience.
2. Customers opting for carrier service will have 24-hour access to their mail.
3. Savings for the Postal Service contribute in the long run to stable postage rates and savings for customers.
4. CBLUs can offer the security of individually locked mail compartments. Parcel lockers provide convenient parcel delivery for customers.
5. Customers opting for carrier service will not have to pay post office box fees.
6. Saves time and energy for customers who drive to the post office to pick up mail.

**Some disadvantages of the proposal are:**

1. The loss of a retail outlet and a postmaster position in the community. Retail services may be provided by the rural or contract delivery carrier.
2. Meeting the rural or contract delivery carrier at the box to transact business. However, it is not necessary to be present to conduct most Postal Service transactions.
3. A change in the mailing address. The community name will continue to be used in the new address. A carrier route address will be assigned.
4. A change in your PO Box Fees may be a result of this proposal.

Taking all available information into consideration, the Postal Service concludes this final determination will provide a maximum degree of effective and regular postal services to the community.

**II. EFFECT ON COMMUNITY**

Hailesboro is an unincorporated community located in St Lawrence County. The community is administered politically by Town of Fowler. Police protection is provided by the State Police. Fire protection is provided by the Gouverneur Volunteer Fire Department. The community is comprised of retirees, self-employed and those who commute to work at nearby communities and may work in local businesses.

Businesses and organizations include: none . Residents may travel to nearby communities for other supplies and services.

Nonpostal services provided at the Hailesboro Post Office will be available at the Gouverneur Post Office. Government forms normally provided by the Post Office will also be available at the Gouverneur Post Office or by contacting your local government agency.

The following nonpostal concerns were expressed from questionnaires, the community meeting, on the petition, and on the congressional inquiry:

1. **Concern:** Customers expressed concern for loss of community identity
- Response:** A community's identity derives from the interest and vitality of its residents and their use of its name. The Postal Service is helping to preserve community identity by continuing the use of the Hailesboro Post Office name and ZIP Code in addresses and in the National Five-Digit ZIP Code and Post Office Directory.
2. **Concern:** Customers were concerned about the loss of a gathering place and an information center.

- Response:** Residents may continue to meet informally, socialize, and share information at the other businesses, churches and residences in town.
3. **Concern:** Customer expressed a concern about the loss of the community bulletin board at the Post Office.
- Response:** Many retail outlets and grocery stores are now displaying a public bulletin board in which items can be posted for sale, and/or lost and found items can be posted, and a variety of other information. The Gouverneur Post Office may have a public bulletin board which may be used to post the same information.
4. **Concern:** Customer submitted community petition to keep the Hallesboro NY Post Office open.
- Response:** Petition has been added to the official record.
5. **Concern:** Customers were concerned about loss of employment in the community.
- Response:** The postmaster position is vacant and there is no guarantee that any replacement postmaster would be from the community.
6. **Concern:** Customers felt the loss of a post office would have a detrimental effect on the business community
- Response:** Businesses generally require regular and effective postal services, and these will always be provided to the Hallesboro Post Office community. There is no indication that the business community will be adversely affected. Questionnaire responses revealed that customers will continue to use local businesses if the post office is discontinued.

Based on the information obtained in the course of this discontinuance study, the Postal Service concludes this final determination will not adversely affect the community.

### III. EFFECT ON EMPLOYEES

The postmaster position became vacant when the postmaster retired on June 29, 2010. The noncareer postmaster relief (PMR) may be separated from the Postal Service. No other Postal Service employee will be adversely affected. Since the postmaster vacancy an OIC has been installed to operate the office.

### IV. ECONOMIC SAVINGS

The Postal Service estimates an annual savings of \$ 35,448 with a breakdown as follows:

Postmaster Salary (EAS-11, No COLA)	\$ 33,168
Fringe Benefits @ 33.5%	\$ 11,111
Annual Lease Costs	<u>+ \$ 6,780</u>
Total Annual Costs	\$ 51,059
Less Annual Cost of Replacement Service	<u>- \$ 15,611</u>
Total Annual Savings	<u>\$ 35,448</u>

### V. OTHER FACTORS

The Postal Service has identified no other factors for consideration.

## VI. SUMMARY

This is the final determination to close the Hailesboro, NY Post Office and provide delivery and retail services by rural route service under the administrative responsibility of the Gouverneur Post Office, located two miles away.

The postmaster retired on June 29, 2010. If the office has a noncareer PMR(s), they may be separated from the Postal Service; however, attempts will be made to reassign the employee(s) to a nearby facility. No other employee(s) will be adversely affected. The workload has declined. Effective and regular service will continue to be provided by rural route service.

The Hailesboro Post Office provided delivery and retail service to 133 PO Box or general delivery customers and no delivery route customers. The daily retail window transactions averaged 78. There are no permit mailers or postage meter customers.

There will no longer be a retail outlet in the community. However, delivery and retail services may be available from a rural or contract delivery carrier, which could alleviate the need to travel to a Post Office for services. The Postal Service will save an estimated \$35,448 annually. A disadvantage to some will be in meeting the rural or contract delivery carrier to transact business. However, it is not necessary to be present to conduct most Postal Service transactions with rural or contract delivery carrier.

Taking all available information into consideration, the Postal Service has determined that the advantages outweigh the disadvantages and this final determination is warranted.

## VII. NOTICES

- A. **Support Materials.** Copies of all materials upon which this final determination is based are available for public inspection at the Hailesboro Post Office and Gouverneur Post Office during normal office hours.
- B. **Appeal Rights.** This final determination to close the Hailesboro Post Office may be appealed by any person served by that office to the Postal Regulatory Commission at 901 New York Ave NW, Suite 200, Washington DC 20268-0001. Appeals must be received by the Commission within 30 days of the date this final determination is posted. If an appeal is filed, copies of appeal documents prepared by the Postal Regulatory Commission or the parties to the appeal will be made available for public inspection at Hailesboro Post Office and Gouverneur Post Office during normal office hours.



\_\_\_\_\_  
Dean J Granholm  
Vice President of Delivery and Post Office Operations

08/05/2011

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Date