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TO:	CHAIR AND MEMBERS CIVIC WORKS COMMITTEE MEETING ON FEBRUARY 3, 2015
FROM:	EDWARD SOLDO, P.ENG. DIRECTOR, ROADS AND TRANSPORTATION
SUBJECT:	CANADA POST COMMUNITY MAILBOX PROGRAM

RECOMMENDATION

That, on the recommendation of the Director, Roads and Transportation, the Civic Administration **BE DIRECTED** to review for endorsement all community mailbox locations in the City of London as proposed by Canada Post during its conversion from door-to-door mail delivery to community mailboxes; it being noted that Canada Post has the legal authority to locate mail delivery infrastructure on the municipal road allowance.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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In response to proposed changes to Canada Post’s mail delivery service, including a plan to convert urban door-to-door mail delivery to community mailboxes (CMBs), Council passed a resolution on April 2nd 2014 (20/10/CSC) which included the following clause:

(b) that matters of mailbox relocation, maintenance and access **BE REFERRED** to staff to ensure that the interests of the local residents are protected to the greatest extent possible.

BACKGROUND

Purpose

The purpose of this report is to update Municipal Council on Canada Post’s plan to convert most of the urban door-to-door mail delivery in London to a CMB service and to receive direction to take an active reviewing role in the siting of the new CMBs in the municipal road allowance.

Context

In December 2013, Canada Post unveiled a 5-point action plan to modernize its business model, including:

- Adopting a tiered pricing structure
- Expanding convenience using Franchised Post Offices
- Streamlining operations to reduce costs through efficiency improvements
- Addressing labour costs
- Converting 5 million addresses from door-to-door mail delivery to community mailboxes (CMBs) over five years

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CMB conversion was implemented in Oakville, Kanata and Petawawa last year. Canada Post staff are working to convert additional communities in 2015 including London, Milton, Whitby and St. Thomas.

Out of concerns regarding Canada Post's plans to convert most of the remaining door-to-door mail delivery in the City to community mailboxes, Council passed resolution 20/10/CSC noted above in April 2014. This adopted the resolution put forth by the Big City Mayors' Caucus of the Federation of Canadian Municipalities and also referred matters of mailbox location, maintenance and access to staff.

At their June 20th 2014 meeting, the Board of Directors of the Association of Municipalities of Ontario endorsed the Federation of Canadian Municipalities three principles for community consultation regarding the conversion of door-to-door mail delivery to community mailboxes, namely;

- that Canada Post needs to work with communities to ensure that the locations of community mailboxes meet the community needs;
- that Canada Post is responsible for the upkeep of their infrastructure or compensate municipalities for this work; and,
- that any changes to mail delivery need to align with local strategies aimed at fostering and supporting age/disability friendly communities.

Canada Post serves approximately 185,000 "points of call" (individual addresses) in the City of London. Mail is delivered either to the door, apartment lobbies, to a CMB or a variety of other means. Canada Post estimates approximately 85,000 addresses will be converted from door-to-door delivery to CMBs by the end of this process. This will require new community mailboxes to be installed in those neighbourhoods currently being served by door-to-door mail delivery. Roughly one-half of these conversions are planned to take effect in the fall of 2015.

Commercial properties located in "business corridors" will not be affected and will continue to receive door-to-door mail delivery. Other services that will not change are seniors' residences, apartment and condos where mail is delivered to the lobby and rural customers with a mailbox at the end of their driveway. Additionally, Canada Post is prepared to make special accommodation for those with significant mobility issues or lacking alternatives to access their CMB. Canada Post advises that all new CMB installations will be fully accessible to those with mobility-assist devices (i.e. wheelchairs).

Discussions between Canada Post and City of London staff began when Canada Post provided a presentation to the City's administrative Corporate Approvals Team on June 22nd 2014. This provided staff with an opportunity to ask questions in order to get a better understanding Canada Post's community mailbox implementation plan.

On November 25th 2014, Canada Post formally notified the Mayor and Councillors of Canada Post's intention to immediately begin the process of converting door-to-door mail delivery in select areas in London having postal codes starting with N5V, N5W, N5X, N5Y, N6G and N6H to a community mailbox service, with the intention that these initial areas would be completed by the Fall of 2015. Canada Post statistics and maps of the initial phase of conversions is included in Appendix "A". Once completed, it is anticipated the remaining urban areas in the City will be converted in future years.

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DISCUSSION

Canada Post began using CMBs in residential subdivisions around 1985, so the use of CMBs in London is not new. During the initial implementation of CMBs, the City and Canada Post developed a location guideline to help developers ensure CMBs are optimally located in new residential developments. Over the years, the City has received remarkably few complaints about CMBs and in the few instances where a problem has been reported to the City, Canada Post responded to the issues quickly and efficiently. The City currently has a good working relationship with Canada Post.

Although locating CMBs in new developments has become a relatively routine matter, retroactively locating CMBs in established neighbourhoods currently served by door-to-door mail delivery is expected to present more of a challenge, necessitating a well thought out process that is sensitive to community concerns. With these concerns in mind, staff have held meetings with Canada Post representatives to discuss their conversion plan in more detail since June 2014.

Community Consultation

Canada Post’s plan to convert door-to-door mail delivery to community mailboxes includes the following phases: community consultation, site selection, notification, installation and transition.

Community consultation begins with a letter to all residents explaining that their mail delivery will be converted and the reasons why. This initial correspondence was distributed in the 2015 London conversion area. The communication invites residents to provide feedback on the plan and indicate their preferences for CMBs. Canada Post has options for small CMBs covering 14 to 42 addresses (currently being used in most new subdivisions), “super” CMBs serving up to 200 customers and possibly regional CMBs located in commercial institutions (e.g. shopping malls) or other public places.

The results of this initial survey were provided by Canada Post to the Mayor and Council on January 14, 2015. A copy of the Community Engagement Report is attached in Appendix “B”. Some key findings are:

- Location is the primary concern for residents;
- Most are concerned about others’ ability to use CMBs;
- An overwhelming majority (93%) of addresses prefer smaller clusters of CMBs, close to their homes;
- The most important factors, in order, are location (51%), security of mail (23%), accessibility (17%), personal safety (8%), and design and maintenance (2%); and,
- While 17% chose accessibility as their most important factor, over 7 in 10 (76%) are concerned with others’ ability to use CMBs – specifically seniors and persons with disabilities.

Canada Post is proposing small CMBs comprising clusters of up to four modules for London installations in the current conversion stage. Each module serves 14 addresses. Figure 1 shows a CMB with three modules. The proposed CMBs are a new

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design that better accommodates parcel delivery as driven by the popularity of on-line shopping.

Figure 1 – Typical Three Module CMB



The majority of CMBs will be located on City owned road allowances. Once a CMB location has been determined, Canada Post has committed to attempt to discuss with the one or two abutting homeowners on that side of the street. Once a location is confirmed, an additional letter is provided to all property owners to be served at that location.

CMB Siting

Canada Post has the authority to place CMBs on municipal road allowances by virtue of the federal Canada Post Corporation Act.

Canada Post provided its CMB Siting Approach Guideline document as attached in Appendix “C”. This approach aims to find the best CMB location in terms of property owner preference, safety, accessibility, and convenience. The existing City of London Guideline for new developments as included in Appendix “D” was provided to Canada Post which considers many of the same priorities plus additional considerations such as City of London street classifications and offsets from existing utilities. Canada Post has agreed to consider the London Guideline as it relates to CMB conversion retrofit locations. These criteria will be used by City staff within the Transportation Planning & Design Division to review all new CMB locations as provided by Canada Post.

CMB site selection in London is now underway and the City is being consulted. Canada Post has submitted some initial locations for City endorsement. Transportation Planning & Design has been identified as the direct contact to review and endorse proposed site locations. Canada Post indicated it would provide the City with a nominal monetary contribution in recognition of its costs.

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Responsibilities

Staff have requested establishment of an agreement to formalize responsibilities and are told a standard Federation of Canadian Municipalities template is available. Discussions to date indicate the policies consistent with existing CMBs in London. These include:

- Installation of the new CMBs will be done entirely at Canada Post's expense.
- Canada Post is fully responsible for maintenance including snow-clearing and graffiti-removal. Litter pick up is not provided by Canada Post, however, actions are undertaken such as the distribution of "good-customer" letters encouraging good behaviours where concerns arise.
- Canada Post is not requiring municipalities to provide lighting nor is it installing lighting.
- Sidewalk locations are preferred but it is anticipated that this will not be possible within many existing neighbourhoods. Where street-facing CMBs are necessary, accessible curb cuts will be constructed at the cost of Canada Post.

SUMMARY

Canada Post is beginning its CMB transition initiative in London. In 2015, approximately half of the 85,000 door-to-door delivery customers will be converted to CMBs in the north part of the City.

City Council referred CMB matters to staff in April 2014. Although the conversion of mail delivery to community mailboxes is ultimately the responsibility of Canada Post, their experience is that the transition to CMBs has been smoother when the municipality is willing to work with them. This also reflects the City's experience. When a community is faced with change, the best results are realized when the City assumes an active role even when the City is not in control of the forces of change. Therefore, Civic Administration intends to work closely with Canada Post during the transition, and especially in regards to the selection of CMB locations.

Canada Post has committed to thoroughly consulting with local homeowners on the siting of new CMBs in existing neighbourhoods. City staff are reviewing each proposed location considering property issues, pedestrian safety, traffic operations, parking and utility conflicts.

Retrofitting CMBs into neighbourhoods is expected to create concerns for Londoners currently receiving door-to-door delivery. However, many London residents have been relying on community mailboxes for their mail delivery for as long as 30 years and there have been few problems associated with CMBs in London.

London residents currently receiving door-to-door mail delivery can register any concerns they have with Canada Post. Canada Post will provide guidance throughout the conversion process. For its part, the City intends to take a partnership role to help ensure the best possible siting practices are used when it comes to locating CMBs on City road allowances.

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Residents can get additional information regarding this initiative, including answers to frequently asked questions, at www.canadapost.ca. London residents with concerns about CMB placement can also contact Canada Post at 1-844-454-3009.

Acknowledgements

This report was prepared with input from Gary Irwin, Division Manager, Geomatics and Chief Surveyor.

PREPARED BY:	RECOMMENDED BY:
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REVIEWED & CONCURRED BY:	
JOHN BRAAM, P.ENG. MANAGING DIRECTOR, ENVIRONMENTAL AND ENGINEERING SERVICES & CITY ENGINEER	

- Appendix A: Canada Post Initial Stage CMB Conversion Overview
- Appendix B: Canada Post Community Engagement Report
- Appendix C: Canada Post Community Mailbox Siting Approach
- Appendix D: City of London Guidelines for the Installation of Community Mailboxes

c: G. Kotsifas, Managing Director Development and Compliance Services

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Appendix "A"

Canada Post Initial Stage CMB Conversion Overview

Community overview:

London

Current situation (all of London):

Residential addresses

Door-to-door delivery:	86,096
└─ CMB delivery:	34,487
└─ Apartment lobby delivery:	49,973
└─ Other* delivery:	2,582

NO CHANGE

Business addresses

Door-to-door delivery:	8,667
└─ CMB delivery:	988

NO CHANGE

Door-to-door delivery to be converted to community mailboxes at this stage:

Residential addresses

41,847

Business addresses

586

These addresses are served by the following postal depots:

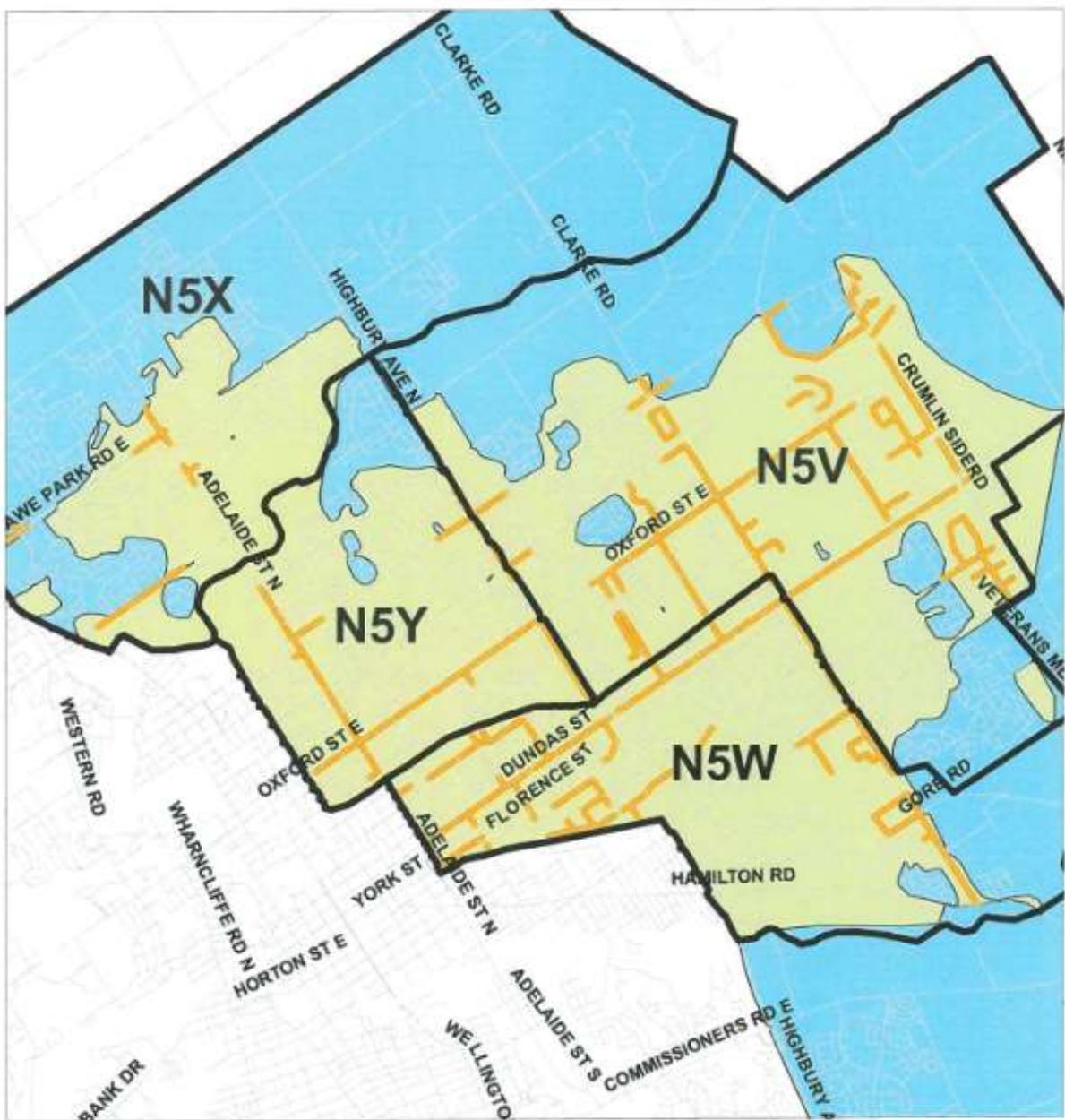
- LONDON LCD 1 • LONDON LCD 4

* Other delivery modes may include rural mailboxes, group mailboxes and post office boxes.

Note: All numbers are approximate.

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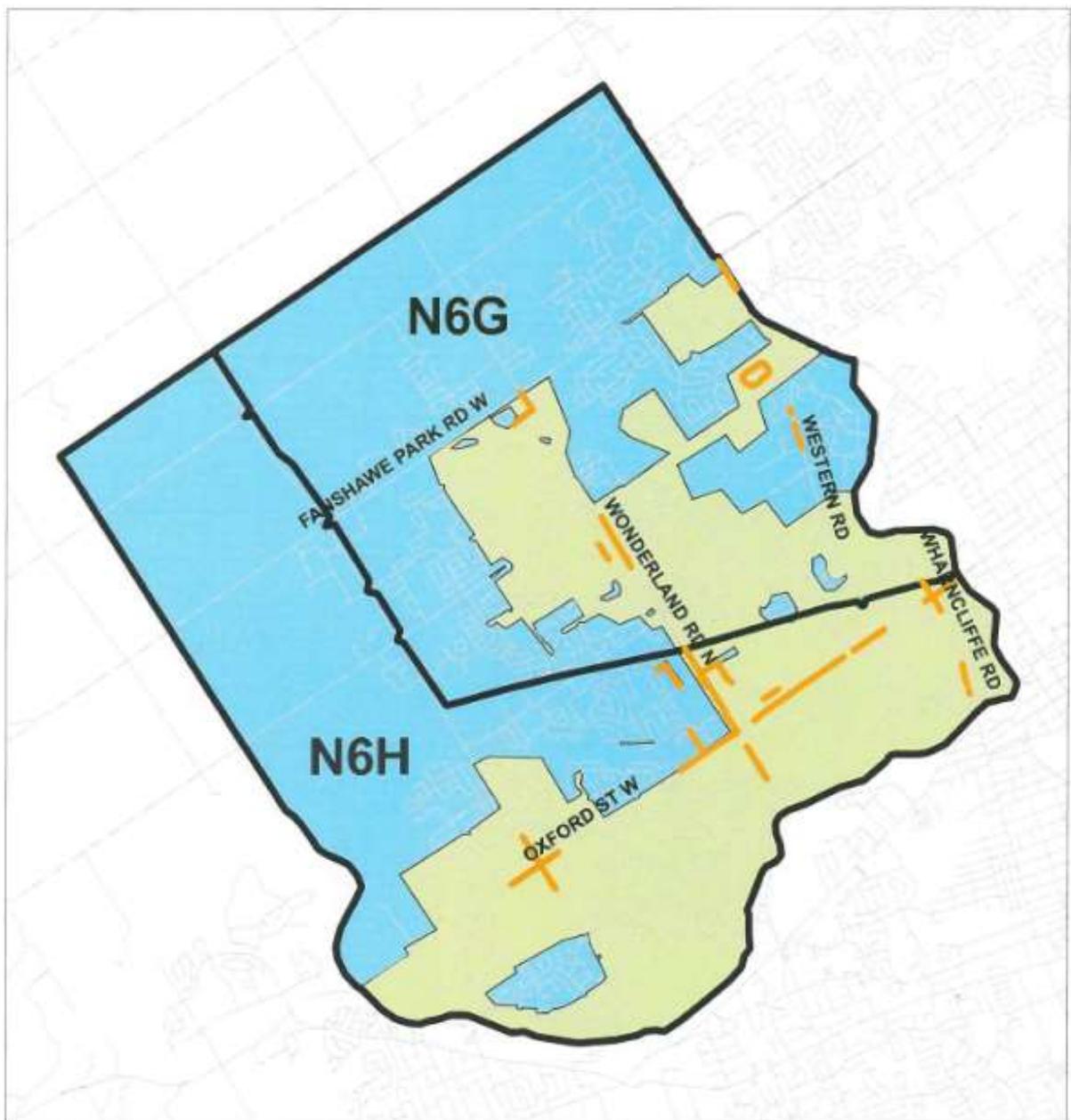
Community mailbox conversion: LONDON, ONTARIO



- Postal code area
- Locations with existing CMBs
- Area to be converted to CMBs
- Business corridors

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Community mailbox conversion: LONDON, ONTARIO



- Postal code area
- Locations with existing CMBs
- Area to be converted to CMBs
- Business corridors

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Appendix "B"

Canada Post Community Engagement Report

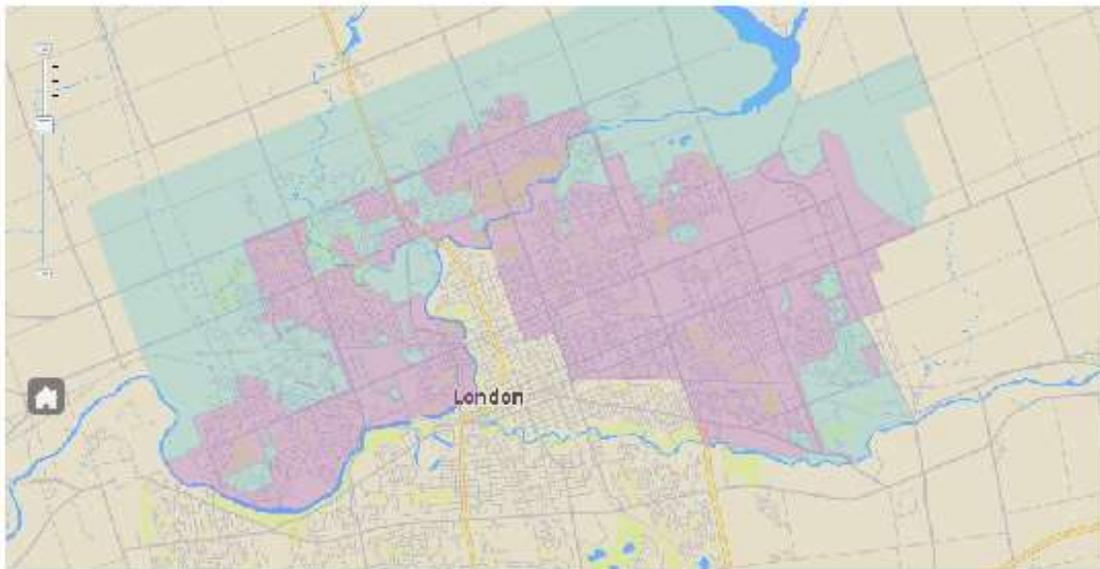


London

N5V N5W N5X N5Y N6G N6H



Community Engagement Report



Existing
Areas currently serviced by community mailboxes.

New
Areas currently scheduled for transition to community mailbox delivery.

Business Corridor
Businesses located in these areas will continue with their current delivery method.

Two empty rectangular boxes for agenda item and page numbers.



London

N5V N5W N5X N5Y N6G N6H

Current Situation (all of London)

Residential addresses
 Door-to-door delivery: **86,096**

No change

- CMB delivery: **34,487**
- Apartment lobby delivery: **49,973**
- Other* delivery: **2,582**

Business addresses
 Door-to-door delivery: **8,667**

No change

- CMB delivery: **988**

Door-to-door delivery to be converted to community mailboxes (CMBs) at this stage:

Residential addresses: 41,847	Business addresses: 586
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These addresses are served by the following postal depots:

- LONDON LCD 1
- LONDON LCD 4

* Other delivery modes may include rural mailboxes, group mailboxes and post office boxes. Note: All numbers are approximate.

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London

N5V N5W N5X N5Y N6G N6H

Community Engagement Report

Approach:	Notification sent to 42,433 addresses to be converted in 2015.	Notification sent to 42,433 addresses to be converted in 2015.
	Key Findings:	Notification sent to 42,433 addresses to be converted in 2015.

Key Findings

- Location is the primary concern for residents.
- Most are concerned about others' ability to use CMBs.
- An overwhelming majority (93%) of addresses prefer smaller clusters of CMBs, close to their homes.
- The most important factors, in order, are location 51%, security of mail 23%, accessibility 17%, personal safety 8%, and design and maintenance (combined) 2%.
- While 17% chose accessibility as their most important factor, over 7 in 10 (76%) are concerned with others' ability to use CMBs – specifically seniors and persons with disabilities.

Process Overview

- We have engaged with residents of London and have received significant feedback.
- We notified 42,433 through direct mail about the upcoming conversion to CMBs in 2015.
- This notification included a 14-question survey that was distributed on November 28, 2014.
- Since that time, 6,815 addresses have responded either by mail (5,192) or online (1,623).
- This survey is the primary data source for this report and it is complemented by completed Guidebooks from the canadapost.ca website.

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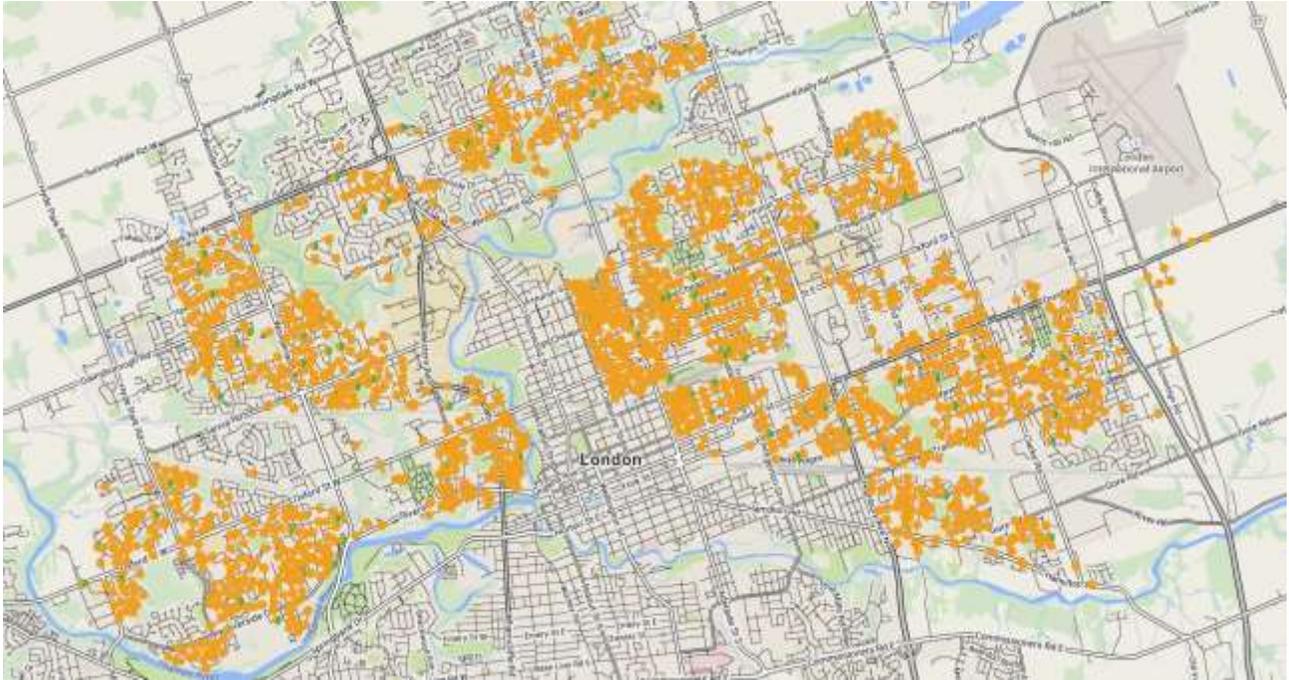


London

N5V N5W N5X N5Y N6G N6H

CMB Site Preferences: smaller and closer vs. larger and farther

A visual representation of feedback received



Small Site



Large Site

Residents overwhelmingly prefer more smaller sites that are closer to their home over larger sites farther away from their home, even if they were to be on the side of a corner lot.

Our commitment to London residents

1. Based on the community response, CMBs will be placed in small sites close to homes.
2. Special arrangements will be made for persons with disabilities and seniors with mobility challenges.
3. Apartments and condos will still receive mail in their lobby if they already do so.
4. CMBs are secure and have tamper-proof features.
5. Locations will be a safe distance from the road and, where possible, close to existing street lighting.
6. CMBs will have an anti-graffiti coating.

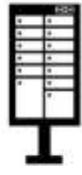
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London

N5V N5W N5X N5Y N6G N6H

Conversion to Community Mailboxes

 <p>Notifying communities and requesting feedback.</p>	 <p>Incorporating feedback into CMB planning.</p>	 <p>Informing you where CMBs will be located.</p>	 <p>Installing CMBs in your neighbourhood.</p>	 <p>Delivering your CMB keys.</p>	 <p>Delivering mail to your CMB.</p>
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- Canada Post will meet with residents who live adjacent to sites where a community mailbox will be placed. We will attempt to speak with every one of these residents prior to installing the community mailbox.
 - We understand that some seniors and some people with disabilities may not be able to get to their community mailbox and may need special accommodation. Those who have significant mobility issues or lack alternatives to access a community mailbox can call us directly at **1-844-454-3009**.
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For more information, go to canadapost.ca

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Appendix "C"

Canada Post Community Mailbox Siting Approach

CMB Siting - Approach



Preferred locations include:

- Sides of corner lots
- Parks or other public spaces
- Where walkways and sidewalks are present
 - Sidewalk sites do not require curb cuts
- Under existing street lighting.

Property ownership can be:

- Municipal – on easements or utility lots, or
- Private property - with permission (Licence)
e.g. church parking lot, convenience store, strip mall, gas station, apartment block, etc.

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CMB Siting - Safety



Minimum requirements: CMB sites are

- a minimum 9 metres from an intersection,
- not located on roads greater than 4 lanes,
- not located on roads greater than 80km/h, and
- set-back 1.8 metres from the travelled lane.

These minimums are based on

- common municipal requirements, as well as
- a review of guidelines published by
 - the Transportation Association of Canada (TAC) and
 - the American Association of State Highway and Transportation Officials (AASHTO).

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CMB Siting - Other Rules



- The home beside a site receives mail in that site.
- Sites are barrier-free (accessible).
 - Curbs are cut where needed
- Consideration given to natural traffic flow for residents served in the Community Mail Box site.
- No postal code changes for DTD conversion.
 - This requires a balance of customer convenience and operational efficiency.
 - It is okay to split LDUs within reason.

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CMB Siting - Approach



Locations *avoided* for CMB sites:

- Directly in front of schools.
- Directly in front of a home's front windows.
- Along the front of a house.
- In areas where snow removal will be an issue, such as where the municipality piles the snow, or where clearance at the CMB will be a problem.
- In a cul-de-sac, unless the CMB only serves that cul-de-sac
- At the end of a crescent, unless the CMB only serves customers at that end of the crescent
- Cost-prohibitive locations (requiring culverts, retaining walls, or lay-bys) unless no other option.

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Appendix "D"

City of London Guidelines for the Installation of Community Mailboxes

CITY OF LONDON GUIDELINES FOR THE INSTALLATION OF COMMUNITY MAILBOXES

1. Canada Post should determine the location of community mailboxes following the draft approval of a plan of subdivision and prior to final plan registration.
2. Subdivision Agreements will include a clause to require sub-dividers to obtain a community mailbox location plan from Canada Post to show the location of these community mailboxes on the Subdivision Identification Sign and in a prominent location at the housing sales office(s).
3. Community mailboxes will be mounted on concrete pads, in conformance with Canada Post "Postal Delivery Standards Manual", dated April 1991 or the latest revision thereof
4. Mailboxes will be installed in public road allowance, within 180 metres (590') of all homes served by that site.
5. Community mailboxes which are located on private property, (i.e.) multi-unit development) may be subject to compliance with the "Site Plan Control By-Law and Policies".
6. Community mailboxes shall be placed in such a way so as to not cause pedestrian or traffic operational safety problems.
7. Mailboxes shall not be located on roads classified as arterials or primary collectors in Schedule C of the Official Plan of London
8. The following order of preference should be used in the selection of concrete pad locations:
 - a. On commercially designated sites with adequate parking, ingress, and egress, subject to the property owner's approval;
 - b. In front of open spaces (excluding playgrounds, schools, and crosswalks);
 - c. On the abutting flank of corner lots with flank lots on opposite side of the street;
 - d. On the flank of corner lots where it occurs on one side of street only;
 - e. On the property line between adjacent dwellings;
 - f. Not on a walkway.
9. If the concrete pad cannot be located along a local road without violating any of the above points, then consideration should be given to a location along a

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secondary collector (as identified in Schedule C of the Official Plan of London) that meets the criteria.

10. Mailboxes located close to an intersection are to be on the far (downstream) side of an intersection approach.
11. Mailboxes must be located a minimum of 7 metres (23') from fire hydrants, 20 metres (65'7") from stop signs, intersections and bus stops, 3 metres (10') from driveways, 1 metre (3'3") from street lighting, hydro transformers, and telephone or T.V. pedestals (measured longitudinally along the street).
12. Notwithstanding the above, mailboxes should be installed on the side of the road which has a sidewalk. If there is no sidewalk on the street or a sidewalk on both sides, then the mailbox shall be installed on the right hand side of the road when entering the street, crescent, or cul-de-sac.
13. On roadways with independent sidewalks and curbs, the mailbox should be located between the sidewalk and the curb facing the sidewalk.
14. In the absences of sidewalks, the concrete pad shall be set back from the roadway a minimum of 1 metre (3'3") to allow for visibility, snow removal, and maintenance, etc... The concrete pad shall extend from the mailbox to the roadway.
15. Where there is combined sidewalk and curb, the mailbox shall be 0.3 metres (12") behind the sidewalk facing the road.
16. A curb cut for the physically disabled will be installed at the request of area residents, at the expense of Canada Post.
17. Canada Post shall be responsible for snow clearing and all other maintenance of the community mailboxes.
18. Existing mailbox locations that cause operational difficulties due to maintenance, changes in the parking regulations, sight line visibility, etc..., shall be moved at the expense of Canada Post.
19. The City of London will not be held liable for any claims resulting from a community mailbox.