ZIP CODE BOUNDARY REVIEW PROCESS

November 1998

GENERAL POLICY

The ZIP Code system was created and designed to provide an efficient postal distribution and delivery network. ZIP Code assignments are, therefore, closely linked to factors such as mail volume, delivery area size, geographic location, and topography, but not necessarily to municipal or perceived community boundaries. The general stability of boundaries is essential to prompt and accurate distribution of mail. However, delivery growth and changing demographics can necessitate adjustments to ZIP Code boundaries in order to achieve Postal Service objectives.

While the Postal Service must be guided by concerns for service and efficiency, it does appreciate the identity and addressing concerns of local communities. Therefore, municipal requests to modify authorized last lines of address and/or ZIP Code boundaries in order to provide municipal identity, especially in undeveloped areas, will be considered and every reasonable effort will be made to accommodate them.

A community group may also request an adjustment to a ZIP Code boundary, as outlined in this policy. The requested boundary should be consistent with the actual municipal boundary and identity of the affected area. Documented endorsement of the request by the local government is strongly recommended. This will help to ensure that the non-postal interests of all customers are represented fairly and are in concert with long-term municipal planning.

Requests to amend postal ZIP Code boundaries must receive careful, thorough and balanced evaluations. The unique situations pertinent to each ZIP Code boundary must be considered. Administrative solutions that do not adversely affect postal operations should be pursued to the maximum extent practicable. Realignment of a ZIP Code boundary should be considered only where there are no viable administrative solutions and no unreasonable impacts to postal operations.

RESPONSIBILITIES

PROPONENTS (Municipalities and community groups):

Submit the specific change(s) desired, with any rationale and justification, in writing to the District Manager who would be responsible for the affected territory if the change were approved. If the request is later denied, the decision may be appealed, unless denial was based on a negative customer response to a survey conducted in accordance with this process. The basis of consideration of an appeal will be limited to whether or not reasonable accommodation was made by local postal managers. Appeals must be made within **forty-five days** of the issuance of the District Manager's final decision and submitted to:

MANAGER, DELIVERY
U.S. POSTAL SERVICE
475 L'ENFANT PLAZA SW RM 7142
WASHINGTON, DC 20260-2802

LOCAL POSTMASTERS:

If requests are received locally, forward them to the district for appropriate consideration. Provide background and operational information pertinent to the evaluation of the request.

DISTRICT MANAGERS:

Operations Programs Support will normally process all requests concerning addressing and ZIP Code boundaries. On receipt of a request, notify affected postmasters, obtain background material and:

- Identify all issues (see Attachment A)
- Identify potential administrative solutions (see Attachment B)
- Determine specific impacts and the operational feasibility of the request
- Quantify impacts (use Attachment C)
- Provide detailed supporting documentation
- Review findings with the affected postmasters
- Meet with the proponent to discuss the issues, impacts, and potential alternatives. If partial accommodation is feasible, the proponent may wish to amend the request.
- Prepare a recommendation

A final determination should be provided within **sixty days** of receipt of the request. However, depending on the magnitude of potential changes and/or the number of pending requests, some extension or prioritization may be necessary. If a determination is not expected within sixty days, notify the proponent of the estimated completion date.

The District Manager will make a decision to authorize alternative solutions, and/or to grant or deny any realignment. If the proposal is denied, the District Manager must advise the proponent in writing, giving the specific reasons for denial. The response must be based on the results of the analysis and must advise the proponent of the appeal process.

If accommodation is being considered, advise the affected postmaster(s) and arrange a joint meeting with the proponent to discuss the proposed accommodation. If agreement is reached, proceed with the customer survey element of the process.

VICE PRESIDENT, AREA OPERATIONS

The Vice President, Area Operations must review all cases that are appealed; validate the data used to support the decision; ensure that a thorough and reasonable evaluation was conducted; and provide a written decision to the Headquarters Manager, Delivery.

HEADQUARTERS:

The Manager, Delivery administers the ZIP Code Boundary Review Process.

A proponent whose request has been denied as a result of this process may appeal that decision to the Manager, Delivery, <u>except</u> where a potential accommodation was agreed to, but was not implemented due to a negative customer survey response.

On receipt of an appeal, Headquarters will obtain the case file from the District. The basis of consideration will be limited to whether or not reasonable accommodation was provided. Generally, a decision will be provided within sixty days.

<u>CUSTOMER SUPPORT AND SURVEYS</u>

Reviews should be conducted with the assumption that the proponent is fairly and accurately representing customer preferences. If previous surveys or feedback contradict this, they can be noted, but they are not a suitable basis for denial of a request.

The Postal Service will not conduct surveys before a potential accommodation is identified and agreed upon. This prevents inappropriate concern or speculation about a change that might not be feasible.

If a potential accommodation is agreed upon, customer support is then confirmed via a survey. Prior to the actual survey, some municipalities may opt to hold public hearings in order to explain their concerns and rationale to the affected customers. This is the responsibility of the municipality, however a postal representative should be available to answer any postal questions that arise.

The criteria for evaluation of the survey responses are set in advance of the survey's distribution. A simple majority **<u>of the survey respondents</u>** is adequate for approval, unless more stringent criteria are mutually agreeable.

The survey will be sent to all customers affected by the proposed change and:

- State that the Postal Service has received a request and identify the proponent.
- State the specific change being considered, and the rationale for it.
- Identify known customer impacts (e.g., changes in last line of address, assignment to a different post office, changes in availability of left-notice mail, etc.).
- Request a response: agree or disagree, and any comments.
- Explain that the change will be implemented if the majority of survey respondents support it.

A sample survey is provided in Attachment D.

SUBSEQUENT MUNICIPAL REQUESTS

The ZIP Code Boundary Review Process emphasizes comprehensive, long-term planning by both municipal and postal managers. This helps to avoid frequent, disruptive changes in response to strip annexation or other actions.

To encourage this approach and help to ensure stability in the ZIP Code network, facility planning and postal operations, once a request to match a municipal boundary has been accommodated, additional requests to amend that boundary will not be considered more frequently than once every ten years.

ZIP CODE BOUNDARY REVIEW PROCESS

ATTACHMENT A

IDENTIFYING INTERNAL AND EXTERNAL ISSUES

This includes, but is not limited to, the following items.

Does the requested boundary represent a formally-established municipal boundary; or is it based on subjective perceptions? Note: Boundaries designating school districts, voting precincts, telephone service areas and similar territorial assignments are not, in themselves, appropriate for consideration.

Are the proposed boundaries cohesive and manageable, or will isolated pockets of deliveries be created? Will split sector-segments or block faces result?

Will the requested boundaries create duplicate street addresses within a ZIP Code? (Do not consider suffixes and pre- and post-directionals to be distinguishing features.)

Can the requested boundary be accessed efficiently, or is access restricted by man-made or natural barriers?

Will the affected deliveries be served from a different station or branch of the same post office, or by a different post office?

Can the gaining facility physically accommodate the change? Are new or upgraded facilities planned within the affected area?

Will the potentially-transferred deliveries be served by the same form of delivery service in the gaining office (e.g., city, rural or highway contract route delivery)?

Are there potential impacts to customer satisfaction, such as changes in parking availability, time of delivery to businesses, or locations and distances to travel for left-notice mail?

If other municipalities will be affected, what is their position regarding the change?

Will future annexation efforts generate ongoing requests for change in the affected area? If so, approximately how many deliveries would be involved?

ZIP CODE BOUNDARY REVIEW PROCESS

ATTACHMENT B

IDENTIFYING POTENTIAL ADMINISTRATIVE SOLUTIONS

Opportunities will vary by locale, but could include:

Use of municipal name in the mailing address (when the municipality is served by a single post office (including its stations and branches) and there is no duplicate name within the state).

Use of the intermediate office concept in rural delivery areas.

Long-term strategies to adjust ZIP Code boundaries in undeveloped areas.

ZIP CODE BOUNDARY REVIEW PROCESS

ATTACHMENT C

QUANTIFYING IMPACTS & ESTIMATING COSTS

The following material is provided as a general guide to quantifying the impacts of a potential ZIP Code boundary change in response to a municipal request. Because each boundary situation is unique, some significant impacts may not be reflected in this outline and should be added locally. Conversely, some aspects of a proposal may not generate any measurable costs or savings.

Identify changes in the method of distribution, if any, that would result if the requested boundary were adopted. Consider automated, mechanized and manual operations, including equipment needs and workload shifts, at mail distribution points and the associate offices involved.

For carrier operations, identify the number of deliveries and routes involved, specific changes in office and street duties that would result, and whether or not route inspections, mail counts and adjustments would be required. Identify the net impacts of the request, and identify any additional delivery equipment required to support the proposal (e.g., cases and vehicles), or excess equipment that would become available.

Determine specific abolishment, reassignment and posting requirements for each affected position (clerical, delivery, support and administrative) and its assigned employee, in accordance with the appropriate national and local agreements.

Methodology

Unless otherwise specified, use District cost and productivity data as of the immediately preceding Accounting Period, excluding periods 3, 9, 10, 11, and 12. Use the National Payroll Hours Summary Report to determine work hour rates, including benefits. Attach supporting documentation.

Misdirected Mail

The cost of handling misdirected mail is not itemized below, but it is a critical element. Mail that is undeliverable due to Postal Service adjustments, as is the case for ZIP Code boundary changes, is not processed through the Computerized Forwarding System, although the changes themselves are made available to mailers through Address Information System data files.

Instead, mail that cannot be immediately captured through double-labeling of automated, mechanized and manual equipment must be re-handled. Depending on the specific situation, the types and amounts of misdirected mail that will incur a rehandling expense may vary dramatically.

For example, adjustments of territory involving two cities processed by a single Processing and Distribution Center (P&DC) should generate less misdirected mail than

adjustments involving more than one P&DC. The degree to which distribution is automated or mechanized, readability rates and the processing of Standard A and Standard B mail may be factors. Local experience with other ZIP Code changes may provide an historical estimate of increased misdirected volume relative to the number of affected deliveries. Each District must evaluate potential factors carefully and arrive at its own cost estimates for rehandling of misdirected mail.

Estimating Postal Costs: "One-Time" Costs

1. Address Management: Data Revision and Mapping, hours x rate.

2. Engineering & Technical Support: Programming hours x rate for LDC.

   Engineering & Technical Support: Revised Facility/Floor Plans
   Hours x rate for LDC.

3. Facility Costs: Design
   Provide estimate only if significant revisions to contracted designs will be required as a result of the proposed change and additional cost will be incurred.

4. Distribution: Scheme Training
   Scheme changes, divided by sixteen = training hours;
   training hours x clerks requiring training x rate for PS Level.

5. Distribution and Delivery: Equipment
   For use only if the proposal will create a requirement for additional equipment, or result in excess equipment that would not otherwise have been required or available. Excess items must be credited as a savings.

   For automated, mechanized or manual distribution equipment and carrier cases, use current supply center or contract cost. For delivery vehicles, assume a cost of $20,000. Item x quantity x cost.

6. Delivery: Route Inspections & Adjustments Due to Transfers of Territory Between 5-digit Areas.

   City Routes: For 1-5 routes, 23 hours per route x LDC 20 rate. For each 5-route increment, 23 hours for the first route and 19 hours for each of the remaining 4 routes. If DSIS software is used to complete the time card analyses and calculate Forms 1840 and 1838, reduce the total work hours required by 4 hours per route.

   Rural Routes: Estimated supervisory hours to conduct inspections, adjustments and special mail counts required as a result of the proposal, x LDC 20 rate.

If route inspections or adjustments are anticipated in the forseeable future, a potential accommodation should be considered at that time, to mitigate the costs.

7. Relocation/Replacement of Equipment & Supplies:
   (Physical move, new facility plaques, meter dies, etc.) Estimated expenses.

Estimating Postal Costs: Recurring Costs

1. Facilities: Floor Space Requirements;
   For use if the proposal will create a requirement for additional space that is unavailable in the impacted facility. If the gaining and losing facilities are scheduled for expansion or replacement and the potential impact of a boundary change can be incorporated during planning or construction stages, only the net change in facility costs due to the proposal should be reported. For example, a space requirement could be readily shifted to another site, but a dramatic difference in real estate values or lease rates could impact the total costs. Include operational and support space required. Representative annual cost per square foot x footage.

2. Delivery Operations: City Carrier Travel
   Net change in daily mileage (+ or -) x LLV cost per mile x 302 delivery days.

   Rural Carrier Equipment Maintenance Allowance: Net change in daily mileage (+ or -) x current per mile rate of EMA x 302 delivery days.

3. Clerical, City or Rural Carrier Work Hours: **Net** changes in work hours, complement and unique impacts only. Report net changes in bargaining unit complement, by LDC. Generally, work hours will shift commensurate to workload, forming a constant. In some cases, however, impacts created or eliminated by the proposal may be significant. Report the net impacts only.

   For example, volume formerly processed in a mechanized operation and now forced into a manual operation at a lower rate of productivity is reportable. In city delivery, 7 minutes daily additional "deadhead" travel time to reach an isolated delivery pocket might result and would be reportable.

   Use the net change (+ or -) in daily work hours x the rate per hour for the appropriate LDC x 302 days.

4. Management/Support: Work hours and Complement
   In some cases, transferred workload will create or increase the postmaster grade or complement in the gaining office, and may or may not be offset by a decrease in the losing office. Supervisory and custodial work hours may be impacted, in particular. Report net impacts in workhours, salaries and complement.

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ATTACHMENT D

SAMPLE SURVEY

AN IMPORTANT SURVEY ABOUT POSSIBLE POSTAL CHANGES

Dear Postal Customer:

On behalf of customers in your area, (proponent) has requested that the Postal Service (accept the name XXXX in your last line of address, provide service to your area from another post office, etc.). According to (proponent), the benefits of this change are (recognition of actual municipal identity, elimination of duplicate addresses, etc.).

The Postal Service is willing to make this change, if customers support it. This survey has been developed to determine your preferences.

FOR YOUR PREFERENCES TO BE CONSIDERED, YOU MUST RESPOND TO THIS SURVEY. The change will be adopted or rejected, in accordance with the majority of responses received.

EFFECTS OF THE CHANGE:

> If the request is approved, you will (be able to use XXX in your last line of address with the xxxxx ZIP Code; be required to change your last line of address to...; need to notify correspondents of your new mailing address; pick up left-notice mail from the X post office; experience brief delays due to mail being redirected; no impact; etc.) This change would be effective (date).

DO YOU SUPPORT THE REQUESTED CHANGE?

YES ____ NO ____

YOUR NAME _____

YOUR ADDRESS _____

COMMENTS:

Thank you very much for your assistance.

Orange County Zip Codes

27278 - Hillsborough

27278 - Hillsborough

27705 - Durham

27514 - Chapel Hill

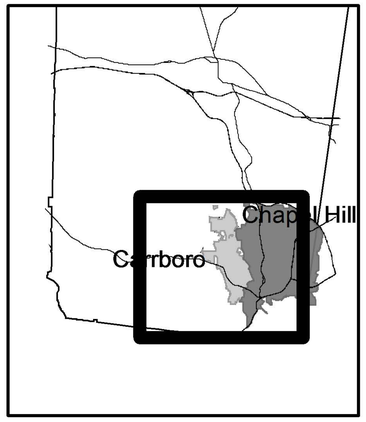
27516 - Chapel Hill

Carrboro Post Office

27510 - Carrboro

27517 - Chapel Hill

27312 - Pittsboro



City Limits

Planning Jurisdiction

2006 annexation

Carrboro Zip Codes

ZipCode

27510 - Carrboro

27516 - Chapel Hill

THIS MAP IS NOT A CERTIFIED SURVEY NO RELIANCE MAY BE PLACED IN ITS ACCURACY

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TOWN OF CARRBORO
301 W. Main St.
Carrboro, NC 27510

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