

NOTE:

THE RECOMMENDATIONS LISTED BELOW WERE PRESENTED BY CITY OF HAMILTON STAFF TO THE TRUCK ROUTE SUB-COMMITTEE ON APRIL 26, 2010. CHANGES AND ADDITIONS MADE BY THE TRUCK ROUTE SUB-COMMITTEE CAN BE REFERRED TO IN THE **UPDATE INFORMATION, RESULTING FROM TRUCK ROUTE SUB-COMMITTEE DECISIONS**



PUBLIC WORKS DEPARTMENT

Environment & Sustainable Infrastructure

REPORT TO: Chairman & Members Truck Route Sub-Committee	DATE: April 26, 2010
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SUBJECT: TRUCK ROUTE MASTER PLAN STUDY	

RECOMMENDATION

- (a) That the final report of the Truck Route Master Plan Study, be received and approved;
- (b) That the By-law to amend the City of Hamilton Traffic By-law 01-215 attached as Appendix A, deleting and replacing Schedule 27 in accordance with Truck Route regulation changes set out in Appendix B, be passed;
- (c) That the Engine Brake Signage Policy, attached as Appendix C, be approved;
- (d) That the Truck Route Signing Policy, attached as Appendix D, be approved;
- (e) That, where planning studies consider major new roadways, the future status of those roadways as truck routes be clearly identified in the studies and the resulting recommendations be forwarded to the Truck Route Sub-Committee;
- (f) That prior to consideration of this report by the Public Works Committee, appropriate time be given to allow interested parties to submit delegation requests;
- (g) That the budget for the Truck Route Master Plan (Capital Project ID 4030820800) be increased by \$50,000 from \$200,000 to \$250,000 to fund the signing implementation and that this increase be funded from surplus

available from the 2009 Annual Traffic Calming program (Capital Budget Project ID 4040916102);

- (h) That the By-law to amend The City of Hamilton Traffic by-law 01-215 to make housekeeping and technical changes as described in this report such by-law to be in a form satisfactory to the city Solicitor, be passed.

EXECUTIVE SUMMARY

Virtually all materials now consumed in Hamilton reach their final destination by truck. The designated truck route system has not been comprehensively reviewed in a very long time, if ever. The characteristics of transportation in Hamilton have changed over the years with reduced emphasis on heavy industry in the north-east quadrant of the lower city and with the implementation of major transportation facilities such as the Lincoln Alexander Parkway / Red Hill Valley Parkway system.

In mid-2005 City Council approved a study to review the truck route system in the City of Hamilton. In 2007, the Truck Route Sub-Committee of the next Council met for the first time, approved a mandate and directed staff to proceed with the project. IBI Group was hired in early 2008 as the consultant on the project.

The study was conducted as a Master Plan Environmental Assessment. However, a much higher level of consultation than the minimum required was undertaken in this study. The attempt was to consider the comments and concerns of the public who would like to have truck routes removed from any areas with residential or pedestrian facilities and contrast those comments with responses from the industry which requires goods movement. The typical final step of an EA is to file the document for a 30 day public review. In this case, that step will be replaced by an extended opportunity prior to Committee and Council for the public to review the recommendations and make presentations if desired. As well, since there are no Class B or C projects developed from this Master Plan, there would be no opportunity for the public to “bump up” any part of the Master Plan to the Minister, in any case.

The study was a master planning exercise. This means that it was conducted at a higher level and decisions were made based on overall principles. While some detailed reviews were made of more controversial sections, the study was not intended to, and did not, review the impacts of changes in the truck route system on property values, physical impacts to specific properties or geotechnical road structures.

The principles that guided the study are:

- Considering social, environmental and economic factors
- Consistency in decision-making
- Minimizing the demand for enforcement
- Ensuring no dead ends
- Transferring of truck traffic to higher quality facilities

- Matching relationship of trucks to road category and roadway configuration

The consultant originally proposed three preliminary alternatives for the system. The first alternative was status quo. The existing truck route system currently has a high density of truck routes and serves goods movement extremely well. The second alternative was the current truck route system with a large number of links removed, on the basis of public discontent with the truck route system, but with no other stakeholder input. For the third alternative, the consultant started as if there was no truck route system in Hamilton. A new system was developed from scratch based on good planning principles such as connections to the provincial highway system, connections to major sources of truck movement, mountain escarpment crossings, etc. This system was then compared to the current truck route system and checked for any inconsistencies. Following that, city staff and Hamilton Police Service members reviewed the proposal and fine-tuned it based on local knowledge, to come up with an alternative which was then presented to the public. Subsequently, the alternative which was suggested to the public was modified in accordance with comments received at the second set of four public information sessions, as a result of further investigation, data collection and research as well as input from the TAC and the Chamber of Commerce. The result of all the consultations and adjustments is presented in this report and is recommended as the new truck route system going forward. The consultant's final report is on the City's website and copies are available to members of Council on request.

When the current truck route by-law was consolidated after amalgamation in 2001, a number of minor housekeeping errors were introduced. As well the truck route schedule is segregated by former municipalities. It is recommended that the multiple truck route by-law schedules sections be consolidated into a single schedule and that the known errors relative to the way the current truck route system is signed and operated be corrected as part of this process. Also, minor edits are needed to update the text of the by-law itself to match the recommended changes, particularly in regard to the removal of the "designated user" lists for Fiddler's Green Road, Butter/Airport Road and White Church/Binbrook Road, as well as changing the title of the General Manager of Public Works to be current.

As part of the truck route study, the issue of engine retardant brakes, was addressed. When properly maintained, engine brakes on large trucks are not supposed to make any more noise than the same vehicle travelling uphill. However it is known that poorly maintained or intentionally modified engine brakes can be quite loud. The Sub-Committee directed that a policy be developed and a policy is attached to this report recommending the process for providing signing in response to engine brake noise complaints.

The signing system used for the truck route system in the City of Hamilton is a "permissive" system. This means that the routes which are truck routes are clearly defined. This system requires far less signing than the alternative which

would be a “prohibitive” system in which all routes which are not truck routes have to be signed. However the Sub-Committee noted that there are instances in which additional signing in the form of prohibitive signing is required in order to re-enforce areas with poor compliance or areas in which drivers may be confused. A policy on the limited use of prohibitive signing in conjunction with the city’s permissive signing system is attached to this report and is recommended for approval.

It is recognized that the changes recommended in this report may generate issues that need further discussion. It is also recognized that new truck route related issues will arise regularly. This is particularly true of existing and proposed roadways in developing areas. In the past, truck route status was typically not considered or explicitly stated in planning reports. Going forward, it is important that this be formally considered and addressed, and that roadways be considered for inclusion in the City of Hamilton truck route system at such time as industrial or commercial demands would justify the change, with the appropriate roadway changes. This report is not intended to provide a static truck route system that will not change in the future, but to update the system to current conditions. Therefore, the Truck Route Sub-Committee will be likely required on an intermittent basis, going forward to and into the next term of Council.

There are three items on the Outstanding Business List which are completed by the presentation of this report. One is the study itself, particularly near Mount Albion Road, and there is a recommended change which reflect this item. A second is the status of Fruitland Road as a truck route, which is addressed by the recommendations of the report. The third is the use of engine retardant brakes, which is addressed by a policy recommended by this report.

FINANCIAL / STAFFING / LEGAL IMPLICATIONS
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Financial: The cost to implement the revisions to the Truck Route Master Plan (Capital Project ID 4030820800) is estimated at \$50,000, as required for additional and revised signing. Sufficient funds do not exist in the Traffic Operations routine signs maintenance and installation account to undertake this work. Therefore, it is recommended that funds be transferred from the 2009 Annual Traffic Calming program (Capital Budget Project ID 4040916102).

Staffing: The only additional engineering staffing effort required will be to work with Traffic Operations to ensure speedy implementation of the changes approved by Council. As well, there is field staff effort required to revise all the signing resulting from the study recommendations and it is expected that the signing changes will take 6 to 10 weeks to complete, following final Council approval of the revised by-law.

Legal: Other than amending the City of Hamilton Traffic By-law, as recommended, there are no legal implications of this study.

HISTORICAL BACKGROUND

In mid-2005, the Truck Route Sub-Committee of the Public Works, Infrastructure and Environment Committee of the previous Council recommended a study of the truck route system in the City of Hamilton. The concept and a budget was subsequently approved by Council. Following the 2006 election, to guide and assist in the development of a revised truck route system, a new Sub-Committee of Public Works Committee was established with membership of six, chaired by Councillor David Mitchell with Councillor Maria Pearson as Vice-Chair.

The first Truck Route Sub-Committee meeting was held September 17, 2007. The Sub-Committee approved a mandate and directed staff to proceed with the project. A request for proposals for a consultant to conduct the study was issued and IBI Group was the successful candidate/consultant. IBI Group was hired in early 2008 as the consultant on the project.

A series of four (4) public consultation sessions was held in May and June of 2008. The consultant then presented a first draft of the truck route study to the Sub-Committee in December of 2008. The Sub-Committee did not wish to accept the presentation at that point and directed staff to meet with all members of Council individually.

Consultation with members of Council, either individually or in small groups, was conducted through the spring of 2009. Once that information was assembled, the consultant prepared three preliminary alternatives for consideration and these were presented to the public in the fall of 2009. During the same time period, fall of 2009, consultation was held with a number of other groups as will be discussed in a later section of this report.

Following the final consultations, the consultant assembled all available information and developed the final draft recommendations and project report. The report is available on the City's website and copies are available to members of City Council upon request.

POLICY IMPLICATIONS

The city's traffic by-law requires a vehicle weighing more than 4500 kg to follow the city's designated truck route system. Vehicles are only permitted to deviate from the truck route system when making a local delivery or a pick-up and to do so they must take the shortest distance from the truck route system to the point of pick-up or delivery and then return immediately via the shortest route to the truck route system. Therefore, trucks can legally travel on streets that are not designated truck routes, and deleting a street from the truck route system can be expected to only partially reduce legal truck volumes. It should also be noted that as links are removed from the truck route system, additional truck travel distance is required and additional truck travel equates to higher levels of air pollution and increased potential for motor vehicle collisions, which are contrary to the goals of the City's strategic plan.

While the driving force behind the decision to undertake a truck route study was primarily the impact of heavy trucks on areas such as residential and business improvement areas, trucking has significant impact on the city's economic development and growth and how the city is positioned as a major transportation hub.

The Truck Route Study is a key component of the Transportation Master Plan as part of the Council-approved Growth Related Integrated Development Strategy. The Goods Movement Cluster including air, port, road, rail, warehousing, logistics and distribution has been identified within the Council approved Economic Development Strategy and listed within the related Draft soon to be presented for input. The Truck Route Study compliments other initiatives including the Metrolinx Urban Freight Study, Niagara to GTA Corridor Environmental assessment, Ontario Quebec Continental Gateway and Trade Corridor as well as the McMaster Institute for Transportation and Logistics, and Southern Ontario Gateway Council activities.

RELEVANT CONSULTATION

The Truck Route Master Plan has followed the Public Consultation requirements of Municipal Class Environmental Assessment (EA) process, as per the Municipal Engineers Association document (Oct. 2000, as amended in 2007). More specifically the Class EA process followed "Approach#1" described in the above document, as "...at a broad level of assessment thereby requiring more detailed investigations at the project-specific level in order to fulfil the Municipal Class EA documentation requirements for the specific Schedule B and C projects identified within the Master Plan". Requests for an order to comply with Part II of the EA Act would only be possible for specific Schedule B or C projects identified in the Master Plan and not the Master Plan itself. No such projects have been proposed within this Master Plan to date.

The project team expanded the public consultation approach beyond the minimal requirements for public consultation of Class EA, to ensure that an understanding of issues and opportunity for input was maximized. The expanded approach for this Master Planning process included four Public Information Centres (PIC), throughout the City, at the initial stage of the process, in order to gather background input from the public and to help formulate the problem and opportunity statement.

A second set of four PICs was held, to fulfil the Class EA mandatory point of contact with agencies and public. At this time the problem and opportunity statement and alternative solutions, as well as the preliminary preferred alternative, were presented.

Notices for both sets of PICs were sent out to affected agencies, internal City Departments, and interested members of the public. Each Notice was also advertised in the Hamilton Spectator, all six Community newspapers and The View, two weeks in advance and one week in advance of each set of PICs.

A Technical Advisory Committee (TAC) consisting of members of industry, trucking associations, businesses and other stakeholders as well as provincial government agencies has been formed for this planning process.

The complete list of TAC invitees is in Appendix E. Two TAC meetings were held in tandem with PICs so that members of the industry/ other stakeholders could provide their input close to the time of each PIC set of meetings.

Additional meetings were held with the following agencies/ stakeholders:

- HABIA - Hamilton Association of Business Improvement Areas (1 meeting)
- Chamber of Commerce (4 meetings)
- Neighbourhood Ward Meeting (Ward #6 - 1 meeting)
- Haldimand County (1 meeting)

The list of other agencies contacted during the course of this Master Plan can be found in Appendix E.

The Truck Route Master Planning process has been overseen by the Truck Route Sub-Committee of Public Works Committee. The Sub-Committee has been involved in each major step of the process to date. Separate meetings were held with the Sub-Committee prior to each PIC set, and meetings with all City Councillors were held in small groups at least once per Councillor.

Comments were encouraged from the public and agencies following the PICs, and all agency and public comments were addressed as appropriate.

ANALYSIS / RATIONALE FOR RECOMMENDATION

Virtually everything that is today used by industry, commerce or private consumers in the City of Hamilton is delivered by truck. On one hand, trucks are vital to the economic health of the city, and in fact the city is attempting to position itself as a major transportation hub due to its excellent highway, rail, air and water transportation services, allowing Hamilton to become a trans-shipment point. On the other hand, heavy vehicles, particularly large trucks, cause negative impacts through visual impacts, real or perceived safety issues, noise and air quality issues. The purpose of the truck route study can be characterized by the classic three-legged stool where the social and environmental impacts of heavy vehicles on shopping areas and local residences need to be weighed against the financial and economic advantages of trucks toward the city's prosperity.

When the truck route study was undertaken there were approximately 25 locations in the City of Hamilton which were known areas where trucks had been a source of ongoing public concern and comment. Following the consultations and meetings, that list was expanded to over 100 locations. Each of these locations was considered for addition or removal from the truck route system.

The study was a master planning exercise. This means that it was conducted at a higher level and decisions were made based on overall principles. While some

detailed reviews were made of more controversial sections, the study was not intended to, and did not, review the impacts of the current system or of changes in the truck route system on property values, physical impacts to specific properties or geotechnical road structures. Similarly, simulation or modelling was not employed, and decisions were based on actual traffic information. Such detail is not consistent with a master planning study and would have greatly expanded the project scope and cost. The majority of changes recommended by this study are removals of road segments from the truck route system. In this case, the transfer of traffic would be to alternate parallel, existing truck routes and this was assumed to have minimal overall effect on these factors.

The guiding principles that evolved upon which the final routing decisions were made are as follows:

- Considering social, environmental and economic impacts - as noted above, the basic purpose of the truck route master plan study was to determine the best system of routing trucks through the City of Hamilton so as to have the minimum visual, safety and noise impacts while retaining a reasonably efficient system so that goods can be delivered expeditiously. It was found that removing links from the truck route system will often not decrease truck travel but merely relocate it to other nearby routes, and may increase overall travel distance and time, thereby decreasing overall road safety and contributing to an increase in air pollution.
- Consistency – while it not possible to be 100 % consistent on decisions made in regard to the truck route system, decisions were made in a way to attempt to be as fair as possible to residents and businesses in similar circumstances at different locations. For instance, there was discussion about potentially allowing new part-time truck restrictions for several roadways. Time-of-day restrictions or part-time truck routes have occasionally been used to create a compromise between recognized goods movement corridors and less compatible land uses (e.g., residential areas, hospitals, etc.). Currently, all part-time truck routes in the City of Hamilton are available between 7:00 AM and 7:00 PM daily, which reflects typical business hours. However, the same logic can be applied to many truck routes in Hamilton. On a widespread basis, this would cause significant problems for truck deliveries in the overnight period, so no new part-time routes are recommended. Through this study, the continued use of part-time truck routes has come into question, due to issues of equitableness and enforceability. The recommended approach is as follows: *Existing part-time truck routes should be maintained. New part-time truck routes should only be added where adding a new full-time truck route would result in truck route discontinuities during the 7:00 PM – 7:00 AM period.*

- Minimizing the demand for enforcement – while the Hamilton Police Service provide minimal levels of enforcement, truck route violations are not a high priority for service. One of the guiding principles of the study was to attempt to develop a system which was logical to the trucking industry such that the routings provided would not require high levels of police enforcement to establish and maintain compliance. If too many links are removed from the system, it becomes very difficult to determine where the shortest distance to and from a truck route is and becomes almost impossible for the police to enforce. Also, the removal of the “specified user” links, such as Fiddler’s Green Road, will simplify enforcement.
- No dead ends – the truck route system must be continuous.
- Transferring of truck traffic to higher quality facilities – if the truck route system is altered and the effect is simply to transfer truck traffic from one roadway to a parallel roadway with similar characteristics, the net effect is to advantage some citizens or businesses and to disadvantage others. Where segments are proposed to be removed from the truck route system, the preferred outcome is that the trucks be transferred to a roadway of a higher classification or one that is better designed to carry truck traffic. An example would be transferring truck traffic from Millgrove Side Road, which although a former regional road, has residential and institutional areas with relatively narrow shoulders, to Provincial Highways 5 and 6 which are multi-lane and have always been intended for heavy truck traffic.
- Matching relationship of trucks to road category and roadway configuration - consideration was given to the status of a roadway within the city’s official plan and also the actual physical configuration of the roadway in terms of lane widths, shoulders, curbs, sidewalks, etc.

The consultant developed three preliminary alternatives. The first alternative was the status quo or the current existing truck route system. The second alternative took into account only requests for additions and removals of links from the truck route system as expressed by the public in the first round of the public information sessions and as expressed by Members of Council on their behalf. The third alternative reflected the citizen requests but also recognized the economic and road safety realities of additional truck travel and the other guiding factors discussed in the executive summary. The consultant started from scratch and built a truck route system based on logical factors such as arterial roads being the primary truck routes, connections to truck routes in adjacent municipalities, escarpment crossings, locations of major sources of truck deliveries and connections to provincial highways. This was then compared to the existing system and any differences challenged. Each of the 100-plus requests was considered as to whether change would be appropriate. While there were no requests from the public to add roadways to the truck route system, staff and the consultant considered such elements as the Airport

Employment Growth District and the Red Hill Business Park (formerly the North Glanbrook Business Park) as potential areas where new truck routes might be established and these were also considered as part of the truck route study. Staff and the police provided added, local insight.

The third alternative was presented to the second round of PICs as the starting point for discussion and some lively debate ensued, which led to final revisions of the recommendations. It should be noted that a number of changes, both additions and deletions, resulted from the public input, so the final recommended truck route system is somewhat different from the third alternative as presented at the second round of the PICs. That is, of course, why PICs are conducted. In the end, of the 100 requests, about 10 to 12 were source of major concern and debate between the public, the Chamber of Commerce and the staff / consultant team. Appendix F contains detailed explanations for those sections, with the recommendation for the status of those routes, and a detailed rationale. In the case of these major issues, significant additional investigation and review effort was undertaken by city staff and the consultant to attempt to best understand the nature of truck traffic.

The truck route network developed through this master plan is not intended as a static entity; rather, it is expected to evolve and expand, as dictated by development and/or redevelopment within the City. This includes that construction of new road infrastructure. The consideration of truck traffic should be integral to the planning process for any new roads within the City of Hamilton.

The criteria that constitute the consultant's Level 1 Analysis should serve as a starting point for determining if any new road should be included in the City's truck route network. Furthermore, the potential to remove existing links from the truck route network should also be considered during the planning of new roads. Given that it may be possible to incorporate basic construction to accommodate truck traffic in new construction, new arterial and collector roads should always be considered as potential truck routes, until sufficient justification for the contrary is provided.

ALTERNATIVES FOR CONSIDERATION

Council could chose not to endorse the Truck Route Master Plan, which would leave the current system in place. This would not provide an update to a system that has been affected by a wide range of changes in landform, economy and road system.

Council could choose to alter the recommendations on one or more of the recommended truck route links, typically to remove additional links. One impact would be to increase the demand for enforcement and/or to increase the difficulty of enforcement. Another outcome would be to potentially set precedents which could affect a significant number of other routes. Past experience has shown that despite the best efforts of staff and the police to try to understand the implications of truck route changes, because so many individual trucking

companies and businesses are involved, unpredictable problems can be created when the system is revised.

CORPORATE STRATEGIC PLAN

Focus Areas: 1. Skilled, Innovative and Respectful Organization, 2. Financial Sustainability, 3. Intergovernmental Relationships, 4. Growing Our Economy, 5. Social Development, 6. Environmental Stewardship, 7. Healthy Community

1. This study links to the city's corporate strategic plan in that it supports growing our economy, from the perspective of recommending a truck route system which will support economic and industrial development.
2. The plan supports social development in that it attempts to minimize the impacts of heavy vehicles and heavy vehicle noise and pollution on residential areas.
3. The plan supports environmental stewardship in that it attempts to place trucks in locations which will have the least impact on the environment, at the same time maintaining the shortest possible travel distances so that the least possible air quality impacts are resultant.
4. The truck route master plan supports a healthy community in that it attempts to minimize truck travel which in turn would maximize road safety.

APPENDICES / SCHEDULES

Appendix A: Proposed Amending By-law Deleting and Replacing Schedule 27
Appendix B: Proposed Truck Route Regulation Changes
Appendix C: Engine Brake Signage Policy
Appendix D: Signing for Truck Routes Policy
Appendix E: List of Agencies contacted for Consultation during the course of the Master Plan Study
Appendix F: Individual Link Analysis Sheets for major Roadway Sections Discussed in the study