

NO: R152

COUNCIL DATE: July 22, 2019

REGULAR COUNCIL

TO: **Mayor & Council** DATE: **July 17, 2019**
FROM: **Acting General Manager, Engineering** FILE: **8630-30**
SUBJECT: **Regional Harmonization of Truck Definition and Updating the Highway and Traffic Bylaw**

RECOMMENDATION

The Engineering Department recommends that Council:

1. Receive this report for information;
2. Approve amendments to the *Highway and Traffic By-law, 1997, No. 13007, as amended*, as documented in Appendix "I" to this report;
3. Authorize the City Clerk to bring forward the necessary amendment Bylaw for the required readings;
4. Support proposed housekeeping amendments to Schedule C – Truck Routes of the *Highway and Traffic By-law, 1997, No. 13007, as amended*, as documented in Appendix "II" to this report for minor road name corrections and revisions; and
5. Authorize staff to submit the request for the amendments identified in Appendix "II" to TransLink in order to gain the authority pursuant to the South Coast British Columbia Transportation Act, [SBC 1998].

INTENT

The purpose of this report is to inform Council about the collaborative work of staff with TransLink to harmonize the definition of heavy trucks across the Metro Vancouver region and seek Council approval to the proposed truck definition and proposed amendments to truck routes identified in Appendix II.

BACKGROUND

In Metro Vancouver, municipalities typically designate truck routes, defined through a municipal Bylaw, to be roadways where heavier trucks must travel until it is no longer possible to use a truck route to reach the intended destination. Designating specified truck routes helps to focus heavy truck traffic on key major arterial roadways that are better suited to accommodate that traffic.

In the City of Surrey, the definition of heavy truck and the identification of designated truck routes are defined in the *Highway and Traffic By-law, 1997, No. 13007, as amended*, (the “Highway and Traffic Bylaw”). It currently defines heavy trucks as trucks with a Licensed Gross Vehicle Weight (“LGVW”) in excess of 10,000 kg, or vehicles that comprise a tractor towing one or more trailers or semi-trailers. Unfortunately, this definition is not consistently applied across the Metro Vancouver region, which has created issues within the trucking community and enforcement in each respective jurisdiction.

On January 18, 2018, the Regional Transportation Advisory Committee (“RTAC”) unanimously endorsed two recommendations to achieve greater regional harmonization among municipalities, and between the region and the Province. The two recommendations are:

1. Adopt a revised common reference to the weight of heavy trucks for the purpose of limiting through-travel to designated truck routes as applicable, and by extension revise the previous reference; and
2. Harmonize heavy truck weights and dimension limits by incorporating aspects of the BC Commercial Transport Regulations in the Bylaw.

These recommendations have been supported by Commercial Vehicle Safety and Enforcement and industry stakeholders represented by the Port of Vancouver’s Project Cargo Working Group. A letter from TransLink and letters of support are provided in Appendix “III”. Fortunately, the City has already adopted the portions of the Commercial Transport Regulations into the Highway and Traffic Bylaw and now only needs to update the common reference to the weight of heavy trucks.

In addition, the City of Surrey truck route map and Schedule C of the Highway and Traffic Bylaw require housekeeping changes to reflect the addition of Highway 17/Golden Ears Way and Golden Ears Connector.

DISCUSSION

To update the common reference to the weight of heavy trucks and amend the truck route network a few steps will be required. Council will need to approve amending the definition of ‘heavy truck’ in the *Highway and Traffic By-law 1997 No. 13007, as amendment to* (the “Highway and Traffic Bylaw”). At the same time, staff are seeking housekeeping changes to Schedule C for minor road name corrections and revisions associated with the addition of Highway 17/South Fraser Perimeter Road, Golden Ears Way and Golden Ears Connector. To accommodate these revisions, Council is required to formally submit the request to TransLink and gain their approval and consent, pursuant to the South Coast British Columbia Transportation Act, [SBC 1998].

The following sections provide more details on these actions.

Defining 11,800 kg as the Weight for a Heavy Truck

Heavy trucks are currently considered as trucks in excess of 10,000 kg LGVW in the Highway and Traffic Bylaw. Unfortunately, this weight does not correspond to any existing commercial vehicle standard and creates practical problems for heavy truck operators navigating the truck route network across jurisdictional boundaries.

The RTAC Commercial Vehicle Working Group has put forward the recommendation of adopting the definition of a heavy truck consistent with the United States of America, Federal Highways Administration (“FHWA”) Class 6 definition of trucks exceeding a LGVW of 11,794 kg (26,000 lbs) and heavier, and consisting of three axles or more. A graphic of the different FHWA classes of trucks is shown below in Figure 1.

































Class 1 Motorcycles		Class 7 Four or more axle, single unit	
Class 2 Passenger cars		Class 8 Four or less axle, single trailer	
			
			
			
Class 3 Four tire, single unit		Class 9 5-Axle tractor semitrailer	
			
			
Class 4 Buses		Class 10 Six or more axle, single trailer	
			
			Class 11 Five or less axle, multi trailer
Class 5 Two axle, six tire, single unit		Class 12 Six axle, multi-trailer	
			
			Class 13 Seven or more axle, multi-trailer
Class 6 Three axle, single unit			
			
			

Figure 1. FHWA Vehicle Category Classification – Source Office of Highway Policy Information

While the FHWA is a US truck classification, it is widely recognized as a standard among heavy commercial vehicle manufacturers and the trucking industry throughout in North America. It is also the standard weight under the Canadian Agreement on Vehicle Registration. A commercial vehicle below this weight is temporarily exempt from registering and licensing in other provinces and permitted to operate freely as if the vehicle was in its home jurisdiction for up to 90 days in a calendar year.

Adopting the revised common heavy truck definition will simplify and streamline the regulatory environment for heavy commercial vehicles that operate in Metro Vancouver and align the proposed weight threshold with Provincial regulations and policies. From a practical perspective, there are no truck classes that vary between 10,000 kg and 11,794 kg, thus this change will not impact truck traffic volumes on City streets. For the reasons outlined above, staff recommends adopting a revised definition of heavy truck in the Highway and Traffic Bylaw.

To simplify the imperial to metric conversion the proposed LVGW amount is rounded up to 11,800 kg. This is consistent with the approach other municipalities are implementing for a more practical application of the LVGW. This will also be the weight identified on all City signage that requires this information. It is anticipated to take two to three months to change and update all signage accordingly.

Truck Route Network Revisions

The map attached as Appendix “IV” illustrates the housekeeping route revisions associated with Highway 17. As a result of opening Highway 17 (South Fraser Perimeter Road), some Surrey roads were replaced, renamed and/or no longer need to be truck routes. In addition, a new road connection (103A Avenue) was made to Highway 17. A number of housekeeping amendments are required to accommodate the completion of Highway 17/South Fraser Perimeter Road in North Surrey. A map of these revisions is attached as Appendix “V”.

The proposed housekeeping amendments are being recommended concurrent with the above change in truck weight definition to ensure the Bylaw is up to date.

TransLink Approval Process

Municipalities that have designated truck routes must request TransLink’s permission to make amendments to routes within the municipality’s Bylaw. The South Coast British Columbia Transportation Authority (SCBTA) Act [SBC 1998] states that:

A municipality must not, without the approval of TransLink, take, authorize, or permit any action that would prohibit the movement of trucks on all or any part of a highway in the transportation service region.

A municipality is required to submit a formal letter with the rationale for the requested amendments and a record of Council resolution.

Following receipt of the request and supporting documentation from the municipality, TransLink staff will review the request and refer it to TransLink’s Board of Directors for final assessment and decision. TransLink’s Board considers technical, legal, and other information in its decision making. The entire process typically can take six to twelve months from the date TransLink receives the request.

Should TransLink’s Board support the proposed amendments, staff will bring forward the necessary Bylaw amendments for the required readings.

Legal Services Review

The content of this report has been reviewed by Legal Services and there are no concerns.

SUSTAINABILITY CONSIDERATIONS

Update to the City's Highway and Traffic Bylaw supports the City's Sustainability Charter 2.0. In particular, update of these amendments relates to the Sustainability Charter 2.0 theme of Infrastructure. Specifically, these updates relate to the follow Desired Outcomes ("DO"):

- All Infrastructure DO1: City facilities and infrastructure systems are well managed, adaptable and long lasting, and are effectively integrated into regional systems; and
- Transportation DO14: Goods movement throughout the city is efficient, and minimizes environmental and community impacts.

CONCLUSION

In order to improve the efficiency of the management of goods movement within the region, all Metro Vancouver municipalities should take actions to achieve greater harmonization among municipalities and the Province. This involves approving common truck weight and dimension limits.

In addition, the truck routes in the Highway and Traffic Bylaw have not been updated to reflect the completion of Highway 17, Golden Ears Way and Golden Ears Connector, as well as some road name changes.

The Engineering Department recommends that Council adopt the changes identified in Appendix "I", support the changes identified in Appendix "II", and authorize sending a request to TransLink for the necessary amendments that are no longer appropriate with the completion of Highway 17.

Scott Neuman, P.Eng.
Acting General Manager, Engineering

JB/DM/cc

- Appendix "I" – Proposed Amendments to the Highway and Traffic Bylaw
- Appendix "II" – Proposed Amended Schedule C of the Highway and Traffic Bylaw
- Appendix "III" – Letter from TransLink, "Request for Assistance to Harmonize Truck-Related Definitions and Regulation", dated February 6, 2018
- Appendix "IV" - Map of Existing Truck Routes
- Appendix "V" - Map of Proposed Truck Route Revisions

CITY OF SURREY

BYLAW NO. 19876

A bylaw to amend the provisions of "Surrey Highway and Traffic By-law 1997, No. 13007", as amended

.....

The Council of the City of Surrey ENACTS AS FOLLOWS:

- 1. Part 1 Definitions is amended as follows:
 - a. Delete the definition of "Heavy Truck" in its entirety and insert a new definition of "Heavy Truck" as follows:

"HEAVY TRUCK means a motor vehicle which has a licensed gross vehicle weight in excess of 11,800 kilograms."
- 2. This Bylaw shall be cited for all purposes as "Highway and Traffic Bylaw, 1997, No. 13007, Amendment Bylaw, 2019, No. 19876"

PASSED FIRST READING on the th day of , 2019

PASSED SECOND READING on the th day of , 2019

PASSED THIRD READING on the th day of , 2019

RECONSIDERED AND FINALLY ADOPTED, signed by the Mayor and Clerk, and sealed with the Corporate Seal on the th day of , 2019

_____MAYOR

_____CLERK

SCHEDULE C
TRUCK ROUTES

As amended by By-law Nos: 13605, 12/14/98; 13832, 10/04/99; 13938, 02/14/00; 14144, 11/06/00; 16853, 01/19/09; 16940, 05/25/09

Each of the following portions of a highway or series of connected highways is hereby designated as a "Truck Route":

- 8 Avenue between 160 Street and Highway #15
- 16 Avenue between 128 Street and 196 Street
- 32 Avenue between 152 Street and 176 Street (after December 31, 2001)
- 32 Avenue between 176 Street and 196 Street
- 32 Avenue Diversion between ~~the~~ King George Highway-Boulevard and 152 Street
- 64 Avenue between King George Highway-Boulevard and 152 Street
- 72 Avenue between Scott Road~~120 Street~~ and 152 Street
- 80 Avenue between Scott Road~~120 Street~~ and ~~the~~ King George Highway-Boulevard
- 88 Avenue between Nordel Way and Highway #15
- 96 Avenue between Scott Road~~120 Street~~ and ~~160 Street~~Highway #15, and between ~~184 Street~~Golden Ears Way and 196 Street
- ~~96 Avenue between 160 Street and 176 Street~~ - To be removed, duplication
- 103A Avenue between Highway #17 and Scott Road - To be added, new Highway #17 connection
- 104 Avenue between ~~the~~ King George Highway-Boulevard and ~~160 Street~~ Highway #1
- 108 Avenue between ~~the~~ King George Highway-Boulevard and Ferguson Diversion (~~restricted to vehicles less than 3.2 metres in width, inclusive of load~~) - To be removed because a special permit is required on all truck routes for loads >2.6m wide
- ~~116 Avenue between 126A Street and King Road~~ --To be removed, now a local access road only
- ~~116A Avenue between King Road and Surrey Road~~ - To be removed, now a local access road only
- 120 Street and (~~Scott Road~~) between Highway #10 and ~~the~~ King George Highway-Boulevard
- 128 Street between 72 Avenue and 88 Avenue
- 132 Street between 72 Avenue and 88 Avenue
- 132 Street between 88 Avenue and ~~the~~ King George Highway-Boulevard-(restricted to the hours of 0700 - 1800 {7:00 a.m. - 6:00 p.m.} daily)
- 140 Street between 96 Avenue and 108 Avenue
- 152 Street between 16 Avenue and Highway #1

- 160 Street between ~~the~~ Fraser Highway and Highway #1
- ~~176 Street from Barnston Drive East to 104 Avenue~~ - To be removed, now Highway #17
- 192 Street between 16 Avenue and Highway #10
- ~~Barnston Drive East between 176 Street and 184 Street~~ - To be removed, no longer connects to Highway #15
- ~~Bridge Road between Old Yale Road and 112 Avenue~~ - To be removed, now a local access road only
- Bridgeview ~~Drive By Pass (128 Street - 130 Street)~~ between ~~the~~ King George ~~Boulevard Highway~~ and ~~116 Avenue Highway #17~~
- Ferguson Diversion between 108 Avenue and 152 Street (~~restricted to vehicles less than 3.2 metres in width, inclusive of load~~) - To be removed because a special permit is required on all truck routes for loads >2.6m wide
- Fraser Highway between ~~the~~ King George ~~Highway Boulevard~~ and 196 Street
- Highway #1 between the Port Mann Bridge and 196 Street
- Highway #10 between ~~120 Street Scott Road~~ and ~~1962~~ Street
- ~~Highway #15 between 0 Avenue and Barnston Drive East Highway #17~~
- ~~Highway #17 between 96 Avenue and Highway #1~~ - To be added, replaces South Fraser Way
- Highway #99 between 120 Street and 8 Avenue
- ~~Industrial Road between 112 Avenue and 126A Street~~ - To be removed, local access road only
- King George ~~Highway Boulevard~~ between 8 Avenue and the Pattullo Bridge
- ~~King Road between 116 Avenue and 116A Avenue~~ - To be removed, replaced with Highway #17
- ~~Langley By-Pass between 192 Street and 196 Street~~ - To be removed, duplication
- Old Yale Road between ~~River Road Timberland Road~~ and Scott Road - Due to Highway #17 connection
- ~~River Road between 96 Avenue and South Fraser Way~~ - To be removed, replaced by Highway #17 for truck traffic
- ~~South Fraser Way between River Road and Old Yale Road~~ - To be removed, road was replaced by Highway #17
- Tannery Road between ~~River Road Highway #17~~ and Scott Road - New interchange with Highway #17
- ~~Nordel Way between Scott Road and 88 Avenue~~
- ~~Golden Ears Way between Highway #15 and 196 Street~~ - To be added, new regional road
- ~~Golden Ears Connector between Highway #17 and Golden Ears Way~~ - To be added, new provincial road



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New Westminster, B.C.
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Tel 778.375.7500
translink.ca

South Coast British Columbia
Transportation Authority

February 6, 2018

Fraser Smith
General Manager
City of Surrey
13450 - 104th Avenue
Surrey, British Columbia
V3T 1V8

Dear Fraser:

Re: Request for Assistance to Harmonize Truck-Related Definitions and Regulations.

At its meeting held January 18, 2018, the Regional Transportation Advisory Committee (RTAC) unanimously endorsed two recommendations that would streamline and harmonize the movement of goods in the region. The two recommendations endorsed by RTAC are:

- adopt a revised **common definition of a heavy truck** for the purpose of limiting through-travel to designated truck routes as applicable, and by extension rescind the previous definition;
- **harmonize heavy truck weights and dimensions limits** by adopting the BC Commercial Transport Regulations (CTR), as amended from time to time, by reference in municipal bylaws.

Adopting the common definition of a heavy truck and the BC CTR by reference will increase regulatory consistency in the region and enable future further enhancements in regional goods movement.

Acting on the recommendations may require municipal bylaw amendments and council approvals to move forward with implementation. TransLink is requesting your assistance to initiate the implementation process by:

1. Assessing whether bylaw changes are required in your municipality; and as applicable:
2. Preparing reports to council;
3. Referring the recommendations to council for review and decision.

Enclosed you will also find two letters of support for these initiatives from Commercial Vehicle Safety and Enforcement (CVSE) and industry stakeholders represented on the Port of Vancouver's Project Cargo Working Group (PCWG).

February 6, 2018

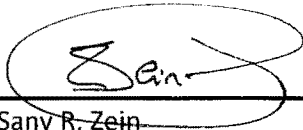
Re: Request for Assistance to Harmonize Truck-Related Definitions and Regulations

RTAC identified the summer of 2019 as a reasonable target to implement both recommendations. To assist, TransLink is offering the following:

- A briefing package to support the recommendations, which has been provided to your RTAC representative.
- Technical advice and assistance in preparation of reports and presentations;
- Attending council meetings to answer questions, and/or presentations to councils, upon request;
- Cost-sharing for the replacement or updating of existing truck route signs that refer to the previous common definition of a heavy truck.

We look forward to working with you and your staff on this initiative. If you have any questions or require additional information please contact Greg Kolesniak, Project Manager, Roads & Goods Movement Initiatives @ 778-375-6798 or email greg.kolesniak@translink.ca.

Sincerely,



Sany R. Zein

Vice President, Infrastructure Management & Engineering
South Coast British Columbia Transportation Authority (TransLink)

Attach.

cc: Jaime Boan, Manager, Transportation (RTAC)
Greg Kolesniak, Project Manager, Roads & Goods Movement Initiatives, TransLink



Ministry of
Transportation
and Infrastructure

January 17, 2018

Greg Kolesniak
Project Manager
Roads and Goods Movement Initiatives
TransLink
Greg.Kolesniak@translink.ca

Re. Common Regional Heavy Truck Definition and Adopting the BC Commercial Transport Regulations by Reference in Municipal Bylaws.

Dear Greg:

I am writing to express support on behalf of the Commercial Vehicle Safety and Enforcement (CVSE) Branch for two of the recommendations that TransLink and the Regional Transportation Advisory Committee (RTAC) are preparing to refer for review and decision to municipal councils in Metro Vancouver.

We are in favour of municipal initiatives to harmonize and streamline bylaws, policies, and practices governing the movement of heavy commercial vehicles. This work has the potential to improve understanding and compliance by the trucking industry, thereby improving safety. The recommendation to harmonize municipal vehicle weight and dimensions limits by adopting the BC Commercial Transport Regulations by reference aligns with this view.

There is no equivalent to the definition of a heavy truck for the purposes of limiting travel to designated truck routes in Provincial legislation or policy. Nevertheless, we support adopting the revised common truck definition on the grounds that it will simplify and streamline the regulatory environment for heavy commercial vehicles that operate in the Lower Mainland, and that the proposed weight threshold of 11,794 kg licensed gross vehicle weight aligns with Provincial regulations and policies.

We also look forward to continuing our participation on the Commercial Vehicle Working Group (CVWG) and exploring opportunities to collaborate and partner with TransLink and local governments on advancing the recommendations of the Multi-Jurisdictional Permitting Pre-Feasibility Study (MJPPFS).

Sincerely,

Jan Lansing
Manager Commercial Transport
Commercial Vehicle Safety Enforcement
Ministry of Transportation and Infrastructure

January 6, 2018

Translink
Suite 400 - 287 Nelson's Court,
New Westminster, BC,
Canada
V3L 0E7

Attention: Mr. Greg Kolesniak

Dear Mr. Kolesniak,

Re: TransLink Multi-Jurisdictional Permitting Pre-Feasibility Study

This is a joint-letter of support from the Project Cargo Working Group (PCWG) for TransLink's Multi-jurisdictional Permitting Pre-Feasibility Study. We write to you to express our support for the Study's findings and recommendations.

The PCWG consists of members from the Port of Vancouver, Port Terminal Operators, International Shipping Companies, the Chamber of Shipping of BC, Heavy Haul Trucking Companies and the BC Trucking Association. The PCWG has been actively working since 2013 to support and increase the flow of goods from International markets to support major projects in Western Canada.

The current permitting and transport system in BC for project cargo remains heavily challenged and inefficient, causing the loss of significant volumes of high value project cargo that is moved through U.S. ports to Western Canadian projects. Solutions exist to streamline processes to allow for the smooth and reliable movement of project cargo through BC corridors, including the Lower Mainland. The PCWG has done substantial work with the BC Ministry of Transportation and Infrastructure (MOTI) with the goal of establishing pre-approved corridors from BC Ports to key destinations in BC and Alberta. The Pre-feasibility Study aligns very well with these objectives and we support the direction TransLink and the involved municipalities are following in the recommendations within the study.

Time is of the essence, as significant volumes of project cargo continue to flow through US West Coast and Gulf Ports and viable alternative corridors continue to be established. The impact on the BC and Canadian economy is very significant through the loss of port, trucking and ancillary jobs and the cost impact of far longer transportation routes on Western Canadian projects is substantial.

We encourage TransLink and all Metro Vancouver municipalities to act promptly on the recommendations of the study, and work in conjunction with the BC MOTI to ensure a coordinated and timely solution to this important initiative.

Sincerely,



ON BEHALF OF

The Members of the Project Cargo Working Group;

The Chamber of Shipping of British Columbia
The British Columbia Trucking Association
The Port of Vancouver
Western Stevedoring (Operators of Lynnterm Terminal)
Fraser Surrey Docks
Oldendorff Carriers
Triton Transport
Mullen Transport
Apex Industrial Movers

Background

In 2013 the Project Cargo Working Group (PCWG) was established to investigate opportunities to increase project cargo volumes through the gateway and capture financial benefits for the region as opposed to losing opportunities to competing gateways in the United States. Through its work, the PCWG identified the British Columbia permit process as a major deterrent for shippers to route project cargo through the Province. Consistent with the working group's recommendations, the MoTI has committed to establish two 125 metric tonne corridors with specified dimensions under its Transportation Plan – "BC on the Move".

The primary goal of a permit process revision is to remove cost, delay and uncertainty from the current process. Completion of the corridor designation is contingent upon pre-engineered routes to be used by defined truck trailer configurations. Truck configurations that fall within the specified parameters will be approved 48 hours from the time of application and without the requirement to pay for expensive and lengthy engineering reports, as is currently required. The international shipping industry continues to enquire about the status of this initiative in anticipation of routing future major resource projects through the gateway.

NOTES ON 108 AVE

USE RESTRICTED TO VEHICLES LESS THAN 3.2m IN WIDTH BETWEEN 152 STREET AND KING GEORGE HIGHWAY

NOTES ON 132 ST

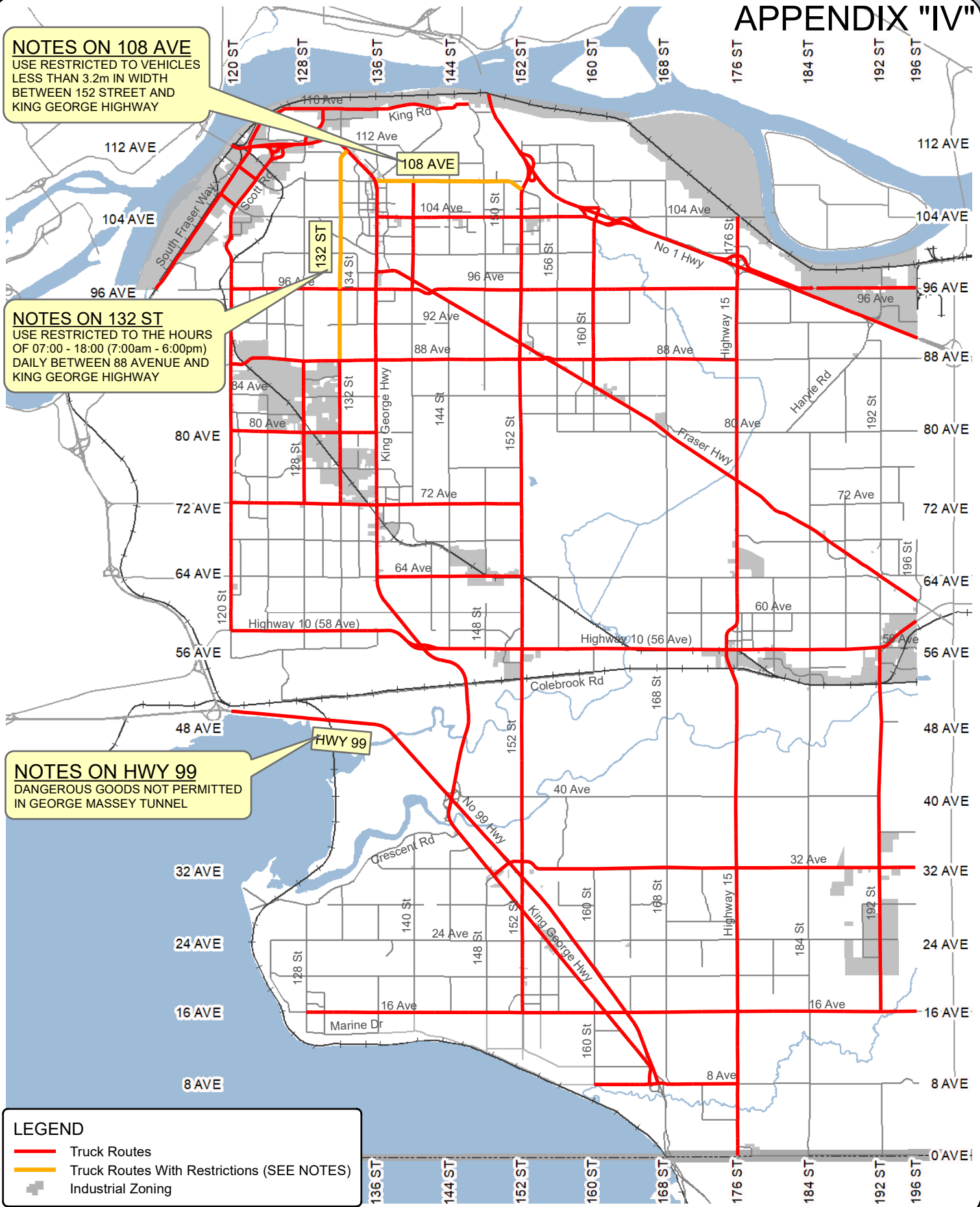
USE RESTRICTED TO THE HOURS OF 07:00 - 18:00 (7:00am - 6:00pm) DAILY BETWEEN 88 AVENUE AND KING GEORGE HIGHWAY

NOTES ON HWY 99

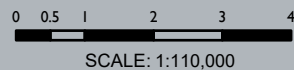
DANGEROUS GOODS NOT PERMITTED IN GEORGE MASSEY TUNNEL

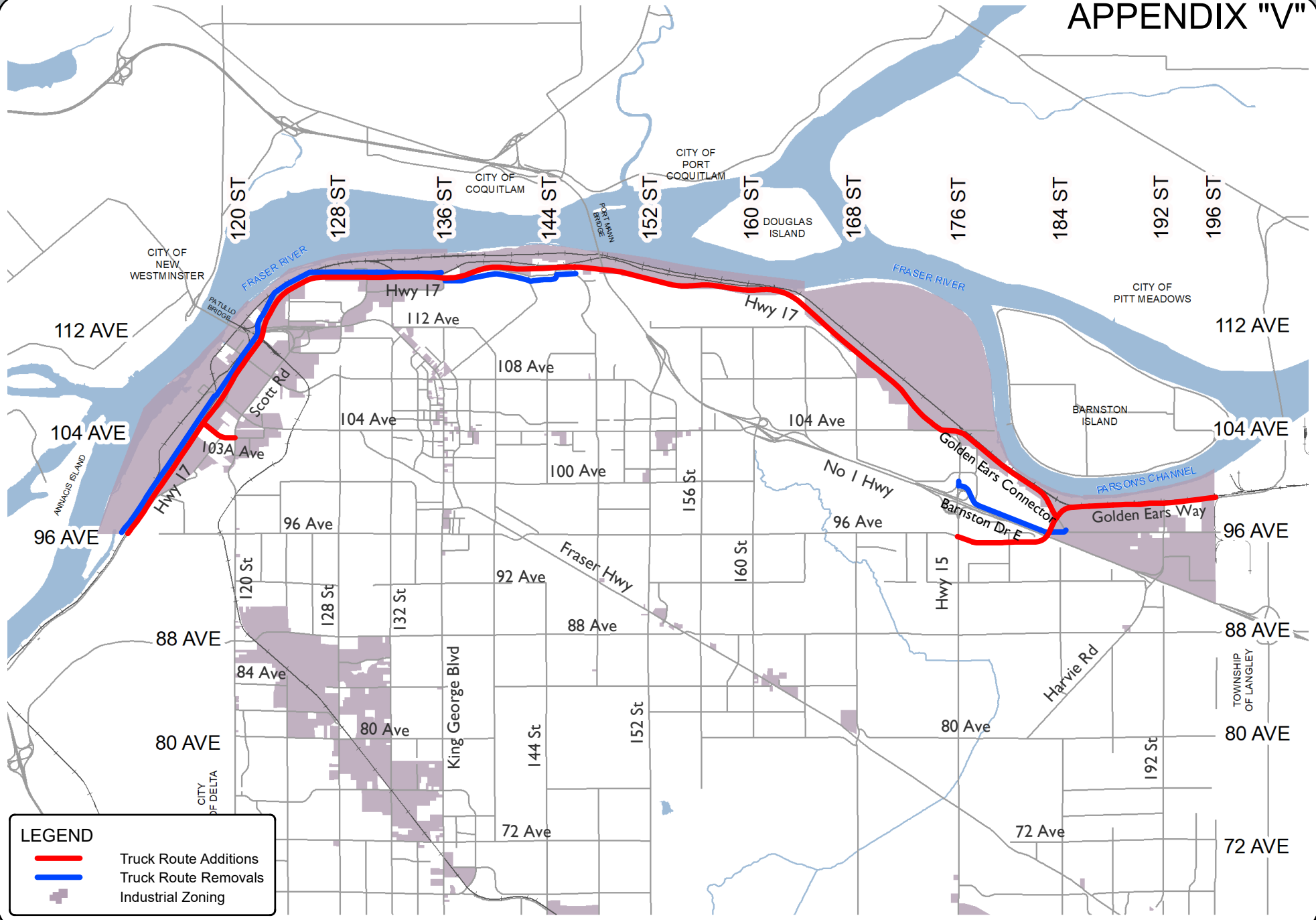
LEGEND

- Truck Routes
- Truck Routes With Restrictions (SEE NOTES)
- Industrial Zoning



Existing Truck Routes





LEGEND

- Truck Route Additions
- Truck Route Removals
- Industrial Zoning

Map of Proposed Truck Route Revisions



SCALE: 1:79,452

GIS ENGINEERING

