



POLICY REPORT

Report Date: April 12, 2018
Contact: Lon Laclaire
Contact No.: 604.873.7336
RTS No.: 12409
VanRIMS No.: 08-2000-20
Meeting Date: May 16, 2018

TO: Standing Committee on Policy and Strategic Priorities
FROM: General Manager of Engineering Services
SUBJECT: Regional Harmonization of Truck Policies and By-laws

RECOMMENDATION

- A. THAT Council approve, in principle, amendments to the Street and Traffic By-law to harmonize it with the British Columbia Commercial Transport Regulations, as outlined in this report and generally in accordance with Appendix A.
- B. THAT Council instruct the Director of Legal Services to bring forward for enactment an amending by-law generally in accordance with Appendix A.

REPORT SUMMARY

The recommended amendments to the Street and Traffic By-law will help to provide consistency across the Metro Vancouver Region regarding heavy trucks and the dimensions of oversized and overweight vehicles. These proposed changes are endorsed by the Regional Transportation Advisory Council (RTAC), Project Cargo Working Group, Commercial Vehicle Safety and Enforcement (CVSE), and the Greater Vancouver Urban Freight Council (GVUFC). In addition, they support the City's Transportation 2040 Plan to support truck movements on key regional routes and to maintain an efficient network of designated truck routes.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

Council has amended the Street and Traffic By-law as it relates to commercial vehicle dimensions and weights on multiple occasions to best address current operating standards and civic requirements, beginning in the original Street and Traffic By-law in 1944 with the definition of "Truck Tractor", "Trailer", and "Semi-trailer".

In 1945, Council adopted weight limits based on the Province of British Columbia's Highway Act.

In 1954, Council adopted specific definitions of truck types, dimensions and loads, and removed reference to BC's Highway Act. Further definitions and language were added in 1956.

Most recently, in 2005, Council amended the Street and Traffic By-law to address specific axle loading on City streets.

GENERAL MANAGER'S COMMENTS

There are six different definitions of a heavy vehicle in Metro Vancouver. The differences and lack of continuity between municipalities creates confusion and frustration for the trucking industry, as well as challenges for enforcement. This frustration was expressed to City staff when consulting with the trucking industry during the development of the City's Transportation 2040 plan.

TransLink, Metro Vancouver municipalities, and industry representatives have been working closely over the past two years to address these discontinuities. The recommendations in this report reflect this dialogue and findings, help to provide more regional consistency, and will help support better enforcement of the trucking industry in all jurisdictions.

REPORT

Background/Context

The City of Vancouver's Street and Traffic By-law (the "By-law") regulates the weight and dimensions of vehicles travelling within the City's street network. Currently, the By-law regards a heavy truck as any vehicle with a Licensed Gross Vehicle Weight (LGWV) over 10,000 kg. All heavy trucks are required to travel on the City's designated truck route and on any other street being the most direct route between a truck route and points of origin or destination. The City's Designated Truck Route can be seen in Appendix B.

In addition, the By-law limits maximum vehicle weight (68,040 kg) and dimensions (4.8m height, 4.4m width, and 23.0m length). Any vehicle exceeding the maximum weight or dimension is required to be reviewed by staff and, if approved, would be granted a single trip permit. Continuing trip permits are also available after staff review for loads that do not exceed the maximum dimensions identified in the By-law, but do exceed the design standards for a vehicle.

The By-law is similar to other municipal by-laws in the Region and the Province's Commercial Transport Regulation ("CTR"). However, there are inconsistencies in vehicle weights and dimensions between the CTR and by-laws within the region which results in challenges for commercial vehicle operators connecting between, or traversing through, municipalities in the region.

In June of 2017, TransLink adopted the Regional Goods Movement Strategy. This strategy addresses TransLink's mandate to provide a regional transportation system for people and for goods. The Regional Goods Movement Strategy includes the following vision:

"...as a region, we maintain our economic competitiveness and global position as a great place to live and do business because we deliver goods and services efficiently and reliably in a way that supports our prosperity and protects the environment, health, safety, and livability of our communities."

To support this vision, a number of objectives and actions were put forward, including the goal of harmonizing truck permitting and regulations, with the core actions of:

1. Work to harmonize vehicle weights and dimensions regulations across the region, allowing adequate flexibility and mobility for operators while managing potential community impacts.
2. Develop a centralized, regional permit system that integrates with the provincial permit system providing a single point of contact for trucking companies operating within Metro Vancouver to obtain all needed permits, including oversize-overweight (OS-OW) vehicle permits.

Action 2 requires action 1 to be completed to lay the foundation to support a regional permitting system. One of the objectives of this report is to establish the groundwork for a future centralized permitting system without impacting our existing permitting processes. As a result, the Regional Transportation Advisory Committee (RTAC) formed the Commercial Vehicles Working Group (CVWG) to review commercial vehicle weights and dimensions and the possibility of a multi-jurisdictional permitting system. The CVWG is composed of staff from the City and other regional municipalities, TransLink, and the Province's Commercial Vehicle Safety & Enforcement Group (CVSE).

Based on the work completed by the CVWG, it is proposed that all municipalities in Metro Vancouver harmonize truck-related definitions and regulations to provide more consistency in an otherwise fragmented regulatory and policy environment. This consistency will improve commercial vehicle travel throughout the region, province, inter-provincially, and internationally.

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 (CTR) in the By-law.

These recommendations have been supported by Commercial Vehicle Safety and Enforcement (CVSE), and industry stakeholders represented by the Port of Vancouver's

Project Cargo Working Group (PCWG) - letters of support are provided in Appendix F. The recommendations are also supported by Transportation 2040 under Goods, Services, and Emergency Response Policies. Specifically G1.2; supporting truck movement on key regional routes, G1.3; support Port of Vancouver efforts to reduce port-related environment and traffic impacts, and G2.1; maintain an efficient network of designated truck routes.

Strategic Analysis

Oversized truck by-laws enacted by municipalities around Metro Vancouver vary considerably, resulting in challenges for oversized permitting, through-traffic truck route continuity, and Port of Vancouver originating and destined loads.

- Harmonizing truck dimensions with the British Columbia Commercial Transport Regulations will allow carriers regionally, provincially, and nationally to have consistent expectations when operating throughout the region. This will also help optimize the current oversize permit approval process in the City by establishing a harmonized baseline for what constitutes a “standard” truck that can operate without special permits, and an oversize truck that requires permits, thus better utilizing staff time and resources.
- Harmonizing the meaning of a heavy truck will improve commercial truck connectivity between municipalities in the region, as well as aligning with provincial and regional enforcement practices, and international standards.
- Harmonizing truck dimensions by reference to the CTR also establishes the ground work for a future regional harmonized truck permitting system, as recommend by RTAC in January, 2018. This is a key action in the Regional Goods Movement Strategy.
- Harmonizing truck dimensions and definition of heavy truck will also help with enforcement efforts through regional consistency of truck by-laws. This supports the CVSE initiatives in the City and in the region.

Update to Street and Traffic By-law to reflect British Columbia Commercial Transportation Regulations

Staff recommends minor amendments to the By-law to reflect the BC Commercial Transport Regulations. Appendix C compares the existing City of Vancouver by-laws with the corresponding dimensions in the CTR, accompanied by rationale for changes or deviation from the by-law.

Adoption of 11,800kg as the definition of a heavy truck

Heavy trucks are currently considered to be 10,000 kg Licensed Gross Vehicle Weight (LGVW) in the By-law. 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 vehicle at 11,800 kg. 11,800 kg is based on the Federal Highways Administration (FHWA) Class 6 definition of trucks below the weight of 11,794kg. 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 North America, and is also the standard weight under the Canadian Agreement on Vehicle Registration under which commercial vehicles may operate outside their province of registration for up to 90 days per calendar year. Vehicles below this weight do not qualify as a heavy truck.

The City of Vancouver's Commercial Vehicle permits, which are required to operate commercial vehicles in the City, already distinguish a heavy vehicle at 11,800kg.

For the reasons outlined above, staff recommends adopting the general rules from British Columbia Commercial Transport Regulations, and changing what is considered to be a heavy truck in the By-law to 11,800kg. In addition, TransLink is also working with all other municipalities in the Region to modify their by-laws to 11,800 kg as the reference for heavy trucks.

Civic Agency Input

These recommendations are put forward by RTAC and supported by the Commercial Vehicle Safety and Enforcement (CVSE), industry stakeholders represented by the Port of Vancouver's Project Cargo Working Group (PCWG), and the Greater Vancouver Urban Freight Council (GVUFC).

Implications

Financial

Existing truck route signs will need to be updated to reflect the new classification of a heavy vehicle. There will be a cost for the production of the decals, and for the crew to install.

TransLink has agreed to cover 50% of all costs associated with this work on non-Major Road Network Signs, and 100% of all costs associated with this work on signs located within 1 block of the Major Road Network.

The expected total cost of this work, including labour, is \$74,271.20. The expected cost borne by the City is \$8,489.20. The expected cost borne by TransLink is \$65,782.00. The City share of the installation and maintenance of these signs will be funded from existing budgets.

Human Resources/Labour Relations

No expected HR or Labour relations change

Environmental

No expected environmental impact or change

Legal

Amendments required to the Street and Traffic By-law

CONCLUSION

Staff recommends that Council approve the amendments to the Street and Traffic By-law as detailed in this report.

* * * * *

BY-LAW NO.

**A By-law to amend
Street and Traffic By-law No. 2849
regarding truck routes**

THE COUNCIL OF THE CITY OF VANCOUVER, in public meeting, enacts as follows:

1. This by-law amends the indicated provisions of the Street and Traffic By-law, No. 2849.

2. Council inserts the following definitions in section 3 in correct alphabetical order:

“**A dolly**” means a trailer converter dolly that is towed from a single hitch located on the centre line of the towing vehicle.”.

“**A train**” means a combination of vehicles composed of a truck tractor, a semi-trailer and either:

- (a) an A dolly and a semi-trailer, or
- (b) a full trailer.”.

“**B train**” means a combination of vehicles composed of a truck tractor and a semi-trailer, followed by another semi-trailer attached to the first semi-trailer by means of a fifth wheel coupler mounted on the first semi-trailer, within the axle spread of the first semi-trailer or not located more than 0.3 m behind the centre of the last axle.”.

“**C dolly**” means a trailer converter dolly which is not an A dolly.”.

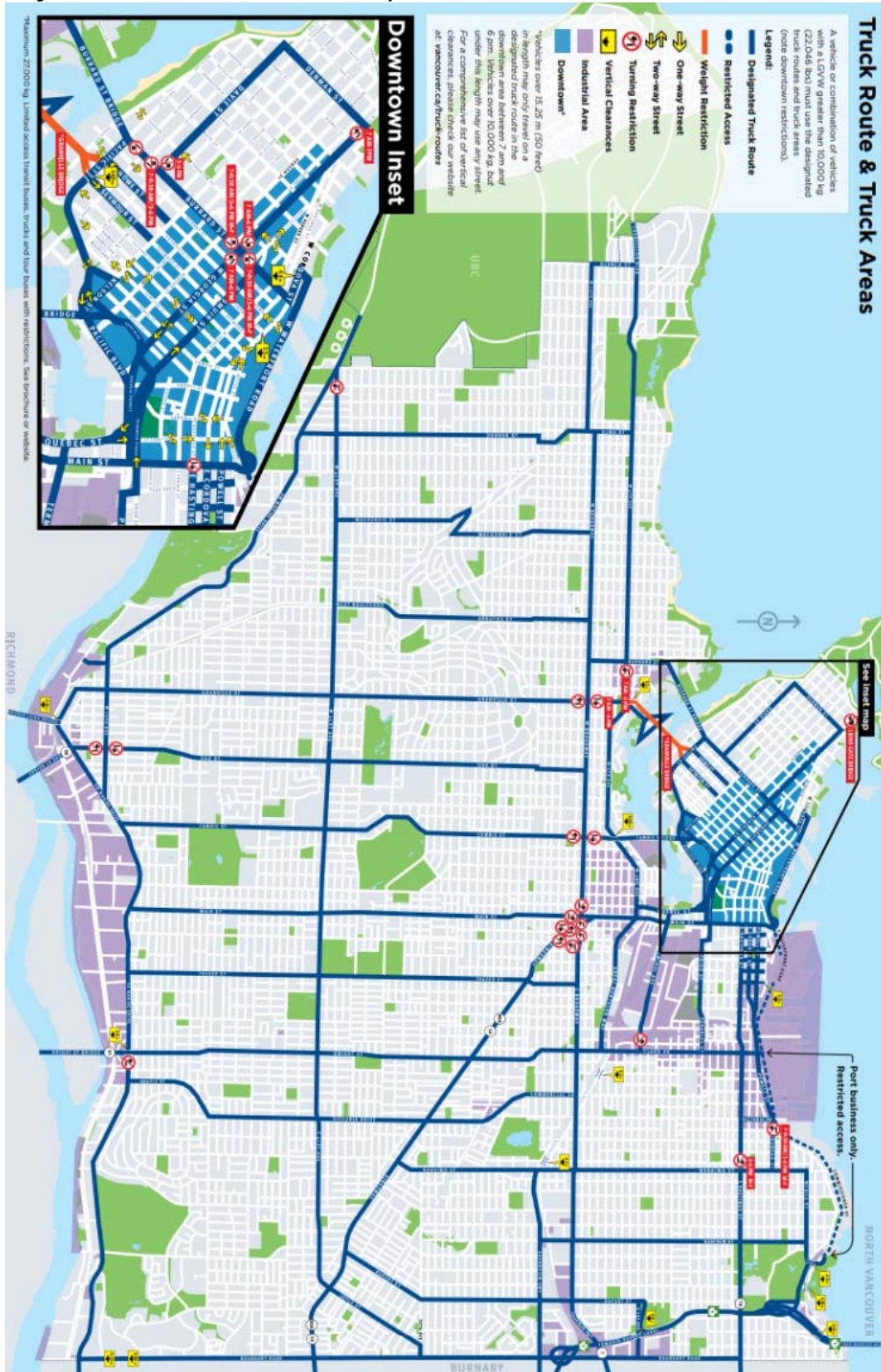
“**C converter dolly**” means a trailer converter dolly that has a rigid frame in the horizontal plane and is towed from 2 hitches located in a horizontal transverse line on the towing unit, which preclude any rotation in the horizontal plane about the hitch points, and that satisfy all requirements of the Canadian Motor Vehicle Safety Standards applicable to such devices.”; and

“**C train**” means a combination of vehicles composed of a truck tractor and a semi-trailer, followed by another semi-trailer attached to the first semi-trailer by the means of a C dolly or C converter dolly.”.

3. Council strikes “4.12” from section 89(1)(b) and replaces it with “4.15”.

4. Council strikes “23” from section 89(1)(d) and replaces it with “23.5”.
5. Council strikes section 89(1)(e) and replaces it with the following:
 - “(e) an A Train or C train having an overall length, with or without load, in excess of 26.0m; or
 - (f) a B train having an overall length, with or without load, in excess of 27.5m.”
6. Council strikes section 90(2)(c) and replaces it with:
 - “(c) the gross weight of any axle combination must comply with the requirements stipulated in Appendices “A” to “K” of the *Commercial Transport Regulations* as adopted under the *Commercial Transport Act* and in effect (date of enactment), and the vehicles subject to the requirements of Appendices “B”, “E”, “F”, “H” and “I” must also comply with Schedule “A” to this By-law;”
7. Council strikes “110” from section 90(2)(d) and replaces it with “100”.
8. Council strikes “110” from section 90(2)(e) and replaces it with “100”.
9. Council inserts a new section 90(2)(f) as follows:
 - “(f) the gross weight on any wheel to be driven on any transit route as part of the street passenger transportation system must not exceed 110 kilograms per centimetre of width of pneumatic, metal, or solid rubber tire;”
10. Council renumbers the existing section 90(2)(f) and section 90(2)(g) as section 90(2)(g) and section 90(2)(h), respectively.
11. Council strikes “10,000” from section 90B and replaces it with “11,800”.
12. Council strikes “120 and up to but not including 120” in Schedule “A”, and replaces it with “100 and up to but not including 120”.
13. A decision by a court that any part of this By-law is illegal, void, or unenforceable severs that part from this By-law, and is not to affect the balance of this By-law.
14. This By-law is to come into force and take effect on the date of its enactment.

City of Vancouver Truck Route Map

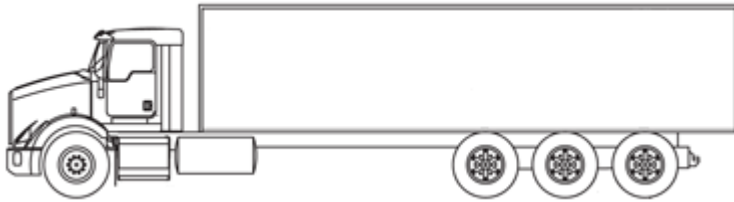


Comparison of existing City By-law with proposed revisions

Existing Vancouver By-law	BC Commercial Vehicle Regulation	Required change from by-law
Maximum Truck Height		
4.12m	4.15m	0.03m increase to 4.15m. Overhead utility clearance within Vancouver are 4.80m high so this will not have an impact in the City
Maximum Tire Load		
110 kg/cm	<ul style="list-style-type: none"> • 100 kg/cm • 110 kg/cm for logging trucks 	Reduction of 10 kg/cm for any non-logging trucks.
Maximum Truck Length – Straight Truck		
12.5 m	12.5 m	No change required
Maximum Truck Length – Combination Truck		
23.0 m	23.0 m single or tandem drive 23.5 m tridem drive	0.5 m length increase for tridem drive trucks only
Maximum Truck Length – Triple Combination Truck		
25.0 m	26.0 m – A and C Trains 27.5 m – B Trains only	1.0 m increase for A and C Trains 1.5 m increase for B Trains
Maximum Vehicle Width		
2.6 m	2.6 m	No change required

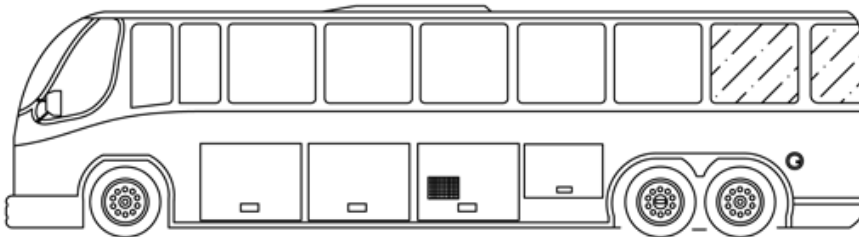
Visual Comparison of Truck Configurations and Dimensions

Straight Truck



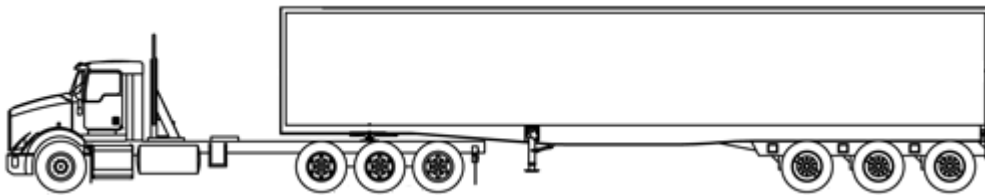
Up to 40,700kg LGVW, 12.5m in length

Bus



Up to 24,250kg LGVW, 14.0m in length

Tractor Semi-Trailer Combination



Up to 57,100kg LGVW, 23.5m in length

Straight Truck and Trailer Combination



Up to 63,500kg LGVW, 25.0m in length

A, B, and C Train Combinations



Up to 63,500kg LGVW, 27.5m in length

Comparison of current light truck with current heavy truck

HINO 268 - GVWR 11,771 kg



LGWV = 11,771 kg
Must use Truck Routes



LGWV = 9,900 kg
Travel Anywhere

Same vehicle, but treated differently under the current definition


TransLink

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South Coast British Columbia
 Transportation Authority

February 6, 2018

Jerry Dobrovolny
 Chief Engineer and General Manager of Engineering Services
 City of Vancouver
 453 West 12th Avenue
 Vancouver, British Columbia
 V5Y 1V4

Dear Jerry:

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

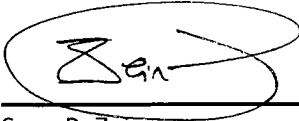
Re: Request for Assistance to Harmonize Truck-Related Definitions and Regulations

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,

A handwritten signature in black ink, appearing to read "Sany R. Zein", is enclosed within a hand-drawn oval. The signature is positioned above a horizontal line that serves as a separator between the signature and the typed name.

Sany R. Zein

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

Attach.

cc: Lon LaClaire, Director, 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.