



**CITY OF HAMILTON**  
**PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT**  
**Transportation Planning and Parking Division**

<b>TO:</b>	Chair and Members Truck Route Sub-Committee
<b>COMMITTEE DATE:</b>	March 26, 2019
<b>SUBJECT/REPORT NO:</b>	Truck Route Master Plan Review: Terms of Reference (PED19073) (City Wide)
<b>WARD(S) AFFECTED:</b>	City Wide
<b>PREPARED BY:</b>	Omar Shams (905) 546-2424 Ext. 7474
<b>SUBMITTED BY:</b>	Brian Hollingworth Director, Transportation Planning and Parking Planning and Economic Development Department
<b>SIGNATURE:</b>	

**RECOMMENDATION**

- (a) That Report PED19073, dated March 26, 2019, respecting Truck Route Master Plan Study Review, be received;
- (b) That Appendix "A" attached to Report PED19073, respecting (Terms of Reference for Truck Route Master Plan Review), be approved by the Truck Route Sub-committee of the Council, so that it can be issued.

**EXECUTIVE SUMMARY**

The Hamilton Transportation Master Plan 2018 (TMP) acknowledged the importance of reliable goods movement network and freight supportive land-uses as the backbone of economic growth of the City and Greater Toronto and Hamilton Area (GTHA). A specific action from the 2018 TMP included direction to undertake a review of the 2010 Truck Route Master Plan Study (TRMP). The TRMP will provide guidance that balances the current and future needs of the goods movement and trucking industry, with the desire to minimize the negative impacts associated with heavy vehicles on the greater community.

Trucking has a significant impact over the City's economic development and health, considering the strategic location of Hamilton as a major transportation hub and home of the region's busiest cargo airport, a major marine port, and intermodal terminal. The

present-day logistics landscape and supply chain process requires virtually all goods and products used by the industry, commerce, and the end consumer in the City of Hamilton to be delivered by trucks, for at least a portion of their journey. In 2010, City Council approved the first Hamilton truck route study in order to manage how the goods move to and through Hamilton, support the local economic activities, and manage the infrastructure assets while addressing the neighborhood and safety concerns.

Since the truck route system has been in place, a number of changes have occurred, and new issues identified including:

- Endorsement of the Complete-Liveable-Better (CLB) streets approach through the TRMP to provide vibrant, safe and, resilient streets and public spaces that can accommodate all modes of transportation, including the heavy vehicles for goods movement;
- Integration of heavy vehicles into the design of Roundabouts, CLB streets, and the B-Line Light Rail Transit (LRT) corridor;
- Bottlenecks on the goods movement network;
- New and potential truck-intensive development, specifically around the airport and port;
- On-going community concerns related to the compatibility of trucks with residential areas; and,
- Lack of connectivity between intermodal terminals, employment land uses, adjacent regional truck route networks, and major provincial highway systems.

A Terms of Reference (ToR) for the TRMP review is attached as Appendix “A” to this report. A key objective of this work will be to balance the often competing goal of creating complete and livable communities with that of facilitating economic and employment growth. Through the use of a roster assignment, a consultant will be hired to review the 2010 TRMP, to revise the truck route network map, and to recommend policies and pragmatic strategies for managing movement of trucks in Hamilton. As a separate assignment and concurrent with the TRMP, a review and update of the City’s Goods Movement Strategy will be undertaken through the Economic Development Division.

The TRMP review will take an inclusive and collaborative approach, through consultation with the members of the public, professionals in various areas related to heavy vehicles and goods movement, focus groups, members of council, the internal technical advisory committee, and the business community. The approval of the final study is subject to City Council.

### **Alternatives for Consideration – See Page 6**

## **FINANCIAL – STAFFING – LEGAL IMPLICATIONS**

**Financial:** The City-wide TRMP review is funded through the Council approved 2017 capital budget, under Project No. 4661720924. Staff will utilize the Professional Services and Consultant Roster 2019-2020 (Contract Number C12-06-18) process to select a consultant to undertake the work.

**Staffing:** No impact.

**Legal:** There are no legal implications of the TRMP review ToR. Once a Council endorsed plan is approved, any amendments to the sections of the Traffic By-law No.01-215, and by-law schedules thereof, as per recommendations, may need to be executed.

The TRMP review will follow the Approach #1 of the master planning process which includes the Phase 1 and Phase 2 of the *Municipal Class Environment Assessment* process (October 2000 and as amended in 2007, 2011 and 2015).

## **HISTORICAL BACKGROUND**

The City commissioned a consultant, in 2007, to review and provide recommendations for an efficient truck route system. The review resulted in the council approved TRMP 2010, developed as a key component of the TMP 2007. The TRMP study was utilized to manage the movement of goods in Hamilton and contribute to local and regional economic development and prosperity. The 2010 TRMP final report (Truck Route Master Plan PW10052) recommended a permissive approach for signing the truck routes to direct the heavy vehicles to legally travel on designated City highways and avoid unnecessary intrusion into residential neighborhoods.

In 2005, a Good Movement Strategy was developed for the City. A high-level overview of goods movement and related policies were conducted in support of the 2018 TMP. The study documented goods movement issues, conditions and opportunities in the City, and developed policy recommendations for goods movement and freight traffic management. A review and update to the 2005 Goods Movement Strategy will be undertaken as a separate assignment, concurrent with the TRMP review through the Economic Development Division.

In 2016, the City adopted an alternative truck route network approach, referred to as “Hybrid” system, to effectively manage trucks in the City’s transportation system and to minimize the impacts of truck traffic on the interests of the greater community. The decision to embrace the Hybrid system was, in part due to concerns received by the members of Council, staff and Hamilton Police Services, with respect to violations of the truck route system in primarily residential land uses.

The "Hybrid" system is comprised of permissive and restrictive signage. Designated truck routes are signed as permissive (Green-Circle) to direct the heavy vehicle operators to use only designated routes (Truck Route) to reach their desired destination. In conjunction with the permissive signing system, restrictive (Red-Circle) signs are installed to prohibit intrusion of truck traffic into primarily residential neighborhoods and sensitive land uses, as deemed appropriate.

Despite having a strategic plan for managing trucks and freight movement in Hamilton, there is a need to update the TRMP and revisit related policies given a changing landscape in logistics and supply-chain processes, as well as, anticipated population and employment growth.

## **POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS**

Rules governing the "Heavy Traffic" in the City are outlined in Section 56 of the Traffic By-law No. 01-21. The By-law permits heavy vehicles to travel on roadways that are not designated truck routes to conduct business, provided that the vehicle takes the "shortest route possible from the designated highway on non-designated City highways", both to and from the property where the business is being conducted.

Virtually all goods and materials consumed in Hamilton reach their final destination by trucks. A review of the TRMP and supporting truck routes network is needed to address the impact of heavy trucks on residential and business improvement areas, changes to the built environment, economy, emerging technologies, road system, and the overall landscape of moving goods to/from and within the City.

The TRMP review will be consistent with the directions of the TMP and in support of the 2016-2020 Economic Development Action Plan. It will provide guidance that balances the needs of goods movement and trucking industry with the aspiration to minimize the impact of heavy vehicles on the interest of the greater community.

The recommendations of the TRMP review may result in amendments to the sections of the By-law and respective by-law schedules, where deemed necessary. The TRMP review will develop new policies for the integration of heavy vehicles into infrastructure design and, will also provide a decision-making toolbox for best managing trucks using the City's transportation system.

## **RELEVANT CONSULTATION**

The development of the ToR for the TRMP review was supported through a collaborative consultation process with various sections of the Public Works Department, the Healthy and Safe Communities Department, Planning and Economic Development Department, and the Hamilton Police Services.

Staff also met with the Hamilton Port Authority and Environment Hamilton regarding their insights and issues relating to truck routes. In addition, during the development of the 2018 TMP, a significant amount of consultation was undertaken, which included feedback relating to goods movement and truck routes. This information will also be utilized as part of the TRMP process.

## **ANALYSIS AND RATIONALE FOR RECOMMENDATION**

In the City of Hamilton, virtually everything in the supply chain process reaches to the end consumers by trucks. Trucks are vital to the economic prosperity of the City and the City is recognized as the major transportation hub and the gateway of North-American trade. However, heavy vehicles can create negative impacts through visual impacts, real or perceived safety concerns, noise concerns, and air quality impacts.

The TRMP review will follow the master planning process. It will conduct a high-level overview of the conditions, opportunities, and challenges associated with movement of goods via trucks in the City and, will provide recommendations based on rational and best practices. The TRMP review will incorporate the following objectives:

- Optimize the use of existing infrastructure and capacity, and minimize adverse economic, social, and environmental impacts caused by goods movement;
- Support a sustainable transportation system, ensure seamless movement of goods in an efficient and timely manner, and consider the integration of goods movement in multimodal transportation systems and CLB streets;
- Manage bottlenecks and aim to provide a congestion-free journey for the movement of passengers and goods, maintaining adequate levels of service for all users, as the City's employment and population grows;
- Ensure connectivity with other regions in south-central Ontario and into the United States; in particular, to provide the appropriate connection and eliminate bottlenecks beyond the City's boundaries;
- Become an efficient, integrated and sustainable regional intermodal transportation centre within the GTHA-Niagara and GTHA-Windsor-Sarnia Trade Corridor, Canada's Innovation Corridor, and the Ontario-Quebec Continental Gateway Trade Corridor;
- Adopt strategies that take into account the emerging technologies and trends in manufacturing, freight, and transportation industries that will likely have a considerable impact on the future of goods movement in Hamilton;
- Promote freight-supportive land uses practices;
- Improve transportation safety for all road users and infrastructure asset management practices, including the integration of goods movement into geometric and functional design of roundabouts, CLB and LRT corridor;
- Contribute to the quality of life for the greater community by identifying mitigation/alternatives to reduce negative impacts on sensitive land uses and

optimize existing infrastructure and capacity, and minimize adverse economic, social and environmental impacts caused by goods movement;

- Provide proper enforcement tools to support the operations of truck routes; and,
- Establish a goods movement data collection program, and collaborate with regional goods movement forums.

## **ALTERNATIVES FOR CONSIDERATION**

The Truck Route Sub-committee could choose to modify the ToR for the TRMP review to include an expanded or reduced scope of work. An expanded scope of work could incorporate broader economic development objectives. A reduced scope of work could focus on minor changes to the Truck Route network only. A reduced scope of work would not address the current issues with respect to heavy vehicles nor would it position the City to address changes in development patterns, the economy, and the emerging CLB streets approach.

## **ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN**

### **Economic Prosperity and Growth**

Hamilton has a prosperous and diverse local economy where people have opportunities to grow and develop.

### **Healthy and Safe Communities**

Hamilton is a safe and supportive City where people are active, healthy, and have a high quality of life.

### **Built Environment and Infrastructure**

Hamilton is supported by state of the art infrastructure, transportation options, buildings and public spaces that create a dynamic City.

## **APPENDICES AND SCHEDULES ATTACHED**

Appendix “A” – Terms of Reference for Truck Route Master Plan Study Review

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