

Appendix B: Region of Waterloo Heavy Trucks Policy

1. INTRODUCTION

This section deals with the issues of truck routes, restrictions on trucks, and complaints about trucking activity.

2. EXISTING TRUCK ROUTES AND REGULATIONS

2.1 REGULATIONS

The regulations regarding truck routes and trucking activity are the same in Kitchener and Waterloo and can be summarized as follows.

1. A heavy vehicle is defined as a commercial vehicle having an unloaded weight of 3 tonnes or more, or a loaded weight of 5 tonnes or more.
2. Heavy vehicles are permitted on all Regional Roads at all times except for those Regional Roads which have a truck prohibition in which case heavy trucks are subject to the hours and days stated in the by-law.
3. Heavy vehicles are prohibited on all other streets unless making a delivery via the shortest possible route from a truck route or unless a truck prohibition by-law with exemptions for certain hours and days has been passed, which in essence is a truck route with time restrictions.

Truck routes are not signed. The routes with time restrictions are all signed, and on some other streets truck prohibition signs have been installed.

For most of the truck routes heavy vehicles are allowed for 24 hours a day, and all days of the week. Other truck routes have allowable hours of 7 am to 7 pm, and allowable days of either Monday to Friday or Monday to Saturday.

There are no weight limitations regarding commercial vehicles in the definition in the Highway Traffic Act. In the Manual of Uniform Traffic Control Devices (A2-81-02) it is suggested that the municipal by-law should use an unloaded weight of at least 4.5 tonnes in the definition of commercial vehicles. This suggests that a greater unloaded weight could be used, as it has been in

- 2 -

Kitchener and Waterloo.

One of the main issues in truck travel is trucks using roads where trucks are prohibited. The by-law deals with this by providing a definition of a bona fide destination as follows:

Bona Fide Destinations - Section 1 of this part shall not apply to the driver of a heavy truck making a bona fide delivery to, or a collection from a premise or premises which cannot be reached by any route other than a highway or part of a highway, where heavy trucks are not permitted within this by-law, provided that when making such a delivery or collection the same highway or portion of highway is travelled only insofar as if unavoidable in getting to and from such premise or premises.

The wording of the by-law is quite specific in that trucks must use non-truck routes for the least possible distance. However, this can result in the truck drivers having to make an inordinately long trip under some circumstances. According to the by-law the driver should take the shortest route to the truck route, even though this could take him away from his ultimate destination and may impact other areas. One example of this is Gage Avenue, where he would have to travel a greater distance through a residential area because of the by-law.

There have been two charges regarding trucks travelling on non-truck routes that have been dismissed. These were both on Strasburg Road and the cases were dismissed by different Justices of the Peace. It is possible that the police officers were not clear on the by-law and did not obtain the correct information before laying a charge.

2.2 TRUCK ROUTES

In general the truck routes are on the Regional Roads. However, there are a few sections of Regional Roads where there is not a truck route.

The sections of Regional Roads listed below are shown on the truck route map distributed to users as not being a truck route, but there is no truck restriction in the by-law for them.

- 3 -

University Avenue	from Erb Street to Fischer-Hallman Road
King Street	from Victoria Street to Francis Street
Frederick Street	from Victoria Street to Weber Street
Victoria Street	from Hazelglen to Belmont Avenue
Victoria Street	from Fischer-Hallman Road westward
Fairway Road	eastward & westward from Lackner

With regard to the signing of the truck routes, it was noticed during a site visit, that although Albert Street and Phillip Street are shown on the map as having the same restriction (7 am - 7 pm, Mon - Fri), the signing is different. For Phillip Street the 'No Trucks' symbol is displayed along with a tab reading '7 pm - 7 am Mon - Fri', which implies trucks are allowed at all other times (ie, all day Saturday and Sunday). For Albert Street the tab states 'Except 7 am - 7 pm, Mon - Fri', which is the intent of the prohibition.

3. SURVEY OF TRUCKING COMPANIES

The City of Kitchener provided a list of Kitchener companies that have trucking operations. There were 100 companies on this list. There were 11 companies that have had trucking concerns in the past, and these were identified. The City of Waterloo does not have this type of information available.

Telephone contact was made with all of the 11 companies with which there have been trucking concerns in the past. Telephone contact was also made with other companies. Those that were large (eg. Schneiders) and those that from their name appeared to provide general haulage or delivery services were identified. Leasing companies and furniture movers were not included.

Twenty-four of the 100 companies were telephoned. Of these, two could not be contacted and the other 22 companies were interviewed. The telephone call started by trying to identify the person, position or department which would deal with trucking movements. The person contacted was then given a brief rundown of the objectives of the survey.

" We are a consulting engineering firm employed by the Regional Municipality of Waterloo to undertake a review of truck routes in the Kitchener-Waterloo area. This enquiry is to establish whether or not you have or are aware of any problems or concerns with regard to the existing truck routes in the Kitchener-Waterloo area".

- 4 -

The follow up questions which were only to be asked if their firm had any problems:

- Where do you experience problems
- What are the access problems
- Main area of operation
- Hours of operation
- Who owns the trucks
- How are routes determined

The following are the Kitchener businesses that were contacted during the survey, along with their responses.

1. Altruck Leasing Systems
no problems
2. Al's Cartage Ltd.
no problems
3. Charterways Transportation
no problems
4. Forwell Materials Inc.
no problems
comments: prefers current designation of truck routes as opposed to the more restrictive prohibitions.
5. Hoffman Meats Inc.
no problems
comments: suggested Erb Transport, who perform all of their trucking needs, be contacted.
6. K-W Blair Readymix Ltd.
no problems
comments: operations manager will phone back if there are any concerns.

- 5 -

7. Kingsway Transports Ltd.
no problems
8. Adams Trucking Ltd.
comments: Fountain Street in Cambridge should be a truck route. The section of Bleams Road which has recently been reconstructed should be designated a truck route.
9. Amoneit Haulage Ltd.
no problems
comments: thought the way it is set-up at the moment is 'perfect'.
10. Erb Transport
no problems
11. Champion Freight Services Inc.
no problems
12. Cottrell Transport
no problems
13. Consolidated Freightways Inc.
no problems
comments: the firm was fined once for going to Greenbrook Pumping Station even though a delivery was being made.
14. Inter-City Truck Lines (Canada) Inc.
no problems
comments: the dispatcher will ask the drivers if they have any concerns and will relay them to this study. (there was no further response)
15. Laidlaw Waste Systems Ltd.
no problems
comments: because they are making house to house calls they assume the restrictions do not apply in their case, and some of the contracts awarded to them by the Cities require that they operate outside the designated hours of the restrictions.

- 6 -

16. Schneider Inc.
no problems
17. Class Freight Lines Ltd.
comments: General Manager will phone back if any problems. (there was no further response)
18. Domtar Packaging.
comments: General Manager will phone back if any problems. (there was no further response)
19. Overland Express.
comments: General Manager to phone back. (there was no further response)
20. Bell Cartage.
no problems
21. Durbin Haulage.
no answer
22. Westmount Trucking & Excavating.
comments: when Bleams Road was closed it was a disaster. Suggest that Huron become a truck route.
23. TNT Alltrans Express
number no longer in service.
24. Kieswetter Cartage
comments: General Manager or Dispatcher will call back if any problems. (there was no further response)

- 7 -

4. PUBLIC INPUT

Notices were placed in the Kitchener and Waterloo sections of the newspaper advising the public that the traffic operations study was underway, that truck routes and restrictions was one of the items being addressed in the study, and requesting anyone who has a concern or problem to submit their comments to the Region of Waterloo Traffic Coordinator.

There were some responses received to do with pedestrian activity, but none to do with truck routes or restrictions.

5. REVIEW CORRESPONDENCE FILES

The Region of Waterloo searched the correspondence files for trucking related issues that have been dealt with in the past. Two items were identified and are summarized in the following paragraphs.

At one time trucks were permitted on Bleams Road from Westmount Road to Strassburg Road. They were then prohibited all day because of the deteriorated condition of the roadway. Bleams Road is now being reconstructed and the Region has proposed and passed the by-law to modify the truck prohibition with one that permits 7 am to 7 pm operation from Monday to Saturday. The reconstruction is being done to a design standard suitable for heavy truck traffic.

The second situation is on Regional Road 16 between Regional Road 17 and Erb Street. There was a petition prepared and distributed by a family which lives on this route requesting action on a number of issues including truck traffic between the gravel pits north of Heidelberg and the urban area. The suggestion was to prohibit trucks except for local deliveries between 8 am and 6 pm, and to re-route through trucks onto other roadways.

There is a history of truck issues on this route. In 1976 a truck prohibition was implemented. It was removed in 1986 because the trucks were using Township gravel roads and the Township had received complaints from residents on those roads and the Township had maintenance difficulties due to the truck traffic.

- 8 -

In response to the petition traffic staff conducted traffic counts, vehicle classification counts, speed studies and collision analysis. A meeting was held in September 1989 with representatives of the residents, the gravel pit operators, and traffic staff. The decision reached at the meeting was to establish a chain of communications between the residents, traffic staff and the gravel pit operators along with a commitment by the gravel pit operators to take appropriate action when a problem is reported.

The procedures that were put in place have not been formally reviewed but from informal discussions with Regional Traffic staff they appear to be working as satisfactorily as possible, given the divergent interests of the residents and the truckers.

In both the preceding instances the alternatives to the proposed action would appear to have more associated negative impacts than the selected action.

6. REVIEW OF SUGGESTED POLICIES AND GUIDELINES

6.1 GENERAL TRUCK ROUTES

Various agencies were contacted to determine if they had policies related to truck routes and restrictions. The Ontario Traffic Conference, the Roads and Transportation Association of Canada, and the Ministry of Transportation were contacted.

None of them have any policies relevant to the selection of truck routes or guidelines on what conditions should lead to restrictions on trucking activity.

The Federal Highway Administration and other agencies have published documents with sections about truck routes. Some of these were reviewed. The City of Brantford is conducting a truck route study, but it is not yet complete. When it is, a copy of the report will be obtained and reviewed.

6.2 HAZARDOUS GOODS ROUTES

There is no provision in Ontario for the designation of hazardous goods routes or the prohibition of hazardous goods on designated streets. These are in place in other parts of Canada, but there are no plans to introduce this system in Ontario. The focus regarding the safe movement of hazardous goods has not been on the routes but has been on improving the containers so that the possibility of discharge is reduced.

7. APPLICATION GUIDELINES FOR TRUCK ROUTES

The Federal Highway Administration report "Urban Transportation Planning for Goods and Services" contains a set of guidelines for the implementation of truck restrictions in residential areas. The guidelines include consideration of land use, the availability of an alternate route and the diversion distance, the number of trucks using the roadway, and the pavement condition. This document also notes that the trucking needs and situations in each municipality can be quite different, and should be addressed individually.

Consequently, it is desirable that any future changes to the truck routes, or the implementation of restrictions on trucks be done through a policy that is appropriate for the Region and area municipalities, combined with consideration of each individual situation. It should be recognized that there are important principles involved in trying to provide efficient goods movement, while at the same time not allowing undue impacts of trucking on unsuitable streets and roadways. These principles should be included in a policy regarding truck route and truck restriction issues. The review of the two recent issues dealt with by Regional Traffic staff indicates that these principles were carefully considered in the process of selecting what action to take.

8. PROPOSED POLICY STATEMENT FOR TRUCK ROUTES

8.1 INTRODUCTION

The proposed policy is a reflection of the generally accepted principles of trying to provide a network of truck routes that will permit the safe and efficient movement of goods while trying to restrict the impact of trucking on unsuitable streets and roadways. The policy reflects the needs and concerns of the Region, and the Cities of Kitchener and Waterloo, and due consideration has

- 10 -

been given to the concerns of the trucking industry.

The proposed policy uses road jurisdiction and classification as the basis for truck route determination. This encompasses the idea that there should be a network of truck routes, and that trucks should use the major roadways.

At present the City of Kitchener is preparing a road classification system and eventually all the City streets will be classified according to it. The truck route policy will then be able to be applied as intended.

The City of Waterloo does not have an established classification system. However, for application of the truck route policy the City of Kitchener classification system could be used to determine how City of Waterloo roads function, even though they are not formally classified.

The proposed policy also includes measures to control the roadways used by construction related traffic as a temporary but separate type of trucking activity.

8.2 SELECTION OF TRUCK ROUTES

8.2.1 All Regional Roads should be truck routes unless there are valid reasons for imposing prohibitions or time restrictions on a particular section.

Valid reasons for prohibitions include:

- a) the section of roadway was not designed or constructed for heavy truck traffic or long vehicles.
- b) there are critical height or weight restrictions on the section of roadway.

Once road improvements have been completed and the valid reasons have been eliminated the prohibition should be removed.

Valid reasons for time restrictions include:

- a) the environment of the section is primarily front-lotted urban residential with numerous driveways, and a suitable alternate route is available.

- 11 -

A suitable alternate route is defined as a route that would be less than 50% longer than using the section for which a restriction is proposed, but not more than 4.0 km longer, and on which there are not valid reasons for a time restriction.

In addition to the definition of a suitable alternate route, when considering whether or not a time restriction should be applied to a Regional Road sound engineering judgement and analysis should be used on both routes to consider items such as:

- truck volumes
- road connections and turning radii
- number of intersections and traffic signals or stop signs
- proportion of residential properties
- noise attenuation
- environmental impacts due to using alternate route
- impact on trucking companies
- other studies as deemed appropriate

8.2.2 Area municipality roadways (ie. roadways that are not Regional Roads) that are classified or function as arterial roads or major collector roads should be truck routes unless there are valid reasons for imposing prohibitions or time restrictions on a particular section.

Valid reasons for prohibitions include:

- a) the section of roadway was not designed or constructed for heavy truck traffic or long vehicles.
- b) there are critical height or weight restrictions on the section of roadway.

Valid reasons for night time restrictions include:

- a) the environment of the section is primarily urban residential with numerous drive-ways, and a suitable alternate route is available.

- 12 -

Valid reasons for daytime restrictions include:

- a) the environment of the roadway is CBD commercial and a suitable alternate route is available.

A suitable alternate route is defined as a route that would be less than 50% longer than using the section for which a restriction is proposed, but not more than 4.0 km longer, and on which there are not valid reasons for a time restriction.

- 8.2.3 Area municipality roadways that are classified or function as minor collector roads or inter-connecting roads may be truck routes with or without time restrictions provided they are constructed to carry heavy truck traffic and that there are valid reasons for their use as truck routes.

Valid reasons for their use as truck routes include:

- a) the roadway serves an industrial or warehousing area, or a limited area that generates more than 100 trucks per day.
- b) use of the roadway would provide a link in the truck route network that would reduce the distance travelled on the best alternate truck route by at least 30% and more than 2.0 km.

Valid reasons for night time restrictions include:

- a) the environment of the section is primarily urban residential with numerous driveways, and a suitable alternate route is available.

Valid reasons for daytime restrictions include:

- a) the environment of the roadway is CBD commercial and a suitable alternate route is available.

Once the reason for a time restriction or prohibition is removed the restriction or prohibition should also be removed.

- 13 -

- 8.2.4 Area municipality roadways that are classified or function as industrial collector roads or local industrial roads should be truck routes without time restrictions.
- 8.2.5 All area municipality roadways that are classified or function as local streets should not be truck routes.
- 8.2.6 The area municipalities may, as part of site plan control and municipal contracts, designate construction routes. Construction routes are those roadways that construction traffic to and from the construction site must use for access. Construction routes shall supersede other truck route provisions.

8.3 TIME RESTRICTIONS ON TRUCK ROUTES

- 8.3.1 Time restrictions can be placed on truck routes to prohibit trucks during certain hours of the day or days of the week. Valid reasons for the implementation of time restrictions are contained in section 8.2.
- 8.3.2 The time restriction should generally be standardized and signed as 'trucks prohibited 7 pm to 7 am'. There can be exceptions to meet local requirements. For example where days of the week are involved the signs should be of the form 'trucks prohibited except 7 am to 7 pm Monday to Friday'.
- 8.3.3 It may be possible to prohibit trucks on one route for certain periods (eg. a 7 pm to 7 am prohibition on an urban residential street) and prohibit them on an alternate route for the remaining period (eg. 7 am to 7 pm on a CBD commercial street).

8.4 TRUCK TRIP

- 8.4.1 Where a truck must use roadways that are not truck routes the trip should be made as follows:
 - a) the truck should travel directly from the origin to the nearest suitable truck route,

- 14 -

- b) using only truck routes the truck should follow the most direct route to the nearest suitable intersection to the destination,
- c) the truck should then travel directly to the destination.

The attached sketches provide example of how these trips are to be made.

- 8.4.2 Where construction routes are in effect traffic to and from the construction site must adhere to the construction route.

8.5 BY-LAWS

8.5.1 Region of Waterloo

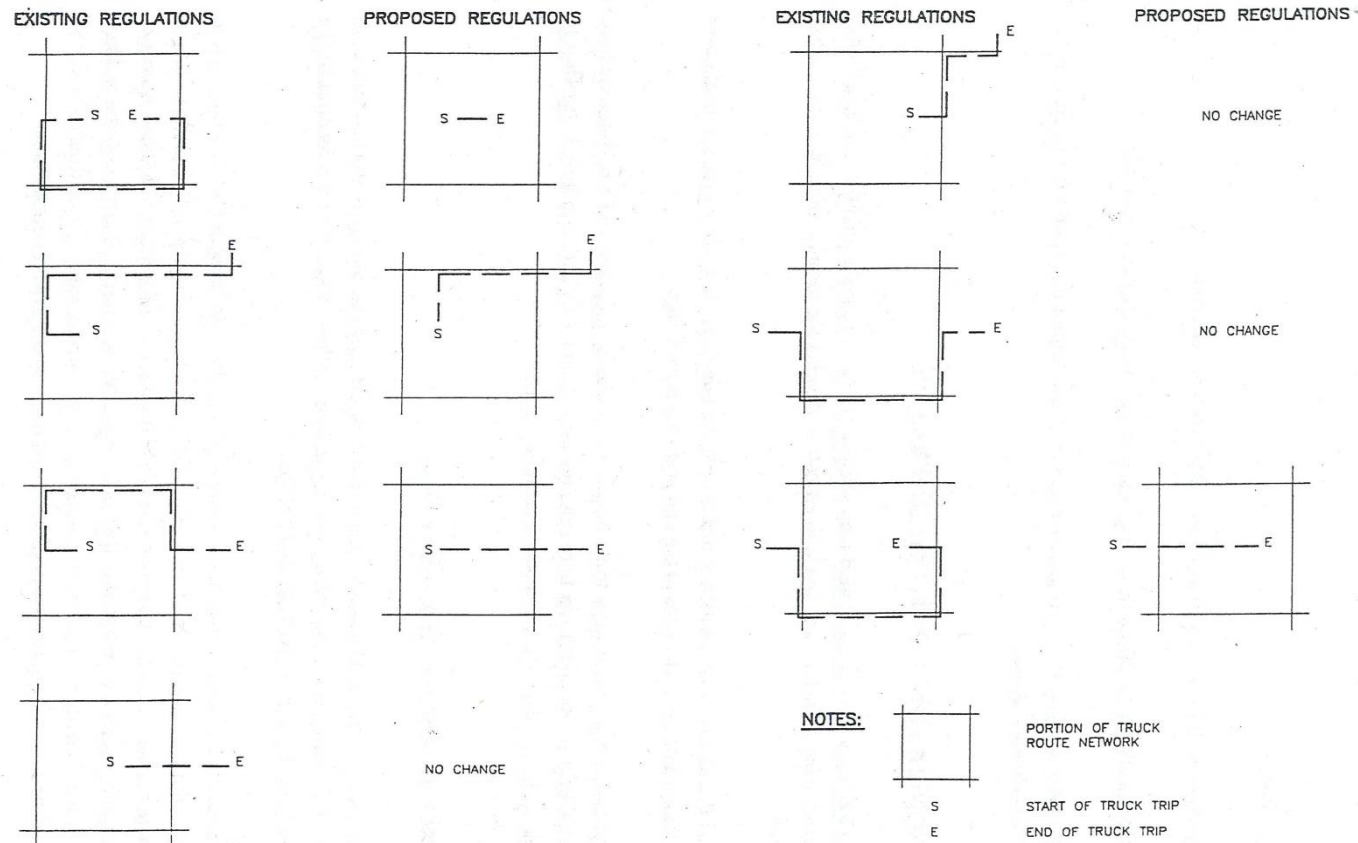
The Region should have a general by-law stating that trucks are permitted unless a time restriction or prohibition has been passed.

8.5.2 City of Kitchener and City of Waterloo

The Cities should have two general by-laws:

- a) trucks are permitted on all arterials, major collector, industrial collector and local industrial streets unless a time restriction or prohibition has been passed.
- b) trucks are prohibited on all minor collector, interconnecting, and local streets unless a time restriction has been passed.
- c) The clause on bona fide destinations should be revised to be in accordance with Section 9.4.

↑
8.4



SKETCHES SHOWING EXAMPLES OF HOW TRUCK TRIPS SHOULD BE MADE

- 15 -

8.6 SIGNING

- 8.6.1 Sign those sections of truck routes where there are time restrictions.
- 8.6.2 Where trucks are permitted do not sign the roadways as designated truck routes.
- 8.6.3 Sign those roadways or areas where there are truck prohibitions and the opportunity for enforcement is desirable.

9. INFORMATION ON TRUCK ROUTES

The City of Kitchener has a colour coded map showing the truck routes within the City limits. The City of Waterloo has a similar map, but without colour showing the location of truck routes within the City limits.

Although all the necessary information is included in the two maps, it is not a practical method of providing information on truck routes to the end user - the truck driver.

It is recommended that a single truck route map of both cities be prepared and distributed by both Cities and the Region. By printing on both sides the map could be expanded to include Cambridge at a suitable scale, and the Region as a whole at another scale.

10. TRUCK ROUTE SUGGESTIONS

During the review of the existing truck routes certain inconsistencies or gaps in the network were identified. The following are comments and suggestions on these items, and it is recommended that consideration be given to the suggested changes.

1. There is some inconsistency in the truck route on Albert Street south of Columbia. From Columbia to University it is a time restricted truck route and south of University no trucks are permitted. It would seem that it should either all be a truck route with time restrictions as appropriate for the residential area, or it should not be a truck route through the residential area. Albert functions as an arterial or major collector and as such trucks should be permitted, but only during the daytime to limit the impact on the residential area.

- 16 -

2. Westmount Road from Erb Street to Ottawa Street has a time restriction on it. It is a Regional Road that was constructed to handle trucks, although parts of it have a lane width deficiency. Once the entire length of the roadway has been reconstructed the policy indicates that the restriction should be reviewed to determine if the restriction should be lifted or if Fischer-Hallman is still a suitable alternate route, in which case the time restriction could remain.
3. Cedar Street between King Street and Duke Street is a gap in the network and it should be a truck route once the turning radius deficiency has been removed.
4. The truck route with time restrictions on Ottawa should be extended from River to Lackner now that Lackner is open. The time restrictions should be removed once Ottawa has been reconstructed.
5. Huron Road from Westmount Road to Homer Watson Blvd. has road surface and geometric deficiencies. When it is upgraded and realigned it should be a truck route. It could then serve as an alternative to Bleams Road during the evening and on weekends.
6. Block Line should be a truck route with time restrictions.
7. Moore Avenue between Bridgeport Road and Erb Street is a residential Street. It should not be a truck route.

11. CONCLUSIONS

With some exceptions the truck route system appears to be operating very well and is providing a satisfactory network for the distribution of goods and the needs of through truck movements.

The instances of trucking problems appear to have been dealt with creatively and satisfactorily. The same approach should continue to be used whenever new trucking issues have to be dealt with.

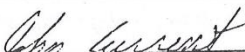
- 17 -

There are some gaps and inconsistencies in the truck route network that should be addressed, and will be after application of the policy.

Approved
by C. Smith
June 17/1991

Existing truck restrictions shall remain in effect unless there is some major unforeseen change to the Regional Road system in the future, and if these restrictions are to be reconsidered at some future date, the process to be followed shall include full consultation with area residents, Engineering Committee and Regional Council.

CERTIFIED TO BE A TRUE COPY


John Current,
Deputy Regional Clerk,
Region of Waterloo