



To: Public Works and Transportation Committee **Date:** October 26, 2016
From: Victor Wei, P. Eng.
Director, Transportation **File:** 01-0154-04/2016-Vol
01
Re: **TransLink Draft Regional Goods Movement Strategy**

Staff Recommendation

1. That TransLink be advised that the City supports the draft Regional Goods Movement Strategy in principle, subject to continued dialogue with the City on key items as described in the staff report, titled “TransLink Draft Regional Goods Movement Strategy” dated October 26, 2016, from the Director, Transportation, to ensure that urban freight movement and associated economic benefits are enhanced without diminishing the City’s authority over local roadways or resulting in negative impacts to the community;
2. That the City continue to work with TransLink and relevant stakeholders to finalize the draft Regional Goods Movement Strategy; and
3. That staff be directed to report back on the detailed action plans when completed.

Victor Wei, P. Eng.
Director, Transportation
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Att. 2

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Economic Development	<input checked="" type="checkbox"/>	
Engineering	<input checked="" type="checkbox"/>	
Policy Planning	<input checked="" type="checkbox"/>	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: DW	APPROVED BY CAO

Staff Report

Origin

Following approval in July 2013 by the Mayors' Council and TransLink Board of the *Regional Transportation Strategy: Strategic Framework*, which constitutes the long-term (30-year) plan for the regional transportation system, TransLink initiated work in November 2013 on the development of a Regional Goods Movement Strategy (the Strategy) as part of the Implementation Plan for the Strategic Framework. The Strategy is one of several modal or thematic strategies nested below the Strategic Framework and intended to provide more focused strategies and actions on a particular subject. This report provides an overview of the draft Strategy and its potential interface with the City.

This report supports Council's 2014-2018 Term Goal #3 A Well-Planned Community:

Effective transportation and mobility networks.

This report supports Council's 2014-2018 Term Goal #5 Partnerships and Collaboration:

Continue development and utilization of collaborative approaches and partnerships with intergovernmental and other agencies to help meet the needs of the Richmond community.

This report supports Council's 2014-2018 Term Goal #8 Supportive Economic Development Environment:

Review, develop and implement plans, policies, programs and practices to increase business and visitor appeal and promote local economic growth and resiliency.

Analysis

Development of Draft Regional Goods Movement Strategy

TransLink's mandate is to provide a regional transportation system to move people and goods. In the years since TransLink was created in 1999, much attention has been given to personal and passenger travel with relatively inadequate attention given to goods movement. The development of the Strategy grew out of the recognized need for a coherent and collaborative multi-agency regional strategy to improve urban freight movement that primarily uses regional and local roadways as distinct from Gateway-oriented freight that is focused on trips to/from port facilities. The document is meant to provide a regional framework for action for all partners with TransLink playing a co-ordination/facilitation role.

TransLink engaged with local governments, including the City, and stakeholders¹ during the development of the draft Strategy. TransLink produced a Goods Movement Strategy Discussion Guide in November 2013 to guide engagement with stakeholders and government partners in

¹ Stakeholders included Metro Vancouver, Ministry of Transportation & Infrastructure, Transport Canada, Port of Vancouver, Vancouver Airport Authority, ICBC, BC Trucking Association, Greater Vancouver Gateway Council, Vancouver Board of Trade, Surrey Board of Trade, Vancouver Transportation Club, and Western Transportation Advisory Council.

preparing a policy framework for the region's goods movement system and to present a set of strategies for potential implementation by TransLink and others. Staff provided feedback on the high level policy directions and strategies identified around the three Strategic Framework themes of invest, manage and partner.

The first draft of the Strategy was produced in January 2015 and staff again provided input on the document that outlined the current state and challenges, identified a vision, goals and targets, and proposed strategies and actions to achieve the vision. The second (and current) draft Strategy was produced in June 2016 for further consultation and is available on the TransLink website.²

Highlights of the Draft Regional Goods Movement Strategy

The draft Strategy focuses largely on the roadway network as the region's railway, marine and air transport systems are not within TransLink's regulatory oversight. Within this context, the challenges for goods movement in the region have been distilled into four key issues for, respectively, the private sector and local communities (Table 1).

Table 1: Key Challenges for Regional Goods Movement

Key Challenges for Private Sector		Key Challenges for Local Communities	
1	Lack of incentives and options for passenger car drivers to reduce their vehicle use leading to roadway congestion and reduced travel time reliability	1	Competition for scarce space on the roads and at the curbside
2	A lack of co-ordination and consistency in regulations between jurisdictions	2	Safety and perceptions of safety
3	Limited availability of accessible industrial land	3	Vibrations and noise, especially adjacent to residential areas
4	A lack of public awareness of the value of goods movement	4	Emissions of visible smoke, criteria air contaminants and greenhouse gases

Strategies and Actions

The need to address these challenges forms the basis for the goals of the Strategy (Table 2). Specific targets for each goal have not yet been defined but, over time, the intent is for partners to collaboratively identify measurable targets.

The strategies and actions to achieve the goals fall within three key tasks:

- (1) Advance urban freight priorities
- (2) Coordinate with provincial and national partners on their priorities to improve Gateway-oriented freight
- (3) Advance regional sustainability and livability goals

² The draft Strategy is available at: http://www.translink.ca/-/media/Documents/plans_and_projects/roads_bridges/2016_06_rgms_draft_strategy_for_consultation.pdf. A companion primer document is at available at: http://www.translink.ca/-/media/Documents/plans_and_projects/roads_bridges/2016_06_primer_goods_movement_for_consultation.pdf.

Attachment 1 summarizes the strategies and actions of the draft Strategy under the three themes of invest, manage and partner.

Regional Goods Movement Forum

The draft Strategy also suggests the formation of a regional goods movement forum (i.e., the Greater Vancouver Urban Freight Council) that would:

- Champion and help facilitate priorities identified in the Regional Goods Movement Strategy;
- Coordinate initiatives between partners; and
- Exchange knowledge and information on urban freight issues.

The Council would emulate the existing Greater Vancouver Gateway Council in its structure and approach but be complementary as it would focus on urban freight movement on regional and local roads rather than Gateway priorities that emphasize provincial highways and roads connecting to port facilities. Representation would include senior executive level representation from private and public sector partners to help address stakeholders’ perception of a current lack of private and public sector coordination at the regional level (i.e., use of local and regional roads) relative to the Greater Vancouver Gateway Council, which is more focused on provincial highways.

Implementation and Monitoring

The implementation and monitoring elements of the Strategy are yet to be defined in the current draft. The following items are intended to be determined following further stakeholder consultation:

- A process to develop a measuring and monitoring program to define appropriate metrics and establish baseline performance on progress towards the above goals;
- Assigning which partners have a lead role and which partners have a supporting role for implementing each of the actions advanced in the Strategy; and
- Identifying the first priority actions and strategies.

Interaction of the Strategy with the City

The goals of the Strategy are supportable as are the strategies and actions, subject to continued dialogue with the City on key items as discussed below.

Strategic Investments in the Major Road Network

Action 1.2.7 states “Update the composition of the Major Road Network to ensure that the network is best serving the goods movement mobility needs of the region.” There are several corridors in Richmond that are used for goods movement that are not currently part of the Major Road Network (e.g., roads to key industrial areas such as Nelson Road and Blundell Road in the

Table 2: Strategy Goals

Goal 1: More efficient and reliable goods movement
<ul style="list-style-type: none"> • Reduce the amount that commercial vehicles drive in congested conditions • Reduce variability in daytime travel times on the Regional Truck Route Network
Goal 2: Cleaner, safer and quieter goods movement
<ul style="list-style-type: none"> • Reduce collisions that cause injury or fatality involving commercial vehicles • Reduce goods movement-related noise and vibrations that residents experience • Reduce criteria air contaminants and greenhouse gas emissions from goods movement vehicles

Fraserport area). The City has provided TransLink with a list of potential local roadways to be added to the network, which would materially benefit the City by enabling access to on-going maintenance funding as well as eligibility for potential future cost-share funding for capital improvements.³

Action 1.2.8 proposes that “capital investment to address issues identified by municipalities” be considered where “pricing and other management measures have not been adequate to improve safety, local connectivity and goods movement reliability on the Major Road Network.” The intent is to develop a list of regional road segments that would be prioritized for implementation based on criteria such as traffic volumes (including trucks and buses), congestion levels, safety, and connectivity. The City has provided TransLink with a list of planned upgrades of existing roads (e.g., No. 2 Road south of Steveston Highway) and construction of new roads (e.g., River Parkway). The City could benefit from this action by potentially being able to access capital and maintenance funding support for local roadways.

Action 1.2.9 recognizes the need to address any deficiencies at road-rail grade crossings to meet new federal regulations such as installing automatic warning devices or considering grade-separation where high-traffic rail lines cross a road that carries high goods movement volumes or high volumes of walking, cycling or transit trips. As there are over 30 public road-rail crossings in Richmond, the City could benefit from any potential funding available from TransLink to support this action.

Designate a Regional Truck Route Network

Strategy 2.3 proposes to “Coordinate with regional partners to clearly designate, manage, and regularly update the Regional Truck Route Network” with supporting actions of:

- Action 2.3.1: Increase the consistency by which truck routes are designated across the region through collaboratively developed design guidance.
- Action 2.3.2: Develop a clear, transparent and systematic process to approve changes or amendments to the Regional Truck Route Network.
- Action 2.3.3: To improve travel time reliability, explore opportunities to implement freight priority measures, both physical and through pricing, on key corridors and at key bottlenecks.

Currently, the City does not have designated truck routes⁴ as such routes are typically defined to control or restrict truck movements. Goods movement is naturally confined to arterials (except for local deliveries) as there are limited local minor roads within Richmond’s road grid that are being used by trucks as parallel routes to the arterials (which may result in undesirable conditions to adjacent land use). Given this road network configuration, staff have indicated to TransLink that any designation of truck routes in Richmond would not be necessary nor warranted. Further discussion with TransLink is required regarding potential equivalent options (e.g., Richmond’s segments of an updated Major Road Network and the provincial highway system could coincide and be connected with the Regional Truck Route Network in the adjoining

³ Phase One of TransLink’s proposed 10-Year Vision, which is pending Mayors’ Council and TransLink Board approval in Fall 2016, includes provision of a one-time increase to the length of the Major Road Network of 10% as well as annual 1% increases plus full reinstatement of dedicated 50% funding for minor capital improvements.

⁴ Traffic Bylaw 5870 designates routes for the transportation of dangerous goods through the city.

municipalities) to achieve the same intent of enhancing goods movement while minimizing negative impacts to the local community.

Truck Definition, Regulations and Permitting Harmonization

Strategy 2.5 seeks to “Harmonize truck permitting and regulations to improve clarity, certainty, and efficiency.” Commercial truck regulations, enforcement and permitting currently vary across the 23 members of Metro Vancouver and the provincial highway system, which can create confusion and administrative burdens for those applying for and granting permits. Streamlining and harmonizing these regulations and processes could reduce administration, increase certainty that decisions will be applied the same way at all times and create a more competitive business environment in Metro Vancouver.

As such, there is some parallel of these objectives with the Council-supported Inter-Municipal Business Licence Program, which has the primary goal of improving economic development by reducing costs and administration for construction-related businesses operating in multiple partnering communities. Under that Program, participating municipalities have agreed to allow non-resident (mobile) trade contractor businesses from within the participating municipalities to operate in their municipality on the basis of one Inter-Municipal Business Licence purchased from their home municipality.

Similarly, the supporting actions of Strategy 2.5 include the development of a centralized permit system:

- Action 2.5.1: Work to harmonize regulations concerning truck size, weight and noise across the region, allowing adequate flexibility and mobility for truck operators while managing potential negative community impacts.
- Action 2.5.2: Develop a centralized regional permit system that is coordinated with the provincial permit system providing a single point of contact for trucking companies operating within Metro Vancouver to obtain needed permits, including for oversize/overweight trucks.

Work on this item was initiated in January 2016 with the formation of the Commercial Vehicle Staff Working Group under TransLink’s Regional Transportation Advisory Committee.⁵ The Working Group, of which the City is a member, intends to provide its recommendations to the Committee by the end of 2017.

The intent of this strategy is supportable subject to inclusion of the following principles:

- no decrease in permit revenue to the City (e.g., for oversize/overweight vehicle trips),
- streamlining of administrative efforts for individual municipalities,
- positive economic development benefits,
- safety is not compromised, and
- a consistent standard of regional enforcement is established.

⁵ The Regional Transportation Advisory Committee is a forum for Metro Vancouver municipalities and other major public agencies with significant responsibilities or influence on regional mobility to discuss, collaborate and provide senior-level input on strategic-level multi-modal regional transportation issues.

Next Steps

TransLink staff intend to seek approval of the Strategy by the TransLink Board in Fall-Winter 2016 following the incorporation of the latest round of stakeholder feedback received during Summer 2016, including comments from staff via participation at workshops and meetings. Attachment 2 summarizes the feedback provided at one of a series of multi-agency workshops held in June 2016 on the elements of the current draft Strategy and the top three priority actions to be implemented. Participants indicated that all components of the Strategy were nearly or ready to be brought forward for approval. The top three priority actions identified to be initiated in the next year were:

- (1) Develop a regional road usage charging scheme (20%)
- (2) Designate and manage a Regional Truck Route Network (20%)
- (3) Develop Major Road Network performance guidelines (15%)

On-going and near-term work includes:

- Of the 72 actions proposed in the Strategy, confirmation of the top three priorities to be initiated in the next year (around 30 actions are already underway).
- Development of the terms of reference for the Greater Vancouver Urban Freight Council.
- Development of a prioritized list of regional road segments for capital improvement.
- Formulation of recommendations of the Commercial Vehicle Staff Working Group regarding the harmonization of truck definition, regulations and permitting.

Staff would report back upon finalization of the Regional Goods Movement Strategy and the detailed priority action plans to be implemented.

Financial Impact

None.

Conclusion

TransLink's draft Regional Goods Movement Strategy attempts to address how to deliver goods and services more efficiently to more people and more businesses within a shared and increasingly limited space in a cleaner, quieter, safer, and more cost-effective way. Staff continue to regularly participate in its development and refinement to advance urban freight and economic development both locally and regionally. The intent of the goals and actions of the Strategy are supportable subject to further discussion with the City to ensure that urban freight movement and economic development are enhanced without diminishing the City's authority over local roadways or increasing negative impacts to the community.



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Att. 1: Draft Regional Goods Movement Strategy: Summary of Proposed Strategies and Actions

Att. 2: Summary of Feedback on Key Items of Draft Regional Goods Movement Strategy:

Stakeholder Workshop held June 16, 2016

**Draft Regional Goods Movement Strategy:
Summary of Proposed Strategies and Actions**

1.0	INVEST Strategically to Maintain and Grow the System
1.1	Maintain roads and bridges in good repair
1.2	Invest in regional road network <ul style="list-style-type: none"> • Make concurrent commitments to optimization, pricing and land use measures • Coordinate with Gateway partners on priority infrastructure investments • Coordinate with partners to replace the Massey Tunnel, Pattullo Bridge and connect Highways 1 and 91 north of the Fraser River • Establish performance guidelines for the Major Road Network to guide management and investment actions • Invest to address goods movement issues on key segments of the Major Road Network (projects to be determined) • Improve safety and travel time reliability at road/rail crossings
1.3	Shift driving trips to walking, cycling and transit <ul style="list-style-type: none"> • Safety improvements where major pedestrian corridors cross truck and rail corridors • Complete regional bikeway network; emphasis on separation from motor vehicle traffic • Investments in transit network to reduce congestion on road network
2.0	MANAGE the System to be Efficient and User-Focused
2.1	Make travel safer for all users
2.2	Make it easy to navigate <ul style="list-style-type: none"> • Integrated regional information, wayfinding and journey planning
2.3	Designate a Regional Truck Route Network <ul style="list-style-type: none"> • Increase consistency across the region and a process for changes or amendments
2.4	Implement system management and ITS solutions to improve reliability <ul style="list-style-type: none"> • Implement ITS solutions, active curbside management guidelines, create a policy environment that encourages flexible freight delivery times
2.5	Harmonize truck permitting and regulations
2.6	Encourage lower-impact community-serving goods movement <ul style="list-style-type: none"> • Encourage vehicle right-sizing and delivery guidelines
2.7	Support quieter, cleaner and lower-carbon goods movement
2.8	Support private sector innovation towards greater fleet efficiency
2.9	Optimize Port drayage to minimize negative impacts
2.10	Price the transportation system more effectively to reduce congestion
3.0	PARTNER to Make it Happen
3.1	Plan for land use and transport needs of business and industry <ul style="list-style-type: none"> • Support the Regional Growth Strategy (protect industrial land, protect access points) • Protect rail rights-of-way and access points to navigable waterways • Explore opportunities to co-locate import and export facilities
3.2	Integrate goods movement considerations into all planning stages <ul style="list-style-type: none"> • Prepare Freight-Supportive Community Design Guidelines • Encourage the use of mitigation measures in new development near goods movement corridors
3.3	Ensure effective coordination through strong partnerships <ul style="list-style-type: none"> • Better coordinate among all levels of government and private sector • Develop a Regional Prosperity Strategy
3.4	Collect and share data for monitoring and decision-making <ul style="list-style-type: none"> • Central data warehouse; expanded data collection and research collaboration • Performance-based evaluation of goods movement projects

Draft Regional Goods Movement Strategy:
Summary of Feedback at Stakeholder Workshop held June 16, 2016

