



City of Richmond

Report to Committee

To CS June 12 2012

To: Community Safety Committee Date: May 15, 2012
 From: Phyllis L. Carlyle File:
 General Manager, Law & Community Safety
 Re: Anti-Idling Initiatives & Regulation on Public Property

Staff Recommendation

1. THAT the City proceed with Option 2 as outlined in the staff report dated May 15, 2012 from the General Manager, Law & Community Safety titled Anti-Idling Initiatives and Regulation on Public Property;
2. THAT Traffic Bylaw No. 5870, Amendment Bylaw No. 8829 (Attachment 3) be introduced and given first, second and third reading;
3. THAT Parking (Off-Street) Regulation Bylaw No. 7403, Amendment Bylaw No. 8830 (Attachment 4) be introduced and given first, second and third reading; and
4. THAT Notice of Bylaw Violation Dispute Adjudication Bylaw No. 8122, Amendment Bylaw No. 8831 (Attachment 5) be introduced and given first, second and third reading.

Phyllis L. Carlyle
 General Manager, Law & Community Safety
 (604.276.4104)

Att. 5

REPORT CONCURRENCE			
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER	
Budgets	<input checked="" type="checkbox"/>		
Sustainability	<input checked="" type="checkbox"/>		
Fleet	<input checked="" type="checkbox"/>		
Law	<input checked="" type="checkbox"/>		
Parks	<input checked="" type="checkbox"/>		
Transportation	<input checked="" type="checkbox"/>		
REVIEWED BY TAG SUBCOMMITTEE	INITIALS: 	REVIEWED BY CAO	INITIALS:

Staff Report

Origin

At the regular Council meeting held February 12, 2007, the following resolution was passed:

That staff comment and report on the feasibility of introducing an anti-idling bylaw.

Staff was also requested to evaluate and provide information on any anti-idling bylaws that are in effect in other communities. This report responds to the referral and provides recommended action for addressing unnecessary vehicle idling in the City.

Background

Anti-Idling Impacts

According to the Federal Government, Canadian motorists idle their vehicles an average of 5 to 10 minutes a day. This activity contributes to the negative health and environmental impacts generally resulting from vehicle use, including:

- degrading air quality through vehicular exhaust emissions;
- contributing to climate change through greenhouse gas emissions; and
- consuming non-renewable resources and fiscal resources.

“...more than 10 seconds of idling uses more fuel than restarting the engine. As a rule of thumb, if you're going to stop for 10 seconds or more – except in traffic – turn the engine off. You'll save money.”

Natural Resources Canada

Idling can also increase vehicular wear and tear. According to Natural Resources Canada, idling is not an effective way to warm up a vehicle, even in cold weather. Modern engines need no more than 30 seconds of idling on winter days before driving can begin and excessive idling can actually damage engine components including the vehicle's cylinders, spark plugs and exhaust system.

Drivers often idle their vehicles while running errands, waiting in queues, as well as at pick-up and drop-off zones.

The recent publication of the British Columbia Ministry of the Environment in January 2012 titled: '2011 Inventory of Air Quality Bylaws in British Columbia' covering vehicle idling, open burning and wood burning appliances (full text of the report is available at <http://www.bcairquality.ca/reports/pdfs/bylaws-2011.pdf>) includes the following:

- BC Emission Sources in 2009 showed that:
 - 31.23% of volatile organic compounds (VOC) are from Transportation;
 - 66.01% of nitrogen oxides (NOx) are from Transportation;
 - the reaction of VOC and NOx emissions produce ground level ozone (O3); and
 - ground level ozone is a health damaging air pollutant linked to respiratory problems such as asthma and bronchitis;

- the total number of vehicle idling bylaws enacted by BC municipalities as of 2011 totalled 46 – an increase of 170% over the 2007 total of 17; and
- 24% of BC municipalities have vehicle idling bylaws covering more than 50% of the province's population.

City of Richmond Actions

Since September 2004, Richmond has embarked on initiatives to reduce unnecessary idling, both corporately and within the Richmond community. Key initiatives include:

- Fleet Operations Idle-Free Educational Initiative;
- City of Richmond and Richmond School District Community Idle-Free Initiatives;
- City of Richmond Climate Change Showdown; and
- Council's Sustainable Green Fleet Policy # 2020.

These initiatives are described in more detail in **Attachment 1**.

Effectiveness of a Bylaw Approach

The purposes for anti-idling bylaws vary. The first anti-idling bylaw was enacted to address noise. Since then, most bylaws have been enacted in colder climates to target smog reduction with more recent bylaws being introduced as a control measure for greenhouse gas (GHG) emissions which would be the situation in Richmond.

Within Richmond, enforcement staff frequently discovers vehicles idling unnecessarily on public streets and on City-owned property including large transports, dump trucks, taxis and charter buses. The availability of an enforcement tool such as a clear and effective bylaw would assist as a deterrent in these instances.

A summary of the bylaws implemented in British Columbia is provided in **Attachment 2**. Key observations include:

- the perceived value of a bylaw as an opportunity to engage people in constructive dialogue and inform them about the impacts of idling;
- anti-idling bylaws are viewed predominately as an effective tool to promote voluntary compliance when enforcement is undertaken; and
- a strong educational campaign associated with the launch of a clear and effective bylaw is viewed as a fundamental component for achieving significant results.

While some municipalities across Canada have considered passing idling control bylaws but have elected not to implement a regulatory structure, this decision has largely been based on the perception that anti-idling bylaws are difficult to enforce and that the focus of resources on education is expected to achieve greater results.

However, there is a wide range of opinions that exists on the relative value of voluntary versus regulatory approaches for promoting idle-free behaviour. Advantages of implementing a bylaw include:

1. an additional degree of seriousness and legitimacy is afforded to the issue of idling;
2. an opportunity to conduct an enforcement blitz is created; and
3. an opportunity to engage in building community awareness is provided.

The ability to conduct effective enforcement is a key concern. According to a recent study conducted by Natural Resources Canada which reviewed the effectiveness of municipal bylaws, there are a number of problematic elements with implementing anti-idling bylaws. Key challenges, as revealed by this study and insight provided by neighbouring municipalities, include:

- effective enforcement on a complaint basis is not practical - drivers of idling vehicles have most often moved from the scene by the time an enforcement officer can attend;
- municipal departments do not have sufficient resources to address new anti-idling bylaw enforcement activities except as an add-on to existing parking and traffic safety patrols;
- bylaws alone are likely to be ineffective and need to be accompanied by a high-profile public education campaign; and
- a concerted effort is required to effectively develop and implement idle-control bylaws.

Some effective campaigns have included targeted signage at local schools and community centres to remind drivers to limit their vehicle idling. City staff will be exploring such a program to augment the launch of the proposed bylaw enhancements.

Resource Impacts for Implementing Anti-Idling Bylaws

The City's Community Bylaws Division considers that any full-time enforcement of an anti-idling bylaw within its existing resources would impact its ability to carry out its current duties and responsibilities. For example, enforcement of an anti-idling bylaw as a stand-alone program would be relatively time-consuming as an officer would need to observe each potential offence over the prescribed time, and this would detract from the time available to devote to existing duties.

However, as an additional tool within existing parking and safety/liability patrols, school safety patrols and Canada Line patrols, the bylaw enhancements would be very effective with no financial impact except for the unpredictable revenue from any violations that may be issued.

Analysis

Effectiveness of Current City of Richmond Action

The City of Richmond has undertaken various successful initiatives that support anti-idling behaviour and with limited impact on existing resources. In particular, the City has made strong strides in placing its own house in order, with both the implementation of a corporate awareness program and implementation of a formal policy prohibiting unnecessary corporate idling through the City's Sustainable Green Fleet policy.

The City's fleet initiatives include:

- anti-idling education and expectations as part of driver training, orientation and assessment programs;
- incorporation of energy-efficient LED lighting into specifications for new vehicles to reduce the draw on battery power and the idling of vehicles when emergency lighting is employed; and
- planned attempts to incorporate alternate battery technology for operating auxiliary equipment as the cost of such technology declines.

Options Available for Richmond

Option 1 – Continue Present Level of Internal Anti-Idling Initiatives (Not recommended)

While the City should be recognized for the internal efforts and initiatives to date, which are outlined in **Attachment 1**, additional steps can be taken to more effectively deal with unnecessary idling and the level of GHG produced within the City limits.

Option 2 – Implement:

- **An Enhanced Program to Augment Internal Initiatives and Promote Public Education and Awareness; and**
- **An Effective and Cost-Effective Regulatory Framework**
(Recommended)

Enhanced Program to Augment Internal Initiatives and Promote Public Education and Awareness

Research indicates that public education and dialogue is a critical component of any approach aimed at reducing the impacts of vehicle idling in a community. Staff believes that an enhanced education and community awareness campaign is an important step towards changing public behaviour with regard to vehicle idling.

Accordingly, it is staff's recommendation that the City continue to adhere to and enhance its existing Sustainable Green Fleet Policy, which prohibits unnecessary idling and supports the development of partnerships to raise awareness and foster anti-idling behaviour in the community.

Proposed considerations to enhance the City's present approach include:

- strengthening of community awareness through web site development; to be led by the City's Transportation Division and undertaken within existing program resources;
- enhancement of the City's Climate Change Showdown initiative;
- coordination of a dedicated signage program with City departments and agencies to highlight the necessity to reduce the unnecessary idling of vehicles; and
- providing a recap of these initiatives and regulations, for information, to the City's Traffic Safety Advisory Committee which includes Richmond School Board, Transportation Division, ICBC, RCMP and Community Bylaws Division.

Anti-Idling Regulation & Enforcement

Staff recommends implementation of anti-idling enhancements at this time to the City's Traffic Bylaw No 5870 and Parking (Off-Street) Regulation Bylaw No 7403, as well as amendments to the City's Notice of Bylaw Violations Dispute Adjudication Bylaw No 8122 to define infractions and representative fines, due to the following considerations:

- it is expected that, in concert with public awareness initiatives, the existence of a bylaw deterrent will result in greater benefits with respect to air quality improvement;
- these additional regulations and their enforcement would only apply to City-owned or controlled property as outlined in the respective bylaws;
- the enforcement of an effective anti-idling bylaw in concert with existing traffic and parking patrols would be cost-effective and would not require any additional resources or affect other existing duties;
- an anti-idling bylaw is not difficult to enforce as a final alternative; and
- an anti-idling bylaw would naturally compliment and support the City's enhanced public educational and awareness programs.

Financial Impact

None.

Conclusion

Unnecessary vehicle idling is generally considered to be a negative behaviour that contributes to atmospheric destabilization and significantly degrades air quality. To date, the City of Richmond has undertaken strong leadership action, establishing a comprehensive anti-idling policy for fleet operations and supporting community action in partnership with other Richmond departments and agencies.

Over the last few years, Canadian municipalities in growing numbers have taken action to support idle-free behaviour and discourage unnecessary vehicle idling. Generally, action has involved the joint implementation of an educational campaign designed to raise awareness and inspire action and a complimentary bylaw regulating such unwanted activity.

This report concludes that there is merit in implementing an anti-idling bylaw in Richmond and concludes that this would aid existing momentum in place through current educational-based initiatives in Richmond and provide a more effective opportunity for promoting and advancing idle-free behaviour in Richmond's residents, businesses and visitors.



Wayne G. Mercer
Manager, Community Bylaws
(604.247.4601)

WGM:wgm

City of Richmond: Anti-Idling Education and Awareness Action Initiatives

Action by the City of Richmond on anti-idling began in 2004 with initial corporate efforts aimed at reducing City fuel use. City action has since grown to include inter-departmental coordinated action and partnerships with the broader Richmond community aimed at realizing the suite of health, financial and environmental benefits. An overview description of the main City action initiatives to date is provided below.

City's Fleet Operations Idle-Free Initiative

The City's Fleet Operations Idle-Free Initiative was initiated in 2004 to reduce unnecessary idling of City fleet vehicles as part of an overall fuel reduction plan. The idle-free initiative targeted all drivers operating vehicles out of the City's works yard and educated drivers about the air quality and health impacts associated with vehicle emissions. The City of Richmond was recognized by the Fraser Basin Council as a regional pioneer of idle-free initiatives.

City of Richmond and Richmond School District Community Idle-Free Initiative

Building on the success of the idle-free program at the City's Works Yard, City staff partnered with Richmond School District #38 staff to co-ordinate a Pilot Idle-Free Program involving two Richmond secondary schools in 2005. This Pilot Program was an initiative under the Richmond Community One-Tonne Challenge.

Since 2006, the Pilot Program has evolved, involving a greater number of students and more schools. By 2007, sufficient momentum had been built that the School District was able to continue the idle-free initiative without City support.



City of Richmond Climate Change Showdown

The Climate Change Showdown, delivered by the non-profit BC Sustainable Energy Association, is an innovative workshop taught throughout the province in elementary schools to help students learn about climate change through games and activities. This program also includes a month-long take-home challenge for students and their families to reduce energy use and GHG emissions at home. Individuals and classes are then eligible to win prizes based on the amount of GHGs reduced.

City of Richmond Sustainable Green Fleet Policy

In 2006, the City adopted a Sustainable Green Fleet Policy #2020 aimed at achieving the highest, most cost-effective and sustainable fleet performance and ultimately best value for the City of Richmond. The policy identifies best practices to be used for fleet management, including formally establishes an anti-idling performance requirement for City operations.

Metro Vancouver (Greater Vancouver Regional District)

Municipality	Bylaw Name	No Idling of Unattended Vehicles	Time Constraint on Idling	No Bylaw yet, but have Policy~	Exceptions:	Other:
City of North Vancouver	<u>Street and Traffic Bylaw No. 6234, 1991</u> (Consolidated in 2010)		3 minutes		- Vehicles in traffic, armoured vehicles, emergency vehicles, parades, races etc.	
District of North Vancouver	<u>Street and Traffic Bylaw No. 7125, 2004.</u> (Consolidated in 2009)		3 minutes		- Vehicles in traffic, armoured vehicles, emergency vehicles, parades, races etc.	
Langley City	<u>Traffic Regulation Bylaw No. 2352, 2000</u> (Consolidated in 2008)	X				
Langley Township	<u>Highway and Traffic Bylaw No. 4758, 2010</u> (Consolidated in 2011)	X	5 minutes			Idling permitted in loading/unloading zones only
Lions Bay	<u>Anti-Idling Bylaw No. 416, 2010</u>		1 minute		- Passengers are embarking or disembarking, emergency vehicles, armoured vehicles, etc.	
New Westminster	<u>Street Traffic Bylaw No. 6027</u> (Consolidated in 2009)		3 minutes		- Emergency vehicles, armoured vehicles, parades, races, vehicles powered for use of heating or refrigeration systems etc.	Bylaw does not apply when outside temperature is below freezing or above 30 degrees Celsius
Port Moody	<u>Anti-Idling Bylaw No. 2859, 2010</u>	X	3 minutes	Applies to municipal vehicles only	- Emergency vehicles, vehicles undergoing repairs, armoured vehicles, parades, races, vehicles in traffic etc.	
Richmond				Applies to municipal vehicles only		
Surrey	<u>Highway and Traffic Bylaw No. 13007, 1997</u> (Consolidated in 2011)	X	3 minutes		- Emergency vehicles, vehicles undergoing repair, parades, races, armoured vehicles etc.	
Vancouver	<u>Motor Vehicle Noise and Emission Abatement Bylaw No. 9344, 2006</u> (Consolidated in 2011)	X	3 minutes		- Emergency vehicles, armoured vehicles, parades, races, vehicles idling in order to operate machinery, and buses while passengers are embarking or disembarking	
West Vancouver	<u>Good Neighbour Bylaw No. 4380, 2004</u>		5 minutes		- Vehicles undergoing repairs, emergency vehicles or idling in order to operate machinery	



**Traffic Bylaw No. 5870,
Amendment Bylaw No. 8829**

The Council of the City of Richmond enacts as follows:

1. Traffic Bylaw No. 5870, as amended, is further amended, at Section 1' by adding the following, in alphabetical order:

IDLE, IDLING means the operation of the engine of a **vehicle** while the **vehicle** is not in motion.

MOBILE WORKSHOP means a **vehicle**:

- (a) containing workshop equipment powered by the motor or engine of the **vehicle** and that must be operated inside or in association with the **vehicle**; or
- (b) serving as a facility for taking measurements or making observations or conducting maintenance or construction and operated by or on behalf of a municipality, public utility or police, fire or emergency service.

2. Traffic Bylaw No. 5870, as amended, is further amended at PART TWO, Section 12 by deleting Subsection 12.15 and substituting the following:

12.15 Idling

12.15.1 No person shall cause or permit a **vehicle** to **idle** at any one time:

- (a) for more than three minutes unless queued with stopped traffic in the travel portion of the **street**; or
- (b) while unattended.

12.15.2 Subsection 12.15.1 does not apply to a **vehicle**:

- (a) in the course of the performance of police, fire, ambulance or other emergency duties including training activities;
- (b) assisting in an emergency activity;
- (c) contracted or owned by the **City** or the province of British Columbia while conducting public utility services;

- (d) of a **public utility corporation** while conducting service on related utilities;
- (e) operating as a tow truck;
- (f) contracted or owned by the **City** while conducting bylaw enforcement;
- (g) for which **idling** is required as part of a repair or regular pre-check maintenance process;
- (h) engaged in a parade or race or other event approved by the **City**;
- (i) **idling** while passengers are in the course of embarking or disembarking where such actions may take more than three minutes;
- (j) used to transport money or valuables in a secure manner and in which a person remains to guard the contents in the course of the loading or unloading of the money or valuables;
- (k) required to use heating or refrigeration systems powered by the motor or engine for the preservation of perishable cargo; or
- (l) while being used as a **mobile workshop**.

12.16 Where an area is subject to two or more parking limitations, the more restrictive regulation shall apply.

3. This Bylaw is cited as “**Traffic Bylaw No. 5870, Amendment Bylaw No. 8829**”.

FIRST READING

SECOND READING

THIRD READING

ADOPTED

CITY OF RICHMOND
APPROVED for content by originating Division

APPROVED for legality by Solicitor

MAYOR

CORPORATE OFFICER



**Parking (Off-Street) Regulation Bylaw No. 7403,
Amendment Bylaw No. 8830**

The Council of the City of Richmond enacts as follows:

1. Parking (Off-Street) Regulation Bylaw No. 7403, as amended, is further amended, at PART THREE by adding the following after Section 3.3:

3.4 Idling

3.4.1 No person shall cause or permit a **vehicle** to **idle** at any one time:

- (a) for more than three minutes; or
- (b) while unattended.

3.4.2 Subsection 3.4.1 does not apply to a **vehicle**:

- (a) in the course of the performance of police, fire, ambulance or other emergency duties including training activities;
- (b) assisting in an emergency activity;
- (c) contracted or owned by the **City** or the province of British Columbia while conducting public utility services;
- (d) of a **public utility corporation** while conducting service on related utilities;
- (e) operating as a tow truck;
- (f) contracted or owned by the **City** while conducting bylaw enforcement;
- (g) for which **idling** is required as part of a repair or regular pre-check maintenance process;
- (h) engaged in a parade or race or other event approved by the **City**;
- (i) **idling** while passengers are in the course of embarking or disembarking where such actions may take more than three minutes;
- (j) used to transport money or valuables in a secure manner and in which a person remains to guard the contents in the course of the loading or unloading of the money or valuables;
- (k) required to use heating or refrigeration systems powered by the motor or engine for the preservation of perishable cargo; or
- (l) while being used as a **mobile workshop**.

- 2. Parking (Off-Street) Regulation Bylaw No. 7403, as amended, is further amended, at PART EIGHT by adding the following, in alphabetical order:

IDLE, IDLING means the operation of the engine of a **vehicle** while the **vehicle** is not in motion.

MOBILE WORKSHOP means a **vehicle**:

- (a) containing workshop equipment powered by the motor or engine of the **vehicle** and that must be operated inside or in association with the **vehicle**; or
- (b) serving as a facility for taking measurements or making observations or conducting maintenance or construction and operated by or on behalf of a municipality, public utility or police, fire or emergency service.

- 3. This Bylaw is cited as "**Parking (Off-Street) Regulation Bylaw No. 7403, Amendment Bylaw No. 8830**".

FIRST READING

SECOND READING

THIRD READING

ADOPTED

MAYOR

CORPORATE OFFICER

CITY OF RICHMOND
APPROVED for content by originating Division

APPROVED for legality by Solicitor



City of Richmond

Bylaw 8831

Notice of Bylaw Violation Dispute Adjudication Bylaw No. 8122, Amendment Bylaw No. 8831

The Council of the City of Richmond enacts as follows:

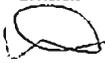
1. Notice of Bylaw Violation Dispute Adjudication Bylaw No. 8122, as amended, is further amended by adding to the end of the table in Schedule A of Bylaw No. 8122 the content of the table in Schedule A attached to and forming part of this bylaw.
2. This Bylaw is cited as "Notice of Bylaw Violation Dispute Adjudication Bylaw No. 8122, Amendment Bylaw No. 8831".

FIRST READING

SECOND READING

THIRD READING

ADOPTED

CITY OF RICHMOND
APPROVED for content by originating Division

APPROVED for legality by Solicitor

MAYOR

CORPORATE OFFICER

SCHEDULE A to BYLAW NO. 8831

SCHEDULE A to BYLAW NO. 8122

Designated Bylaw Contraventions and Corresponding Penalties

A1 Bylaw	A2 Description of Contravention	A3 Section	A4 Compliance Agreement Available	A5 Penalty	A6 Early Payment Option	A7 Late Payment Amount	A8 Compliance Agreement Discount
	Period of Time from Receipt (inclusive)		n/a	29 to 60 days	1 to 28 days	61 days or more	n/a
Traffic Bylaw No. 5870 (1992)	Permitting a vehicle to idle for over 3 minutes	12.15(a)	No	\$ 75.00	\$ 60.00	\$ 100.00	n/a
	Permitting a vehicle to idle while unattended and unlocked	12.15(b)	No	\$ 75.00	\$ 60.00	\$ 100.00	n/a
Parking (Off-Street) Regulation Bylaw No. 7403 (2002)	Permitting a vehicle to idle for over 3 minutes	3.4(a)	No	\$ 75.00	\$ 60.00	\$ 100.00	n/a
	Permitting a vehicle to idle while unattended and unlocked	3.4(b)	No	\$ 75.00	\$ 60.00	\$ 100.00	n/a