

**The Carrot, the Stick,
and the Combo**
*A Recipe for Reducing Vehicle Idling in
Canadian Communities*

Prepared for:

**Natural Resources Canada
Clean Air Partnership**

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Prepared by:



Executive Summary

Municipalities and community groups across Canada have become increasingly interested in the relative roles that voluntary and regulatory approaches have in changing the public's behaviour and perceptions toward vehicle engine idling. Lura Consulting has been contracted by the Clean Air Partnership (CAP) in association with Natural Resources Canada to research the use of voluntary and regulatory approaches in reducing idling. This report is a result of that research, and it has been designed to provide guidance to municipalities and community organizations that wish to initiate or advance initiatives that reduce vehicle engine idling in their area.

The centerpiece of *The Carrot, the Stick, and the Combo* is a guide to using voluntary and regulatory approaches for reducing vehicle idling. The guide presents a step-by-step framework for developing a full-fledged municipal Idle-free program. The framework is built in stages, which allows communities to progress – at their own pace – from the early foundation building stage up to the point of having a fully developed Idle-free initiative that incorporates both voluntary and regulatory approaches. The framework was developed by drawing upon the lessons learned by ten municipalities and community organizations across Canada that have implemented idle-free initiatives.

Lessons Learned

The lessons learned centre on four areas of Idle-free program development. These areas and their applicable lessons include:

Developing Support for the Initiative(s)

- Develop and maintain partnerships.
- Develop a solid case or background on why idling is a serious issue and why a reduced-idling program is needed, and address the myths commonly associated with idling.
- Generate public support for reducing vehicle idling through education/outreach, to allow for efficient by-law development and implementation.

Development of the Program

- Include idling initiatives within overall environmental strategies.
- Customize outreach approaches to meet the needs of the target audience.
- Include an open and public discussion as part of any idling control by-law development.

Features of the Program

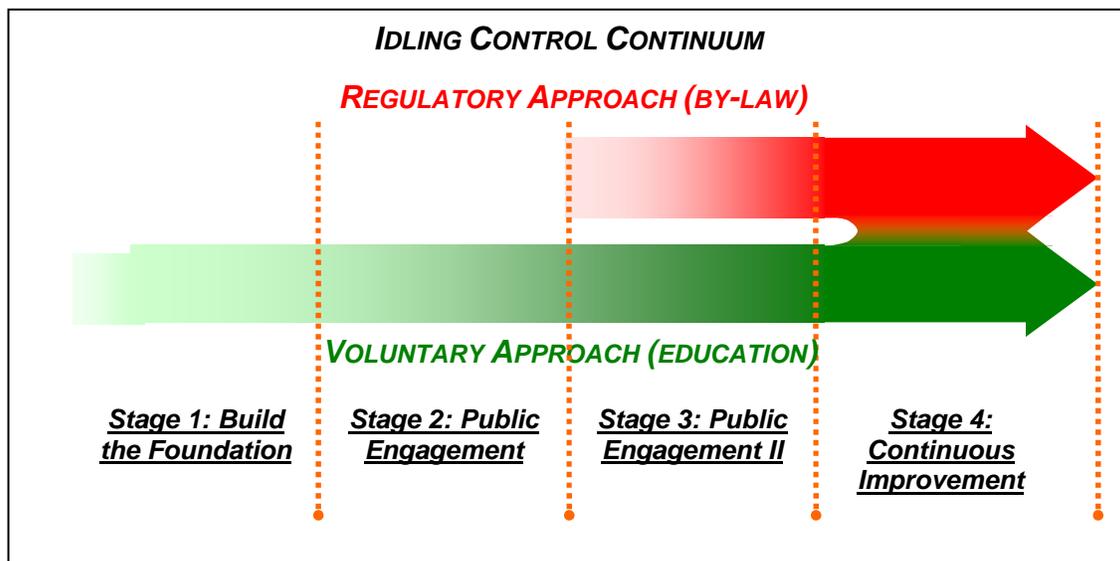
- Link idling to local concerns such as air quality, health, and climate change.
- Use positive and empowering messages.
- Reap the benefits of volunteerism.
- Initiate a no-idling policy for municipal (or other participating organizations) fleets (also known as “walking the talk”).
- Establish an idling champion
- Establish an environmental coordinator.
- Education is key to support by-law development and implementation.

Application

- Use by-laws to bolster education.
- Regulatory approaches have the option of being used primarily as an educational tool then, if desired, as an enforcement tool.

The Idling Control Continuum

A simplified version of the step-by-step framework, dubbed “the Idling Control Continuum” is depicted in the diagram below.



As the diagram shows, the Idling Control Continuum consists of four stages, which are described below.

Stage 1: Build the Foundation

This stage builds a solid foundation from which to start an Idle-free initiative and develops the structure needed to provide direction and maintain momentum. The initial steps toward building an Idle-free program are:

- Develop partnerships;
- Develop a rationale for the initiative; and
- Position idling within a comprehensive environmental (i.e., climate change, air quality/air pollution) or local action framework.

By the end of the first stage, the initiative proponents should have common goals and understanding of the importance of the project.

Stage 2: Public Engagement I

In the second stage, partners come together to engage the public, generate awareness, and raise community support through voluntary initiative(s). This stage includes three steps:

- Prepare and launch an education strategy and/or other voluntary initiatives;
- Implement a municipal in-house idling policy; and
- Educate the public about the impacts of idling and remove the barriers preventing motorists from idling less.

By the end of the second stage, the public should view idling as an issue, and they should understand the link between idling and local community health and environmental issues. This provides public and political support for introducing idling regulation.

Stage 3: Public Engagement II

During this stage, voluntary approaches are continued, and the process for developing an idling control by-law begins. The third stage concludes with the passing of an idling control by-law.

Stage 4: Continuous Improvement

The fourth stage of the continuum is an on-going, combined-approach that uses a blend of regulatory and voluntary initiatives to curb idling. In this stage, the three key steps are to:

- Implement the by-law;
- Incorporate the by-law with the education components; and

- Enforce the by-law as required.

As the interest in idle-free and sustainable behaviour change continues to grow, new and innovative approaches will be developed and studied. Municipalities and community groups will move forward based on their own experiences and on what they have learned from others. The end result should be a societal shift on how vehicle idling is perceived. Public behaviours will reflect the understanding that vehicle idling contributes to environmental degradation, and shutting an engine off while parked will become a social norm.

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1 Introduction

1.1 Research Overview

Municipalities and community groups across Canada have become increasingly interested in the relative roles that voluntary and regulatory approaches have in changing the public's behaviour and perceptions toward vehicle engine idling. Lura Consulting has been contracted by the Clean Air Partnership (CAP) in association with Natural Resources Canada to research the use of voluntary and regulatory approaches in reducing idling, and to produce a report that provides guidance to municipalities and community organizations that wish to initiate or advance initiatives that reduce vehicle engine idling in their area.

Voluntary efforts (public education and outreach) are commonly regarded as the primary mechanism for encouraging motorists to reduce idling. In recent years, some municipalities have also adopted regulatory approaches (idling control by-laws), typically using them in combination with voluntary approaches. The intent of this project – and resulting report – is to help municipalities and community groups understand the various approaches and to select the best combination of approaches to reduce idling in their community. This document:

- Presents highlights of research on the use of voluntary and regulatory approaches to reduce idling;
- Conveys the lessons that have been learned by municipalities and community organizations across Canada that have implemented Idle-free initiatives; and
- Provides a step-by-step guide to using voluntary, regulatory and combined approaches to change idling behaviour.

This report is one in a suite addressing the role of regulatory approaches in reducing vehicle idling. A companion report "*Cracking Down on Idling*", prepared by the Clean Air Partnership, describes the current status of idling control by-laws in Canada, and presents a model idling control by-law and a step-by-step plan for by-law enforcement.

1.2 Project Objectives and Methodology

There were four key objectives established for this project, including:

1. Identify a broad cross-section of municipalities and community groups across Canada that have implemented voluntary or regulatory idle-free initiatives;
2. Conduct detailed case studies of approximately ten municipal or community initiatives, focusing on voluntary and regulatory approaches;

3. Identify the framework, success factors, best practices, and costs associated with the voluntary and regulatory approaches; and
4. Determine the implications for Canadian municipalities and community groups considering idle-free initiatives.

These objectives were met through a three-phased approach. The first was the preliminary research phase, where relevant literature on voluntary and regulatory approaches was reviewed and a “long list” of Canadian municipal and community-based idle-free initiatives was prepared. The “long list” consisted of 61 idle-free initiatives from across Canada. Of the 61 idle-free initiatives identified for the “long list”, 35 were voluntary-based while 26 were considered to be regulatory, in that either a stand-alone idling control by-law or an anti-idling provision within another by-law was in place in the host community. The long list is available in Appendix B.

In the second phase, 10 representative communities were selected from the “long list” for detailed study and consultations. The criteria for selecting this “short list” included the following:

1. Relevance: How relevant is the program? Idle-free programs were considered more relevant than those that had an anti-idling component within another larger program.
2. Replicable: Can the program be replicated in other municipalities?
3. Evaluation: Has the program been evaluated or does it have credible evaluation procedures in place? Were measurements taken before and after the program?
4. Availability of Cost Information: Does the program have cost information available and how detailed is the cost information?
5. Unique Features: Does the program have an interesting or otherwise unique feature?
6. Enforcement: In the case of by-laws, how are they enforced (i.e., proactively enforced, enforcement blitz, or not enforced)?

The short-listed communities are presented in the table below.

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Short List of Idle-free Initiatives		
Community	Idle-free Initiative(s)	Population (2001, Statistics Canada)
Population: Greater than 100,000		
Toronto, ON	Idling control by-law, Greater Toronto Area Idle-free Campaign (2003)	2,481,494 (Toronto) 5,081,826 (GTA)
Vancouver, BC	Better Environmentally Sound Transportation Idle-free Workplaces Campaign	1,986,965 (GVRD)
Calgary and Edmonton, AB (also in Lethbridge and Medicine Hat)	Alberta Reduce Vehicle Idling Campaign	878,866 (Calgary) 616,104 (Edmonton) 67,374 (Lethbridge) 51,249 (Medicine Hat)
Waterloo Region, ON	CACAO Idling Reduction Education Campaign	430,515 (Region)
London, ON	Idling control by-law, idling awareness program	336,539
Markham, ON	Idling control by-law, Idle-free campaign	208,615
Burlington, ON	Idling control by-law, Idle-free campaign	150,836
Population: 25,000 – 100,000		
Sherbrooke, PQ	Idle-free awareness program	75,916
Population: Less than 25,000		
Whitehorse, YT	The "Auntie-Idle" Program	19,058
Amherst, NS	Nature and People Providing Alternatives Now (NAPPAN) idling awareness program	9,470

Case studies were then developed for each of the short-listed communities by researching the available literature and conducting interviews with program representatives. The case studies are summarized in Section 3 of this report and are presented in full in Appendix A.

In the final phase of the project, an analysis of the case studies was undertaken to examine the relationship between the voluntary and regulatory approaches to reduce idling. The "lessons learned" from the case study programs were identified and used to develop the guidance document on how to use voluntary and regulatory approaches to reduce idling in Canadian communities.

2 Overview of Voluntary and Regulatory Approaches to Reducing Idling

2.1 Voluntary Approaches

Voluntary approaches to behaviour change use a variety of methods to encourage behaviour change at different levels – national, regional, community-wide, neighbourhood level, or even within an organization (such as a business or a school). These methods include public education campaigns, incentive programs, and/or guidelines/policies adopted by organizations. These approaches encourage the desired behaviour change by promoting a specific behaviour, eliminating barriers that prevent the adoption of the desired behaviours, and demonstrating leadership. Voluntary approaches form part of a framework that works to create a societal shift towards sustainable behaviour. Examples of voluntary approaches that focus on idling include:

- Community or School-based Idle-free campaigns (described on Natural Resource Canada's Idle-Free Zone website <http://idling.gc.ca>);
- Driver Education and Awareness from AutoSmart-registered Driving schools (<http://personalvehicles.gc.ca>);
- Idle-Free Quiet Zone Campaign for Truck Stops; and
- Incentive programs for anti-idling devices from FleetSmart (<http://fleetsmart.gc.ca>).

Voluntary Codes and Guidelines

Voluntary approaches can also include voluntary codes, which are “non-legislatively required commitments voluntarily made by companies, associations and other organizations to influence or control behaviour, for the benefit of both themselves and their communities.”¹ According to Industry Canada, voluntary codes are also known as codes of conduct, codes of practice, voluntary initiatives, guidelines and non-regulatory agreements.

In adopting voluntary codes, organizations can influence behaviour in two key ways. First, they can use operation protocols to encourage or prohibit specific behaviours by employees or staff when in the workplace. Secondly, the organization can influence the actions of other organizations and individuals through the leadership of adopting and following a voluntary code. For example, a municipality could voluntarily adopt guidelines or a policy that discourage idling of fleet vehicles and then encourage other businesses, municipalities and organizations to do the same. This is one way a municipality can demonstrate leadership to their citizens while embarking on an Idle-free public education campaign.

¹ Industry Canada website. *What is a Voluntary Code?*
http://www.strategis.ic.gc.ca/epic/internet/inoca-bc.nsf/en/h_ca00968e.html

2.2 Regulatory Approaches

Regulatory approaches attempt to encourage desired behaviours and discourage undesired ones by regulating and prohibiting specific actions within a behaviour change framework. While Canadian provinces are responsible for major public issues such as health, education, and air quality they have provided municipalities with the powers to govern those issues. Municipal by-laws are currently the primary regulatory instrument used to limit engine idling in Canada. Municipal regulations addressing engine idling generally fall into one of two categories:

1. Stand-alone idling control by-laws; or
2. Anti-idling provisions within other by-laws (i.e., noise, nuisance, etc.).

To date, there are only a few Canadian municipalities that have adopted stand-alone idling control by-laws, including:

- City of Burlington
- City of Guelph
- Town of Huntsville
- City of Kingston
- City of London
- City of Niagara Falls
- Town of Oakville
- City of Pickering
- City of Stratford
- City of Toronto
- City of Vaughan
- Town of Whitchurch-Stouffville
- City of Windsor
- City of Woodstock.²

For more information on the status of idling control by-laws in Canada, please see "*Cracking Down on Idling*", available at <http://idling.gc.ca>.

Communities with by-laws that include anti-idling provisions are found in provinces across Canada. Types of by-laws that have been found to contain anti-idling provisions include:

- Noise by-laws (e.g., Caledon, Kingston, Victoria);
- Traffic by-laws (e.g., Brampton, District of North Vancouver);
- Nuisance abatement by-laws (e.g., District of North Vancouver); and
- Air quality by-laws (e.g., Montreal).

² *Cracking Down on Idling: A Primer for Canadian Municipalities on Developing and Enforcing Idling Control By-laws* (2005).

2.3 Voluntary and Regulatory Approaches Used in Tandem

Voluntary approaches have been found to complement regulatory approaches by building social norms, generating public support, motivating municipal councils (or providing validation), and reducing barriers to compliance and enforcement. Regulatory approaches have been found to be less effective when not coupled with an effective education and outreach program, especially when:

1. The size of the community being regulated exceeds the program's resource capacity for enforcement;
2. The regulated community is generally unwilling to comply with the regulation; and,
3. There is a cultural resistance to enforcement.³

The issues of adequate resources and the public's willingness to comply relate directly to idling control regulation. A scarcity of enforcement resources makes municipalities reluctant to actively enforce idling control by-laws on an ongoing basis. The resources of by-law enforcement departments tend not to be increased when new by-laws are passed, while the task of consistently observing idling vehicles and attending to call-in idling complaints would place additional demands on employment officers' time.⁴

With respect to the public's willingness to comply, evaluation of past idle-free campaigns suggests that promotion and education on the impacts of idling may increase the public's willingness to adopt the behaviour of turning off their engine and idling less. For example, in 2003 an idle-free campaign was conducted in the Greater Toronto Area. During the campaign, 51% of motorists approached agreed to make a commitment to not idle their engines unnecessarily, and 20% immediately applied a window decal as a symbol of their commitment⁵. The commitment to reduce idling behaviour and display of a visible sign of this commitment helps to build societal norms through outreach initiatives. Societal norms that assist in making idling a negative behaviour (one that is wasteful and polluting) not only support the development of a by-law but also reduce resistance to enforcement.

Research into the relationship between regulatory and voluntary approaches suggests that, in order to be effective, regulatory approaches to reduce idling should not exist independently from

³US EPA. *Principles of Environmental Enforcement*. 1992. As posted online by the International Network for Environmental Compliance and Enforcement.

<http://www.inece.org/enforcementprinciples.html>

⁴ Penney, Jennifer. Clean Air Partnership. *Situational Analysis: The Status of Anti-Idling By-laws in Canada*. February 2005.

⁵Clean Air Partnership. *Greater Toronto Area Idle-Free Campaign Final Report*. September 2003.

voluntary approaches, but instead voluntary approaches should be included as a key part of regulatory program design.

3 Lessons Learned from the Case Studies

This section presents a summary of the case studies that were developed as part of this project. The case studies were prepared using available literature and by conducting interviews with key program contacts, where available. The lessons learned from the case studies are presented following the case study summaries.

3.1 Summary of Case Studies

Idle-free initiatives from ten communities across Canada were reviewed. The detailed case studies are presented in Appendix A of this report and are summarized below.

Community: Toronto, Ontario

Population: 2,481,494

Type of community: Urban

Initiatives: Greater Toronto Area Idle-free Campaign; Idling control by-law

Date Span: The Greater Toronto Area Idle-free Campaign to place in June 2003. Toronto's idling control by-law was passed in September 1996 and is still in use.

Partners:

Partner	Role
City of Toronto	Administers by-law; participant in campaign
Greater Toronto Area Clean Air Council	Member municipalities were campaign participants
Clean Air Partnership	Campaign organizer
Natural Resources Canada	Funding Partner
Greenest City	Campaign partner, provided and trained volunteers
Canadian Petroleum Products Institute	Campaign partner, provided access to member sites for interventions
Go Transit	Provided access to GO Station sites for interventions

Cost:

A summary of the campaign's cost information is presented in the table below.

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Summary of Campaign Costs for the Greater Toronto Area Idle-free Campaign*	
Item	Cost
Consultant fees - planning & implementation	\$16,431
Consultant fees - volunteer coordination	\$8,300
Consultant fees – communications	\$3,210
Misc. expenses	\$398
Printing**	\$30,545
Meeting expenses	\$150
Mailing	\$239
Radio PSA & radio spots	\$13,844
Campaign Total	\$73,117
<p>*The estimated staff time required of the Clean Air Partnership was 1 FTE for coordination for 4 months and 0.25 FTE for management over 8 months. These budget costs are for the Clean Air Partnership only and for the planning and implementation of the GTA IFC. These costs do not include costs spent by municipal partners.</p> <p>** The materials printed were used by participating GTA municipalities.</p>	

Overview of Approaches:

Voluntary Approach

The GTA IFC was a month-long, multi-faceted awareness campaign that included mass-media promotion, community-based social marketing, and a by-law enforcement blitz. Eighteen municipalities in the GTA participated in the campaign, along with other governmental, non-governmental and business partners.

Regulatory Approach

The City of Toronto has had an idling control by-law in place since the late 1990s, and was among the first municipalities to develop a stand-alone by-law in Canada. Many subsequent by-laws have been modeled on Toronto's.

Relationship of Approaches:

The voluntary and the regulatory approaches work toward the same goal: to decrease idling in Toronto. The approaches are not mutually exclusive. The idling control by-law depends on the awareness program to promote the by-law and to educate residents about why it has been enacted. The by-law also helped to generate publicity about the GTA IFC, as much of the media attention focused on the idling by-law enforcement blitz.

Insight Gained:

- Idling by-law enforcement and idling awareness complement each other and form a complete package for reducing engine idling.
- Partnerships are very important, and a broad partnership base can add skilled human resources to a campaign and increase its reach.

- Municipalities and community groups should address idling internally before or while engaging in an external idling initiative.

Community: Vancouver, British Columbia

Population: 1,986,965 (Greater Vancouver Regional District)

Type of community: Urban

Initiatives: Idle-free Workplaces Campaign; Model anti-idling by-law

Date Span: The Idle-free Workplaces Campaign took place over a nine-month period in 2004.

The model idling control by-law was endorsed by the GVRD Board of Directors in June 2004.

Partners:

Partner	Role
Better Environmentally Sound Transportation	Lead
Jack Bell Foundation	Funding Partner
Natural Resources Canada	Funding Partner
Environment Canada	Funding Partner
Transport Canada	Funding Partner

Cost:

The total cost of the Idle-free Workplaces Campaign was \$130,000, including in-kind support.

Overview of Approaches:

Voluntary Approach

The Idle-free Workplaces Campaign was a nine-month long campaign that raised awareness about idling among the general public and businesses, municipalities and other organizations in the Greater Vancouver Area. The campaign also included one-on-one interaction with motorists.

Regulatory Approach

The campaign included the endorsement of a model “anti-idling” by-law by the GVRD Board of Directors.

Relationship of Approaches:

One result of the campaign was that it helped to raise awareness of the issues surrounding idling and to foster political support for idling by-laws in the Region’s municipalities. Some municipalities in the Region have anti-idling provisions in existing by-laws, and the City of Vancouver and BEST hope to launch Vancouver’s by-law with a voluntary campaign in the summer or fall of 2005.

Insight Gained:

- In awareness campaigns, positive and empowering messaging is important and more effective than negative messaging.
- Partnerships are important and can help to strengthen campaigns and increase their reach.

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- Idling programs can be used to advance other related issues, such as that of air quality and sustainable transportation.

Community: Edmonton and Calgary, Alberta

Population: Edmonton: 616,104; Calgary: 878,866
Lethbridge: 67,374; Medicine Hat: 51,249

Type of community: Urban and suburban

Initiative: Alberta Reduce Vehicle Idling Campaign

Date Span: The campaign and observations took place over a period between August 2003 and June 2004. The campaign itself took place over September and October 2003.

Partners:

Partner	Role
Climate Change Central	Lead; Funding Partner
Natural Resources Canada	Funding Partner
Sierra Club of Canada (Prairie Chapter)	Funding Partner, volunteer network
City of Calgary	Helped to promote program; worked on corporate anti-idling policy; advisory committee
City of Edmonton	Helped to promote campaign; advisory committee
Alberta Transportation	Helped to promote campaign; advisory committee
Calgary Health Region	Helped to promote campaign; advisory committee
Alberta Motor Association	Helped to deliver materials ; advisory committee
Alberta Environment	Participant, advisory committee
Canadian Petroleum Products Institute	Participant, advisory committee
Clean Air Strategic Alliance	Participant, advisory committee

Cost:

- The total cost of the campaign was \$340,000.

A summary of the campaign costs is presented in the table below.

Summary of Campaign Costs for the Alberta Reduce Engine Idling Campaign	
Item	Cost
Human Resources	\$80,516
Research	\$40,400
Campaign Expenses	\$49,270
Printing	\$15,400
Advertising/Marketing*	\$117,200
Contingency	\$18,400
Campaign Total	\$321,186
*The advertising and marketing budget included focus group testing of Idle-free communications messages and materials. Many of these materials are found on the Idle-free Zone website (www.idling.gc.ca) and are used by communities across Canada.	

Overview of Approaches:

Voluntary Approach

The Alberta Reduce Vehicle Idling Campaign (2003) included both a public awareness campaign and a series of community-based, one-on-one outreach initiatives that took place at schools and gas stations in Edmonton and Calgary. Partner organizations also participated in workplace campaigns.

Relationship of Approaches:

While there is no regulatory approach in place in Edmonton or Calgary, the City of Calgary had previously proposed an idling control by-law that was strongly opposed by the public and subsequently rejected by Council. Notably, there was little effort to educate the community about idling issues prior to the attempt to pass the idling control by-law.

Insight Gained:

- Public proposals to develop idling control by-laws should be preceded by a public education and awareness program. Such a program helps to promote an understanding of the issue, provide an opportunity for public discussion on a by-law, and help to address the barriers to reducing engine idling.

Community: Waterloo Region, Ontario

Population: 430,515 (Regional Municipality of Waterloo)

Type of community: Urban/suburban

Initiatives: CACAQ Idling Reduction Education Campaign

Date Span: 2001 to 2004.

Partners:

Partner	Role
Citizens' Advisory Committee on Air Quality	Lead
Regional of Waterloo, Local municipalities	Participants
Active and Safe Routes to School	Assisted with school component of campaign

Costs:

Not available.

Overview of Approaches:

Voluntary Approach

The Idling Reduction Education Campaign (IREC) is a voluntary initiative that focuses on education and awareness to reduce vehicle idling in the Region of Waterloo. The campaign developed from a public consultation process that began in the fall of 2001. The four main target audiences were schools, municipalities, workplaces and the community-at-large.

The campaign at the schools involved one-on-one outreach initiatives and the use and

distribution of promotional materials such as brochures, decals and posters. Municipalities adopted the Region of Waterloo's Idling Control Protocol (see next paragraph) and used IREC materials to promote the protocol to municipal staff. Workplaces participated in an idle-free corporate challenge, where workplace employees were encouraged to complete a pledge form and commit to be "idle-free" drivers. The community-at-large was targeted with a broad-based outreach campaign.

The work of the CACAQ also led to the development of the Region of Waterloo's Idling Control Protocol. The Idling Control Policy was developed by CACAQ using the results of a day-long workshop they held in September of 2001. The Region of Waterloo and all of its local municipalities adopted the policy as a voluntary measure to eliminate idling in their municipal fleet vehicles and in personal vehicles used for municipal business.

Relationship of Approaches:

The work of the CACAQ has helped raise the profile of the idling issue in the Region of Waterloo. The workshops helped to facilitate discussion on the topic, demonstrated political support for idling initiatives, and the adoption of the Idling Control Policy.

Insight Gained:

- Relevant stakeholders and partners need to be included in the design process to encourage buy-in and to ensure that the approaches meet their goals.
- An idling control policy, adopted by organizations participating in the campaign, can demonstrate leadership and commitment to the general public.

Community: London, Ontario

Population: 336,539

Type of community: Urban

Initiatives: Idle-free campaign; Idling control by-law

Date Span: The activities highlighted in this research took place between 1999 and 2004. Use of the idling control by-law and educational initiatives are on-going.

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Partners:

Partner	Role
City of London	Supporting partner of education campaign; main proponent of by-law
Middlesex-London Health Unit	Supporting partner; enforces by-law
Thames River Ecological Association	Lead for education initiatives
Solar Energy Society of Canada	Partners ("Do your share for clean air" traveling fair)
The Lung Association	
London Healthy Communities Coalition	
London Occupational Safety and Health Informational Service	
The Council of Canadians	
Ontario Ministry of Environment	
Canada Mortgage and Housing Corporation	
London and Area Active and Safe Routes to Schools	

Cost:

Less than 1 full-time equivalent personnel is required by the Middlesex-London Health Unit to implement the idling control by-law. This amounts to approximately \$40,000 per year.

Overview of Approaches:

Voluntary Approach

The Thames River Ecological Association works with the City of London to deliver awareness programs to reduce idling. Outreach activities were conducted at schools, gas stations and in other areas. The activities consisted mainly of posting no-idling signs in strategic areas and developing and distributing flyers and information packages.

Regulatory Approach

The municipality has an idling control by-law in place that is enforced by the Middlesex-London Health Unit. The by-law was developed as a measure to address smog and poor air quality. It is enforced on a complaints-basis and is used primarily as an education tool.

Relationship of Approaches:

The City of London's idling by-law had been passed before any significant public education had been performed on the issue of idling because of the sense of urgency surrounding the issue. Idling was considered a health issue, as the City had been experiencing poor air-quality and smog alerts. While the Middlesex-London Health Unit was conducting research for the by-law, the City had issued three air-quality alerts. This expedited the drafting and passing of the by-law.

Since it was passed, the by-law and public education on idling have been used together. The by-law is used as an education tool first and an enforcement tool second.

Insight Gained:

- It is important to build support for idling initiatives among key stakeholders in the community to ensure that the initiatives move forward and are implemented.

- A clear rationale for the idling initiative and a strong understanding of the background information needs to be developed to clearly communicate the issues and to address skepticism and criticism of the initiative.

- It is important to structure the rationale for an idling initiative within the context of community issues (i.e., air-quality, climate change, energy conservation).

Community: Markham, Ontario

Population: 208,615

Type of community: Urban and suburban

Initiatives: Idle-free campaign; Idling control by-law

Date Span: 2004 - 2005.

Partners:

The Town of Markham was the main proponent. The York Region Environmental Alliance organized the Idle-free community challenge between Markham and Newmarket.

Cost:

Not available.

Overview of Approaches:

Voluntary Approach

Markham's voluntary approach was multi-faceted. It included a school outreach campaign, an initiative that targeted its own municipal fleet, and general public awareness activities, which included an "Idle Free Challenge" with a neighboring community.

The school campaign focused on the adverse effects of idling on health. Schools were provided by the Town with Idle-free communications and outreach materials, such as posters, pledge forms and brochures. A number of Idle-free school zones were established. The issues related to idling and the benefits of being idle-free were presented to the Town's municipal fleet staff. The idle-free message was also promoted to the general public through community booths, presentations to community groups, and the distribution of communication materials. An "Idle-free Day" was also held to promote that a number of areas in the community had been designated "Idle-free Zones."

Regulatory Approach

The Town passed an idling control by-law in June 2005.

Relationship of Approaches:

The Town has closely linked its voluntary and regulatory approaches by mentioning the Town’s then-upcoming idling control by-law in its communications. Realizing that the Town would be expected to lead by example, the municipality has educated its own fleet managers and operators about the issues of idling and the benefits of idling less.

Insight Gained:

- Partnerships can help to support idle-free initiatives.
- Dedicated staff, such as an environmental coordinator, can help to push initiatives forward.

Community: Burlington, Ontario

Population: 150,836

Type of community: Urban and suburban

Initiatives: Idle-free campaign; Idling control by-law

Date Span: The campaign took place in 2003. The idling control by-law was passed in 2004. The City’s use of the by-law and of Idle-free education initiatives is on-going.

Partners:

Partner	Role
The City of Burlington	Lead partner
The Halton Partners for Clean Air	Provided in-kind contribution for electromagnetic stickers
TD Friends of the Environment	Provided grant used to print over 100 “Idle Free Zone” signs for placement at municipal idling hotspots, GO Transit stations, and schools

Funding:

The total cost of the campaign was approximately \$8,000, which included production of signs, stickers, posters bookmarks, and information cards.

Overview of Approaches:

Voluntary Approach

The City of Burlington has used a number of voluntary approaches to keep the issue of idling in the public view since 2003. The City was a participant in the 2003 GTA Idle-Free Campaign and in the Repair Our Air Fleet Challenge (www.repairourair.org), and has maintained an idling information webpage on its municipal website.

Regulatory Approach

In June 2004, the municipality passed an idling control by-law, which came into effect May 2005. During the period between its passing and coming into effect, the by-law has been profiled in the local media, and in various newsletters produced by federal agencies, including the “Idle-Free Zone” newsletter and the “One-Tonne Challenge” newsletter.

Relationship of Approaches:

An advisory body to Burlington's municipal council had encouraged an idling by-law in the 1990s, but City staff recommended that an awareness campaign be implemented first and then followed by a by-law one year later. This approach allowed the municipality to first raise awareness about the issue of idling and then back it up with a by-law. Initiatives such as the GTA Idle-Free Campaign and the Repair Our Air fleet challenge helped to further promote Idle-free messages in the community.

Insight Gained:

- Idling control by-law can be used as a tool to generate publicity or interest on the issue of idling.
- Education programs are key in helping to develop support for an idling by-law and assisting in its implementation.
- Idling control by-laws can be used as a tool to bolster education programs.

Community: Sherbrooke, Québec

Population: 75,916

Type of community: Urban and rural

Initiatives: Idle-free awareness program

Date Span: Summer 2003 to July 2004

Partners:

Partner	Role
Le Conseil régional de l'environnement de l'Estrie	Lead partner
Town of Sherbrooke	Partner
Natural Resources Canada	Funding Partner
Quebec Energy Efficiency Agency	Partner

Cost:

Not available.

Overview of Approaches:

Voluntary Approach

The program "Un Bon Tuyau..." was a pilot project that targeted the general public and municipal fleets. This campaign was a follow-up to one that ran in 2002-2003 that introduced the public to the problem of idling and addressed myths. The program included an internal staff campaign and a public awareness campaign that used community-based social marketing approaches, such as person-to-person discussions and commitment forms.

Relationship of Approaches:

This campaign is working to raise the profile of idling issues while addressing the misconceptions that surround them. These are important steps that could help to encourage public and political support if the municipality decides to pursue an idling control by-law in the future. It is suggested in the campaign report that an idling regulation would be more relevant when a province-wide awareness campaign has been conducted.

Insight Gained:

- Programs and program development needs to be flexible in order to be in a position to act on unique opportunities, such as one-time community events.

Community: Whitehorse, Yukon

Population: 19,058

Type of community: Urban and rural

Initiatives: “Auntie-Idle” Program

Date Span: November 2004 to March 2005.

Partners:

Partner	Role
Northern Climate Exchange	Lead
Environment Canada	Funding Partner
City of Whitehorse	Partner
Government of Yukon (Dept. of Environment; Dept. of Energy, Mines and Resources; Bureau of French Language Services)	Partner
Yukon Conservation Society	Partner
Raven Recycling	Partner
Energy Solutions Centre	Partner
Yukon Science Institute	Partner

Funding:

The Auntie-Idle Program cost \$46,000, with more than half of the cost attributed to in-kind support.

Overview of Approaches:

Voluntary Approach

The Auntie Idle Program was designed to educate the public on the effects of engine idling and to reduce the idling time of Yukon drivers. While campaign materials were available for use by other Yukon Territory communities, the campaign focused on the City of Whitehorse. Idle-free signs were posted in parking lots, drop-off zones and in delivery areas across the City.

Regulatory Approach

The City Council in Whitehorse recently voted not to pursue the development of an idling by-law. It was felt that there is still too little public support – and as a result, political support – for an idling by-law.

Relationship of Approaches:

The Auntie Idle program was a relatively small program that sought to educate residents about the impacts of idling. While the program has had some success, it is felt that residents still do not perceive idling as a significant problem, since they are not affected by air pollution. As a result, residents and the municipal council do not favour adopting an idling control by-law at this time.

Insight Gained:

- The general public may be less accepting of an idling control by-law if they do not believe that idling is a significant contributor to environmental problems in their area.
- Political support for an idling by-law may be low if there is little public support.
- Including Idle-free initiatives in long-term air quality/climate change strategies can help to encourage acceptance of idling initiatives.

Community: Amherst, Nova Scotia

Population: 9,470

Type of community: Rural

Date Span: Summer 2004

Initiatives: Nature and People Providing Alternatives Now (NAPPAN) idling awareness program

Partners:

Partner	Role
Nature and People Providing Alternatives Now (NAPPAN)	Lead Partner
Environment Canada EcoAction Fund	Funding Partner

Cost:

Not available.

Overview of Approaches:

Voluntary Approach

The community group Nature and People Providing Alternatives Now (NAPPAN) conducted an idling awareness program in rural Nova Scotia. The campaign included the distribution of educational material at a local farmers' market, a door-to-door educational campaign, and the inclusion of Idle-free education in the curriculum of a local driving school.

Relationship of Approaches:

One-time awareness-raising efforts (farmers market, door-to-door campaign) as well as establishing a mechanism for the long-term promotion of idling issues (the driving school partnership).

Insight Gained:

- The approach should be tailored to accommodate an area's unique audience (i.e., going door to door, speaking with residents and farmers at the farmers market).

- Develop partnerships with organizations that can help to expand the program's reach (in NAPPAN's case, the driving school).

3.2 Lessons Learned

This section reviews and summarizes the lessons that have been learned from the experiences of the communities reviewed in this study. In general, it has been found that the relationship between the voluntary and regulatory approach is mutually reinforcing; that is, they both act to strengthen one another. The presence of a by-law can provide legitimacy and validation to an idling awareness campaign, as well as providing an attention-getting focal point for the local media. The idling awareness campaign can help to generate an understanding of and support for the by-law and get the word out about the idling control by-law.

Developing Support for the Initiative(s)

Develop and maintain partnerships

One of the most common features among the initiatives studied for this report is strong partnerships. These have facilitated and enhanced projects by bringing additional skills and resources (both human and financial) to projects that might otherwise have been absent. Partnerships can also help to provide a "united front" and encourage buy-in from other stakeholders and diverse community segments. Partnerships that include the involvement of community leaders and trusted organizations can provide validity of the initiative to the public and to municipal governments. For instance, In the Region of Waterloo, a partnership was formed under the mantle of the Citizen's Advisory Committee on Air Quality (CACAQ) to conduct an Idling Reduction Education Campaign. An idling control policy was developed by CACAQ and adopted by the Region and all of its local municipalities. Conversely, the Idle-free Workplaces Campaign run by BEST was affected by the withdrawal of a municipal champion and other regional partners. As a result, BEST moved forward with the funding that had already been secured and brought in another partner. However, the campaign did not have the desired amount of human resources and was not able to reach as wide an audience as the coordinators would have liked.

Develop a solid case or background on why idling is a serious issue and why a reduced-idling program is needed (and address idling myths)

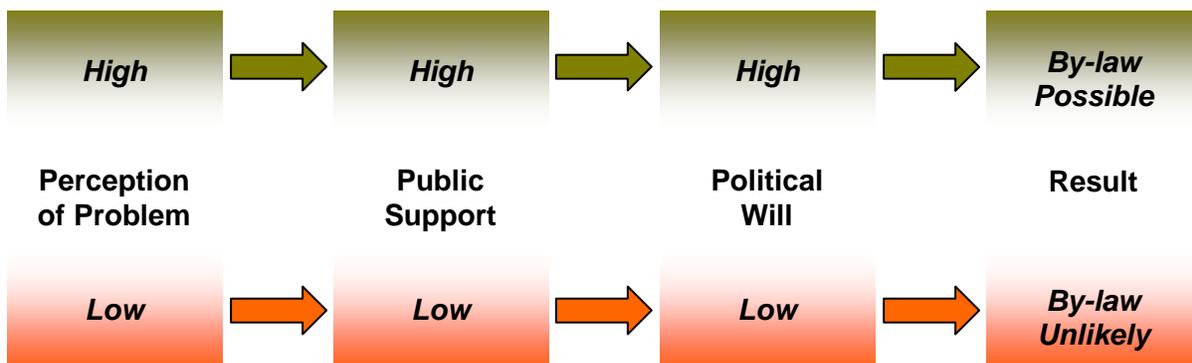
A common thread of advice from program representatives was that a solid case must be made for the idling initiative, whether for an idling education campaign or a by-law. In both cases, the initiatives are attempts to change behaviours that have become habits of convenience. A solid justification is needed by drivers if they are to discontinue that habit. Distrust and misinformation may also be factors that need to be overcome. For example, in Whitehorse, a letter to the local newspaper criticized the idling campaign and offered arguments based on inaccurate information and commonly-held myths about idling. The coordinators of the campaign addressed these misconceptions by writing a letter to the local newspaper in response to answer the criticisms and correct the misconceptions.

Generate public support for efficient by-law development and implementation

The municipal experiences described in the case studies indicate that public or stakeholder support is required in order to implement an idling control by-law. Without sufficient public support, the political will is likely to be absent, and attempts to implement an effective idling control by-law may fail. For instance, when the City of Calgary proposed an idling control by-law without first conducting an awareness campaign, the public was vocally opposed. Letters to local newspapers expressed concerns over how enforcement might be carried out and what type of idling might warrant fines. Similarly, in the City of Whitehorse, there was little public support for a by-law, and consequently little political support, because residents did not perceive that idling is a serious issue or that air pollution is an immediate problem. Conversely, in Toronto and in London, the need for an idling control by-law was driven by concerns over the tangible health impacts of poor air quality.

This relationship is illustrated in the following figure:

Conditions for Successfully Developing an Idling Control By-law



If the public perceives a problem with idling in their community, then their support to implement a serious form of action such as a by-law is more likely. For example, if the public is faced with numerous smog days, experiences the health impacts of poor air quality first-hand, and understands that idling is a contributor to poor air quality, then they may be more supportive of a by-law that restricts idling. Conversely, if the local population enjoys relatively smog-free air, does not see air pollution as a tangible problem, and does not feel that engine idling is significant contributor to air pollution, then they are less likely to be supportive of a regulation that is not – in their mind – justified in restricting their comfort.

Smog and poor air quality are just two of a number of immediately felt effects that residents might associate with idling, and these can differ between communities. For example, some idling provisions in nuisance or traffic by-laws from municipalities in British Columbia were drawn up to address noise associated with idling trucks. In northern communities, the effects of climate change might be of specific concern. Public education can help to foster public support for idling control by-laws by educating the public on how vehicle idling is linked to environmental issues impacting their community. Public support for an environmental or health issue creates political will for regulatory measures.

Education campaigns and other voluntary measures are less controversial than by-laws and can serve as an ideal first step toward educating the public about the problem and garner public support to address it more fully – perhaps through regulatory means.

Development of the Program

Include idling initiatives within an overall environmental strategy(s)

Positioning an Idle-free education campaign or by-law within the context of a broader strategy for addressing environmental issues of concern (including air quality, air pollution, climate change, energy conservation and health) can help to provide support, validity and direction for an idle-free campaign. The presence of an overall environmental strategy (for example, climate change or air quality strategies in Whitehorse, London or Toronto) helps to indicate the importance and relevance of the issue to the community. Including an idling initiative or initiatives in the strategy helps to keep the topic of idling “on the radar” of those involved in the development and implementation of the strategy. Idling is also a behaviour that can be addressed with relative ease (for example, in comparison to encouraging people to use alternative modes of transportation) and success in this area can potentially be used to leverage more significant lifestyle changes that can benefit the environment.

Additionally, including idle-free initiatives in an environmental strategy can help to make Council and other stakeholders more receptive to the initiative’s implementation. For example, in the City

of Whitehorse, City Council was receptive to posting idling signs around the community because they had approved of an idling education campaign in their Local Action Plan on Climate Change.

Customize outreach approaches to meet the needs of the target audience

Outreach approaches should be tailored to the specific needs and conditions of the target audience in the local area. For instance, The NAPPAN anti-idling program coordinators targeted their rural, agricultural audience at the farmers market and in a door-to-door campaign.

If one-on-one interceptions are to be conducted or signage is to be posted, consider having them in areas where motorists are likely to wait in and idle their vehicle. Examples of possible locations might include a ferry terminal, a mall, or a commuter drop-off/pick off location.

Include an open and public discussion as part of developing idling control by-laws

Because the public and fleets will be impacted by an idling control by-law, it is important to include them and community stakeholder group representatives in an open and public discussion on the rationale, merits, and specifics of an idling control by-law planning process. Public dialogue will provide an opportunity to raise awareness about the impacts of reduced idling and enable by-law proponents to address the concerns of residents and other stakeholders regarding the provisions of the proposed idling control by-law.

Features of the Program

Link idling to local concerns (air quality, health, energy conservation, and climate change)

Linking the impacts of idling to local environmental concerns can help to ensure that an education program's messaging resonates with the program's target audience. For example, the Cities of Toronto, Burlington and London each tie idling messages in with smog day alerts. In the Alberta Reduced Vehicle Idling campaign, where much of the focus was on schools, the impact of idling on children's health was a key message. Idling's contribution to climate change is also a significant message, particularly in areas where climate change may have more dramatic impacts, such as along coastal areas or in Canada's North.

Use positive and empowering messaging

Positive and uplifting messages should be used in campaign messaging instead of negative, threatening messages. BEST's Idle-free Workplaces Campaign used positive, empowering messages such as "I'm Idle-free: after 10 seconds I turn off my engine" and "You hold the key, be idle-free". For other messaging considerations see idling.gc.ca.

Initiate a no-idling policy for organization's fleets ("Walk the Talk")

Fleet-based initiatives present an opportunity to deal with idling on a wide-scale basis and present reduced idling as a something the organization and local government supports. Municipalities can begin by introducing a no-idling policy into their fleet management practices and encourage other corporate fleets to do the same.

Fleet policies do not need to be complex. In the City of Toronto, for example, the city's idling control by-law functions as its no-idling policy. The Region of Waterloo has a policy that requires its fleet drivers to turn their engines off within 10 seconds of parking. The City of Calgary has a Vehicle Idling Reduction Policy that prohibits City fleet vehicles for idling more than five minutes unless the vehicle's engine is required to perform work.

Idling Champion and/or Environmental Coordinator

Having an environmental coordinator or an idling champion within the lead partner organization can be a significant asset to any anti-idling project being developed and implemented. Typically, they have the mandate or time to dedicate to the project and possess expertise that would be helpful in developing and implementing the project. Development of an Idle-free program would likely fall within the mandate of an environmental coordinator, who would have a good understanding of environmental issues in the community. An environmental coordinator is also able to champion the program both within and outside of the organization. This helps to secure approval from Council or to obtain buy-in from community partners.

Education is key to support by-law development and implementation

A by-law on its own is likely to be ineffective, as it needs to be coupled with an education component in order to raise awareness about its existence and importance of compliance. There are three key reasons for this:

1. If residents do not know about the by-law, then they will be unable to comply with it;
2. The general public is likely to resist a by-law that they do not understand and may feel it is unwarranted; and
3. A by-law on its own will not address the barriers that prevent motorists from idling their vehicles less, whereas an education campaign can seek to break these barriers down.

In Burlington, staff have spent several years promoting reduced idling, before the City's by-law came into effect in mid-2005. They have found that, due to previous promotion and media exposure, residents are aware of the idling program and there has not been a negative response to the by-law. Similarly, the Town of Markham engaged in a comprehensive education program

in the lead-up to instituting its new idling control by-law, and found that rather than public resistance to the by-law, there is public support for it.

Reap the benefits of volunteerism

Volunteers can provide great value in both the planning and development stage of an Idle-free initiative and in the implementation stage. Volunteer organizations can lead initiatives or provide advice and encouragement to municipal leaders. Networks of volunteers can provide campaigns with an eager source of “idle-free ambassadors” who can help expand the reach of an idle-free campaign into the community. Examples of volunteerism include:

- Idling was maintained as an issue in the City of Burlington by the Burlington Sustainable Development Committee. The committee was an advisory body to City Council that consisted of volunteers from the community.
- NAPPAN and the Citizen’s Advisory Committee on Air Quality are both volunteer community organizations, which were lead partners in their respective anti-idling initiatives.
- Idle-free campaigns in Vancouver, Alberta and Toronto have each used volunteers to conduct one-on-one discussions with motorists and distribute information. For example, volunteers in the Vancouver campaign spoke with 1,000 motorists and provided them with brochures. The Alberta campaign saw both campaign staff and volunteers acting as idle-free ambassadors and they conducted 1,039 interventions at 16 schools and 11 gas stations. In Toronto, Greenest City recruited and trained 172 volunteers to carry out idling interventions throughout the GTA. The volunteers they conducted about 2,500 interventions, which involved approaching idling motorists, speaking to them about the impacts of idling, and asking for a pledge to not idle their vehicle’s engine.

Application

Use by-laws to bolster education

An idling control by-law can be used to strengthen an idle-free education campaign in a number of ways:

- **A by-law provides “legal weight” and a sense of seriousness to the idling issue:** A by-law can be used to provide additional legitimacy to an Idle-free campaign. Having a by-law in place to combat idling underscores the fact that idling is a serious issue, and that it is “against the law”.

- **By-law blitzes generate media exposure:** The GTA Idle-Free Campaign in 2003 included an enforcement blitz that generated considerable interest in the local media. The campaign took place over the month of June. The campaign included a broad communications and public education component and a series of person-to-person interventions. During the first week of the campaign, a by-law enforcement blitz was conducted in Toronto, where enforcement officers issued tickets and warnings to motorists who were idling their vehicles. Much of the news coverage of the campaign highlighted the enforcement blitz and the existence of Toronto's idling control by-law.
- **A by-law can provide a continuous opportunity to get the message out:** Having a by-law in place can provide educators and enforcement officers with the opportunity to get the idle-free message out on a long-term basis. Often, the by-law is used primarily as an education tool and less as an enforcement mechanism. Enforcement officers can distribute "mock-tickets" or information cards to those that they observe idling. Complaint-based by-laws can be used to target and address idling behaviour. Speaking with idling drivers about the issue of idling and making them aware of the by-law can be enough to make them discontinue the habit.

For example, the City of London's by-law is enforced by the Middlesex-London Health Unit based on complaints. Typically, a complainant will report situational idling to the Unit; that is, they will call to tell them that idling often occurs at a particular place and time. The enforcement officer will visit the location at the indicated time, speak with the idling motorist about idling and the idling by-law, and provide them with some literature. No ticket would be issued, but instead the complaint is used as an education opportunity. After a period, the enforcement officer follows up with the complainant to update them on what action was taken and if the idling is still occurring. In London's experience, the visit is enough to stop the idling.

Regulatory approaches have the option of being used primarily as an educational tool and lastly for enforcement

One of the concerns about bringing a by-law into effect is the question of enforcement. There are concerns that enforcing the by-law could be logistically problematic and that it would require additional resources from the municipality. Experiences from case study municipalities have shown that a by-law is useful as an education tool even when not aggressively enforced. Municipalities like London, Toronto and Burlington use their by-law primarily as an education tool.

For strategies on more proactive approaches to idling control by-law enforcement, please refer to "*Cracking Down on Idling*" at www.idling.gc.ca.

4 A Guide to Using Voluntary and Regulatory Approaches

This section provides guidance for municipalities and other community-based groups looking to initiate or enhance an idle-free program in their community. This guide has been developed by looking at what has worked in the municipal case studies and incorporating the advice of program representatives. In particular, this guide addresses how voluntary and regulatory approaches interact and how one affects the other, both during program development and implementation.

The centerpiece of the guide is “the Idling Control Continuum” (ICC). The ICC is a “best practice” vision of how communities can foster a change in idling behaviours with greater efficiency and prospects for success. The guide features a series of progressive steps that start with the initial tasks associated with launching an idle-free initiative and continue through to the full and complementary application of voluntary and regulatory approaches.

4.1 The Idling Control Continuum

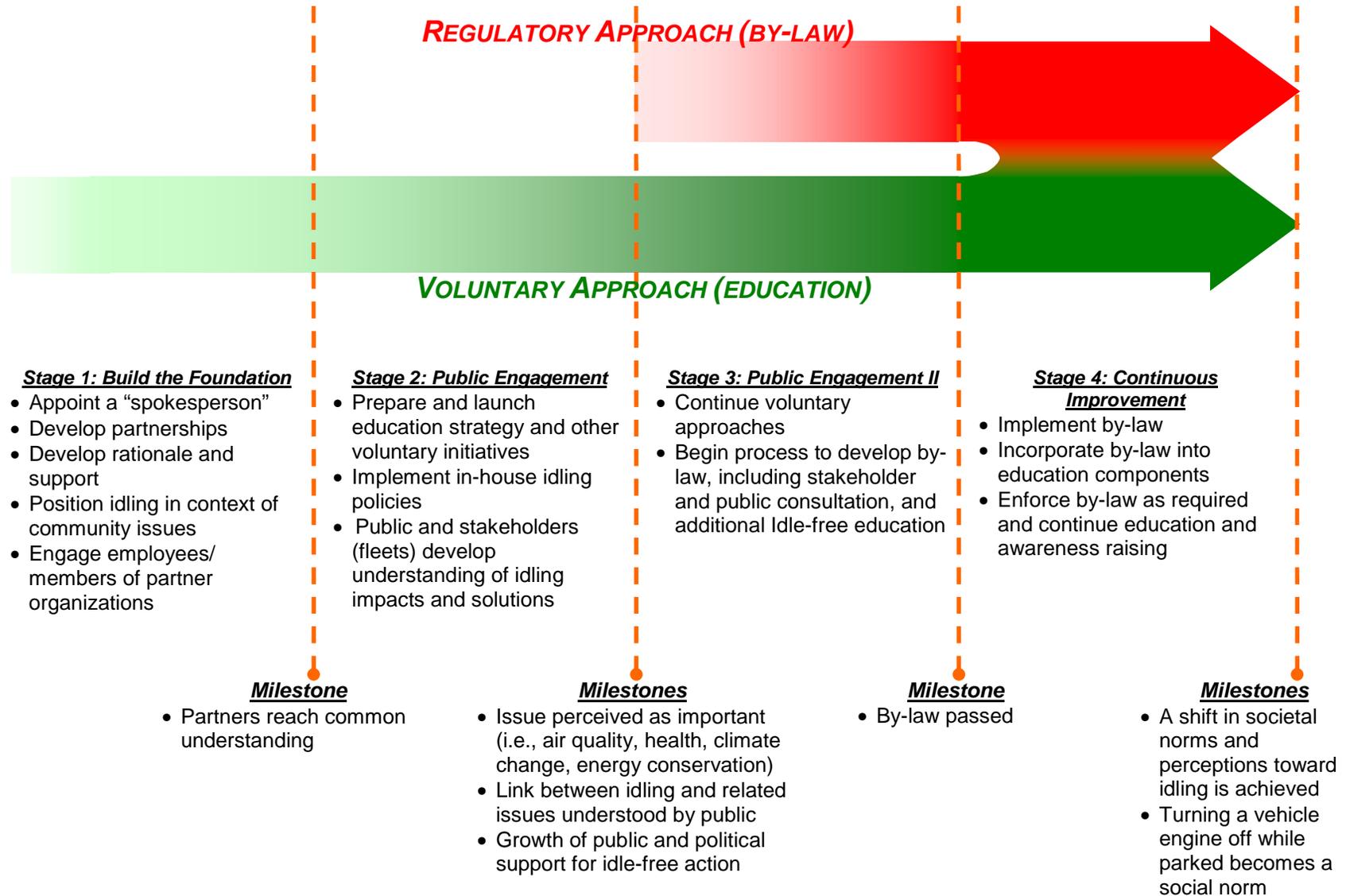
The research has shown that voluntary and regulatory approaches to idling control should not be viewed as mutually exclusive, but rather as complementary approaches that can be used together to reinforce the idle-free message.

Communities are well advised to begin with a voluntary approach to generate awareness and understanding of the issues associated with vehicle idling. Once this is achieved, the political environment and the general public should be more receptive to the development and implementation of an idling control by-law. The two approaches can then work in tandem to foster reduced idling throughout the community.

As illustrated in the graphic on the following page, the ICC is divided into four stages. Each of the first three stages concludes with a milestone that sets that stage for the next. The fourth – and open-ended – stage is reached once communities have a mutually reinforcing combination of voluntary and regulatory approaches in place.

In the pages that follow, the reader is walked through the four key stages of the ICC. Readers should be able to identify where they currently stand along the continuum, and then use it to plan their progression forward. Examples from the case studies are used to illustrate various activities within the continuum.

IDLING CONTROL CONTINUUM



4.2 Stage 1: Build the Foundation

Stage 1 of the Idling Control Continuum is where a community takes its initial steps in building its idle-free program. This stage is designed to build a solid foundation from which to start and develops the structure needed to provide direction and maintain momentum. Stage 1 has three steps:

- Developing partnerships;
- Developing a rationale for the initiative; and
- Positioning idling within a comprehensive environmental (i.e., climate change, air quality, energy conservation) or local action framework.

Developing partnerships

A common feature of the idling programs studied was partnerships. Multi-stakeholder partnerships have been useful in developing idle-free programs because idling and its associated issues affect many different groups and many different locations (e.g., schools, transit pick-up locations, community centers, etc.) throughout a community. Examples of typical stakeholders include:

- **Municipalities:** They are key players in idle-free initiatives, often acting as the main proponent or providing endorsement. Municipalities can also collaborate on a regional scale. Experience has shown that it is very important to have the local municipality(s) involved or at least supportive in implementing idle-free campaigns.
- **Health organizations:** A major reason for targeting idling is to reduce the health impacts associated with vehicle emissions, such as air pollution and smog. Health organizations – such as the local health department – often enjoy public support and respect, and as such, can be an important partner in an idle-free initiative.
- **Community groups:** Community groups can play many roles in a partnership. They can act as the lead or central partner in an initiative, provide grassroots support and/or provide human resources. The participation of well-respected community groups can help to obtain buy-in from the public, community leaders, and from other local organizations. Community groups with a large volunteer base can staff wide-reaching, community-based idle-free initiatives that municipalities and other organizations might be unable to coordinate.
- **Schools:** Idling is a serious concern around schools, a common idling hotspot. Exhaust fumes also have a more serious impact on children's health.
- **Businesses and Industry:** Organizations with fleets can play a significant role in idle-free initiatives. Including these organizations early in the planning process will make them more likely to participate and encourage others to follow their example and leadership. Because idling is directly related to fossil fuel consumption and the conservation of energy resources, oil-industry organizations may be willing to participate in idling-related campaigns.

- **Federal and Provincial Government:** Federal departments such as Natural Resources Canada and Environment Canada and provincial governments have a strong interest in air pollution, energy conservation, and climate change initiatives and often commit considerable time, funding, expertise and other resources to Idle-free initiatives. For example, Natural Resource Canada's Office of Energy Efficiency has collaborated on several idle-free projects across Canada and provided communities with the insight, resources, and tools needed for local idling projects.

Case in Point!

The participation of businesses, government departments and other organizations can provide another venue for reaching the public – through the workplace. For example, smaller workplace campaigns were organized as part of the 2003 Alberta Reduce Vehicle Idling Campaign at the Cities of Calgary and Edmonton, Alberta Transportation and the Calgary Health Region. The campaigns included components such as paycheque inserts, the posting of “Idle-free Zone” signs in parking lots, and the distribution of campaign materials.

Partnerships are effective for a number of reasons:

- **Solidarity:** Securing the involvement and the support of a widespread group of organizations can help to secure additional support from other organizations, government, or industry.
- **Credibility:** Involving different and diverse stakeholders – particularly if they include government departments or well-respected organizations – can lend credibility to both the issue and the initiative.
- **Funding:** Having multiple partners from different sectors opens avenues for other sources of funding.
- **Human Resources:** Partners – particularly community or environmental groups – can provide invaluable human resources that a municipality or NGO may not have. This allows the initiative to reach more residents in the community. For example, idle-free campaigns in Vancouver, Alberta and in the Greater Toronto Area have used volunteers to conduct one-on-one discussions and interventions with motorists. In each campaign, at least 1,000 motorists were spoken with directly, were presented with information on idling, and asked to make a commitment to not idle.
- **Expertise:** Partners that specialize in particular areas bring skilled expertise to the initiative, for example in areas such as health, communications, public policy or environmental science.
- **Uniformity:** Working together in a partnership helps organizations with similar goals deliver consistent and supportive messages to their audiences.

Case in Point!

The 2003 Greater Toronto Area Idle-free Campaign provides an example of a large-scale partnership. The campaign involved 18 municipalities in the Greater Toronto Area (GTA) operating under the umbrella of the GTA Clean Air Council. The Clean Air Partnership coordinated the event and Natural Resources Canada was a funding partner. There was industry involvement through the participation of the Canadian Petroleum Products Institute and local gas stations. The local environmental group Greenest City provided volunteers for interventions with idling motorists in locations across the GTA. The campaign lasted for about one month and was estimated to have reached more than five million residents across the GTA.

The Alberta Reduce Vehicle Idling Campaign is another example of a campaign that benefited from the involvement of numerous partners. Climate Change Central, Natural Resources Canada and the Sierra Club of Canada – Prairie Chapter were each major sponsors, contributing the core funding and coordinating the campaign. The City of Edmonton, City of Calgary, Alberta Transportation, Calgary Health Region and the Alberta Motor Association also participated in the campaign and helped to promote it to their employees and clients.

Initiative rationale

Proponents must provide a sound argument in favour of their idle-free initiative to build support and create a compelling rationale for action. Unconvincing or weak rationale may fail to garner adequate support from potential funders, proponents, or the general public and could fall before criticism. Typically, successful idle-free campaigns have focused on the negative health and environmental impacts of idling, and emphasized the benefits (e.g., cleaner air, fuel and cost savings) of reduced idling.

Case in Point!

Mr. Jim Reffle of the Middlesex-London Health Unit advised that it is important for municipalities that are starting up an idle-free program to clearly understand the background information and the causes and effects of idling. Proponents need to be aware of the issues to help them plan and sell the program concept.

A clear understanding was helpful when the campaign coordinators of the Auntie-Idle program in the City of Whitehorse had to respond to a “Letter to the Editor” criticizing their idling campaign. The author of the letter had used inaccurate information in criticizing the campaign. The campaign coordinators presented a concise but informed reply in a later edition of the newspaper.

Positioning idling within a more comprehensive environmental strategy

Idling control initiatives are not the only way to combat environmental issues and should not be viewed in isolation of other methods. Rather, idling control initiatives are best positioned as part of a suite of environmental or community improvement actions, such as what might be compiled in an air quality strategy or local action plan to address climate change or energy conservation issues. This approach offers numerous benefits:

- **Guidance:** A comprehensive strategy can provide guidance on how to best use idling control initiatives within the context of other initiatives. Several of the issues relating to idling – for example, energy conservation, greenhouse gas emissions, health, air quality, smog, sustainable transportation, etc – are connected to other environmental issues.
- **Momentum:** A long-term strategy can help maintain the momentum generated by a successful idle-free campaign, or vice versa; an idling initiative is a great way to kick-start action on a broader strategy.
- **Buy-in:** Idle-free initiatives that are included in local environmental strategies approved or endorsed by local governments and community groups may get more political and public support during the initiative’s design and implementation.
- **Common Ground:** An over-arching strategy can help to ensure proponents maintain a consistent and common focus on the initiative and its goals.

Case in Point!

The City of Whitehorse has a Local Action Plan (LAP) to Reduce Energy and Greenhouse Gas Emissions for City Operations and the Community. Because the LAP was adopted by council, it was easier for the proponents of the “Auntie-Idle” Idle-free campaign to get support for the program kick-off and to get approval to post signs at the city’s facilities.

The impacts of poor air quality in the City of London are well documented and a comprehensive strategy to deal with air pollution has been established, of which idling is a key component.

Milestone (Stage 1)

At the end of stage 1, the initiative proponents should agree in principle how to move forward. Because this is a continually improving process, the “nuts and bolts” of the continuum will evolve. For instance, partnerships may change as new groups come in and others step back. Messages and points-of-views may change as new initiatives are tried and modified. However, a shared understanding of the importance and the goals of the work is fundamental to success.

4.3 Stage 2: Public Engagement

In the second stage, partners come together to engage the public and generate awareness and community support through a voluntary initiative or series of voluntary initiatives. As previously discussed, it has been found to be more effective to start with voluntary initiatives first and introduce regulatory measures later. If a by-law is introduced too soon, the general public may misunderstand and be fearful of an attempt to regulate idling. It can be seen as an impingement on their freedom, one that is particularly difficult to accept if the rationale for reduced idling has not been properly established or is not widely accepted.

This stage includes three steps:

- Prepare and launch an education strategy and/or other voluntary initiatives;
- Implement an in-house idling policy; and
- Educate the public about the impacts of idling and remove the barriers preventing motorists from idling less.

Prepare and launch education strategy and other voluntary initiatives

Planning for an idle-free program can begin once the partners have reached a common understanding about idling. The purpose of the voluntary idling initiative is typically to generate awareness about idling and to encourage the public to idle less. These initiatives can also stimulate discussion in the media and among stakeholders around the merits of idling control measures. Voluntary initiatives can target the general public, schools, businesses, or other sectors or areas of concern in the community.

Different types of initiatives may include different stakeholders. For instance, a campaign targeting the general public may include representatives from municipal departments, community groups, and a small selection of interested business or industry representatives. Participants in a voluntary fleet challenge, however, might be limited to businesses, government, and other private sector organizations.

Case in Point!

Education strategies can take various forms and scales. In the Region of Waterloo, focus groups and workshops and the leadership of CACAQ resulted in an idling campaign and an idling policy for the entire Region and the local municipalities.

In Cumberland County, Nova Scotia, the local community group NAPPAN led a campaign that addressed idling with local farmers, spoke with families in the community, and formed a partnership with a local driving school.

The organization BEST led a campaign that spoke with residents at idling hotspots and provided outreach to over 30 companies, municipalities and post-secondary institutions in the GVRD.

Implement in-house idling policies

Several of the program representatives consulted advised that it is very important for municipalities and other proponents to “get their house in order” before launching an idle-free awareness campaign. Municipalities will be expected to lead by example and demonstrate what they are doing to reduce idling. One tangible way for municipalities to do this is to implement a fleet idling policy. Another is to participate in a fleet challenge to encourage less idling among participating organizations.

Case in Point!

When asked what advice she would give to municipalities or organizations addressing idling in their community, Stephanie Lane of the Clean Air Partnership, Toronto, said that municipalities should get their own house in order first. She noted that “they will inevitably get a phone call asking what they are doing about idling in their own operations.”

The City of Toronto uses its idling control by-law as its formal fleet policy. City staff are made aware of the by-law details through a driver education program and through the Fleet Safety Manual.

Create an understanding among the public about idling, its impacts, and solutions

This step can also be viewed as a goal of the previous two steps. Target audiences will be more receptive to changing their idling behaviour if they understand the impacts of idling and are able to overcome the barriers that prevent idle-free behaviour.

Case in Point!

The City of Burlington’s approach to putting a by-law in place has been to proceed first with an education program. The City has kept the issue in the media since 2003 and been steadily raising awareness. The City will be phasing in an idling control by-law during the spring and summer of 2005 to back up its voluntary approach.

In Calgary, the city proposed an idling control by-law before running an education program on the issue. The by-law was found to be a controversial topic and hotly opposed, and the proposal was withdrawn. Council subsequently decided that an education program should be developed and implemented.

Milestones (Stage 2)

The end of stage 2 includes three key milestones that, once achieved, can help to facilitate the development and implementation of an idling control by-law. These milestones will help to ensure that there is sufficient public support – and therefore political will – to move the idling control by-law process forward. The three milestones include:

- Idling-related environmental issue perceived as being urgent or significant;
- Link between idling and the community issue (climate change, air quality, health, fuel conservation) is understood by public; and
- Public and political support for a by-law to control idling.

If the first two milestones are met, then there is a greater chance that there will be public and political support for regulatory idling controls. Public support may also include support from interested organizations such as health groups, environmental groups, and industry groups, among others.

4.4 Stage 3: Public Engagement II

Continuing voluntary approaches

During this stage, voluntary initiatives are continued, ensuring that the idle-free message is spread throughout the community. Lessons that were learned from previous voluntary initiatives and from initiatives in other areas are incorporated into new ones.

By-law development

The third stage of the continuum introduces the development of a regulatory approach – generally speaking, the idling control by-law. By this point, some public discussion on the merits of an idling control by-law will likely have taken place. Given the potentially controversial aspect of the idling control by-law and its wide reach, the public should again be engaged to discuss the by-law, its potential components and how it may be used.

Careful thought must be given during the development process as to how the by-law is to be enforced. A common approach is to enforce the by-law on a complaint-basis. Another approach is to use ‘blitzes’, where enforcement officers target idling hotspots in a highly publicized crack-down on idling.

There are a number of factors that should be considered when developing an idling by-law. These include:

- Timing and Political Climate

When attempting to implement an idling control by-law, care should be given to the current political climate, which can either hinder or help the initiative.

Case in Point!

The City of Edmonton had passed a no-smoking by-law shortly before the 2003 Alberta Reduced Vehicle Idling Campaign. The by-law was controversial, and so the city had no desire to consider another potentially controversial by-law.

In Burlington, the situation was the opposite. The political mood was favourable toward developing an idling control by-law. The GTA-CAC had decided to launch their campaign in 2003, the Repair our Air Fleet Challenge was active, and the by-law approach was being debated in a neighbouring community.

- Urgency of the Problem

The perceived urgency of the problem can affect public and political support for an idling control by-law. If the problems associated with idling (e.g., air pollution) are perceived as significant, then the public and the local politicians may be more inclined to accept the more serious action of implementing a by-law. If a community does not see the issue (e.g., air pollution) as a problem, then the general public may be less likely to feel that idling is a serious issue and thus will be opposed to a by-law.

- Understanding of the Problem

Before a population will be willing to accept a by-law, they need to understand why the by-law is there and how it works. An idle-free campaign can introduce the general public to the issue of idling and to help them and local decision makers see how the by-law would be used. Additionally, an education campaign provides the opportunity for public discussion on the topic of idling controls, so that many of the concerns surrounding the by-law can be addressed in a non-threatening manner.

Milestone (Stage 3)

The milestone at the end of Stage 3 is the passing of the by-law.

4.5 Stage 4: Continuous Improvement

The fourth stage of the continuum is an on-going, combined-approach that uses a blend of regulatory and voluntary initiatives to curb idling. In this stage, the three key steps are to:

- Implement the by-law;
- Incorporate the by-law with the education components; and
- Enforce the by-law as required.

Implementing the by-law

Once the idling control by-law has been passed, it needs to be implemented, and the initial implementation period can last a number of months. There are two key steps that should be taken during this period:

- Educate staff on the by-law; and
- Promote to the public when the by-law will be coming into effect, what the by-law entails, and how it will be enforced.

Case in Point!

When the City of Toronto implemented its by-law, it designed and implemented a communications plan to make sure that both its staff and the general public were aware of the by-law. The City also worked with community groups to promote the new by-law. Some of the initiatives the city used to promote the by-law included: staff training; media releases; sending requests for support to a variety of organizations such as the Canadian Automobile Association, driving schools; permanent outdoor signs; posting information on their website; and conducting research projects.

In Burlington, the City passed a by-law in June 2004 but waited nearly a year before having it come into affect (May 2005). This provided an opportunity for residents to become accustomed to the idea and to ask questions or raise concerns. The City has a website dedicated to its idling program, where residents can find more information about the by-law. In June 2005, the City participated in a GTA Idle-Free campaign to further promote the by-law.

Incorporating the by-law into education components

In most of the by-law communities studied for this report, by-laws are primarily used as an educational tool. Actual enforcement through issuing tickets and fines is seen as a last resort. For instance, in the City of Toronto, education forms a crucial component of the idling control by-law.

Having a by-law control officer to advise citizens of the by-law and why it has been enacted is a method to change idling behaviour.

As described previously, an idling control by-law can be used to bolster voluntary approaches to idling in a number of ways:

- It can add an additional degree of seriousness and legitimacy to the issue of idling;
- An enforcement blitz can generate additional exposure and stimulate discussion on idling; and
- It can provide a continuous opportunity for getting the “idle-free” message out.

Case in Point!

During the 2003 GTA Idle-free campaign, much of the media coverage focused on the enforcement blitz.

Active enforcement of the by-law

Having a by-law in place also provides the legal means for a municipality to take stronger action if conditions demand it. For example, if an offender continues to idle his or her vehicle even after receiving information visits by enforcement officers, enforcement officers then are able to use the by-law to take legal action against the offender. The by-law could also be used to reduce idling behaviour in sensitive areas, such as schools or by hospitals.

Continuous improvement...

As its name suggests, Stage 4 does not end but instead continues on in a stage of continuous improvement. As the interest in sustainable change in vehicle idling behaviour continues to grow, new and innovative approaches will be developed and studied. Municipalities and community groups will move forward based on their own experiences and on what they have learned from others.

The end result should be a societal shift on how vehicle idling is perceived. Public behaviours will reflect the understanding that vehicle idling contributes to environmental degradation, and shutting an engine off while parked will become a social norm.