



## REPORT

Report Date: February 1, 2022  
Contact: Sarah Hicks  
Contact No.: 604.873.7546  
RTS No.: 14756  
VanRIMS No.: 08-2000-20  
Meeting Date: February 8, 2022  
[Submit comments to Council](#)

TO: Vancouver City Council  
FROM: Chief Licence Inspector and General Manager of Engineering  
SUBJECT: Enabling Quadricycle Tours in Vancouver

### **RECOMMENDATION**

- A. THAT Council approve, in principle, changes to the Vehicles for Hire By-law No. 6066 to enable quadricycle tours in Vancouver as detailed in this report and Appendix A;

FURTHER THAT Council authorize the Director of Legal Services to bring forward for enactment amendments to the Vehicles for Hire By-law No. 6066 as generally outlined in Appendix A.

- B. THAT Council approve, in principle, changes to the Street and Traffic By-law No. 2849 to enable quadricycle tours in Vancouver as detailed in this report and Appendix B;

FURTHER THAT Council authorize the Director of Legal Services to bring forward for enactment amendments to the Street and Traffic By-law No. 2849 as generally outlined in Appendix B.

### **REPORT SUMMARY**

Quadricycles are pedal powered cycles with four wheels and two or more sets of pedals for power (Appendix C). Tour operators are proposing to operate quadricycles in Vancouver that typically seat between 8 and 16 passengers, and to offer tours to local sites of interest including breweries. Proposed tours would operate on defined routes and be led by a tour guide who controls and operates the quadricycle. Similar quadricycle tours are operating in Richmond, City of North Vancouver, Kelowna and Victoria.

Staff have reviewed City policy and priorities and find that quadricycle tours align well with priorities to enable and support local business including low-impact businesses; and to support zero-emissions and active modes of transportation (Transportation 2040; Healthy City Strategy).

Consultation with stakeholders (Appendix D) yielded support for quadricycle tours and for regulations that enable a new, low-impact tour business while protecting passenger and public safety. Staff recommend that Council approve by-law amendments to enable quadricycle tours as proposed in this report.

### ***COUNCIL AUTHORITY/PREVIOUS DECISIONS***

Council has authority under the Vancouver Charter to licence persons using any vehicle on any street for the purpose of any business, trade, profession, or other occupation, and for classifying such vehicles and fixing the licence fee.

### ***CITY MANAGER'S/GENERAL MANAGER'S COMMENTS***

The City Manager recommends approval of the foregoing.

### ***REPORT***

#### ***Background/Context***

Quadricycles are defined and regulated under the provincial *Motor Vehicle Act* (MVA) which sets standards for the safety and operation of these 4-wheeled, pedal-powered cycles (Appendix C). Prospective tour operators have proposed to operate quadricycles in Vancouver that typically seat between 8 and 16 passengers, to conduct tours between local breweries, and tours between sites of interest.

Under the City's Vehicles for Hire By-law, any business operating vehicles for hire in Vancouver must hold a City licence to do so, and licences can only be issued for vehicle types specified in the By-law. Staff have conducted a policy review to assess potential merits of enabling quadricycle tours in Vancouver. The review assessed how well quadricycle tours align with City priorities such as expanding opportunities for zero emissions tourism; it included consultation with stakeholders; and examination of how quadricycles can be regulated to prioritize passenger and public safety while managing public space and potential neighbourhood impacts.

#### ***Stakeholder Consultation***

Staff consulted prospective tour operators; Vancouver Police Department (VPD) and Vancouver Coastal Health. Information and opportunity to comment on proposed regulations was provided to Business Improvement Areas and Destination Vancouver. Stakeholders expressed support for quadricycle tours and for the proposed regulations. Stakeholders identified quadricycle tours as having the potential to add a fun, low-impact, social activity in the city. Concerns centred on safety and potential noise impacts, particularly on tours stopping at breweries where passengers may consume alcohol. Regulations that aim to increase safety and reduce traffic and neighbourhood impacts, for example the requirement for City-approved routes and restriction to minor streets and laneways, received particular support. A consultation summary is provided in Appendix D.

### *Other Municipalities*

Staff reviewed quadricycle tour licensing and regulation in City of Richmond, City of North Vancouver, City of Kelowna and City of Victoria. Regulations focus on management of potential traffic and nuisance impacts through regulation of routes, parking, and hours of operation. A requirement for municipal route approval is common to all.

In Metro Vancouver, one company has operated in Richmond starting in 2018. It operated for one full year prior to the COVID-19 pandemic. In the City of North Vancouver one company has been operating in lower Lonsdale since 2019. Staff in both cities report that businesses operated well; City of North Vancouver heard a small number of noise complaints.

## **Strategic Analysis**

### *Alignment with City Policies and Priorities*

Enabling and supporting local business, particularly during COVID-19 recovery, is a Council priority. The business of operating tours via quadricycle aligns well with the City's goals for increased active transportation and low-impact goods and services movement (Transportation 2040). It also aligns with the Healthy City Strategy target for over 50% of trips by foot, bicycle and public transit. The work of a quadricycle tour guide might also be counted as a new green job.

A number of businesses operate tours in Vancouver that shuttle passengers between local venues like breweries or other stops of interest. These generally operate via minibus and charter bus. Hop-on Hop-off buses offer travel between sites of interest on predetermined routes, as do horse-drawn carriages. If approved in Vancouver, quadricycle tours would add a new active, low-impact mode of travel to the existing local tour offerings.

Staff propose that with appropriate licensing and regulation, quadricycle tours can be enabled to operate in Vancouver. The following proposed regulations aim to prioritize passenger and public safety; manage public space and neighbourhood concerns such as traffic, parking and noise; and are generally consistent with the City's regulation of similar vehicles for hire.

## **Managing public space and prioritizing passenger and public safety**

### *Where quadricycles can travel and park*

Quadricycles are relatively large and slow vehicles. They have track widths of over 1 metre and can weigh over 500 kg which makes them too wide and heavy for use in protected bicycle facilities and multi-use pathways. Their typical operating speeds are between 8 and 10 km per hour which makes them too slow for use on arterial streets where they would disrupt traffic, and could pose safety risks to passengers and the public.

Staff propose that:

- Quadricycle routes must be approved by the City Engineer
- Quadricycles are generally restricted to travel on minor streets and laneways although in certain circumstances, it may be necessary for them to have short connections on major streets.
- Quadricycle drivers are required to carry a copy of their approved route when operating a tour.
- While operating a tour quadricycles may park at any legal parking space and must pay any parking fees associated with that parking space.

- When not in service quadricycles must be parked on private property.

If approved for operation, quadricycle tours will not be permitted in City parks at this time. Future use in parks would be subject to the review and approval of the Vancouver Board of Parks & Recreation.

#### *Vehicle safety*

Quadricycle design, as well as operational and road safety requirements are regulated under the provincial *Motor Vehicle Act*. The *MVA* requires quadricycles to have front headlights, a red reflector and rear tail lights. Staff propose the following additional requirements in the Vehicles for Hire By-law:

- turn signal lights
- reflectors on wheels and carriages
- annual break inspection completed by a licensed mechanic.

#### *Identification and Insurance*

As cycles, quadricycles are not required to be licensed or insured by ICBC. Staff propose that quadricycles used for tours must:

- Carry City issued licence plates and decals and;
- Liability insurance of \$5 million with the City named as an additional insured party.
- Display the business name and a unique vehicle identifier that is visible to the public, consistent with requirements of other vehicles for hire. This identification assists in instances where the public wants to report a potential by-law contravention such as excessive noise, traffic nuisance or other.

If approved, quadricycles would be required to comply with the City's Health By-law which prohibits smoking and vaping in all vehicles for hire. Consumption of alcohol on quadricycles is prohibited and enforced under the BC *Liquor Control and Licensing Act*. The *Cannabis Control and Licensing Act* prohibits intoxication from cannabis in a public place, and prohibits cannabis use on cycles.

Under the *BC Bicycle Safety Helmet Exemption Regulation* quadricycle drivers and passengers are exempt from wearing helmets.

#### **Managing Neighbourhood Impacts**

Because quadricycles are slow moving, and will travel the same routes repeatedly, there is potential for occasional neighbourhood impacts such as slow traffic and noise from passengers and music.

Consultation with prospective operators, and review of the number operating in other cities, suggest that 2 to 4 quadricycles in total are likely to operate in Vancouver in the first year. The number could increase to 6 or 8 in total over time, depending on what the market will bear.

Staff propose no restriction on the number of vehicles to be licensed and propose to monitor for impacts. Feedback from Richmond and City of North Vancouver reveal few complaints to date about quadricycle tours operating in those jurisdictions.

Quadricycle tours like any other tour vehicle, or cycle would be required to comply with the sound level maximums established in the Noise Control By-law. To further limit potential for nuisance from noise, staff propose that:

- The speakers of any sound amplification equipment used on a quadricycle be directed toward the centre of the quadricycle.
- Hours of tour operation be restricted to 7am to 10pm Weekdays & Saturday, and 10am to 10pm Sundays and Holidays.

### **Licensing Fees**

Staff propose the following annual licence fees consistent with fees charged for vehicles for hire offering similar services (charter bus, charter van, pedi-cab):

- Licence application fee: \$63 (non-refundable)
- Vehicles for Hire Office licence: \$163/year
- Per quadricycle: \$202/year

A separate fee is proposed for review and approval of tour routes, similar to the traffic plan review fee charged for some permits issued by Utilities and Development & Major Projects. The fee would be charged per route. Once approved a route could be travelled year after year without further approval or fees. New routes or substantial changes to approved routes would be subject to review and approval, and the fee would be levied.

- Route approval fee: \$69.40

### ***Public/Civic Agency Input***

#### **Vancouver Police Department**

Vancouver Police Department is supportive of enabling quadricycle tours under the proposed regulations. Requirements for City-approved routes and prohibition of operation after 10:00pm will help to avoid potential traffic and nuisance concerns. The small number of quadricycles anticipated to operate further reduces concerns over potential impacts.

#### **Vancouver Board of Parks & Recreation**

Vancouver Board of Parks & Recreation is receiving this information for consideration. Future implementation in parks would be subject to the review and approval of the Vancouver Board of Parks & Recreation.

#### **Vancouver Coastal Health**

Vancouver Coastal Health provided comments in support of quadricycle tours and the proposed regulations, and offered additional information for consideration. Please see the full response in Appendix D.

### ***Implications/Related Issues/Risk***

#### ***Financial***

There are no financial implications.

#### ***Environmental***

Tours offered via quadricycle can contribute to the City's goal to diversify low carbon transportation options and increase the number of trips made by active modes of transportation.

**CONCLUSION**

Council priorities include enabling and supporting local business, supporting the local economy in COVID-19 recovery, and increasing options for zero-emissions and active modes of transportation. If approved by Council, quadricycle tours will offer an active, low-impact way for residents and visitors to tour local businesses like breweries and sites of interest. Staff believe that with amendments to the Vehicles for Hire By-law and Street and Traffic By-law as proposed in this report, quadricycle tours can be operated in Vancouver safely and in alignment with City priorities.

\* \* \* \* \*

*Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.*

**A By-law to amend Vehicles for Hire By-law No. 6066  
regarding quadricycles**

THE COUNCIL OF THE CITY OF VANCOUVER, in public meeting, enacts as follows:

1. This By-law amends the indicated provisions and schedules of the Vehicles for Hire By-law No. 6066.

2. In section 2, in the definition of "Vehicle for Hire", Council adds a new classification in the correct alphabetical order as follows:

"Quadricycle", which means a 4-wheeled device that is propelled by human power and on which a person may ride, and that:

- (a) has a track width of not less than 1 metre,
- (b) has a rear track width that is greater than the height of the seat frame as measured from level ground to the seat frame,
- (c) is equipped with at least 2 sets of pedals for motive power,
- (d) is equipped with disc or drum brakes, and
- (e) is controlled by a single operator."

3. Council amends section 6(3)(c) by adding ", except that in the case of a quadricycle, the Inspector must be satisfied that the applicant is the holder of a valid policy of liability insurance pertaining to the vehicle with a minimum coverage of \$5,000,000 (five million dollars) that names the City as an additional insured" after "the applicant is the holder of a valid policy of liability insurance pertaining to the vehicle with a minimum coverage of \$2,000,000 (two million dollars)".

4. Council adds a new section 15A in the correct alphanumerical order as follows:

**"Quadricycles**

15A. (1) A person must not operate a quadricycle unless:

- (a) that person does so in compliance with the restrictions and prohibitions in subsection (2);
- (b) that person is carrying a copy of the approved route plan, and produces the plan for inspection on demand by the Chief Constable or the Inspector;

- (c) the rear of the quadricycle has a current vehicle for hire plate, issued under the authority of this By-law, affixed to it;
  - (d) the equipment forming part of, attached to, or carried on or within the quadricycle complies with the requirements of the *Motor Vehicle Act*, is acceptable to the Inspector, and includes turn signal lights and reflectors on wheels and carriages;
  - (e) that person has the brakes of the quadricycle inspected at least annually by a repair shop that has a current business license issued by a municipality, and promptly undertakes any repair or maintenance to the brakes disclosed by such inspection;
  - (f) that person retains for at least two years all records of any inspection, repair, or maintenance referred to in subsection (e), and makes such records available to the Inspector at any time on request;
  - (g) the quadricycle has painted or otherwise permanently affixed, in figures at least 5 cm high, on each side and to the rear of the quadricycle a business name and identification number which uniquely identifies the quadricycle;
  - (h) the speakers of any sound amplification equipment used on a quadricycle are directed toward the centre of the quadricycle; and
  - (i) that person ensures that parking, storage, and maintenance of the quadricycle occurs only on private property, except for lawful parking on streets while waiting for customers.
- (2) No person shall operate a quadricycle:
- (a) from 10:01 p.m. to 6:59 a.m. on weekdays and Saturdays, or 10:01 p.m. to 9:59 a.m. on Sundays and holidays, or at any other time as required by the Inspector;
  - (b) in protected bicycle lanes as defined in the Street and Traffic By-law; and
  - (c) on any City street except in accordance with a route approved by the City Engineer, except that if:
    - (i) a portion of the approved route is temporarily obstructed or inaccessible due to construction or some other street occupancy authorized by the City, or
    - (ii) that person is ordered not to proceed along a portion of the approved route by the Chief Constable, the Inspector, or the City Engineer,





*Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.*

**A By-law to amend Street and Traffic By-law No. 2849  
regarding quadricycles**

THE COUNCIL OF THE CITY OF VANCOUVER, in public meeting, enacts as follows:

1. This By-law amends the indicated provisions of the Street and Traffic By-law.
2. In section 3, Council adds the following definition in the correct alphabetical order:

“ **“Quadricycle”** means a 4-wheeled device that is propelled by human power and on which a person may ride, and that:

  - (a) has a track width of not less than 1 metre,
  - (b) has a rear track width that is greater than the height of the seat frame as measured from level ground to the seat frame,
  - (c) is equipped with at least 2 sets of pedals for motive power,
  - (d) is equipped with disc or drum brakes, and
  - (e) is controlled by a single operator.”.
3. Council adds a new section 40B. in the correct alphanumeric order as follows:

“ **OPERATION OF QUADRICYCLES**

40B. (1) No person shall operate a quadricycle on City streets without first obtaining the approval of the City Engineer in writing for the route that the quadricycle will take.

(2) The City Engineer may temporarily or permanently modify an approved route at any time if, in the City Engineer’s opinion, it is advisable to do so.

(3) The City Engineer may charge a route review fee of \$69.40 for their review of the route being proposed.”.
4. Council amends section 59 by striking out “For the purpose of this section a bicycle shall be regarded at all times as a slow moving vehicle.” and substituting “For the purposes of this section, bicycles, pedicabs, and quadricycles shall be regarded at all times as slow moving vehicles.”
5. A decision by a Court that any part of this By-law is illegal, void, or unenforceable severs that part from this By-law, and is not to affect the balance of this By-law.



The BC Motor Vehicle Act, *Helmet Exemption Regulation* defines a quadricycle as a cycle that:

- has a track width of not less than 1 metre,
- has a rear track width that is greater than the height of the seat frame as measured from level ground to the seat frame,
- is equipped with at least 2 sets of pedals for motive power,
- is equipped with disc or drum brakes,
- is controlled by a single operator.

\*\*\*\*

Example of a quadricycle that seats 8 or more people.



Staff consulted the following stakeholders via online meeting, telephone meeting, or email.

- Industry Operators
- Vancouver Coastal Health
- Vancouver Police Department (see comments in Civic Agency Input section)

Information and opportunity to comment on proposed business and regulations were provided via email to,

- Vancouver Business Improvement Associations
- Destination Vancouver.

### What We Heard

#### *Industry*

Representatives from Canadian Craft Tours, and Brew Bike Tours met with staff. They expressed support for the proposed regulations. One operator expressed desire for City designated on-street parking at tour stops. Staff believe that the proposed regulation to allow parking in any legal spot provides sufficient parking opportunity commensurate with that available to other tour businesses such as tours by minibus.

#### *Vancouver Coastal Health*

Vancouver Coastal Health submitted the following.

*Thank you for inviting Vancouver Coastal Health to comment and provide feedback on staff's recommendation to Council to licence quadricycle tours in Vancouver.*

*We are supportive of this proposal as quadricycles offer a highly visible form of active and sustainable transportation, and we feel that these tours may foster a sense of connectedness in the community.*

*We agree with all of the key regulations laid out in your email below. We have some additional points for information and consideration:*

- *Those riding in the quadricycle would not have the protection that regular motor vehicle occupants would such as seat belts, air bags, a vehicle crumple zone, and well protected passenger compartment. Therefore passengers of quadricycles may be at higher risk of injury when a quadricycle is in a collision with a motor vehicle.*
- *Compounding the above is that these passengers are being moved between breweries and businesses. If passengers are under the influence of alcohol, risk may go up particularly while boarding or alighting, and may also be at risk of falling out of the quadricycle.*
- *While the quadricycle may be moving on minor streets and laneways, the below information does not indicate the speed limit on these routes. If these routes have lower speed limits, or their speed limits are reduced to 30 km/h or lower, then the safety of the quadricycle passengers would increase significantly. We encourage tour routes with lower speed limits to be prioritized.*

- *We understand quadricycle passengers (including the operator/driver) to be exempt from the requirement to wear a bicycle helmet, per the MVA Bicycle Safety Helmet Exemption Regulation. If this is indeed the case, we encourage the requirement to wear helmets to be included in the proposed regulations.*
- *Consideration could be given to including in the proposed regulations a requirement detailing the locations of passenger boarding and alighting. In other words, passengers should come off of the quadricycle – especially if influenced by alcohol – on the right side of the road and in a protected place immediately adjacent to their destination where there is no motor vehicle traffic to cross. For example, passengers should never come off the quadricycle and then have to cross a road where motor vehicles travel in order to arrive at their destination.*
- *In the fall and winter months, we recommend that the quadricycles have sufficient lighting or at least reflectors.*

#### *Destination Vancouver*

Destination Vancouver expressed support for by-law changes to enable quadricycle tours; the organization supports new products that enable visitors to discover new neighbourhoods, businesses and experiences in a safe and environmentally sustainable way.