VILLAGE OF BELCARRA
REGULAR COUNCIL MEETING AGENDA
Village Hall
November 3, 2025
7:00 PM

This meeting is live streamed and recorded by the Village of Belcarra
To view the meeting click: Village of Belcarra - YouTube

Note: This agenda is also posted on the Village's website at www.belcarra.ca

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The purpose of a Council meeting is to enact powers given to Council by using bylaws or resolutions. This is the venue for debate of issues before voting on a bylaw or resolution.

We wish to acknowledge that this meeting is taking place on the unceded territory of the Coast Salish Peoples. Tum-Tumay-Whueton, or Belcarra, is home to an ancestral village of the Tsleil-Waututh Nation. We are thankful to conduct our work within their territory.

COUNCIL
Mayor Jamie Ross
Councillor Carolina Clark
Councillor Joe Elworthy
Councillor Janet Ruzycki
Councillor Liisa Wilder

1.   CALL TO ORDER

2.   APPROVAL OF THE AGENDA

3.   ADOPTION OF MINUTES

3.1   Special Council Meeting, Public Consultation on the Draft 2026 – 2040 Financial Plan
- October 20, 2025

3.2   Regular Council Meeting – October 20, 2025

4.   PUBLIC INPUT (15 minutes)

A period of fifteen (15) minutes will be made available on each Regular Council Meeting Agenda for members of the public to make submissions to Council. Any person wishing to speak during Public Input Period must so indicate by raising their hand. Each person will be permitted 2 minutes to comment on items presented on the agenda. A second opportunity to speak is permitted when all other interested parties have had an opportunity to provide their comments.   Comments must be directed to the Chair of the meeting and not to individual members of Council. Public Input Period is a venue for submissions in the form of statements. Questions can be directed to Question Period at the end of the agenda.

5.   DELEGATIONS

6.   ITEMS ON CONSENT AGENDA

Council may adopt in one motion all recommendations appearing on the Consent Agenda, or prior to the question on the vote, any Council member may request that an item be removed from the Consent Agenda and placed in Section 7 for debate or discussion, voting in opposition to a recommendation, or declaring a conflict of interest with an item.

6.1   Correspondence

6.2   Reports

6.3   Recommendation to Receive Items on Consent

7.   ITEMS REMOVED FROM THE CONSENT AGENDA

8.   CORRESPONDENCE/PROCLAMATIONS (ACTION ITEMS)

9.   UNFINISHED BUSINESS

10.   STAFF REPORTS

10.1   Audit Planning Report

Staff report dated November 3, 2025 by the Financial Consultant dated November 3, 2025 providing information on the process for the audit of the 2025 Financial Statements and recommending that the report be received into the record for information.

Presentation of the Audit Planning Report for the year ending December 31, 2025 by Asifa Hirji, Lead Audit Engagement Partner, and Avery Nguyen, CPA, Audit Manager, KPMG.

10.2   Financial Plan - Tax and Utility Rate Increases

Staff report dated November 3, 2025 by the Financial Consultant and the Chief Administrative Officer recommending that property tax and utility rate increases to be reflected in a 2026 – 2029 Financial Plan Bylaw and amended Fees & Charges Bylaw.

10.3   Active Transportation Network Plan – Draft Report

Staff report dated November 3, 2025 by the Chief Administrative Officer recommending that input provided to staff regarding the Active Transportation Network Plan be considered in preparing the final report.

10.4   Fire Safety Act and 2025 Fire Inspections

Staff report dated November 3, 2025 by the Manager, Municipal Services providing information on legislative changes regarding the Fire Safety Act and recommending that Stuart Affleck, Fire Inspector, Verisk Canada be appointed as a contracted Fire Inspector for the Village of Belcarra until further notice. Information is also provided on the 2025 Fire Inspections.

10.5   SVFD Service Review Conclusion

Staff report dated November 3, 2025 by the Chief Administrative Officer providing information on the Sasamat Volunteer Fire Department (SVFD) Service Review and next steps and recommending a request be made to the Chair of the Review Board to formally conclude the SVFD service review and to document the review process and its outcomes in a final report, per Provincial service review guidelines, for explanation to future decision makers and the public.

11.   BYLAWS

12.   RELEASE OF ITEMS FROM CLOSED COUNCIL MEETINGS

13   MAYOR AND COUNCILLOR REPORTS

13.1. CHIEF ADMINISTATIVE OFFICER REPORT

14.   OTHER MATTERS DEEMED EXPEDIENT

15.   NOTICES OF MOTIONS AND MATTERS FOR INTRODUCTION AT FUTURE MEETINGS

16.   PUBLIC QUESTION PERIOD

The public is invited to ask questions of Council regarding any item pertaining to Village business. A person wishing to make a submission will be limited to two (2) minutes and the submission must be in the form of a question. A second opportunity to ask a follow up or new question is permitted if no one else is waiting to participate. Questions, including follow up questions, must be directed to the Chair of the meeting and not to individual members of Council or staff. If a question(s) to staff arises during Public Question Period, the question(s) must be addressed to the Chair and the Chair can request clarification from staff.

The total session is limited to 20 minutes and will be completed by 11:00 pm unless extended with approval of Council through an affirmative vote.

17.   ADJOURNMENT

VILLAGE OF BELCARRA
SPECIAL COUNCIL MEETING MINUTES
PUBLIC CONSULTATION SESSION
DRAFT 2026 – 2040 FINANCIAL PLAN

October 20, 2025

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Council in Attendance
Mayor Jamie Ross
Councillor Carolina Clark
Councillor Joe Elworthy
Councillor Janet Ruzycki
Councillor Liisa Wilder

Staff in Attendance
Melony Burton, Chief Administrative Officer
Stewart Novak, Manager, Municipal Services
Amanda Seibert, Corporate Officer/Recording Secretary
Catherine Grisewood, Clerk

Others in Attendance
Ken Bjorgaard, Financial Consultant

1. **CALL TO ORDER**

   Mayor Ross called the meeting to order at 5:01 pm

2. **APPROVAL OF THE AGENDA**

2.1 **Special Council Meeting and Public Consultation Session, October 20, 2025**

   Moved by: Councillor Clark
   Seconded by: Councillor Wilder

   That the Agenda for the Special Council Meeting for the Public Consultation Session on the Draft 2026 Budget and 2026 – 2040 Financial Plan of October 20, 2025 be approved.

   CARRIED

3.   REPORTS

3.1   <u>Ken Bjorgaard, Financial Consultant</u>, presentation of the Draft 2026 Budget and 2026 – 2040 Financial Plan for information and public input.

The Chief Administrative Officer introduced the report. She outlined the content of the presentation, highlighted the main aspects of the long-term financial plan and advised on the guiding principles followed during the development of the draft budget. She also outlined the services provided by the municipality and spoke on the asset plan and replacements as required.

The Financial Consultant highlighted details of the proposed financial plan and financial sustainability plan, advising that the main focus of the plan was on the cost to maintain existing services and services levels. He provided information on the general operating fund, the water operating fund and the WARD operating fund. He spoke on the 5-year capital plan, outlined the Village's reserves and surpluses.

The Financial Consultant outlined the tax rate increases proposed by staff, the impact of the proposed increased on average home and provided a breakdown of tax revenue going to other taxing authorities or agencies.

He spoke on the next steps in the process of finalizing theproperty tax and utility rate increases for the 2026-2030 financial plan and the 2026 user rate bylaws.

4.   PUBLIC INPUT AND QUESTION PERIOD

The Mayor reviewed the procedure for Public Input and Question Period.

He called for speakers on first call.

<u>Sy Rodgers</u>

Mr. Rodgers read from speaking notes which were provided to the Corporate Officer for the public record. He referred to a statement made referring to the Village's limited options for growth and noted that ELC is working toward the development of a 10 acre site. He expressed concern that the proposed budget is based on inaccurate statements and did not take into account possible future development in the Farrer Cove area. He requested that staff be asked how much time may be needed in the development process.

The Chief Administrative Officer addressed the concerns around future development proposals in the Farrer Cove area. She advised that meetings have been held with ELC as well as Farrer Cove residents regarding the topic and that staff will be dedicating time to move forward with the proposed projects. She also advised that staff is aligned with the objectives of the ELC and the residents of Farrer Cove and that work will move ahead in 2026.

The Mayor called for speakers a second and third time.

No speakers came forward.

5.   ADJOURNMENT

Moved by: Councillor Wilder
Seconded by: Councillor Ruzycki

That the October 20, 2025 Special Council Meeting Public Consultation Session be adjourned.

CARRIED

The meeting was adjourned at 5:39 pm

Certified Correct:

Jamie Ross	Amanda Seibert
Mayor	Corporate Officer

VILLAGE OF BELCARRA
REGULAR COUNCIL MEETING MINUTES
October 20, 2025

This meeting was held in Council Chambers and live streamed at
Village of Belcarra - YouTube

Council in Attendance
Mayor Jamie Ross
Councillor Carolina Clark
Councillor Joe Elworthy
Councillor Janet Ruzycki
Councillor Liisa Wilder

Staff in Attendance
Melony Burton, Chief Administrative Officer
Stewart Novak, Manager, Municipal Services
Amanda Seibert, Corporate Officer/Recording Secretary
Catherine Grisewood, Clerk

We wish to acknowledge that this meeting took place on the unceded territory of the Coast Salish peoples. Tum-Tumay-Whueton, or Belcarra, is home to an ancestral village of the Tsleil-Waututh Nation. We are thankful to conduct our work within their territory.

1. CALL TO ORDER

Mayor Ross called the meeting to order at 7:00 pm

2. APPROVAL OF THE AGENDA

2.1 Regular Council Meeting, October 20, 2025

Moved by: Councillor Clark
Seconded by: Councillor Wilder

That the agenda for the Regular Council Meeting of October 20, 2025 be approved as circulated.

CARRIED

3. ADOPTION OF MINUTES

3.1 Special Council Meeting, October 8, 2025

Moved by: Councillor Ruzycki
Seconded by: Councillor Clark

That the minutes from the Special Council Meeting held on October 8, 2025 be adopted.

CARRIED

3.2   Regular Council Meeting, October 6, 2025

Moved by: Councillor Elworthy
Seconded by: Councillor Clark

That the minutes from the Regular Council Meeting held on October 6, 2025 be adopted.

CARRIED

4.   PUBLIC INPUT

Mayor Ross advised on the procedure for Public Input.

Penny Moen, Belcarra Resident, invited residents to a Halloween Night event hosted by CRAB to be held at the Village Hall between 4:00 pm and 5:00 pm as well as fireworks display at Belcarra Park.

Deborah Struk, Belcarra resident, expressed her thanks to the Public Works staff for the quick response to deal with a break in a water pipe on Bedwell Bay Road.

5.   DELEGATIONS AND PRESENTATIONS

No items

6.   ITEMS ON CONSENT AGENDA

6.1   Correspondence

6.1.1 Press release dated October 15, 2025 announcing the launch of the *Freshet News,* the first union-supported, non-profit news cooperative in Western Canada.

6.2   Reports

No items

6.3   Recommendation to Receive Items on Consent

Moved by: Councillor Ruzycki
Seconded by: Councillor Clark

That the items on the Consent Agenda of the October 20, 2025 Village of Belcarra Regular Council Meeting be received into the record.

Councillor Elworthy requested removal of item 6.1.1 from the consent agenda to allow for discussion and comment.

Note: As all items were removed from the consent agenda, the question was not called on the motion.

7.   ITEMS REMOVED FROM THE CONSENT AGENDA

6.1.1   Press release dated October 15, 2025 announcing the launch of the *Freshet News,* the first union-supported, non-profit news cooperative in Western Canada.

Councillor Elworthy spoke on the launch of the *Freshet News* and the importance of independent news organizations.

8.   CORRESPONDENCE/PROCLAMATIONS (ACTION ITEMS)

No items.

9.   UNFINISHED BUSINESS

9.1   Motion by Councillor J. Ruzycki (brought forward as a Notice of Motion at the Regular Council Meeting of October 6, 2025)

That Council members work with residents and staff to prepare an application for the Village of Belcarra in the Home Town Take Over contest.

Councillor Ruzycki spoke on the motion she put forward and outlined the specifics of the contest.

Moved by: Councillor Ruzycki
Seconded by: Councillor Clark

That Council members work with residents and staff to prepare an application for the Village of Belcarra in the Home Town Take Over contest.

CARRIED

10.   STAFF REPORTS

10.1   2026 Council Meeting Calendar

Staff report by the Corporate Officer dated October 20, 2025 recommending approval of the 2026 Regular Council Meeting schedule and Acting Mayor appointments for December 2025 to October 2026.

The Corporate Officer presented the report. She advised on variations to meeting dates on the 2026 schedule and on the change to the Acting Mayor appointments due to the local government election.

Moved by: Councillor Clark
Seconded by: Councillor Ruzycki

That the proposed 2026 Regular Council Meeting Calendar be approved; and further

That the proposed Acting Mayor appointments for December 2025 to October 2026 be approved.

CARRIED

10.2   Strategic Plan and Key Infrastructure Projects – Q3 2025 Status Report

Staff report by the Chief Administrative Officer dated October 20, 2025 providing an update to Council on the status of the Strategic Plan and Key Infrastructure Projects for the second quarter as of September 30, 2025 and recommending the report titled "Strategic Plan and Key Infrastructure Projects – Q3 2025 Status Report" be received into the record for information.

The Chief Administrative Officer presented the report. She advised on the updates to the strategic plan and key infrastructure projects for the third quarter of 2025 and outlined notable achievements. She also advised on how strategic planning will work for the next planning cycle.

Moved by: Councillor Elworthy
Seconded by: Councillor Wilder

That the report dated October 20, 2025, titled "Strategic Plan and Key Infrastructure Projects – Q3 2025 Status Report" be received into the record for information.

CARRIED

11.   BYLAWS

No items

12.   RELEASE OF ITEMS FROM CLOSED COUNCIL MEETINGS

No items

13.   MAYOR AND COUNCILLOR REPORTS

The Mayor spoke about attending the following events:

- October 7:   Sasamat Volunteer Fire Department Board of Trustees
- October 10: Metro Vancouver Air Quality and Climate Committee Meeting
- October 11: Electoral Area and Small Communities Committee Meeting
- October 14: Mayors' Council Meeting with Liberal MP's Pacific Caucus
- October 15: Council Interviews with candidates from TransLink Board
- October 16: Regional Parks Committee Meeting
- October 17: Mayors' Committee Meeting

COUNCILLORS' REPORTS

Councillor Wilder
Councillor Wilder attended the SVFD Board of Trustees meeting on October 7. She also attended the RCMP Officer in Charge Ceremony on October 16 and the Tri-Cities Ministerial Prayer Breakfast on October 18.

13.1   CHIEF ADMINISTRATIVE OFFICER'S REPORT

OPERATIONAL & ADMINISTRATIVE UPDATES

- Flail mowing
- Catch basin clearing and road clean up – removing leaves and fallen debris to ensure CBs are clear for heavy fall/winter rain
- Pruning & removal of tree and shrub branches with a focus on road site lines
- Blowing off roads, Marine Ave, Midden Road.
- Repair municipal water service line connection
- SCADA system repair work - Strathcona
- 2 Tree Cutting permits
- 2 Road Use permits
- Port Moody OCP - public input has been received on the plan. Currently under review by staff and planning consultants. Formal request for comments from the Village of Belcarra is anticipated in Nov, with deadline in December.

NOTIFICATIONS/ANNOUNCEMENTS

The Chief Administrative Officer reported that two vacancies will open on the Village's Board of Variance and that advertising for volunteers is being carried out through email, Village website, the Tri-Cities Dispatch and the Freshet News as well as a posting on the Village notice board. She welcomed applications from residents and advised that the application process will remain open until November 14, 2025.

14.   OTHER MATTERS DEEMED EXPEDIENT

No items

15.   NOTICES OF MOTION AND MATTERS FOR INTRODUCTION AT FUTURE MEETINGS

No items

16.   PUBLIC QUESTION PERIOD

Mayor Ross reviews the procedure for Public Question Period

<u>Deborah Struk, Belcarra resident</u>, referred to the latest news out of Richmond and a letter provided to Richmond residents. She asked Council members for thoughts on what could happen in Belcarra in the near and distant future based on this issue in Richmond.

Mayor Ross advised on the amount of legal documentation involved in the case in Richmond.

Councillor Clark referred to a session held at UBCM hosted by Young Anderson reviewing the Richmond decision.

Klaus Bever, Belcarra resident, submitted a question via email asking if those Council members who attended the October 7, 2025 meeting of the SVFD could comment on that meetings content and relevance to Belcarra.

Mayor Ross advised that the minutes and the recording of that meeting have been placed on the Village's website.

Ian Devlin, Belcarra resident, noted that a letter written by Mayor Ross to Metro Vancouver regarding the SVFD fire service review was on Anmore's October 21, 2025 Council Meeting agenda and asked why the letter was not part of Belcarra's Council Meeting agenda.

The Chief Administrative Officer spoke on the inclusion of the letter as part of the Anmore Council Meeting agenda. She advised that a report on the SVFD fire service review will be provided on November 3, 2025. She noted that the letter was been placed on the Village of Belcarra website once made publicly available by Anmore.

17.   ADJOURNMENT

Moved by: Councillor Wilder
Seconded by: Councillor Ruzycki

That the October 20, 2025 Regular Council Meeting be adjourned.

CARRIED

The meeting was adjourned at 7:31 pm

Certified Correct:

Jamie Ross	Amanda Seibert
Mayor	Corporate Officer

COUNCIL REPORT

Date: November 3, 2025

From: Ken Bjorgaard, Financial Consultant

Subject: **2025 Financial Audit Process**

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Recommendation

That the staff report of November 3, 2025, titled "2025 Financial Audit Process" be received into the record for information.

Purpose

This report provides information on the process for the audit of the 2025 Financial Statements.

Background

Financial Statements

The *Community Charter* and *Local Government Act* require local governments to prepare financial statements each fiscal year. The financial statements must be presented in accordance with Public Sector Accounting Board Standards (PSAB) and independently audited by a qualified auditor.

Financial statements include consolidated financial information about a local government and its services and report on the actual financial position (assets and liabilities) and financial activities (revenues and expenditures) for the previous year. It is the responsibility of the local government's chief financial officer to prepare the statements in accordance with PSAB. The statements must be presented to the municipal council for acceptance, and as part of the public record, must be made available for public inspection.

In accordance with audit standards, Council is required to accept the financial statements before the auditors issue their final audit report. Financial statements must also be submitted to the Inspector of Municipalities by May 15 each year.

Independent Audit

An annual audit of a local government's financial statements supports accountability by providing an independent and transparent account of the financial state of each local government. The auditor reports directly to the municipal council and provides an audit opinion on the statements. The audited financial statements must also be available for public viewing and included in both the Statement of Financial Information and the annual municipal report.

Discussion

An audit of the Village's financial statements for the period ending December 31, 2025, is being carried out by the consulting firm KPMG.

A presentation is delivered to Council each year prior to the annual audit to highlight key aspects of the process. Details on the 2025 Financial Audit process are being provided in a presentation delivered by KPMG staff at the November 3, 2025, Regular Council meeting. A copy of the presentation material is also provided as Attachment 1.

Key milestones and dates for the 2025 Financial Audit are provided below:

- Audit Planning Report/Presentation to Council: November 3, 2025
- Interim Audit: November 24 - 28, 2025
- Year End Audit: March 9 - 20, 2026
- Closing Meeting: April 2, 2026
- Financial Statements Report to Council – April 13, 2026
- Audit Findings Report to Council – April 13, 2026

Staff look forward to working with KPMG on the 2025 Financial Statement audit.

Prepared by:

_____
Ken Bjorgaard, Financial Consultant

_____
Melony Burton, Chief Administrative Officer

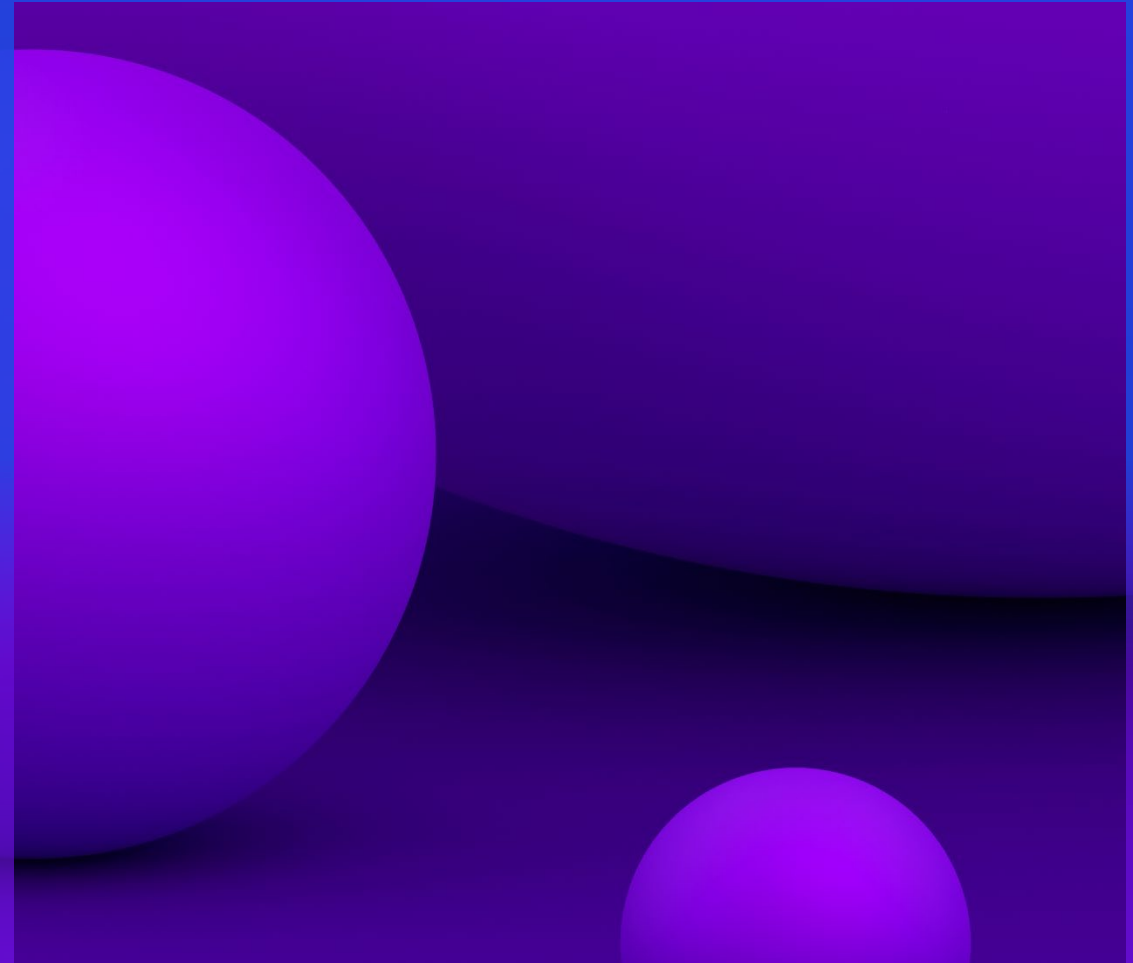Attachment 1: 2025 Financial Audit Process Presentation (KPMG)

KPMG

Village of Belcarra

Audit Planning Report for the year ending December 31, 2025

KPMG LLP

Prepared as of October 28, 2025, for presentation to Council on November 3, 2025

kpmg.ca/audit

KPMG contacts

Key contacts in connection with this engagement

Asifa Hirji, CPA, CA

Lead Audit Engagement Partner

604-777-3921

asifahirji@kpmg.ca

Avery Nguyen, CPA

Audit Manager

778-785-2693

averynguyen@kpmg.ca

Table of contents

Digital use information

This Audit Planning Report is also available as a "hyper-linked" PDF document.

If you are reading in electronic form (e.g. in "Adobe Reader"), clicking on the home symbol on the top right corner will bring you back to this slide.

Click on any item in the table of contents to navigate to that section.
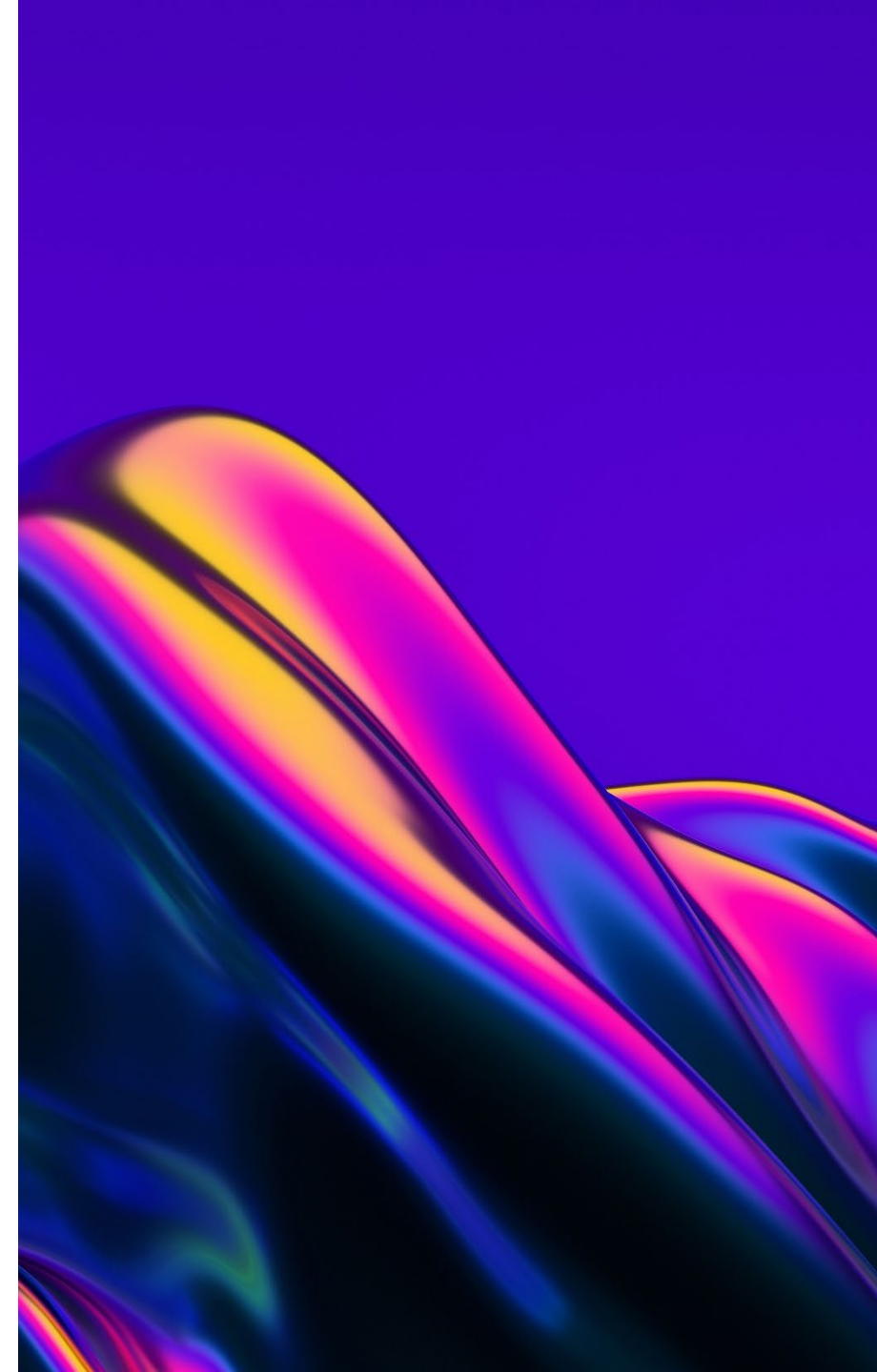
The purpose of this report is to assist you, as a member of Council in your review of the plan for our audit of the financial statements. This report is intended solely for the information and use of management and Council and should not be used for any other purpose or any other party. KPMG shall have no responsibility or liability for loss or damages or claims, if any, to or by any third party as this report to Council has not been prepared for, and is not intended for, and should not be used by, any third party or for any other purpose.

Highlights

⚫ No matters to report   🔘 Matters to report – see link for details

Scope
Our audit of the financial statements of Village of Belcarra (the "Village") as of and for the year ending December 31, 2025 will be performed in accordance with Canadian generally accepted auditing standards. A copy of the engagement contract has been provided to Council in prior years and is available from management.

Audit strategy

Materiality $64,000

⚫ Involvement of others

Risk assessment

🔘 Risk of management override of controls
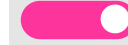
🔘 Other risks of material misstatement

- Tangible capital assets
- Payroll and other operating costs

Newly effective standards

⚫ Accounting standards

🔘 Auditing standards

Future changes to standards and other insights

🔘 Future changes in standards

🔘 Thought leadership and insights

Audit quality and independence

🔘 Audit quality

⚫ Independence

4

Newly effective auditing standard

Effective for the Villages year ended December 31, 2025

ISA 260/CAS 260

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Communications with those charged with governance

Click here for information about CAS 260 from CPA Canada:

Amended CAS 260

Summary of Changes:

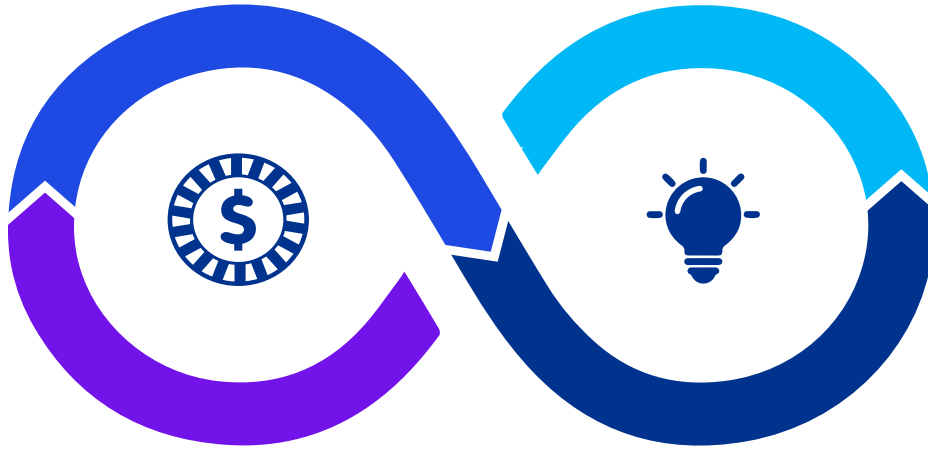New requirements for the auditor to communicate:

- About the relevant ethical requirements, including those related to independence, that the auditor applied to the audit of the financial statements; and

- Any enhanced independence requirement that the auditor applied specific to the audit of financial statements of certain entities.

Materiality

We *initially determine materiality* at a level at which we consider that misstatements could reasonably be expected to influence the economic decisions of users. Determining materiality is a matter of *professional judgment*, considering both quantitative and qualitative factors, and is affected by our perception of the common financial information needs of users of the financial statements as a group. We do not consider the possible effect of misstatements on specific individual users, whose needs may vary widely.

We *reassess materiality* throughout the audit and revise materiality if we become aware of information that would have caused us to determine a different materiality level initially.

Plan and perform the audit

We *initially determine materiality* to provide a basis for:
- Determining the nature, timing and extent of risk assessment procedures;
- Identifying and assessing the risks of material misstatement; and
- Determining the nature, timing, and extent of further audit procedures.

We design our procedures to detect misstatements at a level less than materiality in individual accounts and disclosures, to reduce to an appropriately low level the probability that the aggregate of uncorrected and undetected misstatements exceeds materiality for the financial statements as a whole.

Evaluate the effect of misstatements

We also *use materiality* to evaluate the effect of:
- Identified misstatements on our audit; and
- Uncorrected misstatements, if any, on the financial statements and in forming our opinion.

Initial materiality

Materiality

$64,000

(2024: $72,000)

Total forecasted expenses for the year ended December 31, 2024

$2,145,000

(2024 actual: $2,537,176)

Percentage of benchmark

3.0%

Professional standards prescribe between 0.5% to 3.0%

Audit misstatement posting threshold

$3,200

(2024: $3,600)

Risk assessment summary

Our planning begins with an assessment of risks of material misstatement in your financial statements.

We draw upon our understanding of the Village and its environment (e.g. the industry, the wider economic environment in which the organization operates, etc.), our understanding of the Village's components of its system of internal control, including our business process understanding.

	Risk of fraud	Risk of error	Prior year risk rating
● Management override of controls	✓		Significant
● Tangible capital assets		✓	Base
● Payroll and other operating costs		✓	Base

● PRESUMED RISK OF MATERIAL MISSTATEMENT ● OTHER RISK OF MATERIAL MISTATEMENT

Significant risk

		RISK OF
🔍	**Management override of controls (non-rebuttable significant risk of material misstatement)**	**FRAUD**

Presumption of the risk of fraud resulting from management override of controls

Why is it significant?

Management is in a unique position to perpetrate fraud because of its ability to manipulate accounting records and prepare fraudulent financial statements by overriding controls that otherwise appear to be operating effectively. Although the level of risk of management override of controls will vary from entity to entity, the risk nevertheless is present in all entities.

Our planned response

As this presumed risk of material misstatement due to fraud is not rebuttable, our audit methodology incorporates the required procedures in professional standards to address this risk. These procedures include:

- testing of journal entries and other adjustments
- performing a retrospective review of estimates
- evaluating the business rationale of significant unusual transactions.

Required inquiries of Council

Inquiries regarding risk assessment, including fraud risks

- What are Council's views about fraud risks, including management override of controls, in the Village? And has Council taken any actions to respond to any identified fraud risks?
- Is Council aware of, or has Council identified, any instances of actual, suspected, or alleged fraud, including misconduct or unethical behavior related to financial reporting or misappropriation of assets?
  - If so, have the instances been appropriately addressed and how have they been addressed?
- How does Council exercise oversight over management's assessment of fraud risk and the establishment of controls to address/mitigate fraud risks?
- Is Council aware of any instances of actual or possible violations of laws and regulations, including illegal acts (irrespective of materiality threshold)?
- Is Council aware of any correspondence with regulators or licensing authorities?
- Is Council aware of any additional matters relevant to the audit?

Inquiries regarding the Village's processes

- Is Council aware of or have they received tips or complaints regarding the Village's financial reporting (including those received through the Village's internal whistleblower program, if such programs exist)? If so, what was Council's responses to such tips and complaints?
- Has Council complied with all covenants during the financial statement period to date?
- Have there been any events of default during the financial statement period to date?
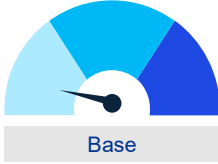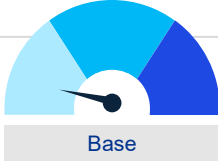
Inquires regarding related parties and significant unusual transactions

- Is Council aware of any instances where the Village entered into any significant unusual transactions?
- What is Council's understanding of the Village's relationships and transactions with related parties that are significant to the Village?
- Is Council concerned regarding relationships or transactions with related parties? If so, what is the substance of those concerns?

Other risks of material misstatement

Area	Level of risk due to error	Our planned response
Tangible capital assets ("TCA")	Base	• Update our understanding and perform a walkthrough of the process activities and controls. • Select a sample of TCA additions and agree the amount recorded to supporting documentation (e.g. invoices) and ensure it is appropriate to capitalize the costs. • Perform analytical procedures to ensure the amortization expense recorded is complete and accurate. • Review significant agreements, if any, for contractual capital commitments and ensure any required disclosures are included in the financial statements.
Payroll and other operating costs	Base	• Update our understanding and perform a walkthrough of the process activities and controls. • Select a sample of payroll expense transactions and agree the amount recorded to payroll registers, employment agreements and the cash payment in the bank statements. • Select a sample of non-payroll operating expense transactions and agree the amount recorded to supporting documentation (e.g. invoices). • Select a sample of payments made, invoices received and amount recorded subsequent to year-end to ensure expenses are recorded in the appropriate fiscal year.

Key milestones and deliverables

Oct – Nov 2025
Planning & risk assessment

- Kick-off with management.
- Planning and initial risk assessment procedures, including identification and assessment of risks of misstatements and planned audit response for certain processes.
- Update our understanding of the Village and its environment.
- Inquire of management about risks of material misstatement.
- Communicate the audit plan.
- Perform inquiries with Council.

Dec 2025
Risk assessment & interim work

- Evaluate components of internal control.
- Perform process walkthroughs for certain business processes.
- Complete risk assessment procedures.
- Update understanding of IT applications and environments.
- Perform interim substantive audit procedures.

Mar – Apr 2026
Year-end fieldwork & reporting

- Update inquiries with management.
- Perform remaining substantive audit procedures.
- Review financial statement presentation and disclosures
- Evaluate results of audit procedures, including control deficiencies and audit misstatements identified (if any).
- Closing meeting with management.
- Present audit results to Council and complete required communications.
- Issue auditor's report on financial statements.

Accelerating work

We have established target due dates for key activities to complete much of our planning and risk assessment work by November 2025 and substantially all of our interim work by December 2025.

Key target due dates for completion of procedures prior to year-end

Determination of materiality	October 2025 - Completed
Communication of audit plan	November 2025
Entity-wide risk assessment procedures	December 2025
Process walkthroughs	December 2025
Perform interim substantive procedures	December 2025

Appendices

1 Audit quality

2 Current developments

3 Thought leadership and insights

Appendix 1: Audit quality

Our commitment to delivering audit quality

We define 'audit quality' as being the outcome when:

- Audits are **executed consistently**, in line with the requirements and intent of **applicable professional standards** within a strong **system of quality management**; and

- All of our related activities are undertaken in an environment of the utmost level of **objectivity, independence, ethics** and **integrity**.

KPMG is committed to fulfilling our public interest role in providing robust assurance that can benefit investors and other stakeholders.

Businesses are integrating technology in ways once unimaginable. Geopolitical changes and inflationary pressures continue to drive uncertainty, and businesses need to take action to respond to societal threats like climate change.

The pace and scale of change only strengthens our resolve to ensure the quality, consistency and adaptability of our services are fit for this new future. Audit and assurance quality remains the highest priority at KPMG.

Through sustained innovation, we aim to consistently deliver superior audit quality. Across the global organization:

- KPMG firms have implemented a consistent risk-based approach to our system of quality management to drive audit and assurance quality, enabling us to meet the requirements of the International Standard on Quality Management 1 (ISQM 1).

- We are utilising powerful technologies on audit and assurance engagements, including artificial intelligence, and leveraging our alliances with technology leaders such as Microsoft to further enhance quality and provide even more value through deeper analysis of businesses, no matter their size.

- We believe the same level of rigour, quality, consistency and trust that is applied to financial statement information by companies should also apply to ESG reporting. Therefore, across the global organization we have deployed an assurance methodology, KPMG Clara workflow and learning tools to upskill and build teams to provide assurance on ESG reporting that helps our clients build a more sustainable future.

We encourage you to read our Transparency Report to learn more about our system of quality management and our firm's statement on the effectiveness of our SoQM:

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Appendix 1: Audit quality (continued)

How do we deliver audit quality?

Quality essentially means doing the right thing and remains our highest priority.

We have strengthened the consistency and robustness of our system of quality management to meet the requirements of ISQM 1 (CSQM 1), issued by the International Audit and Assurance Standards Board. Foundational for quality management, KPMG's globally consistent approach to ISQM 1 drives compliance with the standard and our efforts to strengthen trust and transparency with clients, the capital markets and the public we serve.

Aligned with ISQM 1 (CSQM 1), our SoQM meets the requirements of the International Code of Ethics for Professional Accountants (including International Independence Standards) issued by the International Ethics Standards Board for Accountants (IESBA) and the relevant rules of professional conduct / code of ethics applicable to the practice of public accounting in Canada, which apply to professional services firms that perform audits of financial statements.

Our **Global Quality Framework** outlines how we deliver quality and how every KPMG professional contributes to its delivery.

- **'Perform quality engagements'** sits at the core, along with our commitment to continually monitor and remediate to fulfil our quality drivers.

- Our **quality value drivers** are the cornerstones to our approach underpinned by the **supporting drivers** and give clear direction to encourage the right behaviours in delivering audit quality.
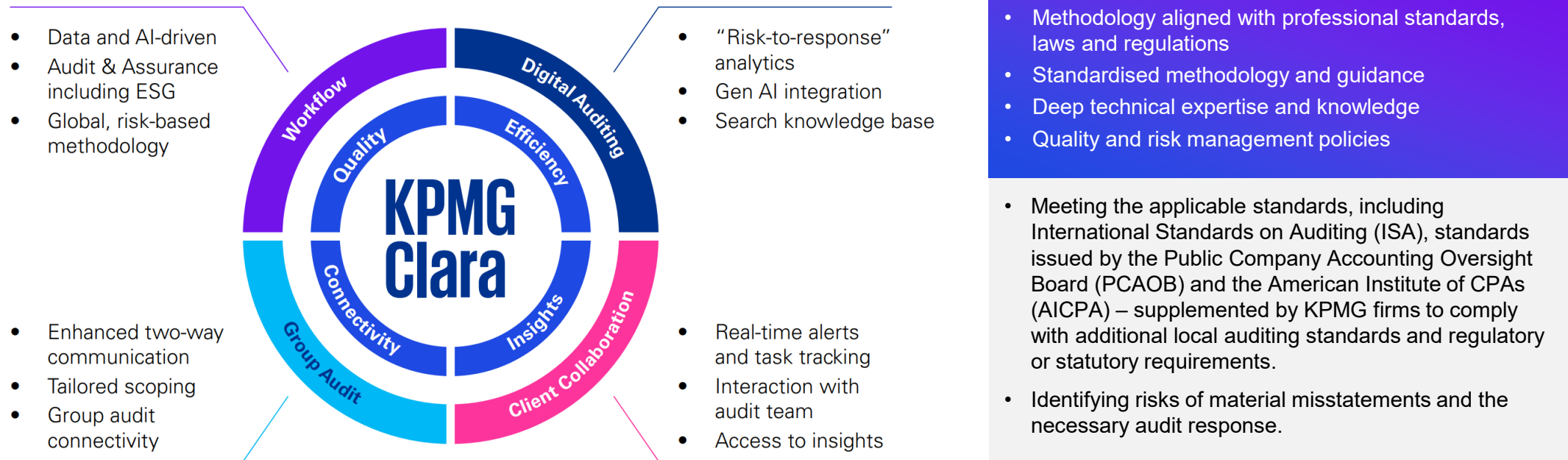
Doing the right thing. Always.

Appendix 1: Audit quality (continued)

The KPMG Audit – Globally consistent audit and assurance methodology and tools

As a scalable, intuitive cloud-based platform, KPMG Clara is driving globally consistent execution across all KPMG member firms. It enables delivery of KPMG audit and assurance methodologies through data-enabled workflows, which align with the applicable audit and assurance standards and provide an improved experience to audit and assurance professionals.

- Data and AI-driven
- Audit & Assurance including ESG
- Global, risk-based methodology

- "Risk-to-response" analytics
- Gen AI integration
- Search knowledge base

Workflow — **Quality** — **Digital Auditing** — **Efficiency**

KPMG Clara

Connectivity — **Group Audit** — **Insights** — **Client Collaboration**

- Enhanced two-way communication
- Tailored scoping
- Group audit connectivity

- Real-time alerts and task tracking
- Interaction with audit team
- Access to insights

- Methodology aligned with professional standards, laws and regulations
- Standardised methodology and guidance
- Deep technical expertise and knowledge
- Quality and risk management policies

- Meeting the applicable standards, including International Standards on Auditing (ISA), standards issued by the Public Company Accounting Oversight Board (PCAOB) and the American Institute of CPAs (AICPA) – supplemented by KPMG firms to comply with additional local auditing standards and regulatory or statutory requirements.
- Identifying risks of material misstatements and the necessary audit response.

Appendix 2: Current developments

Accounting standards

Conceptual Framework for Financial Reporting in the Public Sector

Effective for years commencing on or after April 1, 2026 with early adoption permitted.

- The framework provides the core concepts and objectives underlying Canadian public sector accounting standards.

- The ten chapter conceptual framework defines and elaborates on the characteristics of public sector entities and their financial reporting objectives. Additional information is provided about financial statement objectives, qualitative characteristics and elements. General recognition and measurement criteria, and presentation concepts are introduced.

Financial Statement Presentation

Effective for years commencing on or after April 1, 2026 with early adoption permitted.

- The proposed section PS 1202 *Financial statement presentation* will replace the current section PS 1201 *Financial statement presentation*. PS 1202 *Financial statement presentation*.

- The proposed section includes the following:

  - Relocation of the net debt indicator to its own statement called the statement of net financial assets/liabilities, with the calculation of net debt refined to ensure its original meaning is retained.

  - Separating liabilities into financial liabilities and non-financial liabilities.

  - Restructuring the statement of financial position to present total assets followed by total liabilities.

  - Changes to common terminology used in the financial statements, including re-naming accumulated surplus (deficit) to net assets (liabilities).

  - Removal of the statement of remeasurement gains (losses) with the information instead included on a new statement called the statement of changes in net assets (liabilities). This new statement would present the changes in each component of net assets (liabilities), including a new component called "accumulated other".

  - A new provision whereby an entity can use an amended budget in certain circumstances.

  - Inclusion of disclosures related to risks and uncertainties that could affect the entity's financial position.

Example of a Typical Implementation Approach

Phase 1

- Understand the existing financial reporting processes.

- Examine chart of accounts and trial balance.

- Review accounting policy.

- Gap assessment and implementation plan.

Phase 2

- Data gathering and financial data analysis.

- Budget and performance reporting.

- System and software impacts.

- Implementation and compliance adjustments

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Appendix 2: Current developments (continued)

Accounting standards (continued)

Employee Benefits

Proposed to be effective for years commencing on or after April 1, 2029 with early adoption permitted.

- The Public Sector Accounting Board has issued proposed new standard PS 3251 *Employee benefits* which would replace the current sections PS 3250 *Retirement benefits* and PS 3255 *Post-employment benefits, compensated absences and termination benefits*.

- After evaluating comments received about the July 2021 exposure draft, a new re-exposure draft was released in October 2024. The re-exposure draft continues to use principles from International Public Sector Accounting Standard 39 *Employee benefits* as a starting point to develop the Canadian standard.

- The proposed standard would result in public sector entities recognizing the impact of revaluations of the net defined benefit liability (asset) immediately on the statement of financial position.

- The re-exposure draft also proposes that fully funded post-employment benefit plans use a discount rate based on the expected market-based return of plan assets and unfunded plans use a discount rate based on the market yield of government bonds, high-quality corporate bonds or another appropriate financial instrument. A simplified approach to determining a plan's funding status is provided.

- For most other topics, the re-exposure draft is consistent with the original exposure draft. A few exceptions are:

  - Deferral provisions – Remeasurement gains and losses will be presented as part of accumulated remeasurement gains and losses.

  - Valuation of plan assets – Public sector entities may continue to recognize non-transferable financial instruments that meet the definition of plan assets under existing PS 3250 guidance.

  - Joint defined benefit plans – Defined benefit accounting will be used for measurement of the proportionate share of the plan, instead of previously proposed multi-employer plan accounting which was based on defined contribution plan concepts.

  - Disclosure of other long-term employee benefits and termination benefits – The re-exposure draft does not include prescriptive disclosure requirements for other long-term employee benefits and termination benefits.

- The proposed section PS 3251 *Employee benefits* guidance will be applied retroactively, with or without prior period restatement.

Appendix 2: Current developments (continued)

Accounting standards (continued)

Intangible Assets

Proposed to be effective for years commencing on or after April 1, 2030 with early adoption permitted.

- The Public Sector Accounting Standards Board has issued proposed new standard PS 3155 *Intangible Assets* which would replace Public Sector Guideline 8 *Purchased Intangibles*.

- The standard will include foundational guidance on acquired and internally generated intangibles. It excludes intangible assets addressed in other public sector accounting standards and other intangible items such as exploration and extraction costs for non-renewable resources or intangible assets related to insurance contracts.

- The definition of "intangible assets" requires an intangible resource to be separate and identifiable from goodwill. It also requires that the entity has control over the intangible resource, future economic benefits flow from the intangible resource, and the intangible resource is the result of a past transaction and/or other events.

- Internally generated goodwill is not permitted to be recognized as an asset.

- An intangible resource is recognized when it meets the definition of an intangible asset and the asset's cost can be measured in a faithfully representative way. The generation of the asset is classified into a research phase and a development phase. Expenditures from the research phase of an internally generated project are expensed. An intangible asset arising from the development phase can be recognized if it meets certain requirements.

- Intangible assets are initially measured at cost and subsequently carried at cost less accumulated amortization and accumulated impairment losses. Intangible assets acquired through a non-exchange transaction are measured at fair value as of the date it is acquired.

Cloud Computing Arrangements

- As part of its intangible assets project, the Public Sector Accounting Standards Board is also developing guidance on cloud computing arrangements. To ensure the development of this accounting guidance reflects current practices and needs, a survey was used to gather insights. The survey will inform the Public Sector Accounting Board about the types of cloud computing arrangements being encountered, magnitude of costs, key arrangement terms, current accounting policies and unique challenges in practice.

Appendix 3: Thought leadership and insights

Half of Public Servants Turn to AI Raising Risks

KPMG survey finds public sector unready for AI, low literacy, need for digital sovereignty.

While less than a quarter (**22 per cent**) of Canadian public sector organizations have adopted artificial intelligence (AI), half of the public servants who use AI in their jobs rely on publicly available AI tools, exposing governments to potential risks including data privacy and security breaches, intellectual property theft and exposure to biased or inaccurate information that can lead to legal and ethical issues, finds a new KPMG in Canada research.

Click here for more information

Intelligent Government

The emergence of generative AI, alongside advanced autonomous and agentic systems, is transforming how government and the public sector innovate and operate. Our findings reveal an actionable blueprint for governments and organizations aiming to leverage AI's potential to drive efficiency, reduce time-to-market and improve patient outcomes. This report provides insights into how they can take a value-based approach to AI that helps to accelerate innovation, unlock new growth opportunities, and maximize the impact of their AI investments.

Click here for more information

KPMG 2025 Canadian CEO Outlook

Our 2025 CEO Outlook survey reveals a compelling paradox: Canadian CEOs are increasingly confident in the growth of their companies and industries, yet their optimism about the Canadian and global economies is waning.

Despite the evolving pressures, CEOs alike are proactively focusing on making their organizations more resilient to external shocks. They are not just reacting to changes, but are actively seeking ways to mitigate external risks, improve productivity and optimize revenue.

Click here for more information

Midyear Observations on the 2025 Board Agenda

Disruption, volatility, and uncertainty aren't new operating conditions by any means. But the assumptions that have long driven corporate thinking - the role of government, geopolitical norms, and consistency in US policies as administrations change, and the speed of technological advances—are being upended. Few business leaders have experienced the scope, complexity, and combination of issues companies are facing today—and many will earn their stripes in the months ahead.

Click here for more information

Accelerate–Delving Deeper: The New Standing Items on Audit Committee Agendas

Geopolitical risks are continuing to evolve, generative artificial intelligence (AI) is reshaping the work world and ESG reporting is now mandatory for some organizations. At the same time, cyberattacks are becoming more frequent and sophisticated, but so are the tools to fight them.

Until recently, many of the biggest drivers of this new era were of only cursory interest to audit committees. Now, AI, ESG and cyber are being examined more rigorously and increasingly becoming standing items on the audit committee agenda.

Click here for more information

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Appendix 3: Thought leadership and insights (continued)

Our latest thinking on the issues that matter most to Boards, Committees and management.

KPMG Audit & Assurance Insights
Curated research and insights for audit Committees and Boards.

Sustainability Reporting
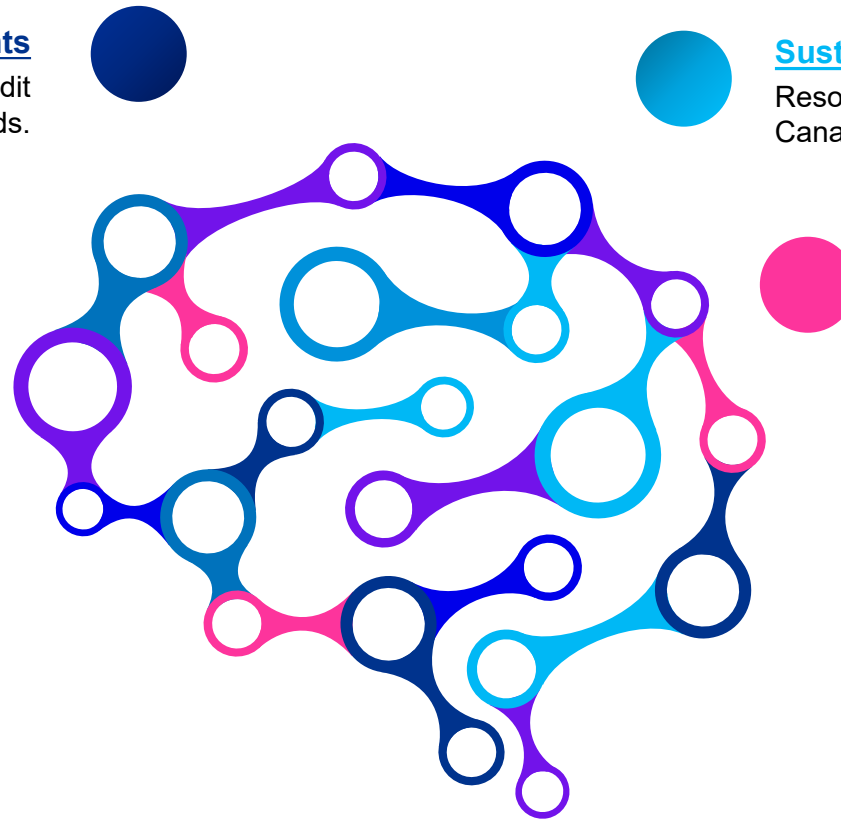Resource centre on implementing the new Canadian reporting standards.

Board Leadership Centre
Leading insights to help board members maximize boardroom opportunities.

Audit Committee Guide – Canadian Edition
A practical guide providing insight into current challenges and leading practices shaping audit committee effectiveness in Canada.

Appendix 3: Thought leadership and insights (continued)

Get ready for Canadian Sustainability Standards Board (CSSB) sustainability disclosures

What was issued?

- The first Canadian Sustainability Disclosure Standards[1], which mark the next step towards equal prominence for sustainability and financial reporting in Canada.

- They are aligned with the IFRS® Sustainability Disclosure Standards, with the exception of effective date and transition relief.

- They are based on existing frameworks and standards, including Task Force on Climate-Related Financial Disclosures (TCFD) and Sustainability Accounting Standards Board (SASB).

- They are investor-focused.

What's the impact?

- Companies applying these standards will report on all relevant sustainability topics (not just on climate) under a consistent framework and focus on how these topics impact a company's prospects.

- Reporting will be connected to the financial statements. Therefore, companies will need processes and controls in place so that they can provide sustainability-related information of the same quality, and at the same time, as their financial information.

What's next?

- The standards are effective from January 1, 2025 on a voluntary basis.

- Canada's provincial and territorial regulators and legislators will determine whether application of the standards should be mandated, and if so, who will need to apply them and over what time frame.

- Some public and private companies may choose to apply them voluntarily – e.g., in response to investor or societal pressure.

[1] Canadian Sustainability Disclosure Standards – CSDS 1 *General Requirements for Disclosure of Sustainability-related Financial Information* and CSDS 2 *Climate-related Disclosures*, both published on December 18, 2024.

kpmg.ca
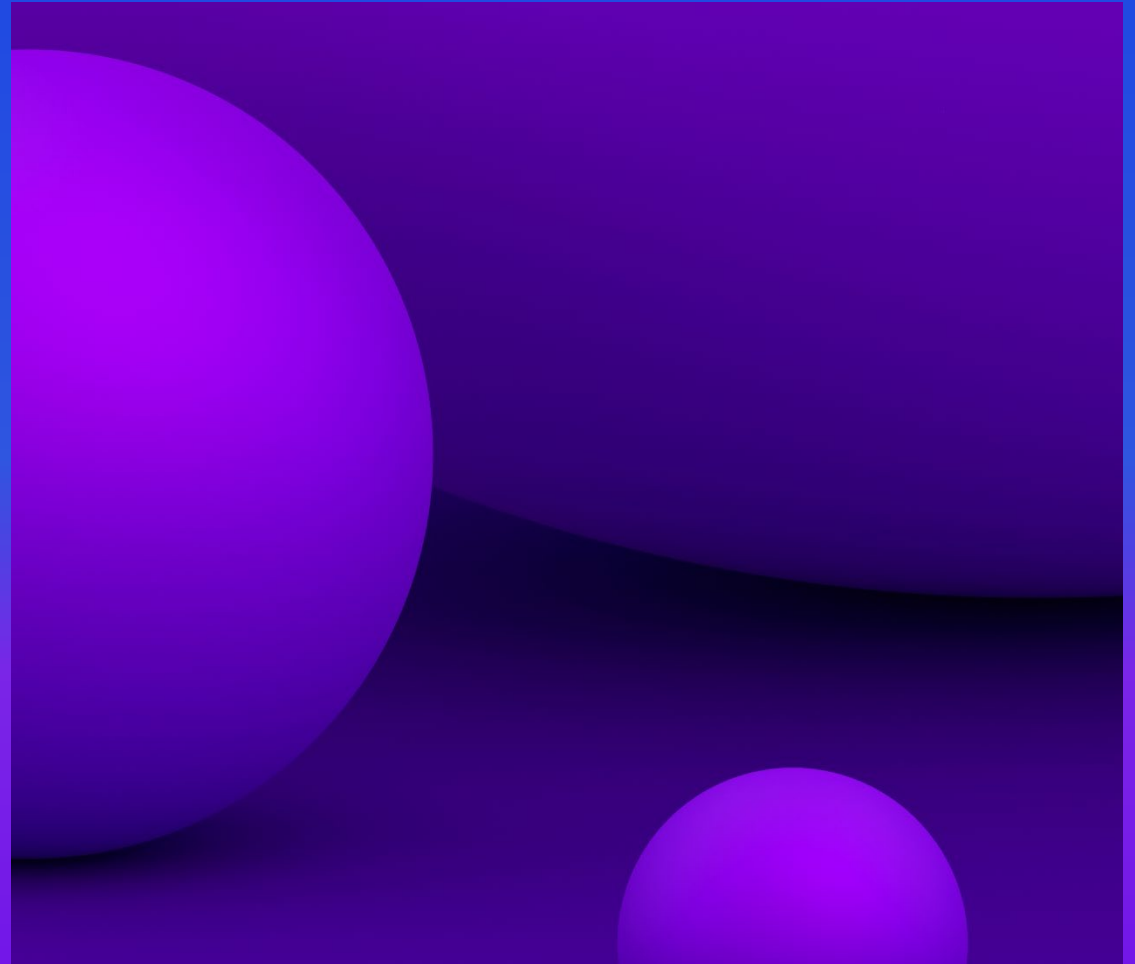
COUNCIL REPORT

Date: November 3, 2025

From: Ken Bjorgaard, Financial Consultant and Melony Burton, Chief Administrative Officer

Subject: 2026 – 2030 Financial Plan: Property Tax and Utility Rate Increases

Recommendation

That the following property tax and utility rate increases be reflected in a 2026 – 2029 Financial Plan Bylaw and amended Fees & Charges Bylaw:

Property Taxes:

3% increase in property taxes in 2026

4% increase in property taxes in each year from 2027 to 2030 (subject to review/change with the next budget cycle).

Water User Fees:

4% increase in water user rates in 2026

4% increase in water user rate in each year from 2027 to 2030 (subject to review/change with the next budget cycle)

Waste & Recycle Depot (WARD) User Fees:

5% increase in WARD user rates in 2026

4% increase in WARD user rate in each year from 2027 to 2030 (subject to review/change with the next budget cycle)

Purpose

The purpose of this report is to seek Council approval on property tax and utility rate increases to bring forward in the form of Financial Plan and Utility Rates Bylaws for first three readings and subsequent adoption.

Discussion

The following proposed 2026 property tax and utility rate increases were presented to the public in a Public Consultation Meeting on October 20, 2025:

3% increase in property taxes, 4% increase in water user rates, and 5% increase in WARD user rates

Input received from the public is included in the agenda minutes for the public consultation meeting on October 20, 2025.

The monetary impact of the above increases on an average assessed value home ($2,595,849) as well as a higher assessed value home ($5,000,000) in Belcarra are provided in the table below.

Impact of Proposed 2026 Increases on Municipal Property Taxes, User Rates and Parcel Tax

| | Proposed 2026 Increases (3% increase in property taxes, 4% increase in water user rates, 5% increase in WARD user rates) | | | | | | | |
| | Impact on Average Assessed Value Home of $2,595,849 | | | | Impact on Assessed Value Home of $5,000,000 | | | |
FOR AVERAGE ASSESSED VALUE RESIDENTIAL CLASS PROPERTY	2025 Actual	2026 Levies	% Increase	$ Increase	2025 Actual	2026 Levies	% Increase	$ Increase
For Homes Connected to Water System								
Property Taxes	3,581	3,688	3.0%	107	6,897	7,104	3.0%	207
Water User Fee (connected to water system)	1,982	2,061	4.0%	79	1,982	2,061	4.0%	79
Water Parcel Tax	1,110	1,110	0.0%	0	1,110	1,110	0.0%	0
Waste & Recycle Depot (WARD) User Fee	672	706	5.0%	34	672	706	5.0%	34
Total Property Taxes, User Rates & Parcel Tax	7,345	7,565	3.0%	220	10,661	10,981	3.0%	320
For Homes Not Connected to Water System								
Property Taxes	3,581	3,688	3.0%	107	6,897	7,104	3.0%	207
Water User Fee (not connected to water system)	1,389	1,445	4.0%	56	1,389	1,445	4.0%	56
Water Parcel Tax	1,110	1,110	0.0%	0	1,110	1,110	0.0%	0
Waste & Recycle Depot (WARD) User Fee	672	706	5.0%	34	672	706	5.0%	34
Total Property Taxes, User Rates & Parcel Tax	6,752	6,949	2.9%	197	10,068	10,365	2.9%	297

Next Steps

Pending Council approval, the tax and rate increases will be reflected in a 2026 – 2029 Financial Plan Bylaw and amended Fees & Charges Bylaw. The first three (3) readings of the bylaws are scheduled for December 1, 2025 and subsequent adoption is scheduled for December 15, 2025.

The first three (3) readings of the 2026 Tax Rate Bylaw will be brought forward by April 30, 2026 after the rates from other taxing authorities have been confirmed. The Tax Rate Bylaw will be brought forward for adoption before the provincial legislated deadline of May 15, 2026.

Prepared by:

_____
Ken Bjorgaard, Financial Consultant

_____
Melony Burton, Chief Administrative Officer

COUNCIL REPORT

Date: November 3, 2025

From: Melony Burton, Chief Administrative Officer

Subject: **Active Transportation Network Plan – Draft Report**

Recommendation

That input provided to staff at the November 3, 2025, Regular Council meeting regarding the Active Transportation Network Plan be considered in preparing the final report.

Purpose

This report provides information on the Active Transportation Network Plan Draft Report as well as information on next steps.

Background

A report titled "Active Transportation Network Plan - Engagement Results' was delivered to Council by staff on July 2, 2025. This report provided a summary of the public input received from the engagement for the Active Transportation Network Plan (ATNP) which included two surveys and an open house. Council supported a recommendation for the input received from the public and Council to be considered in drafting the ATNP report and recommendations. As part of next steps, it was noted that the draft ATNP report would be brought back to Council prior to finalization.

Discussion

Previous transportation projects in the Village faced public opposition due to concerns about their scale and financial impacts. To address this, the ATNP tried to focus on practical, context-specific solutions. However, the feedback revealed opposition to several of the design concepts and improvements. Neutral responses ranged from a general lack of full support to opposition.

Despite the opposition, there was support for low-cost, minimal-impact solutions, including: widened shoulders and/or gravel walkways, trimming back encroached vegetation on road shoulders, maintaining existing trails, maintaining and making minor upgrades to foreshore trails, crosswalk safety improvements, transit shelter upgrades, and speed enforcement.

The ATNP Draft report has been prepared with these considerations taken into account, along with input received from the public and Council. A copy of the report is available in Attachment 1.

Residents expressed a desire in the community for active transportation improvements that enhance safety for people who want to walk and bike throughout the community. At the same time, they emphasized the importance of respecting the community's rural character, managing costs, and recognizing the physical constraints of local roads.

The ATNP responds to this balance of priorities by focusing on strategies that are practical, cost-effective, and sensitive to Belcarra's unique setting, while also laying the foundation for a safer, more connected community. The approach emphasizes steps that can be implemented incrementally and affordably over time to create a cohesive and connected active transportation network. Building on the community's existing network of trails and pathways, the network plan provides context appropriate solutions that focus on enhancing safety and accessibility.

The ATNP includes a list of well-defined and actionable improvement strategies that support Belcarra's priorities. The ATNP thus serves as a guide for creating a safer and more connected active transportation network in Belcarra, ensuring that each project is financially viable and strategically planned to suit the unique needs of Belcarra's residents.
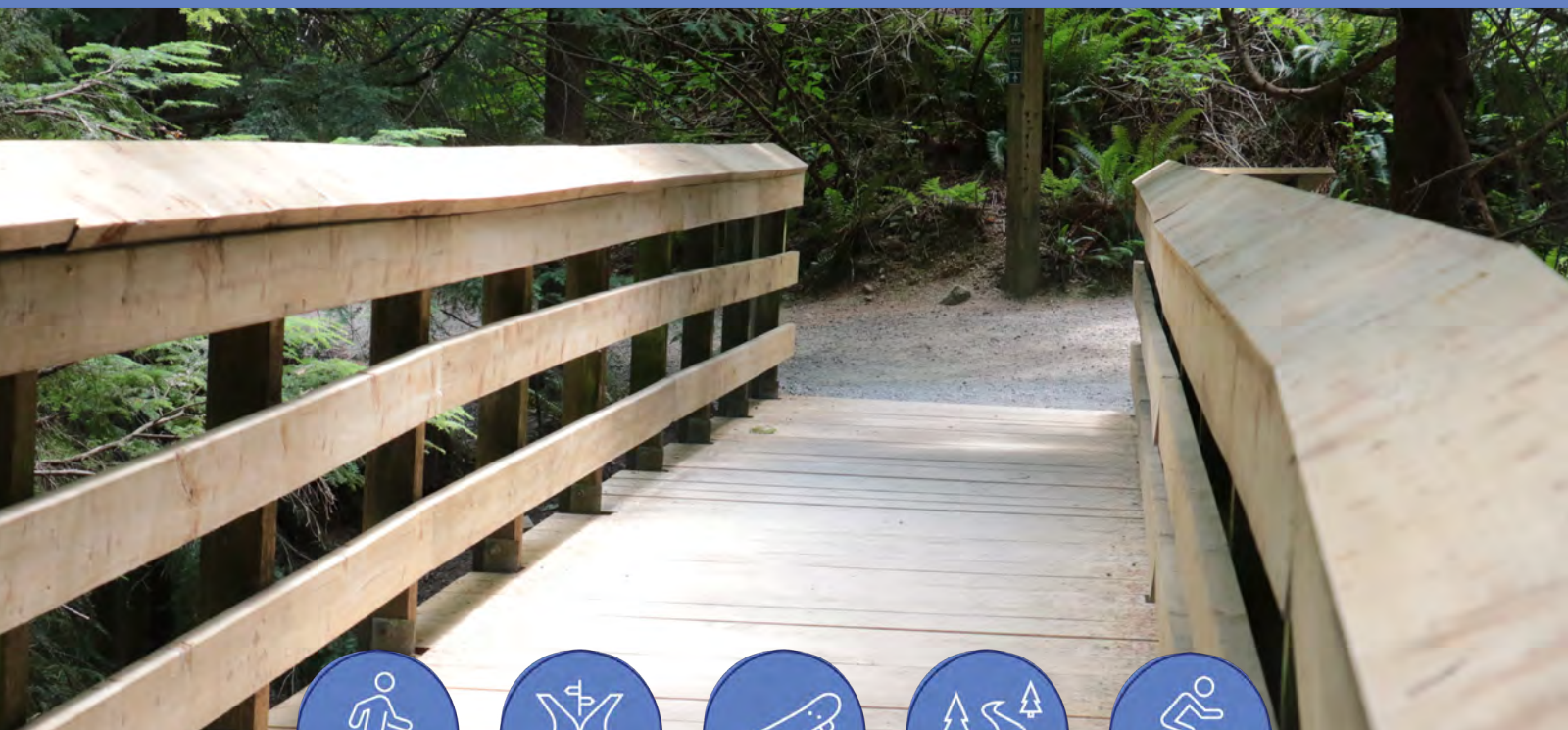
Next Steps

Input received from the public and Council will be considered in preparing the ATNP final report. The final report will be brought back to Council.

Prepared by: Melony Burton
Chief Administrative Officer

Attachment 1: ATNP Draft Report (October 2025)

bunt&associates

ACTIVE TRANSPORTATION NETWORK PLAN

Village of Belcarra

Draft Report | October 2025

VILLAGE OF
BELCARRA
BELCARRA

Corporate Authorization

bunt&associates

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Draft Report
October 2025

1 | INTRODUCTION

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1. INTRODUCTION

The Active Transportation Network Plan (ATNP) for the Village of Belcarra is designed to enhance accessibility, safety, and sustainability within the community. By building out a more inclusive and complete active transportation network, the ATNP will make active transportation a more attractive choice for trips within the community.

1.1   WHAT IS ACTIVE TRANSPORTATION?

Active transportation includes any form of human-powered transportation. It is often synonymous with cycling and walking, however there are many other forms of active transportation such as skateboarding, in-line skating, and mobility scooters. Advancements in technology have introduced new forms of transportation, including pedal assist or fully electric bicycles, electric scooters and skateboards, and other mobility assistance devices, known as micro-mobility. These micro-mobility devices expand the number of people who can make use of active transportation networks.

While Belcarra boasts a network of trails and pathways, its local roads lack infrastructure to safely connect people to key destinations by walking, cycling, or using other modes of active transportation. The village has approximately 15-20 roads and maintains several unofficial trails. To address this, the ATNP will focus on practical, context-specific solutions and improvements to create a safer and more accessible and inclusive active transportation network.

WALKING   **CYCLING**   **SKATEBOARDING**

MICRO-MOBILITY   **... AND MORE!**

An Active Transportation Network includes all routes,
connections, and amenities that support these
modes of travel, including:

PATHWAYS   **CROSSINGS**   **TRAILS**   **BIKE ROUTES**

Benefits of Active Transportation

Active transportation promotes sustainability and livability by offering affordable, healthy, and eco-friendly ways to move around. Enhancing active transportation infrastructure aligns with Belcarra's commitment to preserving its natural beauty and ensuring residents' high quality of life.

Health

Physical activity is widely documented to improve both physical and mental well-being. Active transportation is both an affordable and accessible way to add exercise to a daily routine and increase face-to-face social interaction.

Environment

Vehicle trips, traffic congestion, noise pollution and greenhouse gas emissions are reduced, which can help protect the land and its resources for future generations.

Safety

Increasing awareness and visibility of active transportation users and facilities have shown to result in lower vehicle speeds, which leads directly to safety benefits for vulnerable road users (i.e., children, those with disabilities, older residents).

Society

Transportation options are increased leading to equitable methods of travel to include lower income individuals, youth, older residents, and others who may not have or desire access to a vehicle.

Forms of Active Transportation in Belcarra

Active transportation can take many forms, ranging from traditional modes such as walking and cycling to emerging options like e-scooters and e-skateboards. This Plan focuses on walking and biking, as these are the most common modes to accommodate given the Village's scale, geography, and resources. But these same facilities are often well-suited for other forms of active transportation. Where possible, walking facilities can be designed to be accessible for a range of users, including people using mobility aids such as walkers and wheelchairs. Similarly, cycling facilities can be designed to accommodate other small, low-emission travel modes like e-scooters, wherever possible.

1.2 PLAN PROCESS

Belcarra's Active Transportation Network Plan (ATNP) was developed over four phases beginning in Summer 2024, building from the ground up, and starting with the Village and its residents. By embedding engagement at the heart of the ATNP, the Plan ensures that Belcarra's active transportation future reflects local aspirations, making it feasible and responsive to the community's needs.

Project Process

PHASE 1 BUILDING A FOUNDATION	PHASE 2 EMERGING DIRECTIONS	PHASE 3 DEVELOPING THE PLAN	PHASE 4 FINALIZING THE PLAN
Understanding Existing Network Conditions, Opportunities & Constraints	Developing Active Transportation Improvement Strategies Based on Community Input	Identifying Preliminary Active Transportation Improvement Projects	Refining Improvement Projects and Finalizing the Plan

SUMMER 2024 — FALL 2025

Survey 1 — Feedback on Usage, Concerns, & Opportunities

Survey 2 — Level of Support for Improvement Options

Community Open House

Phase 1 | Building a Foundation

The process began with initiatives to review background information and engage with the community, establishing an understanding of the community context and setting a clear direction for the ATNP.

Phase 2 | Emerging Directions

Building on the knowledge and understanding gained through the first phase, we began identifying emerging directions for the ATNP and developing near, intermediate, and long-term network plans. We brought these ideas forward to Village residents to gather their feedback on improvement options.

Phase 3 | Developing the Plan

We continued to develop the Plan by refining the proposed improvement options to suit the community's needs, ensuring that each resident's concerns were heard and addressed. In this phase, we also began to develop supporting strategies to implement and monitor the Plan's outcomes.

Phase 4 | Finalizing the Plan

In the final phase, we further refined the ATNP based on the review and feedback on the Draft ATNP documents, delivering a finalized, actionable plan that is ready for implementation.

1.3   GOALS AND OBJECTIVES

In Belcarra Council's Strategic Plan, one of the key priorities is to incrementally build out and maintain a path, trail, and road shoulder network. The Village of Belcarra's ATNP also supports several priorities identified in Belcarra's Official Community Plan (OCP), such as the need to develop an Active Transportation Plan and other OCP policies related to active transportation, such as the build-out of a more inclusive and complete active transportation network to make active transportation a more attractive choice for short trips within the community and to access nature.

Project Goals

The ATNP for the Village of Belcarra is designed to enhance accessibility, safety, and connectivity within the community while aligning with broader objectives in the OCP. Key goals include:

1. **Enhance Active Transportation Safety**
Addressing safety concerns related to active transportation, ensuring that infrastructure improvements offer secure and reliable options for residents.

2. **Close Active Transportation Network Gaps**
Identifying and addressing gaps in the current active transportation network to improve biking and walking within the Village for users with diverse accessibility needs.

3. **Support Walking and Biking for Health and Leisure**
Making it easier for residents to walk and bike within the village, supporting walking and biking as safe option for health and leisure activities, such as running, jogging, and walking pets.

4. **Improve Access to Parks and Beaches**
Providing active transportation infrastructure to support local access to parks and beaches. This includes, but is not limited to, təmtəmíxwtən (Belcarra Regional Park) and several foreshore accesses throughout the Village.

5. **Improve Access to Existing Trail Systems**
Improving connections to existing trail systems, such as Cosy Cove, Jug Island Beach, and those on the west side of Buntzen Lake (including the Diez Vistas Trail), as well as access to the Belcarra Paddling Centre. This will benefit residents who use the trails recreationally for walking.

Beyond specific project goals, the ATNP aims to provide broader benefits by contributing to climate change mitigation and improving health outcomes through enabling increased physical activity.

Project Objectives

The following objectives guide the ATNP for Belcarra:

Address Issues in the Draft Official Community Plan

The ATNP seeks to resolve issues highlighted in the Draft OCP, with a focus on improving:

- **Pedestrian and cyclist safety**, particularly through enhanced infrastructure and safer walking environments.
- **Trails and pathways**, including better maintenance of local trails such as the Watson Trail, Tatlow Trail, Taylor Trail, and other existing pathways throughout the Village.
- **Vehicle speed management**, especially along Bedwell Bay Road, to ensure safer conditions for all road users.

Identify Implementation Strategies

The ATNP will lay out actionable steps for the realization of its goals:

- **Explore funding opportunities** from various sources, ensuring the plan's financial viability.
- **Coordinate with roadway projects** to integrate active transportation improvements seamlessly.
- **Establish monitoring and maintenance plans** to ensure the long-term success and upkeep of the transportation network.

Collaborate with Neighbouring Jurisdictions and Governing Agencies

The ATNP emphasizes working with neighbouring communities and agencies such as TransLink, Metro Vancouver, and BC Hydro. This approach aims to:

- Ensure Belcarra's active transportation improvements **complement regional efforts**.
- Facilitate **consistency of active transportation infrastructure** with best practices of the broader Metro Vancouver region.
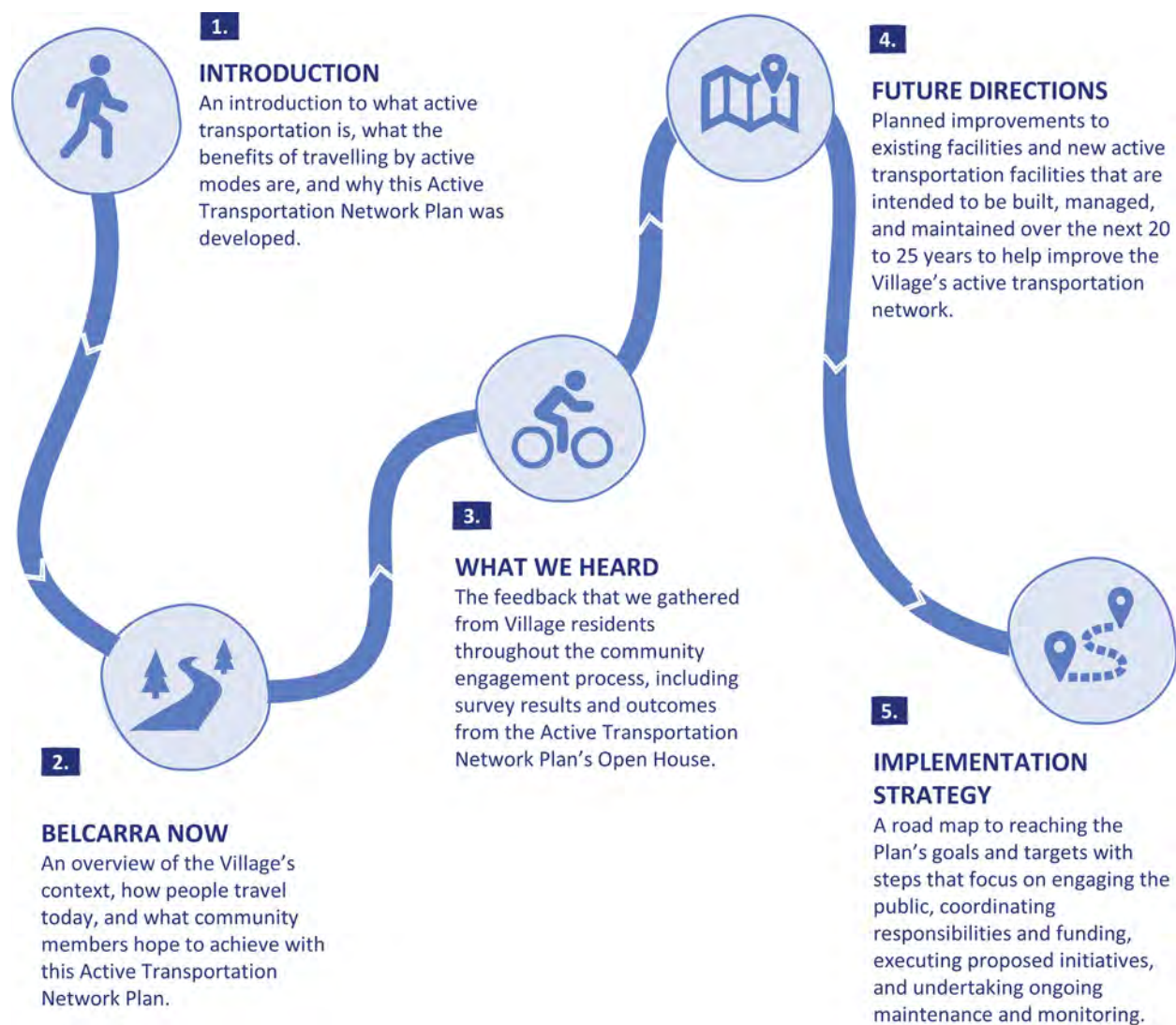
These objectives position the ATNP as a comprehensive and cooperative effort to enhance safety, connectivity, and sustainability, benefiting both Belcarra residents and visitors.

1.4   USING THIS DOCUMENT

This ATNP can serve as a guide for creating a safer and more connected active transportation network in Belcarra, ensuring that each project is financially viable and strategically planned to suit the unique needs of Belcarra's residents. This ATNP should be reviewed and updated periodically as the Village continues to monitor the growth and success of Belcarra's active transportation network. By treating this ATNP as a living document, Belcarra's plans and priorities will be adaptable over time as best practices, emerging technologies, and political directions continue to evolve.

Plan Layout

1.

INTRODUCTION
An introduction to what active transportation is, what the benefits of travelling by active modes are, and why this Active Transportation Network Plan was developed.

2.

BELCARRA NOW
An overview of the Village's context, how people travel today, and what community members hope to achieve with this Active Transportation Network Plan.

3.

WHAT WE HEARD
The feedback that we gathered from Village residents throughout the community engagement process, including survey results and outcomes from the Active Transportation Network Plan's Open House.

4.

FUTURE DIRECTIONS
Planned improvements to existing facilities and new active transportation facilities that are intended to be built, managed, and maintained over the next 20 to 25 years to help improve the Village's active transportation network.

5.

IMPLEMENTATION STRATEGY
A road map to reaching the Plan's goals and targets with steps that focus on engaging the public, coordinating responsibilities and funding, executing proposed initiatives, and undertaking ongoing maintenance and monitoring.

2. BELCARRA NOW

To build a plan for the future of active transportation within Belcarra, it is important to first establish a baseline. This section outlines the land use and demographic characteristics that influence the existing transportation choices and travel patterns across the Village.
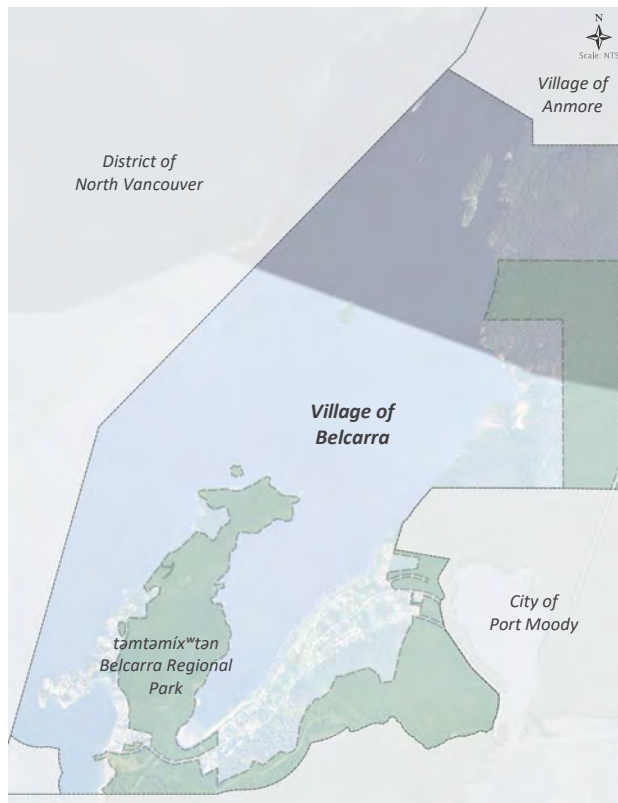
Belcarra Village Boundaries

2.1   LOCAL CONTEXT

The Village of Belcarra is a coastal community that sits along the scenic shores of Indian Arm and Bedwell Bay. Surrounded by conservation and recreation areas, Belcarra is characterized by its tranquility and natural beauty with a population of just 700 residents. Belcarra is located within the traditional territory of the səlilwətaɬ/Tsleil-Waututh Nation between the City of Port Moody and the Village of Anmore.

Belcarra's trails and pathways connect residents and visitors to the natural environment with popular walking, hiking, and biking trails within təmtəmíxʷtən/Belcarra Regional Park and Say Nunth Khaw Yum/Indian Arm Provincial Park. The Springboard Trail offers walking and biking
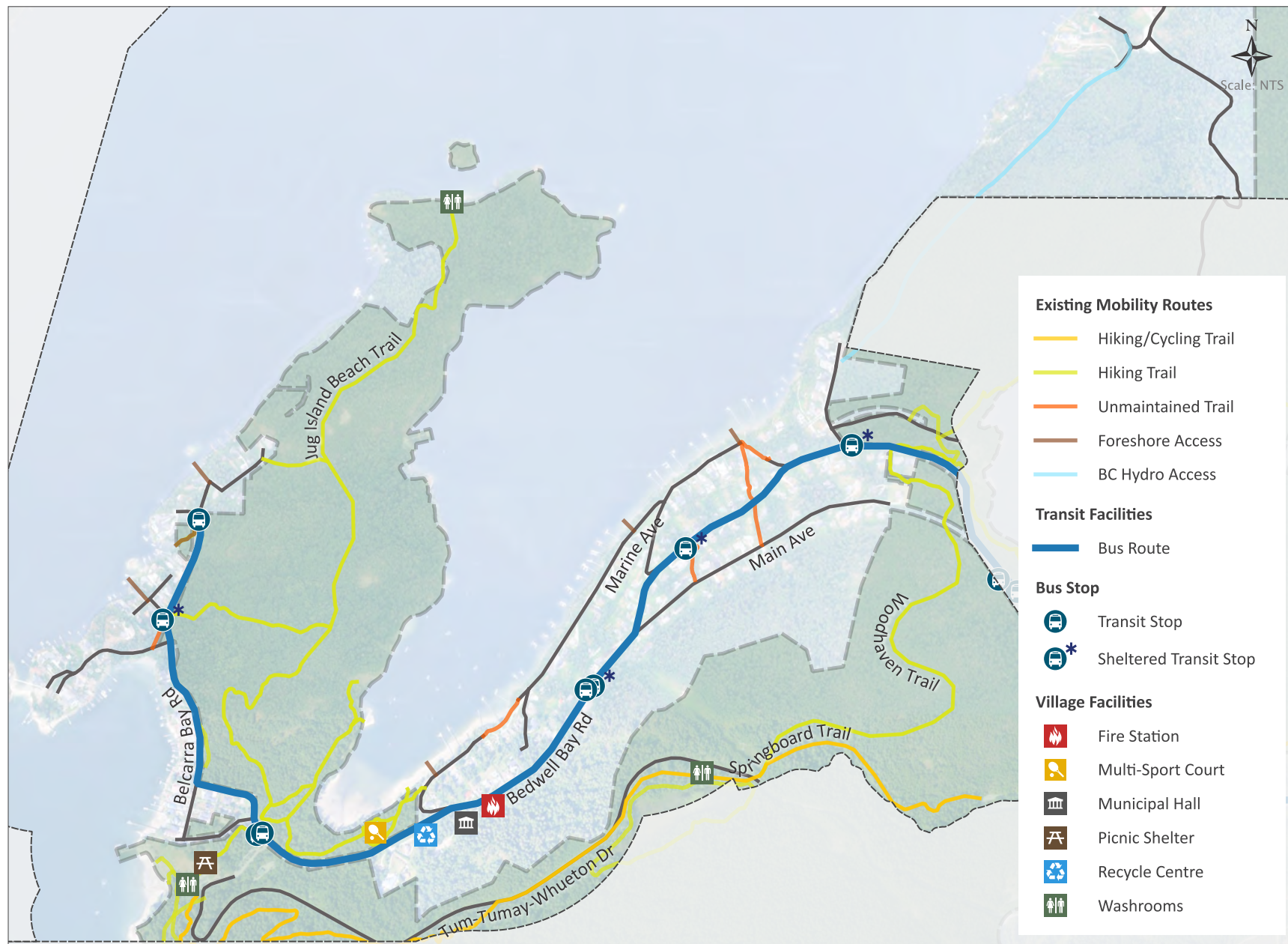
connections along Belcarra's southern border, forming part of Metro Vancouver's Regional Greenway Network. Bus stops along Bedwell Bay Road and Belcarra Bay Road provide transit access into Belcarra Village Centre with connections to Moody Centre.

Primary vehicle routes into Belcarra include Bedwell Bay Road and Tum Tumay Whueton Drive, which provide access to the Belcarra Picnic Area and Jug Island Trailhead. Other vehicle routes provide access into Belcarra's residential areas along Belcarra Bay Road, Marine Avenue, and Main Avenue. Bowser Avenue provides access to the Sasamat Outdoor Centre. White Pine Beach Road provides access from Port Moody into the Farrer Cove area, but, other than a rough BC Hydro service route, there are currently no public connections from the Village into Farrer Cove, and many homes in the area are water-access only. Plans to develop a new road into Farrer Cove are under consideration and referenced in the Village's OCP.

2.2   ACTIVE TRANSPORTATION IN THE VILLAGE OF BELCARRA

Belcarra's active transportation network, shown in **Exhibit 2.1**, is characterized by its many trails and pathways, but the local roads lack supporting infrastructure to connect people to key destinations by walking, cycling, and other modes of active transportation. By focusing on context-specific solutions that align with Belcarra's commitment to preserving its natural beauty, this ATNP can help guide the development of a safe, accessible, and inclusive active mobility network.

EXHIBIT 2.1 | EXISTING MOBILITY NETWORK

Existing Mobility Routes

— Hiking/Cycling Trail
— Hiking Trail
— Unmaintained Trail
— Foreshore Access
— BC Hydro Access

Transit Facilities

— Bus Route

Bus Stop

Transit Stop
Sheltered Transit Stop

Village Facilities

Fire Station
Multi-Sport Court
Municipal Hall
Picnic Shelter
Recycle Centre
Washrooms

2.2.1 EXISTING MOBILITY NETWORK

Belcarra's existing mobility network is the foundation of this Plan. Understanding the local context, limitations, and opportunities provides the knowledge and insights needed to tailor the ATNP to meet Belcarra's unique needs. Building on the community's existing network of trails and pathways, the ATNP was developed with context appropriate solutions that focus on enhancing safety and accessibility.

Tum Tumay Whueton Drive

Tum Tumay Whueton Drive serves as the primary access road into the Belcarra Picnic Area, providing access to public parking for people visiting təmtəmíxʷtən/Belcarra Regional Park. Vehicle volumes are higher than those throughout Belcarra's residential neighbourhoods with more visitor traffic along this roadway, although vehicle speeds are managed with a reduced speed limit of 30 km/hr.

Images of Tum Tumay Whueton Drive

Springboard Trail

The Springboard Trail extends along Tum Tumay Whueton Drive, with several access points to packed gravel walking and cycling paths and a section of an on-street painted bike lane connecting the south boundary of Belcarra to the Belcarra Picnic Area and other major trailheads. There are speed bumps and crosswalks near the trail accesses along Tum Tumay Whueton Drive. Forming part of the Regional Greenway Network, the Springboard Trail is a key link to destinations throughout the region.

Images of Springboard Trail

Bedwell Bay Road

Bedwell Bay Road extends across the Village of Belcarra and provides the sole vehicle access to Belcarra's residential neighbourhoods. It provides access to many trails and pathways, including Jug Island Beach Trail, Bedwell Bay Trail, Woodhaven Trail, and other unmaintained recreational connections including Taylor Trail, Tatlow Trail, and Watson Trail.

Forming part of TransLink's Major Road Network (MRN), Belcarra Bay Road experiences higher resident, truck, and bus traffic than local roads, with many vehicles travelling at higher speeds around corners with limited visibility. While portions of Bedwell Bay Road feature wide shoulders that can be used by pedestrians and cyclists, there are missing links where road shoulders are too narrow to safely accommodate active users. Share the Road signage is used to encourage cyclists to share the vehicle travel lanes.

Belcarra's transit network is accessed primarily by bus stops along Bedwell Bay Road, with some bus stops featuring shelters and benches with marked crosswalks, and others featuring little to no supporting infrastructure for pedestrians and cyclists.

Images of Bedwell Bay Road

Bedwell Bay Trail

Bedwell Bay Trail is a walking trail that runs from Bedwell Bay Road around the old multi-sports court between Marine Avenue and out towards the Bedwell Bay Bluffs Trail.

Images of Bedwell Bay Trail

Woodhaven Trail

Woodhaven Trail extends across Belcarra from Springboard Trail to Sasamat Lake Loop Trail. A crosswalk provides safe passage across Bedwell Bay Road with a wide shoulder on the north side.

Images of Woodhaven Trail

Jug Island Beach Trail

The Jug Island Beach Trail extends from the Belcarra Picnic Area out to Jug Island Beach at the tip of Bedwell Bay. The trail crossing at Bedwell Bay Road is well used by people travelling to and from the Belcarra Picnic Area parking lots and the bus stops along Bedwell Bay Road near Midden Road.

Images of Jug Island Beach Trail

Marine Avenue

Marine Avenue extends along the shoreline parallel with Bedwell Bay Road. It is a local road with low vehicle volumes and speeds and offers trail connections to Bedwell Bay Road and Main Avenue.

Images of Marine Avenue

Recreational Trail Connections to the Beach

There are three unmaintained recreational trails connecting to the beach from Marine Avenue, one of which is currently closed to the public. These connections are currently difficult for most to access.

Images of Recreational Trail Connections to the Beach

East-West Recreational Trail Link

A packed gravel pathway connects the east and west edges of Marine Avenue with expansive views of Bedwell Bay, although there are steep edges that are without rails or other forms of protection.

Images of East-West Recreational Trail Link

Watson Trail

Watson Trail extends from Marine Avenue towards Bedwell Bay Road. The packed gravel pathway features some protective guarding but has narrow portions that are difficult for some users to access.
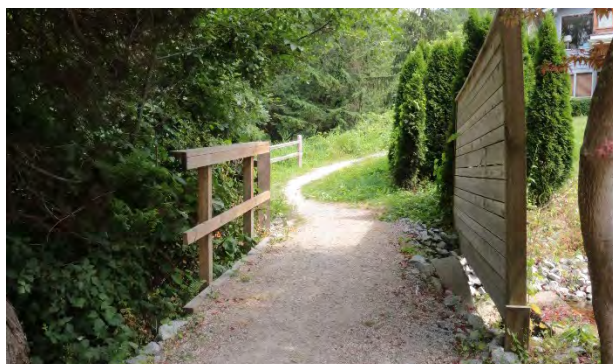
Images of Watson Trail

Tatlow Trail

Tatlow Trail connects across Marine Avenue to Main Avenue. A crosswalk provides passage across Bedwell Bay Road; however, the packed gravel trail features steep slopes and narrow sections.


Images of Tatlow Trail

Main Avenue

Main Avenue runs parallel to Marine Avenue and Bedwell Bay Road. Vehicle volumes and speeds are low, making it a more comfortable alternative to Bedwell Bay Road for pedestrians and cyclists.

Images of Main Avenue

Taylor Trail

Taylor Trail is an unmaintained recreational path that extends from Main Avenue to the bus stop on Bedwell Bay Road near Kelly Avenue, but steep drop-offs and a lack of signage make it difficult to find.
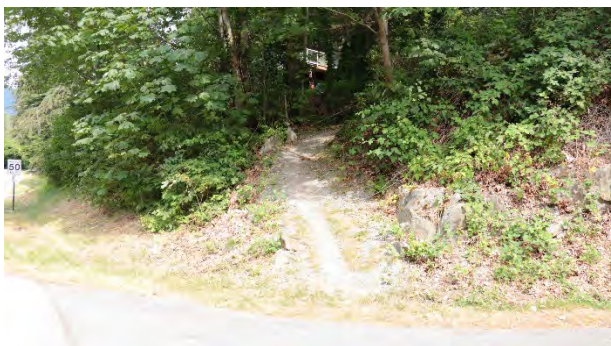
Images of Taylor Trail

2.3   SHAPING INFLUENCES

2.3.1   DEMOGRAPHICS

Demographics often influence transportation choices and travel behavior, playing a key role in shaping the community's unique mobility needs.

- **Belcarra has a small, stable population,** with just over a 5% increase in the population from 2016 to 2021, Belcarra's population rests comfortably with less than 700 residents, making it important not to overdesign Belcarra's mobility network. Improvements should focus on safety and accessibility, while aligning with Belcarra's commitment to preserving its natural beauty.

- **Belcarra is an aging community,** with 30% of the population aged 65 years and older, it is important to ensure that Belcarra's mobility network supports aging in place by providing safe, convenient, and accessible transportation options for people of different ages and abilities.

- **Some of Belcarra's ageing population can no longer drive and may need to take the bus,** improving local area active transportation connections to local TransLink/Coast Mountain Bus Company (CMBC) stops on Bedwell Bay Road can create safer, more convenient access to public transit.

- **Most residents do not commute to work,** with only 25% of the population commuting to work, active mobility can focus on creating opportunities for health, recreation, and leisure, rather than catering to commuter needs.

2.3.2   TRAVEL PATTERNS

Understanding where, when, and how people currently travel in Belcarra – whether by walking, biking, or driving, provides insight into residents' mobility choices, needs, and preferences. These insights shed light on existing barriers, gaps, and opportunities that inform the development of a user focused ATNP.

Belcarra's residents have to travel outside of the community to access most of their daily and essential needs such as groceries, schools, employment, and healthcare. People still travel by active modes several times a week, with 81% of survey respondents using active transportation at least once a week for recreational purposes within the community.

81%
USE ACTIVE TRANSPORTATION AT LEAST ONCE A WEEK

38%
USE ACTIVE TRANSPORTATION EVERY DAY

15%
USE ACTIVE TRANSPORTATION RARELY OR NEVER
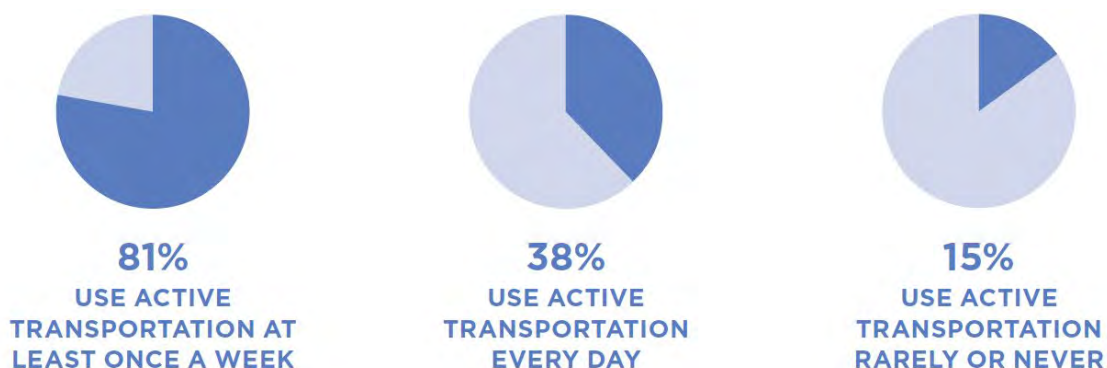
We asked residents to expand on how and why they use active modes, and this is what we heard:

Most Frequently Used Active Travel Modes

Respondents cited **walking is the most frequently used active travel mode**, with 117 respondents ranking it among their top three choices. Cycling and running/jogging were the second most popular modes, each mode selected by 38 respondents.

117 WALKING	38 CYCLING	38 RUNNING/ JOGGING

Eleven open-ended comments were received regarding active travel methods. These comments highlighted safety concerns about walking on roads and expressed a desire for safer conditions to encourage more biking and walking.

## Most Common Reasons for Active Travel

Health and fitness are the most common reason for active travel, cited by 103 respondents, followed by recreation and leisure (82 respondents) and visiting parks and trails (75 respondents).

103 HEALTH & FITNESS	82 RECREATION & LEISURE	75 VISITING PARKS & TRAILS

Eighteen open-ended comments noted the use of active transportation for daily activities, such as collecting mail, dog walking, and visiting friends. There were also comments that emphasized concerns about safety due to the lack of sidewalks and called for improved cycling access on existing trails.

What Would Encourage More Active Travel

65% of respondents cited that better and safer infrastructure and safer conditions would inspire more frequent active travel. 33% of respondents were satisfied with their current active travel habits.

42% BETTER & SAFER INFRASTRUCTURE	23% SAFER CONDITIONS	33% SATISFIED WITH CURRENT HABITS
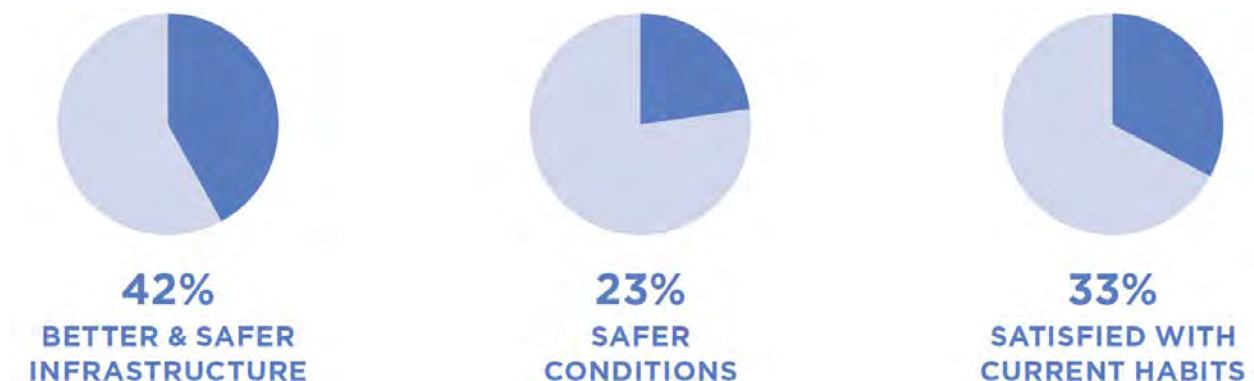
3 | WHAT WE HEARD

3. WHAT WE HEARD

Engagement and communication are the foundation of Belcarra's ATNP, with input gathered from the community, stakeholders, and elected officials throughout the planning process. By embedding engagement at the heart of the ATNP, the Village of Belcarra ensures that its active transportation future reflects local aspirations, making it feasible and responsive to the community's needs.

3.1 ENGAGEMENT AND COMMUNICATIONS APPROACH

The Project Team deployed a range of methods to engage the public, ensuring that residents were informed throughout the process, consulting with community members to help shape the plan, and educating the community about the benefits of active transportation.

Engagement Tools and Techniques

Various engagement methods and communication tools were used to share information, promote engagement opportunities, and gather feedback from the community, including:

- 2 Online Surveys
- 2 Project Posters at Belcarra Municipal Hall and Mailbox Bulletin Boards
- A Project Webpage
- 2 Informational Mail-Outs
- 2 Articles in the Belcarra Barnacle
- 2 Presentations at Village Council Meetings
- A Community Open House

Table 3.1: Engagement Schedule

ENGAGEMENT	DATE
Round 1	*October 21 – November 28, 2024*
Presentation to Council	October 21, 2024
Project Webpage	October 22 – Project Completion
Informational Mail-Outs to Residents	October 22 – 31, 2024
Project Poster at Municipal Hall and Mailbox Bulletin Boards	October 22 – November 28 2024
Online Survey and Print Survey at Belcarra Municipal Hall	October 30 – November 28 2024
Article in the Belcarra Barnacle	November 1, 2024
Round 2	*March 17 – July 7, 2025*
Informational Mail-Outs to Residents	March 17 – 25, 2025
Project Poster at Municipal Hall and Mailbox Bulletin Boards	March 17 – April 13, 2025
Online Survey and Print Survey at Belcarra Municipal Hall	March 21 – April 13, 2025
Article in the Belcarra Barnacle	April 1, 2025
Community Open House at Belcarra Municipal Hall	April 2, 2025
Engagement Results Report to Council	July 7, 2025

The efforts that took place together with what we heard are summarized in the Engagement Summary Reports that are included in **Appendix A** and **B**.

3.2   PUBLIC ENGAGEMENT ACTIVITIES

3.2.1   ENGAGEMENT ROUND 1

The first round of engagement was launched during the Fall of 2024, including a public survey that was open from October 30th to November 28th and a presentation at the Village Council Meeting on October 21st, 2024. The engagement process was advertised using informational mail-outs, project posters posted at the local mailboxes, an advertisement in the Belcarra Barnacle, and a project webpage posted on the Village of Belcarra's website.

Public Survey

143 responses (116 complete and 27 partial) were received for the survey. The purpose of the survey was to capture active travel observations and experiences in Belcarra.

27 Partial Responses

116 Complete Responses

Feedback revealed that residents most frequently use active modes for health and recreation as well as daily needs such as collecting mail, dog walking, and visiting friends. Desired improvements were focused on traffic safety, speed control, and trail maintenance. However, there was an overarching preference towards low impact and low-cost solutions to maintain Belcarra's rural character and reduce financial strains.

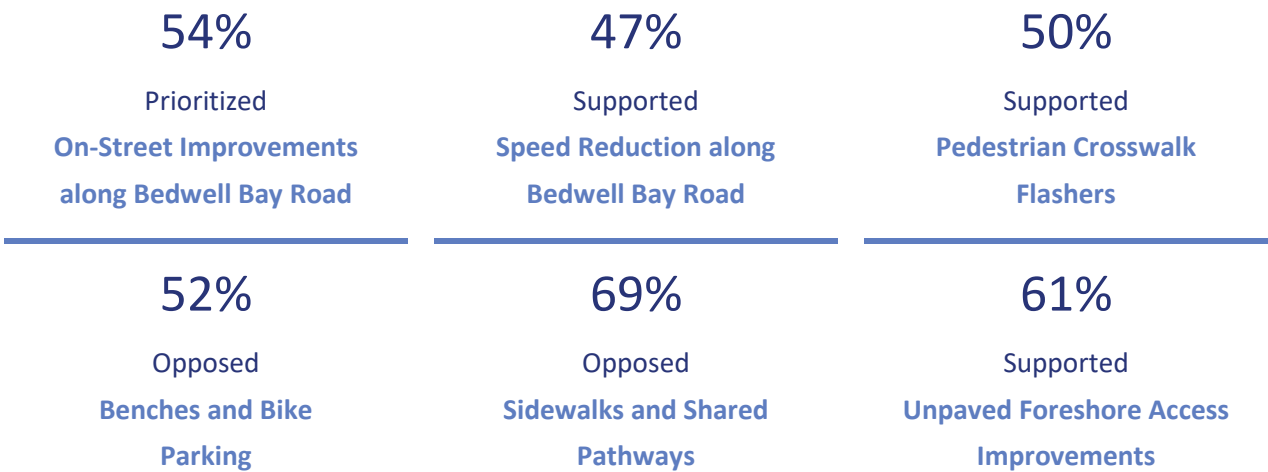|		
38%	**117**	**103**
Travel by Active Modes on a **Daily** Basis	Ranked **Walking** as their Most Frequent Active Mode of Travel	Ranked **Health & Fitness** as a Primary Reason for Travelling by Active Modes
42%	**55%**	**78%**
Indicated that **Better & Safer Infrastructure** would Encourage use of Active Modes More Often	Were **Concerned About Improvements** to the Active Transportation Network	Of Concerned Residents identified the **Cost of Improvements** as a Primary Concern

3.2.2 ENGAGEMENT ROUND 2

The second round of engagement was launched during the Spring of 2025, including a public survey that was open from March 21st to April 13th, an Open House on April 2nd, 2025, informational mail-outs, project posters posted at the local mailboxes, and an advertisement in the Belcarra Barnacle.

Public Survey

166 responses (98 complete and 68 partial) were received for the second survey. The purpose of the survey was to collect feedback from residents about the design options and project segments. Feedback revealed opposition to several design concepts and improvements. However, there was support for low-cost, minimal-impact solutions, including **walkable shoulders, trail maintenance, and speed reduction measures**, along with other improvements such as transit shelters and crosswalk safety improvements.

54%	**47%**	**50%**
Prioritized	Supported	Supported
On-Street Improvements along Bedwell Bay Road	**Speed Reduction along Bedwell Bay Road**	**Pedestrian Crosswalk Flashers**
52%	**69%**	**61%**
Opposed	Opposed	Supported
Benches and Bike Parking	**Sidewalks and Shared Pathways**	**Unpaved Foreshore Access Improvements**

"Thank you for the great information and options your team is suggesting for Belcarra. It's my hope that all of these improvements will greatly enhance the safety of people walking, cycling, and rolling in our village."

"We are a small community of 250ish households. We are having issues paying for our existing infrastructure as it stands now. There is no need to add these features especially when we already have several perfectly safe low traffic walking corridors (i.e., Marine and Maine). Council's priorities should be focused on revenue raising activities like selling surplus land instead of spending dollars we don't have."

"I love where I live and part of the reason I enjoy living in Belcarra is because it is decidedly different from other urban areas. Upgrades are necessary especially where safety is concerned. But I don't want to see Belcarra morph into a mini metropolis."

Community Open House

An Open House was held at Municipal Hall on Wednesday April 2, 2025, from 5:30 to 8:00 PM. Approximately 25 residents attended the event. Feedback from residents at the Open House revealed several recurring themes, with both supportive and opposing feedback to the preliminary design options presented.

Suggestions included:

- Creating packed gravel paths along road shoulders.
- Re-routing cyclists from Bedwell Bay Road to Marine Avenue where traffic is lighter.
- Adding speed humps and raised crosswalks provided that the designs can effectively accommodate emergency vehicle access.
- Improving safety along Bedwell Bay Road by increasing enforcement and implementing traffic calming measures, such as signage, radar signs, and pavement markings.
- Improving safety at the Main Avenue and Bedwell Bay Road intersection.

Areas of concern/opposition included:

- Cost of the proposed projects, emphasizing the importance of a more modest, realistic approach that aligns with Belcarra's small-scale context.
- Accuracy of foreshore access naming.
- Environmental sensitivities at D3 - Scuba Diver Trail foreshore access point, cautioning against development for kayak use.

4 | FUTURE DIRECTIONS

4. FUTURE DIRECTIONS

Building on the community's existing network of trails and pathways, the future network plan provides context appropriate solutions that focus on enhancing safety and accessibility for residents and visitors of Belcarra. The Plan includes a list of well defined and actionable improvement strategies that support Belcarra's priorities.

4.1   EMERGING ISSUES AND IMPROVEMENT STRATEGIES

4.1.1 EMERGING ISSUES

Through public engagement, residents shared their experiences, concerns, and suggestions related to active mobility within Belcarra. The following themes emerged:

Traffic Safety and Speed Control

Many people expressed concerns about vehicle speeding and suggested measures such as speed indicators, enforcement for speeders, and lower speed limits.

Signage and Traffic Diversion

There is a call for better signage to direct park visitors away from the village onto designated roadways, along with calls for blind corner signage and guidance for cyclists.

Trail Maintenance and Improvements

Residents emphasized the importance of maintaining existing trails and forest paths, with improvements to those connecting Watson Road, Main Street, and Belcarra Park.

Road Safety

Suggestions included widening or paving road shoulders for safer walking and biking, crosswalk improvements, trimming hedges to improve visibility, and enhancing road markings for better delineation.

Perceptions of Safety

While some residents believe the village is already safe and requires no changes, others highlighted specific areas needing improvement, particularly for pedestrians and cyclists.

Amenities

Supportive amenities such as transit shelters and bus stop improvements can also support residents in choosing more sustainable modes of transportation.

Desired Safety Measures

Opinions were mixed in terms of desire for safety measures. Some supported better and safer infrastructure and safer conditions, while 33% were satisfied with existing conditions.

42%
BETTER & SAFER
INFRASTRUCTURE

23%
SAFER
CONDITIONS

33%
SATISFIED WITH
CURRENT HABITS
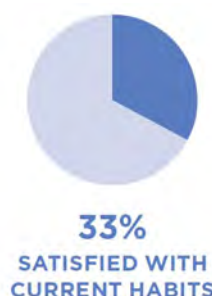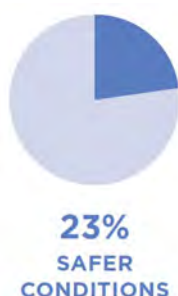
Concerns About Improvements

Over half of respondents identified concerns about the Village of Belcarra improving the Active Transportation Network (55%).

Of the 55% of respondents concerned about improvements to the active transportation network, 78% of respondents cited the cost of infrastructure as the key concern. Additionally, 39% were concerned about ongoing maintenance and upkeep, while 33% expressed concerns about the potential impact on the rural and natural character of the community.

78%
COST OF
INFRASTRUCTURE

39%
ONGOING
MAINTENANCE & UPKEEP

33%
IMPACT ON RURAL &
NATURAL CHARACTER
OF COMMUNITY
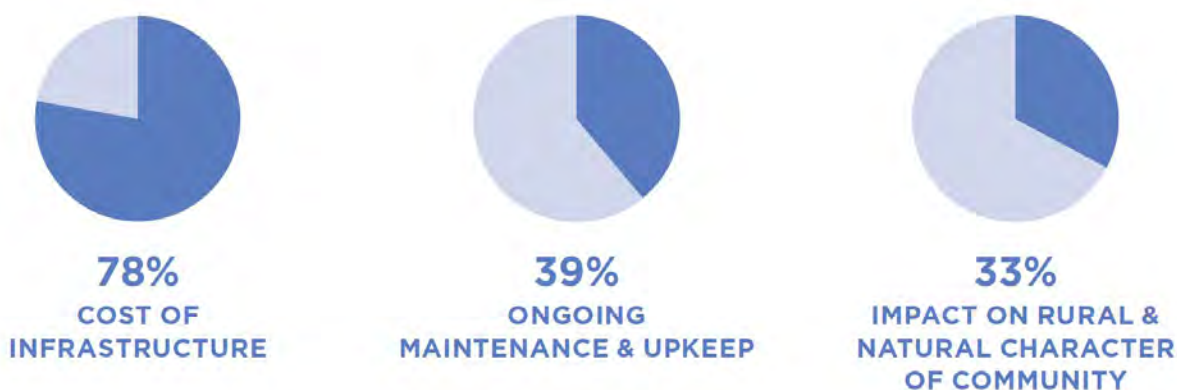
Areas for Improvements

Respondents identified areas on a heat map for where they wish to see active transportation improvements. The resulting heat map shows most of the responses along Bedwell Bay Road, where residents expressed the most concerns for safety and vehicle speeds. Belcarra's existing trails and pathways were also flagged by residents as an opportunity to improve the network without the need for formal sidewalks and bike lanes.
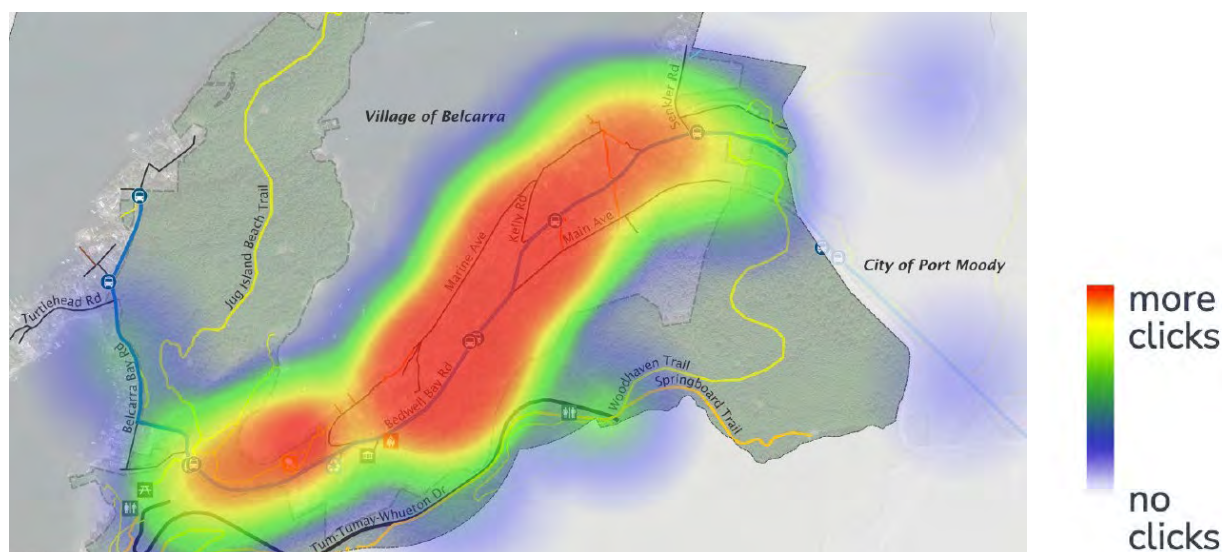
4.1.2 IMPROVEMENT STRATEGIES

Engagement with Belcarra residents highlighted a desire for active transportation improvements that enhance safety for people who want to walk and bike throughout the community. At the same time, residents emphasized the importance of respecting the community's rural character, managing costs, and recognizing the physical constraints of local roads.

The Plan responds to this balance of priorities by focusing on strategies that are practical, cost-effective, and sensitive to Belcarra's unique setting, while also laying the foundation for a safer, more connected community. The approach emphasizes incremental steps that can be implemented easily and affordably yet work together over time to create a cohesive and connected active transportation network. The guiding strategies are as follows:

- **Prioritize safety along Bedwell Bay Road,** using speed reduction measures such as reduced speed limits, speed radar signs, and pavement markings in addition to enforcement of speed limits.
- **Focus on minimalistic design strategies,** such as clearing road shoulders, painting lines to delineate space for walking and cycling, and crossings with lighting and/or pedestrian flashers for improved visibility and safety.
- **Leverage the existing trail network,** focusing on trail maintenance and targeted upgrades such as widening paths, adding stairs or railings, and improving accessibility where needed.
- **Adopt a phased approach to implementation,** breaking larger projects into smaller, manageable steps that align with Belcarra's budget and can be incorporated into programs and capital projects, while working cohesively towards a safer, more connected active transportation network over time.

The ATNP's Active Transportation Design Toolkit, attached as **Appendix C**, provides design options for Belcarra's active transportation facilities, focusing on rural design strategies and low-cost solutions to suit the community's unique needs and interests.

4.2   IMPROVEMENT PROJECTS

The following improvement projects could be considered for Belcarra's unique context. The projects are divided into segments that can be implemented in phases, offering flexibility and reducing upfront costs.

ON-STREET IMPROVEMENTS

A range of on-street walking and biking improvements could be implemented along Bedwell Bay Road along with supporting facilities on Belcarra's local streets and safer crossings for active users.

Bedwell Bay Road Walking & Biking Facilities

The conceptual design recommendations for Bedwell Bay Road are outlined as follows:

Walkable Shoulders

Walkable shoulders are recommended along Bedwell Bay Road as a temporary quick-build solution, which eventually could be replaced with a more permanent treatment or enhanced with physical buffers. Walkable shoulders can be constructed to accommodate pedestrians and cyclists.

Pavement Markings

Pavement markings can be used to mark the roadway as a shared street for cyclists and vehicles. These are best implemented along with signage and speed reduction measures.

Project Segments

The improvement projects for Bedwell Bay Road are segmented as follows:

A1. Belcarra Bay Rd to Midden Rd	**A3.** Marine Ave to Main Ave	**A5.** Kelly Rd to Watson Rd
A2. Midden Rd to Marine Ave	**A4.** Main Ave to Kelly Rd	

Crosswalk Upgrades

The conceptual design option for crosswalk upgrades is outlined as follows:

Pedestrian Flashers and Lighting

Pedestrian lighting and flashers can be used to improve pedestrian visibility and safety at crossings.

Project Segments

The improvement projects for crosswalk upgrades are segmented as follows:

B1. Bedwell Bay Road & Jug Island Beach Trail	**B3.** Bedwell Bay Road & Tatlow Trail
B2. Bedwell Bay Road & Kelly Road	**B4.** Bedwell Bay Road & Woodhaven Trail

OFF-STREET IMPROVEMENTS

Belcarra boasts several existing trails and foreshore accesses, offering opportunities to provide walking and cycling connections that are separated from vehicular traffic. However, many of these facilities are currently unmaintained and often too narrow or steep to comfortably accommodate most users.

Recreational Trail Improvements

The conceptual design recommendations for recreational trails are outlined as follows:

Paved Trail (Marine Avenue)

A paved trail is recommended to connect active modes across the east and west sections of Marine Avenue. This recommendation aligns with emergency vehicle access requirements and readily accommodates pedestrians and cyclists, providing a safe alternate route from Bedwell Bay Road.

Unpaved Trails

The remaining trails throughout the Village are recommended to remain unpaved trails. Improvements to these trails could be made to improve safety, access, and comfort where feasible, with widening, improved signage, and ongoing trail maintenance.

Project Segments

The improvement projects for recreational trails are segmented as follows:

C1. Marine Trail	**C3.** Taylor Trail	**C5.** Main Trail
C2. Watson Trail	**C4.** Tatlow Trail	**C6.** Turtlehead Trail

Foreshore Access Improvements

The conceptual design recommendations for foreshore accesses are outlined as follows:

Unpaved Trails Or Stairs

Unpaved trails or stairs provide access to Belcarra's foreshore. Improvements to these trails or stairs can be made to improve safety, access, and comfort, along with regular and ongoing trail maintenance.

Project Segments

The improvement projects for recreational trails are segmented as follows:

D1. Marine Avenue East	**D3.** Suba Divers Trail	**D5.** Coombe Lane
D2. Marine Avenue West	**D4.** Whiskey Cove Lane	**D6.** Salish Road

SPEED REDUCTION MEASURES

Speed reduction measures help slow down vehicles to make roads safer for people walking and biking.

Bedwell Bay Road Speed Reduction

The conceptual design options for Bedwell Bay Road speed reduction are outlined as follows:

Reduced Speed Limits

Reduced speed limits can encourage drivers to slow down, making roads safer for people walking and biking, and discouraging non-residents from driving along the roadway. Reducing speed limits along sections of Bedwell Bay Road (e.g., Village entrance sign to Belcarra Bay Road) offers a quick, easy to implement, low-cost, and effective approach to improving safety for all users along the roadway.

Speed Radar Signs

Radar speed signs are pole mounted devices equipped with radar speed detectors that slow drivers down by alerting them of their speed. Providing speed radar signs in strategic locations (i.e., locations where speeding is known to occur) along Bedwell Bay Road may be a quick way to encourage and remind drivers to slow down.


Pavement Markings

Pavement markings are road surface markings that guide and regulate traffic to improve safety for all users, including drivers, cyclists, and pedestrians. Pavement markings include symbols and words indicating speed limits, reminding drivers to slow down, and designating road users in shared spaces.

Speed Enforcement

The Village can request periodic speed enforcement from the RCMP to target sections of Bedwell Bay Road with known speeding issues or high pedestrian/cyclist use.
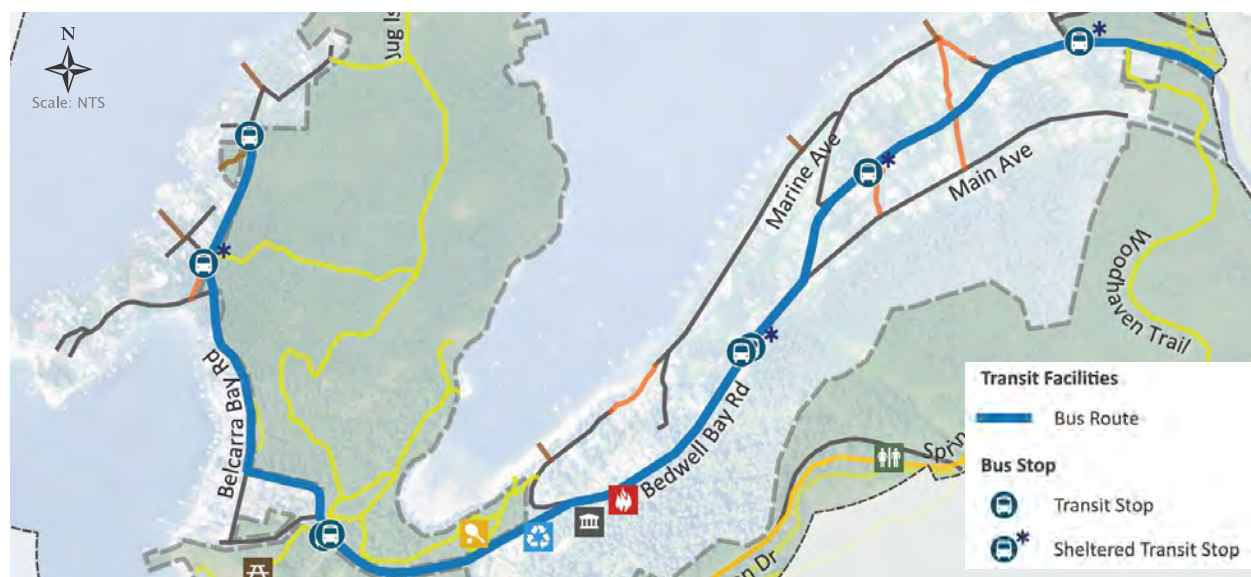
SUPPORTIVE AMENITIES

Supportive amenities support safe and enjoyable trips for people of all ages and abilities.

Transit Shelters

Integrating active transportation with public transit helps support multimodal connectivity, especially for longer trips that couldn't be made by walking or biking alone. Transit shelters play a critical role in providing comfort, safety, and accessibility for transit users, particularly during inclement weather and peak travel times.

There are eight bus stops in Belcarra, run by CMBC. CMBC is the contract operator for bus transit services in Metro Vancouver and is a wholly owned subsidiary of TransLink. Belcarra's transit stops include:

E1. SB Belcarra Bay Rd @ Whiskey Cove Rd

E2. SB Belcarra Bay Rd @ Salish Rd*

E3. WB Bedwell Bay Rd @ Midden Rd

E4. EB Bedwell Bay Rd @ Midden Rd

E5. EB Bedwell Bay Rd @ 3900 Blk*

E6. WB Bedwell Bay Rd @ 3900 Blk

E7. EB Bedwell Bay Rd @ Kelly Ave*

E8. WB Bedwell Bay Road @ Senkler Rd*

The Village owns four transit shelters at Bedwell Bay Road and Senkler Road, Bedwell Bay Road Kelly Avenue, Bedwell Bay Road at 3900 Block (eastbound), and Belcarra Bay Road and Salish Road (indicated by an asterisk* in the list above). The shelter at Senkler Road was recently damaged, and the other two are in poor condition and due for replacement. To help support walking and biking trips to transit, the Village plans to replace and add shelters to transit stops where space allows.
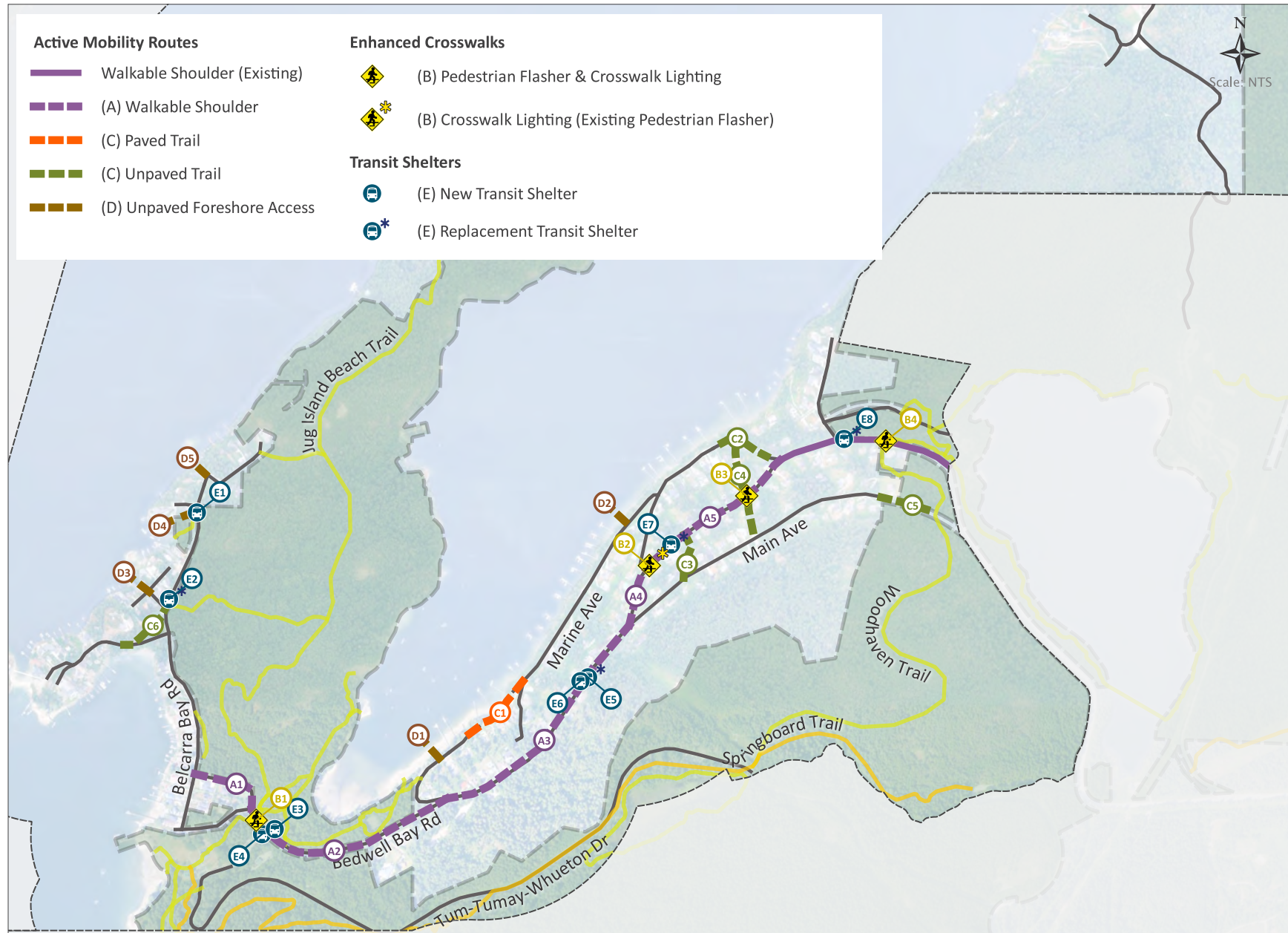
4.3 FUTURE NETWORK PLAN

The active transportation network improvement projects, shown in **Exhibit 4.1**, focus on providing low-cost solutions to improve safety for people walking and biking in Belcarra. The projects, outlined in **Table 4.1** below, provide immediate benefits to residents and help build support for future active transportation initiatives. These projects can be coordinated with other capital projects and prioritized for implementation with available operational and capital funding.

Table 4.1: Active Transportation Network Improvement Projects

MAP REF	ROUTE	SEGMENT	IMPROVEMENT
A1	Bedwell Bay Rd	Belcarra Bay Rd - Midden	Walkable Shoulder
A2	Bedwell Bay Rd	Midden Rd - Marine Ave	Walkable Shoulder
A3	Bedwell Bay Rd	Marine Ave - Main Ave	Walkable Shoulder
A4	Bedwell Bay Rd	Main Ave - Kelly Rd	Walkable Shoulder
A5	Bedwell Bay Rd	Kelly Rd - Watson Rd	Walkable Shoulder
B1	Bedwell Bay Rd	Bedwell Bay Road & Jug Island Beach Trail	Pedestrian Flasher & Crosswalk Lighting
B2	Bedwell Bay Rd	Bedwell Bay Road & Kelly Road	Crosswalk Lighting
B3	Bedwell Bay Rd	Bedwell Bay Road & Tatlow Trail	Pedestrian Flasher & Crosswalk Lighting
B4	Bedwell Bay Rd	Bedwell Bay Road & Woodhaven Trail	Pedestrian Flasher & Crosswalk Lighting
C1	Marine Trail	Marine Ave West - Marine Ave East	Paved Trail
C2	Watson Trail	Marine Ave - Watson Rd	Unpaved Trail
C3	Taylor Trail	Bedwell Bay Rd - Main Ave	Unpaved Trail
C4	Tatlow Trail	Marine Ave - Main Ave	Unpaved Trail
C5	Main Trail	Main Ave - Woodhaven Trail	Unpaved Trail
C6	Turtlehead Trail	Turtlehead Rd - Salish Rd	Unpaved Trail
D1	Marine Ave East	Marine Ave East - Foreshore (1)	Unpaved Foreshore Access
D2	Marine Ave West	Marine Ave West - Foreshore (2)	Unpaved Foreshore Access
D3	Salish Rd	Salish Rd - Foreshore (6)	Unpaved Foreshore Access
D4	Whiskey Cove Lane	Whiskey Cove Lane - Foreshore (4)	Unpaved Foreshore Access
D5	Coombe Lane	Coombe Lane - Foreshore (5)	Unpaved Foreshore Access
E1	Belcarra Bay Rd	SB Belcarra Bay Rd @ Whiskey Cove Rd	New Transit Shelter
E2	Belcarra Bay Rd	SB Belcarra Bay Rd @ Salish Rd	Replacement Transit Shelter
E3	Bedwell Bay Rd	WB Bedwell Bay Rd @ Midden Rd	New Transit Shelter
E4	Bedwell Bay Rd	EB Bedwell Bay Rd @ Midden Rd	New Transit Shelter
E5	Bedwell Bay Rd	EB Bedwell Bay Rd @ 3900 Blk	New Transit Shelter
E6	Bedwell Bay Rd	WB Bedwell Bay Rd @ 3900 Blk	New Transit Shelter
E7	Bedwell Bay Rd	EB Bedwell Bay Rd @ Kelly Ave	Replacement Transit Shelter
E8	Bedwell Bay Rd	WB Bedwell Bay Road @ Senkler Road	Replacement Transit Shelter
N/A	Bedwell Bay Rd	Belcarra Bay Rd - Municipal Boundary	Speed Reduction Measures

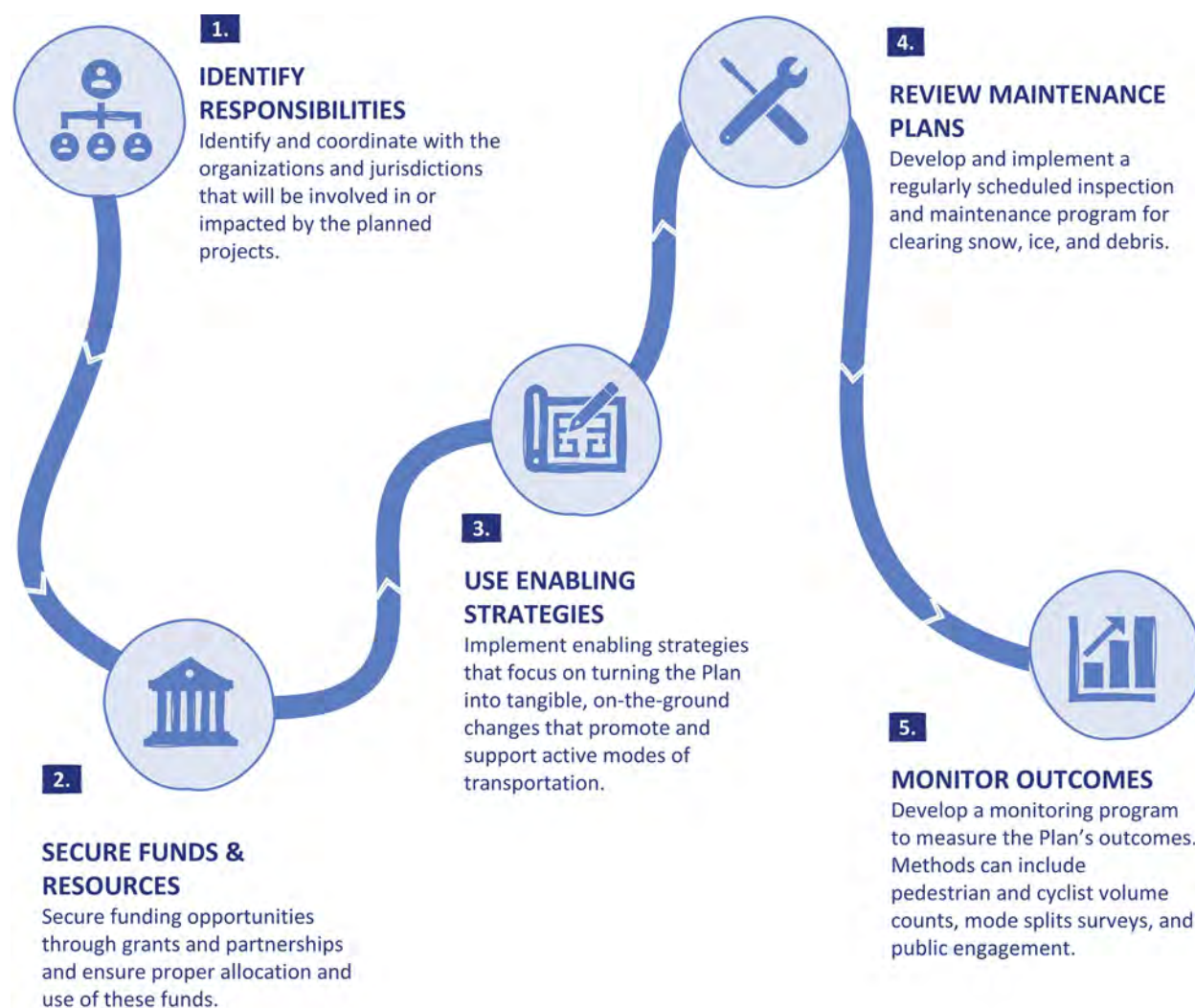## EXHIBIT 4.1 | ACTIVE TRANSPORTATION NETWORK IMPROVEMENTS

Active Mobility Routes

- Walkable Shoulder (Existing)
- (A) Walkable Shoulder
- (C) Paved Trail
- (C) Unpaved Trail
- (D) Unpaved Foreshore Access

Enhanced Crosswalks

- (B) Pedestrian Flasher & Crosswalk Lighting
- (B) Crosswalk Lighting (Existing Pedestrian Flasher)

Transit Shelters

- (E) New Transit Shelter
- (E) Replacement Transit Shelter

Scale: NTS

5 | IMPLEMENTATION STRATEGY

5. IMPLEMENTATION STRATEGY

A well-structured implementation strategy helps facilitate the actions and initiatives outlined in Belcarra's ATNP, turning the Plan into tangible, on-the-ground changes that promote and support all modes of transportation. The implementation strategy is supported by maintenance plans to keep Belcarra's active transportation facilities functional throughout their lifespan, and monitoring techniques to measure the growth and success of the Plan, guiding future updates as best practices, emerging technologies, and political directions continue to evolve.

5.1 IMPLEMENTATION ROAD MAP

An implementation plan translates the actions and initiatives of the ATNP into real, on-the-ground improvements that make walking and biking in Belcarra safer and more accessible. Through public engagement, clear coordination of responsibilities, and secure funding, the strategies outlined below are designed to deliver tangible benefits for the community. The Plan also includes maintenance and rehabilitation measures to ensure trails, pathways, and other facilities remain functional over time. Finally, by monitoring the network's growth and outcomes, Belcarra will be able to track how the Plan influences travel behavior and adapt to evolving best practices, new technologies, and community priorities.

Implementation Roadmap

1. IDENTIFY RESPONSIBILITIES
Identify and coordinate with the organizations and jurisdictions that will be involved in or impacted by the planned projects.

2. SECURE FUNDS & RESOURCES
Secure funding opportunities through grants and partnerships and ensure proper allocation and use of these funds.

3. USE ENABLING STRATEGIES
Implement enabling strategies that focus on turning the Plan into tangible, on-the-ground changes that promote and support active modes of transportation.

4. REVIEW MAINTENANCE PLANS
Develop and implement a regularly scheduled inspection and maintenance program for clearing snow, ice, and debris.

5. MONITOR OUTCOMES
Develop a monitoring program to measure the Plan's outcomes. Methods can include pedestrian and cyclist volume counts, mode splits surveys, and public engagement.

5.2   RESPONSIBILITIES

Successful implementation of the ATNP relies on collaboration between multiple jurisdictions. Each has a distinct role to play in shaping, delivering, and maintaining active transportation improvements in Belcarra.

Village of Belcarra

The Village is the lead agency responsible for implementing the ATNP. This includes adopting policies and bylaws that support walking and cycling, prioritizing and advancing projects, and coordinating with regional and provincial partners. The Village will also oversee local trail and pathway maintenance, ensure community priorities are reflected in project delivery, and monitor the performance of the active transportation network over time.

Metro Vancouver Parks

Metro Vancouver Parks manages regional parks and trails within and adjacent to Belcarra. Their role includes ensuring that regional greenways, trails, and park access points connect seamlessly with the Village's active transportation network. Collaboration will focus on integrating wayfinding, trail access points, and exploring opportunities to expand recreational and commuter connections through the regional park system.

TransLink

As the regional transportation authority, TransLink's role is to provide safe, reliable, and accessible transit services that complement active transportation. This includes ensuring bus stops and facilities are integrated with walking and cycling connections, supporting investments in end-of-trip amenities, and coordinating regional funding programs that can help advance ATNP projects. TransLink's broader planning initiatives will also guide how Belcarra's network fits within the region's sustainable transportation system.

Province of British Columbia

The Province of British Columbia plays an enabling role in advancing active transportation initiatives at the municipal level. While municipalities are responsible for planning and delivering local projects, the Province supports these efforts by setting overarching policy direction, providing grant funding, and offering technical guidance through resources such as the *BC Active Transportation Design Guide*.

The Province also establishes the legislative framework for road safety and works in partnership with local and regional governments to ensure networks connect across boundaries and align with broader provincial goals for climate action, health, and sustainable communities.

Federal Government of Canada

The Federal Government supports active transportation through policy leadership and funding programs. Canada's National Active Transportation Strategy (2021–2026) outlines a vision for safe, accessible, and inclusive active transportation across the country. Guided by the A-C-T-I-V-E framework—Awareness, Coordination, Targets, Investments, Value, and Experience—the strategy promotes multimodal connectivity and sustainable mobility. Key funding programs include the Active Transportation Fund (ATF), which allocates $400 million to support infrastructure projects such as trails, bike lanes, and pedestrian pathways. Additional federal programs like the Investing in Canada Infrastructure Program (ICIP) and the Canada Community-Building Fund offer opportunities for municipalities like Belcarra to secure financial support for active transportation initiatives.

ICBC

ICBC plays a vital role in enhancing road safety through its Road Improvement Program, which provides cost-sharing opportunities, technical expertise, and data analysis to support infrastructure upgrades. Since its inception, ICBC has partnered on over 9,000 projects across B.C., including pedestrian and cyclist safety improvements such as crosswalk enhancements, protected bike lanes, and intersection upgrades. ICBC uses crash data to identify high-risk locations and supports both reactive and proactive safety interventions. Their investments help reduce collisions, injuries, and insurance claims, contributing to safer roads and more affordable insurance for British Columbians.

5.3 FUNDING OPPORTUNITIES

Delivering active transportation projects in Belcarra will require collaboration across jurisdictions and strategic use of external funding sources. Several regional, provincial, and federal programs are available to help small communities like Belcarra provide new walking and cycling facilities.

These programs offer cost-sharing opportunities that can significantly reduce the financial burden on the Village while accelerating the delivery of safe and accessible infrastructure. The following subsections highlight key funding streams that Belcarra may pursue to implement the ATNP.

Regional Funding

TransLink's Bicycle Infrastructure Capital Cost Share (BICCS) Program

TransLink's Bicycle Infrastructure Capital Cost Share (BICCS) Program provides funding for new or improved bicycle infrastructure projects located in areas with "high cycling potential", including cost sharing of up to 50% for projects meeting eligibility criteria in Belcarra.

TransLink's Walking Infrastructure to Transit (WITT) Program

TransLink's Walking Infrastructure to Transit (WITT) Program provides cost-sharing opportunities for projects that improve the pedestrian environment around transit stations and stops, covering up to 75% of eligible project costs for local governments with populations under 15,000.

TransLink's Major Road Network and Bike (MRNB) Program

TransLink's Major Road Network and Bike (MRNB) Program supports capital improvements to roads within the Major Road Network (MRN) and the construction of bicycle infrastructure both on and off the MRN. For small municipalities, the program offers enhanced cost-sharing options and supports projects that align with regional cycling and transportation strategies.

TransLink's Operations, Maintenance and Rehabilitation (OMR) Program

The OMR Program provides annual funding to municipalities for the upkeep of MRN roads, including pavement rehabilitation, drainage, lighting, signage, and maintenance of pedestrian and cycling facilities. This funding helps ensure that infrastructure remains in a state of good repair and supports long-term sustainability of active transportation routes.

CMBC's Transit-Related Infrastructure Program (TRIP)

Coast Mountain Bus Company (CMBC), a subsidiary of TransLink, supports municipalities through the TRIP program by funding improvements to transit stops and related infrastructure. This includes shelters, lighting, accessibility upgrades, and integration with pedestrian and cycling networks. TRIP investments help enhance the comfort and safety of transit users and support multimodal connectivity.

ICBC Road Improvement Program

ICBC's Road Improvement Program offers cost-sharing funding for safety-focused infrastructure upgrades. Projects may include enhanced crosswalks, protected bike lanes, curb extensions, rumble strips, and intersection redesigns. ICBC uses crash data to identify high-risk locations and partners with municipalities to reduce collisions and improve safety for all road users. Since its inception, the program has supported over 9,000 projects across B.C.

Provincial Funding

BC Active Transportation Infrastructure Grants Program

The BC Active Transportation Infrastructure Grants Program provides cost-sharing funding to local governments and Indigenous communities for active transportation infrastructure projects, covering up to 70% of eligible project costs for communities with populations under 15,000.

Federal Funding

Active Transportation Fund

The Active Transportation Fund dedicates $400 million over five years to support the expansion of active transportation networks across Canada, including capital project funding contributions up to $50 million with a maximum contribution rate between 40-100% depending on recipient and project location.

5.4   MAINTENANCE AND MONITORING

Maintenance

Well-maintained walking and cycling facilities are essential for keeping the network safe, comfortable, and accessible for everyone. Regular upkeep ensures that trails, pathways, and bike routes remain usable throughout the year and continue to support people of all ages and abilities.

As Belcarra expands its active transportation network, the Village will need to consider how best to care for its facilities. This may mean investing in equipment and staff resources to clear snow, ice, and debris from pathways that are too narrow for traditional snow-removal vehicles. A strong year-round maintenance program will help ensure these routes are treated with the same priority as roadways, keeping them functional in all seasons.

To guide this, three levels of maintenance priority are recommended:

1. **Primary Priority Routes:** High-use routes that connect key destinations. These should be inspected every year and maintained first during snow or ice events.

2. **Secondary Priority Routes:** Medium-use routes and connections. These should be inspected every 2–3 years and maintained within 24 hours of a snow or ice event.

3. **Tertiary Priority Routes:** Low-use routes. These should be inspected every 5 years and maintained within 48 hours of a snow or ice event.

Regular sweeping and inspection schedules will also help keep routes free of debris, reduce hazards, and extend the life of facilities.

Monitoring

Monitoring helps the Village understand how well the active transportation network is working and how people's travel choices are changing over time. Tracking progress also provides valuable information to improve facilities, attract funding, and celebrate successes with the community.

Belcarra can use a variety of tools to monitor the network, including:

- **User Counts:** Annual counts of people walking and cycling at key locations.

- **Community Surveys:** Short surveys every 2–3 years to learn about travel habits and satisfaction. School surveys can be an especially effective way to capture input from younger residents.

- **Public Feedback**: Ongoing opportunities for residents to share ideas and priorities. Monitoring provides a chance not only to measure progress but also to keep the community engaged, motivated, and involved in shaping the future of the network.

5.5   NEXT STEPS

The following actions are recommended as next steps to this ATNP, helping Belcarra move from planning to implementation:

- Seek endorsement of the ATNP by Village Council, which will unlock eligibility for federal and provincial government funding.
- Bring forward projects for Council consideration and approval with capital and operational plans/budgets.
- Coordinate improvements with existing capital plan upgrades and work programs.
- Coordinate the ATNP with other planning documents and policies to ensure consistency across Village initiatives.
- Explore available grant programs to help deliver priority projects.
- Ensure annual budgets include resources for maintenance so that new facilities remain safe and usable over the long term.

APPENDIX A
Engagement Summary Report #1

Belcarra Active Transportation Network Plan
What We Heard - Survey 1

DECEMBER 13, 2024

CONTENTS

1 SURVEY SUMMARY

143 responses (116 complete and 27 partial) were received for the Village of Belcarra's Active Transportation Network Plan (ATNP) survey that was open from October 30th to November 28th, 2024. The purpose of the survey was to capture active travel observations and experiences in Belcarra.

27 Partial Responses

116 Complete Responses

Most Frequently Used Active Travel Modes

117 WALKING	38 CYCLING	38 RUNNING/ JOGGING
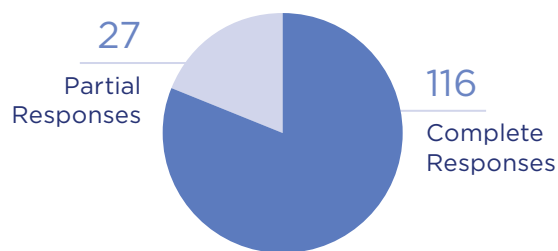
Respondents cited **walking is the most frequently used active travel mode**, with 117 respondents ranking it among their top three choices. Cycling and running/jogging were the second most popular modes, each mode selected by 38 respondents.

Eleven open-ended comments were received regarding active travel methods. These comments highlighted safety concerns about walking on roads and expressed a desire for safer conditions to encourage more biking and walking.

Most Common Reasons for Active Travel

103 HEALTH & FITNESS	82 RECREATION & LEISURE	75 VISITING PARKS & TRAILS

Health and fitness is the most common reason for active travel, cited by 103 respondents, followed by recreation and leisure (82 respondents) and visiting parks and trails (75 respondents).

Eighteen open-ended comments noted the use of active transportation for daily activities, such as collecting mail, dog walking, and visiting friends. There were also comments that emphasized concerns about safety due to the lack of sidewalks and called for improved cycling access on existing trails, along with recognition of the time and cost benefits of active travel.

Frequency of Using Active Travel

81%
USE ACTIVE
TRANSPORTATION AT
LEAST ONCE A WEEK

38%
USE ACTIVE
TRANSPORTATION
EVERY DAY

15%
USE ACTIVE
TRANSPORTATION
RARELY OR NEVER
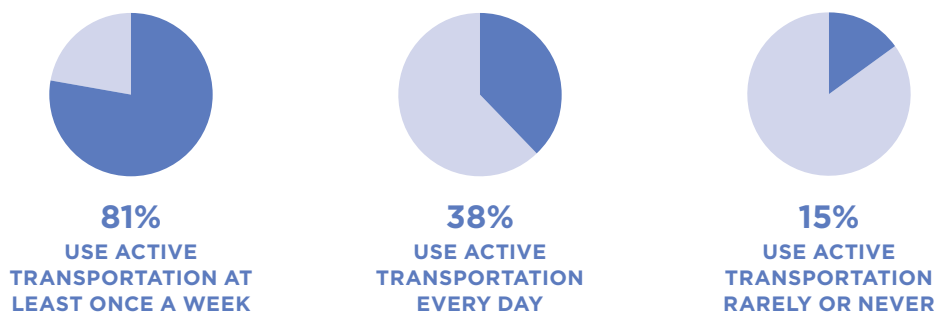
A significant majority of survey respondents (81%) reported using active travel once a week or more (38% daily), (20% four to six days a week), (23% one to three days a week). 15% of respondents cited they use active travel rarely (7%) or never (8%).

What Would Encourage More Active Travel
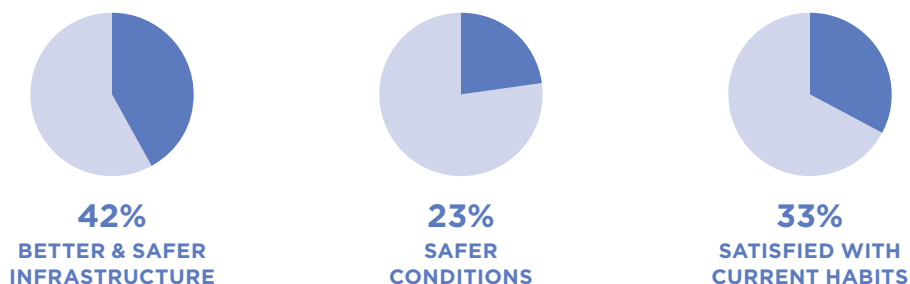
42%
BETTER & SAFER
INFRASTRUCTURE

23%
SAFER
CONDITIONS

33%
SATISFIED WITH
CURRENT HABITS

65% of respondents cited that better and safer infrastructure and safer conditions would inspire more frequent active travel. 33% of respondents were satisfied with their current active travel habits.

Desired Safety Measures

51%
SEPARATED OR
OFF-STREET SIDEWALKS

41%
LOWER SPEED LIMITS &
ADDITIONAL SPEED HUMPS

39%
SAFER INTERSECTIONS
& TRAIL CROSSINGS
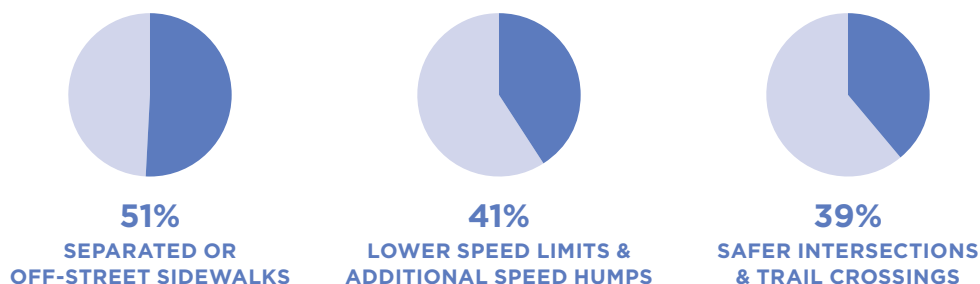
Over half of respondents (51%) identified separated or off-street sidewalks, pathways, or bike lanes as one of their top three desired safety measures. Other popular measures included lower vehicle speed limits and additional speed humps (41%) along with safer intersections and trail crossings (39%).

There were 37 open-ended comments about the importantance of safety measures for the Village. The comments centred on the following key themes:

Traffic Safety and Speed Control

Many people expressed concerns about chronic speeding, particularly in the early morning, and suggested measures such as speed indicators, selective enforcement for speeders, and redesigning roads to naturally slow traffic. There was opposition to speed humps but support for alternative calming measures, including crosswalk warning lights.

Signage and Traffic Diversion

There is a call for better signage to direct park visitors away from the village onto designated roadways, along with calls for blind corner signage and guidance for cyclists to improve safety.

Path and Trail Improvements

Residents emphasized the importance of improving existing trails and forest paths, particularly those connecting Watson Road, Main Street, and Belcarra Park. Concerns were also raised about mountain bike safety and reckless behaviour on shared trails.

Road and Path Maintenance

Suggestions included widening or paving road shoulders for safer walking and biking, trimming hedges to improve visibility, and enhancing road markings for better night driving.

Perceptions of Safety

While some residents believe the village is already safe and requires no changes, others highlighted specific areas needing improvement, particularly for pedestrians and cyclists.

55%
Concerned about Improving
the Active Transportation Network
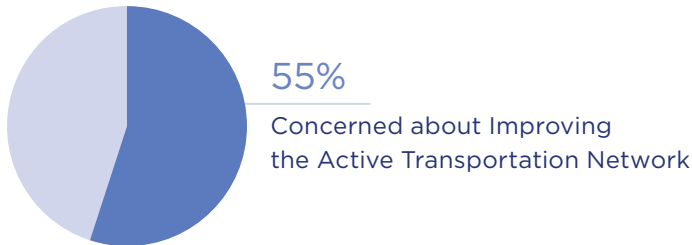
Over half of respondents are concerned about the
Village of Belcarra improving the Active Transportation
Network (55%). 67 comments expanded on the concerns,
and are summarized below:

1. **Financial Concerns**: Many residents are worried about the high costs of proposed projects and the potential for increased taxes in an already financially strained village.

2. **Topographical and Practical Challenges**: The village's steep terrain and limited space make implementing new pathways difficult and expensive.

3. **Limited Perceived Need**: Some feel that the existing infrastructure and trails are sufficient for walking and biking, with no significant safety concerns.

4. **Desire for Minimal Impact Solutions**: There is interest in low-cost, minimally disruptive improvements like maintaining existing trails, reducing traffic speeds, or adding basic sidewalks.

5. **Safety Concerns**: Safety is a concern, especially along Bedwell Bay Road, with calls for safer walking and biking options and better signage.

6. **General Support with Reservations**: While there is support for improvements, many emphasize the need for careful planning, financial prudence, and phased implementation.

7. **Priority on Fire Hall and Basic Infrastructure**: Many residents feel that resources should be focused on urgent needs like a new fire hall and improving essential services rather than on non-essential projects.
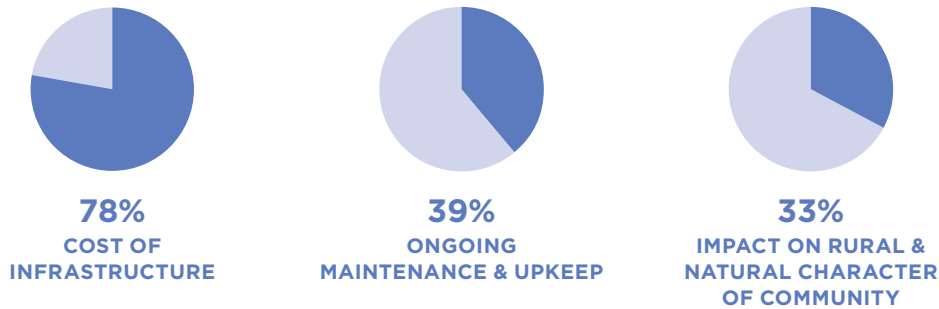
Concerns About Improvements

78%	**39%**	**33%**
COST OF INFRASTRUCTURE	ONGOING MAINTENANCE & UPKEEP	IMPACT ON RURAL & NATURAL CHARACTER OF COMMUNITY

Of the 55% of respondents concerned about improvements to the active transportation network, 78% of respondents cited the cost of infrastructure as a key issue. Additionally, 39% were worried about ongoing maintenance and upkeep, while 33% expressed concerns about the potential impact on the rural and natural character of the community.

Fifteen comments provided further insights into these concerns, which can be summarized into the following themes:

1. **Safety and Practicality Concerns**: There are concerns that bike lane improvements in other communities have made cycling less safe and that the proposed changes may not be practical or suitable for Belcarra.

2. **Cost and Financial Feasibility**: A significant number of respondents believe the costs of implementing the improvements are too high and not justified for a small village like Belcarra.

3. **Benefits for Non-Residents**: Some believe the proposed improvements will mainly benefit visitors who do not contribute to Belcarra's tax base, rather than the residents themselves.

Respondents identified areas on a heat map for where they wish to see active transportation improvements. The comments on the following pages are categorized based on location and have not been edited.
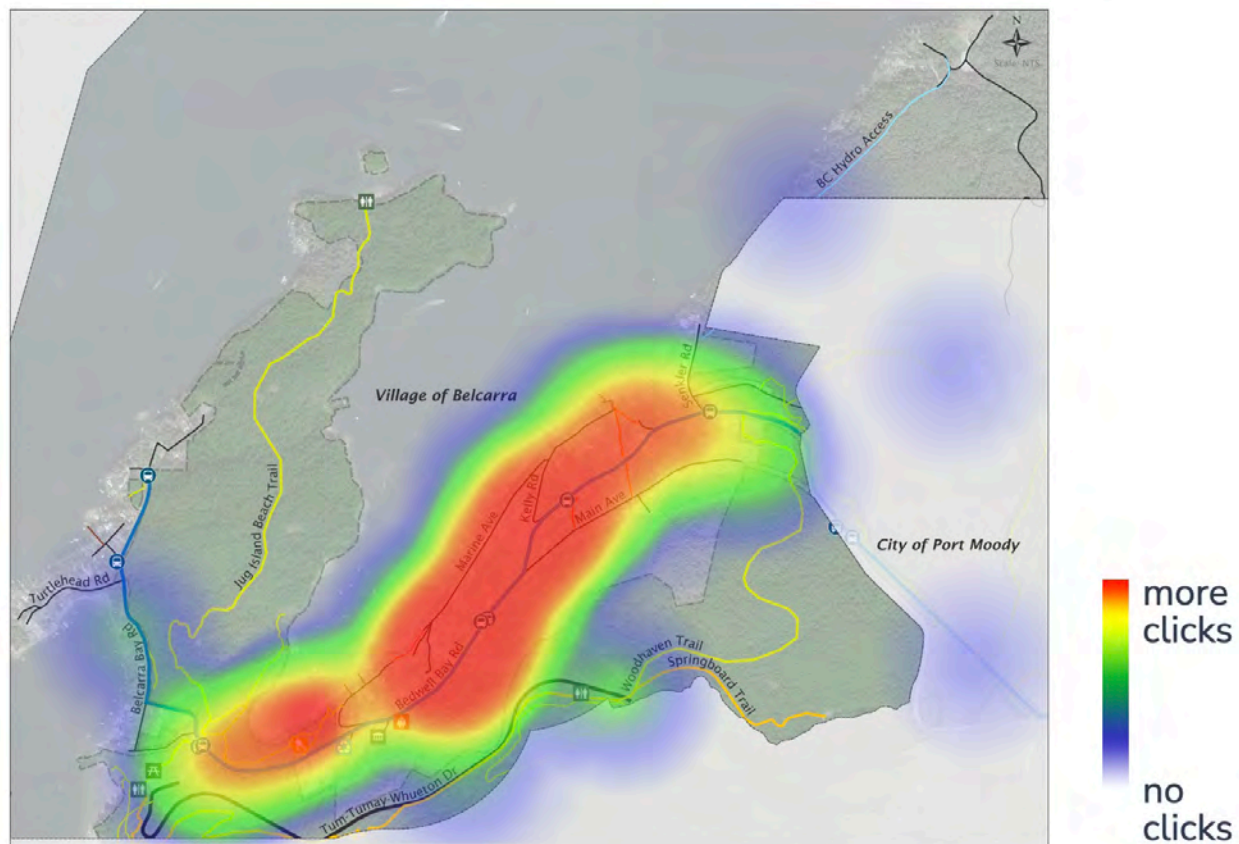
2.1 MARINE AVENUE

Marine Avenue (General)

- Improve access and safety for children, pedestrians and cyclists between Watson Road and Village Hall
- Lower speed limit would be nice. In general, the shoulder maintenance could be improved.
- Sidewalks and bike lanes along marine ave. Where more room is available. If appropriate grant funds are available.

Marine Avenue Unmaintained Trail

- Pave this gravel path to make it suitable for road bikes and wheelchairs to use.

Marine Avenue and Young Road

- Trail connection
- Improve or maintain all weather surface for bikes.

Marine Avenue and Kelly Road

- Route cyclist off Bedwell Bay Rd to Marine Ave by paving patches at either end.
- Crosswalk @ Kelly needs take-off and landing spots for walkers.
- bike lane and/or dedicated sidewalk
- Move route to Marine (waterfront) top of foreshore safety first!!!

2.2   BEDWELL BAY ROAD

Bedwell Bay Road (General)

- All of Bedwell Bay Road could benefit from a bike lane/sidewalk for safer commuting in traffic. The other roads are not as busy so it's not necessary, but being the main thoroughfare through the whole village, at the very least Bedwell Bay Road should have better infrastructure. Speed bumps as well, as some people drive way too fast.
- Bedwell Bay Road ... lower speed limit, speed activated warning signs.
- Bedwell Bay Road from boundary to the park (previous comment "Bedwell Bay Road ... lower speed limit, speed activated warning signs.")
- I would like to see a safe place to walk on Bedwell Bay Road from Village entrance to Belcarra Park
- All is good. NO CHANGE NEEDED
- Also somewhere along Bedwell up to Tum Tum (connection)
- Bedwell Bay Road is not safe because shoulders are narrow or have become completely unsafe with guardrails recently installed.
- Most of Bedwell Bay Rd (especially between Watson and West Rd) needs a separated path for pedestrians (not a MUP - a MUP or shared active path should go along Marine, sections of this road are too steep for most casual cyclists that aren't riding e-bikes).
- I would like to see either a proper bike trail through the village or dedicated bike lane.
- Reduce speed limit & traffic noise on Bedwell Bay Rd. Improvements should find way to stop/eliminate car & motorcycle "race track" which occurs overnight on weekends.
- Sidewalk along Bedwell Bay Road from Senkler to Park
- To the best of my knowledge, residing in Belcarra for 25+ years, there have been no injuries/ deaths to residents related to the status quo. How many people actually need sidewalks for strollers. Preserve Belcarra. Sidewalks commence at Ioco Road if that's what people need. Thank you.
- Bedwell Bay road has VERY poor walking support... narrow to non existent pathway next to very busy and fast street.
- Belcarra Bay Road, from Minden to the entry/exit of Belcarra.
- wider shoulder on Bedwell Bay Road

Bedwell Bay Road and Senkler Road

- bike lane and/or dedicated sidewalk

Bedwell Bay Road 3900 Block Bus Stop

- Trail connection
- Trail upgrade on Taylor Road allowance connecting to the Bus Stop and mail boxes on Bedwell Bay Road
- Will take away much needed parking

2 HEAT MAP RESPONSES

Bedwell Bay Road and Marine Avenue

- Allow bikes on gravel trail between Marine Ave. and the park on Bedwell Bay Road.
- Trail connection
- Pave or improve trail from Marine Ave to Bedwell Bay Road ... 200 m stretch

Bedwell Bay Road Near Young Road

- This is a very narrow section, very dark at night.
- The edge of the road along Bedwell Bay road is very narrow and I have to step off the road and stop every time I hear a car. It is not safe, particularly since I walk with a cane and am not nimble on my feet.
- Sidewalks
- Pedestrian safety.
- No more lights or lighted crosswalks
- Improve walking areas on side of road.
- Integrate a sidewalk with storm drain improvements on N bound side of Bedwell Bay Rd from 4100 Marine Ave to mailboxes.
- bike lane and/or dedicated sidewalk

Bedwell Bay Road and Kelly Road

- Sight lines are poor
- Better trail maintenance
- Bedwell Bay road is narrow from the Village Hall to Senkler Road. A separate space or sidewalk for walking/biking would help me feel safer walking along that stretch.
- Improve road shoulder on main road
- low visibility, high vehicle speeds and no pathway or crossing
- sidewalk from Mai to Village Hall
- Trail upgrade on Taylor Road allowance connecting to the Bus Stop and mail boxes on Bedwell Bay Road
- Improvements to Taylor road trail to be prioritized to provide safe access to bus stop & postal boxes in addition to being a key path between Bedwell Bay and Main St.
- The uphill, blind bend on Bedwell Bay Rd, west of Kelly Rd, as cars round the bend travelling westbound creates a particularly dangerous intersection at Bedwell/Main/Bostock for both passengers and cars. How can this be made safer for cars and pedestrians without installing a light controlled intersection?
- Bedwell bay rd between main and Kelly. The speed with which cars come over the hill is frightening. We live at 3789 Bedwell bay and have had a vehicle loose control and come into our property. Lucky no one was hurt. There was property damage. Walking on bedwell bay road I have almost been hit twice by a car coming from behind. And I was walking on the correct side. To go to the lake I will often drive to Senkler for fear of the traffic.

Sport Court Near Bedwell Bay Road

- This court area has been talked about for last 20 yrs (surveys like this fone)with no effect. Woild like a useable area(tennis,pickleball courrs)
- A paved bath through this part of the park connecting Bedwell Bay Rd (near the tennis courts) to Marine Ave would be a very good addition to make a usabe active route through Belcarra - with an additional paved connector from Tatlow Trail to Watson Rd.

Bedwell Bay Road and Jug Island Trail

- Or take ATPN from park to tennis courts via Metro Parks on trail-connect Marine, along Marine to Watson the Senkler alongside camp road then to White Pine. A more scenic park route like Seymour Network.
- Get Metro Parks to actually do some maintenance on multi use trails that actually go from Parking lot to Sasamat Lake. They have done zero maintenance in 20 years to what was a good multi use path. Cyclist are not encouraged or guided to use this path in/out of Belcarra.
- Open the existing gravel trail between Bedwell Bay Road (across from Park entrance) to Marine Avenue to bikes as well as pedestrians. This would create safe, off-main-road travel between the west edge of Belcarra to the Park and from the Park all the way to Watson Road (near the entrance to the Village).
- bike lane and/or dedicated sidewalk
- Since the Jug Island trail has a set of stairs, a dedicated bike lane from the end of the Village to at least Marine Avenue would be great. Marine is a quiet enough street to bike on.
- off road bike path

Bedwell Bay Road and Midden Road

- Trail connection
- Pedestrian controlled flashing light for the crosswalk at the park.
- Speed bump before the parking lot (when westbound) to slow traffic to 30 km/h. Very few cars traveeling westbound on Bedwell Bay Rd slow down at all (usually going 60+ km/h) unless there are pedestrians crossing at the crosswalk.

Bedwell Bay Road and Turtlehead Road

- Sidewalk or separation for pedestrians along Belcarra Bay Rd. Many people walk along here, many with their dogs, and there are parts where there is very little space on the side of the road, and most vehicles travel well above the 30 km/h limit. It's really bad when vehicles are passing in opposite directions and there are pedestrians present.

2.3 OTHER ROADS

Senkler Road and Bowser Avenue

- The road is wider than necessary between Watson and the Village entrance for traffic leaving the community likely due to a mistake with white line markings on the shoulder. A wider path for pedestrians and bikes could be created by simply moving the white line over a couple of feet.

Main Avenue Unmaintained Recreational Path

- Trailhead signs and guidance
- Explore Main Ave trail extension via ROW
- Trail upgrade a the eastern end of Main Avenue

Tum Tumway Whueton Drive

- to Ioco & Alderside through BC Hydro Connect to Tum Tumay Wheuton then BC Hydro to Ioco & Alderside
- Put trail in from Woodhsven swamp to Belcarra park.

Woodhaven Trail and Main Avenue

- Put trail from Main Street to Woodhaven trail .

Bc Hydro Access [Map Top Right]

- Improve ROW trail for Mtn Bikes, etc

Tatlow Trail Near Watson Road

- This is a horrible dangerous trail.should be removed
- Pave trail from Watson Rd to Marine Ave
- The trail between Watson rd and marine. Can you put back the mountain biking calming on the trail.
- A paved connector from Watson Rd to Tatlow Trail to allow active transport to take the much safer and flatter route through Belcarra rather than dealing with the traffic along Bedwell Bay Rd.
- Add a crosswalk with an on-demand flashing light for cyclists and pedestrians to cross here (after using the Marine Ave active path)
- People come over the hill and can't see if someone is crossing in time

Comments were provided in response to the following questions. The comments are unedited.

3.1 WHAT ARE YOUR PRIMARY REASONS FOR TRAVELLING BY ACTIVE MODES?

- Collecting Mail.
- We have a young child and we love to visit the beach, check the mail or walk to white pine beach. He is learning to ride his bike but without sidewalks we don't feel comfortable letting him ride his bike to the beach or park,
- walking to mail box
- Health and fitness
- Dog walking
- Dog walking
- Pet responsibilities
- Walking my dogs
- going to the mall or seeing my friends
- Run/jog
- Other = shopping
- Other = mailbox and electric bicycle and walking
- Mountain bike trails have Been proposed between houses on Bedwell Bay Road and To be Access Road The existing road from the swamp to b Bedwell Bay Road does not allow cycling which is unfair when it is rare to see another person on this trail
- Cheaper and faster, compared to driving in/around a city.
- work
- Walking dod
- Visiting other village residents
- Saves time

3.2 WOULD ROAD, PATH, AND TRAIL (INFRASTRUCTURE) IMPROVEMENTS INSPIRE YOU TO TRAVEL BY ACTIVE MODES MORE OFTEN?

- I'm satisfied with the road for driving a car on Bedwell Bay Road but do not use the road for walking because of the drop off on one side and then narrow shoulders but do not feel safe on walking on the road
- No (because I'm already near 100%), but I'm not satisfied with the current infrastructure
- Selected No, I am satisfied with my current efforts and yes the current infrastructure is not a barrier for me. Comment for other: "Unless it was fully along Marina or Tum Tum Wheuton NOT along Bedwell Bay at all"

3 ALL COMMENTS

3.3 WHAT BARRIERS PREVENT YOU FROM USING ACTIVE MODES (WALKING,   CYCLING, ROLLING/SCOOTING)?

- do not chase grants which require bicycle and walking paths in order to qualify How many times to Villagers need to say NO
- Nothing prevents me.
- It just feels too risky ... everyone is in a hurry and more EV vehicles are great but too quiet to hear coming.

3.4 WHICH SAFETY MEASURES AND IMPROVEMENTS DO YOU FEEL ARE MOST IMPORTANT FOR THE BELCARRA COMMUNITY?

- All are okay
- Being forced to choose a min of 3 options... I chose the one I agree with and using this as the third. Speed bumps and limits sho Feels leading in a survey to have to choose 3.
- Better signage to divert the park traffic to the designated roadways for the park which would in turn have fewer vehicles travelling through the village.
- Blind corner signage on narrow roads
- Clear shoulders
- Divert park visitors away from the village
- Enforcement of speed limits
- For me, the trail between Watson road and marine needs calming for mountain bikes that recklessly fly down to Marine
- Have all active trans lanes directed to marine off of Bedwell Bay road much safer
- Having crosswalk warning light further up the road. So vehicles coming over the hill can prepare to stop
- I am very happy with the Watson Road connector to get from one end of the village to the other. It is nice and flat, quiet and easy. Bedwell Bay Road is too steep in places.
- I dont believe anything needs to be done. I selected lights by force of the survey This survey is misleading because 3 must be selected
- I feel the biggest safety problem is chronic speeders. It seems like these individuals travel at 70 km/hr., especially when my wife and I go for a walk at 5:45am. It seems like people are in a big hurry to get somewhere (likely to work) and may not think people will be walking on or beside roads at that time. Having an speed indicator (indicating your speed of travel) may be a deterrent. If we could record and follow up with chronic speeders, that would be ideal (i.e. punish the offenders, not the community in whole, while keeping costs minimizes). This entry box doesn't allow me to review what I wrote, so sorry for typos.... . .
- Improve existing forest paths
- Improve the trails we have

- Improve trail from Main St to woodhaven swamp trail. And from Woodhaven swamp to Belcarra park.
- It is safe right now
- It's safe already
- Leave well enough alone
- More cat eyes on road lines for better night visibility. / more light where appropriate but it seems pretty good.
- NOT speed humps!
- None of the above, the village is very safe right now!
- People shouldn't walk dog off leash anywhere especially on roads
- Perhaps odd speed bumps
- Safer biking between Sasamat Lake and Ioco Road
- Signs for cyclists, to remain one behind the other.
- Speed bumps without lower vehicle speed
- Speed is by far the most troubling aspect. I do NOT want more lighting!
- The pathway should be along Marine and the forest trails away from Bedwell Bay traffic
- Trim back hedges to widen the walking paths. The question asked for UP to 3 yet cannot go forward as it is mandatory to choose 3
- Trim hedges back. Maintenance.
- You need to redesign streets so that people naturally drive slower, rather than just put up lower speed limits on existing roads
- better road maintenance and hedge / tree pruning
- checked only because the webform required checking 3 boxes
- possibly bike lock stands, also entered Excessive vehicle speeds and/or traffic volumes as barriers
- use the roads we have
- widen roads and/or pave shoulders

3.5 DO YOU HAVE CONCERNS ABOUT THE VILLAGE OF BELCARRA IMPROVING THE ACTIVE TRANSPORTATION NETWORK?

- Adding concrete into the forest without thought to drainage, not just culverts, but actually maintaining moisture within the ground itself.
- Too much cost and not needed We have not hit any pedestrians in all my years here There are other priorities that need this money
- Topography not conducive without large expenditures
- This is the smallest Village in the lower mainland - leave it alone, we manage just fine!!!! We certainly don't need outside interference.

- I am all for improvements. As long as we are not adding more of a tax burden onto the villagers. Sidewalks would be amazing for our community but not at the expense of higher taxes.
- Cost. Taxes are awfully high already.
- I think there are more important issues, such as firehall, water, current infrastructure. We a village of 700 persons focus on the basics.
- We live in a steep environment and changes to Bedwell Bay Road would be disruptive to property owners and unaffordable to Belcarra. There are lots of existing trails which can support movement around Belcarra by foot or bike.
- We do not need to do anything.
- We have a park with a parking lot within our community. If people are worried about being active they can go to park.
- Impacts on ALL neighborhoods within Belcarra must be considered. A simple improvement would be to allow the trail between Marine Avenue and Bedwell Bay Road to accommodate bikes as well as pedestrians. This would provide safe, off-the-main road active travel for most of the Village. Metro has turned down this opportunity once, stating that the Ray Creek bridge is "too narrow". Seems to be a simple fix.
- Yes it seems to be taking a very long time. Lots of talk. Very little action.
- Don't want natural path/trail corridors changed to asphalt
- A 12-foot wide paved path, such as suggested in the past, is NOT necessary, as walkers can step out of the way of cyclists. Widening the entire road system is not needed, and much too expensive.   A separate, unpaved, but cleared of undergrowth, path would be very welcome!
- Financial concerns on building and maintaining infrastructure necessary
- Any Bedwell Bay Road multi use path design is cost prohibitive due to engineering and driveway grade incompatibilities. Potential standardized multiuse path designs would require imminent domain property improvements at driveways as well as substantial slope retaining structures on portions of Bedwell Bay Road (4100-3200 blocks). There may be room for a standard sidewalk on Bedwell Bay Road but a 3.0 m wide path is cost prohibitive.
- Belcarra has done ABSOLUTELY NOTHING regarding active transportation. NOTHING, ever!.   It is the only town on the lower mainland that has NO SIDEWALKS or BIKE LANES. When walking or cycling I feel unsafe due to the proximity to speeding vehicles. It is time to get going on this and get the available grants to start this needed infrastructure. Please do not sit on your hands - do something!
- people can use Marine for exercise walking
- Off road pathways
- The survey is biased. #5 does not ask my opinion rather it forces the selection of some form of improvement. This leaves a respondent no choice to select upgrades they may not feel are needed nor as a tax payer do they want. If this council uses this survey to drive spending they will be misled by using the data collected.
- The cost to maneuver around bedrock that is at surface. NO SPEED BUMPS!! They create more noise (revving up) and carbon emissions at location.

- The length of time it takes to make improvements. Signage is good, but there are still many drivers coming into our village that do not read the current signs and ask us where to park.
- While I want improvements made, I'm concerned about the Village spending money it doesn't have. With limited money, I'd like to see the Village priority our fire water system. I'd also like to see us generate revenue by selling some road ends.
- Costs to taxpayers
- Yes, I have major concerns about what the costs would be to tax payers of the village. I also believe we as a village have far greater needs such as a new fire hall and other village infrastructure.
- Need to reduce speed limits & traffic noise in priority. 2. Improvements need to remain within our financial limitations.
- The previous question is biased by forcing you to pick a capital project to advance. No expensive capital projects are required. Just require hedges on BBR to be trimmed back and change speed limit to 30.
- A light was put in supposedly across from the first Bedwell Bay transit stop without consultation with those who would be affected. It is very unpleasant and in the wrong place to light up getting one's mail. I don't want more lighting in my neighborhood, especially lights that stay on 24 hours a day.
- We can do non-vital projects only once we started having positive budget balance, without increasing the taxes.
- This question is not phrased clearly enough. You mean concerns that you're trying to improve it at all? Or concerns about how it is done? Poorly worded question, I suggest you don't use it in your analysis as folks will interpret it differently.
- This question is hard for me to answer...It's a yes and no answer... No — I do not have concerns about improving active transportation. This is something I very much hope we will take on with a focus on long term goals.   Yes —I do have concerns about the focus always being finances. Misunderstanding and Misinformation about money grinds projects to a halt in our Village.   I want us to take advantage of grant funding. Build the paths as funds allow.   Let's at least have a plan. A vision of where we are going. An inclusive community where residents and visitors can leave the car at home and access trails, sidewalks, beaches and bus stops safely.
- There are other prioities that should be the focus of the village. This is not one of them.
- The village is already severely financially challenged. It cannot bear additional costs.
- Install speed bumps and flashers at all crossings on Bedwell and direct foot and bicycle traffic etc to a route along the foreshore on Marine Get pedestrian traffic off of bedwell it is not safe
- We can't afford to spend the money. Much more important things (new firehall) for example
- Cost/financing!?; Tourism to an area already overrun with tourists (i.e., the volume of people already exceeds park infrastructure and recreational capacity); Parking inevitably becomes an issue
- Would love to see it

- I think there are other priorities that the village should focus our money on.
- Mayor & council need to do a better job In my opinion they have no clue on what to do They need to be open to the tax payers
- Costs.   Village staff capacity to complete on projects.
- The village definitely should NOT reduce the village speed to 30. For one, people rarely go 30 im the already designated 30 zones which is frustrating enough. But also trying to get out of the village at 30 would be like tourist season year round. No thank you. Anmore has some speed humps in 50 zones in appropriately placed areas and those seem to do sufficient work. We are almost 4km from the 3 way to the end and you would just end up irritating more villagers than not with a reduced speed limit! In terms of trying to incorporate bike lanes or sidewalks, where is the room? We have none, or if we do it's likely taking away much needed embankments for the surrounding nature that grows. Does the cost justify the means? I think the money needs to go to our firehall and services for the Village. Unless metro van can put in more trails that connect marine dr to sasamat lake where you could be almost totally off road - that would be the ideal.
- Costs, increased taxes; the current infrastructure is fine; I'm a cyclist and have not felt unsafe; walking through the village is easy with alternate routes
- All we need is a 4-5 foot sidewalk along the main roads so residents can walk safely without interfering with traffic. This would also reduce the need for some residents to act like traffic patrol, which has recently increased and is making drivers feel uncomfortable.
- added cost to a broke village
- The issues have been recognized and discussed for years, but there has been little/no action.
- Funds should be allocated to more important projects.
- A MUP on Bedwell Bay Road will be dangerous with the steep hills, bad sightlines and its camber. You cannot put a path in that goes in both directions without inviting dangerous situations between cyclists among themselves and then also adding pedestrians into that mix. We already have the solution. Marine Avenue and the Watson connector are great to get from one end of the village to the other. And honestly, only a handful of people are pushing this, seemingly without regard for the public purse...which is beyond empty.
- Our village finances are in a deplorable state. Other major costs are coming up, such as a new fire hall that we do not have the money to build. Where will the money come from? Taxes have already been increased to cover basic services provided by the village like the WARD. We are still paying off the water debt. Voluntarily undertaking a useless project when we are strapped for cash is a terrible idea. There are still many access areas to trails in the village. Villagers could consider walking along Marine Avenue where there is less traffic. Barring that, every villager can park along the roads in Belcarra without fear of incurring a parking ticket due to the residency stickers. Villagers could drive for 2 minutes to the park and walk among the many trails that are available along there. All in all, we simply do not have the funds available to allocate to a project such as this. Moreover, it is not of an essential nature which means that whoever is advocating for this idea is not someo
- Cost concerns

- We do not have the money to throw around at pet projects like this

- Cost.

- Yes, I don't think it's necessary. I'm very concerned about the cost. I find the current infrastructure perfectly good.

- Costs for a small village could be prohibitive.   Important we stay within our means

- We very much support improving the ATN in Belcarra. As grandparents, we would very much like to be able to bike safely with our grandchild. Right now, it does not feel safe for us to bike on Belcarra's roads.

- I like the idea of more biking in the village, but the problem is if it results in more bike traffic along loco in Port Moody. Port Moody should channel the riders off loco and to Inlet park bike paths and Alderside.

- Lack of separation between pedestrians, cyclists, and vehicles was identified as a barrier for active transportation

- Gentrification

- COSTS and disruption

- The devil is always in the details, but Shared sidewalk walking And bike path along Bedwell Bay Road would be wonderful, but technically difficult because of the hillside and drop off on the other side of the road.(and very expensive)

- The costs involved for improvements and maintenance would be a financial burden for residents.

- I am concerned that the process will be too slow. I feel we need safe places to walk on Bedwell Bay Road now.

- Currently nothing is required. If you are going for a walk you can easily use Marine Avenue, less pollution in your lungs & lovely water views & head up Watson Trail to Sasamat Lake & beyond.

- My concern is that a small handful of people might ignore data and push back against the the network.

- No, I support those who wish improvements, even though I am basically a driver only. I value their safety, which will always be a challenge, especially along Bedwell Bay Road. A lower speed limit would be welcome, but difficult to monitor ... perhaps the illuminated signs that tell you you're going too fast would help... no idea of the cost... there are several along Gatensbury by Como Lake Park.

- Cost over runs.this survey could easily have been facilitated thru survey lonkey.not hiring exoensive company you get no results

- It needs to be done!

- small number of aggressive people pushing for major changes

3.6 WHAT ARE YOUR PRIMARY CONCERNS ABOUT ACTIVE TRANSPORTATION IMPROVEMENTS IN BELCARRA?

- Are there more important projects we should be focusing on?
- Concrete/Asphalt and runoff
- Don't need it
- I see the benefits far outweigh any concerns
- It is unnecessary. We have Marine Avenue and we have beautiful walking and hiking trails in our own park.
- Most "improvements" I've seen for bike lanes in other communities I feel have made it less safe for me as a cyclist by creating separated paths that are not suitable to be ridden at 30-40 km/h and also reducing space on the road where I would normally ride.
- My concern is that it needs to be done sooner and faster and that this might not happen.
- My primary concerns is the lack of safe separated bike lanes and walking path alone the roads.
- NOT PRACTICAL. We have lived in Belcarra over 35 years & never experienced any issues.
- Net benefit of a multiuse path would be for non residents of Belcarra
- No more bikes!
- No need for residents. Visitors do not pay taxes with no means of supporting Belcarra via business
- Practicality of active transportation improvements
- Too costly & not needed

APPENDIX B
Engagement Summary Report #2

Belcarra Active Transportation Network Plan
What We Heard
Public Open House & Survey 2

JUNE 12, 2025

CONTENTS

BELCARRA'S ACTIVE TRANSPORTATION NETWORK PLAN

The Village of Belcarra boasts a beautiful network of trails and pathways. However, local roads lack the infrastructure to safely connect people to key destinations by walking, cycling, or rolling. Developing an Active Transportation Network Plan (ATNP) can help the Village of Belcarra access funding opportunities for active transportation improvements.

The ATNP aims to enhance active travel accessibility and safety in a fiscal, social, and environmentally responsible way. It will focus on closing network gaps, improving connections to parks, beaches, and trail systems, and expanding transportation options. The project looks at ways to make active travel safer, more convenient, and more accessible.

Community Engagement

Round 2 engagement for the ATNP included both a survey and an Open House held at Municipal Hall.

The Village updated the project page on its website with new details about the plan and upcoming opportunities for community input. The Village also promoted engagement activities through posters near the community mailbox and Municipal Hall, along with a direct mailout to residents. Promotional materials included the date, time, and location of the Open House and a QR code linking to the survey. Printed copies of the survey were also available at Municipal Hall.

Open House Summary

An Open House was held at Municipal Hall on Wednesday, April 2, 2025 from 5:30 to 8:00 PM. Approximately 25 residents attended the event.

Feedback from residents at the Open House revealed several recurring themes, with both supportive and opposing feedback to the preliminary design options presented.

Areas of support included:

- Creating packed gravel paths along road shoulders.
- Re-routing cyclists from Bedwell Bay Road to Marine Avenue where traffic is lighter.
- Adding speed humps and raised crosswalks provided that the designs can effectively accommodate emergency vehicle access.
- Improving safety along Bedwell Bay Road by increasing enforcement and implementing traffic calming measures, such as signage, radar signs, and pavement markings.
- Improving safety at the Main Avenue and Bedwell Bay Road intersection.

Areas of concern/opposition included:

- Cost of the proposed projects, emphasizing the importance of a more modest, realistic approach that aligns with Belcarra's small-scale context.
- Accuracy of foreshore access naming.
- Environmental sensitivities at D3 - Scuba Diver Trail foreshore access point, cautioning against development for kayak use.

Survey Summary

166 responses (98 complete and 68 partial) were received for the survey that was open from March 21 to April 13, 2025.

The purpose of the survey was to collect feedback from residents about the preliminary active transportation design concepts and project segments identified for improvement.

Feedback revealed majority opposition to several of the design concepts and improvements. However, there was majority support for low-cost, minimal-impact solutions, including: unpaved trails to improve off-street recreational trails and foreshore accesses, and pavement marking to help reduce speeding along Bedwell Bay Road. The majority of respondents also selected Bedwell Bay Road as the priority segment for on-street improvements. Neutral responses indicate a general lack of full support or opposition, with comments suggesting that another option presented would be preferred or factors, such as cost, are a concern.

Themes that emerged from the comments:

1. **Fiscal Responsibility & Budget Concerns**
   - Existing debt (firehall, water, road maintenance)
   - Lack of funding for new projects
   - Opposition to raising taxes for "nice-to-have" improvements

2. **Traffic Safety & Speeding (Especially on Bedwell Bay Road)**
   - Speeding vehicles (especially. motorbikes)
   - Dangerous blind spots and narrow shoulders
   - Calls for speed bumps, photo radar, and better signage

3. **Opposition to Urbanization & Tourism Growth**
   - Becoming a tourist destination
   - Increased traffic, noise, litter, and safety issues
   - Opposition to infrastructure that could encourage more visitors

4. **Lack of Community Benefit from Active Transportation Projects**
   - Existing trails already serve local needs
   - Non-residents would benefit more from upgrades
   - Village should focus on services that directly support locals

5. **Mixed-to-Negative Views on Cyclist Infrastructure**
   - Narrow roads unsafe for bike-pedestrian sharing
   - Cyclist numbers in Belcarra are low

Sidewalks	Shared Pathways	Buffered Lanes	
69%	**69%**	41%	14%
Oppose	Oppose	Support	Neutral
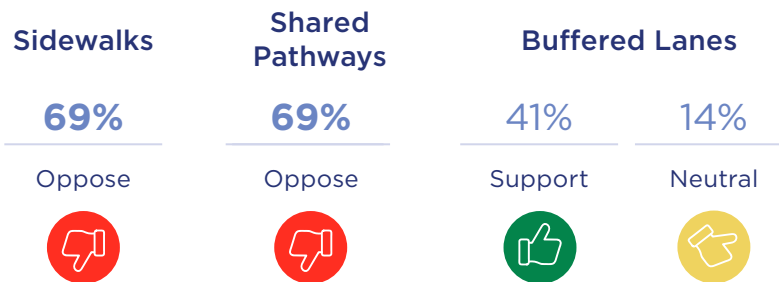
The majority of survey respondents opposed sidewalks (69%) and shared pathways (69%). There was marginal support (41%) with some expressing neutrality (14%) for buffered lanes.

Sentiment

50 open-ended responses were received.

The comments revealed **consensus concerning the feasibility of the proposed designs due to geotechnical challenges with widening the road, drainage issues, and potential encroachment on private property.** Survey respondents suggested alternative approaches, such as gravel sidewalks.

Opposing comments primarily questioned the need for the improvements on Bedwell Bay Road.

Supporting comments expressed caution, often emphasizing the importance of selecting flexible, low-cost designs that require minimal maintenance.

Segment Priorities

73 respondents provided feedback on the segments they would like to see prioritized, and 44 respondents skipped the question.

The top three segments that the respondents would like to see prioritized for improvement were:

- Marine Avenue – Main Avenue (48%)
- Main Avenue – Kelly Road (47%)
- Kelly Road – Watson Road (38%)

Advisory Shoulders

63%

Oppose

Walkable Shoulders

40%

Support

17%

Neutral

A majority of survey respondents (63%) opposed the use of advisory shoulders. There was marginal support (40%) with some expressing neutrality (17%) toward walkable shoulders.

Sentiment

32 open-ended comments were received.

The comments revealed **consensus regarding the concern for people's safety.**

Many felt the proposed designs do not adequately address the core issue—driver speed—and offer insufficient protection for people walking, biking, or rolling, particularly given that users would face one direction of traffic with their backs to the other. Sightline challenges due to overgrown vegetation on private property were also cited by respondents.

Some individuals questioned the necessity for improvements, noting limited pedestrian-vehicle conflict and suggested that the highlighted routes and trails throughout Belcarra are already sufficiently walkable.

Segment Priorities

When asked to prioritize future improvement segments, 56 respondents selected their top three routes, while 59 skipped the question.

The top three segments that the respondents would like to see prioritized for improvement were:

- Belcarra Bay Road (57%)
- Marine Avenue East (41%)
- Marine Avenue West (30%)

Paved Trail   **Unpaved Trail**

72%   **63%**   14%

Oppose   Support   Neutral
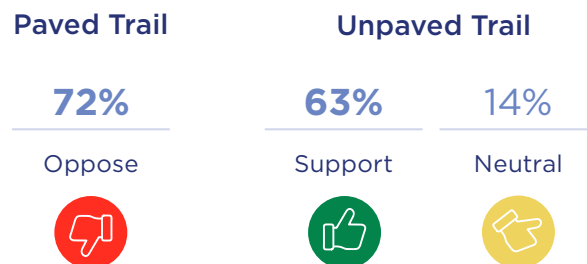
Survey results revealed that the majority of respondents (72%) opposed paved trails. A good majority (63%) expressed support or neutrality (14%) toward unpaved trail improvements, highlighting the clear preference for low-impact, natural trail treatments.

Sentiment

55 open-ended responses were received.

The comments revealed **consensus that paved trails are not appropriate across all of Belcarra's trail network due to aesthetic and cost concerns. The importance of regular trail maintenance was emphasized**.

Some supporters suggested that selective paving, particularly along routes C1, C2, C3, and C4, could improve accessibility for more users. Respondents differed on their views on the current state of trail maintenance. Some respondents believed that trail maintenance is insufficient and are concerned that the trail improvements proposed would not be properly maintained without additional staff. Alternately, many respondents are satisfied with the current state of trail maintenance.

Segment Priorities

When asked to prioritize trail improvements, 85 respondents participated while 30 skipped the question. **Of those who responded, 45% selected "None of the Above," preferring not to prioritize any trails for improvement**.

The top three trails identified for improvement were:

- Tatlow Trail (27%)
- Marine Trail (26%)
- Watson Trail (26%)

Paved Trail	Unpaved Trail	
69%	**61%**	11%
Oppose	Support	Neutral
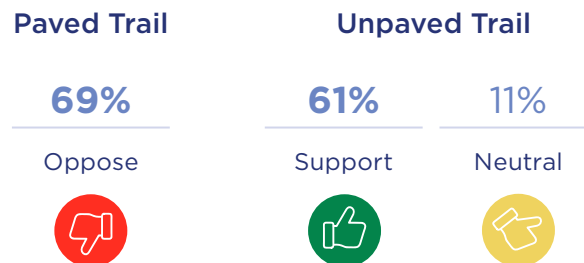
The majority of respondents (69%) opposed paved trails for foreshore access. In contrast, unpaved trails received broader acceptance, with the majority of respondents (61%) supporting or feeling neutral to the option (11%).

Sentiment

37 open-ended comments were received.

The comments revealed **consensus that Belcarra's shoreline is currently not accessible to all.**

Some respondents acknowledged the instability of the rocks between the trail and the water as a significant barrier and argued that improving the trail would not resolve accessibility challenges due to the inherently rocky shoreline.

Supporters highlighted that the steepness of existing trails and the presence of stairs limit accessibility, which could be addressed by this project.

There were differing opinions on whether additional access points were needed. Some in favour of improvements noted that enhanced access would benefit upland residents using kayaks or canoes. In contrast, others felt the existing network of access points—along with public entry at White Pine Beach and Belcarra Park—was already sufficient and well-known among residents. Several respondents were concerned that improvements would draw more non-residents to the foreshore and exacerbate non-resident parking issues in the Village.
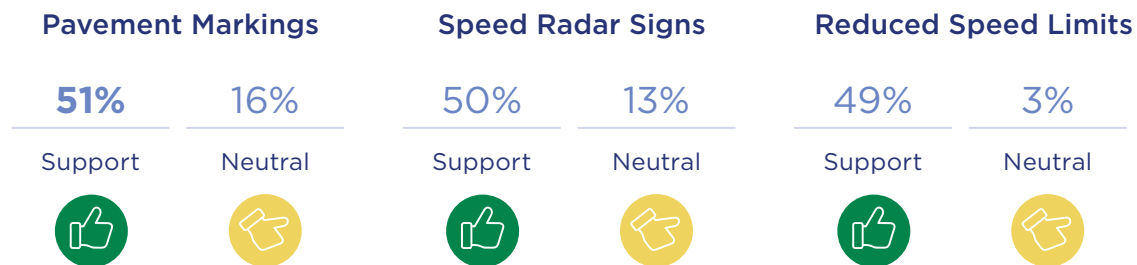
Segment Priorities

A total of 86 respondents provided input on where they would like to see foreshore access improvements prioritized, while 25 skipped the question. **Of those who responded, 42% selected "None of the Above," indicating no preference for further access improvements**.

The top three priority locations for improvement were:

- Marine Avenue West (38%)
- Marine Avenue East (33%)
- Scuba Divers Trail (29%)

6 CROSSING IMPROVEMENTS

Pedestrian Flashers		Decorative Sidewalks		Raised Crosswalks	
50%	13%	32%	27%	40%	12%
Support	Neutral	Support	Neutral	Support	Neutral
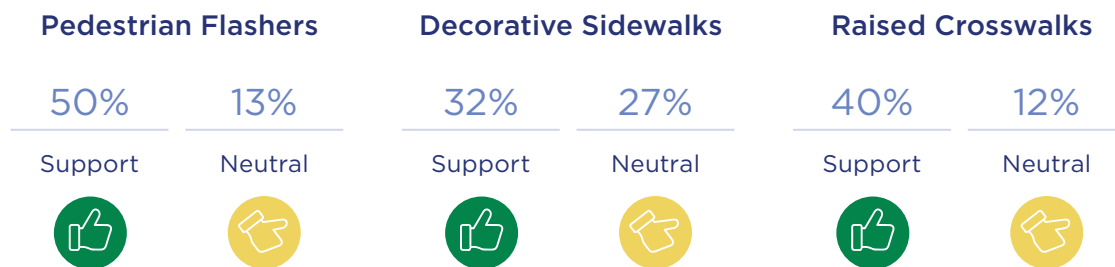
The moderate number of respondents supported or felt neutral toward some form of crosswalk improvement, with pedestrian flashers receiving the highest level of overall support (50%).

Sentiment

47 open-ended comments were received.

There was **consensus that crosswalk safety is important with limited sightlines and vehicle speed identified as major concerns.**

The divergence in opinion stemmed less from whether crosswalks should be improved and more from preferences about which solutions are best suited to Belcarra's context.

Respondents who opposed the proposed crosswalk improvements often emphasized the need for complementary measures—such as stricter speed limit enforcement or the installation of speed humps to effectively address these safety issues.

Those who supported pedestrian flashers emphasized their high visibility for drivers, while opponents viewed them as intrusive or unnecessary in low-traffic areas. Supporters of raised crosswalks valued their traffic-calming function as a visual and physical cue for drivers, while those opposed felt they lacked the impact needed to meaningfully slow speeding vehicles.

Improvement Priorities

A total of 88 respondents provided input on where they would like to see crosswalk improvements prioritized, while 21 skipped the question.

The top locations prioritized for improvement were:

- Intersection of Bedwell Bay Road and Kelly Road (44%)
- Bedwell Bay Road and Jug Island Beach Trail (33%)

7 BEDWELL BAY ROAD SPEED REDUCTION

Pavement Markings

51%   16%

Support   Neutral

Speed Radar Signs

50%   13%

Support   Neutral

Reduced Speed Limits

49%   3%

Support   Neutral

Respondents expressed moderate support for speed reduction measures on Bedwell Bay Road.
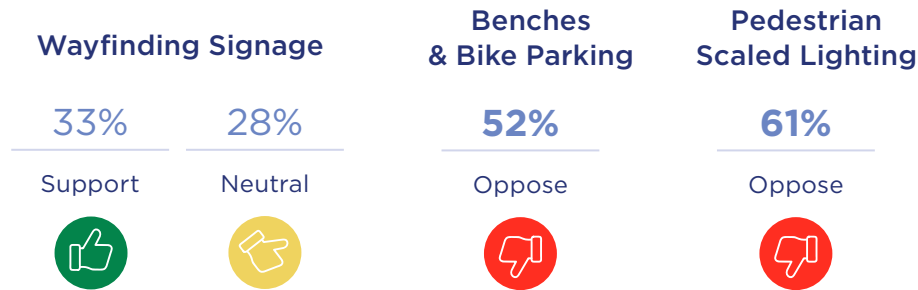
Sentiment

39 open-ended comments were received.

There was **consensus that speeding occurs within the village.** Both supporters and opponents of the proposed measures agreed that greater enforcement of existing speed limits is necessary.

Those opposed to the proposed interventions emphasized enforcement as the primary solution, while supporters viewed enforcement as a key complement to the physical speed-reduction measures.

Many respondents noted that current speed limits are frequently ignored, contributing to skepticism about the effectiveness and value of any of the interventions.

8 SUPPORTIVE AMENITIES

	Wayfinding Signage		Benches & Bike Parking	Pedestrian Scaled Lighting
	33%	**28%**	**52%**	**61%**
	Support	Neutral	Oppose	Oppose

Respondent support for supportive amenities was low. Wayfinding signage was accepted by a third (33%) with a fair amount feeling neutral (28%).

Sentiment

33 comments were received.

There was **consensus about the lack of necessity and the concern about cost with adding supportive amenities in residential areas, arguing that similar infrastructure already exists in higher-use locations such as White Pine Beach, Belcarra Park, and Jug Island Trail.**

While some comments support pedestrian scaled lighting and improving signage to trails, some also expressed concern that lighting and additional signage could compromise the rural character of the village, and that the amenities only benefit non-residents.

9 PROJECT PRIORITIZATION

54% On-Street Improvements along Bedwell Bay Road

47% Speed Reduction along Bedwell Bay Road

33% Crossing Improvements

28% Off-Street Improvements to Recreational Trails

24% None of the Above
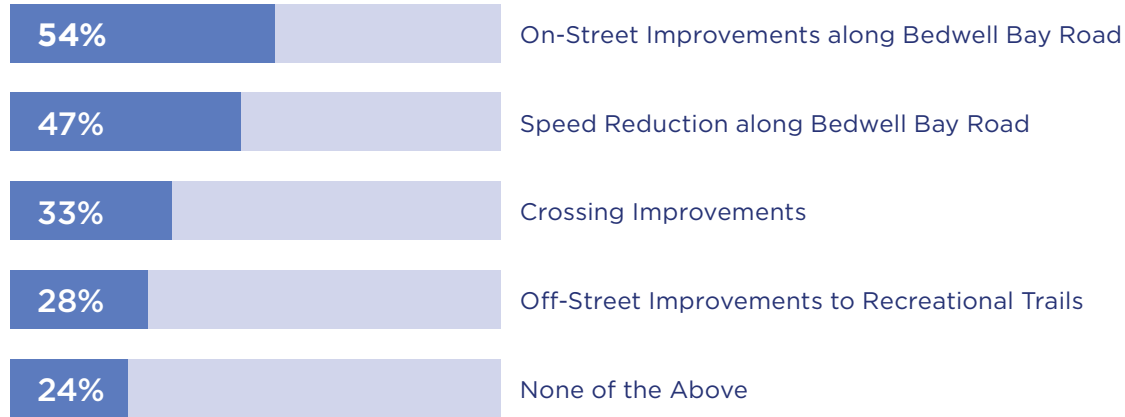
93 respondents answered the question regarding which potential improvements they would like to see prioritized, while seven skipped the question.

The top priority identified by respondents was on-street improvements along Bedwell Bay Road, selected by 54% of respondents. This was followed by safety and traffic calming measures focused on speed reduction on Bedwell Bay Road (47%), crossing improvements (33%), and off-street improvements to recreational trails (28%). Notably, 24% of respondents selected "None of the Above."

23 comments were received.

The comments expressed similar feedback provided in previous questions, including cost concerns, maintain what exists, and that amenities, such as bike parking already exists in neighbouring parks. Safety should be prioritized using low-cost measures.

Belcarra residents were provided an opportunity to convey additional thoughts to the project team. 44 comments were received. The sentiment echoed much of what was heard in other comment fields, stating a general lack of value or need for improvements. Some individuals relayed support for increasing safety for pedestrians and the need to address speeding along Bedwell Bay Road.

"Thank you for the great information and options your team is suggesting for Belcarra. It's my hope that all of these improvements will greatly enhance the safety of people walking, cycling, and rolling in our village."

"We are a small community of 250ish households. We are having issues paying for our existing infrastructure as it stands now. There is no need to add these features especially when we already have several perfectly safe low traffic walking corridors (i.e., Marine and Maine). Council's priorities should be focused on revenue raising activities like selling surplus land instead of spending dollars we don't have."

"I love where I live and part of the reason I enjoy living in Belcarra is because it is decidedly different from other urban areas. Upgrades are necessary especially where safety is concerned. But I don't want to see Belcarra morph into a mini metropolis."

Appendix A: Full Survey Report

Belcarra Active Transportation Network Plan
What We Heard
Public Open House & Survey 2

Report for Belcarra ATNP Survey 2

Response Counts
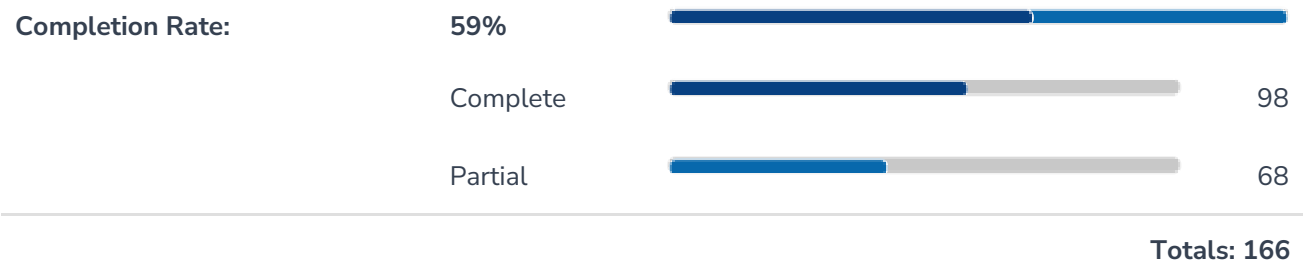
Completion Rate:	**59%**	
	Complete	98
	Partial	68

Totals: 166

1. What is your level of support for the potential conceptual designs for improving Bedwell Bay Road?

	Strongly Support	Support	Neutral	Oppose	Responses
Sidewalks Count Row %	12 12.5%	9 9.4%	9 9.4%	66 68.8%	96
Shared Pathways Count Row %	14 15.2%	7 7.6%	8 8.7%	63 68.5%	92
Buffered Lanes Count Row %	21 22.6%	17 18.3%	13 14.0%	42 45.2%	93
Totals Total Responses					96

2. What is your level of support for the potential conceptual designs for improving Bedwell Bay Road? - comments

ResponseID	Response
	Very supportive, of improvements as long as private property hillsides are destabilized as a result of road widening. Anywhere widening happens there needs to be accommodation for possible retaining walls and proper drainage. Also Belcarra planning should take a very good look at the shared pathway around Central Park in Burnaby.
	Road repairs amazing in front of our 3944 location.Like more parking:such as a couple of doors east of the location have large shoulders where fire hydrant is.Easier for shoulder pressure and future costs.Gravel there ,clean.
	For the few people that use these road ways I don't see anything wrong with the status-quo. And yes I walk Bedwell bay road with no concerns.
	Bedwell Rd is cracking due to subsidence in several places. This was mainly caused by filling the drainage ditch many years ago, causing seepage under the road , and slow erosion. Before any paths are done the drainage problem needs to be fixed, then the road. All this is obviously very expensive.
	Bedwell Bay ROW will not support shared path width due to geotechnical improvements needed, waterline improvements needed and current encroachments. Too expensive and disruptive to actually construct. The addition of more VoB storm drainage infrastructure is a future maintenance challenge. The current stormwater infrastructure maintenance schedule is challenge enough.
	The village cannot afford this project. The net benefits would be for people who do not live here. Five or six cyclists who live in the village seem to be pushing this idea. Vehicle traffic would be impeded.
	This plan appears to benefit people who do not live in our Village. We have far greater pressing improvements that need to be completed (ie: a new fire hall) prior to any of this being considered.
	The cyclists that use the village have no regard for road markings and can take their chances sharing the road with vehicles. Our villagers are the pedestrians that need protection from anything with wheels.
	All 3 options are severely challenged because lateral space is highly constrained especially for segments A3 & A4 where current provisions for pedestrians is unsafe.
	Buffered lanes would be best option if financially sustainable for the limited size of our community.
	The least expensive solution has more chance to be built and there is more pathway for our budget. There is not enough usage for sidewalks or shared pathways - buffered lanes work fine for the amount of pedestrian & bike traffic. Anything to get the bikes and pedestrians off Bedwell Bay Road.

ResponseID	Response
	Sidewalks will increase run off and cover ditches. The most economical and eco friendly choice is compacted gravel for walking.
	We do not have the money to ANYTHING in Belcarra. Who is this "network" for? Is it to increase traffic into our very small, non-commercial community - at MY expense!?
	Far more important issues for the Village to attend to with this level of estimated cost
	We have no money for this. We need roads repaired. We need a firehall and we need to pay down debt. Additionally, I see zero advantage to taxpayers and residents in adding traffic, fire and safety concerns and additional usage to our residential neighborhoods. And we have a volunteer fire department that cannot be expected to attend the additional issues created by multi paths. Vehicle, bike and pedestrian interactions/incidents will increase as they always do when these users are put together. e.g.. Stanley Park. The initial capital cost is only one consideration. Then there are the ongoing operational costs that particularly concern me, especially since we seem to have quite a hard time staying on top of drainage along Bedwell Bay Rd. as it is. Ultimately, I honestly do not see how we need these kinds of "improvements". Most residents already know how they can cut down to Marine Ave to by-pass the narrower shoulder from Marine Ave. to Watson Rd. I struggle to see what the
	We need to stop wasting money with useless consultants that do not live here. Cut out expensive consulting costs and lower property taxes to keep people wanting to live in this beautiful place. I agree with traffic calming and a safe walking path along roads. Spend our budget wiser. Fix our tennis court! Make that a multipurpose space for locals.
	There are certain sections between Main and Marine where there is very little verge, but I do not support widening the pathway between Kelly and Main. The real issue in Belcarra is speed, and unless traffic calming is in place, the road is not safe. The speed limit between Main and Kelly is 30 km, most vehicles are doing 70 or 80km. That is the problem.
	We have a funding gap. How are we taking on a project we cannot afford? Moreover, the village will have to pay for firehalls in the near future. We already lack the necessary funds to pay for that. We should be focusing on essentials, not luxuries. There are plenty of walking paths in Belcarra park and along marine avenue.
	Not necessary. We cannot afford to throw money around on vanity projects right now
	It's too narrow as it is!
	Sounds very expensive; buffered lanes that are wider is preferable
	Would favour flexible approach. Implementing whichever infrastructure improvement fits specific area
	Get it done! Belcarra is the only city with no sidewalks in lower mainland

4

ResponseID	Response
	I will ride my bike on a sidewalk, but would prefer a shared option.
	Hard NO
	The main reason we love Belcarra is the rural aspect and unencumbered movement throughout the village..it is not like we have had some huge population increase that would necessitate these kind of upgrades...we would live Port Moody if we wanted street lights, bike paths etc..the whole beauty of Belcarra is the basic rural aspect of it...People that live here that are asking for this should move to an area that already has this type of city development. Please don't make the residents of Belcarra succumb to this type of urban development. It will ruin the natural state that Belcarra has always offered to residents.
	We do not have room for any substantial type of sidewalks.
	Financial limitations and requirements suggest that low cost options which improve walking access should be favoured.
	We walk regularly on the existing shoulders just fine. Maybe trim the hedges back a foot or two. Note- Question 2 is biased as it presupposes approval.
	there are other priorities to spend money on
	We should have a gravel sidewalk along Bedwell Bay Road... we do not need it to be paved with a curb. regarding shared pathways and buffered lanes, these would be nice to have but not necessary. If we had a gravel sidewalk that is all we need. there is not enough traffic to justify these other improvements.
	Cost and tax
	Remove all footpath traffic from bed Bay Road, which will be if the village is interested in safety the safest approach
	Need to keep within an accepted budget
	This infrastructure will incentivize more people coming in and it's already jam packed in the spring and summer. People dump their garbage everywhere and overflow and it's honestly a fire hazard. Had some drunk teenagers come into the neighborhood last summer and they vandalized the little take a book leave a book thing and started burning the books. Don't want more people like this coming into the area. It's also really expensive and we should focus more on protecting the environment... not bringing in people who destroy it and have zero respect.
	Sidewalks and shared pathway require too much space and road widths too limited. Buffered lanes would be supported BUT without bollards or concrete curbs as winter maintenance becomes costly. Best is to just paint lines for pedestrians on the shoulder. Least costly, easy to maintain.

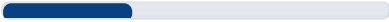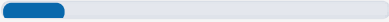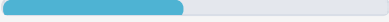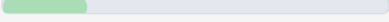| ResponseID	Response
	Not needed!
	Your focus on costs is distracting as the bulk of the costs are likely available from grants and other levels of government. The survey will likely skew the results.
	Ensure there is only one response per household on this survey. We want to preserve the rural nature of Belcarra and the trails through Belcarra provide existing recreational opportunities for pedestrians and cyclists
	I don't oppose Sidewalks and Buffered Lanes. I strongly oppose cycling with vehicles. I think that would be too scary for me as a cyclist and a driver.
	Village cannot afford these expenses. We are rural village not a city. Maintain existing trails in better condition. Add gravel along shoulders of roadways where possible to make it possible to walk along without mud and water pools.
	Could the Village consider a combination of shared pathways and buffered lanes?
	Concern re loss of hedges, garden, sound buffering and privacy on properties abutting proposed segment A4. Concern re cost to village of these improvements. Do not want a concrete path.
	Village can't afford and is a rural Village with limited resident use requirement. None of the street segments for improvement.
	We are a village not a metropolis. Safety is important but maintaining high cost somewhat Imposing road additions(that take away from our wooded tranquility) to our current "country-like " rural "roads" will alter the natural, wooded ambiance we currently enjoy. The more infrastructure and concrete additions the more we become urban and lose our rural status. Safety yes, "concrete jungle-no) We are 80 plus seniors who can maneuver walkways that are not sidewalk perfect--but perhaps we are in the minority. Having said that the actual roads need to be kept in good condition--which in itself is expensive but necessary. The recent resurfacing of Parts of Marine Avenue were done expertly. No so of the repairs made to Bedwell Bay road over the last several years. With costs rising in every aspect of community living, at some point, thought must be given to ways of reducing them. Or a time will come when ordinary citizens will not be able to afford living in any community. Our
	There are very few areas where formal sidewalks or pathways could be created without encroachment on private property
	Very few areas where sidewalks can be created without encroaching on private property.
	Pragmatically, with granite rock intrusions do not easily make space for cost effective widening.

ResponseID	Response
	None of the options overall would protect pedestrians from vehicles that lose control around that bend. I believe buffered lanes offer the best option to keep pedestrians and dog walkers from conflicting with cyclists while also enabling the cyclists to use this lane when no pedestrians are around to create more distance with vehicles.
	I am an elderly person who walks along Bedwell Bay Road daily without any issues. The only upgrade to consider is to require property owners to trim their hedges. Some folks may feel safer using other routes.

3. Which segments would you like to see prioritized for improvement? Please select up to three
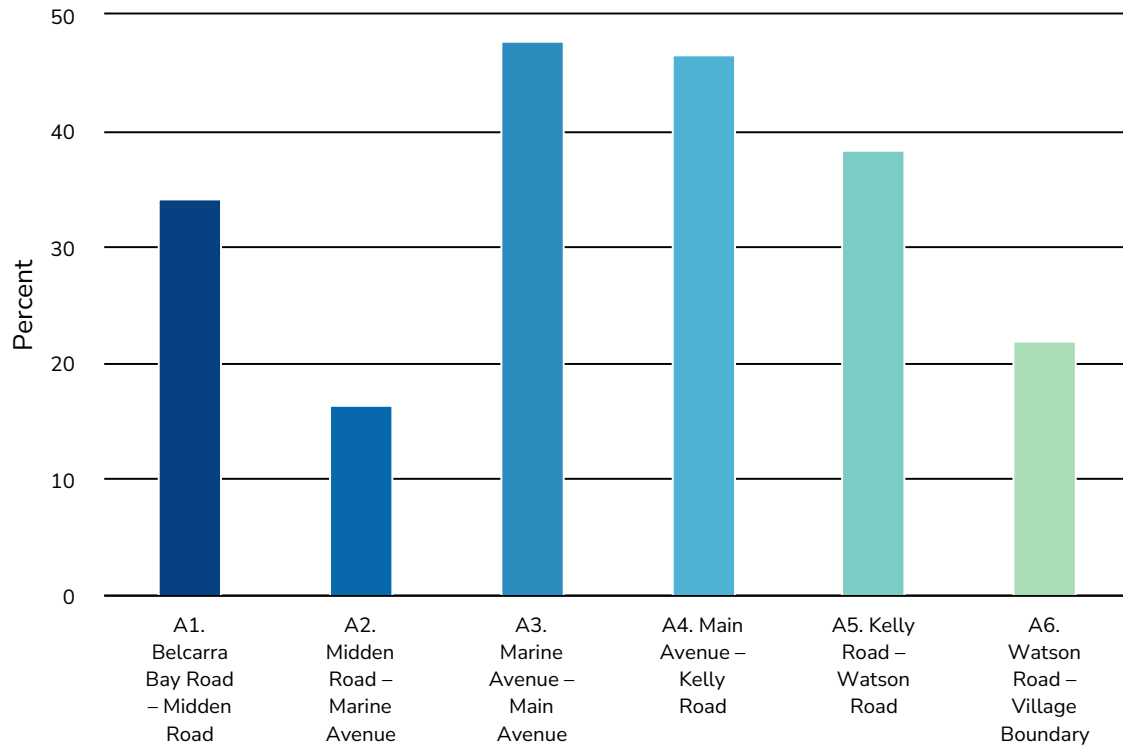
Value	Percent	Responses
A1. Belcarra Bay Road – Midden Road	34.2%	25
A2. Midden Road – Marine Avenue	16.4%	12
A3. Marine Avenue – Main Avenue	47.9%	35
A4. Main Avenue – Kelly Road	46.6%	34
A5. Kelly Road – Watson Road	38.4%	28
A6. Watson Road – Village Boundary	21.9%	16

Statistics

Skipped	44
Total Responses	73

4. What is your level of support for the potential conceptual designs for improving local streets?

	Strongly Support	Support	Neutral	Oppose	Responses
Advisory Shoulders Count Row %	7 7.5%	13 14.0%	14 15.1%	59 63.4%	93
Walkable Shoulders Count Row %	26 27.1%	12 12.5%	17 17.7%	41 42.7%	96

Totals
Total Responses   96

5. What is your level of support for the potential conceptual designs for improving local streets? - comments

ResponseID	Response
	We need speed bumps to slow vehicles, cars, some buses and trucks going over the speed limits by quite an amount.
	Off street parking will have to be eliminated for these concepts
	Paved or unpaved shoulders are necessary for vehicle breakdowns or accidents.
	Shoulders are necessary for cars to pull off we have many trails for bikes or walking so we do not need shoulders for that purpose.
	Many of our villagers ignore or can't understand road signs and markings. To add more to be ignored would be a waste. Case in point...many residents on Marine still turn right against a no right turn sign.
	Advisory & buffered shoulders are unsafe because hilly terrain obstructs vision for car/bus/truck. On cresting a hill when the shoulder is occupied there will not be sufficient time to correct vehicle path and, when an oncoming vehicle occupies the road, no opportunity to correct vehicle path.
	There are speeders presently living in Belcarra which will make Walkable Shoulders a very dangerous option. Single lane and pullout into pedestrian and lanes is a bad idea!
	Can not afford Cyclists use road regardless Cycle traffic should be diverted to Tum Tum or Marine.
	There is already a pathway (trail) from Belcarra Regional Park to Marine Avenue - Marine Avenue goes all the way to Watson Road. It is relatively safe and flat. All that needs to be done is for Metro Van to approve bicycles on the trail segment between Marine Ave and the park. This request was formally made several years ago. Metro Van denied the request because they said the bridge over Ray Creek was not wide enough. This is simply untrue. North Van., Squamish, Whistler, etc. ALL have multi-use trails with bridges that are more narrow than Ray Creek. This connection between the west side of Belcarra and Watson Road would be FREE - and would provide an "active transportation network". Belcarra doesn't have the funds to properly attend to basic road maintenance issues (cleaning up debris in drainage swales, shoring up erosion on road shoulders, etc.), where would the money come from!? We do not have one nickel to spare for a project of this nature in Belcarra. You are already raising re
	Not needed. We can already walk along the wide shoulder or trail network from Marine Ave. to Midden. There is absolutely no need for separation on Marine Ave. and the segment from Marine Ave to Main Ave. is safe to walk along the drainage area on the upper side of the road.
	Again, the real issue is speed.

ResponseID	Response
	If walkable shoulders can only be walked on one side of the road, it seems unsafe because in one direction your back will be to oncoming traffic
	Advisory shoulder seem less safe, because in one of the two directions that you walk, your back will be towards traffic
	I feel that the traffic is too fast and heavy for advisory shoulders. These may work on a quiet country road with little traffic. A walkable shoulder on one side of the road would be preferred, but at this point I feel that both options would not be safe for a person walking, rolling or biking.
	Another HARD NO
	Hopefully common sense still rules in Belcarra...if people are concerned about their safety when walking about the Village, especially at night they should wear reflective clothing and look both ways before crossing the road...the problem these days is common sense is not all that common...
	Improvements at reasonable costs. The volume of traffic on the suggested routes is so limited that significant expenditures here are not likely to be a priority
	Not warranted for these streets
	We don't need a capital project. Just trimming some hedges would suffice and could be done under operations. Note - 4 is a biased survey question.
	I am sticking with my gravel shoulders wide enough for two people to comfortably walk beside each other and having space from traffic... suggest 5' wide.
	Safest alternative would be to have all foot traffic Traverse to Marine Avenue only local traffic exists
	Keep within an acceptable budget
	I don't want to incentivize people walking there. They shouldn't be. It makes it hard to drive through and the people who come into these neighborhoods have zero respect, throw their trash everywhere, drop their cigs on the ground, and blast their music so nobody else can enjoy the peace.
	advisory shoulders take up to much room from cars and will create their own safety risk. A single walkable shoulder is easily shared by pedestrians and cyclists and is a big improvement over today
	Which small minority group wants to take away the rural Belcarra that attracted us to come here in the first place?

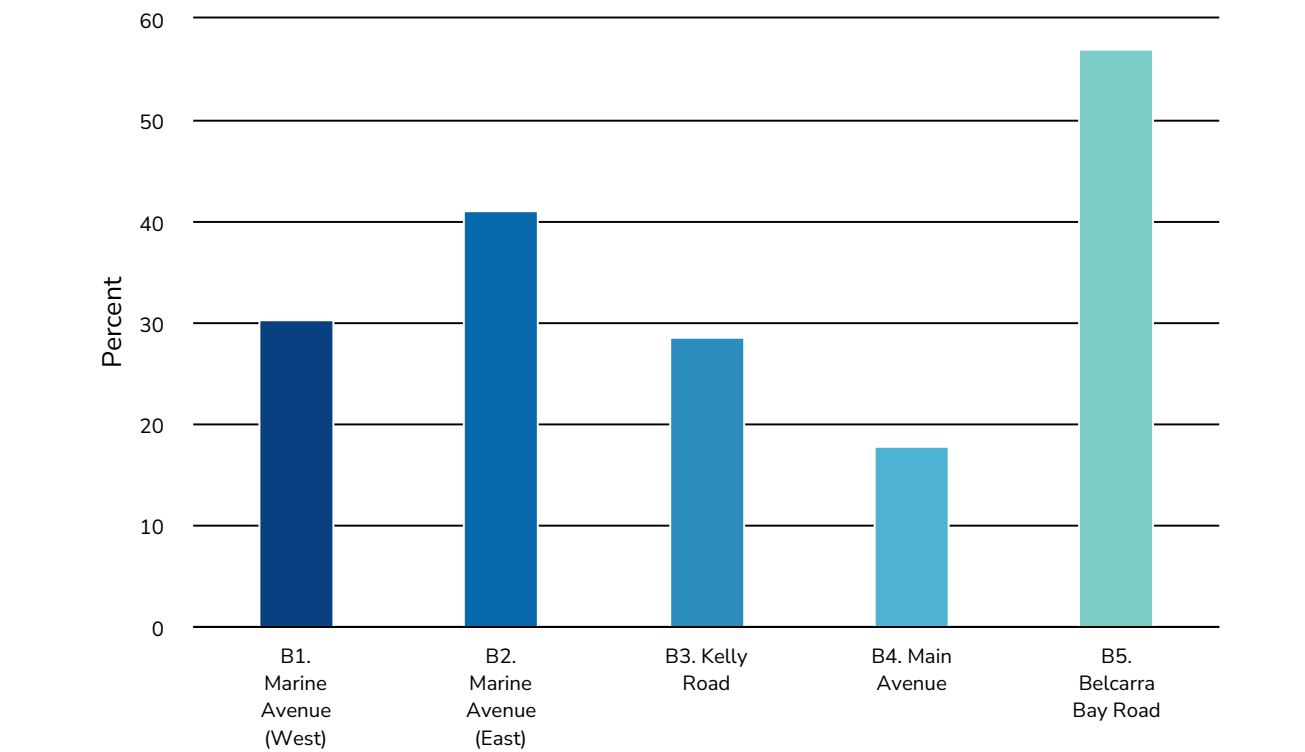| ResponseID	Response
	Cost estimates here are likely not helpful. On non-MRN roads, the costs may have to be entirely borne by the 260 Belcarra households. This could amount to approx.$1000 per household based, on your estimates. Not reasonable.
	There are sufficient areas for pedestrians to walk now. There have been no accidents involving pedestrians and cyclists in this area that we are aware of in over 50 years living in Belcarra
	Not necessary.
	Not necessary. No support. This is a Village not a City.
	Walkable shoulders are less visually overbearing--Fit in better with a rural environment. Advisory shoulders are not visually appealing and I agree would potentially cause conflict with oncoming traffic. I have lived in Belcarra for 45 years, commuting to work for almost 40 years. Other than summer congestion at White Pine Beach, I have not been made aware of problems with vehicle traffic and individuals who walk the roadway. Our population is small and although "tourists" do inhabit our roads for hiking etc, I have always found them to be careful and observant of oncoming traffic and drivers are also careful and drive in a safe manner.
	The current roads already offer these features with those who understand the laws of the road here and through observation of others in the community.
	All of the following routes are walkable to develop roads for traffic will then require speed bumps. Leave well enough alone.

6. Which local streets would you like to see prioritized for improvement? Please select up to three.

Value	Percent	Responses
B1. Marine Avenue (West)	30.4%	17
B2. Marine Avenue (East)	41.1%	23
B3. Kelly Road	28.6%	16
B4. Main Avenue	17.9%	10
B5. Belcarra Bay Road	57.1%	32

Statistics

Skipped	59
Total Responses	56

7. What is your level of support for the potential designs to improve recreational trails?

	Strongly Support	Support	Neutral	Oppose	Responses
Paved Trail Count Row %	6 6.3%	9 9.5%	11 11.6%	69 72.6%	95
Unpaved Trail Count Row %	34 34.7%	28 28.6%	13 13.3%	23 23.5%	98
Totals Total Responses					98

8. What is your level of support for the potential designs to improve recreational trails? - comments

ResponseID	Response
	where is trail on map from C4 to marine.use this trail but no mention of it on map
	Both are good.Unpaved easier for seniors.Paved for park setting.
	We should have the trail from Belcarra park past Ray Creek around the tennis court, down onto Marine end, and through to Bedwell bay to Senkler, onto Sassamat Lake This should be made for bikes and pedestrians, Bedwell Bay Rd is not safe, plus is far to costly to install paths on. The village has more important needs.
	Very important to link Marine Ave. Why is the old Tatlow Trail to Marine not included. The old Tatlow should not be taken out of the trail network. This an existing BCH RoW that should not be utilized for walking.
	The trail system must be complimentary to the Metro Parks trails. Not paved for the benefit of a few cyclists.
	Trails are mainly part of Metro and paving is not necessary.
	I regularly (4-5 times/week) walk gravel/limestone trails between Sasamat Lake & Belcarra Park. These are 99/100 times easy to walk & require hardly any maintenance except for fallen trees/large branches.
	Physical improvements & signage on Marine and Main Ave and to C1 to C5 should be considered as a viable alternative to extensive and expensive work on Bedwell Bay Rd.
	Widen unpaved trails and allow bikes on them with rules - bell mandatory when approaching pedestrians - ride single file - rules of the road followed always on the right.
	Again costs. Our trails are ok.
	As already stated, we have a complete, safe continuous network of side streets and gravel trails that extend all the way from Coombe and Turtlehead through to Watson Road via the park gravel trails and Marine Avenue. Any additional funds spent on an "active transportation network" is wasteful and unnecessary. Belcarra is a very small community with a very small tax base - including ZERO commercial tax opportunities. I do not believe it is in the interest of Belcarra residents to attract additional visitors into our community beyond what we already do. There is a large regional park with a beautiful new access road with bike and walking trails that extend all the way to Sasamat and Port Moody. It has as much parking as the park size and infrastructure will support. Attracting more people into this community is a recipe for problems - traffic, general summer rowdyism (see problems at White Pine Beach that the Port Moody Police cannot even keep up with - and we have an almost-zero police
	ensure existing unpaved trails remain clear but could do this with a call for resident volunteer committees

ResponseID	Response
	Paving the trails is a waste of money. Smarten up!
	Pavement would be better for steep slopes (C3 & C4)
	Unpaved works now
	I agree that some trails would be more accessible if paved C2 would be my first choice as we have found that the village has not been able to keep up with the constant erosion on the gravel surface. A person in a wheelchair or adaptive bike would not be able to use this trail at the current time. I would like to see C5 built as an emergency egress and paving would be preferred for vehicular use in an emergency. C1 has been used for emergency egress and paving would be a good plan as the path has narrowed due to vegetation encroachment.
	NO
	Providing trails for larger public access is beyond our financial capabilities and not in the interests of a small quiet neighbourhood.
	Paved trails will divert significant park traffic through our village. Adding more maintained trails in general will increase park visitor foot traffic through our village. We need to be very careful.
	The more we can get walking, jogging, biking off the shoulders of the main road... Bedwell Bay Road... the better!
	Leave it natural
	As all trails are unmaintained, why would we want to add when only the villagers would be using? There is no economic gain to anyone from outside, using at the cost of the village.
	There's nothing wrong with the current trails. We don't need to spend that much money fixing something that's not broken. I don't think the local wildlife will appreciate all the construction either. The whole point of going outside is to enjoy nature and get away from grey industrial eye sores.
	paved trails too costly to create and maintain everywhere.
	Why are bikes highlighted in all of these categories???
	Current trails are likely adequate for local users. Trail improvements for supporting more non-local users requires funding support support from regional program providers.
	Why would we pave trails in our natural setting when the trails now are very useable

ResponseID	Response
	Maintain the existing trails in much better condition than their current conditions.. Pave C1 and C2 Watson trail to allow bicycle travel down to Marine Ave. corridor to access Belcarra Regional Park
	Many of the trails around Belcarra are currently unpaved. They fit better into the natural feel of the environment in the Village and most are quite accessible.
	We are a rural community and we are not growing. We like Belcarra rural aspects including its natural trails.
	Maintain existing trails in much better condition. Why is the Tatlow lower Trail Site 6 between Marine Ave. & Belcarra Bay Road not listed? "Current public use reported in Road Ends 2014 "Public access to the water ". Follow through with the upper Tatlow (C4)Trail.
	Again, I admit I am not a frequent Hiker, but I have hiked most of the trails surrounding my area, and I have never found them to be overcrowded or difficult to do. In fact, very rarely do I encounter other hikers on my journey. I think folks only hike areas they feel comfortable with. Too much pavement destroys the natural ambience.
	Undeveloped trails are important to our natural environment for walking.
	Unpaved trails offer the best option for pet owners and pedestrians in the area. I don't think people with extreme accessibility issues would find Belcarra to be very accessible due to the terrain so constructing pathways for a handful of people in an area where the very terrain is inaccessible sounds like a huge waste of money.
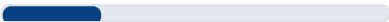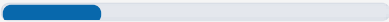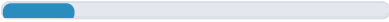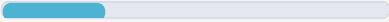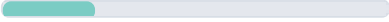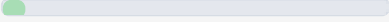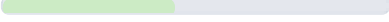
9. Which trails would you like to see prioritized for improvement? Please select up to three.
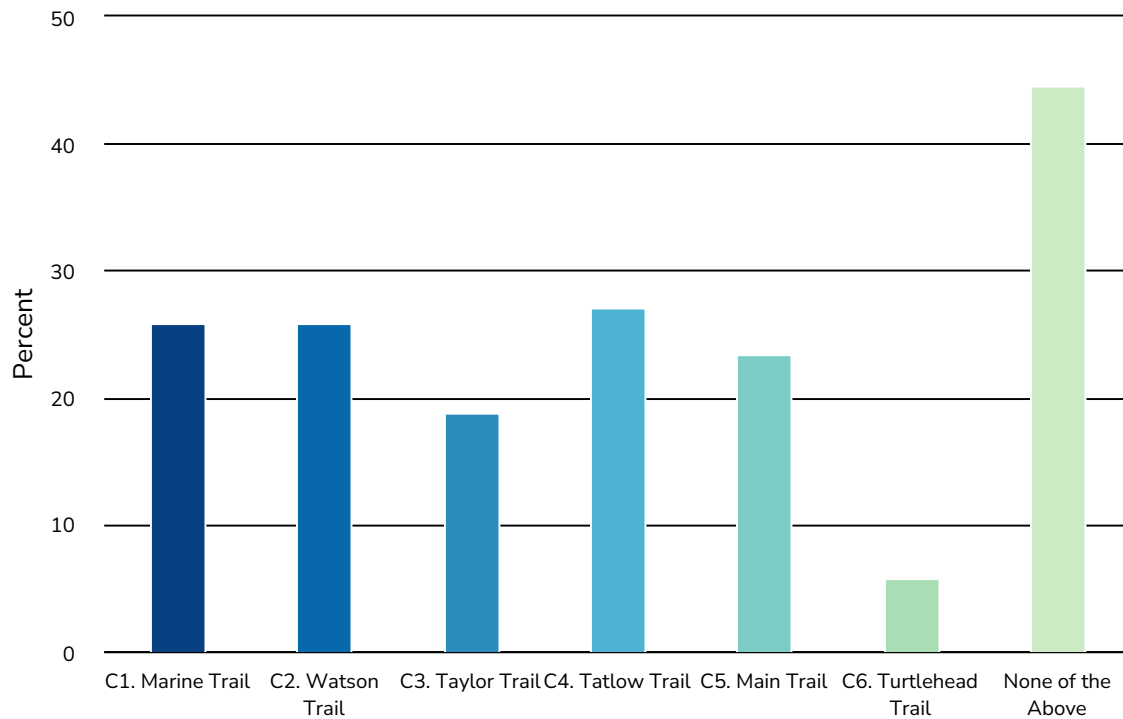
Value	Percent	Responses
C1. Marine Trail	25.9%	22
C2. Watson Trail	25.9%	22
C3. Taylor Trail	18.8%	16
C4. Tatlow Trail	27.1%	23
C5. Main Trail	23.5%	20
C6. Turtlehead Trail	5.9%	5
None of the Above	44.7%	38

Statistics

Skipped	30
Total Responses	85

10. Which trails would you like to see prioritized for improvement? Please select up to three. - comments

ResponseID	Response
	I would like the C5 trail extended and paved all the way to the Sasamat Lake side of Bedwell Bay Road. Work with Metro Parks. This would safe out half the dangerous Bedwell Bay Road sections by having a multi use path direct cyclists onto Main Ave to bypass the A4, A5, and A6 sections
	The village trails need improvements and need to be taken back from private homeowners.
	We as a village need to take back trails that are being used by personal homes.
	I regularly (3-4 times/week) walk all trails except C6. Trail C3 is frequently used by Main Ave residents, especially school aged children, to access the bus stop. Trail C4 would require minimal improvement. Improving trail C5 would provide much safer access to Woodhaven trail for a wide array of residents.
	Spend the $ on widening Bedwell Bay road for pedestrians and bike traffic. Maybe start with bike lane for steep grades only.
	As already stated, we have a complete, safe continuous network of side streets and gravel trails that extend all the way from Coombe and Turtlehead through to Watson Road via the park gravel trails and Marine Avenue. Any additional funds spent on an "active transportation network" is wasteful and unnecessary. Belcarra is a very small community with a very small tax base - including ZERO commercial tax opportunities. I do not believe it is in the interest of Belcarra residents to attract additional visitors into our community beyond what we already do. There is a large regional park with a beautiful new access road with bike and walking trails that extend all the way to Sasamat and Port Moody. It has as much parking as the park size and infrastructure will support. Attracting more people into this community is a recipe for problems - traffic, general summer rowdyism (see problems at White Pine Beach that the Port Moody Police cannot even keep up with - and we have an almost-zero police
	This makes no sense. These are already unpaved areas that are functioning very well in terms of allowing people to move through the paths without going so fast that they create accident hazards.
	Not necessary trails are in good shape as is.
	We need speed, bumps or speed humps between midden road and Bedwell bay Road and the Firehall. This has become a race course in the summer and in the evenings. The same could be said for the stretch of Belcarra Bay Road between whiskey Cove and the park
	C4 could be used as a primary route for bikes if Bedwell Bay Road hill next to Kelly is too problematic to widen. Main Avenue is a good biking route already.

ResponseID	Response
	In order of priority, C2, C5, C1 This is a great idea, especially for emergency egress, something we need to be aware of for wildfire safety.
	these trails are all fine and are kept in good condition
	Any improvement would be a waste of money without continued maintenance
	Trails are great the way they are. It's getting harder and harder to find anything that actually feels like nature anymore. Will be so sad if this ends up industrial looking too.
	Upkeep on these trails by village staff is suboptimal and, in places, unsafe (see washouts on Watson). Consistent maintenance needs commitment from the Village. Without additional staff commitments, expansion seems unreasonable.
	Add gravel to all other existing trails so they are good in our wet weather.
	I find the trails in quite good shape and quite accessible.
	Where is the Lower Tatlow trail? Why not listed in this Survey as it was in the Road End report of 2014. Upper Tatlow trail residents would cross Bedwell Bay Road and travel down Lower Tatlow trail to access the water. Please provide an answer.
	As I am not an ardent hiker, I almost feel I should be leaving this decision to the folks who are hikers and know which trails are used most. But also considering cost .
	Natural trails are more desirable than developed trails.
	Not all of the trails need to be equal. These paths are walkable to most folks. Rural areas are not expected to be wheelchair accessible.

11. What is your level of support for the potential designs to improve foreshore access points?

	Strongly Support	Support	Neutral	Oppose	Responses
Paved Trail Count Row %	2 2.2%	9 9.9%	17 18.7%	63 69.2%	91
Unpaved Trail Count Row %	28 28.9%	31 32.0%	11 11.3%	27 27.8%	97
Totals Total Responses					97

12. What is your level of support for the potential designs to improve foreshore access points? - comments

ResponseID	Response
	No brainer. Take down the idiotic signs that say "No Shore Access"
	This access does improve water access for upland homeowners with kayaks and canoes.
	Unpaved trails are entirely sufficient.
	Unpaved trails with stairs as shown in pictures.
	Costs How much is this survey costing. We need to be generating revenue
	To whom are we providing "foreshore access" to!? There is already access that residents of Belcarra can and do utilize. Are we inviting the general public to come into Belcarra and party on the foreshore!? We saw a measure of this during COVID - replete with the garbage (diapers, COVID masks, picnic debris, cigarette butts, abandoned BBQs, etc.). This is, quite simply a bad idea that I do not consent to as a resident with a huge annual tax bill! The "D1" is zoned as "environmentally sensitive". Ports Canada is working to have it designated as a Vessel Operating Restricted Area or "VORA" - a no-go area. Inviting people into this area simply doesn't make sense. We have had "NO SHORE ACCESS" signs up in this area for longer than I have lived here.
	We are finally resolving the parking issues that resulted from folks wanting to access the foreshore and avoid the paid Park parking. This does not seem to be a pressing issue for most residents I have met with.
	Absolutely against this. We already deal with so much garbage and fire risk associated with outside users coming to these foreshore access points. Residents know how to access these points, so why would we pay to increase traffic, garbage and safety problems for non residents. For whose benefit? All I see is more disturbance to local residents, more fire risk, more garbage and more operational costs to service this. Again, this makes absolutely no sense, especially at the south end of Bedwell Bay which is a Marine Protected Area that has recently been closed to anchoring. This is an extremely sensitive habitat that we have fought for decades to protect. It is already receiving massive spillover from park areas and DFO is routinely called out to arrest clam and crab poachers. Please do not open this area up when it has only just received the protection it deserves. All of these foreshore "improvements" would be massively disruptive to the taxpayers and residents who live in thes
	This will bring too many non residents to the foreshore. Again smarten up
	Most of these trails are steep and have stairs. I am not sure how accessible they could be, but by all means let's look at making them accessible if at all possible.
	NO, NO, NO

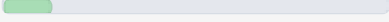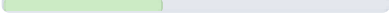| ResponseID	Response
	Providing trails for larger public access is beyond our financial capabilities and not in the interests of a small quiet neighbourhood.
	Where would residents or visitors park their vehicles to take advantage of foreshore access?
	This would encourage and support non village residents but not improve anything for people who live here.
	There is enough foreshore access in place now. If users are concerned about any one access, there is always access at the park.
	Please just leave them alone.
	Again, how secure are your costings ? Will this be work completed by village staff?
	Maintain existing waterfront trail access and improve with gravel and basic stairs if necessary
	As a person with mobility I do understand that folks who are not mobile deserve to enjoy our natural settings. However, I understand that there are areas of forest, etc in the lower mainland, that have made allowances for folks in wheelchairs, etc. We are a small village and as such, our financial base if also limited. The trails that I have used in Belcarra are not particularly wheelchair accessible and I think would be very costly to install. Perhaps I am wrong but I wonder if we did install such trails, how much actual use would they get--and should our Village be covering the expense incurred or should the government be paying for the improvements that would benefit those who need them?
	Paved trails are a waste since the shore is so rocky that accessibility would cause more risk and damage for those who can access the slippery and rocky shore.
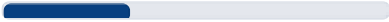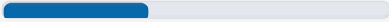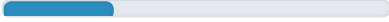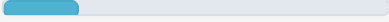
13. Which foreshore access points do you want to see prioritized for improvement? Please select up to three.
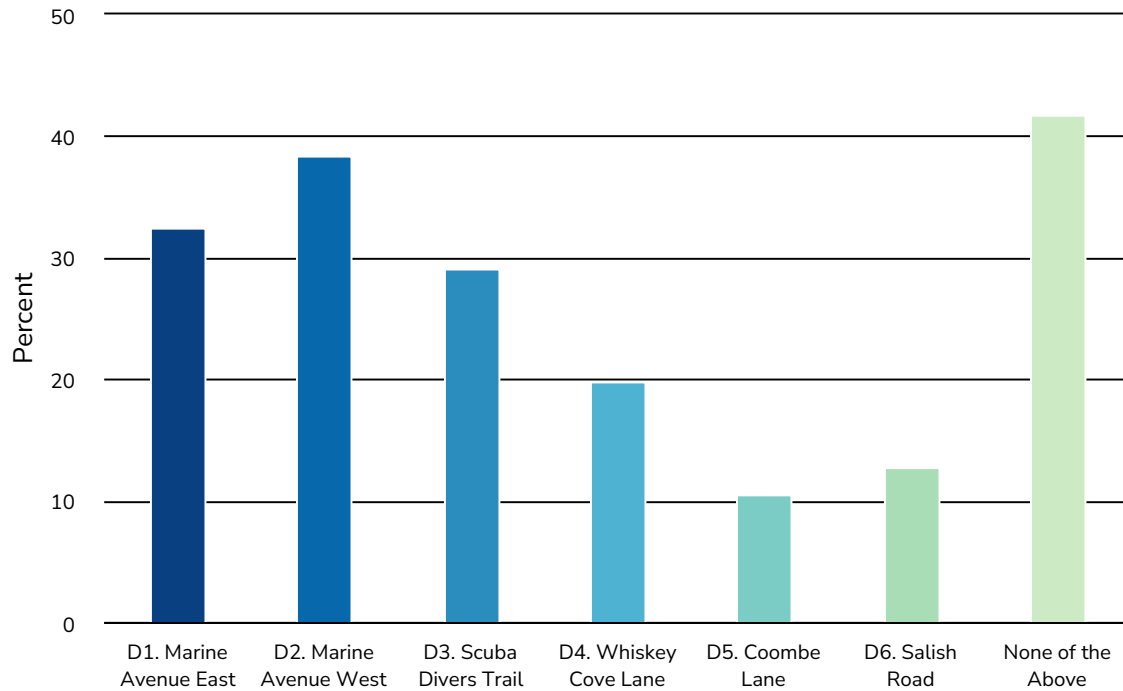
Value	Percent	Responses
D1. Marine Avenue East	32.6%	28
D2. Marine Avenue West	38.4%	33
D3. Scuba Divers Trail	29.1%	25
D4. Whiskey Cove Lane	19.8%	17
D5. Coombe Lane	10.5%	9
D6. Salish Road	12.8%	11
None of the Above	41.9%	36

Statistics

Skipped	25
Total Responses	86

14. Which foreshore access points do you want to see prioritized for improvement? Please select up to three. - comments

ResponseID	Response
	All of them. Best bang for our buck. Am opposed to making these ramped accesses. Limit access to stair improvements and signage adjustments.
	Access points D1, D2 & D3 are more accessible to a majority of village residents so these should receive primary attention. Improving D4-D6 is desirable and affordable after remediating D1-D3.
	Costs Neighbours directly affected should get first voice. Whiskey Cove Lane is Metros responsibility. Not Village
	Again... To whom are we providing "foreshore access" to!? There is already access that residents of Belcarra can and do utilize. Are we inviting the general public to come into Belcarra and party on the foreshore!? We saw a measure of this during COVID - replete with the garbage (diapers, COVID masks, picnic debris, cigarette butts, abandoned BBQs, etc.). This is, quite simply a bad idea that I do not consent to as a resident with a huge annual tax bill! The "D1" is zoned as "environmentally sensitive". Ports Canada is working to have it designated as a Vessel Operating Restricted Area or "VORA" - a no-go area. Inviting people into this area simply doesn't make sense. We have had "NO SHORE ACCESS" signs up in this area for longer than I have lived here.
	As above. Do not create problems where we least need them. There is absolutely no need to improve access points. You are only inviting more problems both during the day and after hours that have material consequences for our residents, our firefighters and the safety of the Village. Even the RCMP is loath to access these dark and remote areas. So why expect residents to shoulder increased traffic with no support?
	I think your numbering is off. D4 is Salish Road, D6 is either Whiskey Cove or Coombe Lane? All 3 made more accessible would be great.
	Providing trails for larger public access is beyond our financial capabilities and not in the interests of a small quiet neighbourhood.
	As all access points are designated environmentally sensitive there should be no access
	Please just leave them alone.
	There is already enough foreshore access in the area, these additional costs are unneccessary and will create unwanted traffic and interefere in peoples quiet enjoyment of the area
	Combo solution of either methods most suitable for the spots that best save and serve the public use of spaces.

ResponseID	Response
	D2 is usually the scuba access point and not used by local residents. The D3 label is the furthest east drivable point on Marine. The foreshore at that point is at the confluence of 3 village properties and a good site for a small local park with parking sites. Planning for a future maintained little park is enthusiastically supported.
	Whitepine Beach and Belcarra Park provide access to the water in a controlled park setting. This is adequate as water access from the streets of Belcarra are in residential areas.
	Strong support for public access points to the foreshore that at present are not evident and appear to be private.
	Again, I do not personally know some of these areas. I need clarification. I know access to foreshore is limited to certain areas. I also know that non Villagers do access foreshore areas that are supposedly restricted to local villagers. Would improvement be restricted to foreshore areas that allow non residents to access? If not I see a serious problem developing where the improvements might encourage many non residents to access areas that traditionally are not available to folks who do not live or pay taxes in the village. Can we assume that all foreshore access points up for improvement are for all citizens' use and therefore are not contravening any rules about private access to foreshore??
	Primarily at the very least making the rocks that are used to get from the path to the shore as they can be unstable. The current paths do provide a pleasant, natural way to access the shore so keeping the access points as natural as possible would be ideal.
	Development of these areas would enhance access to shoreline for upland residents.

15. What is your level of support for the potential crossing designs?

	Strongly Support	Support	Neutral	Oppose	Responses
Raised Crosswalks Count Row %	29 31.2%	8 8.6%	11 11.8%	45 48.4%	93
Pedestrian Flashers Count Row %	23 25.0%	23 25.0%	12 13.0%	34 37.0%	92
Decorative Crosswalks Count Row %	14 15.6%	15 16.7%	24 26.7%	37 41.1%	90
Totals Total Responses					93

16. What is your level of support for the potential crossing designs? - comments

ResponseID	Response
	Raised crosswalks needed since there is zero speed enforcement in the Village
	This is an important safety issue.
	Improve safety for all
	Flashers are sufficient to alert drivers if well placed and much less bothersome to drivers. Experience with the flashers on Ioco Road, especially at Old Orchard Hall and the Rec Centre are proof to me drivers honor the signal.
	Methods to slow vehicle speed (with or without the presence of pedestrians) should be considered as highest priority.
	Pedestrian flashers only at blind corner crossings or high # of pedestrians.
	We should have speedometer readers. You know with sad face or slow down if speeding.
	I would support raised crosswalks in order to support road crossings at Kelly Rd., Tatlow Trail and other locations along Bedwell Bay Rd. I would even encourage additional crosswalks at the straight away on Bedwell Bay Rd. at the tennis courts. We have suffered for too long with street racers along Bedwell Bay Rd. and raised sidewalks would provide a dual remedy in terms of pedestrian and road safety. Re. road flashers, I only support them at low visibility areas like Kelly Rd. and I absolutely do not support them anywhere that they will be flashing in someone's house.
	Flashers make more sense from a pedestrian safety standpoint.
	Neither decorative crosswalks or flashers will slow down traffic.
	Vanity project
	Anything that slows traffic in this village is a positive enhancement
	Any of these improvements would be beneficial. I like the idea of raised crosswalks which also add as speed humps. This is an effective means of slowing down traffic.
	NO
	No, No, and heck No!!
	I support gently raised crosswalks which would have a minimal impact on vehicles travelling at the speed limit. These mild impacts will remind drivers they have entered the village and neighbours are likely to be walking in the area

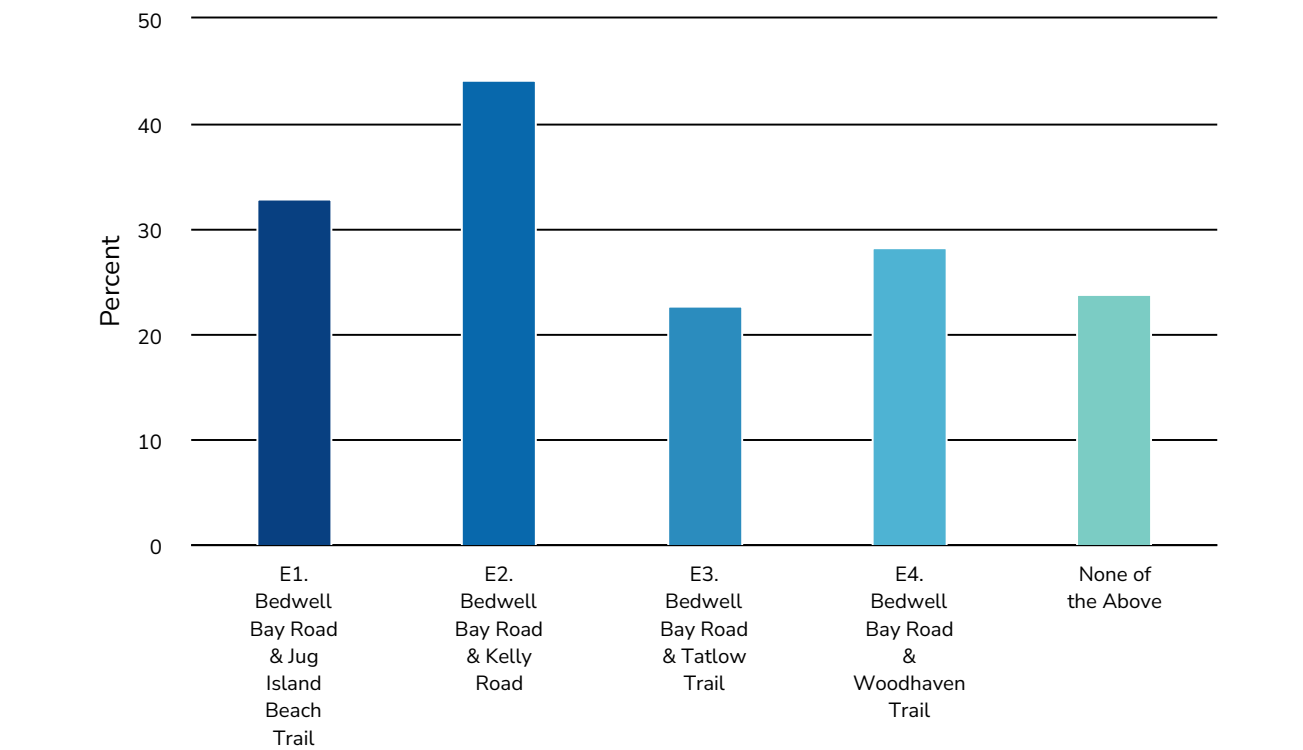| ResponseID	Response
	Trimming back south side hedges to improve driver libe of sight between main and Kelly would help. Crosswalks kill people if not paired with sight lines and calming before the actual crossing.
	the crossings we have in place work as they are. the one by the park can be a little sketchy because of the curve in the road.
	There is not enough foot traffic to justify any cost other than painting on the roadway
	Flashing lights are great because I don't want to hit any pedestrians, but I don't want a decorative crosswalk. So unnecessary and ruins the natural and outdoorsy experience with yucky paint.
	the only real issue is how fast some people are driving in the area and risk to peds and cyclists. A few speed humps wouldnt hurt but how to manage that with a snow plow needs to be understood. Flashers to go along with a spped hump (if feasable for winter maintenance) are a good visual tool at the worst sites. mostly decorative crosswalks should be used otherwise.
	Costing estimates on this item is questionable. On-line costs for available pedestrian flasher units are much lower. Costs to the village, when items are installed on the MRN, are likely much, much lower.
	Pedestrian flashers are accepted safety enhancements
	Mechanisms to slow traffic on Bedwell Bay Road must be a priority. Slightly raised crossings on East Road in Anmore are highly effective in slowing traffic and making crossing safer.
	Raised crosswalks are safe, Pedestrian flashers are somewhat of an eyesore and not always effective. Decorative crosswalks often are not esthetically pleasing to everyone and sometimes are vandalized.
	If raised crosswalks slow traffic on Bedwell Bay Rd. - This would be an important benefit.
	I strongly oppose to decorated crosswalks for any sort of branding, political or societal messages. Keep these crosswalks functional only.
	Raised sidewalks and decorative crosswalks are too [] for a speeding driver to slow down. A flashing light is a warning seen from a distance.

17. Which crossings do you want to see prioritized for improvement? Please select up to two.

Value	Percent	Responses
E1. Bedwell Bay Road & Jug Island Beach Trail	33.0%	29
E2. Bedwell Bay Road & Kelly Road	44.3%	39
E3. Bedwell Bay Road & Tatlow Trail	22.7%	20
E4. Bedwell Bay Road & Woodhaven Trail	28.4%	25
None of the Above	23.9%	21

Statistics

Skipped	21
Total Responses	88

18. Which crossings do you want to see prioritized for improvement? Please select up to two. - comments

ResponseID	Response
	This crossing needs to be moved further along Bedwell Road to the mail boxes. Even though if people follow the 30KM sign, and that's a big if, that hill gets black ice on it quite often, even at 30KM it is hard to stop in those conditions, accident waiting to happen.
	More safety for pedestrians
	E2 is already installed. E1 has good visibility for traffic. Visibility for E1 would be even better if moved to the exit for the park's parking lot.
	Please ease traffic speed on Bedwell Bay Rd.
	Costs
	Painted & signed crosswalks for safety at these locations (don't they already exist?).
	Please also put one along Bedwell Bay Rd. by the tennis courts.
	Main and Bedwell bay should also be prioritized to slow traffic down before the hill.
	Again cannot afford these vanity projects. Should prioritize eliminating water debt and building new firehall
	All four deserve to be prioritized.
	Visibility and speeds here are a risk
	I would not prioritize any location unless the design was decided upon.
	Safety at what cost the village does not have any portion of funds without 100%
	Speed control urgently needed
	Sight lines at Kelly are problematic for pedestrian/motor vehicle conflicts. This crosswalk may be best moved to a better location. All crosswalks on an MRN road are ideally lit and marked with flashers. Consider cost sharing with Translink et al.
	We only support the flashing light safety enhancement
	I feel the crossings are already adequate. There is no need to spend money on these.
	As a long time resident, I realize that this intersection is often used to get to the other side of the road, and has no official markings. A potential hazardous situation . A formal crossing might avoid problems.

ResponseID	Response
	With the slope at the E3 location I believe that having pedestrians yield more to vehicles as a courtesy would be better since manual vehicles and trucks with heavy loads will likely have a harder time starting up again and potentially rolling back.

19. What is your level of support for the potential designs to reduce speed on Bedwell Bay Road?

	Strongly Support	Support	Neutral	Oppose	Responses
Reduced Speed Limits Count Row %	23 25.6%	23 25.6%	10 11.1%	34 37.8%	90
Speed Radar Signs Count Row %	28 31.5%	16 18.0%	12 13.5%	33 37.1%	89
Pavement Markings Count Row %	21 23.6%	23 25.8%	16 18.0%	29 32.6%	89
Totals Total Responses					90

20. What is your level of support for the potential designs to reduce speed on Bedwell Bay Road? - comments

ResponseID	Response
	Who will enforce these rules?
	Speed bumps work, and are cost effective to install. Works well in many lower mainland places.
	Will be a failure without an enforcement component.
	Speed bumps should be installed
	Enforcement is necessary
	I estimate drivers will drive their chosen speed limit regardless of speed limit signs UNLESS traffic enforcement is obvious and regular. Radar signs, in my judgment, are just glorified speed limit signs – same effect, i.e., none. Markings help frequent travelers and possibly infrequent travelers (should be researched) to know where crossings are but do nothing to improve behavior.
	Speed radar sign should be on Bedwell Bay Road at top of hill before Kelly Ave. Pulling off Kelly onto Bedwell Bay very dangerous with speeders coming down hill on Bedwell.
	Speed limit is already posted at 30km just before Midden. Has been that way for a long time. Still most people do 50km
	Should be a reduced speed limit in many areas. BUT, these are only good if there is enforcement action associated with the signage. "Laws without an enforcement mechanism are impotent". We have an almost-zero police presence in Belcarra. Speeding is a HUGE issue - particularly along the stretch from Main Avenue to the curve towards the park. We're talking excessive speeding by cars and motorcycles. We have had 3 rollover crashes in front of Marine Avenue and there have been other over-the-embankment crashes along Bedwell Bay Road (cars and motorcycles). This is another reason that I oppose inviting greater public access into the community. It adds dangers that we cannot/do not police and we cannot afford. This is why Tum-Tumay-Whueton was put in - to keep excessive, non-resident traffic out of the small Village roads - it adds significant danger to the people who foot the bill for this community.
	The speeders will not be deterred by more signage. They speed because they can without getting ticketed, not because they don't know the speed limit (which most vehicles now remind you of anyway). This is the wrong solution to the problem. Sadly the persistent speeders will continue until there are direct repercussions for them regarding their speeding.

ResponseID	Response
	And how about some policing and enforcement? None of these things is going to stop the street racers who love Bedwell Bay Rd. in the evenings. It is only a matter of time before someone dies in a fiery crash on Bedwell Bay Rd. because of street racers. Put in some raised sidewalks or speed bumps or put some policing in place. But all of these things designed to "encourage" drivers to slow down are not even deterrents to the street racers.
	If there is no enforcement than what is the use of speed limits
	This is a must. I have been almost hit several times with speeders. This is a must on Bedwell bay.
	Photo radar would be excellent. While I support radar signs, is there any evidence that they reduce speed? We already have lowered speed signs, yet very few pay attention.
	Ridiculous. Current speed limits are sufficient
	No one will pay attention to the reduced speed limit don't waste $ on new signs or markings.
	None of the offerings above will slow traffic. Speed bumps will!
	Would advocate for moderate speed bumps that affect traffic above speed limit.
	All of these improvements will greatly help communicate the need for traffic awareness and speed calming.
	What part of NO DO YOU NOT UNDERSTAND
	This would be a total waste of our tax dollars!
	I believe raised crosswalks would most improve safety.
	+ introduce photo radar & fines for speeding.
	People drive too fast in the village!
	No more signs too many already
	I think that more is needed to slow traffic. The corridor from Main to Kelly, although signs are posted and the crosswalk has flashing lights, is still a speed zone. My experience is that people more often swerve, rather than slow, to avoid pedestrians. Please consider stop signs installed at the Main Ave / Bedwell Bay corner. Bring everyone to a stop... slow them down.
	Markings are less effective than other potential designs

ResponseID	Response
	No. It's already slow enough. Some people don't even drive the current speed limit (slower) and then it makes people angry and they unsafely and illegally pass over the double yellow. It already takes forever to get out of the neighborhood if you live out here. Nobody actually cares about those signs and will still either speed, or go way too slow if that's what they want to do. It would be great to enforce the laws though, but people already know the speed limit and no amount of signs will make people care to follow to rules. It would be a waste of money and an eyesore.
	I worry that the people who speed regardless of signs will use the radar sign as encouragement to speed. Alterantive is occasional temporary radar sign rental
	There are many more options for traffic calming. Consider also intersection narrowing, mid-road bollards (especially on corners), stop signs where there are congestion and pedestrian risks (Main and Bedwell Bay Road, Kelly and Bedwell Bay Road), traffic circles, raised speed "humps", etc. This is a very important subject for pedestrian and cycle safety and needs elevation to a much higher level of priority at the planning and Council levels.
	No speed bumps or similar traffic calming changes and pavement markings ruin the natural aesthetic values that Belcarra represents
	Too expensive. not required
	All of these suggestions should be implemented. However, not certain of the effectiveness since there does not appear to be anyone who enforces these rules. Residents are good, it's the visitors to our Village that create the problem and they receive no consequences for their actions.
	Plus more enforcement - even a cardboard RCMP officer holding a radar gun - random in time and date. Photo radar should be considered.
	I believe the current speed limits are viable. The problem is many drivers ignore the speed limit. And my experience is most drivers absolutely ignore speed radar signs-- unless law enforcement is there. So basically an expensive "ornament". Belcarra roads are not on the whole, "congested", in fact we are lucky to live in an area that in my opinion has for the most part very light traffic.
	Flashing speeds on signs showing actual speeds supported by regular visits by police could do something for speeding by residents leaving or returning to their homes and passing through neighbourhoods where they do not live or walk their dogs and kids!!
	People become desensitized to signs if reinforcement with speeding tickets is not in place frequently.
	Reduced to 40-45kph would provide better inclination to slow down and drive safely without the nuisance of the speed radar sign for residents.

ResponseID	Response
	Although I appreciate the opportunity for democratic feedback from residents, it is disappointing the consultants propose topics that would alter if not destroy the culture of our quaint village. There are alternate routes through the village that include paths and paved roads. Marine Ave is the grand expanse of Belcarra with the most scenic route in the village. The tennis courts is a more rustic trail. Not all paths in a rural rainforest should be expected to be wheelchair or baby-buggy accessible.

21. What is your level of support for the supporting amenities?

	Strongly Support	Support	Neutral	Oppose	Responses
Wayfinding Signage Count Row %	18 19.4%	13 14.0%	26 28.0%	36 38.7%	93
Benches & Bike Parking Count Row %	8 8.5%	16 17.0%	21 22.3%	49 52.1%	94
Pedestrian Scaled Lighting Count Row %	7 7.4%	8 8.4%	22 23.2%	58 61.1%	95
Totals Total Responses					95

22. What is your level of support for the supporting amenities? - comments

ResponseID	Response
	How many people are lost annually that we need to spend money on this?
	I assume the Parks would pay for this, not Belcarra
	Is this necessary for residents? Or are we doing this for visitors transiting the Village while they are using Belcarra Park?
	Safety as opposed to comfort for a few cyclists
	Better signage from Metro for directions to get to the parking lot for Belcarra park parking is extremely necessary. The signage at the 3 way stop needs to include Belcarra Park/Picnic parking and the park gate at Bedwell Bay Rd and Midden needs direction signage to get to the park parking lot. A sign is also needed to direct traffic right at the three way stop after park visitors have found they cannot get into the park parking.
	None of these are necessary. Funding for safety is the first concern.
	Already good signage however some trails not marked, no need for lights and couple of strategic benches ok however not need for bike parking.
	Yeesh. Who is trying to break us???
	All unnecessary and an unacceptable expense. Wayfinding!? with the ubiquitous cel phone and the hundreds of GPS, trail & map APPs available this is completely unnecessary.
	Pedestrian lighting would be great but again the associated projected costs are prohibitive given the financial situation Belcarra is in and the many more core safety issues (e.g. ensuring support for shared fire services) that need to be addressed. Unless 100% of the funding for any of these proposed enhancements can be obtained through outside of tax funds, these enhancements become nice to have but not required to have. Water and fire safety are requirements.
	I keep looking up to see if this survey is for Belcarra or for Metro Parks? This boggles the mind. We are not in the business of creating a park. We are a tiny, economically-stretched municipality that has no commercial base. None of these items do anything for residents who already know their way around. So why would be pay for these non-essential things for outsiders? Throughout this survey, I keep asking myself who would benefit from this? Certainly not Belcarra residents who live here specifically for a quiet life. It's just so weird. None of these items is needed or suitable for a rural area with no commercial base.
	A few benches would be nice. Especially at some of the view points

ResponseID	Response
	Waste of money.
	No more lighting!! Light pollution is a terrible problem in most urban areas. We like the dark!
	Vanity project nonsense
	There are already too many signs in the village. We don't need more.
	All great ideas. Strongly support signage and support the others.
	NO
	Not necessary outside the parks
	Again NO! NO! NO!
	Providing amenities for larger public access is beyond our financial capabilities and not in the interests of a small quiet neighbourhood.
	These would extend the park into our village.
	the park trails are well marked by the parks people already. I would like to see some more lighting around the village but sadly it comes under the heading of it would be nice to have.
	Frivolous expenditure
	costs of installing and maintaining lighting too much. A bench or bike rack at destination locations ok, but limit these to higher volume sites.
	This needs context. If the plans are on MRN roads, enjoin Metro and Translink. If the plans are about trails, talk to Metro Parks. This item seems a distraction from the village safety needs, at this time.
	This exists at White Pine Beach and Belcarra Park and is not wanted in the village residential areas. Any improvements should be in these areas.
	Belcarra Regional Park should have bicycle parking racks in both of the Belcarra area parks.
	In my opinion, these would be cosmetic upgrades and not essential to safety.

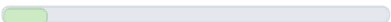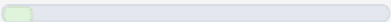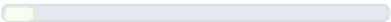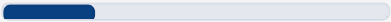| ResponseID	Response
	None of this is necessary in our small rural community. Save us the expense. Opposed to any and all street lighting. Lighting already installed should be removed or at the very least minimized in height and scope of beam. The light on Bedwell Bay Road at the community mail boxes and bus stop near Kelly should be moved to the other side of the road to serve only the bus stop and not cast such a wide, high beam. The light that was installed on the bend of Kelly Avenue should be removed (as promised) and never replaced with any light. It is not needed and is disturbingly visible to nearby homes at night.
	Belcarra Regional Park next to the Village provides these amenities.
	I'm sure I'm beginning to sound like a Neanderthal , fighting progress at every turn. We are a beautiful Village--Between Land and Sea. We I believe have about 800 inhabitants. Most folks came to Belcarra for it's natural beauty, its distinctiveness from most urban settings. Amenities can be useful for larger areas that support much larger populations. Our uniqueness is our natural setting. The more amenities we add to our setting the less unique we become. I think some wayfinding signage might be helpful but not at "every corner"!!
	Belcarra Regional Park and Jug island trail already have all of the benches, bike parking, and signage required to access them for residents and visitors from outside Belcarra. The only place I would recommend lighting is the pier to deter people from crabbing after dark as I have seen some people there outside of park hours and after dark to do so. Unfortunately this would also look inviting so I'm not sure if there is a way to accomplish that.
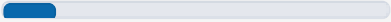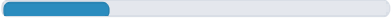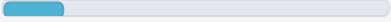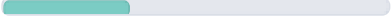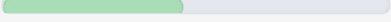
23. From the potential improvements identified in the proceeding questions, what are your top active transportation improvement priorities? Please select up to five.
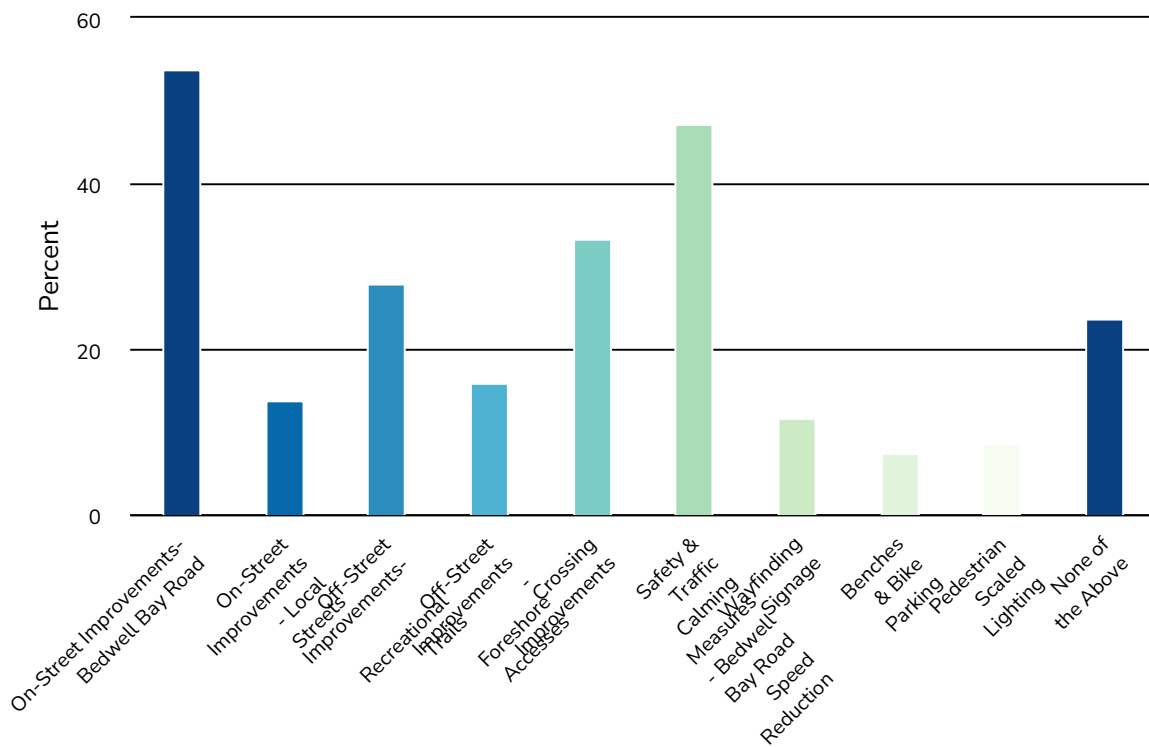
Value	Percent	Responses
On-Street Improvements- Bedwell Bay Road	53.8%	50
On-Street Improvements - Local Streets	14.0%	13
Off-Street Improvements- Recreational Trails	28.0%	26
Off-Street Improvements - Foreshore Accesses	16.1%	15
Crossing Improvements	33.3%	31
Safety & Traffic Calming Measures - Bedwell Bay Road Speed Reduction	47.3%	44
Wayfinding Signage	11.8%	11
Benches & Bike Parking	7.5%	7
Pedestrian Scaled Lighting	8.6%	8
None of the Above	23.7%	22

Statistics

Skipped	7
Total Responses	93

24. From the potential improvements identified in the proceeding questions, what are your top active transportation improvement priorities? Please select up to five.   - comments

ResponseID	Response
	Again speed bumps, cost effective.
	Do you not realize that these bike paths / shared use paths will attract powered cyclists, powered skateboards, and wheelies from all over the region. Those wanting a safe walk, away from cars should use one of the two metro Vancouver maintained trails that are provided at no direct cost to the village. We are not Anmore or Lions Bay. Keep Belcarra the way it is. Use this money for fire protection and the so called debt crisis that some people are obsessed with. Gordon Sadler, 4950 Robson Road.
	Prioritize safety.
	Rationales are provided in my comments on each previous section.
	Only make compact gravel walking paths along road.
	We have an easy all-Belcarra safe, fairly flat access network (side streets and park trail - from Coombe to Watson. Additional spending is not something we need or can afford.
	Belcarra needs to focus on how to support the critical infrastructure issues we have such as those related to fire and water security and how to develop a sustainable financial plan that does not rely solely on increasing taxes in perpetuity. All of the estimated costs for the above projects will of course be higher than stated once realized and unless someone can ensure 100% external funding for them I do not think our Village employees should spend much more time exploring this any further (at this juncture).
	The only thing we need -- and the only thing we can afford -- is raised side walks or speed bumps to slow down drivers and deter street racers. I am so philosophically and practically opposed to all of the other suggested "improvements." With the exception of the traffic calming measures, I see all of the above as serious detriments to residents' quiet enjoyment of their homes and neighborhoods. Furthermore, I see serious concerns for fire and safety hazards. And, finally, we can't afford this. I don't care if we got a 99% grant. We still can't afford this on an ongoing maintenance and operations basis. What are we going to do, add more staff to maintain these improvements? Not realistic. Let's be prudent in a very unstable time. Let's take care of basics and let residents live their lives in peace.
	We have no money and a sizeable debt. And on top of this scenario we need to finance a new fire hall for which we have saved very, very little. It is galling that we don't seem to have our priorities straight. There are needs and wants. A fire hall is a need and we don't even have money for that. Why on earth are we thinking that the ATNP is not just a want (for which we have no money) when we have millions in debt and many more millions in principal and interest payments coming on a fire hall debt? With 322 households to pay for it. This is just asinine!

ResponseID	Response
	Everything is fine in Belcarra except for the excessive speed problem, and it is huge.
	One of the things that hasn't been mentioned is narrowing traffic lanes to help with traffic calming. There are a variety of traffic lane widths in the village from 9.5' to 14' and it is my experience that speeding occurs when a lane is flat and wide.
	Widen the narrow roads on Belcarra Bay rd. and Turtlehead to street standards
	Providing amenities for larger public access is beyond our financial capabilities and not in the interests of a small quiet neighbourhood.
	Hedge trimming is not offered as an option to widen existing shoulders
	We are rural as the argument is used for many other topics. Why all of a sudden are we looking at these frivolous expenditures?
	Taylor Rd trail should be prioritized to provide safe access to bus stop and postal boxes on Bedwell Bay Rd.
	Start where there are needs for identified safety improvements. See the 2022 report from the ICBC to the Village of Belcarra. Implementation of the ICBC recommendations has been delayed without clear justifications. Further distractions, additional study and survey will not satisfy alter those recommendations.
	We think the residential areas of Belcarra should remain as they are with improvements only in public access areas like White Pine Beach and Belcarra Regional Park
	Bike parking in Belcarra Regional Parks nearby.
	Maintain the trails on a regular basis. Provide gravel, clean off leaves and provide safe wood stairs and rails.
	As a 45 year resident, I would like to see our main and side roads paved in a safe and consistent manner when necessary. For many years, our winter conditions have been hard on the roads. Paving companies do repairs, redo the repairs that were poorly done and most of our roadways still have potholes,- bumps and our roads are probably not that safe and are certainly unsightly. Having said that, portions of Marine Avenue were repaved recently and the work was excellent-to the point where I sent a letter to the paving company thanking them for a job well done. Snow clearing the last several years has been excellent in our area. To summarize, In my opinion our village needs safe roads for driving, and walking, but needs to be cognizant of the costs involved. We taxpayers must pay those costs. and if they become too exorbitant , many folks will be unable to pay the increased taxes etc. Again we are a beautiful small village, with some amenities, we are not a city nor do we want t

ResponseID	Response
	Changes that will actually lower speeds through the Village on Bedwell Bay Rd by both residents leaving and returning to the Village, and visitors testing their motorcycles and loud cars, should be the priority for increasing safety and lowering impacts on roadside residents!
	I would like Belcarra to prioritize maintaining the natural and secluded aspects of the village, avoiding pavement and lights outside of the main and local roads as much as possible.

25. Please use the comment box to share any further questions or thoughts about Belcarra's Active Transportation Network Plan with the project team.

ResponseID	Response
33	In my view money and effort should be invested in maintain the current infrastructure that we have today like water system, road maintenance.
37	We have things that have more priorities, that require our tax money. New Fire Hall, More fire fighting water capacity.
39	The costs of improving sections A3, A4, A5 and A6 will be extremely high for many reasons. I think routing Village recreational traffic up/down to Marine Ave and up/down to Main Ave should be priorities. We will have an extremely high cost associated with potential safety improvements for non-Villagers that transit Bedwell Bay Road in the above mentioned segments.
42	Given the limitations on funds, risk management should be a priority, not the needs of a half dozen cyclists.
43	We should just be considering is safety and directional signage to reduce traffic coming into the village.
44	Where is the money coming from?
46	Pedestrian safety is primary. A survey might be conducted to determine village residents' interest in recreational cycling. My choices and rationales for them prioritize safety for pedestrians. I recommend large & clear signage (maybe at the 3-stop sign corner, south end of Sasamat Lake) alerting "road racing" cyclists about highly unsafe conditions beyond that point. Cyclists' speed, sometimes difficult to distinguish jersey colors plus narrow roadways make their use of roadways VERY unsafe for pedestrians, them, and vehicles. If pathways for pedestrians are shared with "racers" that creates unsafe conditions for both groups.
51	Physical improvements & signage on Marine and Main Ave and to C1 to C5 should be considered as viable alternatives for extensive work on Bedwell Bay Rd. Speed and noise control on Bedwell Bay Rd are urgently needed.
54	All the funding should go to widening as much of Bedwell Bay Rd as possible for bike and pedestrians. Secondary widen well used paths for bike access, third speed reduction on hill on Bedwell Bay Rd at Kelly access.
58	Please curb fast and loud motorbikes screaming down bedwell bay road doing a loop around midden rd then screaming back up. Dangerous and disturbing!

ResponseID	Response
60	Residents already spoke up. Too bad we are having to respond to even glossier presentation. Hope sound minds prevail. We have potable and fire fighting water issues We have new firehalls to pay for We have expensive staff and sadly no means to continually generate revenue so... Please be wise Do right and smart things Allow subdivision smaller lots Allow small commercial Listen to smart residents. Very disappointing when we already said NO we are doing another survey.
62	Perhaps I should know more about how this is to be funded? If even one nickel is required from the Village of Belcarra residents (even Council and Admin time on this "project" means we are spending money that we do not have!?), I cannot understate how opposed I am to this. We have a firehall in need of replacement, we have water infrastructure problems, we cannot get basic road maintenance taken care of without significant pressure. We have virtually no services (other than self-serve garbage and snow removal) for our tax money. We have NO MONEY available for this type of thing - save perhaps for critical safety issues like speed limits and crosswalks). We also do not have a CRITICAL NEED for any of this. We have a viable, safe, flat connection of trails and side roads that get you through and around all of Belcarra (park trails - Springboard goes all the way to Port Moody/Sasamat; Marine Ave. trails go all the way from the park to Watson). To suggest we need paved, marked, signed, lit pathways in and around the Village is not consistent with our ability to pay, or our needs (and wants). Inviting additional traffic into Belcarra to access the foreshore is astonishing. These are sensitive areas adjacent to quiet residential neighbourhoods. NO ONE wants this in their neighbourhood. There may be folks who muse about this philosophically - "wouldn't it be nice" - usually they do not live in the affected areas. The costs to the community would range from nuisance (noise, trash, confrontations) to serious issues around safety, crime, fires, etc. We are not Venice Beach, California. We are a modest, non-commercial, very small Village, absent the means to support tourism beyond what is already generously offered with the park and the hiking trails - for which there is already great access and available parking beyond what our little section of nature will support.
64	Thank you for looking into this and presenting various possible options. It is abundantly clear to me that there may be some good ideas for consideration at a later time, once the more critical items of concern for Village residents are fully addressed. Even with external funding, such projects will take up staff time and in many cases create both anticipated and unanticipated downstream problems that will also draw on staff and other resources. Appreciate the thinking, just not the time for most of the proposals brought forth.

ResponseID	Response
66	It's pretty easy to see how absolutely opposed I am to almost all of these "improvements." Why does this issue keep coming back when it is repeatedly voted down? I keep looking up to see if this survey is for Metro Parks or Belcarra residents? I keep going back to the question of whom would these "improvements" be serving? They certainly would not serve me or my family. From my point of view, the traffic calming measures are the only viable option at this time. I hope the VOB will pursue those measures and leave the rest on the cutting room floor. All of these other options would be destructive to our family's experience of the Village. Our greatest pain points in the Village are street racers on Bedwell Bay Rd. and noise, garbage and fire issues associated with non-residents accessing the foreshore. We feel under threat by daylight and after hours visitors to the foreshore access points. We feel underprotected by the RCMP who are loath to come out this far for noise complaints and even more hesitant to enter paths to the foreshore in the dark without backup. We feel the Bedwell Bay Marine Protected Area is only just now getting the protection it deserves with a no anchor zone, so why would anyone reimpose threats to this fragile area? And we feel our current walking routes are perfectly safe and in keeping with a simple Village with no commercial base. It is our strong sentiment that almost all of these "improvements" would be destructive to residents' quiet enjoyment of their homes and neighborhoods and invite usage for which we have a) no ability to police or maintain and b) have no money to support. Put in the raised cross walks and other traffic calming measures. Then stop.
73	Comments have been made.
82	Photo radar would make our streets safe and could provide needed funds to the village. There are a few areas along Bedwell Bay where the verges are very narrow particularly between Main and Marine and an improvement there might be helpful. But speed is the issue!!
86	We are a small community of 250ish households. We are having issues paying for our existing infrastructure as it stands now. There is no need to add these features especially when we already have several perfectly safe low traffic walking corridors (ie Marine and Maine). Council's priorities should be focused on revenue raising activities like selling surplus land instead of spending dollars we don't have
87	Re surface Bedwell Bay Road and save the rest of the $ for tax future tax reduction and pay down village debt. It's like the village has $ burning a hole in their pocket.
93	What about a connecting trail from Bedwell Bay Road to the Tum-tumah-Wheaton Road Trail?
98	Thank you for the great information and options your team is suggesting for Belcarra. It's my hope that all of these improvements will greatly enhance the safety of people walking, cycling, and rolling in our village.
105	All of these ideas/plans would absolutely destroy the natural beauty and exclusivity that Belcarra has always been known for.

| ResponseID	Response
106	This appears to be a push towards making Belcarra Village residents bear the financial burden of providing all the amenities and safety regulations of a Provincial Park rather than looking towards meeting the needs of a small neighbourhood community.
114	This ATNP is a nice-to-have plan. Who will pay for it - the property owners, of course, less available govt grants. There are other outstanding improvement/repair projects the Village MUST funf and complete before addressing the ATNP
116	If we don't exercise great care, we risk becoming a tourist destination for the ever increasing population that is surrounding us. Pave paradise.. put a parking lot. You don't know what you got till it's gone.
119	none required and no money to pay for
122	I do not find these investments necessary. With little detours, it is not difficult to navigate your way through the village safely. As a cyclist, mixing pedestrians with cyclists along Bedwell Bay Road is a terrible idea given the blind spots, gradient and off-camber sections. Given the village's financial situation, there are more important priorities to focus on, particularly when there are ways to get around the village and avoid parts of Bedwell Bay Road.
124	I like a lot of what is being suggested but once again I put most of these improvements in the nice to have bucket. We have existing debt that we are wrestling with, a huge expenditure coming our way with the new firehalls and I believe the chlorination system for our water system is a band aid regarding getting enough water for firefighting. Most of what is suggested in this plan is not necessary or a priority. Not sure why we are even spending any time or money on this plan at this time. we should be focusing on our priorities. In addition to what I have mentioned already, what about the dilapidated tennis courts, no real work being done on fireproofing our village, drainage... and why isn't council spending more time on selling road ends so we can pay for our existing debt, paying off the new firehalls and giving us a break on our property taxes which keep going up and up at a much higher rate than inflation.
125	Missing traditional trail alignment as per Belcarra OCP document. Tsleil-Waututh summer camp in park along the shore and Marine Avenue over to the lake and then to loco town centre to church.
128	There is no economic benefit to Belcarra for the justifications used by major municipalities to remove people from their cars and support local business. We should not be a part of active transportation, just because metro has funding available.
131	we don't have the money to spend on the above. we would be digging ourselves into a deeper financial hole. sick of property taxes going up to pay for things like this.

ResponseID	Response
146	I think Belcarra is great the way it is, and I think the only real issue with living here is hoards of people coming in during spring and summer and treating the place with total disrespect. I wish the laws about not parking illegally on bedwell bay would be enforced and public intoxication would be taken more seriously... and even better.. enforcing the bylaws against littering so my husband doesn't have to be the one telling people off. I don't want to incentivize more people coming here. It's already too packed to enjoy and too small to accommodate the amount of people who flood in. If this place ever ends up on fire, it will be a tragedy because nobody will be able to escape in time and we'll all be packed like sardines.
150	No further increases to our property taxes. We are still paying for our water supply. None of these "enhancements" are needed.
151	These surveys, from your comments, are susceptible to "gaming". That is, there are no controls on responder duplications and it would be unwise to use volume of response as a measure for going forward. This does not always sit well with a political (populist) approach. Maintaining a transparent approach seems safer..
154	See above
156	We do not need any more expense in Belcarra. We need to focus on our water system repairs and maintenance, a new firehall, selling/leasing road ends and other surplus Belcarra property. We need to keep taxes, water and garbage down not going up 10-15 percent every year.
157	Number one priority should be safety of those of us who live in the Village. We should be able to walk on all roads, with our children, with our pets, and not fear being run down.
158	It would have been helpful to have had more information about how some of these potential improvements might impact private properties. Traffic noise (racing motorcycles and cars especially late at night) has not been addressed and is an associated issue. Traffic calming could improve this but removing hedges could make it worse for some homes.
159	Survey required to be completed should be set up to receive "one" survey report for each property owned.
160	Thanks for all the work preparing this survey. I love where I live and part of the reason I enjoy living in Belcarra is because it is decidedly different from other urban areas. Upgrades are necessary especially where safety is concerned. But I don't want to see Belcarra morph into a mini metropolis. Thanks for allowing Belcarra's residents to express their opinions. Good Luck with your deliberations..
162	Lights that have been installed without interaction with the residents who are most affected should be removed or redirected to reduce the intrusion and annoyance immediately. Planning should include direct discussion with the property owners who would be most affected by some of the potential roadway changes, e.g. development of sidewalks, raised crosswalks, etc. THANK YOU FOR THE OPPORTUNITY TO COMMENT.

ResponseID	Response
163	Belcarra is a safe place when people obey the present Belcarra signage and drive defensively instead of the fast and aggressive driving so often witnessed especially around blind hills and corners. Share the road!
166	Thanks for the concept and opportunity to comment. Mixed feelings .... need for opportunities to be in nature, but concern about safety of the community, especially when it's dry.
167	My biggest pain point in the village is parking for visitors. With a narrower driveway having friends and family over is a logistics nightmare with areas for permit parking being spread out and sparse it is not very accommodating. Our only feasible options are to take the spots other residents often use or to shuttle people from their cars to our home if they park at the village hall since that is a mile away from our home.
171	There are very few cyclists in the village. Sometimes riders have to dismount and walk their bikes. Are Belcarrian tax payers expected to build routes for tourists?

APPENDIX C
Active Transportation
Design Toolkit

bunt&associates
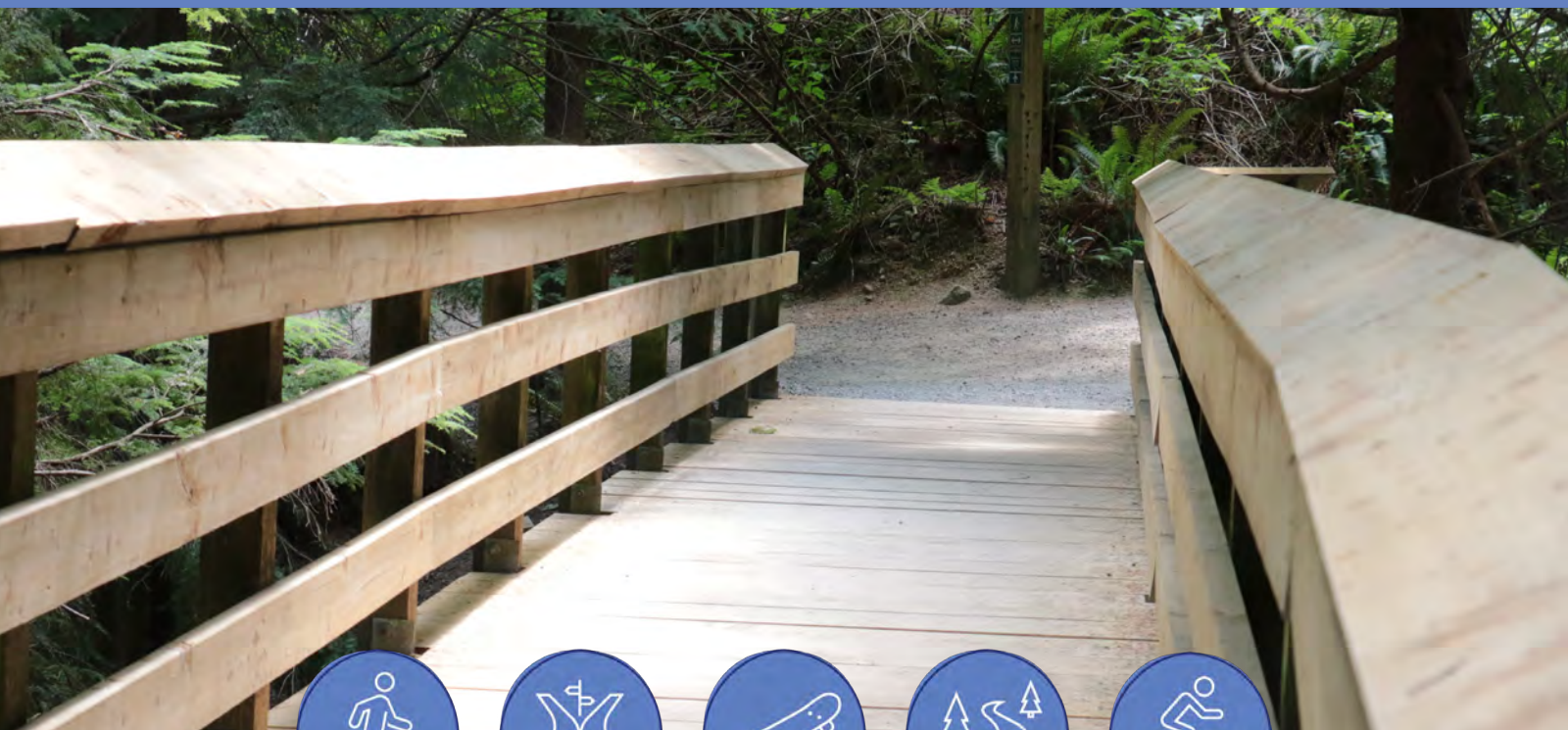
ACTIVE TRANSPORTATION
DESIGN TOOLKIT

In Support of the Village of Belcarra's Active Transportation Network Plan

VILLAGE OF
BELCARRA

BELCARRA

TABLE OF CONTENTS

1 DESIGNING FOR DIFFERENT USERS

A core component of design is prioritizing safety for the wide range of users that will be using the facilities. Though traditionally active transportation facilities have primarily focused on pedestrians and cyclists, an increasingly diverse set of users are enjoying these amenities including people on skateboards and scooters (both electric and human-powered). Each of these users have unique needs and interact with each other differently.

1.1   COMPARING STREET USERS

Different street users occupy different amounts of space and travel at varying speeds. Hence, speed, space, and travel distance are important considerations when mixing different users. Typical street user characteristics are illustrated below.
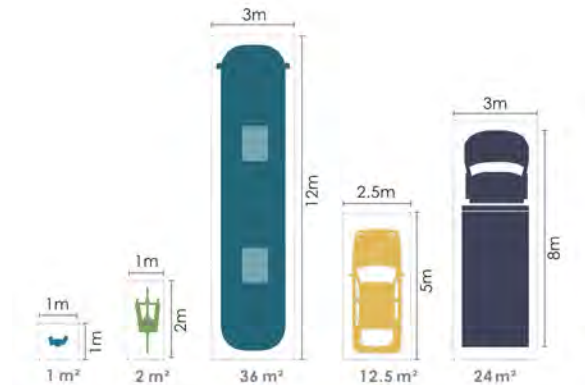
Figure 1.1 Typical Envelopes for Different Users
Source: Content by Global Designing Cities Initiative Global Street Design Guide
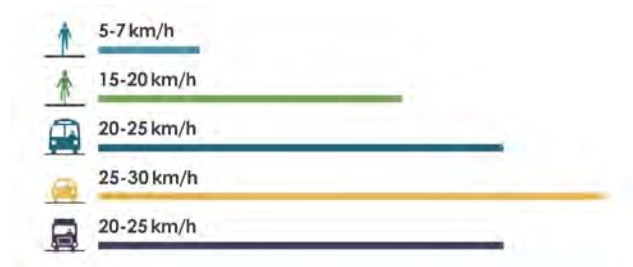
Figure 1.2 Typical Speeds for Different Users
Source: Content by Global Designing Cities Initiative Global Street Design Guide

1.2   SPEED

At a basic level, speed is the primary consideration when mixing different users on the same path or trail.

Typical Speeds for Different Users
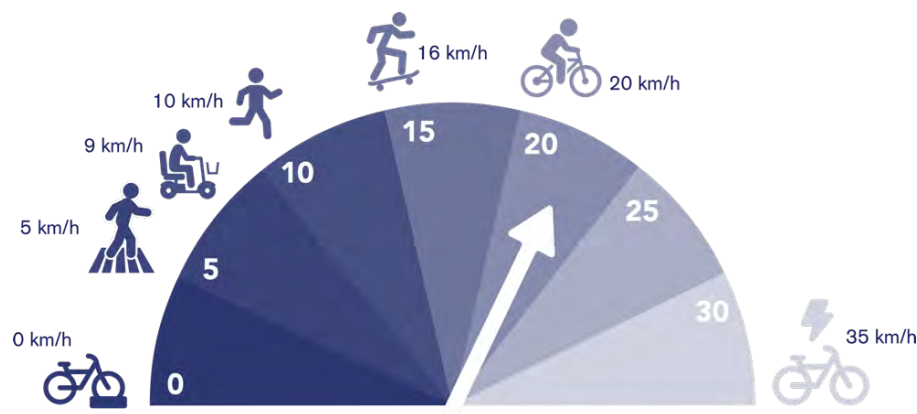
Figure 1.3 Typical Speeds for Different Users
Source: Content by BC Active Transportation Design Guide

1.3   SHARED SPACE FACILITY DESIGN CONSIDERATIONS

Maximize safety and enjoyment where a variety of users share space by:

> Considering all potential users when designing a facility

> Separating cyclists and pedestrians when possible

> Mixing micro-mobilities such as skateboarders or scooters with cyclists rather than pedestrians

> Increasing shared facility widths where separate pedestrian facilities are not feasible or desired

> Maintaining a consistent set of rules for all users while understanding diverse needs

1.4   KEY DESIGN PRINCIPLES

Universal Design principles should be applied to the design of all infrastructure and programs to create an equitable environment for all users. These principles ensure that all levels of ability are considered in shaping the Belcarra's built environment and help reduce the barriers in navigating the community.

PRINCIPLE	GUIDELINES
1 Equitable Use Design is useful and marketable to people with diverse abilities	• Provide the same means of use for all users: identical whenever possible; equivalent when not • Avoid segregating or stigmatizing users • Provisions for privacy, security, and safety equally available to all users • Make the design appealing to all users
2 Flexibility in Use Design accommodates a wide range of individual preferences and abilities	• Provide choice in methods of use • Accommodate right- or left-handed access and use • Facilitate the user's accuracy and precision • Provide adaptability to the user's pace
3 Simple and Intuitive Use Use of the design is easy to understand, regardless of the user's experience, knowledge, language skills, or current concentration level	• Eliminate unnecessary complexity • Be consistent with user expectations and intuition • Accommodate a wide range of literacy and language skills • Arrange information consistent with it's importance • Provide effective prompting and feedback during and after task completion
4 Perceptible Information Design communicates necessary information effectively to the user, regardless of ambient conditions or the user's sensory abilities	• Use different modes (pictorial, verbal, tactile) for redundant presentation of essential information • Provide adequate contrast between essential information and it's surroundings • Maximize "legibility" of essential information • Differentiate elements in ways that can be described (e.g. make it easy to give instructions or directions) • Provide compatibility with a variety of techniques of devices used by people with sensory limitations
5 Tolerance For Error Design minimizes hazards and the adverse consequences of accidental or unintended actions	• Arrange elements to minimize hazards and errors: most used elements, most accessible; hazardous elements eliminated, isolated, or shielded • Provide warnings of hazards and errors • Provide fail safe features • Discourage unconscious action in tasks that require vigilance
6 Low Physical Effort Design can be used efficiently and comfortably and with a minimum of fatigue	• Allow user to maintain a neutral body position • Use reasonable operating forces • Minimize repetitive actions • Minimize sustained physical effort
7 Size and Space for Approach and Use Appropriate size and space is provided for approach, reach, manipulation, and use regardless of user's body size, posture, or mobility	• Provide a clear line of sight to important elements to seated of standing users • Make reach to all components comfortable for any seated or standing user • Accommodate variations in hand and grip size • Provide adequate space for the use of assistive devices or personal assistance

Figure 1.4 Key Design Principles
Source: Content by BC Active Transportation Design Guide

2 EMERGING TRENDS

2.1 SHARED MICRO-MOBILITY

Micro-mobility refers to several small, one-person vehicles. The term is used primarily for electric scooters and shared bicycles. Many companies have begun providing shared dockless electric scooters in cities worldwide. The introduction of dedicated cycling facilities has been shown to reduce e-scooter collisions by 90%.

2.2 ELECTRIC BICYCLES

The market share of electric bicycles has grown significantly in the last five years. This growth is due both to new users and some adaptation of non-electric bicycles. Electric bicycles increase distances that riders are willing to cycle and attract users that would not be typically interested in cycling.

2.3   EVOLVED BICYCLES

A wide range of bicycles are available to accommodate varied needs. These include:

RECUMBENT

A recumbent cycling position may put less strain on the rider's back and joints.

LONG-TAIL

An elongated tail is provided which is commonly used to seat one to three children and/or cargo. Long-tails are longer and heavier than standard bicycles.

CARGO

Used by businesses to deliver goods and parents to transport children. They range in size and weight but are always wider than standard bicycles.

TRAILER

A trailer is typically fitted to a standard bicycle and are often used by parents to transport their children but can also be used to move goods.

HANDCYCLE

Handcycles can come as one piece or as a 'clip-on' attachment for a wheelchair.

TANDEM

Tandems are designed for two people to ride together.

TRICYCLE

Has three wheels and offers good stability. They also exist in tandem and recumbent versions.

3 PEDESTRIAN FACILITIES

The design of sidewalks, pathways, and pedestrian crossings has a significant impact on the safety, accessibility, and overall quality of experience. Flexible and inexpensive strategies can be implemented in rural contexts; however, it is essential that pedestrian facility design considers the needs of those who may have visual or mobility impairments wherever possible.

3.1 TYPES OF PEDESTRIAN FACILITIES

Pedestrian facilities can be broadly divided into facilities designed for all ages and abilities and supporting facilities.

All Ages and Abilities Facilities

Facilities for all ages and abilities (AAA) are safe and accessible for all users. Pedestrian age is a major factor that can impact a pedestrian's walking characteristics such as walking speed and environmental perception. Pedestrians with disabilities may also require assistive mobility devices that call for special design considerations. The following facilities can be designed to AAA standards.

> **Off-Street Pathways:** Pathways that are physically separated from the road
> **Separated Sidewalks:** Sidewalks that are separated from the roadway by a furnishing zone
> **Enhanced Separated Sidewalks:** Wide separated sidewalks with ample space for pedestrians

Supporting Facilities

Supporting facilities can be provided in rural contexts where AAA facilities are not feasible. Special consideration should be given to providing speed reduction measures to reduce motor vehicle speeds where separated sidewalk facilities cannot be maintained.

> **Non-Separated Sidewalks:** Sidewalks with a curb that are located directly next to the roadway
> **Walkable Shoulders:** Roadway shoulders that can accommodate people walking

ALL AGES AND ABILITIES FACILITIES — **SUPPORTING FACILITIES**

| Off-Street Pathways | Enhanced Separated Sidewalk | Separated Sidewalk | Non-Separated Sidewalk | Walkable Shoulder |

Figure 3.1: Types of Pedestrian Facilities
Source: Content by BC Active Transportation Design Guide

Belcarra's ATNP proposes walkable shoulders along Bedwell Bay Road as an immediate improvement. While walkable shoulders are better than the current condition, sidewalks would offer a safer and more comfortable experience for pedestrians. As funding becomes available, sidewalks could replace walkable shoulders. Enhancements such as lighting, speed reduction measures, signage, pavement markings, and physical buffers (e.g., curbs, bollards, planters) can be considered to help make the walkable shoulders safer.

3.2 SIDEWALK DESIGN PRINCIPLES

> Provide separated sidewalks where possible by adding elements between vehicles and pedestrians such as bollards, street furniture, detectable warning strips, or textured pavers

> Provide non-visual cues for users who are blind through consistent use of detectable surfaces such as tactile warning strips, detectable edges, and detectable changes in surface texture

> Provide firm, stable, and slip resistant surfaces with minimal discontinuities and horizontal openings that could trap wheelchair wheels

> Ensure that changes in pavements feature distinct differences in texture, color, and tonal contrast for individuals with low vision

3.3 CROSSING DESIGN PRINCIPLES

Safe and accessible pedestrian crossings are crucial to ensuring all ages and abilities can navigate the transportation network.

> Provide curb/wheelchair ramps at all intersection corners to allow access for all users

> Provide tactile mats and brightly colored bollards at intersection corners to indicate where crossing is safe to users with visual impairments

> Enhance crosswalk markings at key locations like schools and Downtown, through use of zebra or decorative crosswalk markings

> Provide curb extensions at intersections to shorten crossing distances and improve visibility. Curb extensions can also help reduce vehicle speeds

> Consider raised crosswalks at key crossings near trail connections or bus stops

3.4 CROSSWALK TREATMENTS

Belcarra's ATNP identifies crosswalk upgrades as improvement projects to help increase drier awareness and pedestrian visibility at crosswalks along Bedwell Bay Road. Several crosswalk treatments can be considered.

DECORATIVE CROSSWALKS

Decorative crosswalks enhance the visibility of a crosswalk using colors, patterns, or symbols beyond standard white stripes. The bright and unique designs draw driver attention and can also be used as branding and wayfinding along an active transportation route, adding character and helping users identify key crossing points or trail connections.

RAISED CROSSWALKS

Raised crosswalks enhance pedestrian safety by elevating the crossing above the roadway, making pedestrians more visible to drivers. They also act as speed reduction measures by forcing vehicles to slow down and improve accessibility by providing a level surface for users crossing the street. Raised crosswalks are most effective when pedestrian facilities on either side are also elevated, ensuring a continuous path.

RECTANGULAR RAPID FLASHING BEACONS (RRFB)

Rectangular Rapid Flashing Beacons (RRFBs) or side-mounted flashing beacons are traffic safety devices used to increase driver awareness at pedestrian crossings, especially in areas without traffic signals. RRFBs typically consist of two rectangular LED lights that flash in a rapid, alternating pattern when activated by a pedestrian push-button.

OVERHEAD PEDESTRIAN FLASHERS

Overhead pedestrian flashers are elevated traffic safety devices designed to improve visibility and alert drivers to pedestrian crossings, especially in areas with limited lighting or high vehicle speeds. They operate similarly to RRFBs and other side mounted flashing beacons, except that these are typically mounted above the roadway on mast arms or overhead structures

3.5 PEDESTRIAN FACILITIES IN A RURAL CONTEXT

Sidewalks may not always be feasible or desirable in a rural context such as the Village of Belcarra. Flexible, alternative design strategies can be implemented in rural contexts to provide appropriate pedestrian facilities while maintaining pedestrian comfort, accessibility, and safety. These facilities offer cost-effective solutions that maintain the community's quiet, rural character.

DESIGN PRINCIPLES

Rural contexts present a different set of constraints to consider, such as available road rights-of-way and limited budget. These should be factored in when considering pedestrian facilities in a rural context.

1. DEDICATED SPACE OVER MIXED CONDITIONS: Dedicated pedestrian facilities are recommended over mixed spaces where pedestrians, cyclists, and vehicles share the travelled way. While the mixed condition tends to be the default facility in most rural contexts, these facilities are generally only recommended where motor vehicle volumes do not exceed 30km/hr.
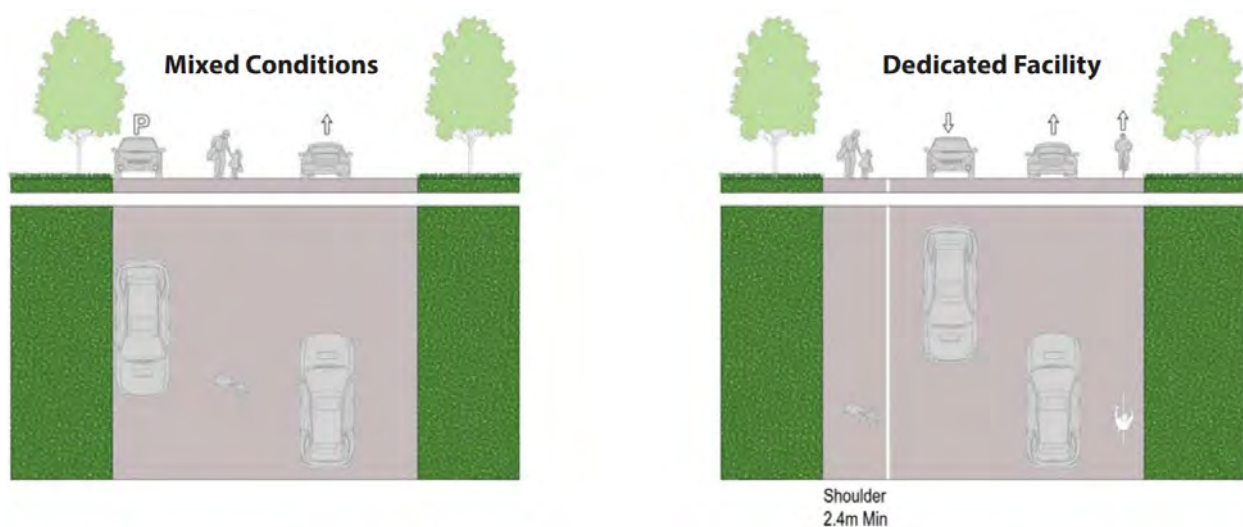
Figure 3.2 Dedicated Facility vs. Mixed Conditions
Source: BC Active Transportation Design Guide

2. PHYSICAL SEPARATION OVER PAVEMENT MARKING: Providing physical separation using curbs, bollards, wheel stops, or other physical barriers is preferred over walkable shoulders with a painted line. Physical barriers raise both perceived and actual safety, making facilities more comfortable for different user groups.
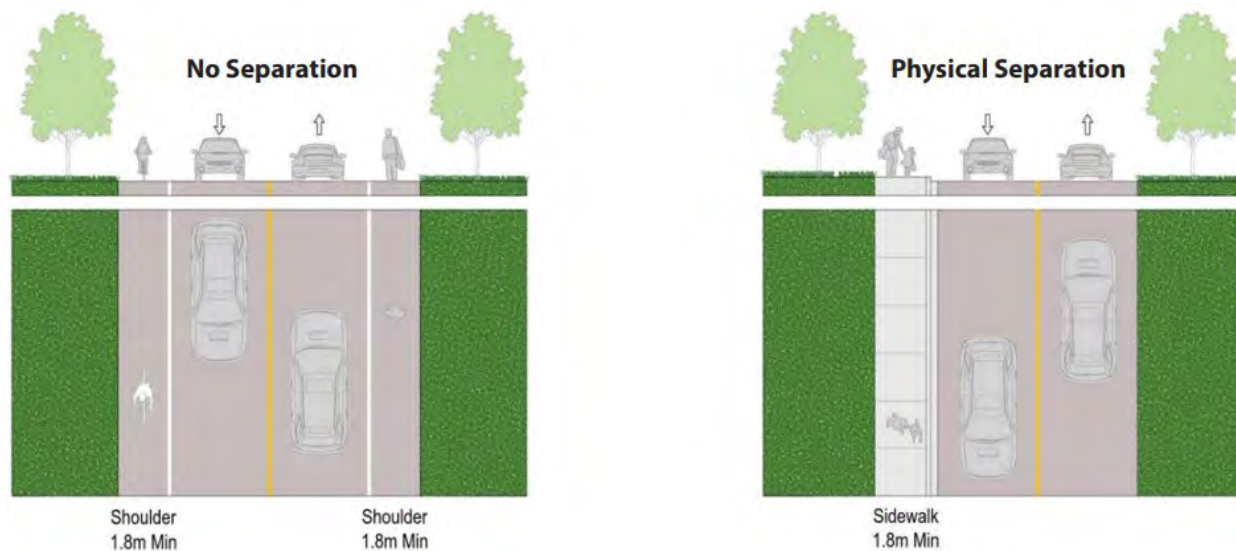
Figure 3.3 Physical Separation vs. No Separation
Source: BC Active Transportation Design Guide

3. OFF-STREET PATHWAYS OVER WALKABLE SHOULDERS: Off-street pathways are preferred over walkable shoulders, particularly in locations with high vehicles speeds and volumes. Removing pedestrians from the roadway and providing a buffer space creates a safer environment for road users.

Figure 3.4 Off-Street Pathway vs. No Separation
Source: BC Active Transportation Design Guide

3.6 FLEXIBLE DESIGN STRATEGIES
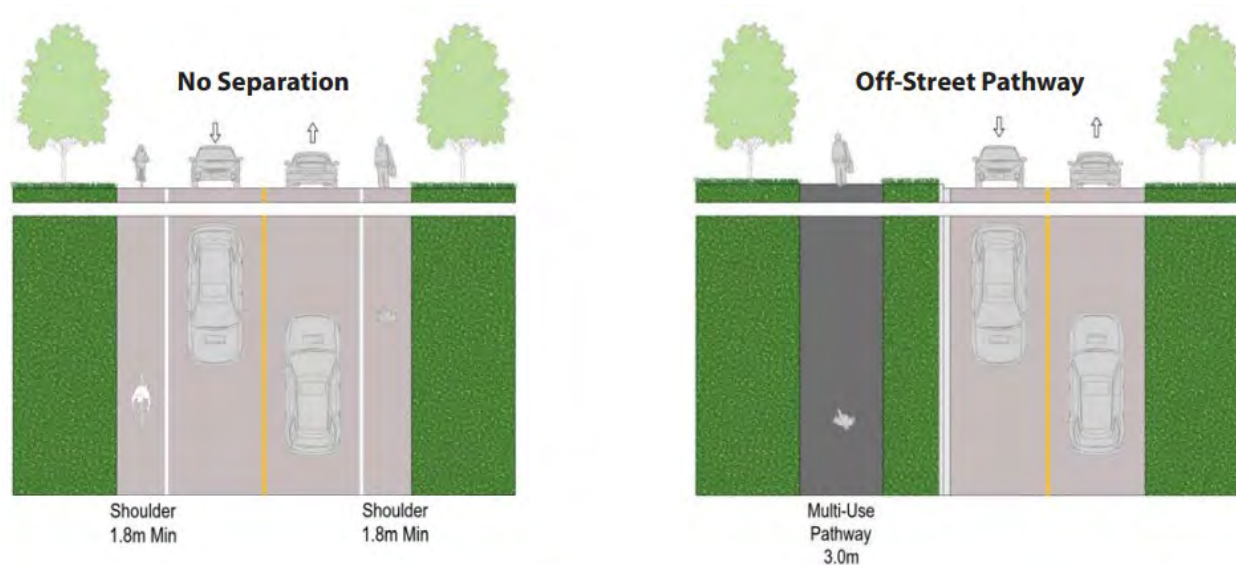
Flexible design strategies offer cost-effective solutions that may be implemented where limited space, environmental considerations, and budget constraints present challenges in rural contexts.

Buffered Pedestrian Lanes

Pedestrian lanes are an effective strategy for creating dedicated pedestrian space along rural roads without the need for full sidewalks.

Buffered Pedestrian Lanes: Dedicated lanes that are separated from the roadway using paint or flexible bollards to create a buffer between people and cars.

Painted Pedestrian Lanes: Dedicated lanes that are located directly next to the roadway and marked using a painted line. Painted lanes may be considered on rural roadways with low vehicle volumes and speeds

Off-Street Trails and Pathways

Off-street trails and pathways are ideal for providing safe and enjoyable walking and biking experiences away from vehicular traffic. These facilities can follow natural features, such as creeks or greenbelts, and provide direct connections to key destinations.

Paved Trails: Paved trails provide a smooth, accessible surface that can accommodate a wider variety of users including strollers, wheelchairs, and bikes.

Unpaved Trails: Unpaved trails provide a lower cost alternative to paved facilities while maintaining separation from the road network and blending into the surrounding environment with a more natural look.

Road Shoulders

Road shoulders alongside rural roads can be designed with sufficient width to accommodate active modes. These shoulders shoulder be enhanced with physical buffers, lighting, pavement markings, signage, and vehicle speed reduction measures using vertical deflection and lane narrowing wherever possible.

Walkable Shoulders: Walkable shoulders are paved spaces on the side of the roadway which may be used by pedestrians and cyclists.

Bike Accessible Shoulders: Bicycle accessible shoulders are paved shoulders on the right side of rural roads that are designed with sufficient width to accommodate cyclists.

4 CYCLING FACILITIES

Creating a network of cycling facilities that accommodates users of all ages and abilities requires a breadth of options that reflect the surrounding environment. Cycling facilities can be designed for a variety of users including skateboarders, longboarders, in-line skaters, roller skaters, scooters, and e-bike operators.

4.1   BIKEWAY PLANNING AND DESIGN PRINCIPLES

The following five principles of good bikeway planning and design (CROW 2016) reflect the unique challenges and needs of those riding:

1. SAFETY: Perceived and real, road users should feel that they have enough space to ride, conflicts are minimized, and outcomes of crashes are not severe

2. COMFORT: Surfaces should be smooth and turn angles and gradients should be gentle with minimal obstructions

3. DIRECTNESS: Alignments should be comparable to the driving network, have as few turns as possible, and minimal stops

4. COHERENCE: Facilities and routes should be intuitive in their design and direction and should also integrate seamlessly with other transportation systems

5. ATTRACTIVENESS: Routes should be enjoyable, relatively quiet, and connected to points of attraction

While many people enjoy cycling, it has been found that a large part of the population would enjoy riding a bicycle more often if a safe and convenient network was readily available. Understanding what types of facilities those on bikes find comfortable is important to encourage increased ridership.

4.2 TYPES OF BIKEWAY FACILITIES

Cycling facilities can be broadly categorized into separated and shared facilities.

Separated Facilities

AAA quality routes with physical cycling separation from vehicles. These routes provide the highest quality active transportation network. Due to their higher capital and operating costs, these routes are typically provided on roadways with the highest vehicle volume or speeds and where separation provides the highest benefit. Separated routes are encouraged in areas with higher vehicle and pedestrian volumes such as in village centers or urbanized areas. They are also encouraged to be the primary choice along rural roadways in the form of an adjacent Off-Street Pathway (i.e., paved trail) when they are determined to be feasible.

Shared Facilities

On-street routes that are signposted but do not have physical separation between cyclists and vehicles. Speed reduction initiatives can be considered on these routes to manage vehicle speeds. Shared routes are typically lower-cost options. In the Belcarra rural area context, these types of facilities are anticipated to be widened roadway shoulders.

4.3   TYPES OF BICYCLE FACILITIES

PATHWAY

Typically located outside the road right-of-way in parks or other green spaces. These facilities are designed to support bi-directional users: pedestrians, cyclists, runners, in-line skaters, and skateboarders, etc. Users are expected to share the space on the path and follow organizational markings.

PROTECTED BICYCLE LANE

Dedicated cycling facility separated from motor vehicle traffic by a physical vertical barrier (curb, planter boxes, etc.). This facility can be designed for one-way or two-way travel. Users are expected to share the space on the path and follow organizational markings.

LOCAL STREET BIKEWAY

Facility where cyclists share the road with motorists on a street with low traffic volumes and speeds. Bikeways often have speed reduction measures to reduce speed and volume (30km/hr, ≤ 1,000 average daily traffic volume). Where bikeways meet collector or arterial roads, signals or other design measures provide for safe crossing.

PAINTED BUFFERED BICYCLE LANE

Facility where a portion of the roadway is designated for exclusive use by cyclists with pavement markings designating a buffer zone between the bicycle lane and the roadway. Motorists are typically not permitted to enter the bicycle lane to park, stand, or drive; however, they are permitted to mix when performing a turn at an intersection.

PAINTED BICYCLE LANE

Facility where a portion of the roadway is designated for exclusive use by cyclists with pavement markings and regulatory signage. Motorists are typically not permitted to enter the bicycle lane to park, stand, or drive; however, they are permitted to mix when performing a turn at an intersection.

LEVEL OF COMFORT

LESS ⟵   ⟶ MORE

| Major Street Shared Use Lane | Painted Bicycle Lane | Painted Buffered Bicycle Lane | Local Street Bikeway | Protected Bicycle Lane | Off-Street Pathway |

Figure 4.1 Types of Bicycle Facilities & Bicycle Facilities Level of Comfort

4.4   RURAL CYCLING DESIGN CONSIDERATIONS

Designing cycling facilities in rural areas requires careful consideration of unique challenges such as limited space, budget constraints, and varied terrain.

DESIGN PRINCIPLES

> Prioritize cyclist safety by reducing vehicle speeds and incorporate measures such as reflective paint, signage, and lighting to improve visibility, especially in low-light conditions.

> Provide buffered lanes, physical barriers, rumble strips, and clear pavement markings to help separate cyclists from motor vehicle traffic, enhancing overall safety.

> Implement quick-build design techniques using low-cost materials such as flexible bollards, curbs, wheel stops, and paint to test infrastructure solutions before committing to permanent installations.

4.5   FLEXIBLE DESIGN SOLUTIONS

The following solutions may be implemented where limited space, environmental considerations, and budget constraints present challenges in rural contexts.

ADVISORY BIKE LANES

Advisory bike lanes are uni-directional bike lanes on either side of a narrow bi-directional vehicle lane. Motorists typically use the centre lane but may temporarily enter the advisory lanes to pass oncoming traffic, always yielding to cyclists. Where no sidewalk exists, advisory bike lanes may be used for both walking and cycling, in which case the facility would be called 'advisory shoulders'.

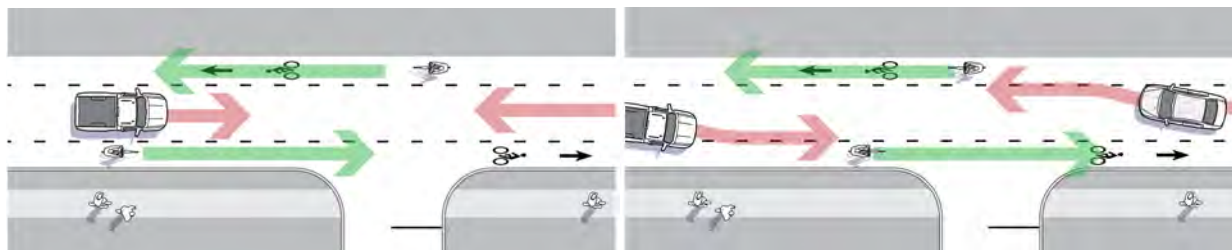**Vehicles travel in centre lane and merge into advisory bike lane when oncoming vehicle approaches**

Figure 4.2 Advisory Bike Lane Operations
Source: Alta Planning + Design Advisory Bike Lanes in North America

BICYCLE ACCESSIBLE SHOULDERS

As described earlier, bicycle accessible shoulders are paved shoulders on the right side of rural roads that are designed with sufficient width to accommodate cyclists Bicycle accessible shoulders are typically acceptable on roads with posted speed limits of 50 km/hr or less and with fewer than 5,000 motor vehicles per day.

4.6   BICYCLE PARKING CLASSIFICATION

There are two categories of off-street bicycle parking.

Short-term

A parking space for bicycles parked for a short period (i.e., less than 4 hours) in locations that are easily accessible.

Long-term

A parking space for bicycles parked for longer periods (i.e., more than 4 hours), typically requiring more secure parking.

4.7   BICYCLE PARKING LOCATION & ACCESS

Increased uptake in cycling as a viable travel mode may not reach its full potential if bicycle parking security is not considered at the planning and design stages. Bicycle parking should consider all types of bicycles. To that end, there are several fundamental guiding principles that influence how both bicycle parking is located and accessed:

WELL-LOCATED: Convenient, accessible, as close as possible to the destination, and weather protected.

STAIR-FREE ACCESS: Provision of ramps or elevators large enough to accommodate all types of bicycles. Slopes should be limited.

MINIMUM WIDTHS: Appropriate widths shall be provided along all routes required to access bicycle parking facilities, including ramp accesses, at doorways, and aisle widths in bicycle parking rooms.

SIGNAGE: Integrated, high-quality, and simple bicycle parking signage should be provided to indicate the availability and location of an off-street bicycle parking area.

VISIBILITY: The location selected for bicycle parking shall be easily identifiable by cyclists as they are riding. It will also help to reduce theft and vandalism.

BARRIER-FREE: Access to bicycle parking facilities should be direct and free from obstacles to accommodate all users. Provide breaks in long spans of bicycle racks for more convenient access.

DETECTABILITY: Design should be cognisant of users with physical, sensory, or cognitive impairments and should ensure the facilities are both easily detectable for these users and do not create obstacles.

LIGHTING: Quality lighting should be provided to ensure facilities are well-lit to improve the overall security of all bicycle parking facilities. Tamper-proof features should be considered to prevent vandalism.

SECURITY: Racks in visible, well-lit places that have high levels of natural surveillance.

Table 4.1: Design Principles Specific to Short- and Long-Term Bicycle Parking

Principles	Short-Term	Long-Term
General Location	▪ Provide at-grade ▪ Locate within 15.0m of pedestrian building access points	▪ Locate in a private parking area, private garage or bicycle room ▪ Provide at-grade or located no lower than the first complete parking level below grade, where possible
Access & Clearance	▪ Provide stair-free level access ▪ Where a grade change is inevitable, a slope of 6% or less is preferred by cyclists ▪ Access routes with a minimum clear width of 2.0m ▪ Additional buffer space (min., 0.5 m) shall be considered if the access route is next to a wall or railing ▪ Provide sufficient minimum overhead clearance (2.1m) ▪ Aisle widths within bicycle parking rooms should have a minimum width of 1.5m, except for aisles adjacent to stacked bicycle racks where the minimum width shall be increased to 2.1m	
Visibility & Signage	▪ Locate near active entries and public amenity spaces ▪ Provide signage as needed for usage ▪ Well lit at all times	▪ Both the room and the access route shall be well-lit ▪ Place in clear visible locations ▪ 'Tamper-proof' lighting should be considered ▪ Directional signage should be provided along the route
Weather Protection	▪ Provide for all bicycle parking (either incorporate into the building design or a standalone structure)	
Other	▪ N/A	▪ Equipped with electrical outlets ▪ If approved, bicycle parking at Level P2 or below should have a designated bicycle parking elevator (with at least one interior dimension of 1.8m) ▪ If access is shared with vehicles, delineators should be provided to separate bicycles from vehicular traffic where space permits

"Life is like riding a bicycle. To keep balance you must keep moving."
— Albert Einstein
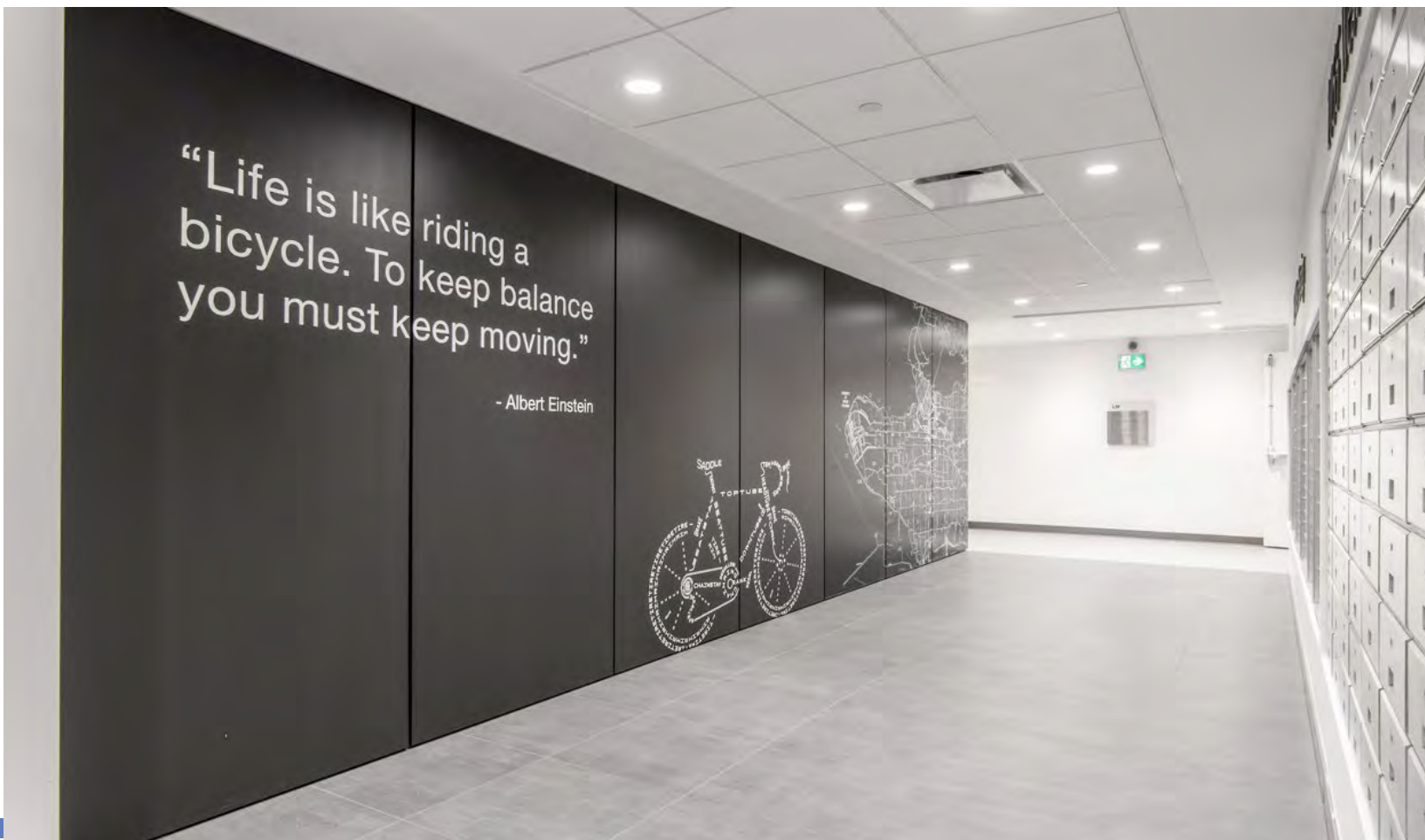
4.8 BICYCLE PARKING SPACE DESIGN PRINCIPLES

Design principles are similarly important in terms of making bicycle parking attractive to the user, not only from an aesthetic perspective but also regarding the security and safety that is offered as part of the facility.

SUPPORT: The rack should provide two points of contact with the bicycle frame and keep it upright without putting stress on the wheels.

INTUITIVE RACK USE: The rack should be recognizable as bicycle parking and should be easy to use without the need for written instructions.

EFFICIENT USE OF SPACE: Available space is often a constraint, but the choice of bicycle parking should not be dictated by space alone. Racks should allow a good number of bicycles to be parked in a small area while providing adequate space between bicycles to facilitate parking and locking.

LONGEVITY: Weather- and corrosion-resistant materials should be used in the construction of the bicycle parking racks, while appropriate maintenance should be completed regularly to ensure the longevity and attractiveness of facilities.

SECURITY: Racks shall be in secured private or indoor spaces, or in visible, well-lit places that have high levels of natural surveillance.

LARGER SPACES: Ensuring the availability of spaces for larger models and reserving allocated spaces for users with accessibility requirements.

VARIETY: Long-term parking facilities should anticipate the presence of a variety of bicycles and accessories.

DESIGN & ATTRACTIVENESS: The design and aesthetic quality of bicycle parking facilities should reflect the surrounding neighbourhood and environment to attract users without compromising their functionality.
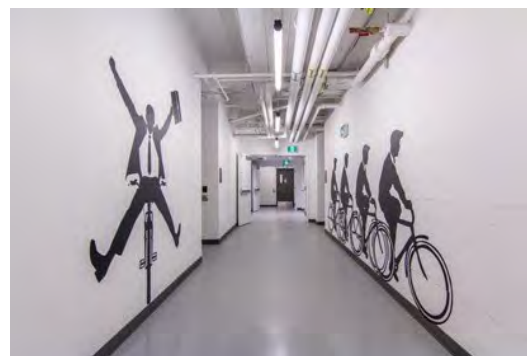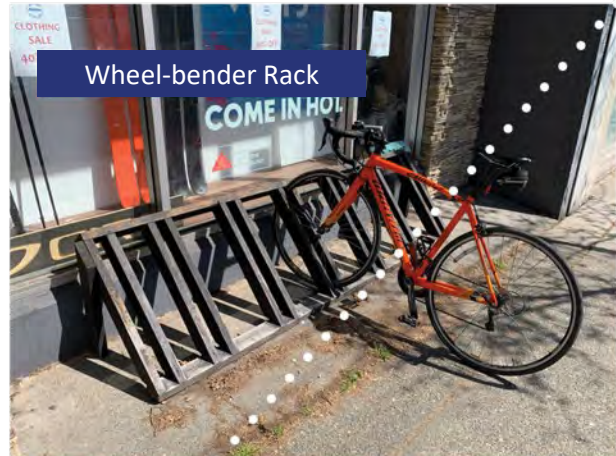
Examples of Poor Bicycle Parking Design

There are several types of bicycle racks that do not meet the design principles. These should be avoided as they do not meet the above design principles. For example, most do not allow for two points of contact, nor would they accommodate different types of bicycles.
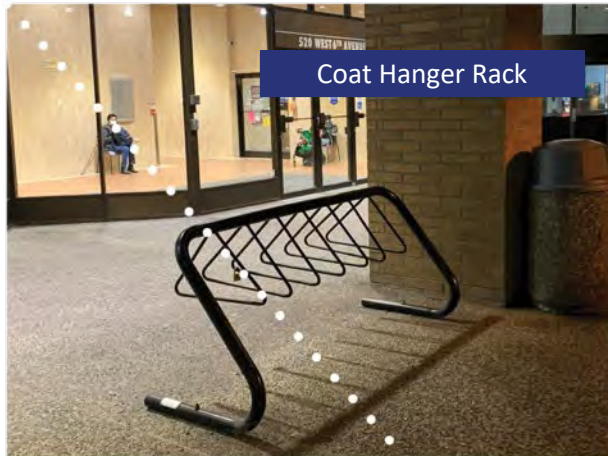
Coat Hanger Rack

Wheel-bender Rack

> May not provide two points of contact per bicycle
> May not allow bicycles to be secured using a
> U-lock
> Bicycles may fall over when parked
> Spaces are very close together, reducing capacity
> Mostly constructed of thin tubing which is vulnerable to cutting

Comb/Toaster Rack

Spiral Rack

Wave Rack

Figure 4.3: Examples of Poor Bicycle Rack Design

5 FACILITY SELECTION + DESIGN

The appropriate pedestrian or cycling facility for a given location is largely dependent on the traffic environment. The following section provides a framework for identifying the appropriate facility type and the corresponding design considerations.

5.1 BICYCLE AND PEDESTRIAN FACILITY SELECTION

Bicycle and pedestrian facility selection depends on vehicle speeds, volumes, and the number of vehicle lanes. Facilities need to provide higher levels of separation as the risk of conflict with motor vehicles rises. The following facility selection framework is based on the TAC Geometric Design Guide and the BC Active Transportation Design Guide.

Table 5.1: Bicycle and Pedestrian Facility Selection
Source: Adapted from the BC Active Transportation Design Guide and TAC Geometric Design Standards

Roadway or Area Context			Facility Type		
Target Vehicle Speed	**Daily Vehicle Volume**	**Vehicle Lanes Per Direction***	**Bicycle Facility**		**Pedestrian Facility**
Greenways, Parks, or other Open Spaces	N/A	N/A	Off-Street Pathways		
≤ 15 km/hr	Low	-	Shared Street		
≤ 30 km/hr	≤ 1,000		Bicycle Boulevard		
≤ 40 km/hr	500 - 1,500	Single	Local Street Bikeway		Sidewalk
			Painted, Buffered, or Protected Bicycle Lanes		Sidewalk
	1,500 - 3,000		Painted, Buffered, or Protected Bicycle Lanes	Off-Street Pathway (Separate Pedestrian and Cyclist Paths where: ▪ User Volumes > 33 persons per hour per metre of path width and ▪ Pedestrian Volumes > 20% of User Volumes Or ▪ User Volumes > 50 persons per hour per metre of path width and ▪ Pedestrian Volumes < (20% of User Volumes)	Sidewalk
	3,000 - 6,000		Buffered or Protected Bicycle Lanes		
	> 6,000				
	Any	2 +	Protected Bicycle Lane		
≤ 50 km/hr	≤ 6,000	Single	Protected Bicycle Lane (or Reduced Speed)		Sidewalk (> 1.0m Separation from Roadway)
		2 +			
	> 6,000	Any	Protected Bicycle Lane		

5.2 SIDEWALK DESIGN CRITERIA

A notable requirement for sidewalk design in terms of accessibility, as well as comfort and usability for all pedestrians is the overall clearway width. Design of sidewalks that allow people to walk side-by-side and easily pass oncoming walkers (including parents with strollers and people in wheelchairs or with other mobility aids), is important to create a safe and welcoming pedestrian environment.

DESIGN CONSIDERATIONS FOR SIDEWALKS

The guidelines below set out the recommended minimum sidewalk type and widths.

Table 5.2: Sidewalk Clearway Width Contextual Selection
Source: TAC Geometric Design Guide

Land Use	Road Type	Separation (Boulevard)	Widths	
			Desirable (m)	Minimum (m)
Residential	Local	Non-Separated or Separated	1.8	1.5
	Collector/Arterial	Separated	2.1	1.8

5.3 BUFFERED PEDESTRIAN LANES

Buffered pedestrian lanes are at-grade, low-cost pedestrian facilities that serve as an alternative or interim solution where sidewalks are unavailable or impractical. They are designed to provide a safe, designated space for pedestrians within the roadway, functioning similarly to sidewalks.

DESIGN CONSIDERATIONS FOR BUFFERED PEDESTRIAN LANES

> Ensure the pedestrian through zone is at least 1.8 metres wide to allow safe and comfortable pedestrian passage, or an absolute minimum of 1.5 metres in constrained locations

> Where possible, provide a width of 2.0 metres in areas without vertical separation

> Provide double longitudinal pavement markings to clearly define the pedestrian space and visually separate it from vehicle traffic

> Install elements such as flexible bollards, rigid bollards, or concrete wheel stops to physically discourage motor vehicle intrusion into the pedestrian lane

> Implement additional speed reduction measures (e.g., narrowed lanes, speed humps) where buffered pedestrian lanes are provided to reduce vehicle speeds and improve pedestrian safety

5.4 SEPARATED BIKEWAYS

Separated bikeways are roadside facilities that are designed for the exclusive use of cyclists. They are separate from both motorists and pedestrians, but require design based on bicycles operating in parallel with motor vehicles and pedestrians, especially at intersections. These facilities can include unbuffered bike lanes, buffered bike lanes, protected bike lanes, and bike paths. The table below presents the recommended minimum bikeway widths based on the TAC Geometric Design Guide.

Table 5.3: Recommended Separated Bikeway Widths
Source: TAC Geometric Design Guide

Bikeway	Type	Parameter	Widths	
			Desirable (m)	Minimum (m)
Unbuffered Bike Lane	Uni-directional	Width (m), bike lane	1.8 - 2.1	1.5
Buffered Bike Lane	Uni-directional	Width (m), bike lane, including buffer	2.1 – 3.0	1.8
		Width (m), bike lane component	1.8 – 2.1	1.5
		Width (m), buffer pavement marking component	0.3* - 0.9	0.3*
Protected Bike Lane	Uni-directional	Width (m), bike lane, including delineator	2.1 – 3.5	1.8
		Width (m), bike lane component	1.8 – 2.5	1.5
		Width (m), delineator component	0.3* - 1.0	0.3*
	Bi-directional	Width (m), bike lane, including delineator	3.3 – 4.6	2.7*
		Width (m), bike lane component	3.0 – 3.6	2.4
		Width (m), delineator component	0.3* - 1.0	0.3*
Bike Path	Uni-directional	Width (m), bike path	1.8 – 2.5	1.5
	Bi-directional	Width (m), bike path	3.0 – 3.6	2.4

*A minimum buffer/delineator width of 0.6 m is required when bike lanes are adjacent to motor vehicle parking.

5.5   PATHWAYS

Pathways are paved trails that have the potential to play an important role in a multimodal transportation system. Generally, pathways are wide enough trails to accommodate two-way travel of both pedestrians and rollers. They are the preferred active mode infrastructure typology as they separate pedestrians and rollers from the noise and dangers of vehicle traffic.

Design Considerations for a Roadside Pathway

Key characteristics of a roadside pathway include the travelled way, a horizontal buffer from any obstructions such as bollards or trees, and a buffer between the edge of the travelled way and any motor vehicle lanes, as shown in the diagram below. The TAC Geometric Design Guide recommends a minimum path width of 3.0 metres to accommodate one cyclist in each direction or one cyclist and two pedestrians walking side by side.
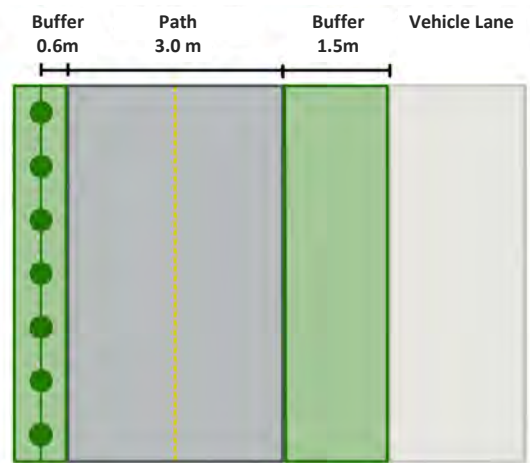

Figure 5.1: Pathway Design
*A constrained limit of a 0.6m buffer from the vehicle lane may be acceptable on lower volume local roads

DESIGN PRINCIPLES

Pathway design plays an important role in the safety and satisfaction of users. To continue to capture the inherent comfort and enjoyment of pathways while improving safety, the following measures are recommended:

> Avoid circuitous routing and maintain clear sightlines, particularly at corners, by clearing vegetation or physical obstructions
> Apply centre line along the path to delineate travel directions   and improve visibility for users at night
> Consider delineating space for pedestrians and cyclists where high volumes of users are expected
> Use pavement markings to indicate the intended road user and travel direction where pathways experience high bidirectional volumes or operational challenges such as sight distance constraints

5.6   SHARED STREETS

Shared streets offer unseparated bikeways in spaces that are shared with motor vehicles. These can include shared roadways, bicycle boulevards, and shared lanes. Shared roadways are roadways where cyclists and vehicles share the travelled way under low-speed conditions. Bicycle boulevards are shared roadways that limit exposure to motor vehicle traffic through speed reduction measures. Shared lanes are general purpose lanes with sufficient width to facilitate a small range of experienced cyclists amongst other motor vehicles.

Shared streets should be designed with additional safety features wherever feasible, including cyclist scaled lighting, signage, pavement markings, and vehicle speed reduction measures.

DESIGN CONSIDERATIONS FOR SHARED STREETS

The table below presents the recommended shared street widths based on the TAC Geometric Design Guide, including requirements for:

> **Shared Roadways:** Cyclists and vehicles share the travelled way under low-speed conditions
> **Shared Lanes:** General purpose lanes that can facilitate a small range of experienced cyclists

Table 5.4: Recommended Shared Street Widths
Source: TAC Geometric Design Guide

Shared Street	Parameter	Widths	
		Desirable (m)	**Minimum (m)**
Shared Roadway	Width (m), shared roadway with parking both sides	8.0 – 9.0	8.0
	Width (m), shared roadway with parking on one side	5.5 – 7.0	5.5
Shared Lane	Width (m), shared lane, side-by-side operation	4.3 – 4.9	4.3
	Width (m), shared lane, single file operation	Lane width – 4.0	Lane width

5.7 RURAL ROADWAY SHOULDERS

Rural roadway shoulders are often used for active transportation. Many rural roadways have shoulders that are well below width guidance and/or have shoulders delineated with a white fog line. Many others have no shoulders or fog lines at all, therefore active mode participants must share the roadway with vehicles.

Walkable Shoulders

Walkable shoulders may be considered on rural roadways where vehicle speeds are less than 60km/hr and only occasional pedestrians are present. Walkable shoulder design should consider lighting, signage, and the provision of through zones to mitigate risks for pedestrians. A minimum width of 1.2m is required for pedestrians, with additional width requirements where shoulders are to be shared with cyclists.

Bicycle Accessible Shoulders

Rural roadway shoulders may be considered as "bicycle acceptable" if they provide sufficient width and a smooth surface that is clear of snow and debris. Bicycle acceptable shoulders are generally not considered where vehicle speeds are greater than 100 km/hr or where there are more than 10 heavy vehicles during the peak hour.

Recommended minimum and desired widths for pedestrian and bicycle acceptable rural roadway shoulders depend on vehicle speeds (i.e., posted speed) and vehicle volumes (i.e., average daily traffic).

Table 5.5: Pedestrian and Bicycle Accessible Shoulder Widths
Sources: TAC Geometric Design Guide and BC Active Transportation Design Guide

Suitable Conditions	Widths	
	Desirable (m)	Minimum (m)
Posted Speed: 0 – 30 km/hr Vehicle Volume: <2,500 veh/day	1.8	1.5
Posted Speed: 30 – 50 km/hr Vehicle Volume: <4,000 veh/day	1.8	1.5
Posted Speed: 50 - 80 km/hr Vehicle Volume: <10,000 veh/day	2.0	1.8
Posted Speed: 80 - 100 km/hr Vehicle Volume: <10,000 veh/day	3.0	2.0

Enhanced Shoulders

Enhancements to shoulders can include buffer zones between the road and the travelled way, which can be further improved with physical separation using bollards, concrete curbs, or other forms of vertical separation. These help designate the pedestrian and/or cyclist zone and improve visibility. Pedestrian and cyclist scaled lighting, signage, and pavement markings are also recommended wherever possible.

5.8 TRAILS

A trail is a defined type of infrastructure that is purposefully designed and used for one or more user groups. This section focuses on unpaved trails, which are typically more recreational in nature and are often located within parks or other open spaces.

Design Considerations for a Trail

Trail design parameters have significant implications on the quality of the trail experience, the degree of challenge, and the type of user that the trail can accommodate. The design parameters provided below are intended for developed trails that can accommodate users with all skill levels (easy). Multi-use trails should be designed to meet critical parameters, which are the most demanding parameters based on the user.

The sections below describe the different design criteria for trails, while **Table 5.6** summarizes the recommended parameters for a trail with an easy degree of challenge and assuming pedestrian and off-road cyclists are the desired users.

CLEARING LIMITS

The minimum area over and beside the trail tread that is cleared of any obstructions.

> **Clearing Height:** Vertical distance between the trail tread and the lowest obstacle above the trail tread
> **Clearing Width:** Horizontal distance across the narrowest point along the trail corridor

TREAD & STRUCTURE WIDTHS

The minimum width of the portion of the trail that is directly travelled on and the required structure width to support the minimum width.

> **Tread Width:** Width of the portion of the trail that is directly travelled on
> **Structure Width:** Width of any structures over which the trail passes

TREAD SURFACING

Characteristics of the surface of the trail.

> **Surface Type:** Material used to surface the trail tread
> **Protrusions:** Trail tread imperfections (e.g., rocks, roots, holes, stumps, steps, etc.)
> **Obstacles:** Natural obstructions that add challenge to a difficulty rating

GRADES

The vertical distance of ascent or descent of the trail, measured as a ratio or percentage of rise to length.

Figure 5.2 Trail Clearance Design Parameters

> **Target Grade:** Average vertical steepness of the trail (or segment of the trail) over its entire length
> **Maximum Grade:** Steepest acceptable vertical grade permitted along a short portion of the trail
> **Maximum Grade Proportion:** Proportion of a trail with grades that exceed the Target Grade but are less than or equal to the Maximum Grade

CROSS SLOPE

The percentage grade of the trail tread measured perpendicular to the direction of travel.

> **Target Cross Slope:** Average horizontal grade of the trail tread, measured perpendicular to the centreline, over the entire length of the trail (or segment of the trail)
> **Maximum Cross Slope:** Steepest acceptable horizontal grade of the trail tread, measured perpendicular to the centreline, over the entire length of the trail (or segment of the trail)

TURNING RADIUS

The horizontal radius the trail activity requires to negotiate a curve in a single maneuver.

> **Target Turning Radius:** Horizontal radius of the trail curve

Table 5.6: Trail (Unpaved) Design Parameters - Easy Degree of Challenge

Source: Adapted from Trail Development Guidelines for Alberta's Public Land

Design Parameter		Pedestrian (Walking, Running, Hiking, Backpacking)	Off-Road Cycling (Self Propelled & Electric)	Critical Parameter
Clearing Limit	Clearing Width	2.0 – 3.0m	>3.5m	>3.5m
	Clearing Height	3.0m	3.5m	3.5m
Tread Width	Tread Width	1.0 – 2.5m	>2.5m	>2.5m
	Structure Width (minimum width)	Tread +0.15m each side	Tread +0.3m each side	Tread +0.3m each side
Surfacing	Surface Type	Compacted granular or paved	Natural, smooth	Compacted granular or paved
	Protrusions	None	Rare, <0.10m	None
	Obstacles (max height)	0.15m max ht, few vertical steps	Rare, <0.10m	Rare, <0.10m
Grades	Target Grade	3%	3 – 8%	3%
	Maximum Grade (short)	7%	10%	7%
	Maximum Grade Proportion	5 – 10%	10 – 20%	5 – 10%
Cross Slope	Target Cross Slope	2 – 3% or crowned	2 – 4%	2 – 3% or crowned
	Maximum Cross Slope	3%	8%	3%
Turning	Target Turning Radius	1.8 – 2.4m	1.5 – 2.5m	1.8 – 2.5m

SIDE SLOPES, RAILINGS & BARRIERS

Side slopes can present safety hazards when located along trails and pathways. Railings or other protective barriers can be provided along walkable surfaces that are adjacent to a change in elevation, these barriers reduce the chances of a fall or serious injury.

Railings or other barriers, which must be at least 1.4 m high, should be provided 0.6m from the edge of the travelled way where 1.5m of clear space cannot be provided from:

> A drop off greater than or equal to 0.3m with a side slope greater than 1:1,
  or
> A drop off greater than or equal to 1.2m with a side slope greater than 2:1,
  or
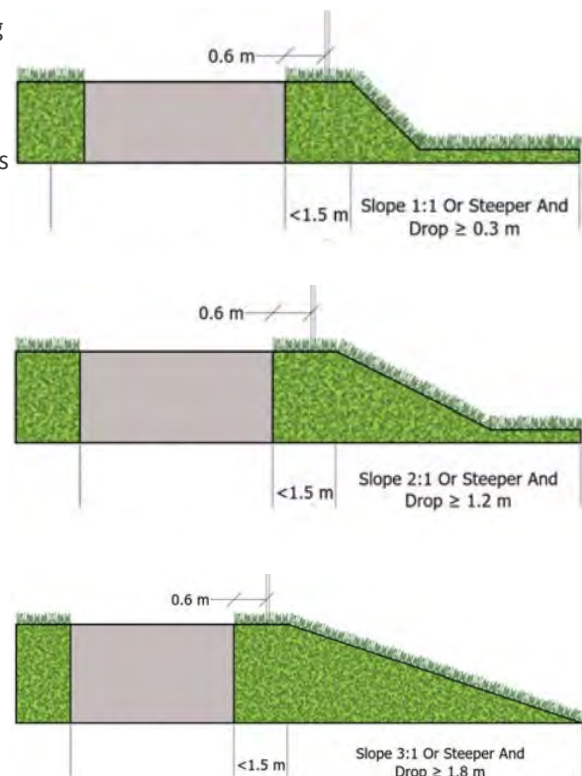> A drop off greater than or equal to 1.8m with a side slope greater than 1:8

Figure 5.3 Side Slope Railing Requirements
Source: BC Active Transportation Design Guidelines

TRAIL ACCESS POINTS

Where a trail or pathway terminates at a roadway, and where no connecting off-street facility is present, it is important to provide a design treatment that allows for users (particularly cyclists) to transition smoothly to/from the roadway without the need to use an adjacent sidewalk. This ensures that the connection between facilities is obvious and does not require a detour or dismounting of a bike.

Recommended Trail Terminus Features

> All trail termini should have an accessible curb ramp to the roadway
> Curb cuts should be as wide or wider than the approaching facility
> Provide cyclist crossings on higher volume collector or arterial roads
> Install a TAC approved trail crossing sign (e.g., WC-32) along the intersecting roadway
> Ensure all transitions are as smooth as possible

Access Restrictions

Access restrictions can include various control devices such as bollards, maze gates, flexible delineators, raised medians, and/or signage. These measures are put in place to prevent vehicles from accessing off-street trails and pathways but can often present safety hazards when implemented incorrectly.

Rigid bollards and maze gates have historically been used to restrict motor vehicle access and reduce bicycle speeds. The use of rigid bollards and maze gates creates a safety hazard to cyclists and is not appropriate unless there is a demonstrated history of motor vehicle encroachment. Bicycle speed control is better implemented through geometric measures, and where physical measures are warranted, flexible bollards should be considered as an alternative to their rigid counterparts.

Safer approaches to restricting vehicle access can be implemented through the physical design of the trail or pathway entry point. A centre median may be used to delineate the entrance into two pathways, along with low landscaping, signage, and solid lane markings leading to and around the median. The pathway on either side of the median should be at least 1.2m wide to accommodate the intended user groups, but no wider than 1.8m to clearly indicate that motor vehicles are not permitted.

Maze Gates

Centre Median

6 SPEED REDUCTION & SUPPORTING AMENITIES

Enhancing the public realm beyond sidewalks and bikeways is an important component in designing for all modes. The measures described below can be applied throughout Belcarra to improve safety, comfort, enjoyment, and navigability around the community.

6.1 SUPPORTING AMENITY DESIGN PRINCIPLES

Supportive amenities such as lighting, bike parking, benches and rest areas, signage and wayfinding, and other active transportation related elements, support safe and enjoyable trips for people of all ages and abilities.

While the design of individual elements may be subject to site-specific context, the following design principles are considered useful:

> Maintain a consistent look and feel, to deliver a sense of continuity throughout the trail system

> Place amenities well outside the clear zone of the pathway to ensure users are engaging with the amenities but do not obstruct other trail users (e.g., place benches ≥1.0 m from edge of the pathway so those sitting are a comfortable distance from passing users) and to reduce the likelihood of users colliding with amenities

> Ensure amenities do not obstruct sightlines of trail users to reduce safety challenges associated with blocked sightlines

Types of Supporting Amenities

Common types of supporting amenities include:

PEDESTRIAN SCALED LIGHTING: Appropriate lighting is important to ensure that the network is safe, accessible, and reliable throughout all seasons and times of day.

BIKE PARKING: Short-term bicycle parking covered by the elements (where possible) provides convenient access to buildings and destinations throughout the Village.

BENCHES & REST AREAS: Rest areas provide a place for people to stop during a long trip or enjoy a scenic view. They are located along a trail or at gathering areas such as parks, plazas, or trail junctions.

SIGNAGE & WAYFINDING: Signage supports safe and enjoyable trips by providing clear and intuitive information to help people navigate unfamiliar environments and understand how to use the trails appropriately.

ACTIVE TRANSPORTATION HUBS: A hub is a concentration of amenities that may include shelter from the elements, seating, bathroom facilities, a bike repair station, a water station, etc. They are best located at junctions or at links to other forms of transportation.

6.2 SIGNAGE & WAYFINDING

Wayfinding signage supports safe and enjoyable trip making by providing simple, clear, and intuitive information to help people navigate unfamiliar environments. Effective wayfinding signage should be strategically located, tailored to provide information about services and infrastructure within the vicinity, and provided in a format that is easy to access and understand for people of all ages and abilities.

Wayfinding Information

INFORMATION KIOSKS: Provide an overview of the area and information to users regarding safety, the environment, etiquette, and wayfinding.

DIRECTIONAL SIGNAGE: Provide directional and distance information to destinations and indicate the difficulty level and user types permitted on a trail (i.e., unpaved) or pathway (i.e., paved trail).

TRAIL DISTANCE MARKERS: Indicate the distance along the trail that a user is located.

ETIQUETTE SIGNAGE: Communicate the appropriate rights-of-way for shared trails or pathways and proper use of the trail or pathway.

Information Kiosk	Directional Signage

Trail Distance Marker	Etiquette Signage

6.3 PEDESTRIAN & CYCLING SCALED LIGHTING

Contextually appropriate lighting is important to ensure that pedestrian and cycling facilities are safe, accessible, and reliable throughout all seasons and times of day. This is especially important for maintaining facilities in communities with periods of low natural light caused by short winter days.

Pedestrian and cycling scaled lighting should be positioned, placed, and angled to illuminate the travelled way, wayfinding signage, conflict and decision points, intersections, and other key features of pedestrian and cycling facilities. Lighting is also designed to minimize cast shadows with appropriate illumination levels, gradual lighting transitions, and suitable colour temperatures.

Type of Pedestrian & Cycling Scaled Lighting

Many active transportation facilities require different mounting styles of lighting than typical road lighting because of the smaller surface. The following examples demonstrate appropriate lighting solutions for Belcarra's active transportation network.

Source: Bunt & Associates – Tyler Thomson | Source: Bunt & Associates – Tyler Thomson | Source: Active Services Group

DESIGN CONSIDERATIONS

> Provide lighting in pedestrian through zones that are over 5.0m from the edge of the travelled way
> Illuminate blocks with 10 or more pedestrians travelling on both sides of the roadway during the evening peak hour
> Place lighting in the furnishing zone to contribute to the effective buffer and help define the bounds of the pedestrian area
> Refer to the TAC Guide for the Design of Roadway Lighting for further details and requirements for pedestrian scaled lighting

6.4 SPEED REDUCTION MEASURES

Speed reduction measures help manage vehicle speeds to make roads safer for people walking and biking. These measures are quick and easy to implement, offering cost-effective solutions to improve safety.

Reduced Speed Limits

Reduced speed limits encourage drivers to slow down, making roads safer for people walking and biking, and discouraging non-residents from driving along the roadway. Reducing speed limits along Bedwell Bay Road offers a quick, easy to implement, low-cost, and effective solution. Reduced speed limits should be enforced with regular monitoring.

Speed Humps

Speed humps are raised humps that improve safety by physically requiring vehicles to slow down when driving over them. Speed humps are designed with more gradual slopes than traditional speed bumps, reducing the impact to emergency vehicle access.

Speed Tables

Speed tables are speed reduction devices with a long, flat top that is wider than a traditional speed hump. This design allows the entire wheelbase of a passenger car to rest on the flat top, enabling drivers to maintain a higher, but still reduced, speed compared to a speed hump. They are designed to slow traffic on residential streets and can be a more comfortable alternative to speed humps.

Speed Cushions

A speed cushion is a speed hump or speed table with wheel cutouts that are designed to allow larger vehicles, such as emergency vehicles and buses, to drive over them without slowing down, while smaller cars must slow down to drive over the humps. This allows traffic to be controlled on busy streets while maintaining accessibility for buses and emergency response.

Raised Crosswalks

A raised crosswalk is a pedestrian crossing where the roadway is elevated to sidewalk level, essentially acting as a speed table to slow down vehicles and increase pedestrian visibility. This design forces drivers to reduce speed at the crossing point, making it safer for both pedestrians and motorists.

Radar Speed Signs

Radar speed signs are pole mounted devices equipped with radar speed detectors that slow drivers down by alerting them of their speed. Providing speed radar signs in strategic locations (i.e., locations where speeding is known to occur) along Bedwell Bay Road is a quick way to encourage drivers to slow down.

Pavement Markings

Pavement markings are road surface markings that guide and regulate traffic to improve safety for all users. Pavement markings include symbols and words indicating speed limits, reminding drivers to slow down, and designating road users in shared spaces. Pavement markings can also be used to visually narrow the roadway or create an illusion to drivers that their speed is increasing.

6.5 SAFETY IMPROVEMENTS IN RURAL CONTEXTS

In Belcarra's rural context typical facilities such as sidewalks, bike lanes, and multi-use pathways may not always be feasible. Road shoulders are often used by people walking and biking along Bedwell Bay Road and other local streets. Low-impact and low-cost solutions can be provided in these locations to help demarcate the pedestrian and/or cyclist zones, improve driver awareness, and reduce vehicle speeds including:

> **Physical buffers** using concrete curbs, bollards, planters, or other forms of vertical separation
> **Pavement markings and signage** demarcating pedestrian and or cyclist zones and indicating to drivers that pedestrians and cyclists are present
> **Pedestrian and cyclist scaled lighting** to increase visibility
> **Convex mirrors and tree/shrub trimming** to improve sightlines around corners
> **Speed reduction measures** including physical treatments such as lane narrowing and vertical deflection (e.g., speed humps, speed tables, speed cushions, etc.)

COUNCIL REPORT

Date: November 3, 2025

From: Stewart Novak, Manager, Municipal Services

Subject: **Fire Safety Act and 2025 Fire Inspections**

Recommendations:

That Stuart Affleck, Fire Inspector, Verisk Canada be appointed as a contracted Fire Inspector for the Village of Belcarra until further notice.

Purpose

The purpose of this report is to bring forward information on legislative changes regarding the Fire Safety Act, including the appointment of a Fire Inspector for the Village of Belcarra. Information is also provided on the 2025 Fire Safety Inspections.

Background:

The Fire Safety Act in British Columbia was introduced on August 1, 2024, to replace the former Fire Services Act. The new legislation aims to enhance fire safety across the province by enabling local authorities to designate fire safety inspectors and investigators, implement better processes for fire orders and evacuations, and establish an administrative penalty framework for non-compliance. Annual fire inspections are carried out by Verisk Canada on behalf of the Village.

Discussion

The Fire Safety Act was introduced to create a more robust and efficient fire safety system in British Columbia by clarifying responsibilities, enhancing inspections and enforcement, and promoting proactive measures to prevent and address fire hazards.

The Fire Safety Act includes the following key aspects:

- **Designation of Inspectors and Investigators**

  Local governments are required to designate fire safety inspectors who are responsible for conducting fire inspections within their jurisdiction. Designated fire safety inspectors must meet the training standards established by the Fire Commissioner.

- **Risk-Based Compliance Monitoring**

  A risk-based approach to fire safety compliance monitoring is recommended which prioritizes inspections based on risk assessments and focuses on areas with higher potential for fire hazards.

- **Administrative Penalties**

  A new system of administrative penalties to address fire safety violations more directly and effectively. Non-compliance can result in significant penalties, including fines of up to $25,000 for individuals and $50,000 for corporations.

- **Enhanced Evacuation Powers**

  Fire chiefs and authorized personnel are empowered through the Fire Safety Act to evacuate areas or premises in situations of immediate threat to life due to fire hazards or explosions.

Fire Inspector Designation

The Fire Safety Act requires municipal councils to appoint fire inspectors that are qualified to the standards of the Office of the Fire Commissioner and the Fire Safety Act Legislation. Designated Fire Inspectors are responsible for conducting fire safety inspections. They enforce the BC Fire Code and may issue correction notices with timelines for addressing deficiencies.

Designated fire inspectors that already meet the Fire Safety Act Inspector Training Standard are required to complete a Prior Learning Assessment and Recognition (PLAR) form to confirm for the local authority that they meet the standard. Local authorities have until September 30, 2026, to ensure that all currently designated fire inspectors and investigators meet the required training standards. This timeline provides sufficient time for training delivery and compliance across all jurisdictions

A local authority can designate a contractor to be a fire inspector if they meet the Fire Safety Act Inspector Training Standard. The Village of Belcarra has maintained an annual fire safety inspection program to date by using the contracted services of Stuart Affleck, Verisk Canada. Fire Inspector Affleck meets all requirements of the Fire Safety Act and has submitted a PLAR form to the Fire Commissioners Office. A copy was also provided to the Village.

2025 Fire Safety Inspections

Annual fire inspections were conducted by Stuart Affleck of Verisk Canada on September 19, 2025, at the facilities listed in Appendix A. Deficiencies are classified as imperative, important, or desirable improvements. Of the 29 buildings inspected, the following deficiencies were identified:

- Imperative: 21 buildings
- Important: 0
- Desirable Improvement: 0
- No issues: 8

Examples of imperative improvements include portable fire extinguisher installation or servicing, fire alarm system servicing, emergency lights servicing, proper storage of propane and gas containers, chimney cleaning.

All building owners received an inspection report with the documented deficiencies from the Fire Inspector. Letters will also be sent out by the Village, on behalf of the Fire Chief, with copies of the inspection reports attached. At his discretion, the Fire Chief will order the remedy of specific fire hazards or other actions, within a reasonable time. If the owner/occupier is unable to make the required improvements or does not agree with them, they may discuss it with the Fire Chief to arrive at a mutually agreed upon repair schedule.

Next Steps

Staff will carry out a review of Fire Prevention and Regulation Bylaw No. 627, 2024, with a consideration for potential changes relating to the Fire Safety Act.

Prepared by:

_____
Stewart Novak,
Manager, Municipal Services

_____
Melony Burton,
Chief Administrative Officer

Appendix A: List of 2025 Fire Inspections

Appendix A: List of 2025 Fire Inspections

Facility	Owner
Municipal Shop	Village of Belcarra
Municipal Hall	Village of Belcarra
Atco Trailer	Village of Belcarra
Fire Hall	Village of Belcarra
Camp Howdy	Evangelical Layman's Church
Pump House	Evangelical Layman's Church
Meeting Hall	Evangelical Layman's Church
Director's House	Evangelical Layman's Church
8 Corner's Organic Tea Room	Evangelical Layman's Church
Domes	Evangelical Layman's Church
Eagle Cabin	Evangelical Layman's Church
Hawk Cabin	Evangelical Layman's Church
Sandpiper Cabin	Evangelical Layman's Church
Lookout Cabin and Storage	Evangelical Layman's Church
Grouse Cabin	Evangelical Layman's Church
Kingfisher Cabin	Evangelical Layman's Church
Nature Hut Cabin	Evangelical Layman's Church
Towhee Cabin	Evangelical Layman's Church
Raven Cabin	Evangelical Layman's Church
Heron Cabin	Evangelical Layman's Church
Crows Nest Cavin	Evangelical Layman's Church
Owl Cabin	Evangelical Layman's Church
Loon Cabin	Evangelical Layman's Church
Vancouver Water Ski Club	Vancouver Water Ski Club
Concession Stand & Washroom	Metro Vancouver
Belcarra Paddling Center	Takaya Tours

COUNCIL REPORT

Date: November 3, 2025

From: Melony Burton, Chief Administrative Officer

Subject: Sasamat Volunteer Fire Department – Service Review Conclusion

Recommendation

That the report dated November 3, 2025, titled "Sasamat Volunteer Fire Department – Service Review Conclusion" be received Into the record for information; and further

That a request be made to the Chair of the Review Body to formally conclude the SVFD service review and to document the review process and its outcomes in a final report, per Provincial service review guidelines, for explanation to future decision makers and the public.

Purpose

This report provides information regarding the Sasamat Volunteer Fire Department (SVFD) Service Review and next steps. Additionally, it provides information per Provincial guidance regarding the formal closure and documentation of a service review process. Lastly, it provides information on the positive actions that can be taken by Belcarra to support the SVFD while reducing current vulnerabilities and mitigating future risks.

Background

It is recommended practice for Councils and Boards to receive information at the same time or before the public so they do not hear of decisions from the media or individuals before seeing it themselves. With respect to service reviews, the Province provides guidelines for concluding a service review which includes the documentation of options and decisions by the Review Body in a final report so that the review process and its outcomes can be explained to future decision-makers and the public.

A letter dated October 9, 2025, from Mayor Ross to Chair Hurley regarding the service review was included in the agenda package for the Anmore regular Council meeting of October 21, 2025. The letter was published before the service review was formally concluded by the Chair or the Review Body, and prior to a SVFD Board of Trustees meeting or Metro Vancouver Board meeting to receive the information.

As the letter was published in isolation and without context, it has naturally generated questions on the service review process and conclusion. Such questions are best addressed through the recommended conclusion process which provides comprehensive and timely information to all parties affected by the service review, including the SVFD Board of Trustees, Metro Vancouver Board, SVFD members, residents of both Villages and the general public.

The release of partial information in advance of these proceedings has prompted the issuance of this report as an interim measure. This report is intended to provide clarity and information on the elements of a service review process and provincial guidelines. Details regarding the individual meetings and correspondence for the service review are not included as they pertain to the negotiations administered by Metro Vancouver and have not been publicly released.

Discussion

A timeline and high-level summary of significant actions related to the SVFD service review is provided below.

- In 2019, the SVFD Board of Trustees received a Fire Hall Seismic and Conditions report indicating a need to replace the firehalls for seismic protection and safe storage space.

- On June 23, 2023, the Village of Anmore (Anmore) sent a letter to the Village of Belcarra (Belcarra) regarding their intent to initiate planning in 2024 for the Anmore fire hall replacement. The letter requested that Belcarra provide Anmore with a commitment of their intent and timeline for the SVFD fire hall replacement.

- On October 5, 2023, Belcarra sent a letter to Anmore regarding inequity and requesting their participation in a discussion to modernize the governance, cost apportionment recovery structures, and administration of the fire service.

- On February 1, 2024, a follow up letter was sent from Belcarra to Anmore reiterating their request and advising that failure to respond may result in the initiation of a formal service review under Division 6 of Part 10 of the Local Government Act.

- On April 11, 2024, a letter was sent from Anmore to Belcarra recommending consideration for the broader ramifications of changing the governance structure of the SVFD and providing commentary regarding their position to retain the existing cost-share arrangement.

- On June 19, 2024, Belcarra initiated a Service Review under the Local Government Act with the goal of updating the capital cost apportionment and recovery structures of the SVFD service.

- On September 6, 2024, Anmore sent a letter to Belcarra providing their rationale for retention of the existing capital cost split, and a request that they reconsider the service review.

- On September 20, 2024, Metro Vancouver issued an email to establish a preliminary meeting for the service review. Per Section 359 of Local Government Act, the parties to the agreement are required to hold a preliminary meeting within 120 days after receiving a notice of initiation of a Service Review.

  Required participants were listed as Chair Mike Hurley representing Metro Vancouver, Mayor John McEwen representing the Village of Anmore and Mayor Jamie Ross representing the Village of Belcarra. Other members included Ravi Chhina, Deputy CAO, Metro Vancouver, Dorothy Shermer, Corporate Officer Metro Vancouver, and Brant Arnold-Smith, Division Manager, Protective Services & Emergency Management, Metro Vancouver. Collectively, these members formed the 'Review Body' for the proceeding service review.

- On March 6, 2025, an update was provided to the SVFD Board of Trustees that three capital cost allocations based on net taxable value of land, geographical area and population have been provided to the Review Body as a starting point for the service review negotiations.

- On April 28, 2025, the Village of Belcarra and Anmore received correspondence from Metro Vancouver advising that a Statutory Approval Certificate for the Sasamat Fire Service Conversion Bylaw had been received from the Province. The bylaw was subsequently adopted by the Metro Vancouver Board on May 23, 2025. A Metro Vancouver staff report to the Board noted that a service review was underway to review the capital cost apportionment and recovery structure of the SVFD Service. It provided clarification that adoption of the conversion bylaw was required before any changes could be made.

- From June 2025 to October 2025, correspondence and meetings took place with respect to the service review negotiations.

- On October 9, 2025, Mayor Ross issued a letter to Chair Hurley regarding conclusion of the service review. A copy was provided to other Review Body members and the Chief Administrative Officers of Anmore and Belcarra (Attachment 3).

- As of October 30, 2025, no acknowledgement or further correspondence has been received from Chair Hurley or the Review Body with respect to scheduling a concluding meeting, formally ending the service review, or documenting the process.

Collaborative Efforts

Tensions have escalated between the Villages throughout the service review process, resulting in a hardening of positions and statements to end the shared services agreement. As small municipalities, it is in the best interest of both Villages to maintain good working relationships with all external partners and neighbors, many of whom they are reliant on for resources, support and financial contributions.

Since joining the Village in April 2025, Belcarra's CAO has met and worked with staff of the parties involved to gather background information and discuss strategies to de-escalate the tension, repair trust and working relationships, address concerns, find common ground, and negotiate differences with mutually beneficial outcomes. This approach will be sustained beyond the service review to support the SVFD and other collaborative efforts.

Initiating a Service Review

A shared service is successful as long as the benefits of participation continue to outweigh the costs. Participation is voluntary and withdrawal from the service can be initiated by one of the participating parties at any point, subject to a process prescribed by the Province that requires negotiation, facilitation, and mediation prior to arbitration.

Tensions often arise in a shared service when cost-sharing is considered unfair due to tax base or demographic shifts, when service levels exceed what one deems necessary, or when partners feel stuck in unsatisfactory arrangements without viable alternatives. The potential for conflict is anticipated and best mitigated through a shared service agreement. Consideration of the key issues can avoid predictable conflicts through agreement terms that anticipate demographic and economic trends, service requirements, and cost allocation changes through automatic or periodic adjustments. Such terms are not built into the existing service agreement.

Since the 1989 cost-sharing agreement was established, Anmore's population has surged by 218%, while Belcarra has experienced a more modest growth of 17%. A growing population presents a larger operational and capital draw on labour, equipment, facilities and services. While these conditions have changed, the terms of the service agreement have not.

The operational cost share based on property values is more representative, whereas the 50/50 capital cost split was a dispute resolution at the time of the 1989 agreement and never representative of typical cost share models based on property value or population size. Arguably, it may have borne some relevance at that time, when the fire halls were the same size and the population of Anmore was only slightly larger than that of Belcarra.

Amendments to the *Local Government Act* in June 2000 created a formal process to help regional districts and their service partners review the terms and conditions of existing service arrangements. The legislation provides a default process for service reviews in the case where they are not specified in the service agreement. Guidance for service reviews is provided in a document from the Province of British Columbia titled *Regional Service Reviews: An Introduction* (Attachment 1).

The guidelines note that regional boards have been reluctant in the past to undertake service reviews for reasons such as the cost of the process or the lack of a guaranteed outcome. However, service reviews can benefit all partners in situations where:

- partners have a tense relationship and need a chance to explain and resolve their frustrations
- partners need information about a service and its implications to relieve tensions
- withdrawal is impossible, but a review allows partners to raise, and seek to resolve, concerns
- the partners shared vision changes
- the service changes in scope and no longer fits the original vision
- local conditions change
- scheduled by advance agreement in service establishment bylaws

Following unsuccessful appeals to the participating parties of Village of Anmore and Metro Vancouver to update the service agreement, Belcarra initiated a service review in an attempt to have the issues considered through a fair process.

Service Review Process

The primary condition of a service review is for all parties to negotiate in good faith, making reasonable efforts to reach an agreement while respecting the issues being addressed. The Province provides guidance for service reviews in the *Regional Service Reviews: An Introduction*. A flow chart outlining the suggested process is shown below with additional details available in the document (Attachment 1).

Suggested Process for Regional Service Review

Step 1: Defining the Problem
Step 2: Constructing Fact Sheets
Step 3: Developing Options
Step 4: Evaluating Options
Step 5: Reaching a Decision
Step 6: Documenting the Results
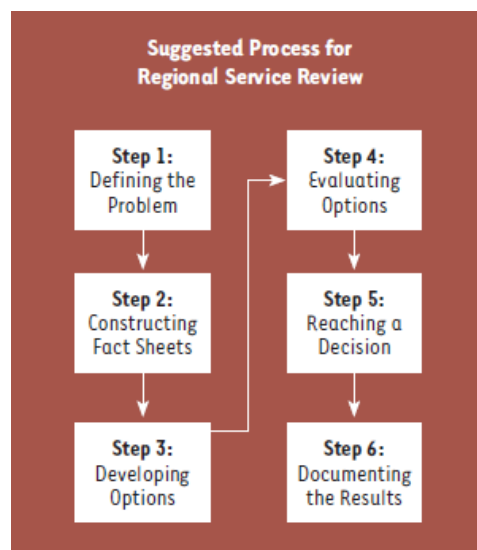
The SVFD service review process deviated from the process outlined in the Provincial guidelines in the areas noted below.

Working Group

Provincial guidelines recommend that a review process be supported by a working group of senior staff from the regional district and municipalities to provide information and ensure the process and timelines are respected. Belcarra put forth a proposal to establish a working group of senior staff from Belcarra, Anmore, and Metro Vancouver to support the negotiations and decision making of the Review Body. A working group was not established for the SVFD service review, and no commentary was provided regarding the proposal rejection.

Fact Sheets

Provincial guidelines recommend the construction of fact sheets to establish and summarize a common understanding of the status quo in a service review. Fact sheets should include the service arrangement's definition, cost and control elements, as well as relevant contextual information and a summary of the different perspectives held on key issues. Because fact sheets also serve as an educational tool, their existence often resolves tensions and misunderstandings.

As fact sheets were not constructed by the Review Body for the service review, Belcarra developed a SVFD Statement of Facts Brief in an attempt to encourage adherence to the recommended process (Attachment 2). Feedback was invited from the Review Body to confirm or dispute the information it contained and provide a basis for discussion and negotiation. Receipt of the document was acknowledged without further feedback.

Options

Provincial guidelines recommend the development of three to five options for responding to key problems. The options should reflect radically different approaches to resolving a problem so that they do more than merely vary a theme.

The options presented for the service review were limited to three capital cost share allocations based on net taxable value of land, geographical size or population. It could be argued that these options 'merely varied a theme and did not explore any radically different approaches to resolving problems.' In an attempt to encourage adherence to the recommended process and resolve issues, Belcarra presented multiple options for consideration that included:

- Maintaining existing property valued based allocations for operating and all capital aside from facility replacements.
- Each Village paying for their own fire hall replacement.
- Applying population based contributions for the replacement of both firehalls.
- Applying a 50/50 cost share for replacement of existing facilities with facility expansion costs borne by Anmore.
- Belcarra taking actions to increase volunteer firefighter numbers and demographics.

Facilitation

Provincial guidelines suggest that a facilitator can be particularly helpful when there is tension or poor communication between parties. The facilitator can assist parties to establish a negotiation process, facilitate negotiation, assist in dispute resolution; and assist in setting up other dispute resolution processes. The regional board provided administration throughout the service review process but did not facilitate the negotiations nor appoint a facilitator.

Service Review Conclusion

At any time during a statutory review, a participant can request that the Province appoint a facilitator to assist participants in reaching an agreement. However, because facilitation and mediation in a service review are non-binding, they can prove to be a fruitless use of time and resources when one or more parties are unwilling to participate in negotiations or intend to initiate a withdrawal from the service as an alternate course of action.

As noted in the service conclusion letter included as Attachment 3, Anmore and Metro Vancouver have both taken a firm position against changing or negotiating the terms of the current service arrangement. Anmore indicated their intention to initiate a service withdrawal if facilitation was requested from the Province. Two options were presented to Belcarra: accept the existing terms or dissolve the shared fire service. Given these positions, Belcarra proposed to end the service review process as continuation offers no means of a reasonable and fair conclusion with the present representatives.

As a longstanding service, it is recognized that there may be opportunities to negotiate again in the future. Financial contributions and fairness aside, both Villages derive benefits from the current arrangement including cost savings, enhanced efficiency, and improved safety. By consolidating resources and expertise, the communities also achieve better fire protection than they can operating independently. Of further value are the intangible benefits including the rich history and essential role of the service and dedicated volunteer firefighters. Also highly valued is the administrative support, service and financing opportunities provided by Metro Vancouver, particularly during a time when the organization is under pressure to reduce costs and streamline operations.

Service Review - Documenting the Results

Provincial guidelines recommend that the Review Body document its options and decisions after concluding the service review so that the process and its outcomes can be explained to future decision-makers and the public. The documentation can also provide lessons for the future by identifying the barriers that participants could not overcome.

A final report on the review process should include:

- description of the review process
- definitions of the problems addressed
- fact sheets for each service
- description of the options
- outline of the evaluation criteria
- results of the evaluation
- description of the agreement reached
- summaries of discussions at facilitated meetings.

It is recommended that a request be made by Council to the Chair of the Review Body to formally conclude the SVFD service review, and for the review process and its outcomes to be documented in a final report, per Provincial service review guidelines.

Service Review and Withdrawal Disputes

It must be recognized that Belcarra cannot control withdrawal from the shared service by the other participants. The Province provides guidance and recommendations for service withdrawals in a document titled *Reaching an Agreement on Regional Service Review and Withdrawal Disputes* (Attachment 4).

A flow chart outlining the suggested process is shown below outlining the steps in a shared service withdrawal that include negotiation, facilitation, mediation and arbitration.
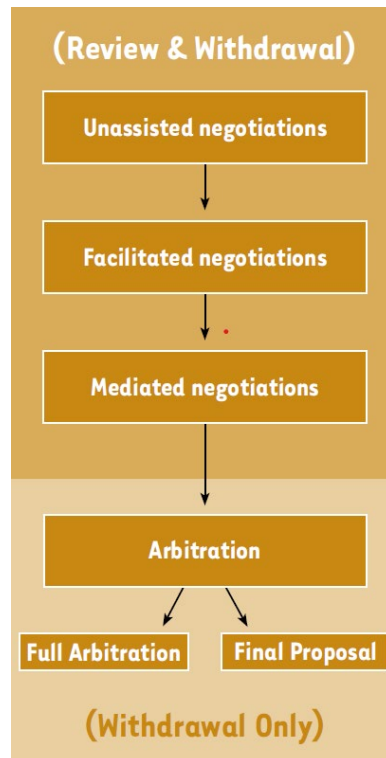
Next Steps

While the service review has not resulted in an updated cost share agreement, the reasons for pursuing it remain valid. As previously noted, the primary condition of a service review is for all parties to negotiate in good faith, making reasonable efforts to reach an agreement while respecting the issues being addressed. This is not only a reasonable expectation of Belcarra, but one encouraged by the Provincial government with respect to shared services.

The Village cannot control the participation of other parties in the shared service. However, it can shift focus and direct its efforts toward a number of areas within its own authority to bring about positive changes. Among these, Belcarra can continue to advocate for the use of reason and fair process in business dealings and partnerships.

SVFD Trustees can also provide a valuable role and voice at the table. As the design and construction of the firehalls moves forward, Trustees can advocate for prudent spending, a focus on essential safety and functional upgrades, and awareness of the ongoing operational and maintenance costs which escalate with scope. They can also advocate for the exploration of options and creative approaches to solving problems and reducing costs.

Staff, Belcarra Council, and residents can collaborate on targeted initiatives to address current vulnerabilities and risks. Increasing its number of volunteer firefighters will help the Village fulfill its service agreement obligations and ensure that it has the capacity to operate independently, should any party choose to withdraw from the shared service in the future. Building on the strategies outlined in the SVFD Statements and Facts Brief, several approaches can be explored to increase volunteer firefighter numbers in Belcarra. As a complementary effort, this includes engaging residents in discussions around housing opportunities in the community, such as coach homes and accessory suites, to support community resilience and volunteer firefighter retention.

Village staff and Council can also actively participate in the search and preparation of grant applications, procuring letters of support, and meeting with grant funding providers to secure funding for the fire halls and other needs of the SVFD.
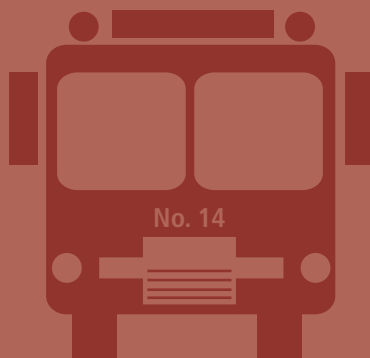
Staff will present Council with information and recommendations to support focused efforts on these approaches in the coming year.

_____

Prepared by: Melony Burton
Chief Administrative Officer

Attachment 1: Regional Service Reviews – Province of BC
Attachment 2: Village of Belcarra - Statements & Facts Brief
Attachment 3: Village of Belcarra Letter – Service Review Conclusion
Attachment 4: Regional Service Review and Withdrawal Disputes – Province of BC

Regional Service Reviews:
An Introduction

No. 14

BRITISH
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Table of Contents

Regional Service Reviews:
An Introduction

Regional districts have undertaken informal reviews of regional service arrangements since the 1960's. However, amendments to the *Local Government Act* proclaimed in June 2000 created a formal process to help regional districts and their service partners review the terms and conditions of existing service arrangements. There is also a process for partners wanting to withdraw from a limited number of services. As well, the *Act* gives regional districts the authority and flexibility to include their own review processes within a service establishment bylaw. As a back-up measure, the legislation also presents a default process in case customized alternatives are not specified in service arrangements.

This booklet highlights the service review process for regional district board members and municipal council members. A second booklet, entitled *Designing Regional Service Arrangements: An Introduction* covers the topic of establishing service arrangements. For further details on service arrangements and service review, see the *Guide to Regional Service Arrangements and Service Reviews*.

This document can be found at www.cserv.gov.bc.ca/lgd on the Internet. Legislation authorizing service reviews is contained in Division 4.5 of Part 24 of the *Local Government Act*.

Overview

Traditionally, regional boards have been reluctant to undertake service reviews for many reasons, such as the cost of the process or the lack of a guaranteed outcome. However, service reviews can benefit all partners in situations where:

- partners have a tense relationship and need a chance to explain and resolve their frustrations;
- partners need information about a service and its implications to relieve tensions; and
- withdrawal is impossible, but a review allows partners to raise, and seek to resolve, concerns.

Service reviews should be considered when:

- the partners' shared vision changes;
- the service changes in scope and no longer fits the original vision;
- local conditions change; or
- scheduled by advance agreement in service establishment bylaws.

Types of Service Reviews

Regional districts have three options for undertaking a service review:

Informal Review

- independent of the *Act*'s review provisions
- proactive, customized review process designed by partners
- can be started at any time by regional district
- does not tie-in to service withdrawal

Bylaw-based Review

- proactive, customized review process designed by partners
- included in establishment bylaw
- supersedes statutory review once adopted

- can be started if no review has taken place in past three years
- may tie-in to service withdrawal

Statutory Review

- default option
- applies unless bylaw specifies an alternative
- participant must be in service at least five years (or shorter timeframe outlined in bylaw)
- can be started if no review has taken place in past three years
- bylaw does not include alternative process
- may tie-in to service withdrawal

Choosing a review option for a regional district service depends on the desired outcomes.

Review Method

Informal Review

- least formal option
- encourages partners to design fair and effective processes for resolving differences before problems arise
- freedom from statutory timelines
- able to address all service-related questions, including new partners
- allows stakeholder participation
- do not expect withdrawal
- no tie-in to service withdrawal provisions

Bylaw-based Review

- level of formality is local choice
- encourages partners to design fair and effective processes for resolving differences before problems arise
- freedom from statutory timelines
- able to address all service-related questions, including new partners
- allows stakeholder participation
- tie-in to service withdrawal provisions

Statutory Review

- most formal option
- increases profile of issue
- default timelines speeds review process
- want to use services of ministry-appointed facilitator
- tie-in to service withdrawal provisions

The Service Review Process

Most regional districts will find the flexibility offered by bylaw-based and informal service reviews attractive because they allow opportunities to fine-tune and improve services in a proactive manner. However, if regional districts choose not to develop customized service reviews, service participants can always rely on default service reviews as described in the *Local Government Act*. No matter which service review method is chosen, the overall review process is similar for each.

In all cases, every service review is a joint undertaking of the regional district and its members. It should involve representatives of every municipality and electoral area in the service at all stages and in all discussions. A review body, such as a steering committee, should be established for an informal or bylaw-based review. A defined review body is an element of a statutory review.

As they work together to review a service, partners will find they are most successful if they use an 'interest-based' approach that goes beyond positions and explores the underlying interests of everyone at the table so that they share gains through discussion, negotiation and mutual agreement.

Starting the Review Process

Informal and bylaw-based reviews begin at the regional district board level. In either type of review, the board can decide what to review and can add new services to the review at any time. Because these types of service reviews are initiated at the board level, no formal or written notice is required.

Statutory reviews can be initiated by a municipal council or electoral area director. To do this, the service partner must provide written notice to the regional district board, all other participants and the Minister of Community Services. The notice must include, a description of the existing terms and conditions of the service arrangement the participant finds unacceptable, the reasons the review is required and the actions taken to resolve the issue. A separate notice is required for each service or group of services combined within an establishment bylaw. Statutory service reviews are undertaken only if the establishment bylaw does not include an alternative review process.
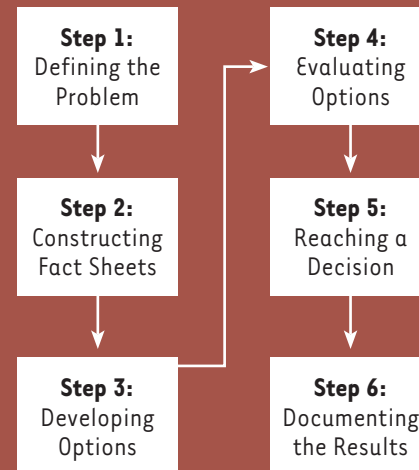
Setting up the Review Process

For any type of service review, a review body should:

- approve the scope of the review and the steps to be followed;
- define the problem(s) to be addressed;
- provide input as required;
- approve the options to be considered;
- identify the evaluation criteria to be used;
- make reasonable efforts to reach an agreement; and
- submit recommendations to the board.

It is helpful for the review process to be supported by a working group of senior staff from the regional district and member municipalities who provide information

Suggested Process for Regional Service Review

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┌──────────────┐        ┌──────────────┐
│  Step 1:     │        │  Step 4:     │
│  Defining the│───────▶│  Evaluating  │
│  Problem     │        │  Options     │
└──────────────┘        └──────────────┘
       │                       │
       ▼                       ▼
┌──────────────┐        ┌──────────────┐
│  Step 2:     │        │  Step 5:     │
│  Constructing│        │  Reaching a  │
│  Fact Sheets │        │  Decision    │
└──────────────┘        └──────────────┘
       │                       │
       ▼                       ▼
┌──────────────┐        ┌──────────────┐
│  Step 3:     │        │  Step 6:     │
│  Developing  │        │  Documenting │
│  Options     │        │  the Results │
└──────────────┘        └──────────────┘
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and ensure the process and timelines are respected. Consultants or other experts may also be hired to provide additional capacity.

Steps in the Review Process

Whether the service review is informal, bylaw-based or the default statutory option, there are six key steps in a review process.

1. Defining the Problem

In its first step, the review body should:

- decide what services are to be included in the review;
- decide what issues the review will address; and
- identify the full range of concerns and perspectives.

Regardless of the review process chosen, there are no limits to the number of services that can be reviewed. There are also no limits to the number of services that can be reviewed within a single process. For informal and bylaw-based reviews, the board determines these matters. In the case of statutory reviews, the review notice establishes the initial scope of the review. For these default reviews, separate notices of each service to be reviewed must be provided. Once a review has been initiated, all service partners must agree to add additional services to the review process before this can be done.

2. Constructing Fact Sheets

For each service under review, a common understanding of the status quo for each service should be established and summarized in a fact sheet. Fact sheets should include the service arrangement's definition, cost and control elements, as well as relevant contextual information and a summary of the different perspectives held on key issues. Because fact sheets also serve as an educational tool, their existence often resolves tensions and misunderstandings.

3. Developing Options

In this step, options need to be developed for responding to key problems. Ideally, three to five options, including the status quo, should be developed. The options should reflect radically different approaches to resolving a problem so that they do more than merely vary a theme. In later stages, minor variations could be considered during a fine-tuning process. Once developed, the options and their implications should be described clearly to ensure they are well understood. It is also helpful to identify and explain the assumptions used to develop these options.

4. Evaluating Options

The objective of the formal evaluation is to provide an understanding of the implications of change associated with each option. Using a formal evaluation, options can be measured against a common set of criteria reflecting the values and interests of the parties involved. These criteria should be defined as precisely as possible, but need not be ranked, because the purpose of the criteria is to guide discussions of the options, rather than make a decision about the best choice. Possible criteria include: certainty; equity in governance; equity in financing; cost-effectiveness; simplicity/visibility; and, stability/predictability.

Using a Facilitator

At any time during a statutory review, a participant can request that the minister appoint a facilitator to assist participants to reach an agreement. Facilitators can be particularly helpful when communication between parties is poor or if there is tension between parties. The facilitator can:

- facilitate preliminary meetings;
- assist parties to establish a negotiation process;
- facilitate negotiations;
- assist in dispute resolution; and
- assist in setting up other dispute resolution processes.

The ministry pays the costs for the facilitator. Facilitators are not available for informal or bylaw-based reviews.

5. Reaching a Decision

Members of a review body must decide which option best matches the interests of their jurisdictions. The best option will most closely match the shared interests of all service partners. At this stage, options may be refined to adapt them to specific concerns. As well, the parties may choose to design packages of options that cut across services and accommodate many concerns to achieve the overall common interest.

6. Documenting the Results

After final agreement has been reached, the review body should document its options and decisions so that the review process and its outcomes can be explained to future decision-makers and the public. Amendment bylaws may be required to proceed with implementing service changes. Other documentation, such as memorandums of understanding, are also helpful for recording the shared intentions of the participants.

If a final agreement cannot be reached, documentation can provide lessons for the future by identifying the barriers that participants could not overcome.

A final report on the review process should also be included in the documentation package. This report should include:

- description of the review process;
- definitions of the problems addressed;
- fact sheets for each service;
- description of the options;
- outline of the evaluation criteria;
- results of the evaluation;
- description of the agreement reached; and
- summaries of discussions at facilitated meetings.

Review Costs

Two kinds of costs are associated with a service review:

- costs of running the process; and
- costs for each member's participation in the review.

In all types of service review, the process costs for joint reports, administrative expenses and experts' fees are borne by the regional district as part of the service cost.

The participation expenses of the reviewing body, including travel, staff and independent reports, are borne by the regional district as part of service costs in informal reviews. For bylaw-based reviews, these participation costs are borne by the regional district unless otherwise defined in the bylaw. Under the statutory option, participation costs are the responsibility of each electoral area or municipality participating in the review.

Requirements Unique to the Statutory Review Option

The statutory review option has some unique requirements. Summarizing them here, they include:

- Any participant in a service may start a service review.
- Parties to the review are the initiating participant and all other service partners, in addition to the regional board.
- A facilitator may be appointed by the minister if requested by the service review participants.
- A preliminary meeting must be held within 120 days of the initiation of the review.
- Negotiations must begin within 60 days after the preliminary meeting.
- Cost-sharing arrangements are defined.

Conclusion

Service reviews are a normal part of all service arrangements and will help regional districts and municipalities as they refine their service delivery, provide information on services, and ease any existing tensions over service delivery. Customized service review options can be easily designed as part of new service establishment bylaws, although existing bylaws may need to be amended. In either case, service participants can always fall back on the default option if they choose. In most cases, the review process can be simplified further if regional districts develop a standardized review process for all service arrangements.

For more information contact:

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Intergovernmental Relations and
Planning Division
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Victoria, B.C. V8W 9T2

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Fax: 250 387-8720

Toll Free through Enquiry BC
In Vancouver 1-604-660-2421
Elsewhere in BC 1-800-663-7867

Ministry of Community Services:
www.cserv.gov.bc.ca/lgd

VILLAGE OF BELCARRA
SVFD Service Review
Statements and Facts Brief

Existing Cost Share Agreement

Fire service is provided by the Sasamat Volunteer Fire Department (SVFD), which is a Metro Vancouver service shared between Anmore and Belcarra and funded through the regional district property tax.

Capital costs related to the Sasamat Fire Service are currently shared 50/50 between Anmore and Belcarra, whereas operating costs are shared based on the assessed property values in each community – 30% Belcarra and 70% Anmore.

A consolidation of information is provided below to support discussions and negotiations. To account for the interests and perspectives of both parties, this includes statements made by Anmore in public documents, and substantiation with data and facts wherever possible. The intent is to provide the rationale for Belcarra's position, while also supporting unbiased and informed decision making on the part of both Village Councils and the fire service review members tasked to represent them. The information presented is open to correction, and additional information is invited for consideration.

Complete and Accurate Information

Statement (Anmore): Before we do any analysis of the content, it's important to ensure that we are dealing with complete and accurate information.

Agreed that any assessments, considerations and negotiations should be supported by facts, data, evidence or rationale to support informed decision making.

Support and Subsidization

Statement (Anmore): If a service review results in an outcome where Anmore must pay more to support Belcarra than the current agreement, it will not be supported by Anmore Trustees as it is not in the best interest of our residents, and the Trustees would recommend that Anmore Council withdraw from any shared services.

Agreed that Anmore should not pay more than current arrangement to support Belcarra. Neither should Belcarra pay more to support Anmore.

The consolidated data and information demonstrate that Anmore and Belcarra both benefit from the current arrangement and shared fire service. Both Villages support each other and contribute via different means. While Belcarra contributes financially by paying more than what they use or benefit from the service, Anmore contributes volunteer firefighters to cover Belcarra's current shortage.

Fiduciary Responsibility and Informed Decision Making

If a service review results in an outcome where Anmore must pay more to support Belcarra than the current agreement, it will not be supported by Anmore Trustees as it is not in the best interest of our residents, and the Trustees would recommend that Anmore Council withdraw from any shared services.

SVFD is a service function of Metro Vancouver that is administered by a Board of Trustees. Each Trustee has a fiduciary responsibility to act in the best interests of the fire protection service. Fiduciary responsibility is a legal and ethical duty to act in the best interest of another party. A fiduciary is entrusted to prioritize the beneficiary's interests above their own, exhibiting loyalty, good faith, care, and confidentiality. Political interests should not take precedence over the public safety interests of the specified fire protection area which is the responsibility of the Board of Trustees.

Fair assessment and informed decision should be made based on facts, data, and supporting rationale. This includes objective assessment which is not based on selfish interests, bias or misinformation. Agreements should be modernized and updated with changing times and information. Doing things the way they have always been done or what is best for each Village is not a defensible basis for sound decision making or agreements.

Operational Costs

Statement (Anmore): Anmore bears close to 80% of the operational costs, and if our community continues to grow, that amount could increase based on the established formula. Anmore already pays proportionally more for the operational costs to reflect our larger community.

SVFD operating costs are shared based on the assessed property values in each community which have an average split in recent years around 70/30 for Anmore/Belcarra. Operating costs are not currently based on the number of benefiting users (population) or demand (calls outs), which have an average split in recent years of 77/23 and 75/25 for Anmore/Belcarra.

Personnel, labour, equipment, assets and services all go to serve the number of benefitting users and demand. Anmore is currently paying 70%, while their number of benefitting people and use of the service is closer to 75-80%. Supporting data is presented below.

Property Value Based Contributions

Property assessment based contributions average around 70/30 in recent years:

Year	Belcarra	%	Anmore	%	Capital - Each (50%)
2025	$135,249	30	$316,730	70	$246,050
2024	$132,009	30	$314,306	70	$227,646
2023	$114,682	29	$286,387	71	$220,146
2022	$83,156	28	$215,194	72	$179,970
2021	$71,965	27	$192,089	73	$129,750
2020	$66,291	27	$175,398	73	$46,050
2019	$67,998	29	$168,830	71	$46,050
2018	$69,386	30	$159,671	70	$46,050
2017	$76,175	31	$165,958	69	$41,050
2016	$65,224	31	$144,802	69	$33,550
2015	$62,135	33	$125,201	67	$28,500
2014	$66,717	33	$134,608	67	$28,500
2013	$55,376	31	$121,312	69	$28,500
2012	$51,742	33	$104,545	67	$28,500
2011	$55,066	34	$109,128	66	$15,900
2010	$45,523	34	$89,507	66	$28,500
2009	$42,312	34	$88,211	66	$28,500
2008	$41,129	32	$83,778	68	$28,500
2007	$40,218	34	$79,195	66	$28,500
2006	$44,109	36	$79,335	64	$28,903
2005	$46,267	39	$73,917	61	$28,750
2004	$39,572	40	$61,612	60	$33,500

Population

Statement (Anmore): Interestingly, you have selected a set of data that starts in 2004, when Anmore's population first started to exceed Belcarra's, rather than 1980, when the cost-sharing agreement was developed. As you know, Anmore's population was significantly less than Belcarra at that time. It's also worth noting that Belcarra was fully supportive of the Letters Patent as a fair service agreement during the many years when its population was larger than Anmore.

Historical Population

Year	2021	2016	2011	2006	2001	1996	1991	1986	1981
Anmore	2356	2210	2092	1785	1344	961	741	n/a	n/a
Belcarra	687	643	644	676	682	665	586	549	430
Split	**77/23**	77/23	76/24	75/25	66/44	59/41	56/44		

Belcarra was incorporated in Aug 1979, while Anmore was incorporated in Sept 1987. Anmore has had a larger population since the Supplementary Letters Patent was established in October 1989 with the cost share allocations between the two Villages.

The table above shows census data and a population ratio of 77/23 for Anmore/Belcarra as of the last count. The Village of Anmore has seen considerable growth of 218% since the 1989 agreement, while Belcarra has experienced a more modest increase of 17%.

Anmore has a population of 77% or more benefitting users, while they currently pay closer to 70% with the property value based cost share agreement.

Call Outs

Call out numbers show higher Anmore use and demand for the service:

2024 SVFD Call Outs

Call Type	Anmore #	Anmore %	Belcarra #	Belcarra %
Fire	5	71	2	29
Medical	54	78	15	22
Vehicles	5	71	2	29
Power Lines	3	43	4	57
Alarms	21	62	13	38
Burning	2	100	0	0
Gas	1	100	0	0
Misc	1	100	0	0
Total	**92**	**72**	**36**	**28**

2023 Total Calls: 78/22
2022 Total Calls: 74/26

Anmore represents 75% percent of the users, while they currently pay for closer to 70% with the property value based cost share agreement.

Call out statistics show that the bulk of the fire service goes towards public safety as opposed to protection of property/assets. Loss of life and injury prevention calls increase proportionally with the number of people in a service area. Call outs have also been increasing over time in line with the population growth in Anmore.

Cost Share Models

Fair does not mean equal. Equality means everyone contributes or receives equally, while fair means everyone contributes or receives based on their ability or need. A summary of different cost allocation models is presented below for consideration.

Taxation Based Cost Allocation

Taxation based models distribute costs based on the amount of taxes paid by households. It aligns costs with ability to pay and considers the varying economic capacity of individuals. This approach avoids placing a potentially disproportionate burden on lower-income people; they contribute less despite using the same or more services and are subsidized by other users.

Property Value Based Cost Allocation

Property value based cost allocation is used for assessing economic impact because it reflects the value at risk. It directly relates the cost of protection to the value of the property, which is the asset being protected. However, it overlooks the human safety component (loss of life and injuries), which is a primary goal of fire protection.

Population Based Cost Allocation

Population based cost allocation distributes costs based on the number of beneficiaries or users. Each person pays an equal share of the cost. It acknowledges that everyone benefits from fire protection and aims to prevent loss of life and injuries. It better addresses the need for public safety, especially in residential settings, and helps in allocating resources to protect a large or growing number of people.

Geographic Based Cost Allocation

Geographic based cost allocation considers specific locations and infrastructure with higher fire risk or greater potential for damage. This method can be used to optimize fire station placement and coverage, ensuring resources go where they are most needed. However, geographic allocation does not reflect ability to pay, economic risk, or beneficiaries/users of the service.

Cost Allocation Model Selection

The choice depends on whether the goal is to align costs with taxpayers' ability to pay (tax based), economic risk (property value based), higher risk areas (geographic based) or with the overall number of beneficiaries and users of the service (population-based).

The Villages have the same 'ability to pay' for a tax-based cost allocation model. The median after tax income in Anmore is $136,000 while that in Belcarra is $138,00 (2021 Census). However, the limited number of taxable properties in Belcarra places a 140% higher burden on each household compared to Anmore. With respect to geography, the Villages also have comparably equal fire risk and potential for damage.

The current property value based cost allocation recognizes economic impact by reflecting the value at risk. The assessed property values in Anmore totaled $2,024,506,300 in 2025 compared to $868,148,500 in Belcarra.

The supporting data and information suggest that a user-pay, population based model would be a more equal financial arrangement than the existing property value based model. It better represents public safety needs and use of the service to prevent loss of life and injuries; call out statistics show that the bulk of the fire service goes towards public safety as opposed to protection of property/assets.

Anmore has also had a larger population than Belcarra and used more of the services than it pays for based on call outs, since the 1989 cost share agreement was established. These numbers would have the cost share split at 77/23 or 75/25 based on population or use of service versus the existing 70/30 arrangement based on property values.

However, a population-based cost allocation does not acknowledge Belcarra's current volunteer firefighter shortage and Anmore's contribution to meet insurance and safety requirements for the service. This is discussed further in the section on Firefighters.

Capital Costs

Statements (Anmore): The Letters Patent was set up to be equitable for both communities, but sometimes equipment is needed in one community and not the other. The capital costs for new equipment and fire halls are split 50/50 as a fire hall is equally needed in each community and the SVFD generally uses the same equipment for both communities.

The agreement to share capital costs equally for equipment and buildings reflects the fact that we share the benefits equally. Anmore has paid 50% of the cost, even when it has been to purchase equipment that we don't specifically require, as it still benefits both our communities. A recent example is the purchase of a water tanker, which is required for Belcarra as you do not have fire hydrants in some areas. Anmore does have all the required hydrants, so on our own, we would not require a tanker. Regardless, we are splitting the cost evenly with Belcarra.

The equipment is not shared equally. Personnel, labour, equipment, services and all assets besides the firehalls go to serve the number of benefitting users (population) and demand (call outs). Anmore is currently paying 70% and 50% respectively, while their benefitting population and use of the service is closer to 75-80%.

With respect to the example provided, one piece of equipment is not representative of the overall supply or use; water tankers are also a mobile piece of equipment which can be used in both Villages.

Some additional information provides the context for the Letters Patent Agreement in 1989. Belcarra was incorporated in August 1979, while Anmore was incorporated in September 1987. Negotiations took place in 1988 prior to the 1989 cost share agreement between the two Villages.

At the time, Belcarra had a $36M property assessment base while Anmore's was $15.5M. A property value based cost share with this 70/30 split for both operational and capital costs would have had Belcarra picking up the bulk of the costs for the fire service despite having a smaller population and using less of the services.

While the property assessment model recognized the economic impact for protection of assets, it did not account for the public safety needs and use of the service to prevent loss of life and injuries. The subsequent negotiations resulted in a 50/50 split for capital, so that Belcarra was not subsidizing Anmore so heavily for both operational and capital costs. The 50/50 split approximates a population based cost allocation at the time which would have been around 56/44 (Anmore/Belcarra).

However, of critical importance – the 1989 deal was struck after both fire halls had already been constructed in 1977 at the same size of 1700 square feet. There was no consideration for facility replacements let alone population growth or facility expansions at that time.

Replacement of the existing firehalls, with upgrades to meet current safety and seismic requirements is considered a 'like for like' replacement. Facility expansion, on the other hand, is dependent on population; a larger facility is required to house more equipment and fire fighters to serve a growing population.

Belcarra has not experienced significant population growth or related need for increased services, additional equipment, or a larger firehall since the 1989 agreement. Like for like replacement, with safety and seismic upgrades, is sufficient for the Belcarra firehall. Anmore has experienced considerable growth since 1989 and does require increased services, equipment and a larger firehall to support their population growth since the 1989 cost share agreement was established.

Facility expansion projects are typically funded differently than replacement of existing assets. Additional information is provided on this in the Funding section.

Firefighters

Statement (Anmore): Anmore already provides most of the volunteer firefighters as Belcarra has not been able to meet its demographic requirements for the past few years. Belcarra has not been meeting its obligations under the current agreement. In particular, Belcarra is not meeting requirements for volunteer firefighters from your community, such as age demographics and the availability of your volunteers. Anmore has been filling the gap for you.

Staffing Levels:

Fire Station	Officers	Regular Members	Recruits In Training	Field Incident Techs	Extended Leave	Net Responders
Anmore Hall	5	14	0	2	3	21 + 3
Belcarra Hall	5	5	0	2	0	12 + 0
Totals	10	19	0	4	3	33 + 3
Targets	1 per 5 (9)	31 Members		5 Members	0	45 + 0

Anmore currently provides 21 active responders, while Belcarra provides 12, resulting in the following ratios:

21/33 = 64% Anmore
12/33 = 36% Belcarra

The above ratios demonstrate that Anmore does not provide firefighters proportional to their population or use of the service for which the ratios would be 77/23 or 75/25. Neither do they provide firefighters proportional to the current property value based cost share of 70%. While Belcarra is currently three responders short of the target, it is worth noting that they contribute more firefighters than they proportionally use and also have members available in the community during working hours to respond to calls.

Statement (Anmore): We also recognize that losing fire service in Belcarra would result in both safety impacts and risks related to insurance coverage and costs for its residents as Belcarra must have a minimum of 15 volunteer firefighters along with related equipment to meet the Fire Underwriters' requirements.

Both Villages benefit from the recently updated Metro Vancouver mutual aid agreement which ensures that smaller municipalities have adequate resources for larger emergencies, including fire events. The agreement supports the coordinated sharing of personnel, equipment, and facilities between fire departments to respond to incidents where local resources are insufficient.

That aside, Belcarra recognizes the need to improve volunteer firefighter numbers and appreciates the benefits and cost savings associated with the shared service arrangement with Anmore. The next section explores strategies that could be taken by Belcarra to meet their recommended targets.

Volunteer Firefighter Shortages

A shortage of volunteer firefighters is a challenge shared by many rural communities across BC and Canada. When rural municipalities can't meet volunteer firefighter requirements, it can lead to compromised safety and delayed response times, potentially putting communities at greater risk during emergencies. Fewer firefighters means it takes longer to arrive at the scene of an emergency, potentially exacerbating the damage from fires, accidents, or other incidents. A lack of sufficient personnel can compromise the ability to effectively manage and control emergencies, putting lives and property at greater risk. Fewer firefighters also means increased workload and potential burnout for those who are already volunteering their time.

Ultimately, addressing the volunteer firefighter shortage in rural municipalities requires a multi-faceted approach that combines recruitment, retention, and resource management strategies. By working collaboratively with local governments, fire departments, and community members, it is possible to find solutions that ensure the safety and well-being of rural communities. Some of these are expanded on below and could be explored to improve the numbers.

Incentives and Compensation:

- Paying per call: Compensating firefighters for each incident they respond to can help make volunteering more appealing.

- Offering stipends or bonuses: Providing financial incentives can help offset the time commitment can make volunteering more attractive.

- Offering health benefits or other perks: Benefits packages can be a valuable incentive for potential volunteers.

Recruitment Strategies:

- Targeted recruitment: Focusing recruitment efforts on specific demographics or groups within the community can be effective.

- Community outreach: Engaging with local organizations, schools, and businesses can help raise awareness and encourage participation.

- Highlighting the benefits of volunteering: Emphasizing the positive impact on the community and the personal satisfaction derived from helping others can be a powerful motivator.

Regionalization:

- Sharing resources and personnel: Collaborating with neighboring municipalities to share resources and personnel can create a more robust and efficient system.

- Establishing regional fire departments: Combining resources from multiple municipalities can create a more sustainable and capable fire service.

Exploring Alternative Models:

- Hiring full-time or part-time firefighters: Supplementing volunteer forces with paid personnel can help address staffing shortages.

- Utilizing auxiliary personnel: Enlisting volunteers for support roles (e.g., dispatch, fundraising) can free up firefighters to focus on emergency response.

Addressing Underlying Issues:

- Improving morale: Addressing issues such as low morale or lack of appreciation can help retain existing volunteers and attract new ones.

- Providing adequate training and equipment: Ensuring that volunteers have the necessary training and equipment to perform their duties safely and effectively is crucial.

- Encouraging employer support: Working with local businesses to encourage their employees to volunteer can significantly impact volunteer recruitment and retention.

Public Education:

- Promoting fire safety: Educating the public about fire prevention and safety can help reduce the number of incidents requiring emergency response.

- Raising awareness: Highlighting the importance of volunteer firefighters and the challenges they face can encourage more people to get involved.

Shared Services

Statement (Anmore): To be clear, ending the shared fire services agreement in our communities is not what Anmore Council wants. Even though we are capable of independently providing emergency response in our community we believe in the value of working together and sharing the costs in a way that is beneficial to both of our taxpayers.

Shared fire services offer several benefits besides cost savings, including enhanced efficiency and improved safety. By consolidating resources and expertise, communities can achieve better fire protection and emergency response capabilities. Some of the benefits are detailed below.

Enhanced Efficiency
Sharing resources allows for a more coordinated and efficient response to emergencies, including quicker containment and extinguishment of fires. Firefighters can cover more ground, better manage resources, and adapt to changing situations more effectively.

Improved Safety

Collaboration improves safety for both firefighters and the public. Shared training and resources can enhance the skills and preparedness of firefighters, leading to safer operations.

Cost Savings

Pooling resources can lead to cost savings through reduced duplication of equipment, training, and administrative functions.

Increased Adaptability

Shared services enable communities to better respond to various emergency situations, including wildland fires, structure fires, and medical emergencies.

Better Preparedness

Shared services can facilitate better communication and coordination between different fire departments, leading to more effective emergency planning and response.

Community Resilience

By working together, communities can build greater resilience to emergencies, ensuring a safer and more secure environment for residents.

Access to Specialized Expertise

Shared services can provide access to specialized training, equipment, and expertise that might not be available to individual smaller departments.

Improved Morale

Being part of a larger, well-supported team can boost the morale of firefighters, leading to a more engaged and dedicated workforce.

Conditions and Needs Assessment Report

Statement (Anmore) In 2018, the SVFD Board of Trustees received a Fire Hall Seismic and Conditions report indicating the urgency of infrastructure replacement. These serious risks include the lack of safe storage for contaminated breakout gear, which doesn't meet WorkSafe BC standards, the fact that the buildings are not seismically engineered and risk of collapse with significant seismic event (potentially trapping our trucks and equipment in the rubble when needed most) and the failing infrastructure overall.

The Anmore and Belcarra Firehalls - Conditions and Needs Assessment report delivered by Johnston Davidson Architecture + Planning Inc. on April 18, 2019, confirmed the following:

- buildings do not meet Post Disaster Standards and are not seismically compliant with BC Building Code
- apparatus bays have limited physical space, creating safety and operational hazards for the crews
- there is no separate storage for Personal Protective Equipment (PPE), which exposes firefighters to cancerous chemicals

In further detail, the report noted the following regarding the existing condition:

> The existing firehall buildings have met the end of their respective service lives. Deficient building envelope performance (energy loss), low seismic design capacity, general ongoing operating costs (repairs to aged finishes, asbestos management, pest control, etc.) code deficiencies and a lack of key programmatic spaces are all present in both firehalls.'

> A needs analysis regarding the spatial programming of firehall functional spaces revealed several gaps between the existing facility and the needs of modern day firehalls. Unfortunately, both the Anmore Firehall and Belcarra Firehall have issues with lack of essential functional spaces to accommodate fire department administration, decontamination, gender neutrality and industry standard key operational spaces required to meet the need of current fire department industry standards, **both for today and for the future**.

Both Villages agree with the need to replace the firehalls to address poor condition due to age as well as seismic and safety concerns.

The report notes the need to meet existing and future requirements, including facility expansion to support population growth. This is examined further in the next section regarding replacement planning.

Replacement Planning

As noted, the 1989 cost share agreement between Anmore and Belcarra was struck after both fire halls had already been constructed in 1977 at the same size of 1700 square feet.

The 2019 Conditions and Needs report notes the following with respect to facility replacement to meet existing versus future needs driven by population growth:

> *The Fire Rescue Services is an essential service for the safety and well being of any community. The Sasamat Volunteer Fire Department (SVFD) was established in 1977, before the incorporation of both Belcarra and Anmore, with a contingent of 100% volunteer members. Since that time, the Department has grown to include over 45 paid-on-call / volunteer members operating out of two firehalls - Anmore Firehall and Belcarra Firehall both of which were built in 1977. However, after over 41 years in service, the two firehall buildings are facing deteriorating conditions, non-compliance with post disaster standards, and significant programmatic deficiencies despite the best efforts of the SVFD. The spaces found in the both the Anmore and Belcarra Firehalls can no longer provide suitable crew accommodations, nor sufficient operational spaces **to sustain the required level of service for the community now or into the future**.*

> The buildings that the SVFD currently resides in were originally designed in 1977 to serve the needs of the volunteer fire department. However, after over 41 years in service as the main Firehall, these buildings have met the end of its respective service lives and will need to be extensively upgraded or replaced **in order to meet the demands on the fire service today and into the future**. The buildings are suffering from physical deficiencies such as lack of an energy efficient building envelope, structural deficiencies in the roof structure and noncompliance with BC Building Code requirements. In addition, the spaces found in both the Anmore and Belcarra Firehalls can no longer provide suitable accommodations, nor sufficient operational spaces to sustain the required level of service for the community.

The condition report notes the expansion of the Anmore fire hall in 1997 to accommodate a growing population and related needs of the department by increasing the numbers of bays and the size of the training rooms. The Belcarra Firehall also underwent an addition in 1997 which added the hose tower, SCBA and training rooms. Though notably, those were functional and operational upgrades rather than facility expansion upgrades for capacity.

> The Anmore Firehall houses the main suppression crew quarters and apparatus bays was renovated in 1997 to accommodate the growing needs to the department by increasing the numbers of bays and the size of the training rooms. The Belcarra Firehall has also undergone an addition in 1997 which added the hose tower, SCBA and training rooms. It is important to note that no structural upgrades have been implemented to either firehall since the original designs in 1977.

The distinction between the replacement of existing facilities due to age/condition or current standards versus capacity related facility expansion to support population growth becomes relevant with respect to funding sources, which is presented in the next following section on Funding.

Firehall Replacement - Conceptual Designs and Costs

The 2019 Conditions and Needs report by Johnston Davidson Architecture + Planning Inc design in April 18, 2019 included the following concepts and costs for the two firehall replacements:

Belcarra Firehall
Existing: 2386 sq ft
New: 7364 sq ft
Option 1: $1,750,000
Option 2: $1,848,000

Anmore Firehall
Existing: 4245 sq ft
New: 11,647 sq ft
Option 1: $4,260,000
Option 2: $3,185,000
Option 3: $5,480,000

A subsequent proposal by Liberty Construction Group on Nov 20, 2024 proposed the following concepts and costs:

Belcarra Fire Hall
Existing: 2386 sq ft
New: 5752 square feet
$7,658,516

Anmore Fire Hall
Existing: 4245 sq ft
New: 12,279 sq ft
Option1: $10,995,721.80
Option 2: $13,445,544

Of note are the considerable costs proposed by the Liberty design. Effort should be made to minimize costs and distinguish between essential and optional items. To support potential funding options, it may also be helpful to identify which upgrades and costs are required to meet existing standards versus those required for capacity upgrades to facilitate growth.

Funding

Discussions at the SFVD Board of Trustees have centered around an accelerated timeframe for the replacement of the two firehalls in Anmore and Belcarra. This would require debt financing or borrowing on the part of Metro Vancouver, as Metro Vancouver only recently started to build up a reserve for the firehall replacement costs. Unlike the Village of Belcarra which has a limitation on the amount of its debt, as stipulated in the Community Charter and related regulations, Metro Vancouver has no such limitation and can requisition, from both Anmore and Belcarra, what is needed to service the debt, i.e. to pay for the annual debt principal and interest costs (debt servicing costs).

On September 5, 2024, Metro Vancouver staff presented an estimated budget and the household impacts of financing two new Sasamat fire halls in Belcarra and Anmore, as well as the formal process for obtaining debt financing. This report updates the budget and household impacts to reflect the revised number of residential occurrences for Belcarra to not include residential water lots and includes a third financing scenario of $10M.

The construction costs for replacing the two fire halls are currently projected in the range of $10M to $20M depending on the scope. Based on the debt scenarios to borrow three potential loan amounts ($10M, $14M, and $20M), the projected incremental annual average household impact range from $365 to $925 for Anmore and $870 to $2,220 for Belcarra depending on the loan amount and the amortization term. It is important to note that the budget impacts do not include any operating impacts and is based on current financing rates.

Asset Replacements vs Facility Expansion

Facility expansion is a variable cost dependent on population growth. A larger facility is required to house more equipment and fire fighters to serve a growing population. Capacity upgrades and facility expansion projects are funded differently than replacement of existing assets. Municipalities develop asset management plans for the replacement of existing assets, which are typically funded by property taxes, while growth related capacity or facility expansion projects are typically funded by development cost charges following a growth pays for growth principle.

Growth pays for growth is a widely applied municipal principle suggesting that the costs of infrastructure and services needed for new development should be paid for by the development itself, rather than by existing taxpayers. This is often implemented through development cost charges (DCCs) or amenity contributions, which are fees paid by developers on new building units.

New developments require expanded infrastructure like roads, water systems, and sewer lines, as well as new public services like fire stations and parks. To cover these costs, municipalities charge developers a fee, or development cost charge, for each new housing unit or commercial space built. Developers pay these charges to the municipality upfront. The charges are embedded in the price of the new home, making the new home buyers responsible for the fees.

It's considered unfair for existing residents to subsidize the infrastructure and services needed for new growth, especially when they may not directly benefit from it, and they paid for the existing services at the time they were constructed. It also ensures that municipalities can fund necessary infrastructure without raising property taxes on current homeowners.

The Development Cost Charge Best Practices Guide (March 2025, Province of BC) provides considerable guidance and information on how to fund facility replacements versus facility expansion. It also provides guidance on establishing funding contributions through benefiting party calculations for the replacement of existing assets versus growth related capacity upgrades.

Future infrastructure needs are based on factors including population and employment growth, call out trends and service demands. Strategic assessments or feasibility studies may be conducted to determine whether new facilities, major upgrades or additional equipment are required. DCCs must finance the construction of infrastructure that will service development either directly or indirectly; requiring consideration of how much a project will benefit development. Apportionment of capital costs in the DCC bylaw should include supporting documentation and be technically based where possible.

The best practices guide provides examples of how to apportion benefit for different project types, including the two relevant examples provided below.

Table 41

Allocating Benefit – Replacement and Expansion of an Existing Facility

Allocating Benefit – Replacement and Expansion of an Existing Facility

If an existing fire station is being demolished and expanded, the portion of the facility which currently exists should not be included in the DCC calculation.	**Assumptions:**
	• The existing 5,000 square foot fire station is being demolished and expanded to a 10,000 square foot station.
Benefit to existing/new development = 50% (5,000 sf / 10,000 sf) (existing development) = 50% (100%-50%) (new development)	

Table 42

Allocating Benefit – Replacement of Existing Facility with Enhanced Servicing Capacity

Allocating Benefit – Replacement of Existing Facility with Enhanced Servicing Capacity

An existing fire hall may be renovated or demolished and reconstructed without adding additional floor area. In this case, if the project results in increased capacity to service levels, a portion of the capital costs can be attributed to new development.	**Assumptions:**
	• Existing 5,000 square foot fire station with two fire vehicle bays renovated to accommodate three vehicle bays.
Benefit to existing/new development = 66% (2 vehicles / 3 vehicles) (existing development) = 33% (100%-66%) (new development)	
Note: Alternative ways to quantify the increase in servicing capacity could be response times or staffing.	

SUMMARY AND CONCLUSIONS

The consolidated data and information demonstrate that Anmore and Belcarra both benefit from the current arrangement and shared fire service. Both Villages support each other and contribute via different means. While Belcarra contributes financially by paying more than what they use or benefit from the service, Anmore contributes volunteer firefighters to cover Belcarra's current shortage. Additionally, shared fire services offer several benefits including cost savings, enhanced efficiency and improved safety. By consolidating resources and expertise, both communities achieve better fire protection and emergency response capabilities than they can operating independently.

Based on the data and supporting information, the most equal financial arrangement is a population based model for both operational funding and capital funding. Population based cost allocation distributes costs based on the number of beneficiaries or users. Each person pays an equal share of the cost. This is a user pay model that allocates charges according to the number of services and assets used, which is directly related to the size of the population. It reflects that a larger population draws more services, demands more labour, uses more assets and equipment, and requires facility expansion to support growth. It also acknowledges that everyone benefits from fire protection and aims to prevent loss of life and injuries. It better addresses the need for public safety, especially in residential settings, and helps in allocating resources to protect a large or growing number of people.

Anmore currently benefits from both the existing capital and operational cost share arrangements – they pay 50% for capital and 70% for operations while their benefitting users (population) and use of the service (call outs) are respectively 77% and 75% and have grown year over year since the original cost share agreement in 1989.

However, a population-based cost allocation does not acknowledge Belcarra's current volunteer firefighter shortage and Anmore's valuable contribution in that regard to meet the insurance and safety requirements to sustain the service.

The firehalls are fixed assets that serve each community and cannot be shared like other equipment. They are also large expenditures which were not considered at the time of the 1989 agreement when both firehalls were the same size. As such, it is proposed that the capital facility replacements and corresponding reserves be considered separately.

Belcarra does not require a larger firehall to support population growth, which has only marginally increased over the time of the cost share agreement. Nor do they require additional capital assets or operational services to support population growth. The growth related capital and operational cost increases are driven by population growth in Anmore, which has increased 218%.

The Villages both agree on the need to prioritize replacement of the firehalls. To come to a suitable arrangement in a timely manner and reduce the number of terms to be agreed on at this time, it is proposed that the current property value based cost arrangement be kept for operational and capital funding, aside from the facility replacements. Notably, this arrangement continues to have Belcarra pay more than it uses both operationally and capitally (labour, equipment, services, etc.). However, it also acknowledges that Belcarra currently benefits from volunteer firefighters provided by Anmore.

At such time in the future when the firehalls are constructed, and Belcarra has met and sustained its volunteer firefighter numbers, the service agreement should be reviewed to consider a population based cost share arrangement for all capital and operational costs.

OPTIONS

In consideration of the information presented, three firehall replacement options were considered:

1) Each Village pay for their own firehall replacement (user pay).

2) Apply population based contributions for replacement of both firehalls (user pay).

3) 50/50 cost share for replacement of existing facilities; facility expansion costs borne by Anmore

Option 1 (Preferred)

Simplistic formula and approach. Equal division based on user pay approach, with each Village paying for what they need and use. Allows each Village the flexibility to determine which optional items and costs they wish to include with firehall designs that meet their budgets and community needs. Acknowledges that the firehalls were constructed at the same size and a larger hall is needed for Anmore to accommodate their larger population and related needs. Facility reserves to be shared equally as each community contributed equally. DCC funding option recommended for Anmore to support higher facility costs related to population growth.

Option 2

Capital facility reserves applied to replacement of both halls. Remaining debt servicing costs split based on population ratio.

Option 3

Capital facility reserves and debt shared equally for like-for-like replacement of the existing facilities with required seismic and safety upgrades. Additional facility expansion costs to be borne by Anmore (growth pays for growth). Of note, this arrangement still has Belcarra contributing more than population based or property tax based models for the fire hall replacements (Anmore financially subsidized by Belcarra).

With Option 2 or 3, Villages should work together to minimize costs and address essential upgrades versus optional improvements with the designs.

BELCARRA PREFERRED OPTIONS

Maintain existing property valued based allocations for operating and all capital aside from facility replacements.

Prioritize replacement of the firehalls. Each Village pay for their own fire hall replacement.

Belcarra to take actions to increase volunteer firefighter numbers and demographics.

At such time in the future when the firehalls are constructed, and Belcarra has met and sustained its volunteer firefighter numbers, revisit modernization of the service agreement to consider population based models for all capital and operational costs.

Both Villages to seek grant funding and commit to providing letters of support for joint or individual applications.

VILLAGE OF BELCARRA

"Between Forest and Sea"

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BELCARRA 1979

October 9, 2025

Metro Vancouver
Office of the Chair
Metrotower III, 4515 Central Boulevard
Burnaby, BC V5H 0C6

VIA EMAIL

Dear Chair Hurley:

Re: Sasamat Volunteer Fire Department (SVFD) - Service Review Conclusion

A shared service is successful as long as the benefits of participation continue to outweigh the costs. Among the costs, the potential for tension with shared control is high. Tensions often arise when cost-sharing is considered unfair due to tax base or demographic shifts, when service levels exceed what one deems necessary, or when partners feel stuck in unsatisfactory arrangements without viable alternatives.

The potential for conflict should be anticipated and mitigated through the shared service agreement. Consideration of the key issues can avoid predictable conflicts through terms that anticipate demographic and economic trends, service requirements and cost allocation changes through automatic or periodic adjustments. Unfortunately, such terms are not built into the existing service agreement and Anmore is not supportive of their inclusion, despite reasonable and fair grounds.

The existing arrangement has Belcarra paying more than it uses both operationally and capitally for labour, equipment, facilities and services. This divide has widened over the years with Anmore's population growth of 218% to Belcarra's 17% in the period since the 1989 cost share agreement was struck. While conditions have changed, the terms of the agreement have not. The 50/50 capital cost split was a resolution to dispute at the time and never representative of typical cost share models based on property value or population size. Arguably, it may have borne some relevance at the time, when the fire halls and populations were of similar size. However, there is no defensible basis for it now.

Belcarra has made repeated appeals for an updated service agreement and cost share allocation to address current and future conflicts. In response, both Anmore and Metro Vancouver have expressed that they will not negotiate any terms of the current service arrangement and pose only two options to Belcarra: accept the existing terms or dissolve the shared fire service. The proposal of mediation to work out differences was met with the same ultimatum. Given these positions, Belcarra proposes to end the service review process as continuation offers no means of a reasonable and fair conclusion with the present representatives.

Belcarra will continue to advocate for the use of reason and fairness in business dealings and partnerships. A condition of a service review is for all parties to negotiate in good faith, making reasonable efforts to reach an agreement respecting the issues being addressed. Instead, an ultimatum has been used as a first and only resort prior to and throughout the service review process. While ultimatums can be used to force decisions, they also erode trust, stifle creativity, and damage relationships. Further, they shut down negotiation, innovation and the exploration of creative solutions, while disregarding concerns and issues. As a longstanding service, we recognize that there may be opportunities with changing representation to negotiate in the future, and we remain hopeful that reasonable minds will prevail.

Given the stark choice to pay more than our fair share or dissolve the service, Belcarra opts to keep the shared fire service intact. Financial contributions aside, both Villages derive benefits from the current arrangement including cost savings, enhanced efficiency, and improved safety. By consolidating resources and expertise, the communities also achieve better fire protection than they can operating independently. Of further value are the intangible benefits including the rich history and essential role of the service and dedicated volunteer firefighters. Also highly valued is the administrative support and service provided by Metro Vancouver, especially during a time when the organization is under pressure to reduce costs and streamline operations.

We are prepared to move forward with design and construction of the firehalls. However, we stress the need for prudent spending with a focus on essential safety and functional upgrades. Of further consideration are the ongoing operational and maintenance costs which escalate with scope and will be borne by the Villages many years into the future. As small communities, we both face challenges to deliver services with limited funding while addressing rising costs, increased responsibilities and aging infrastructure. However, Belcarra is further challenged with limited options for growth, having a geographical area of 5.5 square kilometres of which only 30% is developable. This is not the case for Anmore who has the advantage of growth to fund facility expansion projects.

Despite differing positions on cost share allocations and resolution approaches, we will continue to highlight the positive aspects of shared service benefits, appreciation for volunteer firefighters, and commitment to delivering fire protection in both communities.

Mayor Jamie Ross
Village of Belcarra

cc:

Mayor John McEwen, Village of Anmore
Karen Elrick, CAO, Village of Anmore
Brant Arnold-Smith, Metro Vancouver
Dorothy Shermer, Metro Vancouver
Ravi Chhina, Metro Vancouver
Melony Burton, CAO, Village of Belcarra

Reaching Agreement on Regional Service Review and Withdrawal Disputes

BRITISH COLUMBIA

Ministry of Community Services

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Introduction

The *Local Government Act* provides regional districts with a framework for developing service delivery partnerships with municipalities and electoral areas. With this new legislation in place, B.C.'s local governments can:

- design innovative and sustainable service arrangements;
- review how regional district services are provided; and,
- withdraw from service arrangements in some cases.

This publication looks at ways local governments can renegotiate service arrangements effectively through service reviews or agree on service withdrawal, if necessary. It focuses on the following ways to reach agreement:

- interest-based negotiation;
- facilitation; and,
- mediation.

Cooperation Between Service Partners

Service Arrangements

To fulfill their service delivery role, regional districts work to encourage cooperation between municipal and electoral area service partners. For their part, service partners will cooperatively participate in service arrangements they see as fair and beneficial. They must believe these arrangements provide benefits and that these benefits outweigh the financial costs and other compromises needed to achieve them. They must also feel that they have a degree of control over the shared service. Conflict can occur when the conditions for the original agreement or vote have changed, or if service partners feel they have little leverage to make change happen.

Service Reviews

Under past regional district voting rules, a dissatisfied partner had little power to start a review process that would adapt services to meet new conditions created by change. To prevent local governments from being tied to unsuitable service arrangements forever, the *Local Government Act* now provides opportunities for periodic service reviews. These reviews let service delivery partners address their changing service needs, renegotiate the terms and conditions of a service arrangement, and resolve differences internally. Any type or number of services can be reviewed. Regional districts and their service partners have three service review options now:

- Informal Review
  - independent of Act's review provisions
  - proactive
  - can be started any time by regional district
- Bylaw-based Review
  - included in establishing bylaw
  - over-rules statutory review, once adopted
  - review timetable set in establishing bylaw

- Statutory Review
  - default option
  - applies unless bylaw specifies an alternative
  - can be started by service partner every three years, at most

Service Withdrawal

The *Local Government Act* provides a process for a service participant to withdraw from a service if they cannot agree on changes to the terms and conditions for the service. Prior to legislative change in 2000, participants could only withdraw from a service following the same assent and consent procedures that they followed to get in, or with the approval of two thirds of all the participants. Now, the Act creates a rational and fair process for any participants to withdraw from a service, in the hope that service partners can resolve their differences and continue to have a good working relationship for the service and on other issues.

When Service Withdrawal is Not an Option:
- core government functions (i.e. general administration)
- regulatory services (i.e. building, animal, nuisance)
- mandatory functions (those functions required by another Statute), and
- services exempted by Cabinet regulation:
  - emergency telephone system
  - transit
  - regional parks
  - regulation, storage and management of municipal solid waste and recyclable materials

A Principled Approach to Dispute Resolution

In any working relationship, tension and conflict is natural. Because of their different circumstances and goals, members of regional districts sometimes disagree with each other. Resolving these disputes internally by negotiating a fair outcome will smooth relationships and help the regional district and its members fulfill their mandates more effectively. Solving conflicts early will also help members avoid stressful and costly arbitration or court action.

Where Alternative Dispute Resolution is Used

Alternative dispute resolution tools have been used with frequent success in labour, residential tenancy, environmental, land use and commercial disputes for the past fifteen years in B.C. Increasingly, other types of conflicts are also being resolved through alternate methods of dispute resolution. For example, B.C.'s Supreme Court system allows one party to any civil, non-family court action to require other parties to go to non-binding mediation.

In 1995, the *Local Government Act* was amended to introduce alternative dispute resolution (ADR) processes to resolve growth management disputes between local governments.

In 2000, ADR was extended to regional district services. In 2004, the newly created *Community Charter* also incorporated ADR provisions for inter-governmental disputes. This legislation emphasizes:

- equal and fair treatment of service partners;
- mutual agreement, consensus and collaborative decision-making;
- interest-based negotiation;
- facilitation;
- mediation; and,
- arbitration for service withdrawal, when necessary.

Definitions

INTEREST-BASED NEGOTIATION: Discussions to find an agreement between parties based on the interests of negotiating parties, rather than their positions.

FACILITATION: Joint negotiations where a person neutral to the issues and parties manages the discussions to ensure clear and on-going communication.

MEDIATION: Joint negotiations where a person neutral to the issues manages the discussions and acts as a go-between among negotiating parties to help them achieve mutual understanding and agreement. The mediator is involved in finding a solution. There is often a fine line between facilitation and mediation.

ARBITRATION: A formal process where a neutral third-party makes a decision for the parties in the dispute. The decision is based on facts and evidence, not negotiation.

A principled approach to resolving regional service disputes requires all service partners working to create a process that is fair, efficient and effective so they can resolve the issue and maintain a positive working relationship. Ensuring "buy-in" to the process, where all agree to participate and work towards agreement is another important factor. Dispute resolution processes help service partners focus on the real issues in dispute because they can work together to set the agenda and decide what the terms of the agreement will be. If the parties agree on a resolution, they are more likely to be satisfied with it and are, therefore, more likely to put it into practice and make it work.

An appropriate dispute resolution process helps service partners reach agreement quickly and efficiently in the early stages of negotiation by requiring them to work closely together on service arrangement issues. Everyone is expected to negotiate in good faith and make all efforts to reach agreement, with or without the assistance of a facilitator, mediator or other person neutral to the issues in dispute.

Resolving Service Review Disputes

An informal review is initiated and undertaken by the regional district at any time. All service partners should participate. There is no legislative framework that guides this type of service review.

For a bylaw-based review, service establishing bylaws can state a time period for service reviews and the participants in a review. The statutory service review option permits reviews no more often than every three years and the legislation specifies who can participate. To request a review, whether bylaw-based or statutory, service partners must have taken part in the service for at least five years.

Service partners in informal and bylaw-based service reviews are not required to use ADR, but the use of interest-based negotiation and if needed, facilitation, mediation and, in some cases, arbitration is encouraged. The statutory option incorporates an ADR process that includes elements of interest-based negotiation, facilitation, mediation and arbitration.

Service partners in a review negotiate disputes either without outside help, or with the help of an independent facilitator or a mediator. If a service partner in an informal or bylaw-based review wants the help of a facilitator, all partners need to agree. The statutory option provides for the appointment of a facilitator, upon the request by any one service partner.

If a statutory review has begun, the Minister of Community Services may choose to appoint a facilitator who monitors the review and helps the participants reach agreement. At any time, the facilitator can help service partners to resolve disputed issues, or provide advice on how to set up their own mediation or other dispute resolution process. If the partners cannot reach an agreement, one or more partners may choose to withdraw from the service.

Resolving Service Withdrawal Disputes

The *Local Government Act* allows service partners to withdraw from certain services only after the partners fail to resolve the issues in dispute to everyone's satisfaction. Partners can withdraw only under certain conditions. Further, service partners must try to agree on fair terms and withdrawal conditions through negotiation, facilitation or mediation. A minister-appointed facilitator can help service partners to reach acceptable terms and conditions of withdrawal.
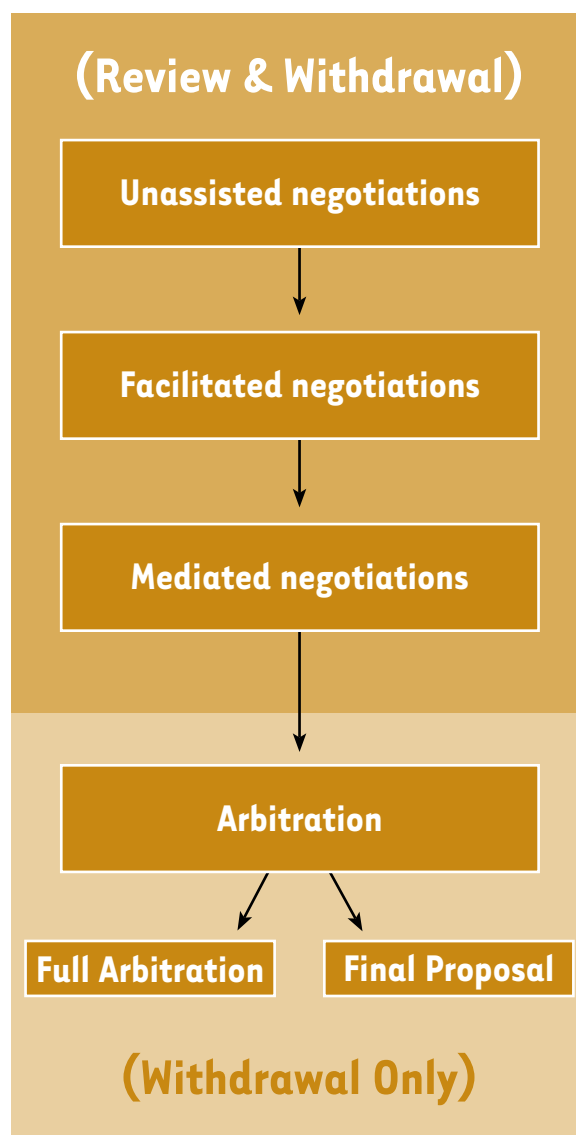
If these methods are unsuccessful, the Act provides two arbitration options to end the dispute: full arbitration or final proposal arbitration. Parties to a dispute would be referred to one of the arbitration processes only as a last resort when all other methods of dispute resolution have failed.

At all stages in a service review or withdrawal process, including the arbitration process and for 60 days after, the Act encourages parties to resolve issues. Wherever possible, the emphasis is on reaching agreement.

Methods of Arbitration

FULL ARBITRATION is a formal hearing in a court-like process with witnesses and evidence. An arbitrator reviews the testimony and submissions before making a final decision. This can be a very time-consuming and expensive process.

FINAL PROPOSAL is an arbitration method where disputing parties submit written dispute resolution proposals to an arbitrator. There are no oral hearings, testimony or other submissions allowed. The arbitrator chooses which proposal will be put into effect for each issue in dispute, meaning that one party "wins" and the other "loses". This option is less expensive and time-consuming than full arbitration.

(Review & Withdrawal)

Unassisted negotiations

↓

Facilitated negotiations

↓

Mediated negotiations

↓

Arbitration

↙ ↘

Full Arbitration   Final Proposal

(Withdrawal Only)

Examining Sources of Conflict

The first step in resolving differences is to discuss possible sources of conflict. Unless everyone understands the underlying reasons for a disagreement, it will be impossible to overcome an impasse. Polarizing an issue into "us against them" is never helpful. Most often, problems center around the issue at stake or the way people deal with one another. Conflicts can arise from:

- unequal impacts, benefits or costs;
- different expectations, assumptions or forecasts;
- different definitions of the issue;
- different values;
- fragile relationships;
- different standards of behaviour; and,
- decisions/actions on unrelated issues.

Interest-Based Negotiation: Strengthening Relationships

Interest-based negotiation is a common way of making decisions, particularly when a long-term relationship is important. Because it tries to find mutually acceptable answers, it usually improves relationships. Other methods of decision-making, such as majority votes, courts or arbitration, often result in "winners" and "losers", an outcome that tends to strain future relationships. An interest-based approach that is based on mutual agreement will:

- provide an opportunity for people to gain a better understanding of diverse views;
- provide the framework for establishing a united approach;
- lead to more "win/win" outcomes;
- ensure service participants are not forced into a vote that commits them to a position; and,
- make implementation easier to achieve.

Typical methods of negotiation have focused on the *positions* held by negotiating parties. Often, these positions would become entrenched and lead to an impasse where negotiations fail and arbitration or court action becomes the next option. Under this traditional type of negotiation, there is little opportunity to explore joint gains, and cooperation is seen as a sign of weakness.

Interest-based negotiation focuses on the *interests* of the negotiating parties to produce outcomes efficiently and amicably, as an alternative to positional bargaining. It changes the context for resolving disputes by creating a negotiating environment that rewards joint problem solving. When participants view themselves as problem-solvers, they depart from the traditionally adversarial model of positional bargaining to develop a list of

possible options and then arrive at a final solution that relies on objective standards, rather than on the will of any individual. The goal is joint progress for everyone at the negotiating table towards an outcome that meets the underlying interests of all concerned.

> ### Interests
>
> Interests include:
>
> - Needs
> - Desires
> - Concerns
> - Fears
> - Hopes

Interest-based negotiation is founded on the following principles:

1. Separate the people from the problem.

- Don't take disagreements personally or attack individuals who disagree.
- Work together for a shared solution.

2. Focus on interests, not positions.

3. Use objective criteria.

- Agree on a fair standard for evaluating solutions, rather than stubbornly sticking to positions.

4. Design options for mutual gain.

- Explore creative ideas for problem-solving.

5. Know your best and worst alternatives to a negotiated agreement.

- Know what alternatives there are if negotiations fail.

6. Encourage joint fact-finding.

- Information must be believable and acceptable to everyone.
- Openness overcomes skepticism.

7. Accept responsibility, admit mistakes and share power.

- Pursue reasonable goals.
- Focus on cooperation and the desire to have a long-term relationship.

8. Act in a trustworthy way at all times.

- Keep all promises.
- Say what is meant and mean what is said.
- Do not demand results that others cannot deliver.

9. Focus on building long-term relationships.

- Use short-term issues to nurture long-term goals.

All nine principles complement one another and can be used together as an efficient and effective way to approach negotiations and conflict resolution.

Establishing a Process for Interest-Based Negotiation

Service review or withdrawal negotiations could involve many parties and are, therefore quite different from more typical two-party negotiations. The number of parties involved makes negotiations more complex. As well, these negotiations require more preparation so that everyone begins negotiations with a similar understanding of what is being negotiated and how to proceed. Often, it is helpful for individual parties to be trained in negotiation before they begin so that they can become familiar with the issues independently without outside pressure from other parties. Negotiations take more time than arbitrary decisions, but the productivity resulting from smooth working relationships makes this time well spent.

There are generally five steps to reaching agreement:

1. preparation
2. assessment
3. establishing process and procedure
4. identifying and revealing interests
5. creating options and solutions

At all stages, trust is a key to successful negotiations.

Step 1: Preparation

The first step in establishing a negotiation process is to determine who may want to participate. In an informal review, the regional district should provide an opportunity for all service partners to participate. The establishing bylaw that sets out a bylaw-based review should identify those parties who can and should participate in a review. The statutory option provides all local governments participating in a service with the opportunity to participate in a dispute resolution process relating to that service. Limiting participation is not an option.

Participants choose who will represent them and how their representatives will communicate with their local government. The Act specifies who is eligible to represent participants for statutory reviews.

Representatives

Section 813.02 of the *Local Government Act* specifies review participants and who is eligible to represent participants for statutory reviews. Participants are:

- the initiating participant;
- any other service participant; and
- the regional district board.

In the case of a municipality, the representative is:

- a council member appointed by the council; or,
- the mayor, if no appointment is made.

In the case of an electoral area, the representative is the electoral area director.

In the case of the regional district board, the representative is:

- a director appointed by the board; or,
- the chair, if no appointment is made.

Participants must notify the other parties as to who their representative will be.

Step 2: Assessment

Each local government participating in negotiations needs to:

- clarify existing information and identify information gaps;
- think about interests that need to be met and why;
- prioritize issues by importance;
- clarify any assumptions about the other participants;
- look at issues from the others' point of view;

Questions for Determining Interests

1. What are our jurisdiction's most important interests? Can we prioritize them? How much do we care about each?

2. Why are we involved in this negotiation? What do we hope to gain from this? What could we lose if this process does not succeed? What are the key factors of success for us?

3. What other jurisdictions share interests with us? What do we think other jurisdictions' interests may be? Can we prioritize them?

4. How will our knowledge of other local governments' interests assist us in achieving our goals?

5. How have our jurisdiction's interests changed over time and how might they change in the future?

6. What will happen if we cannot reach agreement?

- determine if education regarding the negotiating process and effective participation is required;
- be ready to listen carefully to what others say; and,
- be ready to speak clearly in a way that will make others want to listen.

Step 3: Establishing the Process and Procedures

Setting a positive tone from the outset of negotiations is crucial to their success. Convening events, such as the preliminary meetings required in a statutory review, can serve to establish the process and procedures for negotiations before they begin. By establishing ground rules, everyone knows their respective roles and responsibilities. These ground rules can cover such things as:

- decision-making rules;
- external communication with stakeholders, public and the media;
- summaries of meetings; and,
- whether or not the assistance of a facilitator/mediator is required.

Agreeing on matters as simple as when and where to meet sets the tone. Meeting consistently and frequently is also helpful. Focusing on one or two specific issues per meeting rather than trying to deal with everything, ensures that meetings are productive. Negotiating these ground rules proves to participants that the outcome is ultimately theirs to control. They can also see how they would lose control if they fail to reach an agreement and require an arbitrator.

Early discussions or preliminary meetings establish the motivations of each party and their commitment to the process. They allow parties to list an agenda of concerns that incorporates all the issues and concerns raised by the participants. This list, known as a

problem statement, should be endorsed by all parties in the negotiation because it provides a focus for future meetings and discussions. Participants also have the opportunity to decide in advance how they will deal with the possible outcomes of negotiations and be held accountable for them. As well, ensure that any requirements imposed by the *Local Government Act* or other legislation, such as the *Freedom of Information and Protection of Privacy Act*, are included when establishing an agreement on process and procedures. Such an agreement should be flexible and open to amendment as proceedings progress. Criteria for the timing and methods used for amendments should also be established.

Within the statutory review process, preliminary meetings can be facilitated by a provincially appointed facilitator. Once the process issues are worked out, the parties can then decide if they want the facilitator or other neutral party to assist them with the negotiating process.

Step 4: Identifying and Revealing Interests

During the fourth stage, all participating parties identify key interests for negotiation. As well, all indicators for measuring these interests must be determined and clarified. Establishing a work plan will identify tasks, such as undertaking studies or preparing cost projections, determine who will do them and set deadlines. The work plan can also be used to start a working group of senior staff from the regional district and municipalities to undertake joint studies and information gathering.

To get participants to think about interests instead of positions, it may help to:

- establish an historical context by asking staff and others to provide relevant background information;

Positions vs Interests	
POSITIONS ⟶	**INTERESTS**
A deal is a deal. You agreed to participate so you must stay with the service.	If you leave the fire protection service, those who remain may not be able to continue the same level of service without raising taxes.
The park use data being used are unacceptable. We will accept only our own data.	We need to be confident that park use data used for the parks service review is accurate.
We are not paying for animal control services we do not receive and so we are withdrawing to set up our own.	We do not feel we are getting the level of service we are paying for from animal control services — a concern to us and our taxpayers.

- develop a joint vision statement (i.e. what goals to meet, ideas about the future); and,
- prepare a summary of interests (interest statements) where all individual interests expressed are condensed.

These steps help parties look for shared views and combine similar interests. This can usually be done several times to make sure all interests are included. At the end of this exercise, it should be clear what the joint and individual interests are and what a successful agreement should address. It may also help to develop indicators, such as how the partners would know when water quality concerns are met.

Step 5: Creating Options and Solutions

This stage begins with parties jointly confirming and summarizing areas where they already have agreement. During this phase, it is always important to keep in mind areas of interest that must be met, as agreed in the previous stage. It is important to create and evaluate options *before* developing solutions to disagreements:

- Look at options that parties have brought forward to see if they can be put together to achieve joint interests and goals. Options need to be listed and evaluated so parties can choose fair solutions.
- Encourage brainstorming that allows originality to come forward but does not address specific solutions. Parties can go back and see if there are links between the ideas to create a practical approach to resolving the conflict(s).
- Establish committees to recommend imaginative solutions for a particular area of interest.

To find options to resolve an issue, each party can develop an individual scenario or all parties can work together from the beginning. If the first approach is used, the parties will need to develop options for mutual gain when the table comes together again. Proposed solutions can then be tested by discussing hypothetical situations that may arise regarding the provision of the service, or group of services, in the region.

It is important to properly document agreements reached, areas where consensus has not been gained, and further work to be done. Such documentation can help to explain to future decision-makers and the public what agreement was reached, how it was reached and why it was reached. Where final agreement was not possible, the documentation can identify the barriers that participants were not able to overcome and any future steps that might be taken to try and overcome them. Lessons learned also help future decision-makers avoid similar pitfalls.

Assistance Available for Negotiations

Interest-based negotiations can be successful without obtaining outside help from a neutral person. To achieve this unassisted success, three conditions are necessary:

1. the issues in dispute, and the number of parties participating in negotiations, should be relatively few and easily identified;

2. the parties to the negotiation must be able to communicate with each other effectively enough to allow joint problem-solving; and,

3. the uncertainty surrounding the outcome must be quite high for all parties.

Sometimes, parties cannot overcome their differences or move beyond their positions to abide by the principles of interest-based negotiation. In these cases, adding a neutral person to the process may be helpful. There are two roles that can be filled by a neutral person: facilitator and mediator. Facilitators and mediators guide discussions, but control remains with the negotiating parties. Facilitation and mediation can help parties resolve differences where:

- communication between parties is poor;
- financial stakes are high or the conflict has become intensely emotional;
- there are misperceptions, stereotypes, or perceived value differences hindering productive exchanges;
- multiple issues are in dispute and parties cannot agree on the procedure for addressing them; and,
- power imbalances exist between participants.

Facilitators and Mediators

Facilitator

A facilitator is a neutral person who manages the discussions in joint negotiation sessions to keep them on track. This person remains neutral concerning the issues under discussion and does not express the views or opinions of any side of the negotiation. However, the facilitator can express the perspectives of the entire group and can acknowledge areas of agreement and areas of difference in the positions held. The facilitator is considered an advocate for the dispute resolution process itself, rather than for specific outcomes or the position of any single party. This person is independent of the control of any single party. A facilitator does not usually participate in achieving a settlement. If a facilitator begins work to help partners achieve a mutual solution, he or she is crossing over into mediation.

Mediation

The use of mediation to resolve complex, multi-party conflicts is increasing substantially because it is an informal, efficient, timely and inexpensive dispute resolution process, compared to an arbitration or a court proceeding. For example, mediation is often used in:

- cost-sharing discussions
- public land use planning
- labour negotiations
- treaty negotiations

Mediator

A mediator is a person who helps disputing parties reach their own mutually acceptable settlement for disputed issues voluntarily. Rather than just facilitating negotiations, a mediator serves as a go-between between the negotiating parties to help them understand each other and reach a settlement. Mediators help parties look for mutually beneficial outcomes that further their wide range of interests by keeping them focused on the problem to be addressed and the negotiation agenda. They try to avoid getting involved in political disputes, making judgments or determining the political feasibility of decisions. Instead, they help untangle such disputes or show that they are not useful to the discussions. A mediator must work hard to build a climate of trust and make sure that disputing parties make their own decisions, rather than imposing solutions on them. Unlike an arbitrator or judge, a mediator has no authoritative power to make decisions.

Mediation can resolve many types of disputes, even those that are long-standing and difficult. A mediator works to reconcile the competing interests of disputing parties so that solutions meet everyone's standards of fairness. Because the mediator has no decision-making power, disputing parties are most likely to seek mediation when they want to retain ultimate decision-making power. Note that mediation is mandatory only for the statutory service withdrawal process.

Minister-Appointed Facilitator

The Minister of Community Services can appoint a facilitator (who has a combined facilitation/mediation role) under section 813.01 of the *Local Government Act*. As well as managing the process and keeping lines of communication open, the minister-appointed facilitator can help parties craft their own options and solutions for resolving their disputes. The facilitator can help participants to:

- frame and present their interests, concerns and opinions in a constructive way;
- identify their objectives;
- become aware of their shared areas of concern;
- maintain clear communication and, when necessary, reopen lines of communication;
- focus on issues early in the process and on solutions later in the process; and,
- reach consensus and draft a written agreement.

Any party to a statutory service review or withdrawal can request the help of a minister-appointed facilitator. Senior ministry staff will most often be chosen to serve as facilitators. Because the success of dispute resolution processes depends on all parties accepting a facilitator as fair-minded, the ministry intends to appoint facilitators who are as neutral as possible to the issues under discussion. Often, two people will be chosen to serve as a co-facilitation team, providing a greater range of experience, knowledge and skills to the dispute resolution process. Although a facilitator will be provided to local government participants by the ministry at no cost to local governments, this service may be limited at any one time by the number of service reviews or withdrawals already underway and the availability of trained facilitators.

If the participants are not comfortable with a minister-appointed facilitator, they are completely free to hire an independent facilitator or mediator to assist them in their negotiation process. It should be noted that if an independent facilitator or mediator were hired, this would be done entirely at the expense of the parties in dispute.

Selecting an Independent Mediator

If the parties in a dispute decide not to request a minister-appointed facilitator, or if conflict still remains after a facilitation process, the parties may decide to hire an independent mediator. Deciding to enter independent mediation and selecting a mediator are decisions that are usually the result of discussions between parties. No one party can start an independent mediation process if the other parties do not wish to participate. The ability to agree on the use of mediation is easier if local governments have a clear idea of the mediator's role, the skills required and the purpose of the mediation. Whomever is chosen must be independent of all parties and the issues in dispute. The mediator must also be acceptable to all parties. A mediator should be a well-trained, reliable and thoughtful generalist with experience in dispute resolution and not necessarily a substantive expert in any particular area. Usually, mediators should be good at analyzing conflict so they can overcome the reason(s) negotiations have broken down to the point where a mediator is required.

Selecting a mediator depends on four major factors:

- the type of negotiation the parties have been conducting until now;
- the nature of the problem that is interfering with the negotiation process;
- the type of negotiation the parties want to conduct to resolve the dispute; and,
- whether special expertise or unusual credentials are required.

Expectations of a Mediator

A mediator involved in regional service review and withdrawal negotiations will need to become familiar with:

- the provincial *Local Government Act*, *Community Charter* and any related acts, regulations and provincial policy guidelines in relation to regional district service;
- the regional district service establishing bylaw, the participants and the services under review within the regional district where mediation services have been requested; and,
- the history of negotiations and relationships between the regional district, member municipalities and electoral areas that are parties to the dispute resolution process.

Mediators are expected to maintain the confidentiality of information obtained through the process except:

- with the consent of all parties;
- where required or allowed to disclose information by law or by contract; and,
- non-identifying information for research, education or consultation purposes.

When entering into a contract with a mediator, the regional district and service participants will be establishing standards of conduct. The following standards should be included:

- Mediators must have a neutral relationship to all parties involved in mediation. They should reveal any and all affiliations that may cause a conflict of interest or affect perceived or actual neutrality.
- Mediators must remain impartial and objective during the mediation process. The mediator assists the parties to reach an informed and voluntary agreement consistent with the requirements of the *Local Government Act*.

- The primary responsibility for resolving a dispute rests with the parties. At no time shall a mediator coerce the participants into agreement or make a substantive decision for any participant.

- Mediators will avoid any activity that could create a conflict of interest. They will not become involved in relationships with clients that might impair their professional judgment. They will not mediate disputes involving close friends, relatives or colleagues.

- Mediators will enter into an "Agreement to Mediate" with the parties to mediation.

- The mediator has a duty to actively encourage participants to make decisions based on sufficient information, knowledge and advice and in this respect the mediator must encourage full disclosure of all relevant information by all parties.

- The mediator has an on-going obligation to advise participants of the availability of independent legal advice.

- The mediator will suspend or end mediation whenever continuing the process may harm or prejudice one or more of the participants, or when mediation is no longer useful. In the event the mediator believes that an agreement being reached is unreasonable, he or she must advise the parties of this and must consider withdrawing from the mediation.

A key to agreement is finding a set of principles that all the participants can endorse, and then refining those general principles to take account of the special and different needs of each participant. The success of a complex multi-party, multi-issue negotiation hinges on creating a sense that the process, as well as the outcome, is fair to everyone involved.

Mediation probably does not produce significantly higher rates of settlement. However, mediation substantially changes the character and timing of settlements. Mediated settlements tend to be more truly collaborative and enduring, and help maintain an ongoing working relationship between the parties. As well, settlement tends to occur earlier than might otherwise be the case, which is a goal of the dispute resolution provisions of the regional district service legislation.

If mediation does not resolve a dispute over service withdrawal, the minister must direct the disputing parties to use arbitration. In arbitration, a neutral person will impose a decision based on facts and evidence.

Conclusion

Successful dispute resolution is based on fairness, the mutual satisfaction of participants and the effectiveness of the process. Specifically, a successful dispute resolution process will be characterized by the following:

- fair approach;
- free and open communication;
- equal opportunity for participation;
- participants have control over the process;
- participants understand each others' interests;
- no personal criticism;
- all issues of concern are addressed;
- all identified joint objectives are met;
- outcomes can be measured and monitored;
- participants support the agreement; and,
- participants are satisfied with the process and outcomes.

The *Local Government Act* encourages regional districts and their members to resolve disputes over service review and withdrawal amicably and with a view to finding solutions that work for everyone. Alternative dispute resolution is a best practice that will smooth long-term working relationships and minimize the tensions and costs of adversarial conflict. The use of interest-based negotiation, facilitation and mediation can lead to a timely and effective resolution of disputes between service agreement partners and different levels of government.

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