



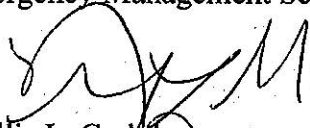
City of Richmond

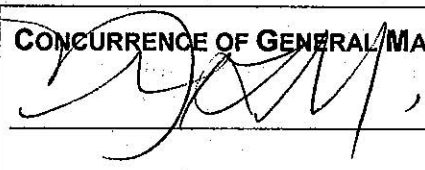
Report to Committee

To: Community Safety Committee
From: Phyllis L. Carlyle
General Manager, Law & Community Safety
Date: August 11, 2008
File: 09-5125-01/2008-Vol 01
Re: Integrated Partnership for Regional Emergency Management (IPREM)

Staff Recommendation

That Council consent to the adoption of Greater Vancouver Regional District Regional Emergency Management Service Establishment Bylaw Number 1079, 2008.


Phyllis L. Carlyle
General Manager, Law & Community Safety
(604-276-4104)

FOR ORIGINATING DEPARTMENT USE ONLY			
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER	
Budgets	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Law	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
REVIEWED BY TAG	YES <input checked="" type="checkbox"/> <i>yes</i> NO <input type="checkbox"/>	REVIEWED BY CAO	YES <input checked="" type="checkbox"/> <i>ca</i> NO <input type="checkbox"/>

Staff Report

Origin

The purpose of this report is to summarize a new regional initiative for the Greater Vancouver Regional District (GVRD) as outlined in the Memorandum of Understanding on an Integrated Partnership for Regional Emergency Management between the GVRD and the Ministry of Public Safety and Solicitor General (attachment 1) and seek Council approval of GVRD Bylaw 1079, 2008 for regional emergency management (attachment 2).

Analysis

The GVRD Joint Emergency Liaison Committee (JELC) was established in 1995 as a partnership between the GVRD and the Province of British Columbia. Using a cooperative model, it has focussed on cross-jurisdictional emergency planning and preparedness through the establishment of task-focused working groups including Critical Infrastructure, Disaster Debris Management, Disaster Response Routes, Emergency Information Communications, Emergency Operations Centre (EOC) Technical Communications, Regional Emergency Management (Governance), Hazardous Materials, and Provision of Water. JELC is co-chaired by the City Manager of Vancouver, as the Regional Administrative Advisory Committee (RAAC) appointee, and the Deputy Minister, Ministry of Public Safety and Solicitor General.

The GVRD formed JELC to explore regional emergency management issues and JELC has been administered and funded on the understanding that this endeavour was for the investigation of the feasibility and desirability of establishing a service for regional coordination. While JELC has functioned effectively without official authority, it requires a formal governance structure to ensure continued and ongoing success. Through a review process with RAAC, it was determined that the current structure will not meet the vision of the GVRD of "Greater Vancouver: Disaster Resilient Region". Greater preparedness and wider education is required. Further discussions with the GVRD Board, the Mayors Committee, RAAC and the Regional Emergency Planning Committee (REPC) have indicated that there is full support and commitment to be proactive and move forward with a sanctioned governance model for regional coordination and integration of emergency management planning for the Lower Mainland.

The GVRD has brought forward a Memorandum of Understanding that outlines the purpose, deliverables, proposed structure and responsibilities of the Integrated Partnership between the GVRD and the Ministry of Public Safety and Solicitor General and Bylaw 1079, 2008 to establish the service and give authority for the GVRD to enter into the proposed partnership. Approval by Council is required for the Bylaw.

The region needs a governance model that: integrates a layered approach, that brings together local, sub-regional, regional and provincial involvement to emergency management; includes legislation that encourages and facilitates integrated regional emergency planning; enables GVRD to manage their assets in emergencies, coordinate regional emergency planning and support post disaster recovery; and, recognizes and formalizes the province's role in emergency management and ensures there is an approach that uses local resources to facilitate community, regional and provincial communication, collaboration and decision-making.

The following table summarizes the changes that will occur from today's JELC model to the proposed integrated partnership for regional emergency management model:

Current	Proposed
Local Government	
Establish and maintain an emergency management organization, bylaws, etc. as required under the legislation	Same
Prepare and maintain local emergency plans respecting preparation for, response to (including plan activation and implementation) and recovery from emergencies and disasters	Same
Declare Local State of Emergency when required	Same
Analyze hazards, risks, critical infrastructure, and business continuity, as it relates to mitigation, preparedness, response and recovery including the restoration of essential services in conjunction with service providers	Same
Respond to emergencies within jurisdiction, including alerting the public of emergencies or impending disasters, provision of services for evacuees, and the utilization of jurisdiction owned resources	Same
Train and engage staff and volunteers in emergency preparedness, response and recovery	Same
Identify procedures to develop relationships, agreements, and memorandums of understanding, etc. with others to obtain emergency resources (including personnel, equipment, facilities and financial resources, etc.) as required.	Same
Regional Government	
JELC – funded as “program under development”	Integrated Partnership for Regional Emergency Management (IPREM) – established as a function
Identifies areas not covered by any one jurisdiction which may impact the sub region or region, or have the potential to expand beyond	Same
Develops common programs and templates for use by all jurisdictions	Same
Funding (voluntary) - \$150,000 Local Gov. - \$75,000 Province	Funding - Equal Partnership - \$150,000 Local Gov. (same) - \$150,000 Province (increase)
Reports to RAAC/Inter-Agency Emergency Preparedness Council (IEPC)	Expands to include GVRD Board and Minister of Public Safety and Solicitor General
Provincial Government	
Coordinate and support regional response	Same
Coordinate and support resource allocation based on regional priorities	Same
Ensure and facilitate communications between local, regional, provincial, federal and external stakeholders	Same

A Memorandum of Understanding was developed to establish a relationship between the regional and provincial governments for emergency management with a structure (i.e., Policy Group, Steering committee, Partnership Manager and Support Unit and Tasked Working groups), roles and responsibilities, management, and dispute resolution process. It also identifies the purpose of developing coordinated plans and establishing priority tasks and the partners' (GVRD Board and Ministry of Public Safety and Solicitor General) financial contribution, which includes an increase in money allocated by the Province.

The GVRD Board previously gave three readings to the Bylaw on May 22, 2008, which would authorize the partnership, with no one voting in opposition. The Bylaw defines a regional emergency *"as an emergency or disaster that affects or threatens to affect more than one municipality or the delivery of services provided by the Greater Vancouver Regional District, the Greater Vancouver Water District or the Greater Vancouver Sewerage and Drainage District."* It provides for services of regional emergency management, planning and coordination, including:

1. Developing or assisting in the development of strategies, plans and programs for the prevention of, the preparation for, the response to and recovery from regional emergencies;
2. Assisting in or supporting and coordinating the management and implementation of the plans, strategies and programs and the preparation for, response to and recovery from regional emergencies; and
3. Assisting in or establishing, operating and maintaining regional emergency facilities.

To achieve the Vision of the GVRD, Greater Vancouver: A Disaster Resilient Region, the following deliverables are anticipated:

- Identification of multi-jurisdictional emergency management priorities and programs and recommended responsibilities for follow-up;
- Identification, coordination and development of approved:
 - Research on and guidelines for local/corporate emergency plans, education, training and exercises;
 - Sub-regional/regional/provincial concepts of operations, strategies and emergency plans; and
 - Multi-jurisdictional training and exercises
- Monitoring and reporting on the operation of approved sub-regional and regional emergency functions;
- Improved agency relationships and integration; and
- Ongoing reporting to partners.

The Joint Emergency Liaison Committee was funded by \$150,000 by the GVRD and \$75,000 by the Province. The proposed budget from a regional perspective is essentially a continuation of the existing JELC budget, although the Provincial cash contribution will be increased to match that of the GVRD and administered through the GVRD using a Partnership Manager. Contributions in kind will continue from all participating entities.

Cost recovery for JELC is currently apportioned to the member municipalities by property assessment value. Cost recovery for the new Integrated Partnership for Regional Emergency Management is also by assessment, net of any revenues authorized under legislation and revenues received by way of agreement, enterprise, gift, grant or otherwise. The funding formula may pose a concern to some of the other municipalities' city staff. The Regional Finance Advisory Committee (RFAC) has recommended the bylaw proceed as drafted and that given that the funding model has a much broader implication, a task force involving RAAC/RFAC/JELC members be struck to review this further. For example, under the property assessment model and based on 2008 assessments, the City of Richmond's costs for the current annual budget of \$300,000 for this program would be \$13,715. If this were to be based on population, the City's costs would be \$12,239. The Bylaw allows a maximum annual amount that can be requisitioned for emergency management services from municipalities of \$500,000 in any given year without re-writing the Bylaw, provided there is specific approval from the GVRD Board and the Minister for that increase. Should this occur, the City's costs would increase proportionately.

Financial Impact

There is no financial impact to the bylaw. The City currently pays \$13,715 annually based on the property assessment model.

Conclusion

RAAC, the Inter-Agency Emergency Preparedness Council and REPC have all endorsed this concept, recognizing that it enhances the region's capacity to meet the GVRD Vision "Greater Vancouver - A Disaster Resilient Region".

The concept of an integrated partnership for regional emergency management does not change the City's current jurisdictional responsibilities or authorities for the direction and control of the City's emergency management activities or response to an emergency. Rather, it provides for a coordinated planning and response to those emergencies that extend beyond the boundaries of the City and affect the region.



Deborah Procter
Manager, Emergency Programs
(604-244-1211)

DP:dp

MEMORANDUM OF UNDERSTANDING

Integrated Partnership for Regional Emergency Management

BETWEEN:

The Greater Vancouver Regional District (herein referred to as the "GVRD")

AND:

The Ministry of Public Safety and Solicitor General (herein referred to as the "PSSG") as represented by the Minister of Public Safety and Solicitor General (herein referred to as the "Minister")

TOGETHER referred to as the "Partners."

WHEREAS

- emergencies can occur that cross municipal boundaries or have impacts or demand for response beyond a municipal capability to respond,
- events can occur that are cross-jurisdictional in nature or require a coordinated multi-jurisdictional response, and
- it is far more effective to build the relationships, plan the responses and determine roles and responsibilities before the events take place.

AND WHEREAS, the parties seek to achieve a vision of Metro Vancouver as a Disaster Resilient Region;

THEREFORE the Parties hereto agree to form an Integrated Partnership for Regional Emergency Management as follows:

Article I. INTERPRETATION

In this Memorandum of Understanding each of the following terms shall, unless the context otherwise requires, have the meaning set out beside it.

- MOU means this Memorandum of Understanding
- GVRD means the Greater Vancouver Regional District, also known as Metro Vancouver
- GVRD Board Chair and Vice Chair respectively mean the persons elected to those positions by the GVRD Board of Directors.
- PSSG means the Ministry of Public Safety and Solicitor General
- Minister means the Minister of Public Safety and Solicitor General
- Deputy Minister means the Deputy Minister of the Ministry of Public Safety and Solicitor General
- IPREM means the Integrated Partnership for Regional Emergency Management established by this MOU
- RAAC means the Regional Administrative Advisory Committee
- REPC means the Regional Emergency Preparedness Committee
- IEPC means the Inter-Agency Emergency Preparedness Council

Article II. APPLICATION OF GOVERNING AGREEMENTS AND LEGISLATION

- Nothing in this MOU shall be interpreted as limiting in any way the jurisdiction, authority and fulfillment of responsibilities of the:
 - a. Minister and PSSG in respect to emergency management under the *Emergency Program Act* and Regulations or any other Acts or Regulations.
 - b. GVRD in respect to emergency management under the *Emergency Program Act*, *Local Government Act* and Regulations or any other Acts or Regulations.
 - c. Local authorities within the GVRD in respect to emergency management under the *Emergency Program Act*, *Community Charter*, *Local Government Act* and Regulations or any other Acts or Regulations.

- Regulatory changes under the *Local Government Act* or any other Acts may be submitted to the Lieutenant Governor in Council in order enable the full scope of activities contemplated to take place under the Partnership.
- Nothing in this MOU shall be interpreted as limiting in any way the authorities and obligations of any party to this Memorandum who is a party to a master agreement or collective agreement entered into with a bargaining unit.

Article III. PURPOSE AND DELIVERABLES

3.1 Purpose

The parties wish to enter this Memorandum of Understanding to develop coordinated plans by:

- Improving regional emergency management in the GVRD through continued and increased Provincial and Regional cooperation, and the creation of the Integrated Partnership for Regional Emergency Management (the "Partnership") while recognizing the benefits of participation in planning by representatives from beyond the Region.
- Providing sub-regional and regional emergency planning for major events which are, or have the potential to be, cross-jurisdictional in nature.
- Ensuring the effectiveness of the partnership by outlining:
 - roles and responsibilities
 - structure and management
 - financial commitments.

3.2 Deliverables

In order to achieve the Vision – Greater Vancouver: A Disaster Resilient Region, the key objective is to develop a co-ordinated emergency management strategy. This will be accomplished through:

- Identification of multi-jurisdictional emergency management priorities and programs and recommended responsibilities for follow-up.
- Identification, coordination and development of approved:
 - Research on and guidelines for local/corporate emergency plans, education, training and exercises
 - Sub-regional/regional/provincial concepts of operations, strategies and emergency plans
 - Multi-jurisdictional training and exercises.
- Monitoring and reporting on the operation of approved sub-regional and regional emergency functions
- Improved agency relationships and integration.
- Ongoing reporting to partners.

Article IV. SUBJECT MATTER

4.1 The Partnership is established pursuant to this MOU

- The GVRD and the Province will contribute equal financial resources to create the partnership. The initial amounts will be set out in *Appendix I*.
- From time to time, there may be requests to the Partners for approval of equally shared additional funding for specific projects.
- Either Partner may apply for grants from external entities to provide funding for additional projects and capacity.
- The Partners commit to ongoing:
 - Participation in the Steering Committee
 - In-kind contribution for staff participation in tasked working groups
 - Encouragement of local governments and provincial ministries to participate in Tasked Working Groups
- The Partners acknowledge additional contributions to the partnership, including, but not limited to, :
 - The Support Unit will be hosted by one of the Partners and located in a facility either provided by them or in a mutually agreed alternative
 - The host partner will be responsible for providing the necessary supports such as IT, basic office supplies, contract management.
 - The GVRD will hold the budget funds for the Partnership and disburse on invoice from the Province who shall be responsible for the accounting.
- For secondments to the Support Unit, the Partnership has the option of reimbursing the sponsoring agency depending on individual circumstances.
- The JELC initiative will continue under the Integrated Partnership for Regional Emergency Management through in-kind contributions.

4.2 Partnership Structure

- The Partnership will have a decision making structure as deemed appropriate by the partners. This structure will provide for policy direction, project management and effective participation by stakeholders.
- The GVRD Board Chair or Vice Chair and the Minister shall constitute the Policy Group and will jointly determine the work priorities of the partnership following consultation with their constituents. However, the Board and the Minister shall approve the annual workplan and budget.

- Staff Representatives from Provincial, Regional and Local Governments shall constitute the Steering Committee and will provide collective decision making on priorities, resources and policy recommendations.
- Additional roles and responsibilities of these and other parties are defined in *Appendix II*.
- An organizational chart is shown for information purposes only in *Appendix III*.

Article V. COMMUNICATION

- External communication by the Partnership with other levels of government, media, and other parties, will be consistent with protocols established by the Partners or their agencies.
- External communication by the Partnership Manager will also be consistent with messages agreed to at the Steering Committee.

Article VI. DISPUTE RESOLUTION

- Any new issue, matter of general concern, or dispute arising from this MOU shall first be directed to the Steering Committee for resolution. If it is not then resolved, it shall be referred to Policy Group.

Article VII. TERM OF AGREEMENT

- This MOU will be effective on the date of signing by both partners.
- This MOU may be amended by mutual written agreement duly executed by parties to this MOU
- Partners wishing to withdraw from this MOU must inform the other partner, in writing, at least two years in advance.
- This MOU will remain in full force and effect until terminated or amended in accordance with this MOU.

Article VIII. ADDITIONAL PARTNERS

- Additional partners may be added to this agreement with the approval of, and under the conditions set by the GVRD Board and the Minister

Article IX. AMENDMENTS TO APPENDICES

- Appendices may be amended from time to time on approval of the Policy Group, except for their responsibilities and membership which shall require the approval of the Partners

Article X. SIGNATORIES

This MOU reflects the good faith and spirit of cooperation of the parties.

Minister of Public Safety and Solicitor General:

Date: _____

Chair, Greater Vancouver Regional District:

Date: _____

ATTACHMENTS:

- Appendix I** Partners' Financial Contribution
- Appendix II** Additional roles and responsibilities of the parties
- Appendix III** Organizational Chart

Appendix I

Partners' Financial Contribution

- For the 2007/2008, 2008/2009 and 2009/2010 fiscal years for the Province and for the 2007, 2008 and 2009 fiscal years for the GVRD, the contribution of each partner will be **\$150,000**.
- Any additional contributions for specific projects will be as agreed upon by the partners.

Appendix II

The Policy Group:

- Responsibilities:
 - Set policy and direction
 - Recommend regulatory or legislative changes
 - Ratify the business plan and budget
 - Liaise with other elected officials as appropriate.
- Consists of the GVRD Board Chair or Vice Chair representing the GVRD, and the Minister representing the Province.
- Is Co-Chaired.
- Meets a minimum of twice annually.
- Shall otherwise determine its own operating procedures.

The Steering Committee:

- Responsibilities:
 - Collective decision making on priorities, resources and policy recommendations.
 - Develop and administer the business plan and budget
 - Liaise with other senior appointed officials as required
- Consists of staff representatives from:
 - PSSG (1)
 - IEPC (3).
 - GVRD (1).
 - RAAC (2).
 - REPC (1).
- Shall annually elect co-chairs, one from the provincial appointees, and one from the local/regional appointees.
- RAAC shall ratify the REPC appointee.
- Reports through the Policy Group to the GVRD Board and the Minister for approval of the annual business plan (including milestones) and the budget.
- Selection and supervision of the partnership manager
- Meets a minimum of four times annually, and
- Shall otherwise determine its own operating procedures.

Partnership Manager, Support Unit and Tasked Working Groups:

- A partnership manager and support unit will provide:
 - Team coordination and support;
 - Research and analysis
 - Program development, direction and monitoring, and
 - Identification of issues through stakeholders

- In addition the partnership manager will be expected to:
 - Administer budget;
 - Appoint and manage the support unit
 - Set up and manage tasked working groups, and
 - Support unit positions may be filled by secondments, contractors, and/or consultants.
- The tasked working groups:
 - Will be established as required to review terms of reference, analyze issues, develop options and make recommendations.
 - May have membership from local, regional, provincial and federal departments and agencies, NGO's and private sector within and/or beyond the GVRD

Attachment

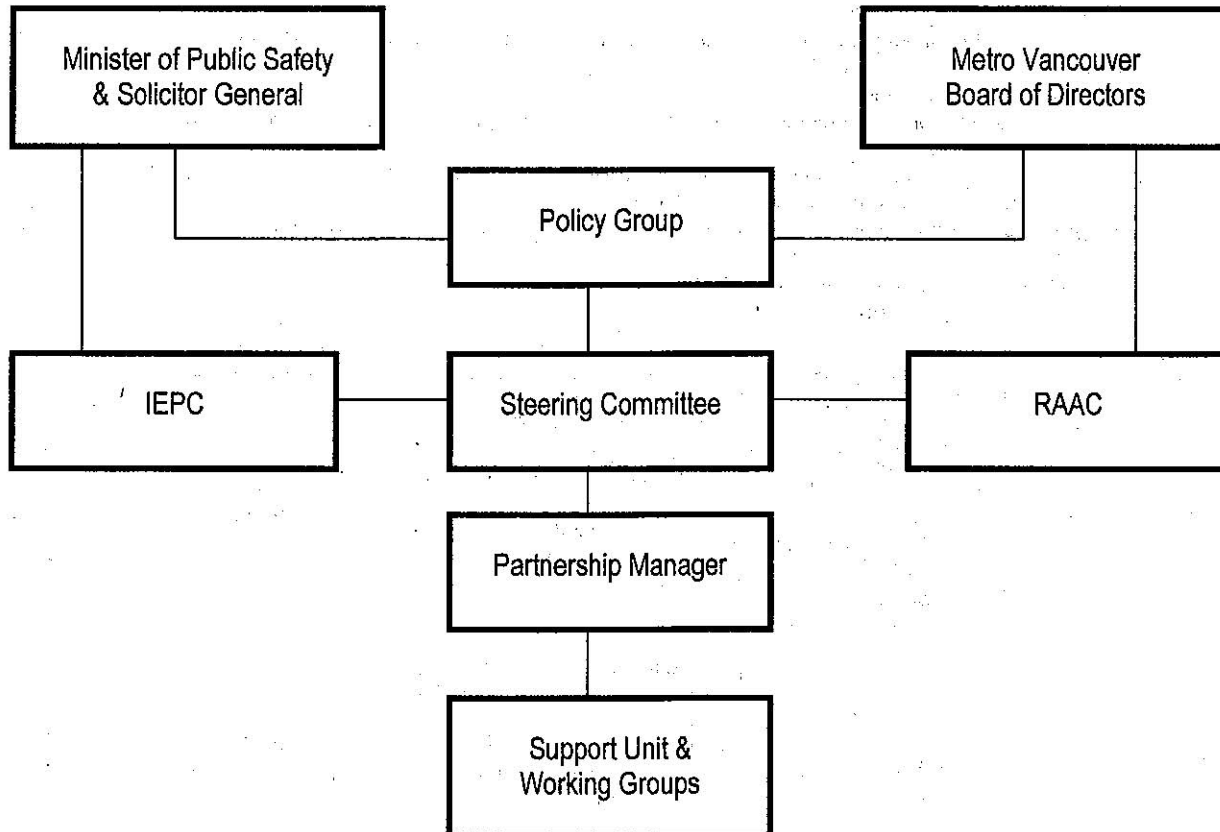
Partnership Model - Integrated Partnership for Regional Emergency Management

Integrated Partnership for Regional Emergency Management PARTNERSHIP MODEL

Vision - Greater Vancouver: A Disaster Resilient Region			
Deliverables			
<p>Develop coordinated plans and a coordinated emergency management Strategy.</p> <p>This will be accomplished through:</p> <ul style="list-style-type: none"> • Identification of multi-jurisdictional emergency management priorities and programs and recommended responsibilities for follow-up. • Identification, coordination and development of approved: <ul style="list-style-type: none"> ◦ Research on and guidelines for local/corporate emergency plans, education, training and exercises ◦ Sub-regional/regional/provincial concepts of operations, strategies and emergency plans ◦ Multi-jurisdictional training and exercises. • Monitoring and reporting on the operation of approved sub-regional and regional emergency functions • Improved agency relationships and integration. • Ongoing reporting to partners. 			
Structure	Participants	Responsibilities	Resources
Policy Group	<ul style="list-style-type: none"> • Greater Vancouver Regional District Board Chair or VC • Minister of Public Safety and Solicitor General, 	<ul style="list-style-type: none"> • Set policy and direction • Recommend regulatory or legislative changes • Ratify <ul style="list-style-type: none"> ◦ Business Plan ◦ Budget • Liaise with other elected officials 	In Kind
Steering Committee	<ul style="list-style-type: none"> • PSSG – 1 • IEPC – 3 • GVRD – 1 • RAAC – 2 • REPC – 1 	<ul style="list-style-type: none"> • Collective decision-making on priorities, resources and policy • Develop and Administer <ul style="list-style-type: none"> ◦ Business Plan ◦ Budget • Liaise with other senior appointed officials 	In Kind
Partnership Manager and Support Unit	<ul style="list-style-type: none"> • Secondment • Contractor • Consultant 	<ul style="list-style-type: none"> • Team coordination and support • Research and analysis • Program development, direction and monitoring • Identification of issues 	<ul style="list-style-type: none"> • Direct GVRD/Province (equal) Other e.g., Grants from JEPP, UBCM • In Kind (e.g. staff, facility, accounting)
Tasked Working Groups from Stakeholders	<ul style="list-style-type: none"> • Local • Regional • Provincial • Federal • NGOs • Business and Industry 	<ul style="list-style-type: none"> • Review Terms of Reference • Analyze issues • Develop options • Host Workshops • Make recommendations 	In Kind

Appendix III

Integrated Partnership for Regional Emergency Management



GREATER VANCOUVER REGIONAL DISTRICT

BYLAW Number 1079, 2008

Regional Emergency Management Service Establishment

WHEREAS:

- A. A regional district may under section 796(1) of the *Local Government Act* operate any service that the board considers necessary or desirable for all or part of the regional district subject to certain limitations and conditions;
- B. Under section 800(1) of the *Local Government Act*, in order to operate a service the board of a regional district must first adopt an establishing bylaw for the service;
- C. The board of the Greater Vancouver Regional District (the "Board") wishes to establish the service of regional emergency management, planning and coordination;
- D. The Board has obtained participating area approval pursuant to subsections 801(2)(c) and (d) of the *Local Government Act* to establish the service of regional emergency management, planning and coordination;

NOW THEREFORE the Board in open meeting assembled enacts as follows:

Regional Emergency

- 1. For the purposes of this bylaw, "regional emergency" means an emergency or disaster that affects or threatens to affect more than one of the Participating Areas identified in this bylaw or that affects or threatens to affect the delivery of services provided by the Greater Vancouver Regional District ("GVRD"), the Greater Vancouver Water District ("GVWD") or the Greater Vancouver Sewerage and Drainage District ("GVSD").

Service

- 2. The service of regional emergency management, planning and coordination, including, without limiting the foregoing:
 - (a) developing or assisting in the development of strategies, plans and programs for:
 - (i.) the prevention of,
 - (ii.) preparation for,
 - (iii.) response to, and
 - (iv.) recovery fromregional emergencies;

- (b) supporting and coordinating or assisting in supporting and coordinating:
 - (i) the management and implementation of the plans, strategies and programs referred to in subsection 2(a) of this bylaw, and
 - (ii) the preparation for, response to and recovery from regional emergencies;
- (c) establishing, operating and maintaining or assisting in the establishment, operation and maintenance of regional emergency facilities; and
- (d) preparing for, responding to and recovering from or assisting in the preparation for, response to, and recovery from emergencies that affect or may affect the delivery of services provided by the GVRD, the GVWD or the GVSDD;

(the "Service"), is hereby established.

No Derogation of Municipal Powers

- 3. Nothing in this bylaw shall be construed so as to abrogate or derogate from any of the powers, rights and authorities held by municipalities under the *Emergency Program Act*, the *Community Charter*, the *Vancouver Charter* or any other enactment.

Participating Areas

- 4. The participating areas for the Service consist of Electoral Area 'A' and all the member municipalities of the GVRD (the "Participating Areas").

Service Area

- 5. The service area for the Service is the area within the boundaries of the Participating Areas (the "Service Area").

Cost Recovery

- 6. The annual costs for the Service shall be recovered by:
 - (a) property value taxes imposed in accordance with Division 4.3 of the *Local Government Act*;
 - (b) revenues raised by other means authorized under the *Local Government Act* or another Act; and
 - (c) revenues received by way of agreement, enterprise, gift, grant or otherwise.

Cost Apportionment

7. The costs of the Service after deducting the revenues (if any) raised or received under subsections 6(b) and (c) above, shall be apportioned among all of the Participating Areas on the basis of the converted value of land and improvements in the Service Area.

Maximum Requisition

8. The maximum annual amount that may be requisitioned for the Service is Five Hundred Thousand (\$500,000) dollars.

Citation

9. This Bylaw may be cited as the "Greater Vancouver Regional District Regional Emergency Planning Service Establishment Bylaw No. 1079, 2008".

Read A First, Second and Third time this 23 day of May, 2008.

APPROVED BY THE INSPECTOR OF MUNICIPALITIES this _____ day of _____, 2008.

RECONSIDERED, Passed and Finally Adopted this _____ day of _____, 2008.

Lois E. Jackson, Chair

Paulette A. Vetleson, Corporate Secretary

