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SERVICES AND SOLUTIONS FOR A LIVABLE REGION

Emergency Management Service Delivery by Small Communities in the Metro Vancouver Region

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Defined Terms and Acronyms

CAO	Chief Administrative Officer
CEPF	Community Emergency Preparedness Fund
CVRD	Comox Valley Regional District
EDMA	*Emergency and Disaster Management Act*
EOC	Emergency Operations Centre
EMCR	Ministry of Emergency Management and Climate Readiness
EPA	*Emergency Program Act*
EPC	Emergency Program Coordinator
EPS	Emergency Planning Secretariat
ESS	Emergency Support Services
ESSFN	Emergency Support Services for First Nations
HRVA	Hazard, Risk and Vulnerability Assessment
IPREM	Integrated Partnership for Regional Emergency Management in Metro Vancouver
JELC	Joint Emergency Liaison Committee
JIBC	Justice Institute of BC
KBRD	Kootenay Boundary Regional District
Metro or MVRD	The governing body for Metro Vancouver
Metro Vancouver	The geographical area and local governments that make up Metro Vancouver
PREOC	Provincial Regional Emergency Operations Centre
Regional Aid Agreement	The 2022 Regional Public Works Aid Agreement
SFD	Sasamat Fire Department
Small Communities	The five local governments that are reviewed in this report.
TFN	Tsawwassen First Nation
UBCM	Union of BC Municipalities

Executive Summary

The local governments that comprise Metro Vancouver Regional District ("Metro Vancouver") range in size from the largest in the province, such as Vancouver and Surrey, to much smaller ones like Anmore, Belcarra, Bowen Island, Lions Bay, and Tsawwassen First Nation (the "Small Communities"). Under the *Emergency and Disaster Management Act* ("EDMA") which came into effect in 2023, replacing the *Emergency Program Act* ("EPA"), each municipality is responsible for developing, maintaining and operating an emergency management program.

This legislation, which came into effect in November 2023, substantially increased the emergency management obligations of local governments. The legislation is long, complex, and prescriptive. Long-awaited regulations were finally issued on 11 May 2026. These regulations bring into force section 47 of EDMA, which requires local governments to have compliant emergency plans and business continuity plans.[1]

EDMA incorporates the Sendai principles of emergency management and crystallizes various obligations relating to planning, training, and preparations for emergencies. It adds or formalizes obligations in relation to working with First Nations and it increases emphasis on hazard identification and, significantly, risk mitigation obligations. While the Province has provided some increased one-time grants to local authorities (most notably in connection with the obligation to work with First Nations groups), it does not provide any stream of non-grant based funding. As discussed further below, accessing, using and reporting out on grant funding programs creates an additional administrative burden for many of the Small Communities, which typically are operating with only a handful of staff.

In response to concerns raised by the Small Communities, Metro has undertaken a review of the challenges they face with respect to emergency management, with a view to identifying one or more options for improving service delivery to residents and helping the Small Communities come into compliance with the changed provincial requirements.

The current review was initiated in September 2025 and included in person meetings with the leadership of each of the five Small Communities. In these meetings, the Consultants described the project scope and worked with each of the Small Communities to understand the current state of its emergency management planning, the resources allocated to that function, and the challenges faced in both meeting provincial requirements and, more importantly, delivering a life-critical service to their residents. As part of the interview process, the Consultants also sought input on possible solutions or options going forward, and outlined approaches taken by other jurisdictions. The interview process was supplemented by a questionnaire to clarify certain specific matters related to the status of each Small Community's emergency planning and the context within which they operate.

[1] Informal guidance provided by the Ministry of Emergency Management and Climate Readiness ("EMCR") representatives during a presentation to the MVRD Electoral Area Committee on 17 June 2026, indicate that, notwithstanding s. 47 coming into effect as of 1 January 2027, the Province has not prescribed a date by which compliance must be achieved.

The discussions with the Small Communities were very positive and informative; each of them candidly discussed their current state, immediate concerns and their understanding of the expanded obligations arising under EDMA. The realities of the situation for the Small Communities were best illustrated during the December 2024 slide which affected Lions Bay. The event greatly exceeded the capacity of the affected municipality, and Metro's emergency management team managed and led the response. If an incident of similar magnitude was to strike in Anmore or Belcarra, the results would likely be the same – Metro would end up having to manage the event.

Options identified to address the concerns of the Small Communities include further administrative support, potential development of one or more sub-regional partnerships and on-going support of the Small Communities by Metro's emergency management team. Consideration also should be given by Metro to the role being played by IPREM,[2] which originally was created to provide the type of assistance that the Small Communities are seeking. With the advent of EDMA, it may be timely to refocus the efforts of that collaborative organization on more directly assisting Metro municipalities with the transition that is now required.

[2] Integrated Partnership for Regional Emergency Management in Metro Vancouver.

Project Background and Scope

In July 2025, the Metro Vancouver Regional District Board ("Metro" or the "MVRD") passed the following resolution:

> *"That the MVRD Board direct staff to further explore how small communities can collaborate to share resources for emergency management services."*

The Consultants, Dave Mitchell & Associates Ltd., were contracted in September 2025 to assist Metro in exploring how its small member jurisdictions can share resources to deliver emergency management services in the context of the new requirements and obligations created by EDMA.

The communities included in this project are Anmore, Belcarra, Bowen Island, Lions Bay, and Tsawwassen First Nation. Meetings with representatives from each of these jurisdictions, as well as members of Metro's staff, were conducted in person and on-line. As well, the Small Communities responded to a written survey providing detailed information on their respective emergency programs to assist with the project.

The resulting report provides an overview of issues facing each of the Small Communities, a review of the existing legislation and bylaws, potential service options to address the needs of these jurisdictions and some proposed next steps.

Although the Consultants reviewed Metro's existing emergency management program – which it operates in respect of Electoral Area A and Metro-operated services and infrastructure – at a high level, a detailed review of that program and its operations was not undertaken.

Small Communities – Background Information

Anmore

The Village of Anmore ("Anmore") is characterized by its natural setting and proximity to outdoor recreation areas such as Buntzen Lake. Incorporated on 7 December 1987, it is governed under a mayor–council system with an elected Mayor and four councillors. Based on the 2021 Canadian Census, Anmore has a population of some 2,356 within an area of approximately 32.11 square kilometres, giving it a low population density and rural character. It is neighboured by Port Moody to the east, Coquitlam to the southeast, and Belcarra to the northwest.

As of 2024, Anmore had a total tax base of approximately $2 billion, the vast majority of which is residential, and an aggregate municipal budget of approximately $3 million.[3]

Belcarra

The Village of Belcarra ("Belcarra") is nestled on a narrow peninsula at the mouth of Indian Arm and bordered by forests, waterfronts, and parks such as təmtəmíxʷtən/Belcarra Regional Park and Sasamat Lake. Incorporated on 22 August 1979, it is governed by a mayor–council system with an elected Mayor and four councillors. With a land area of about 5.50 square kilometres, Belcarra had a population of 687 as recorded in the 2021 Canadian Census. The Village's largely single-family residential character and limited developable land contribute to modest growth. It sits northwest of Port Moody and Anmore.

As of 2024, Belcarra had a total tax base of approximately $850 million, almost all of which is residential, and an aggregate municipal budget of less that $1.1 million.[4]

Bowen Island

Bowen Island Municipality ("Bowen Island") is a small island community located in Howe Sound encompassing about 63.6 square kilometres. It is situated some three kilometres west of the mainland and roughly 20 minutes by ferry from Horseshoe Bay in West Vancouver. As an island municipality incorporated on 4 December 1999, Bowen Island is governed under a mayor–council system, with an elected Mayor and six councillors. It also participates in the Islands Trust structure which helps protect the unique island environment through land use planning and oversight. According to the 2021 Canadian Census, Bowen Island had a

[3] Province of British Columbia, *Schedule 701 – Assessed Values for 2024*, "Anmore"; and *Schedule 703 – Total Taxes and Charges for All Property Classes, 2024*, "Anmore". In 2024, utilities and commercial properties accounted for less than 0.5% of Anmore's tax base. As the fire service is provided through Metro as a regional district service, those costs are not included in the municipal budget figures.

[4] Ibid., "Belcarra" in both Schedule 701 and Schedule 703. As with Anmore, properties classified as utilities and commercial comprised less than 0.5% of the total tax base for the village. As the fire service is provided through Metro as a regional district service, those costs are not included in the municipal budget figures.

population of 4,256, with a reported estimate for 2025 of around 4,684 residents. Its population increases during the summer months, with visitors and part-time residents. Surrounding communities on the mainland include West Vancouver to the east across the water and, further north along Highway 99, Lion's Bay and the District of Squamish. Bowen Island relies on ferry and water taxi connections for commuting and the transportation of goods and vehicles.

As of 2024, Bowen Island had a total tax base of approximately $3.64 billion, almost all of which is residential, and an aggregate municipal budget of some $8.25 million.[5]

Lions Bay

The Village of Lions Bay ("Lions Bay") is located on the eastern shore of Howe Sound, approximately 25 kilometres north of Vancouver along the Sea-to-Sky Highway (Highway 99). It has an area of approximately 2.5 square kilometres and, according to the 2021 Canadian Census, had a population of 1,390. Lions Bay was incorporated as a municipality in January 1971 and is governed under a mayor–council system with an elected Mayor and four councillors. The community has a steep topography and largely residential character; it is surrounded by Electoral Area A of Metro Vancouver, with the closest neighbouring municipalities being West Vancouver to the south and Furry Creek, Britannia Beach and the District of Squamish to the north.

As of 2024, Lions Bay had a total tax base of approximately $1.25 billion, almost all of which is residential, and an aggregate municipal budget of less that $2.14 million.[6]

Tsawwassen First Nation

The Tsawwassen First Nation ("TFN") is a Coast Salish Modern Treaty Nation. Under the Tsawwassen First Nation Final Agreement, dated 3 April 2009, TFN exercises self-government with its own Chief and Council, making laws and managing local affairs and participating as a recognized local government in Metro Vancouver. The TFN's treaty settlement lands cover roughly 7.24 square kilometres and include residential, commercial, and industrial developments. The TFN reports a current population of approximately 4,800 living on its lands. It is surrounded geographically by Delta to the north, east and south, and is bordered by the Salish Sea to the west. The Tsawwassen ferry terminal and Deltaport industrial area are accessed through TFN lands. As a treaty first nation, the TFN is a "local authority" within the meaning of EDMA.

[5] Ibid., "Bowen Island" in both Schedule 701 and Schedule 703. Properties classified as utilities, light industrial and commercial comprised approximately 2.2% of the total tax base for Bowen Island.

[6] Ibid., "Lion's Bay" in both Schedule 701 and Schedule 703. Properties classified as utilities and commercial comprised approximately 1.56% of the total tax base for the village.

Regulatory Matters

Emergency and Disaster Management Act

In November 2023, the Province brought into force the new *Emergency and Disaster Management Act*, which supersedes and replaces the *Emergency Program Act.* EDMA is long (124 pages), complex and prescriptive. It is the Province's attempt to implement the Sendai principles of disaster management (which were technically adopted in 2018), as well the UNDRIP principles within the context of disaster management.

On 11 May 2026, the Province issued some long-awaited regulations which impact local government's obligations.[7] Under these new regulations, section 47 of EDMA (which imposes obligations on the local governments to have compliant emergency and business continuity plans, and updated risk assessments) will come into effect as of 1 January 2027. The Province has not prescribed a date by which compliance with these obligations must be achieved.[8] Under these newly issued regulations:

- emergency management plans must explicitly describe or summarize consultations with Indigenous governing bodies, the Nisga'a Nation or a treaty first nation (as relevant) and must be reviewed at least once every seven years;[9]
- business continuity plans must be reviewed at least once every five years;[10]
- regional district risk assessments required by section 47(2) of EDMA do not have to include Crown lands or private managed forest lands. However, if such lands are not included, the risk assessment and corresponding emergency management plan must still identify any portion of such lands required for evacuation purposes;[11] and
- the obligation of local governments to publish their emergency management plans is specified, subject to certain exceptions and restrictions.[12]

[7] Province of British Columbia, OIC 186, 11 May 2026 ("OIC 186").

[8] See Schedule 3 of OIC 186, which adds a new section 15 to the *Emergency and Disaster Management Regulation*, B.C. Reg. 235/2023 (the "EDMA Regulations"). Section 15 requires local authorities to review any existing "local emergency management plan" made under the *Emergency Program Act*, and update that plan to "meet the requirements of section 52 of the Act [EDMA]". Although described as a transition provision, section 15 does not stipulate the date by which the updated plans must be prepared. See the presentation to the MVRD Electoral Area Committee by the EMCR on 17 June 2026: *Local Authority Risk Assessment and Planning: Overview of Legislative Requirements*.

[9] OIC 186, Schedule 3, new section 14(2) in the EDMA Regulations.

[10] OIC 186, Schedule 3, new section 18 (2) in the EDMA Regulations.

[11] OIC 186, Schedule 3, new section 17 in the EDMA Regulations.

[12] OIC 186, Schedule 3, new section 16 in the EDMA Regulations.

OIC 186 also adds a new division to the EDMA Regulations dealing with multi-jurisdictional emergency management organizations. This new Division 3:

- clarifies that such organizations can be established by "one or more of an agreement, bylaw, resolution, law or other legal instrument";[13] and
- sets out certain basic requirements for such organizations, including that the arrangement be in writing and that powers or responsibilities which are delegated by a local authority to the organization or its employees, must be specified.[14]

The implementation of the Sendai principles under EDMA increases the level of attention required in connection with risk identification and mitigation efforts by local governments, improved recovery planning, and the formal inclusion of a broader range of stakeholders in emergency planning, particularly First Nations.[15] In relation to the latter, some grant funding was provided by the Province to assist with the required initial outreach to and consultation with Indigenous Governing Bodies and treaty first nations, which now will need to be expressly considered in local governments' emergency planning and programs.[16] Local governments now also have a formal obligation to collaborate with neighbouring jurisdictions.[17]

EDMA's four phases of emergency management, which broadly track the Sendai principles, comprise the following:

1. mitigation phase – where risks are identified, and actions taken to remove or reduce hazards;
2. preparation phase – where measures are taken for the purpose of establishing the knowledge, capability, and ability to anticipate, respond to and recover from the adverse effects of an emergency;
3. response phase – where actions are taken to respond to an emergency; and
4. the recovery phase – where actions are taken to recover from an emergency.

The increased focus on risk identification and mitigation efforts somewhat changes the focus – and associated costs – of emergency planning. While those concepts existed in the EPA, they are now more central to local governments' obligations. Local governments will need to

[13] OIC 186, Schedule 1, section 3, in the new section 12(1) in the EDMA Regulations.

[14] OIC 186, Schedule 1, section 3, in the new sections 12(2).and 12(4) in the EDMA Regulations.

[15] This obligation is set out repeatedly in the EDMA. See, in particular, s. 55 (Consultation and cooperation with Indigenous peoples), s. 120 (Consultation, engagement and cooperation with Indigenous peoples), and s. 179(7).

[16] Province of British Columbia, Indigenous Engagement Requirements Funding Program, at: https://www2.gov.bc.ca/gov/content/safety/emergency-management/local-emergency-programs/financial/ierfp. As noted, under the new EDMA Regulations, the consultation undertaken must now be described in local governments' emergency plans.

[17] See s. 54(a)(iii) – which is one of the many examples of convoluted drafting in the EDMA.

undertake and keep updated formal risk assessments combined with mandatory business continuity planning; they also will be expected to mitigate the risks that have been identified. The Province may now order local governments to undertake (at the local government's expense) directed mitigation and preparation measures if the Minister considers such measures are necessary.[18]

Once section 47 of EDMA is brought into force in 2027, local governments will be required to have up to date emergency plans, business continuity plans and risk assessments. Among other things, EDMA-compliant emergency plans will have to expressly contemplate regular practices and exercises.[19]

As noted, there is now a mandatory obligation to consult and coordinate with other local authorities.[20] More significantly, that obligation now extends to First Nation communities, and there is a requirement that local governments make "reasonable efforts to reach agreement …with each Indigenous governing body that acts on behalf of Indigenous peoples whose traditional territory or treaty area includes an area that is within the jurisdiction" of the local government. In addition, local governments are required to incorporate into their plans "Indigenous knowledge, if available" and to include measures "to promote cultural safety."[21] These obligations will require local governments to revise their emergency response and recovery planning accordingly.

The transition provisions found in Part 12 of the EDMA deem:

- existing local government emergency plans to be an "emergency management plan" for the purposes of the EDMA;
- any existing "emergency management organization" established by a local government under the EPA to be an emergency management organization for the purposes of the EDMA; and
- any prior delegation of powers by a local government to an emergency management organization under the EPA, to be a "designation" made under section 19 of the EDMA.

As such, the Small Communities can continue to operate their existing emergency programs, while they develop and update both the programs and bylaw structures to meet the new obligations established by EDMA. During the 17 June 2026 presentation to the MVRD Electoral Area Committee, the EMCR representative suggested that the goal was to achieve compliance by 2031.

There is no doubt that the obligations under EDMA are more onerous for local governments than they were under the EPA. The Province, however, has not provided any regular financial

[18] EDMA, s. 56.

[19] EDMA, s. 52(1)(e).

[20] EDMA, s. 54(a).

[21] EDMA, ss. 41(1)(c), and 52(2)(g), respectively.

support for local governments to enable them to transition to and operate under the new system. Rather, financial assistance remains *ad hoc*, available through grants rather than a dependable revenue stream. For Small Communities, the grant system is potentially problematic: they lack the staff and time to identify appropriate grants, apply for them, and then report out the results. Grant programs, moreover, may not address the actual needs for the programs in question, and are subject to retrenchment when there are budgetary pressures at the provincial level.

By way of example, the Community Emergency Preparedness Fund ("CEPF") grants, which are provincially funded but managed by the Union of British Columbia Municipalities ("UBCM"), are one of the primary sources of grant funding for local governments' emergency planning work. After rising to a maximum amount of $40,000 in 2025, the maximum going forward has been reduced to $30,000.[22] The grant funding is application-based and involves a resource intensive process requiring significant staff time to prepare, administer and report out. The grants are competitive, and therefore are not a reliable source of funding. Applications demonstrating both financial and in-kind contributions are typically better regarded, which further disadvantages smaller or resource-constrained jurisdictions that necessarily rely on such funding. The CEPF grants have also now been expanded to include Indigenous communities. While a welcome source of funding for these groups, it increases the competition for limited funds. As the UBCM has noted about the 2025-2026 CEPF program:[23]

> "In past years, available CEPF funding has allowed a high percentage of eligible, recommended projects to be approved in most funding streams. However, as the total available CEPF funding has decreased, future intakes will have limited funding available and, due to the expected high volume of applications, UBCM expects these intakes will be substantially oversubscribed."

Several of the Small Communities face significant work to bring their existing emergency programs into compliance with the requirements of EDMA and lack the resources to do so in a timely manner.

Metro Emergency Programs

Metro operates two emergency programs:

- as required by the EPA, and now EDMA, Metro provides an emergency program covering Electoral Area A, a service that was established pursuant to Bylaw No. 1238;[24] and

[22] UBCM, "New intakes for Community Emergency Preparedness Fund" (13 August 2025), at: https://www.ubcm.ca/about-ubcm/latest-news/new-intakes-community-emergency-preparedness-fund

[23] Ibid.

[24] *Greater Vancouver Regional District Electoral Area A Emergency Planning and Management Establishing Bylaw No. 1238, 2016* ("Bylaw No. 1238").

- Metro has established and operates a regional emergency program under Bylaw No. 1079[25] covering incidents:
    - that affect or threaten to affect more than one of the "Participating Areas" in the bylaw; or
    - that affect or threaten to affect the delivery of services provided by Metro or by the Greater Vancouver Water District or the Greater Vancouver Sewerage and Drainage District.

Under Bylaw No. 1079, Metro is committed to supporting or assisting an emergency response where there is a "regional emergency". The service area is the entirety of Metro Vancouver's geographical boundaries, and the participants are Electoral Area "A" plus all of the Metro Vancouver's municipalities (the "Participating Areas).[26] The term "regional emergency" is defined as including any incident or event that "affects or threatens to affect more than one of the Participating Areas" as well as covering events that impact the services provided by Metro, the Greater Vancouver Water District or the Greater Vancouver Sewerage and Drainage District.[27]

Bylaw No. 1079 also imposes on Metro an obligation to create or assist in the creation of regional emergency planning (s. 2(a)) and, pursuant to s. 2(b):[28]

> "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."

The extent of Metro's obligations under section 2(b) of Bylaw No. 1079 are not clearly defined or limited.

Bylaw No. 1079 sets a maximum requisition amount of $500,000,[29] which is apportioned *pro rata* amongst the Participating Areas based on assessed property values. It also permits costs to be recovered through "revenues raised by other means authorized under the *Local Government Act* or another Act" and from "revenues received by way of agreement, enterprise, gift, grant or otherwise."[30] For reasons that are not clear, Bylaw No. 1079 did not include the

[25] *Greater Vancouver Regional District Regional Emergency Planning Service Establishment Bylaw No. 1079, 2008* ("Bylaw No. 1079"). Final adoption of Bylaw No. 1079 took place in November 2008.

[26] Bylaw No. 1079, ss. 4 (Participating Areas) and 5 (Service Area).

[27] Bylaw No. 1079, s. 1.

[28] Bylaw No. 1079, s. 2(b)

[29] Bylaws related to emergency planning are not required under the *Local Government Act* to set a maximum requisition amount. For example, Metro Bylaw No. 1283 covering Electoral Area "A" has no requisition limit.

[30] Cost recovery is provided for in section 6.

right to recover costs through parcel taxes or through fees and charges imposed under section 397 of the *Local Government Act*.

Conceptually, at least, under Bylaw No. 1079 Metro already has an obligation to assist in emergency planning and emergency responses for the Small Communities, where the planning or incident involves more than one jurisdiction.

In practice, however, Bylaw No. 1079 funds Metro's contribution to the Integrated Partnership for Regional Emergency Management ("IPREM"), a jointly operated arrangement with the Province, established concurrently with Bylaw No. 1079 in 2008/2009. IPREM itself operates pursuant to the terms of a memorandum of understanding between the Province and Metro (the "IPREM MOU") that was negotiated over the course of 2008 and finalized in April 2009.[31]

At the time of IPREM's creation, the stated concept behind the new arrangement, which was replacing the Joint Emergency Liaison Committee (the "JELC"), was to create an effective regional emergency management governance model. A covering memorandum reviewing the structure noted:[32]

> "The identified governance model: 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 the 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."

Significantly, one of the JELC responsibilities to be taken on by IPREM was to develop "common programs and templates for use by all jurisdictions."[33] It was expected that this partnership with the Province would act as the coordinating hub for region-wide emergency planning, including identifying gaps and overlaps, and providing support to and integrating emergency planning across the region.

IPREM was not identified by the project sponsors as being within the scope of this review, or a party with whom the Consultants should meet or interview. However, based on its foundational documents, the originally conceived role for IPREM, if fulfilled, would potentially provide the type of administrative support and assistance needed by most of the Small Communities, as is detailed below. As part of the overall updating of emergency planning by Metro, which is required by its own needs, the needs of the Small Communities, and the new obligations

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[31] Drafted, reviewed and approved in 2008, the execution of the IPREM MOU was not finalized until April 2009. IPREM, *2010 Update Report*, at p. 1 viewed at: https://iprem.ca/Documents/iprem-2010-annual-report.pdf.

[32] City of Vancouver Administrative Report by Director of Emergency Management (Kevin Ramsay) to Vancouver City Council, 15 July 2008, at p. 2.

[33] Ibid., at p. 3.

created under EDMA, it may be useful to realign IPREM operations to better and more directly support the gaps identified in this report as affecting the Small Communities.

It should be noted that Bylaw No. 1079 does not directly reference IPREM; instead, it creates relatively broad obligations on Metro to plan for, and to provide support and assistance when a regional emergency affects more than one participating area.

Both Metro and the Small Communities (and other local authorities in Metro Vancouver) will need to update their respective bylaw structures to address the replacement of the EPA by EDMA. Similarly, both Metro and the Small Communities need to update emergency planning and programs to meet the new or changed requirements of EDMA. As part of this necessary updating process, Metro should review the application of Bylaw No. 1079, and review with the Province whether IPREM's operations should be refocused on providing more direct administrative and planning support to Metro Vancouver municipalities, including the Small Communities.

Regional Public Works Mutual Aid Agreement

The municipalities that comprise Metro Vancouver, plus Metro, the TFN, the University of British Columbia and the Province (in relation to the University Endowment Lands) entered into a regional aid agreement – the "Regional Public Works Aid Agreement" – in 2022 (the "Regional Aid Agreement").

At a high level, the Regional Aid Agreement provides a mechanism by which a "Requesting Authority" can seek assistance from other parties to the agreement during a "Major Emergency", which is defined as an event that "requires resources beyond the capability" of the Requesting Authority.

The Regional Aid Agreement:

- sets out a process for activation and requests for "Resources" (Article 4);
- sets out the obligation of each party to provide Resources in response to a request (s. 5.1);
- defines the process by which requested Resources will be tracked and managed (ss. 5.3 – 5.4);
- imposes certain obligations on the Requesting Authority to provide information to the Responding Authority (s. 5.5);
- requires the Requesting Authority to reimburse the costs of the Resources provided by a Responding Authority under the agreement, and specifies the process for managing and extent of such reimbursement (Article 6);
- addresses insurance requirements (including workers compensation matters), and liability allocation (Article 7). The liability allocation precludes claims by a Requesting

Authority for damages for “failing to respond to a request for assistance under this Agreement or for failing to render adequate assistance” (s. 7.6); and

- sets out an escalating dispute resolution process, which ultimately requires that disputes which cannot be settled through negotiation or mediation, be addressed through the processes set out in the *Community Charter*, or through arbitration (Article 10).

The Regional Aid Agreement permits the parties to undertake a formal review of the agreement every five years or on request of any party (s. 8.2).

The Regional Aid Agreement incorporates terminology from and references to the EPA (e.g., the definition of the terms “Disaster” and “Emergency”, the definition of the term “Local Authority”, specific references to the EPA, etc.). As such, it will need to be updated to address new concepts and requirements introduced by EDMA.

The Regional Aid Agreement comprehensively covers the relevant local authorities in Metro Vancouver. Consideration should be given to potentially expanding participants to include relevant Indigenous Governing Bodies (as defined in EDMA) or otherwise finding a means of incorporating these groups into regional emergency planning (e.g. under Bylaw No. 1079).

Based on the feedback from the Small Communities, one of the gaps in the Regional Aid Agreement is that there is no readily available list of resources that identifies what can be requested from different parties. While the agreement itself requires that a Requesting Authority start by directing its request to neighbouring jurisdictions, it would be helpful, in any update, to require that the parties assemble and maintain a list of relevant Resources that may be made available.

Small Community Discussions: What We Heard

The Consultants, Dave Mitchell and Ian MacDonald, met with representatives from the Small Communities in late October 2025. In advance of the meetings, an agenda and an outline of questions and issues that would be explored was provided. In each case, the participants made themselves readily available, engaged honestly and openly with respect to the challenges their communities face, and were focused on finding solutions that would improve the delivery of emergency management services for their residents.

Anmore

The Consultants met in Anmore with the Chief Administrative Officer ("CAO"), Karen Elrick, on 22 October 2025 to discuss the project and review the current state of Anmore's emergency response planning and emergency program.

Emergency Program

There is an emergency program which requires significant updating. The plan is essentially a database of contacts and what to do/not do. At this point it would not be considered compliant with EDMA. Anmore tries to update or improve the emergency program as funding becomes available through UBCM or other grants.

Historically, Anmore relied entirely on volunteers to manage and implement the emergency plan; that approach has proved unworkable and a recent request for volunteers was not very successful. The Manager of Corporate Services is responsible for Anmore's emergency program. This individual is new to the role and developing in terms of taking full responsibility for this function area. However, as is the case with several of the other Small Communities, this individual will have multiple roles to fulfil.

One of the updates to emergency planning was the creation of an evacuation plan which was developed in 2018. This plan contains limited options, reflecting the fact that Anmore is a small community with just two primary exits for evacuation purposes.

Prior to Covid-19, Anmore conducted some emergency program exercises at Buntzen Lake and with the Port Moody Fire Rescue Department.

At the present time the emergency program budget is $6,000 per year. Grant funding was $30,000 in 2023 and $32,000 in 2024; there was no grant funding for 2025.

Copies of the Anmore Emergency Response / Recovery Plan, the evacuation plan and the wildfire resiliency plan were provided as part of this review.[34]

[34] The Emergency Plan appears to have been last updated in 2013, and the evacuation plan is dated 2017.

EDMA

Anmore is aware of the new legislation from the initial launch period and, at the time of the interview, were aware that the regulations addressing local authorities' responsibilities were still being developed. They are now reviewing the new legislation in a more structured fashion, but at this point are not fully clear about the impacts, deliverables or likely costs of fully implementing it.

Anmore has some unique infrastructure challenges and faces some notable hazards (particularly its wildland interface). It is still assessing how to properly address the updated emergency management model that has been established by the Province, given the disconnect between risks, responsibilities, staff capacity and costs/resources.

The Village faces significant hurdles bringing its existing planning into compliance with EDMA and lacks the resources properly to manage a major emergency on its own should one arise.

Community Wildfire Resiliency Plan

A new Community Wildfire Resiliency Plan was recently prepared by Robin B. Clarke Inc.[35] Anmore is also conducting a wildfire inventory which is a precursor to access grants and further funding given that their highest risk is probably from an interface fire.

Emergency Operations Centre

The Anmore Emergency Operations Centre ("EOC") is the board room in the new City Hall. It has the necessary wiring, computers, radios, and audio-visual equipment[36] and operated for the first time virtually for an emergency in October 2024.

As of Q4 2025, the EOC had not yet been formally tested, even as a drill. There is no identified secondary EOC if this one should be unavailable and planning as to how Anmore would manage that situation is ongoing.

The Manager of Corporate Services is the emergency planner and have most staff trained up on emergency management essentials – some have done the planning, EOC training, etc. Everyone "touches" that world a bit: in practice, however, they had a struggle to manage a road washout. At the present time Anmore has five personnel who are trained to participate in an EOC activation.

[35] The full report dated 10 November 2025 was provided and includes recommendations to update the Emergency Disaster Response Plan (2013) and Emergency Evacuation Plan (2017) and provide FireSmart education and awareness, improved access, information signage and a system ranking of priorities.

[36] Funding for the outfitting of the EOC in the new City Hall was obtained, in part, through a $30,000 grant received in 2023 from the Emergency Preparedness Fund, administered by the UBCM.

Emergency Program Coordinator

The recently hired Manager of Corporate Services is the emergency program coordinator (the "EPC"). This is a new position, and it will take some time for this individual to be fully engaged with the emergency program, given their other responsibilities, including various complex freedom of information requests, some legislative matters, and other issues.

Integration and shared services within this sub-region remain a work in progress.

Regional Aid Agreement

Anmore was not party to the predecessor aid agreement. At this time, there is a concern that no particular jurisdiction has capacity to help. They have reached out once previously during a climate event, but there were no other local governments that had assets available, so it did not address their issue. They did not at that time declare a State of Local Emergency (SOLE). Anmore noted that there is no system for triaging of requests under the Regional Aid Agreement.

At the present time Anmore would likely not have the resources to provide support to another small community under the Regional Aid Agreement.

What is Working Well

The EOC is a very good physical space, in a modern, post-disaster building, but it still requires testing. Anmore has an IT consultant and can function remotely to some degree. Anmore has also done some initial business continuity planning.

Each year Anmore endeavours to address at least one of its major outstanding emergency planning issues, but it is limited in what can be accomplished given the limited number of staff and resources that can be allocated to this function.

Areas for Improvement

Anmore lacks the staffing and financial capacity to properly undertake mitigation, preparedness, response, and recovery phases of emergency management. For these obligations to be properly managed in small communities, it is necessary to create viable economies of scale, whether on a regional or sub-regional basis. In so doing, all small communities can enjoy a proper and consistent degree of service, capacity and compliance with statutory requirements. Anmore does benefit from relationships with neighbouring communities, particularly Port Moody.

Anmore felt that it lacked the training and the expertise to stand up and effectively operate an EOC during a significant emergency.

Historically, the Coquitlam RCMP provided Level 1 Emergency Support Services ("ESS") but that was recently ended, as it was not explicitly provided for in the municipal policing service agreement. The RCMP offered to provide some training as a transitional measure and Anmore tried to get local volunteers engaged, but were unsuccessful. As such, at present the Village

lacks any substantial ESS capability. It was noted that Anmore does not currently have a large at-risk population (e.g., in the form of an unhoused population).

However, even in the context of a significant structure fire, as occurred in 2025, the Village would be challenged to provide ESS support to displaced residents.

Preferred Models

As part of the presentation to Anmore, the Consultants briefly reviewed two models used by other regional districts:[37]

- the integrated program operated by the Kootenay Boundary Regional District (the "KBRD"), where the emergency program is provided as a regional district service to municipalities and electoral areas; and
- the model used by the Comox Valley Regional District (the "CVRD"), where the regional district is responsible for managing and keeping up to date various administrative elements of an emergency program which are shared with the participants, as well as certain infrastructure (e.g., a regional EOC), with the participating municipalities responsible for localization and implementation. This model is tied together by an aid agreement,[38] under which, if an incident is overwhelming or multi-jurisdictional, its management is coordinated at the regional level with the affected participants in the service.

Anmore felt that either approach would be beneficial to it. Anmore would be happy to pay as a participant in a regionally provided service from Metro, or to obtain administrative support (e.g., template emergency program, assistance with resource activation, access to a back-up EOC, etc.) through such a service.

We also reviewed with Anmore the concept of potentially developing a sub-regional service with Belcarra, and having the service managed and delivered through the Sasamat Fire Department (the "SFD"), which it shares with Belcarra. This approach has a number of potential benefits. In many jurisdictions, the local government's emergency program is operationally managed and implemented by its fire department (e.g., Port Moody, as one among many). The shared service already exists, and the SFD is likely to be the first emergency resource called upon by the two local governments if a major emergency strikes. By locating responsibility for the emergency program into the SFD, Anmore and Belcarra could jointly fund the operational costs of creating the necessary capacity within the SFD to develop and implement the shared service. The existing EOCs within each municipality would act as back-ups to one another, and when the SFD's new main fire hall is constructed, dedicated EOC space could potentially be created.

Anmore expressed an interest in further examining this potential for a sub-regional model.

[37] See Appendix 1 for a more detailed description of these models.

[38] As with Metro's Regional Aid Agreement, the costs incurred by the mutual aid partners in providing assistance are charged to the participant requesting aid.

Belcarra

The Consultants met in Belcarra with CAO Melony Burton and Stewart Novak (Manager, Municipal Services) on 24 October 2025, to discuss the project and review the current state of Belcarra's emergency response planning and emergency program. The CAO provided a background discussion of the issues and noted that Belcarra is supportive of the review.

Emergency Program

Belcarra has an emergency program that is dated from 2004,[39] which needs to be updated. Updating the program will be a significant project given the implementation of EDMA.

The goal will be to find a collaborative way to address the shortfalls in their program as they currently lack the resources and capacity to manage all the requirements, as they are understood.

Belcarra was successful in getting a grant of $30,000 in 2025 to support various aspects of its emergency program.

EDMA

Belcarra is still working to fully address the various issues arising from EDMA. With the advent of the new regulations, which clarify to some degree local governments' obligations – including risk assessments and business continuity planning – that work will now need to be undertaken, although clarification of timing is still required. For Belcarra, its principal risks lie with its forest interface and limited routes for access and egress, in the event an evacuation is required.

Belcarra lacks the resources to accomplish all of what is contemplated in EDMA and so will attempt to prioritize updating its program and associated documentation based on available grant funding and perceived need.

Belcarra recently retained KPMG to produce a report addressing the municipalities Indigenous engagement obligations, which report has been presented to council.

Emergency Operations Centre

Belcarra has received grant funding for an EOC which includes a trailer and equipment. Belcarra's EOC will operate as a standalone entity subject to possible better integration with Anmore.

[39] Belcarra Emergency Plan dated 25 March 2004.

Emergency Program Coordinator

The Manager, Municipal Services acts as Belcarra's emergency program coordinator. This position is also responsible for public works and bylaw enforcement, in addition to the Village's Emergency Program.

Regional Aid Agreement

Belcarra supports the concept of the Regional Aid Agreement for larger events though feels that it falls short of what is needed by the Small Communities, which are struggling to meet the basic requirements set out in EDMA.

If not directly affected by an incident, Belcarra would be in a position to provide some limited assistance under the Regional Aid Agreement. This could include personnel, facilities, fleet and equipment, services and supplies and materials.

In the case of a major emergency in Belcarra, they would likely require personnel, facilities, fleet and equipment, services and supplies and materials. They also likely would require administrative assistance with managing the processes involved in dealing with the PREOC[40] and other provincial entities.

What is Working Well

Grant funding has provided the initial capital equipment for an EOC. The EOC still must be set up and fully tested.

Areas for Improvement

Additional resources, perhaps shared, will be required to fully address all the emergency management requirements mandated by EDMA. At the present time emergency management is a shared function within Belcarra.

Preferred Model

As with the presentation to Anmore, the Consultants briefly reviewed models in use by the KBRD and the CVRD; the possibility of creating a sub-regional service with Anmore, using the SFD, was also explored.

On a ranked basis, the preferred options were:

1. Metro creating an opt-in service, primarily responsible for everything outside of a level 1 EOC activation.
2. Metro creating an opt-in service responsible primarily for administrative support (e.g., preparation of a plan, conduct of risk assessments, maintenance of current documents and forms).

[40] Provincial Regional Emergency Operations Centre.

3. Creation of a sub-regional collaboration with Anmore through the SFD, subject to agreement on funding and responsibilities.

Bowen Island

The Consultants met with Bowen Island CAO Kirn Dhillon, Fire Chief Aaron Hanen, and Emergency Program Coordinator Tess Taylor on 27 October 2025 to discuss the project and review the current state of Bowen Island's emergency response planning and emergency program.

The first part of the meeting was at the new firehall for approximately an hour and included a tour of the integrated EOC. During that first meeting, the status of the current program was reviewed, including Bowen Island's recent move to a full-time Emergency Program Coordinator. The second part of meeting was held at the municipal hall, lasting a further hour or more.

Bowen Island has begun its Indigenous engagement process, and will be attending the upcoming Squamish Nation's Indigenous engagement event. The Bowen Island emergency program is the best funded and most advanced of the programs reviewed amongst the Small Communities.

Emergency Program

The current version of the program dates from 2018. With the advent of EDMA, it will require updating, but Bowen Island was awaiting clarification of the new requirements for emergency planning, business continuity and risk assessments that was anticipated to be included in the updated regulations.[41] Bowen Island does not currently have a formal business continuity plan.

The current funding models for the emergency program (with its heavy reliance on grant funding) do not adequately support the planning side of the function.

Bowen Island's program now has a dedicated staff position, plus volunteer ESS and volunteer Neighbourhood Emergency Response Program (to address the size of the service area) and radio volunteers. The ESS has anywhere from 25 to 30 volunteers at any given time.

Bowen Island supports a forum, held annually, with their other emergency management partners from the North Shore. They plan to develop some focus groups – communications and then transportation. Risks include the limited road network (there is only one road across the island) and their dependence on the ferries for access and support. It was noted that there was not much formal contact with BC Ferries regarding emergency planning, even though it would necessarily play a critical role in supporting a response to a major emergency.

Being ferry-dependent, the community needs to manage without external resources or support for periods when the ferry is not running or its operations are otherwise impacted.

[41] That is, the regulations that were introduced under OIC 186.

Regularly budgeted operational and capital expenditures for emergency planning and the emergency program was $27,000 in 2025, not including staffing costs. Grant funding for the most recent three years was $50,000 in 2023, $60,000 in 2024 and $80,000 in 2025 (not including amounts received for Indigenous engagement).

Emergency Program Coordinator

The EPC position was recently moved to a full-time role. There is now 1.2 FTEs assigned to work on the Bowen Island emergency program, at an annual cost of some $121,000.

Emergency Operations Centre

The EOC in the firehall is a large, well-equipped room located in a modern, post-disaster building. It is well laid out, with required activation documentation and accompanying forms readily available.

The EOC was last activated for a real emergency in March 2020 and more recently for an exercise on 18 November 2025.

EDMA

Bowen Island had held off updating its emergency management program because of the delays in the provincial roll-out of the regulations under EDMA, which were expected to clarify local government obligations in relation to emergency planning, exercises, continuity planning and risk assessments.

Bowen Island's Hazard, Risk and Vulnerability Assessment ("HRVA") was last updated in 2018, and it needs to be refreshed to better consider risks such as the pandemic, the heat dome, atmospheric rivers and elevated interface risks.

Regional Aid Agreement

Bowen Island would be in a position to provide assistance to another community under the Regional Aid Agreement. This assistance could include staffing as needed and as available and ESS reception or group lodging supplies.

During an extended event affecting the island, Bowen Island would most likely look for EOC relief staffing under the Regional Aid Agreement.

What is Working Well

Bowen Island currently has a separate mutual aid agreement with Lions Bay and West Vancouver.

In its EOC, everyone has a defined role including finance, engineering, and planning (logistics), which align with the staff members' day jobs. Most Bowen Island staff are trained in their EOC roles.

Their EOC operates well and includes lots of training; the Bowen Island EPC also attends as an observer to the North Shore tabletop exercises.

Areas for Improvement

Bowen Island identified a number of ways in which Metro could help to improve their program, including:

- Active participation in the Bowen Island annual forum;
- Assistance with Indigenous outreach;
- Providing a centralized resource register for assets available under the Regional Aid Agreement;
- Providing standing offer agreements with relevant contractors (e.g., heavy equipment) through Metro;
- Providing engineering assessment teams;
- Providing an integrated communication and operational model for multi-jurisdictional incidents;
- Providing access, when required, to specific pieces of equipment that Metro has that Bowen Island lacks (e.g., pumps, etc.) which would need prior assessment for compatibility issues;
- Providing engineering support to assess building safety following an earthquake;
- Providing a solution to manage/integrate different radio systems with other fire departments;
- Providing support with the planning side, particularly as these requirements are changing under EDMA (including business continuity);
- Providing opportunities to deploy staff in real emergencies to ensure that they have practical experience. If Metro could help coordinate such deployments, that would be useful;
- Consider whether Metro could use predictive AI and sensors for wildfire warnings and alerts; and
- Providing data acquisition, for example high precision lidar of all areas within Metro to see flood risks/ culvert/ drainage issues along with GIS support.

Preferred Model

One in which Metro provided or facilitated a broader level of support and coordination.

Lions Bay

The Consultants met with CAO Ross Blackwell and ESS Manager Mary Brown on 23 October 2025 to discuss the project and review the current state of Lions Bay's emergency response planning and emergency program.

Emergency Program

Lions Bay has a written emergency program that requires material updating and revision. It has recently appointed a part-time emergency program coordinator who will be tasked with bringing the Village's program up to date now that the provincial regulations have been passed. Fundamentally, however, Lions Bay lacks the resources to manage any matter beyond a level 1 activation of the EOC (which itself requires upgrading).

A recent (late 2024) landslide affecting both Electoral A and Lions Bay was managed by Metro on behalf of Lions Bay. The CAO noted that the management of the incident by Metro was professional and effective; it was greatly appreciated, as the incident exceeded Lions Bay's response capacity.

Lions Bay has no regular funding for the emergency program beyond that provided for the recently appointed EPC. It depends, instead, on grant funding, which is a very inefficient means of funding the development and improvement of the Village's emergency program. They received grant funding of $26,588 in 2023 and $64,053 in 2025 for the emergency program.

Emergency Program Coordinator

Lions Bay has 0.5 of an FTE for emergency planning and the emergency program, with a budget of $36,000 in 2025.

ESS

Lions Bay has an operational ESS model using volunteer local residents who meet regularly and are trained in their roles.

Emergency Operations Centre

The Lions Bay EOC requires work: it lacks space and equipment and probably cannot function effectively beyond Level 1 as Lions Bay lacks the personnel, training and an effective, tested plan.

It was most recently activated for the landslide emergency on 14 December 2024.

In terms of staff trained to participate in an EOC activation, Lions Bay has one fully trained and three partially trained staff members.

EDMA

At the time of the interview in late 2025, Lions Bay noted that currently there were significant sections which are still not in effect and regulations which had not been issued (or made available as drafts for input). Compared to the former EPA, which was concise and clear, EDMA raises a number of new issues which are not yet resolved. Areas of concern are the risk assessments which are still to be clarified in terms of frequency, extent and level of detail. For many local governments, there will be a lack of capacity to conduct these within existing resources and available grant funding. Particularly in smaller jurisdictions, most of this activity falls to a very small group of people.

Lions Bay does not have a formal risk assessment/HRVA, though its major risks include the danger of interface fires, slides and major highway incidents.

Regional Mutual Aid Agreement

Lions Bay does not have a lot of resources to share with others and lacks a clear understanding of what adjacent/other local jurisdictions could provide. There is no published list of available assets or resources which can be accessed under the Regional Aid Agreement.

There is a need for better coordination and planning at the regional level. The regional plan should also have a list of available resources, their base rate and for some an additional or optional rate.

If Metro steps up to provide centralized assistance, the management model used for Regional Parks could be one approach; also, the way Metro has a responsibility for Area A.

Assuming an emergency in another small community that did not affect them, they would not be able to provide assistance under the Regional Aid Agreement.

For a major emergency affecting Lions Bay they would require full support under the Regional Aid Agreement or the Regional Emergency Management program if the incident involves more than one jurisdiction (i.e., Bylaw No. 1709).

What is Working Well

The leadership and support by Metro in the recent landslide.

Areas for Improvement

Small communities in BC, including those in Metro Vancouver, lack the human and financial resources to properly implement a compliant emergency program, and prepare for, respond to and recover from a major emergency.

For these phases to be properly managed in small communities, all four phases need to be resourced differently which means support and coordination at the regional level thereby creating more viable economies of scale. In so doing, all communities can enjoy a proper and reasonably consistent degree of functionality.

It was also noted that, at the provincial level, small communities could benefit from regular funding, rather having to rely on resource intensive, uncertain and unreliable grant funding.

Preferred Model

The KBRD and CVRD models were reviewed. Lions Bay preferred the idea of a regionally managed program – while low level incidents could be managed locally, the recent slide incident demonstrated the need for resources simply not available to a small community.

The Consultants also raised the idea of potentially developing a sub-regional model, with Lions Bay integrating into the North Shore emergency management system operated among West Vancouver, North Vancouver and North Vancouver District. This approach, though not discussed in great detail, may provide an option worth exploring.

Tsawwassen First Nation

The Consultants met with TFN CAO Kim Baird, Director of Municipal Infrastructure Sean Jacobs and Senior Executive Assistant Courtney Chambers on 23 October 2025 to discuss the project and review the current state of their emergency response planning and emergency program. Subsequent online meetings were held on 28 November 2025 with Shawn Jacobs and Emergency and Safety Response Coordinator Deidra Aleck.

The TFN has only been a formal member of the Metro Board for 16 years. It is experiencing rapid growth and development, and is working to bring its administrative structures into line with its expanding community. TFN has developed though not fully implemented an emergency program; it has a seat on the Delta emergency planning processes and already does some training with them.

Emergency Program

The TFN has a written emergency program which was updated in March 2021. Other work planned or being undertaken includes:

- Updating existing emergency plans and developing hazard specific plans such as extreme heat and cold;
- Developing an Emergency Management Strategic Plan to improve TFN's internal capacity; and
- Updating contact information with multiple agencies to ensure prompt response or support when necessary.

The TFN has one FTE budgeted for $122,000 per year. They have applied for and received grant funding in 2023 ($31,700), 2024 ($45,500) and 2025 ($98,500).

They have an emergency management strategic plan which was created in August 2025 covering the period 2025 to 2027.

Emergency Program Coordinator

The TFN Emergency and Safety Response Coordinator is responsible for planning, coordination, development and implementation of the TFN's emergency plans and policies and coordinating appropriate responses to major events. This position is also responsible for establishing relationships with other First Nations, local governments, municipalities, and the Province. The TFN Municipal Infrastructure Department Director is responsible for oversight, support and approval.

The TFN does not yet have an established training program for staff. Some staff have Incident Command System and emergency management training from the Justice Institute of BC (the "JIBC") but no hands-on experience with exercises or events. Volunteers to support a response are available through a mutual aid agreement with Emergency Support Services for First Nations ("ESSFN"). The Emergency Management and Safety Response coordinator has JIBC emergency management training.

Emergency Operations Centre

The TFN has obtained the equipment for its EOC but, as of November 2025, it had not yet been set up and tested. A site has been identified for the EOC. The TFN has all the EOC supplies required for a fully activated EOC.

At present, the TFN has four staff trained to participate in an EOC activation, which is insufficient for a significant or long-lasting emergency.

EDMA

The TFN felt it would be challenging for them to manage a state of local emergency. They have guidance documents in the emergency plan and have a coordinator, so are working to improve processes. They have a formal strategic plan pursuant to which they will develop and improve their capabilities over the next several years. Also, they recognize the need to share resources and would benefit from collaboration with their neighbouring jurisdictions and Metro.

They did not have a lot of experience with the EPA, though they had the basics for an emergency program put in place some 12 years ago. The Director of Municipal Infrastructure is working to increase his familiarity with the statutory and regulatory requirements. EDMA has created additional requirement for jurisdictions to collaborate with First Nations, but the approach taken by the Province failed to recognize the lack of capacity of First Nations to respond when they received multiple, simultaneous requests for engagement.

The TFN has a formal risk assessment which was completed in September 2021, but not all risk points have been formally identified for the TFN lands. They would like to see a risk analysis undertaken at the Metro level. They have a technical expert to aid with the development of emergency planning though more effort and work is required.

The TFN has been in on-going discussions involving EDMA's modernization and how it affects modern Treaty Nations like TFN. EDMA's new requirements mandate consultation and cooperation with the Indigenous governing bodies and the TFN itself now falls within the definition of a local authority.

Challenges for the TFN include the need to clarify roles and responsibilities within treaty lands, and address capacity and resource limitations for implementing emergency plans. The challenge to maintain the same level of emergency planning in all four pillars (mitigation, preparedness, response and recovery) as the neighbouring jurisdictions requires the TFN to develop more robust plans while integrating its unique Indigenous knowledge and cultural safety into the EDMA-mandated engagement processes, which can be a strain given their current staffing and capacity levels.

EDMA fails to address the insufficient funding and resources, lack of comprehensive service agreements, and the ongoing challenge of incorporating First Nations specific knowledge and priorities into emergency planning.

Regional Aid Agreement

The TFN is a party to the Regional Aid Agreement. It is viewed by them as a great step forward for sharing resources during an emergency, though resource sharing between neighbouring communities would be challenging for larger scale events where both jurisdictions are affected. The agreement, however, does not create a more cohesive emergency management structure across Metro Vancouver. While it enables a party to request assistance, it does not address issues of how to collaborate during an emergency or assist with creating the required structures to respond in a collaborative fashion. A structure and process need to be created to develop the systems that will be required to respond to a large multi-jurisdictional emergency, and for those systems to be tested.

The TFN can rely on the Province's support when a state of local emergency is activated or to assist in a larger scale emergency, but the Province's priorities may not always align with the TFN's needs.

In addition to the Regional Aid Agreement, the TFN would consider additional agreements with the other small communities and with larger municipalities to formalize collaboration and resource sharing in emergency management.

Currently TFN has agreements with Delta for Fire and Police Services and does some collaborative work with the Delta Fire on emergency management matters.

Assuming an emergency in another small community the TFN would be in a position to provide assistance under the Regional Aid Agreement with personnel, drone support, and heavy equipment. In terms of what resources and assistance they would most likely request under the Regional Aid Agreement it would be evacuation support, and personnel for EOC activation and operations (particularly during a longer emergency, given staffing constraints and current training levels).

What is Working Well

The recent capacity funding provided by UBCM that allowed municipalities and First Nations to develop emergency management communication strategies to encourage and strengthen collaboration. This allows for emergency management staff from other municipalities, First Nations and local governments to meet, network and build relationships before a major event rather than during a major event.

The TFN has recently completed its Emergency Management Strategic Plan to help focus its efforts over the next three years as it seeks to meet EDMA's new requirements.

In addition, TFN is working with the ESSFN, which was established to support and enhance the capacity of Indigenous communities within the Mainland Coast Salish Region in providing emergency support services. This collaboration builds on the unique needs and strengths of Indigenous communities, and aims to foster collaboration, share best practices, and ensure culturally appropriate support during emergencies. It also provides support, training options,

and assistance to participants. This effort is grounded in the principles of Nation-to-Nation support and guided by a formal memorandum of understanding dated June 2024.

The Emergency Planning Secretariat ("EPS") supports 31 Mainland Coast Salish communities, from Yale to Semiahmoo to Squamish, in improving emergency planning and preparedness at the local and regional levels. The EPS is working on a climate adaption activity with funding from Natural Resources Canada and will provide TFN updated geotechnical data for emergency management planning.

The TFN has provided a copy of its ESSFN mutual aid agreement with participating First Nations.

Areas for Improvement

The TFN would benefit from centralized or regionalized administrative support and would like to see Metro develop a coherent and integrated response plan for the entire region. This plan would include a list of assets and trained personnel which would be available to support a local government's own capacity. It should also identify the barriers that exist, including non-compatible radio communications systems, lack of integrated compliant standard operational guidelines, lack of a standard training and operational model, and others.

At present, the TFN lacks capacity, needs to update its emergency planning and would struggle to activate and operate an EOC in a major emergency.

The TFN also noted that there is a lack of consistent, adequate funding for preparedness and mitigation, a situation made more difficult since the First Nation has to navigate the complexities of shared jurisdictions with provincial and federal governments, while also ensuring its own laws and agreements as a First Nation are respected during a crisis.

The TFN identified a need for consistent annual funding to support emergency management planning and development, including staff wages, collaborative planning and tabletop exercises for staff at the operational level. They noted that large scale exercises with Metro and neighbouring jurisdictions would enable participants to get to know one another while testing their ability to implement emergency management work processes. There also is a need for shared technical data for natural hazards, flooding, tsunami, earthquake and any other geotechnical work available for emergency planning. Previous work completed by neighbouring jurisdictions almost always ended at the borders of First Nations' lands. Emergency plans will have a higher chance of succeeding with communities working together from the earliest phases of emergency management planning and preparation. That cross-jurisdictional collaboration should be centralized and encouraged by Metro.

It also was noted that the TFN, whose lands are in Tsunami Notification Area "E", lacks any tsunami warning system.

Preferred Model

The TFN would like to see an enhanced regional model of preparation, support, response and recovery. It also would like to build on existing collaboration with other First Nation partners to ensure issues of shared concern are properly managed and addressed during an emergency.

The issue of developing a stronger, sub-regional approach with Delta was also canvassed. The alignment makes some sense, given that Delta already provides both fire and police services to the TFN. Adding an additional emergency management component (most likely to the fire services agreement between the two parties), would perhaps provide the TFN with the backup and support it requires, while it further develops its own internal systems and processes.

Summary

The five local governments reviewed included Belcarra, with fewer than 700 residents, Lions Bay with 1,390, Anmore with 2,356, Bowen Island with 4,256 and the TFN with 4,800.

Each community is unique and has its own set of challenges: Anmore has limited road access; Belcarra, the smallest by population is also at the end of a single road access; Lions Bay, which directly abuts a mountainside, has a large volume of through-traffic by virtue of straddling the Sea-to-Sky Highway; Bowen Island's only access is by ferry which only operates part of the day; and the TFN straddles a major transportation corridor comprising major road and rail connections with Roberts Bank for bulk and container traffic.

Discussions held with the five local governments were very open and positive. Each community supported this review and were candid in discussions about their current state and optimistic that discussions could lead to an improved model. Their expectations for the changes to be made were incremental rather than one single effort and this was in part based on the needs seen by each being particular to their local situation.

Recent Experience

There has been a limited number of major incidents involving the five local governments, perhaps the most significant being the December 2024 landslide in Lions Bay/Area A, the response to which was primarily managed by Metro's emergency management team.

State of Emergency Planning

The state of emergency planning in each of the Small Communities tends to track their population and financial capacity, with Lions Bay, Anmore and Belcarra and their small staffs and limited budgets, facing the greatest challenges. Given its isolation, Bowen Island has wisely invested in its emergency management and its corresponding fire service (which runs that program). The TFN has the funding and is in the process of building the capacity necessary to address the emergency management planning issues that it faces. It also has mapped out a three-year strategic plan for its emergency management program.

Several of the smallest communities do not have any regular operational funding for their emergency program development and maintenance, relying instead on grant programs (which, in itself, presents those communities with challenges, including finding appropriate grants, completing applications, and reporting out on results). As noted earlier in this report, grants do not provide a reliable or stable source of funding for emergency programs.

While most of the Small Communities had EOCs (or had identified EOC space), in many cases those EOCs had not been completely equipped or had not been tested in an exercise or through a full activation. Most of the Small Communities – with Bowen Island being the notable exception – lacked sufficient trained staff or volunteers to manage an incident beyond a Level 1 EOC activation.

The new emergency management legislation, EDMA, was discussed with each local government. They are all aware of the broader range of requirements which, at the time of the interviews in late 2025, were still to be clarified by regulations, but for the most part they are unclear how these obligations will be funded, managed and implemented in their jurisdiction.

Preferred Options

When discussing potential options with the Small Communities, the Consultants laid out approaches that have been taken in other regional districts – notably the approach taken by the KBRD (regional service delivery), the CVRD (regional administrative support supplemented by an aid agreement), and the potential for local sub-regional arrangements.

Although Bowen Island already works with the North Shore emergency management program on an *ad hoc* basis, its isolation presents unique challenges. It has, in any event, the most advanced of the emergency programs amongst the Small Communities and has a system and processes that likely will enable it to manage most emergencies that it will face. A better understanding of what resources are potentially available through the Regional Aid Agreement and some active participation from Metro in Bowen Island's planning and other exercises, would be beneficial. Some administrative assistance, in the form of updated template documents to address changes brought about by EDMA, would also be of significant use.

For Anmore, Belcarra and Lions Bay, the concept of a regional service model appeared to be favoured. The KBRD model, on an opt-in basis (so the communities would opt into the service and pay their proportionate share of the costs) was probably the most attractive, though the CVRD model, where strong administrative support is made available, was also something they were prepared to consider. The three communities have limited budgets, tax bases, staffing and capacity: they are significantly challenged in delivering a compliant emergency program.

On a sub-regional basis, Anmore and Belcarra should work to create a single service through the shared fire department – the SFD. This approach, which should be taken even if Metro provides some form of enhanced support, would require properly funding capacity within the SFD to enable it to develop and maintain a compliant sub-regional program, including risk assessments and emergency responses. Each community would likely still need to take direct responsibility for certain aspects of emergency planning – such as business continuity planning.

However, sharing the costs through the existing fire service may provide a reasonable approach to emergency planning in this area, potentially supplemented by greater Metro support.

The TFN would like to see an enhanced regional role – with Metro-wide planning, exercises, administrative support, and a clear understanding of what assets and resources would be available in a major event or extended activation. The TFN also is working on further building out support systems with other First Nations. On a sub-regional basis, it also could explore with Delta the possibility of adding some level of emergency program support through its existing service agreements (e.g., with the Delta Fire and Emergency Services). It currently works with Delta on some emergency program training, but it would be useful to formalize the relationship, particularly during the period where TFN is still working to bring its emergency planning into substantial compliance with EDMA.

Organizational Options

Most of the Small Communities face significant challenges in properly and effectively implementing an EDMA-compliant emergency management program. In general, they lack the staffing, tax base and capacity to operate emergency programs beyond a Level 1 EOC activation. The costs of creating, updating and maintaining separate risk assessments, business continuity plans, EDMA-compliant emergency plans, ESS programs, staff training and plan exercises, and the myriad of administrative matters that support the foregoing, in many cases greatly exceeds their capacity.

Of the five Small Communities, Bowen Island is currently best positioned to meet its obligations. It has a reasonable tax base and a substantial population from which to draw the necessary volunteers. While it has significant work to do to transition its program to one that is fully EDMA-compliant, the type of centralized assistance it requires is relatively limited. The TFN, which is growing rapidly and also has a substantial tax base, will be able, over time, to meet EDMA's requirements.[42] Both Bowen Island and the TFN would benefit from some administrative support, and from the development of a clearer region-wide program in the event of a truly major multi-jurisdictional incident.

Conversely, each of Anmore, Belcarra and Lions Bay lacks the population, staffing and tax base to reliably implement the changing emergency management requirements. The December 2024 landslide in Lions Bay, where the incident was primarily managed and responded to by the Metro emergency management team (supported by Lions Bay), is a situation that likely would be repeated if a comparable event impacted Anmore and/or Belcarra.

Based on the identified needs from the various Small Communities, and the approaches used in other jurisdictions, the following options (which are not mutually exclusive) should be considered. It also should be remembered that Metro, under Bylaw No. 1709, already operates a quasi-regional program, which includes providing some level of assistance (both in terms of planning and response) where more than one participating jurisdiction is involved. In many respects, the policy options below could be viewed as leveraging the existing program and Metro's obligations, though an enhanced organizational structure would likely be needed.

Centralized Administrative Support Services

One of the impacts of EDMA is that the documentation surrounding local governments' emergency programs need to be updated and overhauled. Metro has to undertake this work for its own programs created under Bylaw No. 1709 and Bylaw No. 1838. Metro, by way of an agreement with interested Small Communities, could offer to provide template documentation

[42] As a Treaty First Nation under EDMA, it should be noted that the TFN has rights, but no express obligations, under EDMA. If it chooses not to, or fails to, meet any of the requirements prescribed for local governments, there are no statutory or legal consequences. The TFN Strategic Plan identifies the need for it to improve both its existing documentation and processes, as well as enhance its training program.

that could be readily localized by the Small Communities, with on-going support or coordination covering matters such as:

- training opportunities and tabletop exercises;
- access to EOC facilities (as a back-up);
- opportunities to participate in risk assessment or risk assessment updates;
- access to staffing during an emergency activation;
- template forms (e.g., for funding requests to the PREOC); and
- identification of grant opportunities and administrative assistance in making and reporting out on grant applications.

The agreement would likely need to have a base annual fee, with additional charges for any operational services provided during an emergency. It also would need to address any overlap between the regional service that has been created under Bylaw No. 1709 (to which the Small Communities' taxpayers contribute through their regional assessments), and this additional service.

Alternatively, Metro should review IPREM's mandate and purpose. When originally founded in 2008/2009, part of IPREM's envisioned role was to create template documents and emergency plans for Metro Vancouver communities. With the advent of EDMA and the consequent requirement that emergency plans be updated to address the new statute and its associated regulations, it would be timely to consider having IPREM take on some aspect of this administrative support.

Sub-Regional Arrangements

As noted in the discussion of the individual Small Communities in the "What We Heard" section, there are some possibilities for the creation of sub-regional groups or associations that would benefit the various local governments. This approach might be useful either as a standalone, or to supplement either of the two options in this section.

Anmore and Belcarra share a fire department, the SFD, which is provided as a regional service by Metro. Most Metro Vancouver municipalities localize their emergency management programs in their fire departments, which reflects the fact that the fire department is the only emergency response service that they directly control. By expanding the SFD's service responsibility to include some level of emergency program management and implementation (which will require that the two communities agree on how to fund the necessary capacity in the SFD), a greater economy of scale can be achieved. It also would mean that the competition for a single asset during a multi-jurisdictional event would be avoided through advance planning.

For the TFN, which already receives protective services from Delta, and collaborates with Delta on emergency management, it may be useful to consider adding emergency management as a service that will be provided. The exact nature of the arrangement would need to be considered – but perhaps a formal agreement covering anything beyond a Level 1 EOC activation, until the TFN feels confident that, as contemplated by its Strategic Plan, it has built out its capacity to manage major events on its own.

Both Lions Bay, and to a lesser degree, Bowen Island,[43] could explore with the North Shore communities whether a closer integration with North Shore Emergency Management would be possible and, if so, on what basis.

Perhaps the principal reason for the creation of IPREM was to enable or assist with the establishment or improvement of regional and subregional coordination of emergency planning and responses. Once again, Metro should examine whether IPREM needs to become more active in assisting area municipalities to develop these sub-regional structures.

Regional Service Establishment

Three of the five Small Communities expressed an interest in having available an "opt-in" service, pursuant to which Metro would expand its existing emergency program to include them, along the lines of the KBRD model. Under this approach, the jurisdictions opting into the service would pay their proportionate share of the costs, in return for a turn-key provision of an emergency management program. EDMA specifically contemplates, and the Province encourages, the creation of multi-jurisdictional emergency management programs.[44]

While some capacity to manage low level events (e.g., a Level 1 EOC activation) should be retained by each service participant, and operation of volunteer programs (e.g., for ESS) would be still be needed, the fundamental aspects of emergency management would be centralized in Metro.

The structure would require each participating jurisdiction to have its own emergency service bylaw, which would recognize the structure and delegate to Metro the powers necessary to operate such a multi-jurisdictional emergency management organization. Metro would have to create a service or, potentially, expand the service it provides to Electoral Area "A" under Bylaw No. 1238.

Management of residual or on-going responsibilities by the participating jurisdictions would need to be set out in a service agreement (which tracks the approach taken in the KBRD). Given EDMA's focus on mitigation of identified risks, moreover, it may be necessary to require the participants to be responsible for the costs of such mitigation within their boundaries. Similarly, costs associated with recovery probably should be localized to the affected jurisdiction (with the program providing on-going administrative support as required).

[43] Given the access delays and challenges faced by Bowen Island, the relative sophistication of their emergency program, their needs are quite different from those of Lions Bay. Participation in training, tabletop exercises, and some consideration of back up/support during a large incident affecting Bowen Island, is probably all that is required.

[44] EDMA, s. 21 deals with multi-jurisdictional emergency management programs.

Next Steps

The work summarized in this report constitutes an environmental scan of the current state of emergency planning in the Small Communities, the challenges that they face in meeting the requirements of EDMA, and some of the principal options available to support the development of effective emergency programs in these communities.

The challenges faced by the Small Communities arise, in general, from small populations, constrained tax bases, insufficient staffing and a provincially-imposed set of obligations that exceed their capacity. The December 2024 landslide affecting Lions Bay and Electoral Area A highlighted the nature of the problem. Metro's emergency management team managed and led the response, as the incident greatly exceeded the capacity of the local municipality. Were incidents of similar magnitude to strike in Anmore or Belcarra, the results would likely be the same – Metro would end up having to manage the event.

Three of the five Small Communities need a relatively high level of assistance, while the other two would benefit from administrative support and guidance relating to the management of the new obligations created by EDMA.

Each of these three Small Communities could benefit from developing or integrating into a sub-regional relationship with neighbours:

(a) In the case of Anmore and Belcarra, which jointly fund the Sasamat Fire Department, it may make sense to localize the management and operation of their emergency programs in the SFD and share the costs. These two communities will still have need to seek additional assistance in the event of a major incident – which, for an event that affects both of them would entitle them to request assistance from the Metro program.

(b) For Lions Bay, consideration should be given to better integrating with its North Shore neighbours, and formally becoming a participant in the North Shore Emergency Management program. This approach is dependent on the willingness of the three North Shore communities to expand their emergency program footprint to include Lions Bay.

In addition, the TFN, which has a close working relationship with Delta, should explore the possibility of formally expanding the existing protective services arrangements to include the emergency program. With its recent 2025[45] strategic plan, a sizable tax and population base, and a newly appointed emergency program coordinator, it is likely that the TFN will be able, within a medium-term time frame, to operate an effective, high-functioning and compliant emergency program. A formal sub-regional relationship with Delta would provide a safe pathway to developing that standalone program.

Bowen Island has the highest functioning emergency program of the Small Communities. It has already, informally but proactively, reached out to and developed a working relationship with its

[45] Logic League Consulting, *Emergency Management Strategic Plan, 2025 – 2027* (prepared for Tsawwassen First Nation) (August 2025).

North Shore neighbours. Given its relative isolation and reasonably advanced state of emergency planning, it likely would most benefit from better regional coordination and administrative support – for example:

- clear understanding of what assets are available and from whom under the Regional Aid Agreement;
- access to template documents for updating emergency plans and creating business continuity plans; and
- regular participation in regional and sub-regional tabletop exercises that address issues that affect it, or that contemplate managing a response where access to the island is impeded.

Metro itself has a high-functioning and well-regarded emergency management team. Under Bylaw No. 1079, Metro funds participation in IPREM and should consider whether it is timely, with the changes introduced EDMA, to refocus the work of that entity. As originally conceived when it was launched in 2009, some of the assistance now sought by the Small Communities was clearly within IPREM's bailiwick, including the creation and sharing of template documentation for emergency and related plans, identification of sub-regional and regional opportunities for collaboration, risk assessments, and support of local emergency programs.

Metro has developed a scalable emergency management program, which potentially could be expanded beyond its current scope, provided that appropriate sub-regional (or regional) arrangements were developed, and additional funding from the new participants provided. Metro's existing program is high-functioning and has provided strong response leadership during regional emergencies. The program has proven response capabilities, including experienced staff capable of leading and participating in large-scale, multi-agency and multi-jurisdictional responses and Incident Management Team deployments, by a cadre of seasoned and experienced emergency management professionals. The organization has updated its emergency plans to be fully compliant with EDMA, positioning Metro Vancouver to provide meaningful guidance and practical support to smaller communities. Doing so effectively, however, would require dedicated staffing and appropriate funding.

While Metro Vancouver is not seeking to materially change or expand its service offerings at this time, it is well positioned to support smaller communities through coordination and administrative assistance. This assistance could include: helping to convene sub-regional discussions; supporting the development of collaborative arrangements; and providing standardized tools, such as template documents, to reduce administrative burden and promote consistency. This additional role would require further funding and staffing at the Metro level to ensure that the support provided was sustainable.

There are also opportunities to further strengthen collaboration by engaging representatives from smaller communities as Metro Vancouver continues to refine and maintain its EDMA compliant emergency plans. In addition, updating the Regional Aid Agreement to be more comprehensive and inclusive of the full range of emergency types would support both smaller communities and the region as a whole by improving clarity, consistency, and operational readiness.

Appendix 1: Other Regional District Models

Metro Vancouver is unique as a regional district within British Columbia, in that most of its constituent municipalities are relatively large, and Metro's direct governance responsibilities are limited to a single electoral area and various shared services (such as water, sewerage, the Sasamat Fire Department, etc.). As such, unlike the situation that exists for geographically expansive regional districts, which have relatively few incorporated communities and significant populations in multiple electoral areas, there has not been much impetus to create an integrated area-wide emergency program.

While Metro has established a regional emergency program, in which all of the municipalities and Electoral Area A are participants, in general individual communities within Metro Vancouver have taken responsibility for their own emergency programs.

As part of the discussions with the Small Communities, we reviewed, at a high level, the approaches taken in other regional districts – specifically, the KBRD and the CVRD. These systems are outlined below.

Kootenay Boundary Regional District

The KBRD has developed a fully integrated emergency management program covering all rural areas contained within KBRD boundaries (Electoral Areas A through E) as well as the participating Villages of Fruitvale, Midway, Montrose and Warfield and the Cities of Grand Forks, Greenwood and Trail. Only one municipality, Rossland, is not a participant in the service. It operates its own emergency program.

For the participants, this is a single regional service funded through a service establishment bylaw, and backed by an agreement amongst the participants, which details their various roles and responsibilities. Primary operation of the program, however, falls to the KBRD, which is responsible for preparing for, responding to and managing emergency incidents. The actual operation and management of the program is directly managed and implemented by the Kootenay Boundary Regional Fire Service.

Consistent with the requirements under the EPA, the individual participants must separately declare a state of local emergency,[46] though this process is coordinated and supported by centralized emergency management system (including a full suite of standardized documentation and templates).

[46] Under the EPA, the declaration of a state of local emergency was the one power that a local authority could not delegate. EDMA has certain restrictions on what powers may be delegated, but now permits the declaration of a state of local emergency to be delegated to multi-jurisdictional emergency management organization (see s. 19 of EDMA; s. 19(5) restricts the delegation of certain other powers).

The KBRD takes responsibility for undertaking area-wide risk assessments, emergency preparations, maintenance of EOC facilities and similar functional matters. The costs of the program are allocated *pro rata* amongst the participants based on their respective tax bases.

Each participating municipality and the KBRD itself, has a service establishment bylaw that delegates authority to the regional program. There is also the regional service itself, established through bylaw, that defines and creates authority for the service, and permits the KBRD to tax the participating areas for service delivery.

The 2026 budget for this service is $2.8 million, of which approximately $900,000 is from taxation, with most of the balance ($1.76 million) to be obtained through anticipated government grants.

Comox Valley Regional District

The CVRD also provides a regional district-wide emergency program, albeit one that is focused on administrative support and is provided under a service agreement. As with the KBRD, the program covers all of the CVRD's electoral areas, as well as the region's three incorporated municipalities.

Each participant has its own service establishing bylaw (including the CVRD in relation to its electoral areas) for their emergency programs, and there is an umbrella service agreement between the parties that establishes and defines the regional service. This arrangement is then supported by a region-wide aid agreement (similar to Metro Vancouver's Regional Aid Agreement), by which each of the parties agrees to provide support and aid to the others during an emergency.

Unlike the KBRD, however, the CVRD system is something of a hybrid structure. The CVRD has only taken on certain administrative responsibilities under contract, including maintaining the emergency plan, undertaking HRVAs, appointing an emergency program coordinator, and providing training and plan exercise opportunities. The municipalities (and the CVRD) remain responsible for operationalizing (and localizing) the emergency plan as required for their local jurisdictions. If a local municipality or the CVRD requires additional assistance, it can be requested under the aid agreement.

The CVRD also maintains a regional EOC, which parties can use and activate as required – though it is expected that each party will also maintain its own EOC. Various committees have been created under the service agreement to oversee this system, and to manage the way the parties coordinate responses, with the principal committee headed by the CAOs of the CVRD and the three participating municipalities.

Essentially, the CVRD is responsible for developing and keeping current a compliant emergency plan, with the individual municipalities required to localize and implement such a plan to meet their specific circumstances and needs. The CVRD also:

- provides supporting documentation as required (e.g., assisting with financial assistance requests to the PREOC);
- has available certain assets, such as the regional EOC, that are made available to participants;
- coordinates and assists with grant applications; and
- provides legislative services (i.e., keeping the participants aware of any legislative or regulatory changes and updating template documents, plans and forms accordingly).

This system does not make the CVRD responsible for responding to an emergency in one of the participating municipalities (i.e., it is not expected to activate an EOC or deal with an emergency that only affects, for example, Cumberland) – although when there are events that affect multiple jurisdictions, in practice the CVRD coordinates the overall response.

The 2025 budget for this service was approximately $1.8 million, of which $782,000 was through requisition with nearly $970,000 from provincial grants.

In summary: the CVRD provides extensive administrative support, with the individual municipalities still responsible for addressing emergencies within their borders.

Appendix 2: Consultants

Dave Mitchell

Dave Mitchell retired as Division Chief, Communications in 1998 from Vancouver Fire & Rescue Services following a career spanning 32 years. During this time, he was responsible for managing the emergency call taking and dispatch for the Vancouver and Whistler Fire Departments. In 1998, Dave was hired by E-Comm, Emergency Communications BC as its first Director of Operations. In this role he was a member of the founding senior management team and was responsible for the transition of the Regional 9-1-1 Control Centre staff from the Vancouver Police Department to its current location at 3301 East Pender in June 1999.

He left E-Comm in June 2000 to work as a consultant, and since that time has managed the development of corporate, strategic and operational plans for a number of clients. As principal of DMA, Dave participates on all projects undertaken by the company either as the lead consultant or by providing his expertise at an advisory or support level.

Dave holds a Bachelor of Arts Degree (Geography) from Simon Fraser University in addition to a diploma from their Executive Management Development Program. He is past Chair of the Board of Directors of the Vancouver General Hospital and University of British Columbia Hospital Foundation, past Chair of the Justice Institute of British Columbia Foundation, and a member of the Fire Chiefs' Association of British Columbia and the Canadian Association of Management Consultants.

Ian MacDonald

Ian MacDonald is a retired corporate securities lawyer who practiced international corporate law in Canada and the United Kingdom. Ian was a partner with a major Toronto firm in the 1990s, and moved to England in 1997, where he became the managing partner of a specialist litigation and intellectual property practice. He retired from active practice in 2004.

Ian has worked with Dave Mitchell & Associates since 2007 and has participated in almost all the major fire and emergency service projects since that time. He assists with the analysis of the legal and governance structures affecting fire and emergency services, ranging from establishment and operational bylaws to WorkSafe issues.