

January 26, 2024

Premier Eby
Province of BC
premier@gov.bc.ca

Honourable Bowinn Ma Ministry of Emergency Management and Climate Readiness Via email: EMCR.Minister@gov.bc.ca

Dear Premier Eby and Minister Ma,

Re: Emergency and Disaster Management Act (EDMA)

At the December 14, 2023, meeting of the Regional District of Bulkley-Nechako (RDBN) the following resolution was passed:

"That the Board submit a letter to the Premier and Minister of Emergency Management & Climate Readiness requesting the creation of a regional district working group to codevelop regulations under the *Emergency & Disaster Management Act* as they pertain to regional districts.

Further that the Board call on the Province to provide a "What We Heard Report" following consultation on the Regulation Discussion Papers to demonstrate that the Province is hearing the concerns of regional districts."

During the meeting there were several concerns brought forward from the Board and staff such as:

- > Increased capacity required regarding consultation and collaboration with First Nations.
- > Expectations regarding preparedness and response on crown lands.
- > The new requirements to extend State of Local Emergency Powers.
- Local community groups staying and defending and how that may be considered contravening EDMA.
- > Concerns with adequately staffing the emergency management programs to meet the new requirements of *EDMA* without sustained funding.
- Creating an Indigenous Governing Body working group to work with the Province and regional districts on the co-development of the regulations and policies.

The 2023 wildfire season was the worst wildfire season in B.C.'s history, and the impacts to the forests and residents of the RDBN were devastating. Many lessons were learned while living through these wildfires.

The creation of a regional district working group, inclusive of elected officials and staff who experienced the 2023 wildfires, would ensure an active voice providing input into regulations and policy development. The findings of the Premier's Expert Task Force on Emergencies will be essential in this process.

The RDBN worked closely with First Nations during the 2023 wildfires and we want to continue building these relationships. Providing regional districts and First Nations an opportunity to collectively work through and provide input into the development of the regulations would assist in enhancing relationships with First Nations in the region while working in partnership for the benefit of our communities.

Attached for your reference and further concerns is the RDBN staff report to the Board.

The RDBN has submitted comments on the questions presented by Emergency Management & Climate Readiness regarding the proposed regulations to modernizeEM@gov.bc.ca, however, this consultation is inadequate to address the many concerns.

The RDBN looks forward to continuing to work together to improve public safety and the emergency management work that becomes more critical each year.

Sincerely,



Mark Parker Chair

cc: Honourable George Heyman, Minister of Environment and Climate Change Strategy and Minister responsible for TransLink, Acting Minister responsible for Emergency Management and Climate Readiness

Nathan Cullen, Member of the Legislative Assembly of B.C. (Stikine)

John Rustad, Member of the Legislative Assembly of B.C. (Nechako Lakes)

Kevin Falcon, Member of the Legislative Assembly of B.C. (Leader of the Opposition)

Taylor Bachrach, Member of Parliament (Skeena-Bulkley Valley)

Todd Doherty, Member of Parliament (Cariboo-Prince George)

Union of B.C. Municipalities

North Central Local Government Association

All Regional District Boards

Attachments:

- 1. Staff report to RDBN Board December 14, 2023 re: Royal Assent given to the *Emergency and Disaster Management Act*.
- 2. Summary of RDBN Evacuation Alerts and Orders 2023



Regional District of Bulkley-Nechako Board of Directors

To: Chair and Board

From: Deborah Jones-Middleton, Director of Protective Services

Christopher Walker, Emergency Program Coordinator

Date: December 14, 2023

Subject: Royal Assent given to the Emergency and Disaster Management Act

RECOMMENDATION:

(all/directors/majority)

That the Board submit a letter to the Premier and Minister of Emergency Management & Climate Readiness requesting the creation of a regional district working group to codevelop regulations under the Emergency & Disaster Management Act as they pertain to regional districts.

Further that the Board call on the Province to provide a "What We Heard Report" following consultation on the Regulation Discussion Papers to demonstrate that the Province is hearing the concerns of regional districts.

BACKGROUND

In 2015 the Provincial Government of the day started a review of the *Emergency Program Act* (*EPA*). On November 8, 2023, the *Emergency and Disaster Management Act* (*EDMA*) received Royal Assent.

EDMA repealed the EPA. The purposes of EDMA are to:

- > Account for all four phases of emergency management, which include mitigation, preparation, response, and recovery.
- > Streamline and clarify the powers and duties of the minister, provincial emergency management organization, ministries, public sector agencies and local authorities.
- Facilitate agreements, consultation, and cooperation with Indigenous peoples with respect to emergency management.
- Clarify the roles of critical infrastructure owners.
- Incorporate into legislation lessons learned in recent years in responding to floods, wildfires, and the COVID-19 pandemic.
- Modernize and improve consistency of language in the legislation.

EDMA will come into force once regulations have been finalized. There will be a piecemeal approach to the development of regulations, including opportunities for local authorities to provide feedback. The two regulations that are currently presented for feedback and comments are provided under a separate report for the Boards' consideration.

For further background information on the process that has taken place to get to this point, please see the links under the heading 'Attachments'.

<u>Implications of EDMA on the Regional District of Bulkley-Nechako's Emergency</u> <u>Management Organizations Responsibilities</u>

EDMA will increase the responsibility of the Regional District in several key areas:

Consultation, Collaboration, and Cooperation

EDMA introduces new legal requirements for consultation and cooperation with Indigenous Governing Bodies (IGB). The Act aims to promote cultural safety in emergency management practices and recognizes the right of self-government of Indigenous Peoples.

Under this consultation, collaboration, and cooperation the Regional District will be required to:

- > Incorporate traditional Indigenous knowledge into risk assessments.
- Consult on all aspects of emergency planning.
- Consult on the use of certain powers when declaring a State of Local Emergency and declaring a Recovery Period.
- Local authorities are expected to consult with every IGB that acts on behalf of Indigenous Peoples who's traditional or treaty territory overlaps with the Regional Districts jurisdiction.

The Act states that no action can be taken, (including during response) until consultation is complete, unless it is in the opinion of the head of the local authority that it would not be practicable to obtain consent due to:

- > The imminent risk of loss of life.
- > The risk of injury to individuals or animals.
- ➤ The risk of significant loss or damage to property (Section 120).

Consultation, collaboration, and cooperation, with IGB's is important and this is already underway in the RDBN. The new *Act* now puts legal requirements in for all four phases. The challenge lies in knowing who to consult when multiple IGB's have disputed claims on overlapping traditional territories. This could consume a lot of time, especially during emergencies when critical actions take priority.

It is hoped that the regulations will help to clarify and set out practical expectations. The establishment of a working group with regional districts following the model of the Ministry of Public Safety and Solicitor General for the Fire Safety Act. The Fire Safety Working Group enabled UBCM and regional districts to work with the Office of the Fire Commissioner and the Province of British Columbia to navigate practical considerations of new legislation and related regulations.

It would also be beneficial to call on the Province to provide a "What We Heard Report" following consultation on the Regulation Discussion Papers to demonstrate that the Province is hearing the concerns of regional districts.

Risk Assessments

New requirements for risk assessment include the identification of risks and the undertaking of mitigation actions for identified risks. *EDMA* requires local authorities to identify all reasonably foreseeable hazards and to assess the risk posed by each hazard, as well as the potential impacts in the event of an emergency. The RDBN has completed a Hazard Risk and Vulnerability Analysis (HRVA) and is developing mitigation actions for those of higher risk to the RDBN.

It is unclear if the RDBN will be required to have a role in hazard identification and mitigation on crown land.

Business Continuity Plans

Local authorities and Critical Infrastructure owners are now required to have a Business Continuity Plan (BCP) that informs how essential services will be provided during an emergency. This is a new requirement not previously part of *EPA*. The RDBN has a draft BCP that will have to be completed to meet the new requirements. This requirement will impact the RDBN's ability to apply for funding once the deadline is established by regulations. Not having a BCP is an offence under the *EDMA*.

Evacuation Supports

EDMA expands the requirements for evacuation supports for vulnerable populations and animals (pets and livestock) in evacuation planning and evacuee support services. This raises expectations and requirements that may be difficult to meet within current evacuee support service programs.

EDMA Compliance and Enforcement

EDMA includes mandatory compliance and enforcement. Minister's powers now exist to ensure compliance and enforcement and enable new powers for Peace Officers to assist in the enforcement of powers under a SoLE. Penalties issued under *EDMA* for corporation non-compliance may be up to \$1 million. Penalties for staff in corporations who pursue willful non-compliance are up to \$300,000 and imprisonment for up to one year (Section 150).

Terminology Changes

EDMA has changed the definition of 'emergencies' in the scope of the Act to now include terrorism, rioting, and security threats. Given that regional districts do not have direct control over policing and law enforcement, it is unclear what role the RDBN might play if we were to declare a State of Local Emergency for these types of emergencies. Despite the word disaster being in the title of the Act, EDMA has not defined or utilized the term 'disaster' due to the perception that, regardless of the scope and scale of an event, there is no legal difference in how the Act applies to emergencies, disasters, catastrophes, etc. The absence of this term may increase challenges in managing public and partner expectations.

State of Local Emergency (SoLE) Powers

The RDBN must ask for permission to get a SoLE extended and use emergency powers. To do this, the RDBN is required to demonstrate clear consultation consent from First Nations. If consultation did not occur, local authorities are required to submit a report defending the reasons why that consultation did not occur or why the local authority did not proceed with the direction given by the First Nation. These consultations during a response could delay response efforts. Staffing for local authorities and IGB's may be limited impacting their ability to actively communicate during a response. Previous RDBN events had varying degrees of communications with IGB's during response ,in some cases no engagement occurred as staff from IGB's were unreachable.

Below is information comparing the repealed *EPA* and *EDMA* as it relates to local government.

	Emergency Program Act (EPA)		Emergency And Disaster Management Act (EDMA)
	• • •	atio	ons And Principles
>	Focused primarily on emergency response.	>	 Defines and applies: The four phases of emergency management: mitigation, preparation, response, and recovery. The definition of 'emergency' is broadened to include modern day emergencies such as security threats, diseases, and environmental issues. Establishes more thorough definitions and wording for emergency management, such as respect for human rights, collaboration, transparency, accountability, with a focus on recognition of Indigenous rights and interests. Acknowledges the relationship between climate change and disasters.
	Part 2 – (Sen	eral Roles
>	Did not clarify the roles and responsibilities regulated entities, volunteers, and Indigenous governing bodies.	A	Clarifies the roles and responsibilities of various actors in emergency management, such as the minister, the provincial emergency management organization, local authorities, regulated entities, volunteers, and Indigenous governing bodies.
>	Only allowed the minister to enter into agreements with local authorities or other governments.	>	Enables the minister to enter into agreements with both governmental

Emergency Program Act	Emergency And Disaster Management Act
(EPA)	, ,
(EPA)	 agencies and persons or entities outside of government organizations. Allows the Lieutenant Governor in Council to temporarily suspend or modify parts of other acts during emergencies and the power to order businesses to close will become available to local authorities. Gives local authorities and the provincial government the ability to create or join multi-jurisdictional emergency management organizations (MJEMO). MJEMOs are organizations that, under the EDMA, will allow local authorities, First Nations, and the province to work together to complete new requirements (such as EM plans, HRVAs etc.) together. Within an MJEMO, members can provide oversight, leadership, and knowledge to each other. A Local Authority that joins a
	MJEMO will be required to report to the Provincial Administrator with copies of
	information and records as required
	and must comply with any directions.
	The minister may now acquire, hold,
	distribute and dispose of emergency
	resources as well as order preparations and
	mitigation measures. > If Crown land falls within municipal or
	regional district boundaries, local
	authorities will be authorized to use powers
	and will be required to perform their duties
	under the legislation within these Crown
D-42	lands.
	th Indigenous Governing Bodies
Did not have specific provisions regarding Indigenous agreements.	Recognizes Indigenous peoples as decision makers in emergency management and will ratify the need for coordination agreements and other agreements with Indigenous governing bodies.
	 Requires local authorities to consider Indigenous knowledge, traditional

	Emergency Program Act (EPA)		Emergency And Disaster Management Act (EDMA)
	(2009)		territories, and treaty areas in emergency management planning, risk assessments and decision-making.
		A	Modern Treaty Nations and Nisga'a Nation are included as distinct forms of local authorities where certain rules and obligations will not be applied.
	Part 4 - Mitigation A	And	Preparation Phases
A	Did not require ministers, public sector agencies or critical infrastructure owners to do emergency planning.	A	Requires emergency management planning by regulated entities, such as lead ministers, non-lead ministers, public sector agencies, local authorities, and critical infrastructure owners.
A	Did not identify risk assessment or business continuity plans, however, risk assessments were required under regulation but did not require the same depth of consideration.	A	Requires risk assessments, emergency plans and business continuity plans to be prepared by all regulated entities. Plans must consider vulnerable peoples, cultural safety, the protection of animals and intersectionality.
	Part 5 – Provincial Re	spo	nse And Recovery Phases
A	The Lieutenant Governor in Council or the minster can declare a State of Provincial Emergency (SoPE) for up to 14 days and could extend for up to 14 days at a time.	A	The Lieutenant Governor in Council can declare a SoPE for up to 28 days and can be extended for up to 28 days at a time. A minister can declare a SoPE for up to 14 days and can be extended for up to 14 days at a time.
^	Did not provide for the ability to declare a Provincial Recovery Period (PRP).	^	The Lieutenant Governor in Council can declare a PRP for up to 90 days and can be extended for up to 90 days at a time.
	Part 6 – Local Authority	Res	ponse And Recovery Phases
A	A local authority could declare a State of Local Emergency (SoLE) for up to 7 days and could extend the SoLE for up to 7 days at a time.	A	A local authority can declare a SoLE for up to 14 days and can be extended for up to 14 days at a time.
A	There were no provisions for providing written documentation regarding consultation with First Nations in the area.	A	When declaring a SoLE the local authority is required to provide written documentation regarding consultation with the Indigenous Governing Body or other local authority on the powers required in the area unless it is deemed impractical due to the immediate risk to people.

	Emergency Program Act (EPA)		Emergency And Disaster Management Act (EDMA)	
>	Did not provide for the ability to declare a Local Recovery Period.	A	A local authority can declare a Local Recovery Period (LRP) for up to 90 days and can be extended for up to 90 days at a time.	
Lo	cal Authority Powers Under EPA	Lo	Local Authority Powers Under EDMA	
	Acquire or use any land or personal property considered necessary to prevent, respond to or alleviate the effects of an emergency or disaster.	A A .	Appropriate, use or control the use of any personal property. Use or control the use of any land.	
	Authorize or require any person to render assistance of a type that the person is qualified to provide or that otherwise is or may be required to prevent, respond to or alleviate the effects of an emergency or disaster;	A	Authorize a person to provide a service or give assistance of a type that the person is qualified to provide or give. Require a person to provide a service or give assistance of a type that the person is qualified to provide or give.	
A	Control or prohibit travel to or from any area of British Columbia.	A	 Control of prohibit one or more of the following: Travel to or from any area. Carrying on of a business or a type of business An event or type of event 	
A	Provide for the restoration of essential facilities and the distribution of essential supplies and provide, maintain, and coordinate emergency medical, welfare and other essential services in any part of British Columbia;	AA	 Identify supplies, equipment or other items, services, property or facilities, or class of any of these, as essential; For the things identified under paragraph (a) as essential; Establish or restrain increases in prices or rents for them. Ration or otherwise provide for their distribution or use. Provide for their restoration. 	
A	Cause the evacuation of persons and the removal of livestock, animals, and personal property from any area of British Columbia that is or may be affected by an emergency or a disaster and make arrangements for the adequate care and protection of those persons, livestock, animals and personal property;	AA A A A	Require a person to evacuate from an area. Authorize the evacuation of individuals or animals, or both from an area. Arrange for the adequate care and protection of evacuated individuals or animals, or both. Arrange for the adequate protection of personal property that has been removed. Authorize the removal of personal property from the area.	

	Emergency Program Act (EPA)		Emergency And Disaster Management Act (EDMA)
A	Authorize the entry into any building or on any land, without warrant, by any person in the course of implementing an emergency plan or program or if otherwise considered by the minister to be necessary to prevent, respond to or alleviate the effects of an emergency or disaster;	A	Authorize the entry without a warrant into any structure or onto any land by any person for the purpose of taking emergency measures.
>	Cause the demolition or removal of any trees, structures, or crops if the demolition or removal is considered by the minister to be necessary or appropriate in order to prevent, respond to or alleviate the effects of an emergency or disaster.	A	Authorize or require the alteration, removal, or demolition of works.
<i>></i>	Construct works considered by the minister to be necessary or appropriate to prevent, respond to or alleviate the effects of an emergency or disaster.	A	The Minister may, by order, do all acts and implement all procedures that the minister is satisfied are necessary to respond to an emergency.
A	Procure, fix prices for or ration food, clothing, fuel, equipment, medical supplies or other essential supplies and the use of any property, services, resources, or equipment within any part of British Columbia for the duration of the state of emergency.	A	Prohibit or limit seizures of supplies, equipment or other items, services, property or facilities or a class of any of these, that have been deemed essential.
		>	Prohibit the entry into any structure or onto any land by any person.
		>	 Require the owner of a structure to: Have any damage to the structure assessed. Give the results of the assessment to local authority or a class of person specified by the local authority.
		A	Require a person to stop doing an activity, including an activity that a person is licensed, permitted or otherwise authorized to do under an enactment.
		A	Put limits or conditions on doing an activity, including limited or conditions that have the effect of modifying a license, permit or

	Emergency Program Act (EPA)		Emergency And Disaster Management Act (EDMA)
			other authorization issued under an enactment.
A A	A local authority on the request of, and within the time required by the minister, must submit to the minister: (a) the local emergency plan as prepared under section 6 (2) of the Act and updated under section 2 (3) (a) of this regulation, (b) the schedule and content of any emergency training or exercise program, and (c) any other emergency prevention, preparedness, response or recovery information that the minister considers necessary to assist the minister in preparing or establishing procedures required for the prompt and efficient implementation of plans and programs to meet emergencies and disasters.	A A	Within 120 days of the end of a SoLE or LRP a local authority must submit a report to the provincial administrator. ■ The report must outline the following: ✓ The emergency, actions taken, and powers exercised. If powers were used without consulting Indigenous governing bodies due to imminent risk, the report must include reasons for the decision. Any other matter as required by the minister.
A	There was no provision for borrowing money to pay expenses incurred in responding to an emergency with the local authority's jurisdiction.	A	A local authority may adopt a bylaw to borrow money to pay expenses incurred in responding to an emergency within the local authority's jurisdiction. The bylaw must be adopted no later than 60 days after the latest date makes or extends a SoLE or the Lieutenant Governor in Council or the minister makes or extends a SoPE, unless the Provincial Administrator extends the period of or grants an exception to that period.
>	The Lieutenant Governor in Council may, establish a criterion for the eligibility of a person to receive disaster financial assistance which was determined by regulation.	A	The Lieutenant Governor in Council, the minister of the provincial administrator may determine financial assistance be made available to local authorities or residents if they are satisfied that the emergency meets the prescribed criteria under the regulations for financial assistance is available. A claimant may be eligible for compensation if their primary residence was under an Evacuation Order or under a declared LRP.

Emergency Program Act (EPA)	Emergency And Disaster Management Act (EDMA)
(EPA)	 (EDMA) A claimant is entitled to claim compensation from the entity exercising its power. EDMA outlines the amount of compensation will be determined based on revised regulations. A person must comply with EDMA and all Evacuation Orders, LRP, or any other emergency instrument made under the EDMA. A person may be required to pay costs if: The emergency is threatened or caused in whole or in part by the person's acts or omissions.
	 The person interferes with or obstructs a person exercising a power, the performance of a duty or the taking of an emergency measure. The person not providing essential information requested regarding the risk to a person's health, safety, or wellbeing due to a critical incident or emergency. The Province, local authority or participating authority acting under an emergency measures agreement incurs an expense to mitigate or prepare for or to respond to or recover from the threat caused by the person.
Fines and imprisonment were not considered under the EPA.	 An individual committing an offence can be imprisoned for a term of not more than one year, and/or required to pay a penalty of up to \$100,000. A corporation committing an offence for a fine of up to \$1,000,000. An employee, officer, or director of a corporation can be imprisoned for a term of not more than one year, and/or required to pay a penalty of up to \$300,000.

	Emergency Program Act (EPA)	Emergency And Disaster Management Act (EDMA)			
	Part 9 – Administrative Matters				
A	There was no reference to volunteers in the <i>EPA</i> .	 A volunteer who is deployed in response to an emergency is considered a "protected employee" and cannot be terminated or change the terms of their employment. An employer can apply to request an employee be released from deployment due if it unduly interferes with the employer's ability to carry on business or creates undue financial hardship for the employer. 			
A	There was no reference regarding requesting, collecting, or sharing personal information under the <i>EPA</i> .	 An authorized person may request, collect, and disclose to an authorized person essential personal information received from or about a person needing services. A person who obtains personal information under <i>EDMA</i> must keep the information confidential except where sharing is approved under <i>EDMA</i>. 			
>	There was no reference regarding Indigenous knowledge under the <i>EPA</i> .	 Indigenous knowledge that is provided in confidence by the Indigenous people in relation to exercising a power or performance of a duty under EDMA may only be used for the purpose the Indigenous knowledge is provided unless: Written consent of the Indigenous governing body is received. The information is available publicly. The information is shared with a person exercising a power or the performance of a duty under EDMA. Shared with legal counsel for the purpose of obtaining a legal opinion. Required under a court order. In a prescribed circumstance. If required to share the Indigenous knowledge under a court order or in a prescribed circumstance a person must give written notice of the disclosure requirement to the Indigenous Governing Body. 			

	Emergency Program Act		Emergency And Disaster Management Act
	(EPA)		(EDMA)
		>	If a person discloses Indigenous knowledge
			to a person exercising a power or the
			performance of a duty under <i>EDMA</i> , notice
			in writing to the Indigenous Governing Body
$ldsymbol{ld}}}}}}$			must be sent as soon as it is practical.
	<u> </u>	tio	n-Making Powers
>	Under the EPA the minister did not have	>	The Lieutenant Governor in Council can
	the power to make new regulations Ad		establish regulations for emergency
	Hoc, and neither did the Lieutenant		management covering:
	Governor.		 The creation and maintenance of
			emergency organizations by local
			authorities.
			 The development and maintenance of
			risk assessment and emergency plans,
			exercises, and training.
			 Governance of multijurisdictional
			emergency organizations.
			 The terms for agreements.
			 Consultation, engagement, and
			cooperation with other governing
			bodies, including Indigenous Governing
			Bodies.
			 Conflict resolution, and conditions for
			local authorities exercising response
			and recovery powers.
			 The management, training, and
			reimbursement of volunteers.
			 Compensation and financial assistance.
			 Applications to court.
			 Cost recovery and administrative
			penalties.
			Making and keeping records.
			 Making reports. Information about a person's peeding.
			 Information about a person's needing services.
			Confidentiality of Indigenous knowledge.
			, ,
			The content manner of giving and doomed receipt of notices to be given.
			deemed receipt of notices to be given,
			and orders made under <i>EDMA</i> .
			 Hearings under EDMA.
			Delegation of duties, conferring
			discretion, making different regulation

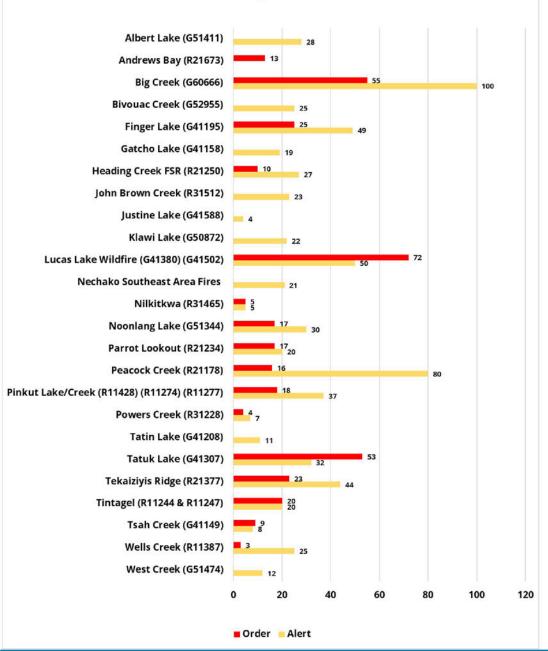
Emergency Program Act (EPA)	Emergency And Disaster Management Act (EDMA)	
	for, establishing, or defining classes of	
	persons, places, or things, modifying a	
	requirement under EDMA or setting	
	terms and conditions on an exemption	
	or modification under EDMA.	
Part 11	- Review Of Act	
> There was no review requirement	EDMA be reviewed within five years of	
under the <i>EPA</i> .	receiving Royal Assent.	
Part 12 – TRANSITIONAL PROVISIONS		
The terms of the FPA will continue in force until regulations have been developed, which will		

The terms of the *EPA* will continue in force until regulations have been developed, which will then bring the sections of *EDMA* that are being addressed by the regulation into force.

ATTACHMENTS:

- ➤ 2016-01-10 Report to the Board re: Emergency Management BC Discussion Paper Legislative Changes
- ➤ 2016-01-28 Letter from the Board to Minister of State re: Emergency Program Act Proposed Changes
- ➤ <u>UBCM 2016 Report to Emergency Management BC</u>
- ➤ 2020-01-23 Letter from the Board to Minister re: Modernizing BC's Emergency Management Legislation.
- ➤ 2020-02-18 UBCM Overview of Local Government Feedback re: EPA Modernization

Number of Days Under Evacuation Alert or Evacuation Order By Fire



The RDBN EOC responded to 25 fires with Evacuation Orders and/or Evacuation Alerts. The EOC was activated for 113 days from June 27th until October 17th.

The RDBN EOC partnered with nine First Nations, one Local Authority, and two Provincial Agencies on the Evacuation Orders and Evacuation Alerts during the response.

