



## THE CORPORATION OF THE CITY OF VERNON

### **MEMORANDUM**

**TO:** Patti Bridal, Chief Administrative Officer **FILE:** 7130-01

**PC:** David Lind, Director, Fire Rescue Services **DATE:** May 15, 2023  
Sue Saunders, Emergency Program Coordinator

**FROM:** Sarah Smith, Senior Executive Assistant to Mayor and CAO

**SUBJECT:** **2023 UBCM RESOLUTION SUBMISSION**

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The 2023 Union of BC Municipalities (UBCM) Convention is scheduled to be held the week of September 18 to 22, 2023.

Council's resolution, adopted February 27, 2023, titled, "Funding Temporary Warming Shelters During Cold Weather" was submitted to SILGA on April 12, 2023 as a late resolution for consideration at the 2023 SILGA Convention. SILGA rejected the late resolution submission. The deadline for submitting this resolution directly to UBCM for the 2023 Convention is June 30, 2023. The procedure for submitting resolutions to UBCM is attached for information. (Attachment 1)

#### **RECOMMENDATION:**

THAT Council receive the memorandum titled "2023 UBCM Resolution Submission" dated May 15, 2023 and respectfully submitted by Senior Executive Assistant to Mayor and CAO.

AND FURTHER, that Council direct Administration to forward the resolution and relevant background material (Attachment 2) to UBCM for consideration at the 2023 UBCM Convention as follows:

*"WHEARAS the provision of funding from the Province to shelter providers through the local government for the provision of temporary, just-in-time warming shelter(s) during cold weather creates ineffective bureaucracy, places unreasonable pressure on municipal resources and creates unnecessary financial and other liabilities for local governments;*

*AND WHEREAS the Province has responsibility and existing funding mechanisms through BC Housing to provide reliable and stable funding to shelter providers for this purpose;*

*THEREFORE BE IT RESOLVED that UBCM contact the Ministry of Emergency Management and Climate Readiness and the Ministry of Municipal Affairs to advise of the challenges with the approach and to recommend that funding for the additional shelters be administered through the currently established Provincial funding mechanisms to social sector agencies, such as BC Housing."*

Respectfully submitted:

A handwritten signature in black ink, appearing to be 'S. J. ...', written over the text of the attachments.

Attachment 1 – Procedures for Submitting Resolutions to UBCM

Attachment 2 – Report to Council – Temporary Warming Shelter

Approved for the Agenda by the CAO

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## Procedures for Submitting Resolutions to UBCM

### 1. Submit Resolutions to Area Associations

Both UBCM and its member local governments have observed that submitting resolutions first to Area Associations results in better quality resolutions overall. UBCM encourages all members to submit resolutions first to Area Associations for consideration.

Resolutions endorsed by Area Associations at their annual meetings are submitted automatically to UBCM for consideration and do not need to be re-submitted to UBCM by the sponsor. (Resolutions that an Area Association has considered but not endorsed are not conveyed to UBCM.)

Please contact your Area Association for resolution submission procedures at the regional level.

Association of Kootenay and Boundary Local Governments (AKBLG)	akblg.ca
Association of Vancouver Island and Coastal Communities (AVICC)	avicc.ca
Lower Mainland Local Government Association (LMLGA)	lmlga.ca
North Central Local Government Association (NCLGA)	nclga.ca
Southern Interior Local Government Association (SILGA)	silga.ca

### 2. Direct Submission to UBCM

If necessary, local governments may submit council- or board-endorsed resolutions directly to UBCM until **June 30**, each year.

Resolutions should be submitted with background documents included.

Electronic form is preferred.

The resolution and background information should be submitted to:

Jamee Justason  
Information & Resolutions Coordinator  
Union of British Columbia Municipalities  
[jjustason@ubcm.ca](mailto:jjustason@ubcm.ca)

If submission by email is not possible, a hard copy of the resolution and background information may be mailed to:

60 – 10551 Shellbridge Way  
Richmond BC V6X 2W9

When clarification of a resolution is required, UBCM will contact the sponsor, and the sponsor will be given one week to respond. If the sponsor does not respond within one week, then the resolution will not be printed in the *Resolutions Book* and will not be considered at Convention. This is to avoid using extra time during policy debate to clarify a poorly written resolution.

### 3. Resolutions Received After the Deadline

Resolutions received after the submission deadline of June 30 will not be printed in the *Resolutions Book* and may only be admitted for debate by special motion during Convention. The process for handling resolutions received after the deadline is outlined below.

- The resolution and background information (email or hard copy) must be received at the UBCM Richmond office before 12:00 p.m. on the Friday preceding the Annual Convention.
- Resolutions received after the deadline will be examined by the Resolutions Committee and separated into the following categories:
  - **Late** resolutions, not recommended to be admitted for debate; or
  - **Emergency** resolutions, recommended to be admitted for debate.
- A resolution may be deemed emergency in nature **only if the topic has arisen since the June 30 deadline**.
- Emergency resolutions may be discussed only after all Section A resolutions have been debated, but not before the time printed in the Convention Program.
- No other late resolutions will be admitted for debate—they will instead be entered automatically into the resolutions cycle for the following year, starting with consideration by the appropriate Area Association. Referral to the following year ensures that these issues are not lost and that the broader membership may still consider the resolutions.



## THE CORPORATION OF THE CITY OF VERNON REPORT TO COUNCIL

**SUBMITTED BY:** David Lind, Director, Fire Rescue Services

**COUNCIL MEETING:** REG ☒ COW ☐ I/C ☐

**COUNCIL MEETING DATE:** February 27, 2023

**REPORT DATE:** February 13, 2023

**FILE:** 7130-01

**SUBJECT:** TEMPORARY WARMING SHELTER

### PURPOSE:

To make Council aware of the expectations and estimated workload for the City of Vernon regarding the provision of temporary warming shelters through the emergency program as proposed in the Province of British Columbia's "Warming Center Guidelines".

### RECOMMENDATION:

THAT Council direct Administration to create a policy clarifying the City of Vernon's role regarding the provision of temporary shelter space during cold weather as outlined in the report titled "*Temporary Warming Shelter*" dated February 27, 2023 and respectfully submitted by the Director, Fire Rescue Services;

AND FURTHER, that Council direct Administration to prepare a letter for the Mayor's signature to the Minister of Emergency Management and Climate Readiness outlining challenges with the Provincial approach to flow funding through local government for temporary, just-in-time cold weather shelters and advising that the City of Vernon will not be participating in this voluntary activity;

AND FURTHER, that Council endorse and direct Administration to submit the attached Southern Interior Local Government Association (SILGA) recommendation that the Province utilize other, existing social assistance pathways already in place to increase Provincial funding to the agencies with responsibility for providing shelter for vulnerable populations.

### ALTERNATIVES & IMPLICATIONS:

1. THAT Council direct Administration to engage the emergency program to flow Provincial, just-in-time funding through to service providers for increased provision of shelter during periods of increased need.

*Note: In addition to creating the requirement to monitor weather, this will on average create 17 days of unscheduled, new work annually to check community availability for shelter, activate, and submit cost recovery claims to the Province. **Most of the staff time will not be recoverable** and it is reasonable to consider that some of the expenses may be completely or partially denied.*

### ANALYSIS:

#### A. Committee Recommendations:

The Emergency Program Management Committee expressed support for the recommendation at a meeting held on February 14, 2023.

**B. Rationale:**

1. The Province provides additional shelter beds during cold weather through funding arrangements from BC Housing to shelter providers.
2. In November 2022, the Province released "*Warming Centre Guidelines*" to fund additional daytime warming spaces on cold days (where the need exceeds the BC Housing funded shelter spaces) through local government emergency programs. The funding is administered through Emergency Management and Climate Readiness (EMCR) using emergency management processes to reimburse local government for eligible costs similar to processes used for wildfires and freshet emergency events.
3. The "*Warming Center Guidelines*" enters the local government into a liability situation for the actions of others which they have no control over.
4. The "*Guidelines*" reference the "*Assistance to Shelter Regulation*" definition for cold weather, citing that for those without shelter -10 Celsius or lower is considered extreme weather\* in the interior of BC. Historically, Vernon has 17 days a year with temperatures below -10° Celsius (Environment Climate Change Canada climate data for 1981-2010).

\* drawn from "*Assistance to Shelter Regulation of the Assistance to Shelter Act*", authorizing shelter providers with Extreme Weather Response Plans to issue extreme weather alerts, activate additional temporary shelter spaces for homeless individuals, and notify the police who can direct people at risk from cold to the shelter(s) (and transport them if necessary).

5. Delivering services to people that live without shelter is inherently challenging, requiring specialized skills and resources. This work is also outside the scope of local government. The "*Guidelines*" do not preclude social sector agencies from providing the funded warming spaces. However, social sector agencies do not operate with surplus capacity available for engagement on an "if and when needed basis" related to cold weather.
6. With fluctuating temperatures and unstable funding, participating municipalities would have to assess, engage, implement, document and pay for social sector services and make claim to the Province to recover costs to access this Provincial funding with each occasion of cold weather. There is no emergency program budget for this work and there is no certainty that all costs will be reimbursed.
7. In December 2022, with new and increasing expectation the emergency program accessed these Provincial supports and engaged social sector agencies, including the BC Housing funded shelter, to provide additional daytime warming. For two agencies, this meant extending their operational hours. In another case, it meant the BC Housing funded additional space for overnight operations and EMCR via local government funded the same space for daytime operations. At this time, the claim has not been submitted as we need to wait for all costs to be paid first. The City of Vernon may not recover all costs paid and will not recover the staff time to administer the flow-through funding.
8. Administration does not recommend participating in this program. The unsheltered population is supported by Provincial funding to shelter providers. The "*Warming Center Guideline*" approach creates an undue administrative and financial burden on already stretched local government resources. In addition, Administration recommends that a SILGA resolution requesting the Province provide reliable and stable funding to the shelters through BC Housing.

**C. Attachments:**

1. SILGA Recommendation – Funding Temporary Warming Shelters During Cold Weather

2. Letter from Ministry Municipal Affairs, Acting Assistant Deputy Minister, Brian Bedford, dated November 8, 2022 and titled "Local Government CAOs of British Columbia".
3. Warming Centre Guidelines, Ministry of Emergency Management and Climate Readiness, dated 22-12-20.
4. Diagram of Provincial flow through funding approaches for temporary, just-in-time, warming shelter during cold weather

**D. Council's Mission:**

To deliver effective and efficient local government services that benefit our citizens, our businesses, our environment and our future.

**E. Relevant Policy/Bylaws/Resolutions:**

1. Emergency Program Regulatory Bylaw #5862, August 16, 2021

**BUDGET/RESOURCE IMPLICATIONS:**

Alternative 2 would create an unknown financial liability in that expenses would be incurred and then submitted to EMCR for reimbursement after an event. Staff wages are typically not recoverable and it is likely that some expenses would not be reimbursed. It is estimated that the City would incur and lose the equivalent cost of 17 work days annually.

Prepared by:

Approved for submission to Council:

X

Signer 1

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X

Signer 2

Division Director



Patricia Bridal, CAO

Date: Feb 21, 2023

**REVIEWED WITH**

- |   |   |  |
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| <input checked="" type="checkbox"/> Corporate Services                            | <input type="checkbox"/> Operations           | <input type="checkbox"/> Current Planning                                |
| <input type="checkbox"/> Bylaw Compliance   | <input type="checkbox"/> Public Works/Airport | <input checked="" type="checkbox"/> Long Range Planning & Sustainability |
| <input type="checkbox"/> Real Estate  | <input type="checkbox"/> Facilities           | <input type="checkbox"/> Building & Licensing                            |
| <input type="checkbox"/> RCMP   | <input type="checkbox"/> Utilities            | <input type="checkbox"/> Engineering Development Services                |
| <input checked="" type="checkbox"/> Fire & Rescue Services                        | <input type="checkbox"/> Recreation Services  | <input type="checkbox"/> Infrastructure Management                       |
| <input type="checkbox"/> Human Resources  | <input type="checkbox"/> Parks                | <input type="checkbox"/> Transportation                                  |
| <input checked="" type="checkbox"/> Financial Services                            |   | <input type="checkbox"/> Economic Development & Tourism                  |
| <input type="checkbox"/> COMMITTEE:   |   |  |
| <input checked="" type="checkbox"/> OTHER: Emergency Program Management Committee |   |  |

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City of Vernon

February 15, 2023

### SILGA Recommendation – Funding Temporary Warming Shelters During Cold Weather

*WHEREAS the provision of funding from the Province to shelter providers through the local government for the provision of temporary, just-in-time warming shelter(s) during cold weather creates ineffective bureaucracy, places unreasonable pressure on municipal resources and creates unnecessary financial and other liabilities for local governments;*

*AND WHEREAS the Province has responsibility and existing funding mechanisms through BC Housing to provide reliable and stable funding to shelter providers for this purpose;*

*THEREFORE BE IT RESOLVED that UBCM contact the Ministry of Emergency Management and Climate Readiness and the Ministry Municipal Affairs to advise of the challenges with the approach and to recommend that funding for the additional shelters be administered through the currently established Provincial funding mechanisms to social sector agencies, such as BC Housing.*

## Attachment #2



November 8, 2022

Ref: 271491

Local Government CAOs of British Columbia

Dear CAOs:

With the arrival of cooler weather, Emergency Management BC (EMBC) has shared the following guidelines to provide clarity to Indigenous Communities and Local Authorities on preparing for extreme weather conditions and setting up warming centres. Since the current contact information for the newly elected Mayors and Regional District Chairs has not been finalized, please share this letter with the appropriate elected officials in your local government.

For the purposes of these guidelines, the definition of "extreme weather conditions," as listed in the [Assistance to Shelter Regulation](#), are outlined below:

- a) Any of the following conditions are prescribed for the **Fraser Region, the Vancouver Coastal Region and the Vancouver Island Region**:
  - i. Environment Canada is forecasting, for the next 24-hour period, a temperature of  $-4^{\circ}$  Celsius or lower as the lowest temperature for that period;
  - ii. According to Environment Canada, the temperature currently is  $-4^{\circ}$  Celsius or lower;
  - iii. Environment Canada, for the next 24-hour period, is forecasting a temperature of  $0^{\circ}$  Celsius or lower as the lowest temperature for that period and has issued a weather warning;
  - iv. According to Environment Canada the temperature currently is  $0^{\circ}$  Celsius or lower and Environment Canada has issued a weather warning, and
- b) Any of the following conditions are prescribed for the **Interior Region and the North Region**:
  - i. Environment Canada is forecasting, for the next 24-hour period, a temperature of  $-10^{\circ}$  Celsius or lower as the lowest temperature for that period;
  - ii. According to Environment Canada, the temperature currently is  $-10^{\circ}$  Celsius or lower;
  - iii. Environment Canada, for the next 24-hour period, is forecasting a temperature of  $0^{\circ}$  Celsius or lower as the lowest temperature for that period and has issued a weather warning;
  - iv. According to Environment Canada, the temperature currently is  $0^{\circ}$  Celsius or lower and Environment Canada has issued a weather warning.

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Ministry of Municipal Affairs    Local Government

Mailing Address:  
PO Box 9490 Stn Prov Govt  
Victoria BC V8W 9N7  
Phone: 250 356-6575  
Fax: 250 387-7973

Location:  
6th Floor, 800 Johnson Street  
Victoria BC V8W 1N3  
[www.gov.bc.ca/muni](http://www.gov.bc.ca/muni)

Warming Centres:

- Warming centres may be established when extreme weather conditions exist, as listed in the [Assistance to Shelter Regulation](#). A task number may be authorized to ensure the health or safety of vulnerable individuals or families and to provide coverage for volunteers.
- A warming centre is a place for people to go to warm up and get information on how to safely stay warm in their own homes.
- Fuel and operating costs for generators for Indigenous or Local Government-owned-or-run facilities may be eligible for reimbursement by EMBC.
- Rental costs for non-Indigenous or Local Government owned-or-run facilities may be eligible for reimbursement by Emergency Management BC.
- **Note:**
  - Fuel for privately-owned generators for use at a private residence is not an eligible expense.
  - Local NGOs and Faith-Based Organizations may be able to assist their neighbours, thus enhancing personal and community resilience.
- Warming centres are not a substitute for overnight shelters. The BC Housing Extreme Weather Response (EWR) program funds community-based services to provide temporary emergency shelter spaces during periods of extreme winter weather which threaten the health and safety of homeless individuals. EWR is generally funded for 12-hour overnight operations. EWR sites must have a community plan approved by BC Housing, have municipal approval for the site and follow [the Assistance to Shelter Act](#) in activating and deactivating.

Process for Establishing Additional Warming Centres

1. Confirm existing community and BC Housing shelter resources are at capacity.
2. Exhaust resources available through BC Housing, including EWR.
3. Reach out to the Emergency Coordination Centre: 1-800-663-3456 to seek a task number, provide information regarding steps your community has taken to seek additional supports through BC Housing and express that there is a need for additional supports.
4. EMBC will issue a task number on a case-by-case basis. Approval will cover incremental costs to set up additional warming centres.

Mayors, Regional District Chairs and CAOs  
Page 3

BC Housing Emergency Shelter Program

Questions about the BC Housing Emergency Shelter Program or Extreme Weather Shelter program can be directed to:

<https://www.bchousing.org/contact>

<https://www.bchousing.org/housing-assistance/homelessness-services>

Sincerely,

A handwritten signature in blue ink, appearing to read 'Bedford', enclosed within a blue oval.

Brian Bedford  
Acting Assistant Deputy Minister

pc: Madeline Maley, Assistant Deputy Minister Regional Operations, Emergency Management BC

## Warming Centre Guidelines



### Reception / Warming Centres:

Warming Centres may be established as indicated in an Indigenous or Local Government extreme/cold weather plan. Or in the absence of a plan when extreme weather conditions as listed in the [Assistance to Shelter Regulation](#). Under an extreme/cold weather plan communities set the temperature or weather threshold for activating their plan.

Local NGOs and Faith Based Organizations may be able to assist their neighbours thus enhancing personal and community resilience.

A warming centre is a place for people to go to warm up and get information on how to safely stay warm in where they reside.

Warming centers are not a substitute for overnights shelters. The BC Housing Extreme Weather Response (EWR) program funds community-based services to provide temporary emergency shelter spaces during periods of extreme winter weather which threaten the health and safety of homeless individuals. EWR is generally funded for 12-hour overnight operations. EWR sites must have a community plan approved by BC Housing, have municipal approval for the site, and follow the [Assistance to Shelter Act](#) legislation in activating and deactivating. Communities determine what weather conditions warrant an extreme weather alert and determine the number of EWR shelter spaces to activate.

### Process for Establishing Warming Centres

1. Confirm existing community and BC Housing shelter resources are at capacity
2. Exhaust resources available through BC Housing, including EWR
3. Reach out to Emergency Coordination Centre: 1-800-663-3456 to seek a task number, provide information regarding steps your community has taken to seek additional supports through BC Housing and that there is a need for additional supports
4. EMCR will issue a task number on a case-by-case basis ensure the health or safety of vulnerable individuals or families and to provide coverage for volunteers. Approval will cover incremental costs to set up additional warming centres

### Incremental Costs may include:

- Fuel and operating costs for generators for Indigenous or Local Government-owned-or-run facilities
- Rental costs for non- Indigenous or Local Government owned-or-run facilities

### Note:

Fuel for privately owned generators, for use at a private residence is not an eligible expense.

### BC Housing Emergency Shelter Program

Questions about the BC Housing Extreme Weather Shelter Program or Emergency Shelter program can be directed to;

<https://www.bchousing.org/contact>

<https://www.bchousing.org/housing-assistance/homelessness-services>

Should individuals be identified with specific needs based on the consequences of the incident, the EMCR Regional Duty Manager in consultation with the Provincial Duty Manager may authorize support in line with the provisions under the [evacuee living assistance policy](#).

### Power / Natural Gas Outages:

Should residents approach your community emergency program for assistance during power/natural gas outages, here is a recommended protocol to follow:

1. If the resident has an emergency medical need they should be advised to call 911 or their local emergency number for emergency medical help;
2. If the resident has a medical concern that is not an emergency, they should be referred to [HealthLink BC](#) (8-1-1 phone line, [www.healthlinkbc.ca/](http://www.healthlinkbc.ca/))

- 8-1-1 is a free-of-charge provincial health information and advice phone line available in British Columbia. The 8-1-1 phone line is operated by HealthLink BC, which is part of the Ministry of Health.

By calling 8-1-1, you can speak to a health services navigator, who can help you find health information and services; or connect you directly with a registered nurse, a registered dietitian, a qualified exercise professional, or a pharmacist.

Any one of these healthcare professionals will help you get the information you need to manage your health concerns, or those of your family.

- For deaf and hearing-impaired, call 7-1-1.

3. If the caller does not have a medical need but is seeking accommodation, they can be advised to:

- Stay with a neighbour, family member, or a friend who has power / natural gas; or
- Move to a hotel/motel that has power / natural gas (there is no funding assistance available for alternate accommodations due to power outage).

Please do not refer these calls to EMCR's 800 emergency lines as we would simply follow the same protocol and your direct assistance saves them an unnecessary step

For the purposes of these guidelines, the definition of "extreme weather conditions" as listed in the [Assistance to Shelter Regulation](#) , are outlined below;

(a) any of the following conditions are prescribed for the **Fraser Region, the Vancouver Coastal Region and the Vancouver Island Region**:

- (i) Environment Canada is forecasting, for the next 24-hour period, a temperature of  $-4^{\circ}$  Celsius or lower as the lowest temperature for that period;
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- (iv) according to Environment Canada the temperature currently is  $0^{\circ}$  Celsius or lower and Environment Canada has issued a weather warning, and

(b) any of the following conditions are prescribed for the **Interior Region and the North Region**:

- (i) Environment Canada is forecasting, for the next 24-hour period, a temperature of  $-10^{\circ}$  Celsius or lower as the lowest temperature for that period;
- (ii) according to Environment Canada, the temperature currently is  $-10^{\circ}$  Celsius or lower;
- (iii) Environment Canada, for the next 24-hour period, is forecasting a temperature of  $0^{\circ}$  Celsius or lower as the lowest temperature for that period and has issued a weather warning;
- (iv) according to Environment Canada, the temperature currently is  $0^{\circ}$  Celsius or lower and Environment Canada has issued a weather warning.

## Attachment #4

Attachment 4: Diagram of Provincial flow through funding approaches for temporary, just-in-time, warming shelter during cold weather

