



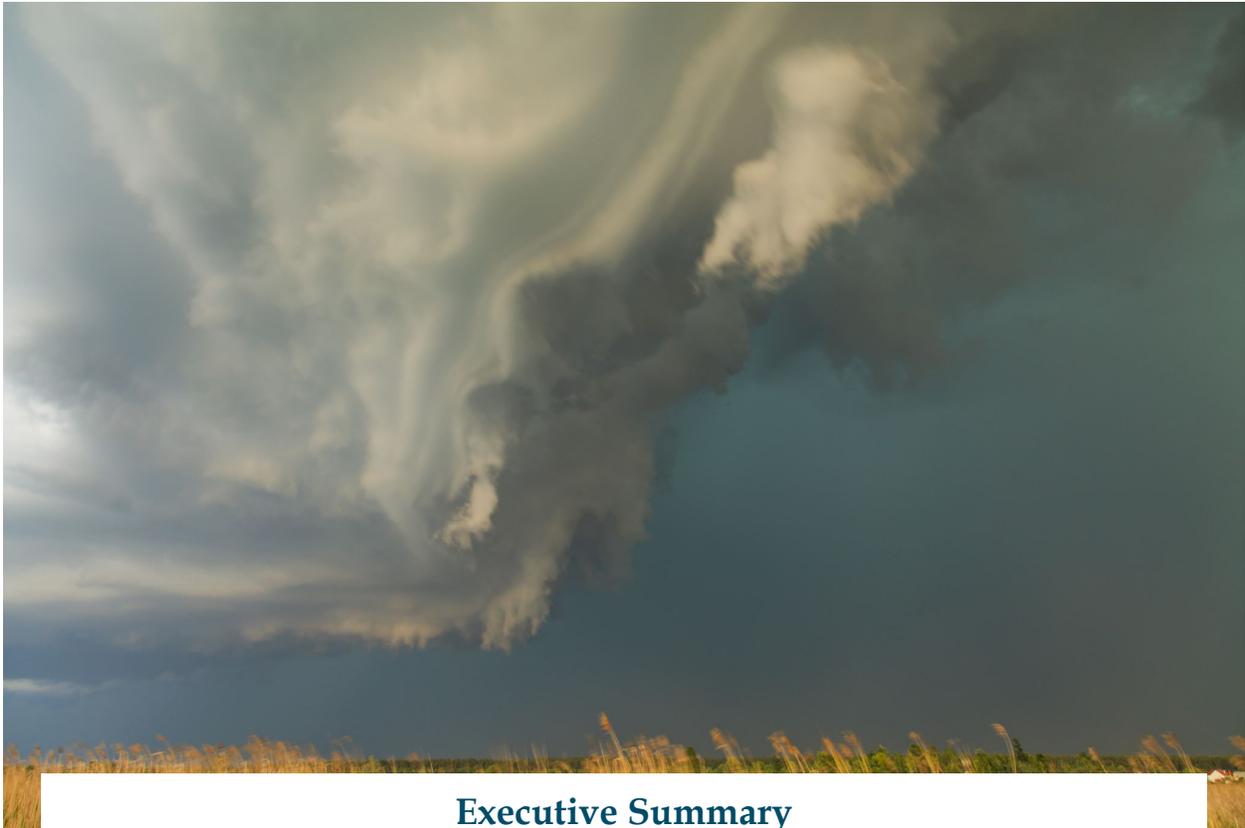
# Emergency Preparedness Research Report

*Environmental Scan of the Indigenous Communities Potentially Impacted by the  
Line 3 Replacement Program*

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Submitted to: Line 3 Indigenous Advisory and Monitoring Committee

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## Executive Summary

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Indigenous communities across Canada face a heightened risk of being subjected to emergency or disaster scenarios when weighed against comparable regional communities. This risk quotient is expected to rise in coming years as the impacts of climate change alter risk profiles globally. Addressing Emergency Management (EM) in Indigenous communities involves examining the opportunities and challenges in both the communities themselves and the EM programs and services designed to support them. This research project specifically investigated the emergency preparedness of 98 Indigenous communities in Alberta, Saskatchewan, and Manitoba deemed potentially affected by the Line 3 pipeline expansion project. Given that community emergency preparedness involves more than pipeline considerations, our research used primary and secondary research methods to uncover the EM capacity of these communities to prepare for and respond to disaster and emergency scenarios. Our goal was to of better understand community needs and identify ways to foster community-based resiliency in line with Canada’s overarching EM goals.

Through targeted interviews and surveys completed by EM and other departments, we determined EM capacity in Indigenous communities exists on a wide spectrum. These primary findings suggest communication issues represent a major EM challenge for nearly all communities that responded.

This includes internal communication challenges and issues surrounding trust and collaboration with external EM agencies. Moreover, challenges surrounding communication, collaboration and the lack of effective partnerships with external EM providers has led to diminished internal EM capacity for many communities and puts them at risk for future disaster or emergency scenarios.

To increase emergency preparedness in Indigenous communities in an effective and holistic way, Canada must develop and prioritize partnerships between neighboring regions, response organizations and governments. This involves greater degrees of communication, collaboration, mutual trust and reconciliation. Funding must be made more accessible, and proactive EM activities should be emphasized and targeted over reactive response and recovery activities. Lines of communication and partnership can be opened through the facilitation of After-Action reviews, open-houses, and the integration of Indigenous community members into the external agencies tasked with addressing their EM concerns. Similarly, because emergency response is often first undertaken at the community level, community-based EM programming is likely more effective than external programming: no-one better understands the needs of a community better than the community members themselves. Although the primary research for this project focuses on those communities affected by the Line 3 pipeline expansion, the findings are applicable for many Indigenous communities across Canada.

## Acknowledgement

The project team would like to acknowledge and express their gratitude to the many Indigenous Communities that participated throughout this research project. The willingness of individuals to share their experiences in emergency management and provide feedback through both interviews and surveys helped guide the research and ensure community-focused findings were identified.

The project team would also like to acknowledge the support of the Line 3 Indigenous Advisory and Monitoring Committee for providing feedback throughout the development of this research project. The Committee members were essential resources to help guide the project direction and ensure the research team focused on collecting the perspectives of the impacted Indigenous communities and Federal organizations.



## Table of Contents

Executive Summary .....	ii
Acknowledgement.....	iv
List of Figures .....	viii
List of Tables.....	x
List of Acronyms and Abbreviations .....	xi
Chapter 1: Introduction .....	1
1.1. Project Scope .....	3
1.2. Line 3 Replacement Project Background .....	4
1.3. Research Objectives.....	5
Chapter 2: Research Methodology .....	7
2.1. Secondary Research - Document Review.....	7
2.2. Secondary Research - Scan of Similar Initiatives.....	7
2.2.1. Synergies and Efficiencies.....	11
2.3. Primary Research - Interview and Survey Process .....	13
2.4. Guidance from the Indigenous Advisory Monitoring Committee Steering Meetings.....	14
2.4.1. Gap Analyses.....	14
2.4.2. Section 35 Approach.....	15
2.5. Strengths and Limitations of the Approach .....	15
2.5.1. Strengths .....	15
2.5.2. Limitations .....	15
Chapter 3: State of Emergency Preparedness in Impacted Métis Nation and First Nation Communities..	17
3.1. Resources and Information Provided from Enbridge .....	22
3.1.1. Enbridge Indigenous Peoples Policy .....	23
3.1.2. Enbridge Inland Spill Response Tactics Guide .....	23
3.1.3. Public Awareness Program.....	23
3.1.4. Safe Community Program (Enbridge 9-11 Fund) .....	24

3.1.5. Emergency Responder Education Program ..... 24

3.1.6. Enbridge Integrated Contingency Plan (ICP) – Prairie Region Response Zone ..... 24

3.1.7. Enbridge Field Emergency Response Plan – Prairie Region Response Zone ..... 24

Chapter 4: Training Levels within Impacted Communities ..... 25

4.1. Considerations..... 26

4.2. Key Findings ..... 27

4.3. Recommendations..... 32

Chapter 5: Equipment and Resources Available for Emergency Response..... 35

Chapter 6: Greatest Emergency Management Capacity Challenges..... 41

6.1. EM Capacity Challenges Identified in First Nation Communities ..... 42

6.1.1. Common Themes from First Nations Community Feedback in the BC Flood and Wildfire Review..... 43

6.1.2. Capacity Challenges Identified in the BC Wildfire and Flood Review..... 47

6.1.3. Audit of the Emergency Management Assistance Program (EMAP) ..... 50

6.2. Shared EM Capacity Challenges ..... 54

6.2.1. Lessons from the Horse River Wildfire..... 54

6.3. Métis Nation EM Capacity Challenges..... 57

6.3.1. Background on the Métis Nation and Emergency Management ..... 58

6.3.2. Métis Nation EM Capacity Challenges Identified in the RMWB ..... 60

6.3.3. Indigenous Partnerships..... 62

Chapter 7: Emergency Management Resources, Tools and Initiatives..... 63

7.1. The Emergency Management Assistance Program ..... 64

7.1.1. Eligibility Requirements for EMAP ..... 66

7.1.2. EMAP Funding Specifics and Reimbursement Requirements ..... 72

7.1.3. Provisions for Funding Arrangements with ISC and EMAP..... 73

7.2. The General Assessment (GA) Workbook ..... 75

7.3. ISC – Comprehensive Funding Agreement and 10-year New Fiscal Relationship Grants ..... 76

7.4. Canada’s Integration of the Sendai Framework..... 78

7.5. Approach Taken by Emergency Management British Columbia.....	82
7.6. 2019 Assembly of First Nations – Emergency Management Resolutions .....	85
7.7. Emergency Management Resources, Tools and Initiatives Available for the Métis Nation .....	87
7.7.1. Community Emergency Response Team.....	88
7.7.2. McMurray Métis Community Emergency Management Plan.....	89
7.8. Summary of Other Emergency Management Resources, Tools and Initiatives .....	90
7.8.1. First Nation Adapt Program.....	90
7.8.2. First Nation Fire Protection Strategy.....	90
7.8.3. McMurray Métis Community Emergency Management Plan.....	91
7.8.4. Aboriginal Resilience Planning Guide .....	91
Chapter 8: Summary of Key Findings and Considerations.....	92
8.1. Summary of Key Findings.....	93
8.2. Summary of Considerations.....	95
Chapter 9: Conclusion.....	101
References .....	102
Appendix A – Available Resources, Tools & Initiatives .....	110
Appendix B – Survey Results .....	115
Appendix C – Impacted Community Feedback .....	123
Appendix D – Survey and Interview Questions.....	125
Appendix E – ICS Structure.....	130

## List of Figures

Figure 1: First Nation Reserve Lands Impacted by Wildfire in Canada from 2006-2016.....	2
Figure 2: Route of the Line 3 Replacement Project.....	5
Figure 3: EM Resources or Training provided from Enbridge in Relation to the L3RP.....	22
Figure 4: Emergency Management Structure within Community.....	28
Figure 5: Community Emergency Management Team with Designated Roles and Training.....	30
Figure 6: Frequency that Communities Plan & Deliver Emergency Exercises or Education.....	31
Figure 7: Percentage of Communities with Emergency Services and Emergency Management.....	37
Figure 8: Emergency Services within Community.....	37
Figure 9: Emergency Services Provided from Surrounding Communities.....	38
Figure 10: ISC Funding Available to Indigenous Communities.....	40
Figure 11: Established Emergency Management Relationships with External Agencies.....	63
Figure 12: Emergency Response Plan & Resources Implemented within Community.....	115
Figure 13: Funds Directed to Emergency Management within Community.....	115
Figure 14: Designated Emergency Coordination Centre within Community.....	116
Figure 15: Types of Emergencies & Natural Disasters Events of Concern within Community.....	116
Figure 16: Established Emergency Contact List within Community.....	117
Figure 17: Community Access to Emergency Management Contacts / Information / Agreements.....	117
Figure 18: Community Familiarity with Available Funding Opportunities.....	118
Figure 19: Previously Obtained Funding to Support Emergency Management Initiatives.....	118
Figure 20: Emergency Alert or Warning System within Community.....	119
Figure 21: Agencies that Issue Emergency Alerts & Warnings to Community.....	119
Figure 22: Platform most used in Community to Provide Emergency Alerts & Warnings.....	120
Figure 23: Communities that have performed a Hazard and Risk Identification Assessment.....	120
Figure 24: Types of Emergency Management Non-Structural Mitigation Initiatives Implemented.....	121
Figure 25: Communities with More than One Access or Exit Road.....	121

Figure 26: Communities that have Other Access Methods in Addition to Roads ..... 122

**List of Tables**

Table 1: Development of EM Training Schedule & Approach ..... 27

Table 2: Recommendations to Develop an Emergency Management Program..... 32

Table 3: Summary of Key Findings and Recommendations..... 92

## List of Acronyms and Abbreviations

AEMA	Alberta Emergency Management Agency
ADRP	Aboriginal Disaster Resilience Planning Guide
AFN	Assembly of First Nations
BCR	Band Council Resolution
CEMP	Community Emergency Response Plan
CER	Canadian Energy Regulator
CERT	Community Emergency Response Training
CFMP	Capital Facilities and Maintenance Program
CIRNAC	Crown-Indigenous Relations and Northern Affairs Canada
DEM	Director of Emergency Management
DRP	Disaster Recovery Program
ECC	Emergency Coordination Centre
EM	Emergency Management
EMBC	Emergency Management British Columbia
EMAP	Emergency Management Assistance Program
EMS	Emergency Medical Services
EOC	Emergency Operations Centre
ERP	Emergency Response Plan
ES	Emergency Services
FEMA	Federal Emergency Management Agency (USA)
FNHA	First Nations Health Authority
FNIF	First Nations Infrastructure Fund
FPT	Federal, Provincial, and Territorial
FR	First Responder
FSIN	Federation of Sovereign Indigenous Nations
GA	General Assessment (Workbook)
IAMC	Indigenous Advisory and Monitoring Committee
ICS	Incident Command System
IMT	Incident Management Team
INAC	Indigenous and Northern Affairs Canada
ISC	Indigenous Services Canada
ISET	Indigenous Skills and Employment Training
LiDAR	Light Detection and Ranging

L3RP	Line 3 Replacement Project
MMF	Manitoba Métis Federation
MNA	Métis Nation of Alberta
MNS	Métis Nation of Saskatchewan
MOU	Memorandum of Understanding
NASFM	National Association of State Fire Marshals
NFR	New Fiscal Relationship
NGO	Non-Governmental Organization
NRCan	Natural Resource Canada
PS	Public Safety Canada
RCMP	Royal Canadian Mounted Police
REOC	Regional Emergency Operations Centre
RMWB	Regional Municipality of Wood Buffalo
Sec. 35	Section 35 of the <i>Canadian Constitution Act, 1982</i>
TK	Traditional Knowledge
TLU	Traditional Land Use
UNDRIP	United Nations Declaration on Rights of Indigenous Peoples
UNDRR	United Nations Office for Disaster and Risk Reduction
WHO	World Health Organization
WUI	Wildland Urban Interface

## Chapter 1: Introduction

Indigenous communities across Canada continue to be disproportionately impacted by emergency and disaster incidents due to availability of resources, remoteness, diminished access to emergency services and proximity to areas prone to wildfire, flooding and other extreme weather events (Standing Committee on Indigenous and Northern Affairs, 2018). These disproportionate disaster risks are expected to continue rising as climate change escalates disaster risk profiles across Canada. Despite consistent efforts from Indigenous communities and local, regional, and federal governmental entities to address emergency preparedness, numerous Indigenous communities have been significantly impacted by large wildfires, or flood events, in recent decades.

- In 2017 alone, 49 wildfire incidents directly impacted First Nations communities resulting in over 12,800 individuals being evacuated (Standing Committee on Indigenous and Northern Affairs, 2018).
- Since the 1980s, approximately one-third of wildfire evacuations and more than half of all smoke-related evacuations have involved Indigenous communities (Sankey, 2018).
- Public Safety Canada (PS) estimates around 200 Indigenous communities are exposed to a higher risk of wildfire incidents than non-Indigenous communities with more than half of Canadian reserves (~300) being located within the Wildland Urban Interface (WUI) (Sankey, 2018) (Standing Committee on Indigenous and Northern Affairs, 2018).

As climate change increases the frequency and severity of extreme weather events, these risks are expected to rise correspondingly within these communities. Figure 1 maps the First Nation reserve lands that have been impacted by wildfire during a ten-year period (2006-2016); however, this represents only a fraction of the total number of emergency incidents that Indigenous communities have faced. In the same ten-year timeframe (2006-2016), almost 70 Indigenous communities experienced significant flooding, with 25% of these experiencing multiple floods, and 10% experiencing three or more flooding incidents (Thistlewaite, Minano, Henstra, & Scott, 2020). Furthermore, 22% of housing located on reserve lands is at risk of a 100-year flood (Thistlewaite, Minano, Henstra, & Scott, 2020). These incidents highlight the need for region-specific and culturally appropriate EM programs that incorporate local knowledge.

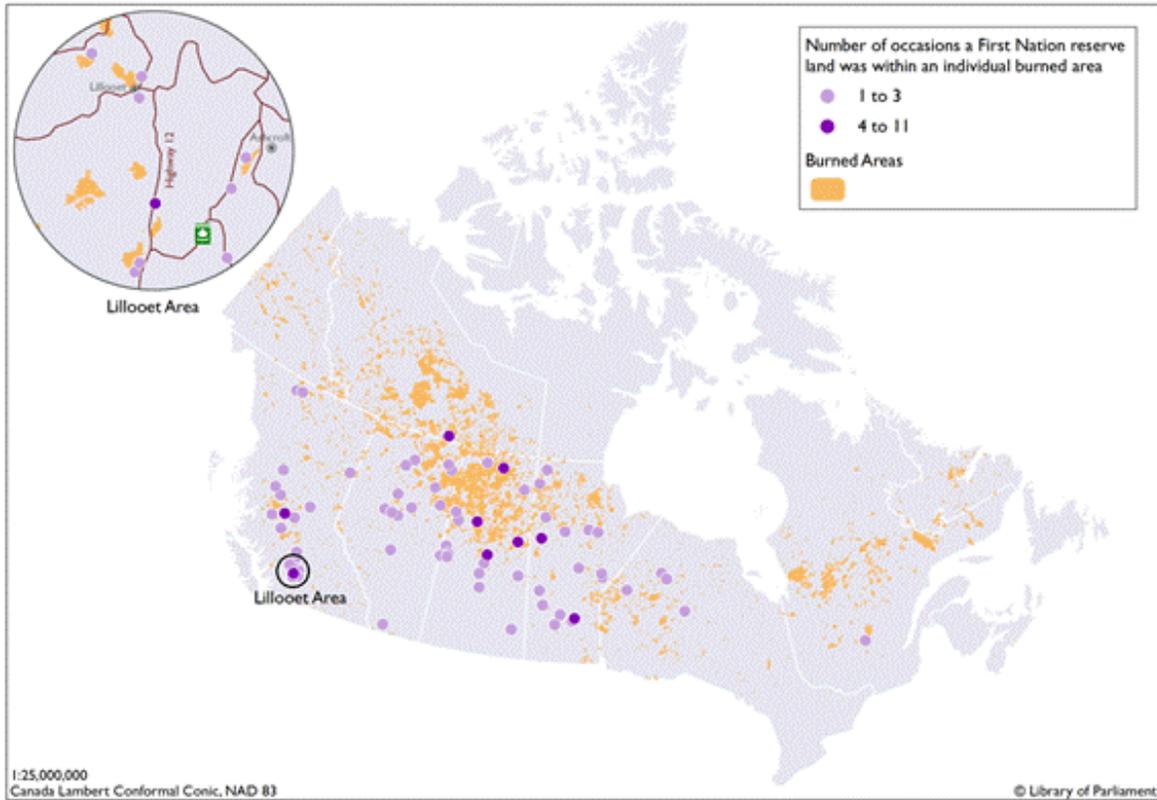


Figure 1: First Nation Reserve Lands Impacted by Wildfire in Canada from 2006-2016  
(Standing Committee on Indigenous and Northern Affairs, 2018)

Given the established need to increase emergency preparedness in Indigenous communities, the Government of Canada has established a number of support programs aimed at fostering community resiliency. Canada’s overarching EM framework is established by PS with the most recent *Emergency Management Framework for Canada* being revised and improved by Federal, Provincial and Territorial (FPT) Ministers in 2017 (Public Safety Canada, 2019c). This overarching EM framework extends to Indigenous communities as Indigenous peoples in Canada fall under federal jurisdiction, based on existing treaty and land negotiations under Sec. 35 of the *Constitution Act 1982*. For on-reserve First Nations communities, EM programs, Indigenous Services Canada (ISC) supports funding and initiatives through the Emergency Management Assistance Program (EMAP). This program aims to ensure First Nations communities across Canada have access to emergency assistance services and programs that are comparable to those available to other Canadians (Audit and Assurance Services Branch, 2017). More than just directing the application of EM and the distribution of funds and training for on-reserve communities, the Government of Canada is pursuing equitable partnerships based upon mutual trust and respect with Indigenous peoples. This objective aims to guide EM towards greater autonomy and self-direction for Indigenous communities.

In 2016, Canada endorsed the United Nations *Declaration on the Rights of Indigenous Peoples* (UNDRIP) and in December of 2020 introduced legislation to officially commit to its full and effective implementation as equitable partners with Indigenous peoples (Department of Justice Canada, 2020). UNDRIP is an international human-rights instrument designed to protect and elevate the rights of Indigenous peoples around the world (Department of Justice Canada, 2021). Canada's implementation of UNDRIP will necessarily involve adjustments to the delivery of EM programs and services through ISC and the EMAP. These changes can already be seen in changes to ISC's departmental plans and mandates and in the pursuit of the New Fiscal Relationship transfer program over traditional EM service agreements (Government of Canada, 2020a) (Indigenous Services Canada, 2020).

Similarly, PS has integrated guiding principles from the Sendai Framework for Disaster Risk Reduction 2015-2030 (Sendai Framework), into its *Emergency Management Strategy for Canada: Towards a Resilient 2030* (Public Safety Canada, 2019a). The Sendai Framework was developed in response to increasing instances of disaster and emergency scenarios globally (United Nations, 2015a). With this in mind, the Sendai Framework calls for a broader and more "people-centered" approach to EM and disaster risk reduction practices (United Nations, 2015, p. 10). This highlights the need for multi-hazard and multi-sectoral approaches that are inclusive and accessible to all relevant participants, including Indigenous peoples and communities, in order to be efficient and effective (United Nations, 2015a). Bolstered by Federal support and adopted International standards of best practice, EM in Indigenous communities in Canada is changing. However, emergency preparedness still varies largely between Indigenous communities and these differences are dependent upon a myriad of interwoven causes and effects.

This project investigates the state of emergency preparedness in the 98 Indigenous communities determined to be in the potential impact zone of Enbridge's Line 3 pipeline expansion (L3RP) and aims to identify the current EM opportunities and challenges facing these communities. This project also aims to identify resources, tools, and initiatives currently available that can be accessed and utilized to increase EM capacity in Indigenous communities across Canada.

## **1.1. Project Scope**

This research project has been directed and funded by the Line 3 Indigenous Advisory and Monitoring Committee (Line 3 IAMC) to research the state of emergency preparedness in Indigenous communities potentially impacted by L3RP. Specifically, the project scope entailed identifying emergency preparedness within these communities, and uncovering information, tools, resources, and initiatives available to increase EM capacity from within. The objective of this research project was to collect relevant primary and secondary data that help improve the understanding of Indigenous community needs related to emergency preparedness and EM capacity. These data can help improve EM entities and position communities to

effectively respond to incidents involving the L3RP or other emergency scenarios. To identify emergency preparedness levels in Indigenous communities, a background environmental scan was performed by the research team to identify previous research undertaken in the sphere of Indigenous EM. Throughout the research and writing process, we attended monthly check-in meetings with the Line 3 IAMC, secretariat staff and members of the Canadian Energy Regulator (CER) to ensure the research remained directed towards the desired research questions. In addition to secondary background research, primary research data were collected through a survey dispersed to all 98 identified communities within the identified L3RP impact zone. We also interviewed interested Indigenous community members to ensure community-specific objectives and feedback were incorporated into the research findings and recommendations. We combined the primary and secondary research throughout this research project to identify emergency preparedness levels in potentially impacted Métis and First Nations communities.

## **1.2. Line 3 Replacement Project Background**

Indigenous communities in Canada are at greater risk for emergency and disaster scenarios compared to non-Indigenous communities. This risk is expected to increase in the coming years due to the cumulative impacts of climate change and industry operating on Indigenous lands and territories. Through constitutional documents such as Sec. 35 of the *Constitution Act 1982*, Métis-specific legislation such as the *Daniels Decisions 2016*, and long-established First Nations Treaty rights, the Government of Canada has a constitutionally bound relationship with Indigenous peoples engendering them certain inalienable rights under the law. With these in mind, it is essential to identify the current EM capacity and emergency preparedness issues that may exist in Indigenous communities in Canada to better understand how both parties can work together to facilitate positive outcomes for Indigenous populations.

In line with the Federal Government's and ISC's renewed commitment to establish equitable relationships with Indigenous groups in Canada, the Line 3 IAMC was co-developed by Indigenous Peoples, the Government of Canada, and the CER to advance shared goals in relation to L3RP. The Line 3 IAMC is comprised of 18 members: 16 Indigenous representatives including First Nation and Métis Nation representatives from Alberta, Saskatchewan, and Manitoba, and two federal representatives from Natural Resources Canada (NRCan) and the CER.

Through consistent communication and engagement, the Line 3 IAMC acts as a forum to facilitate collaborative and inclusive Indigenous involvement concerning the activities undertaken through the duration of the L3RP lifecycle. This includes involvement in the review, monitoring, and reporting of environmental, safety and socio-economic aspects stemming from the L3RP. The Line 3 IAMC provides a platform to discuss and integrate meaningful and adequate consideration of traditional land use, sacred sites,

historical knowledge, and the diversity of Indigenous traditional and cultural worldviews into Enbridge’s L3RP.

The Canadian portion of the L3RP involves the replacement of 1,070 kilometers of existing pipeline from Hardisty, AB to Gretna, MB. The aging, 60-year-old pipeline was replaced with the newest, most advanced available pipeline technology, built to modern specifications and meant to enhance safety and integrity of the network of Enbridge pipelines. Construction on the Canadian portion began in the summer of 2017 and was completed with the new pipeline entering into service in December 2019. The decommissioning of the old pipeline and the reclamation and remediation of work sites will continue through 2021. Along the 1,070 kilometres of replaced pipeline the federal Crown determined that 98 First Nations and Métis Nation communities were at risk of potential impacts stemming from pipeline spill incidents and related pipeline risks. These 98 Indigenous communities make up the base from which primary data were collected for this study; however, the overall picture of EM challenges and opportunities can apply to numerous other Indigenous communities in Canada that face similar emergency and disaster risks.



Figure 2: Route of the Line 3 Replacement Project (IAMC Line 3, 2019)

### 1.3. Research Objectives

The primary goal of this project was to research emergency preparedness in Indigenous communities potentially impacted by L3PR and to identify information, tools and resources currently available. This was completed through an environmental scan and survey.

A further objective of this research was to help develop an improved understanding of emergency preparedness and response needs to inform future capacity building and work to increase the capacity of communities to respond to emergency incidents. The following five research questions were provided by the Line 3 IAMC to answer through the collection of primary and secondary research:

1. What is the state of emergency preparedness in impacted Métis Nation and First Nation communities? Is the plan applicable to pipeline incidents?
2. Do Nations have staff with appropriate training and/or certifications to participate in emergency response, including Incident Command Systems (ICS) training?
3. Do Nations have the equipment and resources available for emergency response?
4. What are the greatest capacity challenges facing Nations in emergency management?
5. What resources, tools, and initiatives exist to support Nations' emergency management capacity?

## Chapter 2: Research Methodology

We designed our project research in consultation with the Line 3 IAMC as an environmental scan assessing the emergency management capabilities and emergency preparedness of 98 Indigenous communities located proximally along the 1,070 kilometers of Enbridge's Line 3 pipeline replacement project (L3RP). This research project seeks to identify Emergency Management (EM) opportunities and challenges within Métis Nation and First Nation communities and the current state of emergency preparedness. Within this research landscape, we completed an environmental scan supported by primary and secondary research. This scan included an investigation into similar work and initiatives to avoid research inefficiencies and to guide the work towards areas of identified need. It also included a secondary document and literature review of available EM programs, tools, and resources. Primary research was completed through the distribution of an electronic survey to all contactable communities and targeted interviews with community personnel involved in EM. The secondary research contained a review of documents that assess the efficacy of current EM programs and initiatives. These assessments were completed by both federal and private entities and aim to both uncover and detail the current state of EM within various Indigenous communities. The findings and considerations within this research project are also based upon primary and secondary data collection, including a comprehensive review of Federal and Provincial emergency management structures and programs and community feedback provided from the survey and targeted interviews.

### 2.1. Secondary Research - Document Review

This research project analyzed available emergency management recommendations and funding opportunities that have been developed by Canada's Federal and Provincial governments. The goal of the research in this area was to determine how effective these programs and opportunities have been at increasing the emergency preparedness of Indigenous communities across Canada. A scan of similar work and initiatives was undertaken to help direct the research into previously identified opportunities and challenges. The document review also aimed to examine and summarize publicly available EM resources and tools that Enbridge developed to support Indigenous communities potentially impacted by the L3RP.

### 2.2. Secondary Research - Scan of Similar Initiatives

Canada's larger Emergency Management plans and frameworks, as they pertain to Indigenous communities and populations, have been challenged about their efficacy in meaningfully elevating the EM capacity of Indigenous groups. The overarching goals of this project are to identify the current level of emergency preparedness in Indigenous communities and their overall EM capacity. With those goals in mind, two After-Action review reports were selected as especially pertinent to inform the research direction. To gain a nuanced perspective of EM issues and opportunities in Indigenous communities, we scanned of research

with similar objectives. This research investigated reports and documentation from ISC and the Government of Canada as well as After-Action reviews that contained significant levels of engagement from Indigenous communities impacted by disaster events. These reports included internal audits and evaluations of the EMAP from a government perspective as well as reports with high levels of Indigenous engagement including:

- Abbott and Chapman’s 2017 *Addressing the New Normal: 21<sup>st</sup> Century Disaster Management in British Columbia (BC Flood and Wildfire Review)*, and
- The 2018 Indigenous-led review *Rebuilding Resilient Indigenous Communities in the RMWB (Resilient RMWB)* by Timothy Clark.

These two After-Action reports examine Indigenous EM through the lens of real-life emergency incidents. Community members in the aftermath of these disasters spoke candidly about their experiences and what they perceived worked or didn’t work when it comes to EM in their communities. A thorough investigation of these post-incident reviews revealed common themes and findings regarding EM in Indigenous communities as well as strategies and tactics that worked to increase EM capacity in communities affected by disaster scenarios. It is critical to take the identified challenges, successes and lessons learned from these incidents because they hold tremendous value and may serve to inspire communities and relevant agencies to proactively address EM in Indigenous communities.

The *BC Flood and Wildfire Review* by George Abbott and Chief Maureen Chapman included a critical review regarding “all aspects” of the British Columbia’s response to the record-breaking 2017 wildfire and flood season in the province (Abbott & Chapman, 2018). The authors engaged with Indigenous and non-Indigenous groups to gain a nuanced and balanced perspective of the state of EM in British Columbia (Abbott & Chapman, 2018). The capacity and ability of Indigenous communities to prepare for, respond to, and recover from major emergency events was evaluated through direct engagement, open houses, and personal interviews with affected Indigenous populations in the aftermath of the 2017 flood and wildfire season (Abbott & Chapman, 2018). In line with the framework of this research project, the *BC Flood and Wildfire Review* adopts the perspective of Public Safety Canada, which approaches emergency management through the four pillars of planning and preparedness, prevention and mitigation, response, and recovery. Recommendations stemming from this engagement process were structured upon the four pillars of emergency management and contain valuable insights that can be carried over to Indigenous communities and EM agencies across Canada (Abbott & Chapman, 2018).

Similarly, Timothy David Clark’s 2018 report *Rebuilding Resilient Indigenous Communities in the RMWB* is a deep and instructive dive into the EM capacities of Indigenous communities in the Regional Municipality of Wood Buffalo (RMWB), a region in northern Alberta that was heavily affected by the 2016

Horse River wildfire complex (Clark, 2018). The *Resilient RMWB* report is the first of its kind in Canada; it is an Indigenous-led assessment of EM in action and the associated community impacts felt during, and in the aftermath of, a major natural disaster. The project fostered collaboration between 11 First Nations and Métis communities and organizations within the RMWB and collected information from 10 community-based focus group meetings. The project is the conception of the Athabasca Tribal Council, Athabasca River Métis, and the Nistawoyou Association Friendship Centre, who brought their concern that the lack of information surrounding impacts on Indigenous communities would result in further diluting EM capacity within their communities, leaving them increasingly susceptible to future disaster events. This project was externally funded by the Red Cross and focuses on three main objectives (Clark, 2018):

1. “To assess the environmental, socio-economic, and cultural effects of the wildfires on the Indigenous peoples of the RMWB;
2. Identify key concerns and sources of future vulnerability to natural disasters amongst our members; and
3. Develop a series of actionable proposals to ensure that reconstruction and future-risk-mitigation plans contribute to enhancing the resilience and adaptive capacity of Indigenous communities.” (Clark, 2018)

The *Resilient RMWB* report examines in-depth the impacts felt in the RMWB communities and examines the underlying EM challenges that played a part in the experiences these communities endured. In addition to EM challenges such as funding concerns, confusion over roles and responsibilities between acting agencies, lack of prevention and mitigation initiatives, and poorly organized emergency plans, Clark’s report suggests that “broader challenges of inter-cultural communication and collaboration” also played a significant role in diminishing the ability of Indigenous groups in the RMWB to respond (Clark, 2018, p. 2). The Clark report is uniquely valuable to support the goals of this research project as it provides a direct voice to the Indigenous communities affected by an emergency event and an opportunity to assess Indigenous EM in response to an incident.

Another key report examined for this research project was the Evaluation of the Emergency Management Assistance Program (EMAP). The EMAP is designed to promote the protection of the health and well-being of on-reserve First Nations residents in addition to their traditional lands and critical infrastructure by ensuring these communities have access to emergency assistance services comparable to other residents in Provincial or territorial jurisdiction. As the primary Federal funding platform for on-reserve EM, the EMAP is designed to act as a support system for First Nations, provinces and territories, other Federal departments and emergency management organizations to ensure First Nations communities have access to emergency management services (Indigenous and Northern Affairs Canada, 2017c). EMAP follows the “all-hazards” approach to emergency management and promotes the Four Pillars of EM: mitigation,

preparedness, response and recovery. This approach aligns with Public Safety Canada's overarching EM framework outlined in the *Emergency Management Act, 2007* (updated 2017) (Indigenous and Northern Affairs Canada, 2017c).

In 2017, INAC's (now ISC) departmental Evaluation, Performance, Measurement and Review Branch performed an internal evaluation of the EMAP to provide an overall assessment of the program's efficacy in increasing the EM capacities of First Nations populations (Indigenous and Northern Affairs Canada, 2017c). This internal evaluation focused on the continued need for EMAP, understanding around roles and responsibilities, the efficiency of program delivery and how well the program performed in achieving its expected outcomes (Indigenous and Northern Affairs Canada, 2017c).

In conducting this critical review, it was found that despite general progress being made, adjustments could be implemented to increase the programs efficacy at addressing increasing emergency management needs (Indigenous and Northern Affairs Canada, 2017c). The review determined there is continued need for the EMAP, and this need is expected to increase in coming years as global environmental trends are forecasted to increase emergency scenarios and disaster incidents country-wide. In this environment of accelerating risk, a Federal response will be required to increase the EM capacity of individual communities as well as Provincial and Territorial authorities. This is especially true for First Nations communities that may be disproportionately affected due to location, remoteness, resource disparity and EM capacity challenges.

Similar to INAC's internal evaluation of the EMAP, Canada's Audit and Assurance Services Branch conducted an internal audit (2017) to assess the efficacy of the EMAP budget structure. This audit investigated a time period between 2014 to 2016 and assessed the efficacy of program governance, design, community implementation, financial management and general program performance across the four pillars of emergency management (Audit and Assurance Services Branch, 2017). Criteria used to assess this audit was drawn from applicable FPT legislation, *An Emergency Management Framework for Canada* (Second Edition, January 2011), the *Federal Policy on Emergency Management* (2011), the *Federal Emergency response Plan* (2011), and *Treasury Board Program Authority #330* (Contributions for Emergency Management Assistance for Activities on Reserve) (Audit and Assurance Services Branch, 2017). In addition, the EMAP was assessed against recognized Canadian best practices for emergency management, including the *Canadian Standards Association Standard Z1600/14 – Emergency Management and Business Continuity Program* (Audit and Assurance Services Branch, 2017).

As a result, ISC and the EMAP are currently undergoing program changes as demonstrated by the New Fiscal Service Transfer grant and ongoing bilateral service agreement negotiations intended to decrease reporting requirements and elevate Indigenous self-direction of services (Government of Canada, 2020a). The expressed overall goal of the EMAP (i.e., ensuring First Nation communities have access to emergency

assistance services that are comparable to those available to other Canadians) has remained constant. To achieve this goal, ISC establishes collaborative service agreements with Provincial and Territorial governments to provide emergency services and funding to cover eligible costs. In areas where these agreements are not in place, ISC makes alternative arrangements (Audit and Assurance Services Branch, 2017).

In regard to the research questions this project addresses, the most similar project identified in terms of scope and structure is the *Indigenous Emergency Management Capabilities Inventory* (IEMCI). This project is jointly led by Public Safety Canada (PS) and the Assembly of First Nations (AFN) and is meant to be an assessment tool aimed at understanding the EM capabilities of Indigenous communities on a National basis and focusing on their specific EM needs (Public Safety Canada, 2019b). With respect to Canada's collaborative "whole-of-society" approach to EM as established with the revised 2017 version of *An Emergency Management Framework for Canada* and the enhanced strategy of creating resilient communities nationwide supported by *Emergency Management Strategy for Canada: Towards a resilient 2030*, in 2017, FPT ministers agreed to collaborate with Indigenous community representatives across Canada to create the IEMCI. Specifically, the inventory is intended to collect data surrounding EM risks, gaps, successes and best practices within Indigenous communities across Canada. These data will be used to brief FPT ministers and agencies responsible for EM in Indigenous communities by providing an evidence base on which to develop progressive and effective EM policies and programs. Furthermore, the end data can be used within Indigenous communities to help identify capacity, inform EM programming and share best practices across Indigenous communities nationwide (Public Safety Canada, 2019b). This inventory was rolled out nationally in 2019, but as of the date of this research project's completion, either its results have not been made publicly available, the study has not yet been completed due the impacts of COVID-19, or both.

Overall, the four reports mentioned above formed a foundation for the secondary research completed throughout this project as they closely aligned with the key objectives and provided necessary background and nuance to guide the project. Further research into available documentation and initiatives was informed and guided through feedback from the Line 3 IAMC, community representatives, and relevant interview participants to ensure the applicability and usefulness of the key findings and recommendations.

### **2.2.1. Synergies and Efficiencies**

Analysis of the identified key documents and other relevant secondary sources revealed a wide range of synergies and topical recommendations that support the primary research completed in this project. Recurrent themes and observations that align with this project's research questions were identified and summarized in this section. These key documents helped guide project research and provide direction.

Both Abbott and Chapman's 2017 *BC Flood and Wildfire Review* and Clark's 2018 *Resilient RMWB* sought to answer similar research questions to the ones investigated in this research project, with the most notable synergies being found in seeking to uncover:

- What are the greatest capacity challenges facing Indigenous communities in emergency management?
- What is the state of emergency preparedness in impacted Métis Nation and First Nations communities?
- Do Indigenous communities have the equipment and resources available for emergency response?
- Do Indigenous communities have staff with appropriate training and/or certifications to participate in emergency response?

Both the *BC Flood and Wildfire Review* and *Resilient RMWB* used targeted interviews and open-house discussions with impacted Indigenous communities, government representatives and emergency service providers. Providing a forum for concerns to be heard and identified allowed them to make recommendations based on the feedback gained from direct community engagement. This provided additional synergies with the primary data collection techniques used in this research project. Although this report does not take the style of an After-Action review as these two guiding documents do, the survey and targeted interview questions sought to engage members of Indigenous communities directly to gain a nuanced understanding of the EM challenges and opportunities that may exist. These two papers were very helpful to the construction of this report, providing access to the values, needs and goals of Indigenous community members largely impacted by disaster events. Although this project is not directly comparable to Clark and the Abbott-Chapman's research, the information presented in these reports was compared to the primary data collected to reinforce and strengthen the research and recommendations of this project.

Similarly, the internal analysis documents; *Evaluation of the Emergency Management Assistance Program* (2017) and *Audit of the Emergency Management Assistance Program* (2017) provided insight from the other side of the Canadian Indigenous EM sphere, the Federal government. These two documents contribute to findings within this research project as the EMAP identified challenges align with feedback from Indigenous communities in both the primary and secondary data. The addition of the Federal Government's perception of capacity gaps stemming from the delivery of EMAP and funding towards First Nations communities adds nuance and perspective to the key findings and considerations.

Essential to the findings of this research project was the development of a survey that could assist in the identification of EM concerns, values and insights by Indigenous community members. A key synergy was found with the Indigenous Emergency Management Capabilities Inventory (IEMCI), which is a collaborative initiative between FPT Ministers and Indigenous representatives to identify the EM needs of

Indigenous communities across Canada (Public Safety Canada, 2019b). The timeline of this project was to collect data through 2018 and roll the IEMCI out nationally in 2019. Unfortunately, largely due to COVID-19 related issues and low-response metrics, the results of the IEMCI have not yet been officially compiled or made publicly available. However, members of the Line 3 IAMC provided a copy of the IEMCI survey questions sent to Indigenous communities; portions of that document were reviewed to inform the development of the survey and interview questions utilized in this research project.

### **2.3. Primary Research - Interview and Survey Process**

To collect community feedback on emergency management, we sent an electronic survey detailing the research purpose and invitation to participate to 98 Indigenous communities potentially impacted by the L3RP. The finalized electronic survey was input into the SurveyMonkey online platform and comprised of 28 questions informed from background research and documentation provided by Line 3 IAMC representatives. A complete list of the survey and interview questions can be found in Appendix D. Contact information was provided from the Line 3 IAMC and input into the Survey Monkey platform to ensure emails were sent to representatives of each potentially impacted community. Of the 607 contacts emailed, 379 opened the email, 98 clicked through the survey, 64 emails bounced, and 38 individuals completed the survey. The majority of the individuals that participated in the survey were on Chief and Council or worked in a variety of departments within each community such as Lands, Consultation and Emergency Services.

In conjunction with the electronic survey sent to community members directly or indirectly responsible for implementing EM initiatives, we also completed semi-structured interviews. These interviews were completed by calling community contact information provided by the Line 3 IAMC and requesting to speak to individuals responsible for Emergency Management within the community. Overall, 98 communities were called, and 15 individuals completed a semi-structured interview (approximately 15-20 minutes per interview). As opposed to the variety of departments that responded to the survey, the interviews collected feedback from individuals directly responsible for Emergency Management within the community. This collection of information from both individuals external and internal to Emergency Management helped highlight diverse opinions and the dissemination of information. These interviews assisted in identifying community-specific strengths, vulnerabilities, risks, and opportunities not clarified by the electronic survey. We summarized and assessed this feedback to determine key findings, gaps and recommendations to enhance emergency management plans and processes. We then compared these community-specific concerns to relevant Federal and Provincial emergency preparedness recommendations to examine differences in perceived risk and whether they provided specific assistance.

Interviews were also conducted with three representatives from Emergency Management British Columbia (EMBC) and British Columbia's First Nations Health Authority (FNHA). These interviews were done to

gain further insight into BC's EM structure in the wake of the first bilateral and tripartite EM service agreements signed with Indigenous communities identified as equitable partners in the whole EM process. Interviews were non-structured and served to enhance the knowledge of what other communities in Canada are doing to progressively increase Indigenous EM capacity, valuable resources, tools, initiatives, and perspectives were captured through these interviews.

Despite challenges reaching community representatives due to impacts from the COVID-19 pandemic, which included many offices being closed and emergency management representatives being busy with response operations, the surveys and interviews obtained feedback from 48% of the potentially impacted communities. This represents 47 out of the 98 communities and includes feedback from 15 Alberta First Nations, 17 Saskatchewan First Nations, nine Manitoba First Nations, and two representatives each from the Métis Nation of Alberta, the Métis Nation of Saskatchewan and the Manitoba Métis Federation. To supplement the feedback from community representatives and to support the secondary research, targeted interviews were also completed with Emergency Management Specialists from the FNHA, EMBC, ISC and AEMA. Overall, the survey results and supplemental information gleaned from semi-structured interviews was captured and synthesized with data collected from secondary sources and the document review to create a picture of the EM capabilities and concerns existing in Indigenous communities along the L3RP route.

## **2.4. Guidance from the Indigenous Advisory Monitoring Committee Steering Meetings**

The research objectives and approach of this project were constructed with guidance from the Line 3 IAMC. The Line 3 IAMC consists of 16 Indigenous representatives from First Nation and Métis Nation groups in Alberta, Saskatchewan and Manitoba as well as two NRCan representatives CER. Through consistent communication and engagement, the Line 3 IAMC monitored the research direction throughout the development of this research project and were essential resources to ensure the research team focused on collecting the unique perspectives of the impacted Indigenous communities and Federal organizations.

### **2.4.1. Gap Analyses**

Based on guidance provided by the Line 3 IAMC, two gap analyses were completed to identify what emergency management services and funding are currently available to the Indigenous communities potentially impacted by the L3RP. The funding gap analysis investigated 46 different ISC funding programs, provided a summary of each program, and identified whether First Nations, Métis Nations and Inuit communities are eligible to apply. The Emergency Management gap analysis investigated the communities potentially impacted by the L3RP to determine which communities currently have Emergency

Services (e.g., Fire and EMS), and Emergency Management personnel currently employed within the community. This gap analysis may not represent a comprehensive picture of which communities have these services in place as it relied on publicly available information and documentation.

### **2.4.2. Section 35 Approach**

Through feedback from Line 3 IAMC, this project has utilized a “Section 35 approach” to develop an EM gap analysis. This entails viewing Indigenous EM through the lens of Section 35 of the Canadian *Constitution Act, 1982*. This act repatriated the Canadian constitution, and in doing so, formally entrenched both Indigenous and pre-existing treaty rights within the supreme law of Canada. This landmark decision acknowledges pre-existing Indigenous rights within the law and establishes the need for adequate consultation between the Government of Canada, and the three legally recognized Indigenous groups in Canada: First Nations, Inuit and Métis. An in-depth examination of how Section 35 and other Supreme Court of Canada decisions have impacted EM in the Métis Nation may be found in Section 6.3 of this report.

## **2.5. Strengths and Limitations of the Approach**

### **2.5.1. Strengths**

- The scan of similar initiatives and background review led to identifying available initiatives and gaps in current EM capabilities.
- Survey and targeted interviews reached out to all 98 communities and resulted in 48% response engagement, leading to a sufficient data portrait of L3RP affected communities.
- The Line 3 IAMC Steering Committee oversaw research to provide perspective and direction.
- Combining primary and secondary research sources lends a balanced perspective to answer the research questions.
- Through interviews and surveys, local knowledge can be collected to help identify what initiatives or resources may be helpful to increase emergency preparedness.
- Assessing different governmental guidelines and initiatives can help identify best practices.

### **2.5.2. Limitations**

- A total engagement of 48% is not a complete data portrait of L3RP affected communities.
- The feedback received is a snapshot and not indicative of all Indigenous communities in Canada. The research is limited in context and scope, therefore it cannot claim to offer general findings applicable to all communities.
- Inuit were outside the scope but are one of the three recognized Indigenous groups in Canada.

- Survey and interviews were completed during the COVID-19 pandemic, which limited responses. Many offices were closed to allow employees to work from home. Individuals responsible for emergency management were also very busy with response operations and may not have had time to respond.
- Inherent bias is introduced through the sharing of personal experiences during semi-structured interviews.
- Responding to a survey and interviews with individuals responsible for emergency management may not represent the opinions of the community as a whole.
- Targeted interviews were completed primarily with community members in charge of, or responsible for, EM in their community. This may not represent the information that Leadership has received on funding relationships or other types of engagement.
- Due in part to the complex nature of Métis Nation specific EM, and the small number of EM specific roles in the potentially impacted Métis communities, this group was underrepresented in the primary data gathering segment.

## Chapter 3: State of Emergency Preparedness in Impacted Métis Nation and First Nation Communities

The state of emergency preparedness in Indigenous communities is highly variable. Some communities possess a high level of EM capacity due to a variety of reasons including available funds, community size, pre-existent treaty rights, location considerations, signed service agreements, technical skills training, and relationships with FPT governments and external EM entities. Some targeted interviewees described very positive and fruitful relationships with ISC and relevant EM organizations in their region while others described either negative relationships with external EM providers, or a lack of a consistent relationship. Of the 15 targeted interviews completed with First Nations EM staff members, four had full-time DEMs while the rest had either part-time DEMs or volunteer DEMs during an emergency event. Similarly, four out of 15 communities identified they had received funding dedicated to mitigation and preparedness projects, and of these four communities, all indicated that more funding would be helpful to increase EM capacity to a preferred level. Similarly, 10 of 38 survey responses indicated their community had a full-time DEM on staff with 11 saying they would like support to hire a DEM.

One interviewee specifically mentioned that although the community had received funds in the past for preparedness initiatives (e.g., EM training for community members and the development of a community ERP), the training had not been consistently delivered, resulting in EM-trained individuals forgetting key concepts and the ERP was now more than five-years out-of-date. This aligns with the result that three of 15 respondents suggested that funding is the greatest EM concern in their community, and 10 of 15 mentioned that it is a significant or secondary concern.

In contrast, some communities identified very high levels of adaptive EM capacity. One community representative mentioned they have a full-time DEM partially compensated via funding provided by ISC and a team of 17 EM support members who have been holding daily EM meetings throughout the COVID-19 pandemic. This community representative described a positive relationship with ISC and external EM entities and expressed a willingness to share information and strategies with interested communities. This was not the norm response collected via the targeted interviews. One community specifically remarked that the greatest emergency preparedness challenge in their community was hostile relationships with outside emergency agencies. Although this was an isolated response, similar trends regarding poor interactions with outside EM entities were observed in the secondary research of both the *BC Flood and Wildfire Review* and *Rebuilding Resilient Communities in the RMWB*. To increase EM capacity in Indigenous communities, it is essential to foster effective, culturally appropriate, and culturally sensitive partnerships as opposed to tentative relationships strained by mistrust.

This was also reinforced by observations from Indigenous EM professional Tahawennon:tie David Diabo, one of the designers and overseers of the Indigenous Emergency Management Capabilities Inventory. Although the results of the IEMCI have not yet been publicly disseminated, Tahawennon:tie was interviewed about the project and its results. Tahawennon:tie is an Indigenous board member of the Canadian Risks and Hazards Network, and one of the principal overseers of the project through his position as a Special Adviser-Emergency Service at AFN and the Non-structural mitigation and Emergency preparedness Program Manager at INAC (now ISC and CIRNAC) (Yumagulova, 2020). Through this unique position, Tahawennon:tie could speak to the preliminary results of the inventory, and the state of Indigenous EM in Canada overall.

Some of the key initial findings from the IEMCI indicate that, as recommended in the Sendai framework that informs Canada's larger EM programs and goals, Indigenous communities desire to have control of their own EM systems. This will help ensure that they are culturally appropriate and community-based instead of broad prescriptive programs that might not address their specific cultural or community needs (Yumagulova, 2020). The initial results from the inventory have suggested that although Indigenous communities are willing to work with FPT governments and agencies, they do not want those entities to take over their community EM. They are particularly concerned about FPT agencies taking over their response or mitigation activities and pushing their community interests to the side (Yumagulova, 2020).

The preliminary feedback and results from the IEMCI indicate Indigenous communities want to be included in all aspects of EM in their communities and would like external EM agencies to acknowledge and incorporate Indigenous knowledge where it plays into and informs the four pillars of EM. Tahawennon:tie suggests that the major barrier in the field of Indigenous EM is consistent underfunding.

“Any attempts on behalf of First Nations in the development of their own community-driven and culturally-appropriate emergency management regimes have been thwarted by unreasonable denials in funding, regardless of the fact that the funding is there for the exclusive use of First Nations, and the loathsome and continuous lack of respect and recognition for First Nations.” (Yumagulova, 2020, para. 14).

It is not so much the lack of funding that is technically available, but the lack of approvals given to access these funds and the lack of autonomy Indigenous communities have at controlling where these funds will be directed. Currently, funding reimbursements through ISC and their partner Provincial and Territorial agencies are controlled through an application process that is required to meet agency and ISC specifications in order to access these funds (Yumagulova, 2020). By agreeing to fund and caretake Indigenous EM needs on-reserve, the Government of Canada may be leading Indigenous communities to feel they are being told what to do rather than being involved as a collaborative partner. When First Nations communities call in external EM agencies to assist them with emergency services, they often feel that they

are being pushed aside and then are threatened with no service at all if they continued to try and involve themselves into EM operations (Yumagulova, 2020).

This untenable relationship is potentially changing for Indigenous communities as the recent Federal legislation dissolving INAC and establishing the mandates of two separate departments ISC, and CIRNAC has included certain provisions aimed to enhance the autonomy of Indigenous peoples. Significantly, one fundamental measure of success for these new departments is to ensure that “appropriate programs and services are increasingly delivered, not by the Government of Canada but instead by Indigenous peoples as they move to self-government.” (Yumagulova, 2020, para. 15). These newly created departments have been mandated, via Sec. 6(2) of the *Department of Indigenous Services Act*, to begin the transfer of responsibilities to First Nations in all areas of care and control within 10 functional areas, including EM. This mandate shift should necessarily include “adequate and appropriate” funding measures to ensure Indigenous communities are properly supported during this transition (Yumagulova, 2020).

With climate change contributing to increasingly frequent and severe weather events and prolonging wildfire seasons, the time is now to begin the transfer to more autonomous Indigenous EM: one that extends across all four phases of EM with applicable funding and support that allows Indigenous groups to develop their own community-based EM frameworks. There appears to be progress in this regard: ISC has proposed their New Fiscal Relationship Transfer grant to eligible First Nations communities that intends to decrease application confusion and access to funds, and allows for more consistent, and flexible funding opportunities (Government of Canada, 2020a). There are also new mandates for ISC in general that seek to support Indigenous communities as they gain autonomy and increase self-reliance, community resilience, and EM capacity (Government of Canada, 2020d).

Another finding that came out of the targeted interviews was the gap in awareness around pipeline spill considerations and the L3RP. Eight survey respondents out of 38 mentioned they had been provided some form of community training or resources to deal with an emergency resulting from the L3RP: Three stated a contact list had been provided, eight stated they had been contacted to some extent, 21 stated they had not been contacted but would like to be, and four respondents were unsure. Similarly, five of 15 interview respondents were unaware of a relationship with Enbridge. Overall, many respondents indicated they were not sure whether there was a pipeline within range of their community and whether they had been provided resources or training specific to pipeline incidents. These results may identify a communication disconnect that can reduce emergency preparedness.

Of note, it is unclear from the interview and survey results whether this communication disconnect is due to a lack of information or resources provided by industry or if it highlights a different challenge such as transfer of information between departments or staff turnover. These types of communication challenges

are not specific to Indigenous communities and have been identified in all forms of EM organizations. Communication challenges can also be caused by a lack of EM capacity or availability of individuals to serve in an EM role on a full-time basis, which were also cited as significant issues in both the BC wildfire review and Clark's report. This is something that should be emphasized as quality EM necessitates effective and efficient communication between all partners in the EM sphere.

As identified in Clark's review of the Horse River Wildfire, jurisdictional issues and socio-economic disadvantages eventually trickle down and effect disaster preparedness on the ground-level in Indigenous communities. Of the Indigenous communities engaged during the focus group meetings, none had up-to-date emergency response plans before the 2016 wildfire, and relevant staff were unaware of emergency response plans and their roles and responsibilities in executing these plans. Of the evacuated communities, only the Fort McKay and Fort McMurray First Nations had emergency plans in place, but neither were updated or maintained and when the time came to evacuate, neither utilized their plan (Clark, 2018).

The primary data collected in this research project confirm this trend of outdated, or non-existent community ERPs. Of the 15 interviewed community members involved in EM, five mentioned they had a dedicated community ERP, but one was identified as least being out of date. This EM gap can be partially attributed to Federal and Provincial governments failing to properly caretake and administer EM plans in First Nations communities. Through the current model in Alberta, the Alberta Emergency Management Agency (AEMA) provides training courses and online support to help prepare emergency plans, but these resources are not adequate to support the resource limitations and governance challenges facing a large percentage of First Nations (Clark, 2018). Similarly, AEMA services can help communities prepare a plan, but are ineffective at supporting its maintenance. Generally, the training sessions are done over a period of three days and are an overview of emergency plans but stop short of implementing a Nation-specific plan. AEMA services may also fail to facilitate coordination between different local governments, meaning uncoordinated plans may develop in each community which hinders a coordinated response (Clark, 2018). This is something that could be addressed with a more centralized approach to EM through ISC.

Community preparedness and mitigation initiatives is also an area where EM gaps exist within Indigenous communities. Primary data collected from survey responses indicated 11 of 34 responses rarely or never deliver emergency exercises, training or general EM education. One survey respondent mentioned these initiatives were delivered once a quarter and 13 respondents indicated EM training and education exercises were completed once a year. These findings are concerning in light of heightening disaster risk and current government recommendations. Current support and funding for preparedness and mitigation activities in Alberta is divided between ISC and AEMA, the latter of which is responsible for providing support for First Nations preparedness, response, and partial recovery support, while ISC is partially responsible for recovery and fully responsible for mitigation (Clark, 2018). This jurisdictional fragmentation is counter-

productive and impedes a more integrated approach to EM. It is also characterized by a complex application process that can be intimidating and non-intuitive. This is further complicated by the fact preparedness and mitigation activities most often take place during non-disaster or non-emergency situations and, as such, are often low-priority items for understaffed and under-funded First Nations departments. Mitigation efforts comprise a much lower percentage of ISC's EMAP budget compared to response and recovery initiatives, which can undermine EM capacity at the moment it is needed most: in an emergency scenario.

Decades after the EMAP's inception and facing a tangible lack of improvement in many Indigenous EM criteria and scenarios, INAC (now ISC) conducted an internal review in 2017 evaluating the efficacy and efficiency of the EMAP in accomplishing its goals regarding EM in First Nations communities (Indigenous and Northern Affairs Canada, 2017). This internal evaluation of the EMAP program is enlightening, as the expressed goals and mandates of the program emanating from a Federal level are often aligned with concerns expressed by Indigenous community representatives. One of the recurring key responses is the need to ensure control of EM programs and initiatives is held by each individual community. This is being addressed on a Federal level with the dissolution of INAC into two separate departments, ISC and CIRNAC. The objective of this dissolution is to increase the autonomy of Indigenous communities by ensuring appropriate programs and services are increasingly delivered by Indigenous peoples as they move towards self-government, not by the Government of Canada.

If these new mandates are followed, it should go a long way to reduce the prescriptive nature of external EM initiatives in Indigenous communities and allow for a more specific and relevant approach that aims to increase Indigenous EM capacity overall. In addition, this internal evaluation has recognized that the response and recovery pillars of the EM framework are receiving the bulk of the funding to the detriment of the preparedness and mitigation pillars that may be increasing overall EM costs (Indigenous and Northern Affairs Canada, 2017c). With this in mind, the review identified that program funding parameters may not be clearly understood by all participants, which can lead to mutual frustration and a lack of engagement until times of crisis force the two groups to interact. This is not an easy issue to solve but the evaluation does recommend the reimbursement funding process be clarified and revised to be made more accessible and meet the EM needs of Indigenous communities (Indigenous and Northern Affairs Canada, 2017c).

Relatedly, there exists a need to further clarify the roles and responsibilities of participants and partners within the EMAP framework. Jurisdictional confusion and obscured funding parameters appear to be restricting investment in structural and non-structural mitigation initiatives. Such confusion can be mitigated through meaningful engagement with Indigenous communities and the provision of support throughout the development of their own community-specific, emergency plans, preparedness and mitigation measures and response and recovery programs.

### 3.1. Resources and Information Provided from Enbridge

Through the survey, to provide feedback that may help advance Indigenous issues, priorities, and impacts consistent with the L3RP, many communities stated that they had not been provided with EM resources or training by Enbridge and would like to be contacted (Figure 3). Specifically, one survey respondent mentioned that getting assistance for an emergency plan from Enbridge has been a slow process. Over 55% of survey respondents stated they had not been contacted by Enbridge and would value speaking with them regarding pipeline concerns in their community, and 10% were unsure of what type of a relationship with Enbridge existed in their community. These results may not represent the overall engagement completed by Enbridge, as some respondents stated Enbridge may have contacted Chief and Council or a different department and that information may not have been disseminated to individuals responsible for EM within the community. It is not clear from the research whether the received results are caused by a lack of information provided by industry, or communication challenges between different organizations and departments. However, the results do demonstrate an issue that may leave Indigenous communities at a heightened risk. It would likely be beneficial to explore other avenues of engagement and communication to ensure that information around risk of this nature is clearly disseminated to key community representatives.

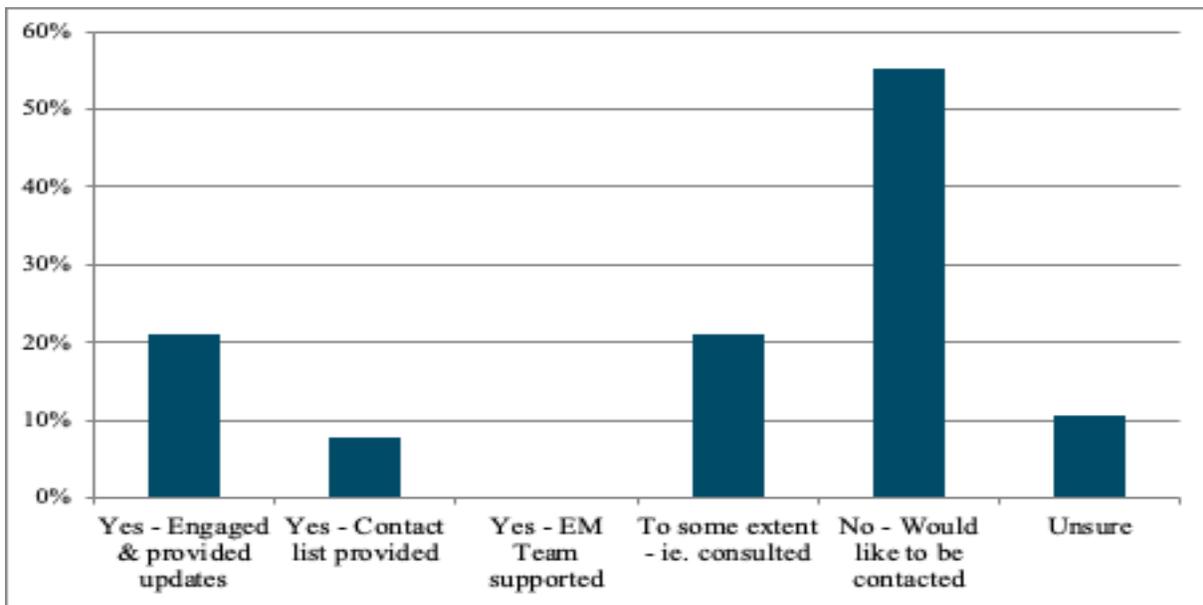


Figure 3: EM Resources or Training provided from Enbridge in Relation to the L3RP

The following sections summarize the documents and initiatives developed by Enbridge related to EM and pipeline incidents that may help inform Indigenous communities potentially impacted by the L3RP. Another finding of note from the primary research was the lack of reference by community members to available resources and Enbridge’s online Public Awareness platform. This highlights the need to identify

and disseminate this information to communities so that it may be utilized to help increase emergency preparedness in relation to potential pipeline incidents.

### **3.1.1. Enbridge Indigenous Peoples Policy**

Enbridge's *Indigenous Peoples Policy* recognizes the diversity of Indigenous Peoples in areas they operate and to guide their work in these regions. The policy is intended to commit Enbridge to pursuing sustainable relationships with Indigenous Nations and groups in proximity to where Enbridge conducts business. To develop these relationships, Enbridge developed principles that include, recognizing the importance of UNDRIP in protecting the rights of Indigenous Peoples, engaging in sincere and forthright consultation regarding projects, committing to working with Indigenous Peoples to achieve shared benefits, and ensuring undertaking of the history and culture of Indigenous Peoples (Enbridge, 2018a).

### **3.1.2. Enbridge Inland Spill Response Tactics Guide**

The *Enbridge Inland Spill Response Tactics Guide* is intended to be utilized by Enbridge first responders as a quick reference during the first 72 hours of a response to an oil spill incident. It can be used as a tool to select and implement containment and recovery tactics with Enbridge-specific response equipment. The guide can be referenced by communities to increase their knowledge around what to expect from responders during an oil spill and what techniques may be utilised. It also provides references to contact number, common terminology and equipment and resources that are utilized during a response, which can help community members increase their knowledge around oil spill incidents and their own emergency preparedness (Enbridge, 2018b). Also important for communities to recognize is the discovery and response actions that should occur in the initial response to a pipeline incident. These five actions include: explore to ensure personnel safety and communication, approach to identify wind direction and whether people are hurt, considerations to increase situation awareness, confirm and control to assess spill threats, and communication to issue preliminary incident report.

### **3.1.3. Public Awareness Program**

Enbridge has a developed a Public Awareness Program to share important information and hear the experiences of key groups in proximity to their pipelines and facilities including neighboring communities, farmers and ranchers, emergency officials, excavators and contractors, public officials and school officials (Enbridge, 2020d). This online platform provides resources that can be utilized by communities including an interactive assets map to identify where operations are located, public awareness brochures, Enbridge emergency contacts, steps to recognize a pipeline leak, and other specific resources for each key group (Enbridge, 2020d).

### **3.1.4. Safe Community Program (Enbridge 9-11 Fund)**

The safe community program offers annual grants of up to \$7,500 to emergency response agencies in the communities Enbridge operates (Enbridge, 2020a). The grants can be used for safety equipment and professional training that can help organizations respond effectively to pipeline emergencies (Enbridge, 2020a).

### **3.1.5. Emergency Responder Education Program**

In Enbridge's area of operation, emergency officials are offered unlimited and free access to pipeline emergency response training online. (Enbridge, 2018c). Using the National Association of State Fire Marshals (NASFM) training portal, first responders learn skills and techniques to address a hazardous liquid or natural gas pipeline incident (National Association of State Fire Marshals, 2018). The program offers a selection of three levels to best suit the participants needs. These three levels include:

- Emergency Personnel Awareness (Introductory)
- First Responder Operations (Intermediate)
- Hazardous Materials Technician (Comprehensive) (National Association of State Fire Marshals, 2018).

### **3.1.6. Enbridge Integrated Contingency Plan (ICP) – Prairie Region Response Zone**

The *Integrated Contingency Plan* provides company personnel guidance on notifications, procedures, and sustained operations in case of an emergency at the operation area. The ICP aims to ensure an effective and comprehensive response to an incident to prevent damage or injury to the public and employees of the company. Mitigating and reducing possible environmental is the primary purpose of the plan (Enbridge, 2020b).

### **3.1.7. Enbridge Field Emergency Response Plan – Prairie Region Response Zone**

Like the ICP, the field emergency response plan is available to ER organizations in their areas of operation. The Field Emergency Response Plan focuses on first response actions and contains important information for groups inside and outside of the organization. During the initial stages of a pipeline incident, the plan provides information on how Enbridge works with emergency responders. The plan includes an initial response checklist, a response zone description and summary, discovery, detection, notification procedures, communication, protective zones, evacuation procedures, operations, response equipment, general guidance, protection, containment, recovery, safety data sheets, and ICS 201 forms (Enbridge, 2020c).

## Chapter 4: Training Levels within Impacted Communities

Through the research conducted, we identified that the implementation of training and educational sessions provides a critical opportunity for growth amongst the Indigenous communities potentially impacted by the L3RP and other communities within Canada. Training community leadership, administration, and members in the key concepts and principles of emergency management can increase the capacity to respond quickly and effectively to emergency events. Emergency Management training courses cover many concepts including but not limited to:

- Roles and responsibilities;
- Threats, hazards and protective actions;
- Notifications, warnings and communication procedures;
- Means for evacuation, shelter in place, reunification and accountability;
- Emergency response procedures and,
- Location and use of common emergency equipment.

“We cannot stop natural disasters, but we can arm ourselves with knowledge: so many lives wouldn't have to be lost if there was enough disaster preparedness.” (Hoby, 2011, para. 3) Adopting a standardized Emergency Management structure in First Nation and Métis Nation communities that aligns with their capacity, available emergency services, the community, surrounding municipalities, Provincial and Federal governments and NGOs can help ensure a coordinated response during an incident. Delivering training on this structure can also help enable jurisdictions to work together towards common objectives. Having a community-specific framework and training plan that follows standardized guidelines creates many benefits such as:

- Ensuring that traditional and cultural knowledge is not compromised during response;
- Language and culture are emphasized;
- Community-specific procedures and operations are maintained;
- Increased protection of core business functionality, capabilities and revenue generating systems;
- Reduced potential impact of non-remediated threats and vulnerabilities;
- Reduced potential impact of incidents; and
- Increased ability to leverage a standardized documentation process.

There is also emphasis on training being relevant to everyday life. Training needs to enable the Administration, Leadership, IMT, and community with the tools, experience and resources needed to transition from everyday activities to response operations. As training is delivered, it is important to provide each area, entity, position and role with the opportunity to learn through tabletop, functional and full-scale exercises that build on the command, control and coordination of an event.

## 4.1. Considerations

Emphasis should be placed on preparedness through planning, training and implementation: there is no substitute for a safe and prepared Nation, community or workplace. Using a recognized and formal training platform is essential to ensure common standards are followed by the Director of Emergency Management, Leadership, IMT and the community. The Incident Command System (ICS) is the recognized standard for EM in North America and throughout the world. This platform is a standardized management system that enables effective and efficient incident management within a common organizational structure on any sized event. Investing in emergency preparedness training can help create a comprehensive plan that increases the chances of containing an event and reducing long-lasting damages.

The Director of Emergency Management (Incident Commander) is ultimately responsible for all decisions related to an event. To ensure an efficient and effective response, all responding entities should be trained in command, control and coordination. Adopting ICS training by First Nations and Métis Nations can help support multi-jurisdictional collaboration and unification. This ICS standard of training is supported and readily available across Canada and provided in both online and classroom formats, depending on level. Provincial contacts and links to deliver this training are provided in Appendix A.

Once a standard platform is adopted, it is important to define and communicate emergency management initiatives within the community to ensure that all members understand the emergency plans and what is expected. To develop an Emergency Management program within a community, it is important to initially identify needs, motives, obstacles, existing resiliency and capacity, and available resources. Similar to a business developing its Vision, Mission and Values, it is important to define the goals of emergency management within a community. Having a definition in place helps the Leadership, DEM, Administration, IMT and community understand the importance of building resilience to disaster events and incorporating culture, tradition and community-specific aspects into this process.

To ensure training and community education is completed on a regular basis, it is important to develop an EM training schedule and define the approach. This schedule will identify mandatory training requirements, purpose of the training, methodologies, timelines, frequency of recertification and a document tracking system. The use of various tools, techniques and approaches may be required depending on experience levels and participants. Table 1 highlights some considerations when developing an EM training schedule.

Table 1: Development of EM Training Schedule & Approach

EM Participants	EM Updates & Exercises	Techniques & Approach
<ul style="list-style-type: none"> <li>▪ Chief</li> <li>▪ Council</li> <li>▪ DEM</li> <li>▪ IMT</li> <li>▪ Administration</li> </ul>	<ul style="list-style-type: none"> <li>▪ New employee EM orientation</li> <li>▪ Monthly EM Meetings (IMT, Admin, Leadership)</li> <li>▪ Monthly Community Safety Moments (Poster, video, social media, etc.)</li> <li>▪ Annual Tabletop Exercise                             <ul style="list-style-type: none"> <li>• Discussion-based session where team members review their roles during an emergency and their responses to a particular emergency situation. A facilitator guides the participants through the scenario.</li> </ul> </li> <li>▪ Full-Scale/Functional Exercise every 4 years                             <ul style="list-style-type: none"> <li>• Lengthy exercise that tries to imitate a real incident- takes place on location using, as much as possible, the equipment and personnel that would be called upon in a real event</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>▪ Adapt and customize                             <ul style="list-style-type: none"> <li>• Start small (step by step)</li> <li>• Start big (what's the end goal and build it backwards)</li> <li>• Top Down (through committee decision, resolution, BCR, by-law)</li> <li>• Bottom Up (through procedures, training, operational use)</li> </ul> </li> <li>▪ Collaboration with other Nations, Municipalities                             <ul style="list-style-type: none"> <li>• Mandate course requirements</li> <li>• Position / function specific</li> </ul> </li> <li>▪ Document control                             <ul style="list-style-type: none"> <li>• Lead facilitator / in-house instructor</li> <li>• Topic / item</li> <li>• Targets (date, attendance)</li> <li>• Training progress</li> <li>• After action take away</li> <li>• Review &amp; update EM Plan</li> </ul> </li> </ul>

(Government of Alberta, 2018)

## 4.2. Key Findings

Through the interviews and surveys completed with representatives from the communities potentially impacted by the L3RP, we found a significant number of First Nations have some form of Emergency Management structure in place (Figure 4). However, structure varies as some communities have a full-time DEM while others rely on volunteers who work on EM while also performing other critical roles within their Nations. The number of DEMs in Indigenous communities is concerning when compared to municipalities. For instance, in Alberta, the requirement for a DEM and Emergency Management Plan is mandated by AEMA and regulations, which adds up to a minimum of 600 DEMs across Alberta in Counties and Municipal Districts. However, Indigenous communities are not mandated at a Federal or Provincial level to have a DEM or EM Plan. Only four of 15 communities interviewed for this project had an acting full-time DEM, nine reporting they had a DEM but only on a volunteer or “as needed” basis, and one community had no DEM at all. This highlights the need to provide increased funding, training, and capacity building initiatives to increase the emergency preparedness of Indigenous communities and their self-sufficient capacity to respond to future incidents.

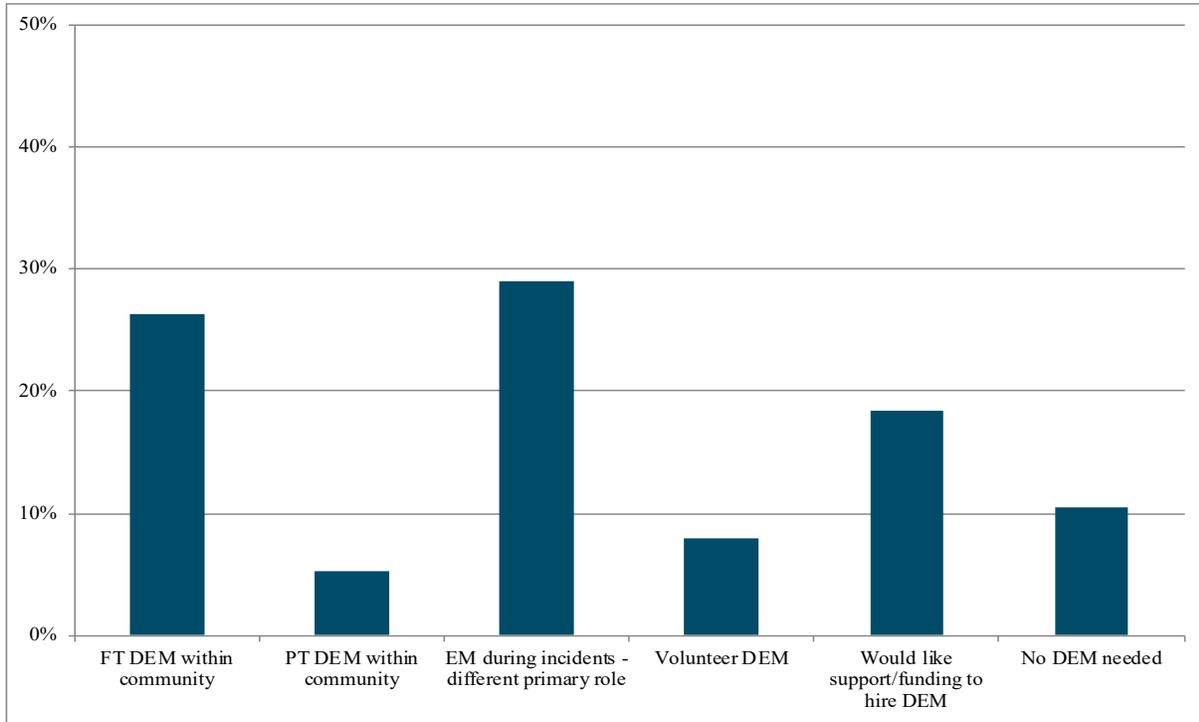


Figure 4: Emergency Management Structure within Community

The surveys and targeted interviews demonstrate a need for training. This is partly due to the infrequent nature of emergency events, which can lead to response inefficiencies or a gap in experience levels. One interview participant felt that developing a trained community response team was one of the biggest priorities because they currently rely on external agencies and government for response assistance. As well, 15 of 38 survey respondents stated they have no formal training or EM teams in their communities, and 14 of 38 have a team but lack capacity for consistently training and filling roles. The remaining 13 communities do have identified members to fill roles and deliver training; however, they also stated they would benefit from further support and funding. Furthermore, it was identified in Clark’s *Rebuilding Resilient Communities in the RMWB, 2018* report that a need for consistent training development and delivery was required.

The primary data collected show the use of a command, control and coordination system during an event ranges drastically; some communities have well organized structures in place while others have none. Of the 34 communities that responded to the survey question about ICS training, 52% stated they utilize ICS or another standardized approach during an emergency response. However, only four responded that they utilize ICS during every emergency response. The primary benefit of using ICS is the alignment it provides during interjurisdictional response and increased efficiency when all responding entities utilize the same structure and terminology.

ICS is developed as an integrated system to deal with emergencies and disasters and in order to be utilized correctly, all aspects need to be adopted. ICS is built off the following principles and features:

1. Common terminology
2. Establishment and transfer of command
3. Chain of command and unity of command
4. Unified command
5. Management by objectives
6. Incident Action Plan (IAP)
7. Modular Organization
8. Manageable span of control
9. Comprehensive resource management
10. Incident locations and facilities
11. Incident locations and facilities
12. Integrate communications
13. Information and intelligence management
14. Accountability
15. Dispatch/Deployment

(ICS Canada, 2016)

Secondary research completed during this project has identified several training and educational resources that are available to communities through Federal, Provincial and NGO sources (Appendix A). However, there is a challenge to utilize these resources due to factors such as distance from training courses, community buy-in, lack of direction from leadership, and knowledge gaps on which courses are beneficial. One interview participant felt that a lack of information and training opportunities was detrimental to developing EM within their community. Several communities also noted the need to incorporate Traditional and cultural aspects into EM training and education. We found through the survey and interviews that the need for an Incident Management Team (IMT) with regular training has been identified in many communities (Figure 5). Having a designated and trained EM team can assist communities in implement prevention, mitigation and preparedness measures while increasing their preparedness for response and recovery. Training and supporting an IMT can also increase coordination during an emergency incident, which can prevent disaster losses and decrease expenses.

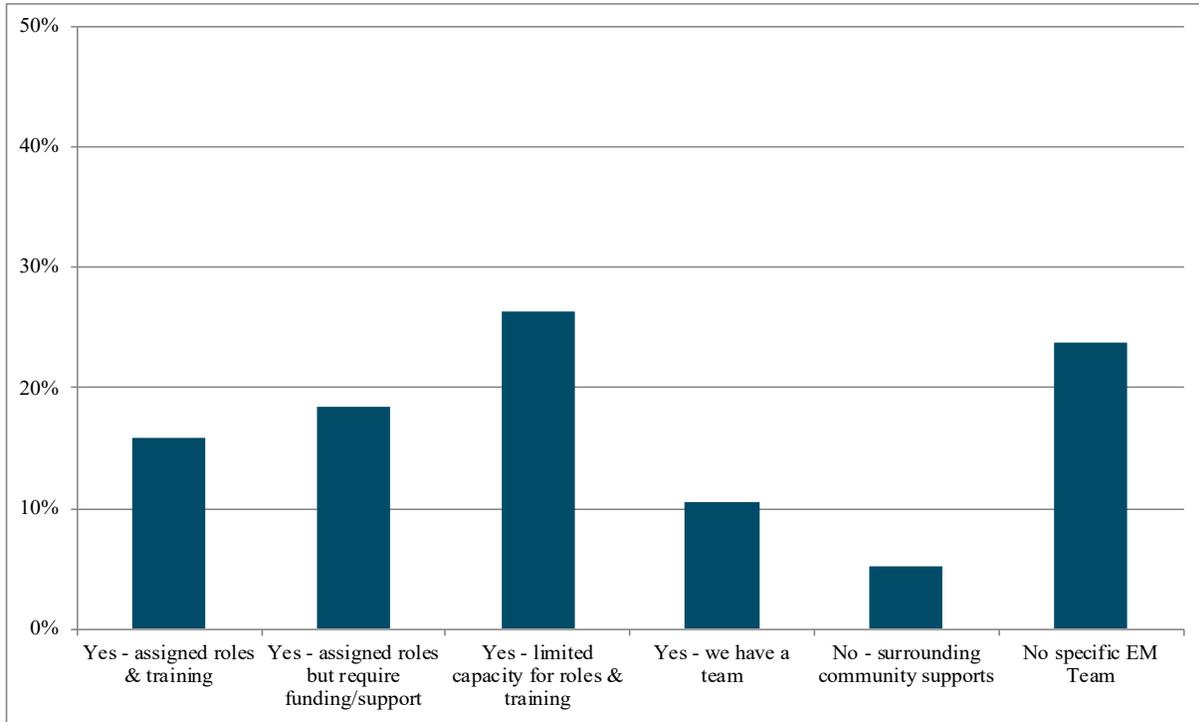


Figure 5: Community Emergency Management Team with Designated Roles and Training

Targeted interviews with emergency management specialists identified the availability of First Nations Field Officers in Alberta, and a web-based program to help communities develop emergency plans. However, it was also noted these plans do not satisfactorily incorporate Traditional aspects and that they lacked the resources to assist in the development of community EM training plans. Saskatchewan has similar resources challenges but offers a scheduled training session and forum for DEMs in February or March every year. Manitoba did not have a large amount of publicly available information and appears to rely on the Canadian Red Cross for all Indigenous EM requirements. In the reviews of the *Canadian Emergency Management Act*, *Alberta Emergency Management Act*, *Saskatchewan Emergency Planning Act* and *Manitoba Emergency Measures Act*, we identified small differences between provinces for training, exercise, and role requirements. Alberta is the only province that mandates a training schedule and required an annual Tabletop Exercise and that a Functional or Full-Scale Exercise be held every four years. The survey results show the level of exercise delivery varies widely between communities; 38% of respondents delivered an emergency exercise or educational session once a year while 32% of respondents rarely or never deliver exercise or educational sessions (Figure 6). These data help highlight the current level of exercises being delivered within communities and the need for an education and training program.

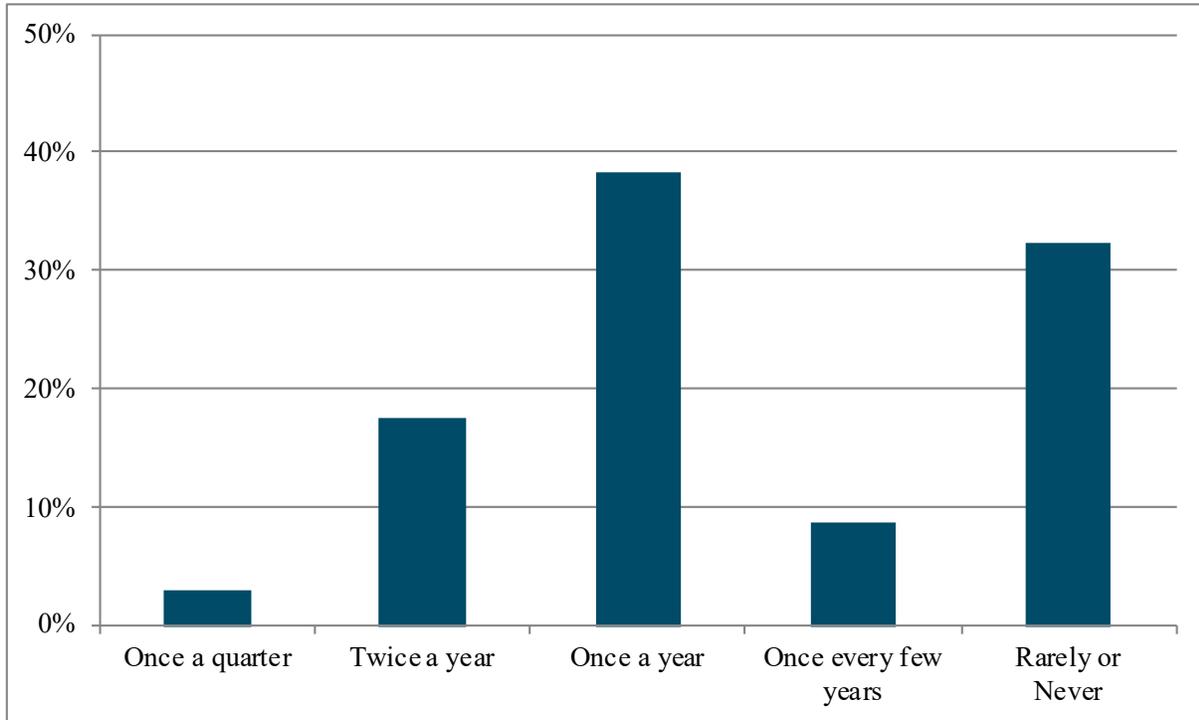


Figure 6: Frequency that Communities Plan & Deliver Emergency Exercises or Education

Responses from the survey and interviews highlighted the following as priorities to further develop community-based emergency management:

- Development of an EM Team
- Training, education and capacity building
- Development of a sustainable EM plan that incorporates Traditional aspects
- Mitigation and risk management

The following factors were identified as major EM challenges:

- Funding
- Lack of resources and community engagement
- Lack of policies and procedures to develop EM Program
- Community leadership not versed in EM and importance as there is no training mandate

The following areas were identified as key opportunities for improvement:

- EM Program Requirements: DEMs do not currently have specified requirements; however, a BCR would help mandate an EM Program. Updated contact information and plans are required to increase emergency preparedness and the effectiveness of a response.
- Emergency Management Team: Communities that have DEMs often do not have teams in place to provide support. Currently volunteers are relied upon during emergency events.

- Funding: ISC is currently most utilized for response and recovery funding. The need for increased development and delivery of mitigation and preparedness measures was identified in most communities.
- Mutual Aid Agreements or Service Agreements: Provide surge capacity during emergency events and help ensure interoperability and efficient responses when developed before an incident. Such agreements also help increase the sharing of information and resources increase emergency preparedness on a larger scale.

### 4.3. Recommendations

The primary and secondary research has shown the benefits of training can be summarized and broken down into five categories:

- Training helps leadership, DEM, administration, the IMT and the community follow established emergency plans.
- Training can improve team confidence and build on the pillars of prevention, mitigation and preparedness.
- Training can empower the community to utilize safety resources during the response and recovery phase of an emergency or event.
- Training helps identify tool, equipment, and resource needs.
- Training is a long-term investment.

To ensure adoption and development of a training platform by the community EM committee, regulations and a Band Council Resolution (BCR) should be developed by the Nation Chief and Council. These regulations and a BCR should aim to direct EM within the community, identify roles and responsibilities and detail the requirements to plan, prepare and train on an ongoing basis. Table 2 outlines recommendations to be considered when developing regulations, an Emergency Management Program and a training plan within the community.

Table 2: Recommendations to Develop an Emergency Management Program

Recommendation	Description
1. Delegation of a Director of Emergency Management (specific position) with Designation of Powers / Authority within Nation Organization	<ul style="list-style-type: none"> <li>▪ Job description with roles and responsibilities defined</li> <li>▪ Organizational structure to be a Senior Position within Nation Government</li> </ul>

Recommendation	Description
<p>2. Development of Nation Emergency Advisory Committee and Regional Collaboration with roles and responsibilities defined</p>	<p>Representation in EM Advisory Committee by:</p> <ul style="list-style-type: none"> <li>▪ Chief &amp; Council</li> <li>▪ DEM</li> <li>▪ Nation Senior Staff / Management</li> <li>▪ Nation Employees</li> <li>▪ Nation Community Members</li> <li>▪ Knowledge Keepers</li> </ul> <p>Representation in Regional Collaboration by:</p> <ul style="list-style-type: none"> <li>▪ Nation DEM</li> <li>▪ Municipal DEM's (surrounding jurisdictions)</li> <li>▪ Emergency Services (RCMP, Fire, Ambulance)</li> <li>▪ Utilities (ATCO, Fortis, Telus, SaskEnergy, SaskTel, Manitoba Hydro...)</li> <li>▪ Rail (CN, CP)</li> <li>▪ Oil and Gas Companies</li> </ul>
<p>3. Emergency Plan and Program that is up-to-date and reviewed annually.</p>	<ul style="list-style-type: none"> <li>▪ Description of the program</li> <li>▪ Procedures for IMT</li> <li>▪ Hazard Risk Vulnerability Assessment</li> <li>▪ Business Continuity Plan</li> <li>▪ Emergency Management Plans</li> </ul>
<p>4. Chief trained and briefed before taking official oath</p>	<ul style="list-style-type: none"> <li>▪ Basic Emergency Management</li> <li>▪ ICS 402</li> <li>▪ Nation Emergency Management Plan</li> </ul>
<p>5. Elected official trained within 90 days of appointment to office</p>	<ul style="list-style-type: none"> <li>▪ Basic Emergency Management</li> <li>▪ ICS 402 – Elected Officials Course</li> <li>▪ Nation Emergency Management Plan</li> </ul>
<p>6. Director of Emergency Management (suggested at Nation level, current requirements in Alberta Municipalities)</p>	<ul style="list-style-type: none"> <li>▪ Basic Emergency Management</li> <li>▪ ICS 100, 200 and 300</li> <li>▪ The Director of Emergency Management Course</li> </ul>
<p>7. Senior Staff trained in roles to understand responsibilities</p>	<ul style="list-style-type: none"> <li>▪ Basic Emergency Management</li> <li>▪ ICS 100</li> <li>▪ ICS 200</li> <li>▪ Position Specific Training <ul style="list-style-type: none"> <li>○ Public Information Officer</li> <li>○ Liaison</li> <li>○ Safety</li> <li>○ Operations Section Chief</li> <li>○ Logistic Section Chief</li> <li>○ Planning Section Chief</li> <li>○ Finance and Admin Section Chief</li> </ul> </li> </ul>
<p>8. All Nation Staff trained in roles to ensure responsibilities are understood</p>	<ul style="list-style-type: none"> <li>▪ Basic Emergency Management</li> <li>▪ ICS 100</li> <li>▪ Trained in EM Plan</li> </ul>

Recommendation	Description
9. Responsibilities and functions for training of Nation staff & Community	<ul style="list-style-type: none"> <li>▪ DEM or Designated ICS Train the Trainer facilitates Mandatory ICS Training</li> <li>▪ DEM or Deputy prepares Monthly training topic for distribution to Nation, and surrounding jurisdictions</li> <li>▪ Quarterly IMT Training organized and facilitated by DEM, Deputy or Regional / Jurisdiction Training Partner</li> <li>▪ Annual Tabletop Exercise</li> </ul>
10. Develop a training schedule with the objective of improving the overall readiness and capabilities of your team and community	<ul style="list-style-type: none"> <li>▪ Realistic scenarios</li> <li>▪ Proper training validation</li> <li>▪ Effective emergency plans</li> <li>▪ Identification of action items</li> <li>▪ Operational response capabilities</li> <li>▪ preparedness to respond, regardless of threat or hazard</li> </ul>
11. Exercises should be scheduled and based on strengthening partnerships	<ul style="list-style-type: none"> <li>▪ Test emergency preparedness plans, refresh skills and knowledge</li> <li>▪ Follows the Emergency Management Act</li> <li>▪ Increases regional collaboration &amp; interoperability with other municipalities and jurisdictions</li> <li>▪ Shared with neighbouring municipalities / jurisdictions and Nations</li> <li>▪ Encourages participation of surrounding municipalities, jurisdictions, Nations, entities and industry (Rail, Oil &amp; Gas, NGOs)</li> <li>▪ Involve Provincial and or Federal Supports (AEMA, FNSIN, MEMO, ISC)</li> <li>▪ Provide regular updates to contact information</li> </ul>
12. Training based around should be based on the annual identification of response training needs	<ul style="list-style-type: none"> <li>▪ Scheduling specific training               <ul style="list-style-type: none"> <li>○ Monthly</li> <li>○ Quarterly</li> <li>○ Annual</li> </ul> </li> <li>▪ Ensuring training records are up to date and maintained</li> <li>▪ Ensure training follows provincial &amp; municipal requirements (Alberta)               <ul style="list-style-type: none"> <li>○ Tabletop every year</li> <li>○ Functional / Full Scale every 4 years</li> </ul> </li> </ul>

(Government of Alberta, 2018)

## Chapter 5: Equipment and Resources Available for Emergency Response

The primary and secondary data suggests there exists a significant deal of confusion in the realm of emergency management around the differences between Emergency Services and Emergency Management. When considering the level of equipment and resources required, it is important to clearly differentiate between these distinctive fields because they each require different levels and types of support. The following list helps define each of the entities involved in an emergency response:

1. **Emergency Management:** the organization and management of resources and responsibilities for dealing with all humanitarian aspects of emergencies (prevention and mitigation, preparedness, response and recovery). The aim is to reduce the harmful effects of all hazards, including disasters.
2. **First Responder (FR) or Emergency Services (ES):** responsible for responding directly to incident or emergency to provide immediate assistance. The following are the most common types of FR / ES:
  - a. **Emergency Medical Services (EMS):** also known as ambulance services or paramedic services, are emergency services that provide urgent pre-hospital treatment and stabilization for serious illness and injuries and transport to definitive care.
  - b. **Fire Department:** also known as a fire service in some areas, is an organization that provides firefighting services. In some areas, they may also provide technical rescue, fire investigation, and emergency medical services.
  - c. **Police:** constituted body of persons empowered by the Federal Government, Province, City or Tribal Administration, with the aim to enforce the law, to ensure the safety, health and possessions of citizens, and to prevent crime and civil disorder.

For context, the importance of the differentiation between EM and ES was highlighted during the worldwide response to the pandemic of Novel Coronavirus SARS-CoV (COVID-19), which the World Health Organization (WHO) deemed a pandemic on March 11, 2020. From December 30, 2019 to March 11, 2020, many Emergency Services, Hospitals, Clinics and other supports were activated and used in the response to COVID-19. The WHO Emergency Management Plan and Framework was utilized by the IMT on January 1, 2020 to initiate the response. This IMT forms part of their emergency response framework, which ensures coordination of activities and response. The IMT has been designed to manage its response to public health events and emergencies, and to ensure the WHO follows best practice in emergency management.

Across the world, many variations of response have been initiated in response to the pandemic. In Canada, each province declared its own state of emergency at different times, Quebec being the first to declare on March 12, 2020 and Nova Scotia being the last on March 22, 2020. On March 25, 2020 the Federal Government issued provisions of the *Quarantine Act*, restricting travel and putting procedures and legal

requirements in place. Within each Province, municipalities and First Nations took their own steps with some declaring States of Local Emergency or States of Public Health Emergency. Each of these have their own definition and specificities; however, they are similar in that they require a command, control and coordination structure. This type of large-scale of response is delivered through an Emergency Operations Centre (EOC) or Emergency Coordination Centre (ECC) that is set up and run by Emergency Management. COVID-19 highlights the importance of distinguishing between EM and Emergency Services. Although Police, Fire and EMS play a major operational role in response, the EM structure is required to organize different entities, and communicate and collaborate with leadership, committees, external agencies and the public.

This general confusion around the distinction between EM and ES extends to the findings of this research. Through the analysis of survey and interview responses, we found a disconnect may exist between leadership and individuals working within EM and ES. We also identified the need for transparency and collaboration throughout the development of EM policies, regulations, BCRs or procedures. The distinction between EM and ES, supported by regulation or policies, can help communities develop specific Emergency Management departments and appoint a full-time Director of Emergency Management (DEM). The survey and interview results demonstrates 60% of communities that responded only have part-time or volunteer DEMs and IMTs positions (Figure 4). Survey results and interviews also suggest the individuals that are often responsible for EM also work within other departments such as ES, Public Works, or Finance. This combination of EM with other departments and the deployment of EM teams only in response to an incident makes it much more challenging for communities to plan and deliver prevention and mitigation initiatives because of competing responsibilities. The lack of a DEM and EM specialist within a community also makes it difficult to identify the required training, resources and equipment that may be required to respond to future incidents.

As seen in the secondary review of emergency services available to communities, the results strongly suggest there is a large gap in availability or awareness of resources (Figure 7). Of the 98 Indigenous communities potentially impacted by the L3RP it was reported that only 18% have an EMP in place, with one interview participant stating that the lack of an emergency response plan in their community is probably the biggest EM risk they currently face. These findings are supported by secondary research; Clark's report found the response to emergency events was often reactionary and involved higher financial output due to the chaotic departure and evacuation of residents, business and animals. This was attributed in part to the lack of updated emergency plans, information or resources within a community.

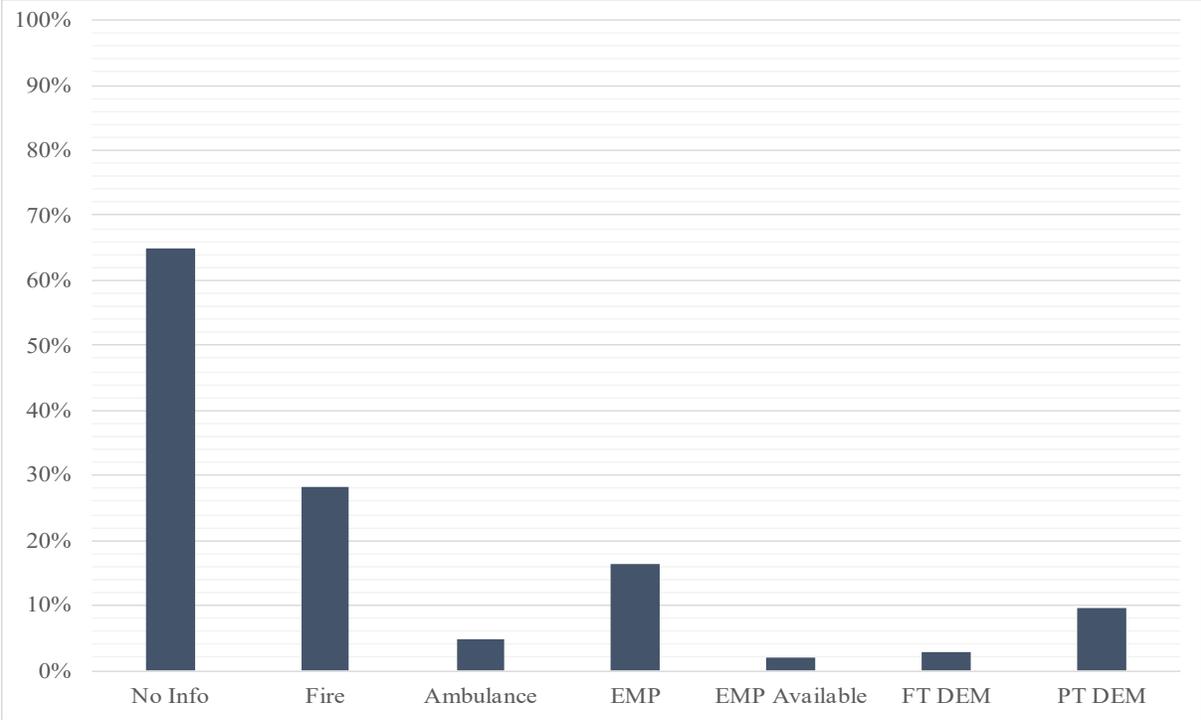


Figure 7: Percentage of Communities with Emergency Services and Emergency Management (From Publicly Available Sources)

Although many communities may not have an emergency plan in place, the majority of the survey and interview respondents stated they do have Emergency Services supports in place (Figure 8).

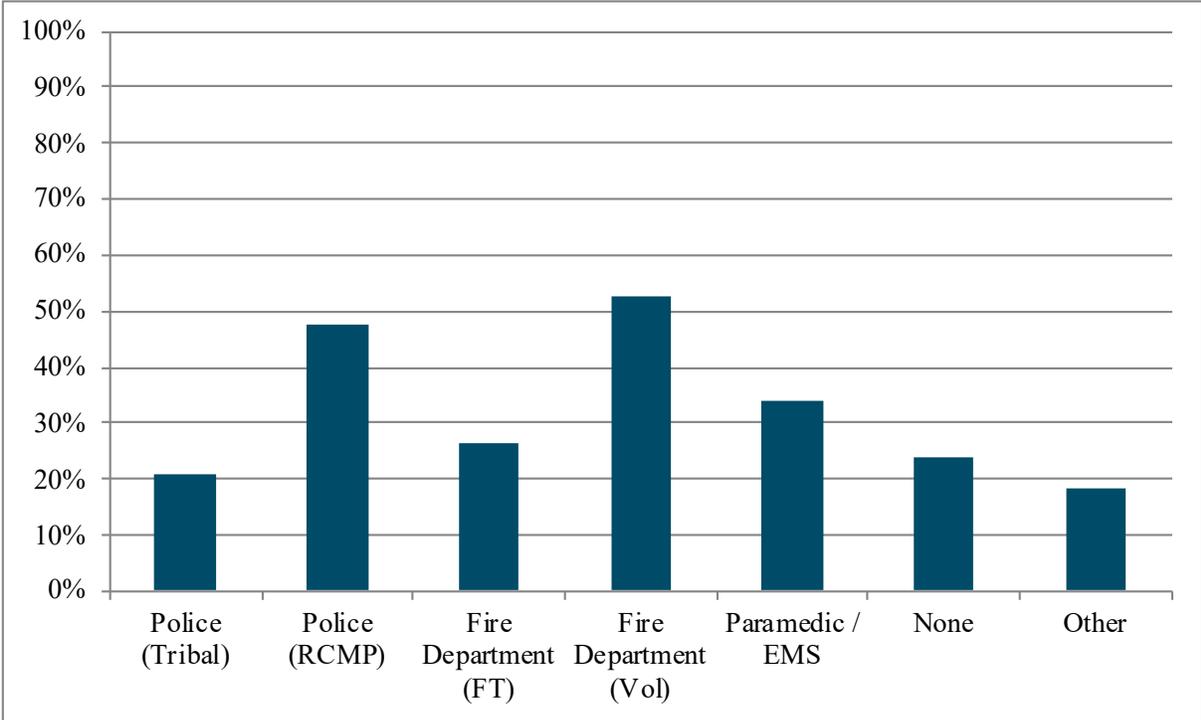


Figure 8: Emergency Services within Community

Many supports are provided through Mutual Aid Agreements (MAA) or Memoranda of Understanding (MOUs) with neighbouring communities, jurisdictions, Health Authorities or Federal Government (Figure 9). The general consensus among respondents is that, should an event occur, ES individuals would manage the response for the community because an IMT or EM Team is not developed in the community. One interview participant shared that they do not technically have a certified EM team and that in the case of an incident, the fire department and volunteers would fill those roles. Another interview participant felt that although their fire department is funded, it is not sufficient for their needs, and that during an emergency, funds often have to be pulled from other budgets because the community only accesses ISC funding for response or recovery reimbursements.

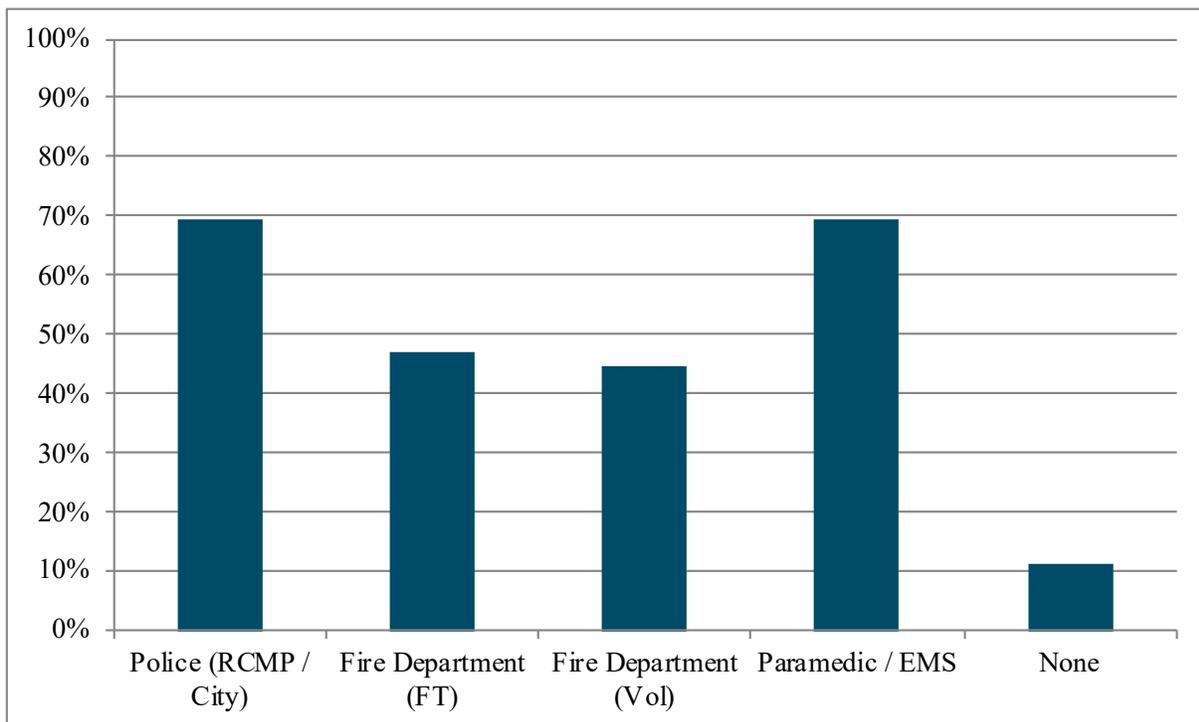


Figure 9: Emergency Services Provided from Surrounding Communities

These findings highlight the global reality that EM and ES are often grouped together; however, this structure may be quickly challenged when emergency strikes. The expectation of managing the planning, financial, and logistical aspects of an emergency while also responding to the event is unfeasible. Emergency plans are important to develop before an incident to ensure an efficient response; however, plans are only a guide and require constant supervision and updating to respond to the dynamics of an event. ES has a finite number of individuals who are trained and equipped with the materials to perform their jobs, and once an event occurs these people are delegated to respond operationally. This role does not allow them to fill other roles and also manage an event. It is important to have an appointed DEM and team of trained community members that are separate from the ES team and familiar with the ICS platform. During a large-

scale incident, a trained IMT is required to monitor and fulfil logistical requests, document and capture plans, and track finances. They provide support to leadership, the DEM, administration, community members and surrounding jurisdictions through clear, consistent and regular communications and provide a direct link to the emergency social services aspect of a response. Trained community members can fill roles within the ICS structure and, depending on the size of the incident, a team can be built with supports for each section (Appendix E).

To determine the required equipment and resources available for community response, it is important to differentiate between EM and ES because each entity requires separate but complementary resources to ensure the safety of the community. Although most communities with Emergency Services (e.g., fire and EMS) stated they had resources such as firetrucks, ambulances and basic equipment, they also stated that they faced challenges obtaining sufficient funding to maintain, store and update this equipment. The development of an EM department within a community can support ES by identifying equipment and resources needs, developing and submitting funding applications, delivering cross-training and interagency exercises, and planning other preparedness, prevention and mitigation initiatives. Procurement of equipment by EM and the training of community members for an IMT can also support ES during an incident by providing surge capacity. Furthermore, collaboration and cooperation between interjurisdictional entities and neighbouring communities can also increase the availability of equipment and resources. This can be achieved through the development of Mutual Aid Agreements and other types of partnership agreements between both the EM and emergency services departments in neighboring communities. These agreements can increase communication channels, cross-training and interagency exercises, which can lead to great interoperability and increase response efficiency.

To support survey and interview responses and a request made by the Line 3 IAMC, a separate equipment list of required and recommended materials was developed by the project team. This list identifies equipment and resources that may increase community preparedness levels and assist in response to the most common types of emergency events including flood, fire, extreme weather, health and industrial accident. In addition to the equipment list, a request was made by survey participants to identify sources where Nations could access funds that may assist them in the delivery of training, EM initiatives and the purchase and acquisition of equipment and materials. This led to an in-depth investigation into available ISC funding and identifying 46 funding streams to support Indigenous Peoples in Canada. Of these 46 funding streams, a portion are dedicated to support climate change initiatives and one is specific to Emergency Management (Figure 10). This funding stream is entitled the Emergency Management Assistance Program (EMAP) and provides a large portion of its funds to the response and recovery pillars of EM with less funds distributed to mitigation and prevention. The EMAP is only available to First Nations

with a land base, and it was found that in general there is little funding specifically dedicated to support Métis Nation Emergency Management.

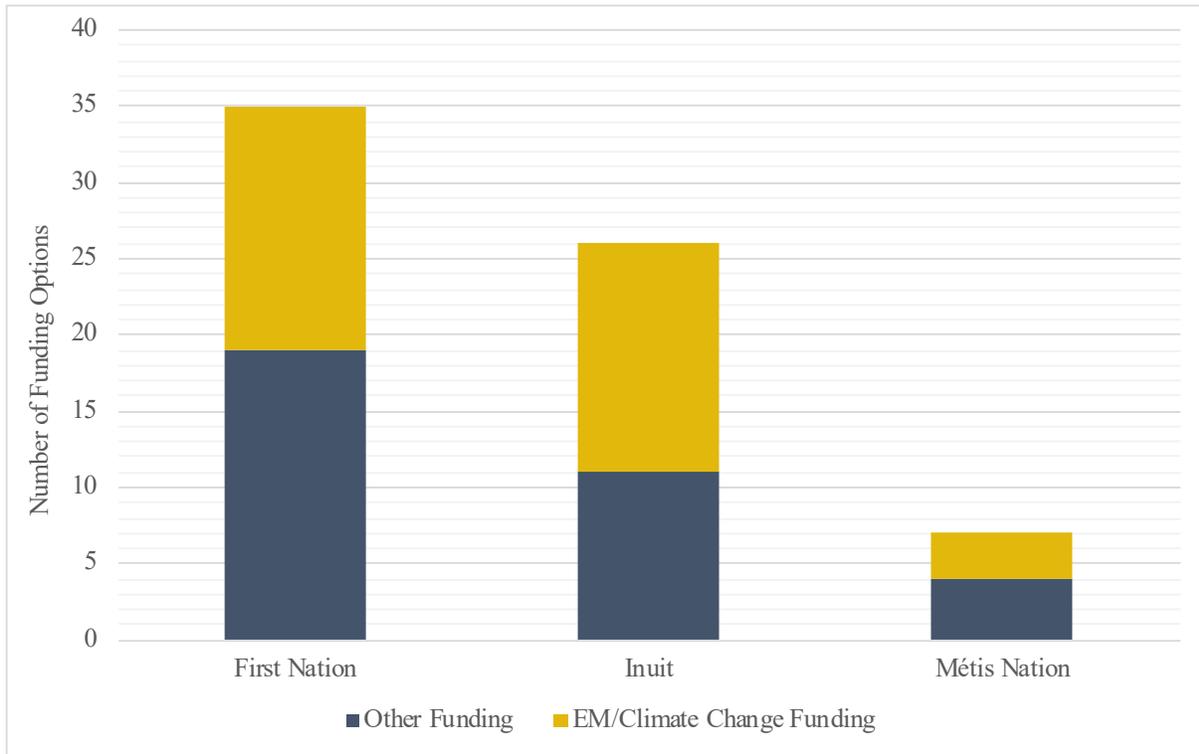


Figure 10: ISC Funding Available to Indigenous Communities

## Chapter 6: Greatest Emergency Management Capacity Challenges

To identify EM capacity challenges that currently affect Indigenous communities, we determined secondary research into previous work was essential to supplement the interview and survey responses received. Issues and opportunities that impact EM in Indigenous communities have been noted by different entities over time, and it appears many of the same issues identified are still prevalent. EM capacity challenges in Indigenous communities vary from Nation to Nation; each one is intrinsically unique, with its own distinct opportunities and issues. With this distinction in mind, it's important to reference identified issues from the past and evaluate them against current findings from primary research because all relevant data inputs are valuable in assessing EM in Indigenous communities.

As a key identified document in this research project, the 2018 *BC Flood and Wildfire Review* conducted by Abbott and Chapman draws attention to how EM capacity gaps can be exacerbated in actual EM situations. These After-Action Reviews are very valuable in highlighting how EM systems function when tested in real-world situations as opposed to evaluating EM strategies in isolation.

Although the *BC Flood and Wildfire Review* considered all levels of government response including non-Indigenous communities, EM organizations and other entities, the review's scope specifically examined the capacity of First Nations and other local governments to respond effectively during major disaster events. This review provides a topical evaluation of how the instituted EM frameworks work in action. Through targeted interviews and visits to affected Indigenous communities directly in the aftermath of the 2017 floods and wildfires, valuable feedback was gathered on the state of coordination and communication between government, communities and other EM entities, and the efficacy of funding and mitigation initiatives available to Indigenous groups. Following the focus and structure of Canada's "All-hazards" approach to emergency management, the review focused on providing insight and guidance based upon the overarching four pillars approach:

- **Planning and Preparedness:** Governance, processes, communications, capacity and resources (both human and financial) (Abbott & Chapman, 2018).
  - Assess hazards, risks and vulnerabilities
  - Federal planning and preparedness levels
  - Provincial capacity to plan for and support First Nations communities
  - First Nations local and regional planning and preparedness levels
- **Prevention and Mitigation:** Management practices, economic costs and benefits, capacity and resources (both human and financial) (Abbott & Chapman, 2018).
  - Examine current activities and opportunities for new activities by governments and stakeholders that could contribute to preparation and mitigation against natural hazards

- o Review current forest management practices in relation to hazard abatement
- o Review the economic costs and benefits of existing practices and potential enhanced mitigation practices for natural hazards
- **Response:** Governance, process, internal and external organizational communications, tactical efforts, capacity and resources (both human and financial) (Abbott & Chapman, 2018).
  - o Overall execution of the BC EM system
  - o Ability of Province to respond effectively and sustain operations during long-term disaster events
  - o Ability of Province to support local government responses during emergencies
  - o Ability of Province to effectively secure necessary resources during crisis events
- **Recovery:** Governance, process, internal and external organizational communications, tactical efforts, capacity and resources (both human and financial) (Abbott & Chapman, 2018).
  - o Provincial capability for assisting and supporting communities, businesses, and individuals recover after emergency incident

## 6.1. EM Capacity Challenges Identified in First Nation Communities

To assess the EM capabilities of First Nations communities on a “ground-level” basis, the *BC Flood and Wildfire Review* used several different methods of engagement. This included meetings with First Nation Chief and Councils, community members and multi-community meetings facilitated through organizations such as the INAC Joint Gathering 2018 and the First Nations Summit (Abbott & Chapman, 2018). Designated notetakers collected feedback from these meetings while review co-chairs completed forms. Similar comments from the meetings and notes were grouped together to establish themes. The most prominently stated themes were incorporated into the overarching Four Pillars of EM framework (Abbott & Chapman, 2018).

Abbott and Chapman’s review is especially effective at identifying EM capacity gaps and strengths in Indigenous communities because the review directly involved affected community members in after-action open-house discussions with the external EM entities who participated in the response. The review also conducted targeted interviews with members of affected Indigenous communities. The value of integrating Indigenous perspectives is reinforced by Clark’s *Rebuilding Resilient Indigenous Communities in the RMWB*. These reviews are essential to understanding EM on a community basis because they showcase the opinions of community members affected by disaster events and cast light on the EM challenges identified by these communities. These opinions and identified challenges are important to investigate because, despite the good-natured intentions of government programs, their efficacy is at least partially determined by how they positively or negatively impact EM at the community level. Reports such as Clark’s and Abbott

and Chapman's showcase the EM challenges directly identified by individuals living in the impacted communities. Some of these challenges led to serious environmental, social, and economic consequences during and after the studied disaster events. These previously identified EM capacity opportunities and challenges provide relevant background for the 98 Indigenous communities included in the scope of this research project and, as such, the key EM themes identified in Abbott and Chapman's report and Clark's report have been summarized.

### **6.1.1. Common Themes from First Nations Community Feedback in the BC Flood and Wildfire Review**

Using the four-pillars approach to emergency management the *BC Flood and Wildfire Review* specifically examined:

the capacity of First Nations to respond effectively during major emergency events, and

the capacity of coordination and communication structures in place within the Provincial government, First Nations, municipalities, Federal government, communities, and other relevant EM entities (Abbott & Chapman, 2018).

Common themes identified through the open-house discussions and targeted interviews in the *BC Flood and Wildfire Review* are described below through the lens of the four pillars of emergency management.

#### **Planning and Preparedness:**

- **Knowledge** – Increased emergency preparedness planning and the need to incorporate local and traditional knowledge and cultural considerations into preparedness planning and response coordination. This theme was especially emphasized regarding wildfire events. Including updated lists of community members and assets. Respondents emphasized the need for EM plans to specifically include First Nations into region-specific evacuation plans and disaster coverage networks. The need to include local and traditional knowledge (land base, archaeology, culture and traditions) into planning and preparedness efforts was also noted.

“Who knows more than the people that actually lived on the ground and walked it — walked every little rocky outcrop and crevice. Ever since they were kids, they were out there hiking, picking berries and hunting with their parents and grandparents, learning about these resources.” He adds, “They were very resourceful when it came to helping the RCMP navigate the area, as well as members of the BC Wildfire Service team and where they should be putting some fireguards, identifying the surrounding terrain and access points. Local knowledge was key, not only in-house here in our emergency operations centre but on the ground.” (Abbott & Chapman, 2018, p. 55).

This theme was echoed in the primary data collected through the targeted interviews completed for this project. Specifically, one respondent expressed the desire for increased information sharing between Indigenous communities that emphasizes traditional land use and traditional knowledge practices to help increase EM capacity in communities.

- **Education** – Feedback indicated a desire to increase locally trained first responders to avoid fostering a reliance on outside EM entities such as the BC wildfire service. This feedback emphasized the importance of having trained and locally available teams, specifically the need for more first responder and EM training at the local community level. The desire to see more general community training opportunities provided by external sources that includes and considers traditional knowledge into flood and wildfire mitigation was also identified. Suggestions were made to incorporate emergency response and management training into Canada’s Indigenous Skills and Employment Training (ISET) strategy. These suggestions also emphasized the need for cultural awareness and sensitivity training for volunteers, external first responders and relevant government representatives.

The desire for increased education and training opportunities for DEMs, community EM teams and general community training was also strongly expressed in the primary data collected in this research report. Three out of 15 respondents indicated education and training initiatives were their key community priorities with regard to EM, and 11 of 15 mentioned education and training as either their second or third community EM priorities.

- **Jurisdictional** – The most prominent jurisdictional theme noted was interagency considerations, namely enhancing cooperation and facilitating infrastructure-building. Additional themes include mutual aid considerations, particularly Indigenous Services Canada (ISC) agreements with First Nations, the creation of regional/Provincial Emergency Operations Centres, inclusion considerations that would lead to greater First Nations involvement through all stages of emergency management, and clearly defined roles and responsibilities. With respect to inclusion and integration, specific reference was made to the absence of First Nations involvement in “local government communication plans” (Abbott & Chapman, 2018, p. 64).

Jurisdictional issues were not predominantly mentioned through the primary data gathering phase of this research project, but the targeted interviews uncovered uncertainty surrounding EM relationships with outside entities. Some Nations responded that no mutual aid agreements are in place, and some mentioned that relationships exist with two or three neighboring municipalities. The uncertainty regarding the deliverance of services and support is something that should be improved upon to strengthen partnerships and interjurisdictional communication.

- **Infrastructure** – Concerns were noted surrounding lack of available and current equipment for local EM responders, and the overall lack of local EM personnel. Feedback suggests First Nations communities perceive heavier weight placed on response rather than planning and preparation. With this in mind, questions surrounding funding for prescribed burn initiatives and the availability of new high-tech equipment options such as light detection and ranging technology (LiDAR) were top of mind.
- **Participation** – An overwhelming majority of respondents indicated a current lack of, and thus a strong need for, greater local involvement in preparedness and planning operations. Specifically, there is a need to increase the level of partnership between First Nations and local governments.

### **Prevention and Mitigation:**

- **Funding Considerations** – The most prominent consideration identified was funding. Many communities and groups surveyed indicated an insufficient allocation of funds to support prevention and mitigation initiatives long-term. This theme came under particular scrutiny regarding fuel mitigation efforts and ISC’s role as a discretionary EM funder.

The targeted interviews completed for this research project revealed six out of 15 respondents identified funding concerns as the greatest EM challenges in their community. As well, everyone interviewed mentioned that insufficient funding was a concern and that their community would benefit from more consistent and accessible funding. It is important to note that this is not just about available opportunities (i.e., some communities mentioned they often don’t find out about funding opportunities until it’s too late to apply for them, or that their applications are either turned down or shelved for years without explanation). This highlights the need for a higher degree of communication around funding opportunities and processes.

- **Education** – Participating First Nations indicated a need for greater discussion and awareness-building around efforts that could be undertaken before and during emergency events. These First Nations emphasized the need for regular and scheduled prescribed burns, and to recognize and emphasize the role of First Nations communities as natural “firekeepers”.
- **Prescribed Burning** – Increased emphasis for all levels of Canadian government to recognize and support First Nations communities in their role as natural “firekeepers” and fire guardians. This is a priority because many First Nations communities perceive coordinated and strategic, prescribed burning operations would help reduce the risk of future wildfire events.
- **Jurisdictional Issues** – Policy issues were most often cited as concerns, including the need to diversify wood use and put stricter regulations on harvesting practices and natural resource

legislation. Additional comments and concerns were directed towards fostering greater interagency cooperation and coordination regarding prevention and mitigation measures.

**Response:**

- **Evacuation Considerations** – Of primary concern surrounding this consideration was communication. Clear direct lines of communication are needed in evacuation situations to accurately inform and direct communities when evacuation orders are imposed or lifted, and the level of access granted to communities when these evacuation notices are levied. An area of further concern was clarifying which organization is in charge of evacuation orders and how to set them in motion.
- **Infrastructure** – Identified concerns primarily centered on roadblocks and community access during times of evacuation. Knowledge transfer between interagency groups was touted as a significant piece of infrastructure to be improved.
- **Jurisdictional Issues** - In terms of flood related response comments, most focused on “self-governance” concerns. The desire for First Nations communities to manage flood events in their own communities. Other concerns expressed focused on the greater need to clarification surrounding interagency considerations for who is responsible for declaring, creating and enforcing roadblocks were noted.
- **Partnerships** – Many respondents expressed frustration at “impropriety” demonstrated by incident management teams external to the community responding to emergencies within First Nations communities. Respondents expressed a distinct need for strong and lucidly defined regional EM agreements. An example cited was the Tsilhqot’in national government tri-partite agreement (see Section 7.5).
- **Participation** – A strong desire expressed by First Nations communities was to establish a greater degree of communication and internal/external cooperation such as infrastructure sharing between external responding agencies and local community agencies. Other concerns hinged around the acceptance and usage of internal community-based volunteers gaining permissions to access private lands and utilize external equipment and strategies. Lastly, important concerns were raised about increasing the capacity of local response teams to respond effectively. Including permission for local firefighting crews to action fires and not be prohibited by external and outside agencies.

“Most Bands have an emergency plan in their office that nobody has read. Maybe a consultant has written it but failed to consult the community. I didn’t even know we had an emergency plan, so to get there, to train people, to talk about it ... include that material in [community] newsletters. If you have a handful of people who know what to do, that can really help.” (Abbott & Chapman, 2018, p. 31)

- **Communications** – During EM events, a commonly referenced concern was communications, specifically hostile tone and the need for sensitivity training for RCMP and other responding EM organizations from outside the community. Specific incidents resulted from temporary lodging situations that reminded community members of residential school situations, which triggered a myriad of mental health concerns for the community members involved in these scenarios. The general community noted that their perception of treatment at the hands of emergency officials was “poor” (Abbott & Chapman, 2018, p. 67). Emphasis was placed on establishing better and more concise networks for interagency communications so up-to-date and relevant information could be passed between internal and external agency forces. Feedback suggested that EM communications should be made available in “something other than English” (Abbott & Chapman, 2018, p. 67).

### Recovery:

- **Funding** – The most prominent theme was the need for faster reimbursement cycles from responsible government entities, and the need to streamline and clarify the process of writing community recovery plans to recover these reimbursements.

“We’re not a municipality, we are our own governments, so First Nations communities should definitely have their own plans as they are on their own until they can get resources through Indigenous Services Canada (ISC) — so they must be able to look after themselves for a period of time.” (Abbott & Chapman, 2018, p. 54).

- **Infrastructure Considerations** – Critical comments focused on the lack of developed or focused plans to facilitate remediation and ecosystem recovery efforts. These efforts are especially important to community members who rely on traditional hunting and fishing rights to either survive, to do business within the community, or both.
- **Health Considerations** – The overwhelming majority of respondent feedback noted the need for additional mental and emotional support for trauma victims, beyond just physical health considerations. This includes mental health support for isolated evacuees, students returning to school, and support for first responders and impacted volunteers.
- **Communications** – Gaps exist between first responder entities, First Nations community members and informed government representatives.
- **Knowledge** – Impacted communities noted that Indigenous knowledge bases (TK, fire guardians, etc.) were often ignored and external entities knowledge bases were used instead.

### 6.1.2. Capacity Challenges Identified in the BC Wildfire and Flood Review

Abbott and Chapman’s engagement with Indigenous communities through open-houses, targeted interviews and written submissions regarding the EM capacity of affected communities after the 2017 flood

and wildfire seasons in British Columbia gathered a vast number of responses. This information was collected with a majority of responses identifying four key recurring themes:

**Partnerships and Participation:**

Acknowledging the increasing significance and scale of extreme weather events going forward in the 21<sup>st</sup> century, it is vital to foster more effective and communicative partnerships between governments, First Nations communities, regional districts, organizations, and other entities to ensure tailored, effective EM response during disaster events. Participation is an essential part of developing holistic partnerships because it extends beyond community and government representatives toward individuals and family levels and what proactive actions they might take. To create effective, long-lasting partnerships, it is important to develop continuous EM engagement between citizens, communities, governments and EM agencies, not just when a disaster situation necessitates it. In general, First Nations communities strongly desire a greater sense of involvement in the EM process when disasters affect their lives.

**Knowledge and Tools:**

To increase the timeliness and efficiency of government responses to disaster, heightened emphasis should be placed on responding EM entities using local Indigenous and community knowledge of roads, watercourses, weather patterns, topography and other related aspects. Indigenous communities have long expressed a need for increased engagement during emergency response in their own communities. Of equal importance is the need for accessing the proper tools required to capably address emergency situations. Beyond basic equipment requirements such as trucks, pumps and emergency generators, this includes incorporating new technology-powered solutions. The authors of the *BC Flood and Wildfire Review* suggested the implementation of sophisticated LiDAR technology, although initially costly (~\$170 million), could be a proactive mitigation investment, because the cost pales in comparison to the ~\$570 million spent responding to the 2017 wildfires. This figure does not begin to address the associated costs of economic disruption, lost tourism or the immeasurable social costs.

Findings from this research project on Indigenous communities potentially impacted by the L3RP align with these findings. Many respondents noted that hazard assessments and risk planning hadn't been completed within their community. Primary survey data indicate only 33% of respondents completed hazard assessments for their community, and only 27% had completed risk mapping activities. This indicates a reduced level of emergency preparedness in these communities. However, it is difficult to determine whether this is due to challenges accessing funds or due to limited capacity and experience to complete these initiatives.

**Communication and Awareness:**

Similarly, using new communication tools can be an effective way of increasing communication and awareness levels among community members and interacting EM entities. The power and reach of social media platforms are becoming close to ubiquitous, and in EM situations, every available communication tool should be harnessed to reach the largest amount of people possible. Having credible, accessible sources from which to disperse reliable information is essential to guard against misinformation and facilitate unity amongst responders, displaced community members, and the outside world. Effective communication during emergency incidents is about ensuring citizens, communities and organizations understand what they should be doing and the resources available to them, both during a disaster, and during the recovery phase.

**Investment:**

Despite earnest efforts on the part of governments and funding agencies, there still exists a significant gap between expenditures for response and recovery, and those for both planning/preparedness and prevention/mitigation initiatives. This is shown in Abbott and Chapman's study where, from 2003-2017, the BC government spent an annual average of \$206.6 million on wildfire response actions and only \$4.9 million on wildfire prevention initiatives (Abbott & Chapman, 2018). This spending trend is echoed in ISC's EMAP budget where between 2013-2016, \$241.4 million was spent on the response and recovery phase and only \$29.5 million on mitigation and preparedness initiatives (Indigenous and Northern Affairs Canada, 2017c).

The large disparity in spending between the four pillars of emergency management is a telling trend. It is imperative we move to a multi-year, multi-pronged approach to community safety. To increase Indigenous and community emergency preparedness, there must be stable and proactive investments in technology, infrastructure and people. Abbott and Chapman strongly suggest that the experiences of 2017 illustrate the consequences of ignoring the large gap between spending in the response phase versus across the four EM pillars with a focus on mitigation and preparedness. The gap between response and recovery funding available to Indigenous communities was also evident in the interview and survey data collected by this research project. From the targeted interview data, only four of 15 communities reported accessing funds to deliver mitigation or preparedness initiatives; however, 11 of 15 indicated that education, preparation or mitigation activities were their top-ranked community priorities. This suggests community interest is there, but there is a disconnect between prioritizing the funds and accessing them.

Through Abbott and Chapman's concerted effort to interact and engage with affected Indigenous communities in the wake of the disastrous 2017 flood and wildfire season in BC, their report captured a broad range of perspectives and constructive ideas that provide an insight into the EM capacity of First

Nations communities in BC. From first-hand accounts and through the testing of significant EM challenges, a total of 108 recommendations were made to the BC government. Many of these directly address EM capacity opportunities and issues specific to First Nations communities. These EM issues and opportunities can exist in other Indigenous communities across Canada, so these recommendations can inform communities, governments, and other EM entities outside of British Columbia.

### **6.1.3. Audit of the Emergency Management Assistance Program (EMAP)**

As a Federal resource, the EMAP is subject to internal as well as external evaluation. In 2017, the EMAP was subjected to an audit by Canada's Audit and Assurance Services branch (Audit and Assurance Services Branch, 2017). This evaluation assessed the EMAP in terms of how effectively it achieved its mandated goals, including providing the same level of EM services to Indigenous communities that are available to all other Canadian citizens.

The *Audit of the Emergency Management Assistance Program* found the lack of access to a national all-hazards risk assessment impeded both regional program planning and investment in mitigation and preparedness initiatives in First Nations communities. This lack of investment can be seen in budgetary spending during this time, which is skewed heavily towards response and recovery initiatives (Audit and Assurance Services Branch, 2017). This is an issue that should be rectified: literature suggests specific and community-focused mitigation and preparedness initiatives can significantly reduce overall disaster losses and EM expenditures (Shaw, 2016). Public Safety Canada has also estimated that every dollar invested in prevention and mitigation results in an average of \$6 of savings during the response and recovery phase (Public Safety Canada, 2019). However, the audit fails to address the disconnect that exists between available funding through the EMAP and the challenges of emergency management capacity within many Indigenous communities. Although the EMAP dedicates funds to support the development of comprehensive emergency management plans within Indigenous communities, it is left up to each individual community to complete and maintain these plans (Audit and Assurance Services Branch, 2017). "The Government of Canada can only encourage, fund and participate in their development" (Audit and Assurance Services Branch, 2017, p. 13).

This audit suggests opportunities exist to improve in this area by being more proactive with the proposal solicitation process and ensuring communities with the greatest needs are aware of the program and the necessary steps required to access funding (Audit and Assurance Services Branch, 2017). Moreover, consolidating hazard information from ISC, PS, Provincial/Territorial governments and First Nations would be a more effective way to inform short, medium and long-term mitigation and preparedness activities funded through ISC (Audit and Assurance Services Branch, 2017). This could be achieved through greater partnership efforts between FPT EM entities and Indigenous communities. ISC has previously stated that

tripartite agreements between the Federal government, Provincial/Territorial entities and Indigenous communities is a priority within the 2020-2021 ISC comprehensive funding agreement (Government of Canada, 2020a).

The lack of funding that trickles down to Indigenous communities for proactive, preparedness and mitigation measures was also identified in the primary data collected in this research report. Funding restrictions such as reporting, audits, and legal issues are reduced for response and recovery measures, but preventative funding remains difficult to access for many First Nations communities. Targeted interviews with community EM representatives indicated six of 15 respondents access EMAP funding in EM response scenarios, four of 15 said their community was either unaware or unsure whether EMAP funding applied to them, and five of 15 communities stated they access EMAP funding regularly for ongoing projects and EM initiatives. These findings identify an issue with EMAP's funding distribution system, as prioritizing response and recovery funding from the same pool as prevention and mitigation funding does not result in consistent and reliable funding for long-term resiliency initiatives. Furthermore, one interview respondent mentioned it is easy to access EM funding in a time of emergency, but it is much more convoluted when it comes to accessing funds for preventative measures. This confusion in the EM funding distribution system reduces EM capacity with First Nation communities and their ability to respond to future emergency events. It is preferred to provide training, funding, infrastructure, and EM system improvements on the front end, rather than in the immediate rush of an established disaster.

Acknowledging that EM is considered a shared responsibility in Canada with FPT governments engaging with external EM entities and municipal and community-based efforts, ISC depends on Provincial/Territorial governments and other response organizations to deliver emergency response services and recovery initiatives (Audit and Assurance Services Branch, 2017). Currently, these service agreements with individual Provinces and Territories are at varied stages, which can make it difficult to efficiently deliver comprehensive EM services Canada-wide. This too is in line to be addressed through ISC's recently identified priorities as the establishment of tripartite agreements throughout all provinces is currently being pursued by ISC (Government of Canada, 2020a). This approach should allow for a more formal horizontal structure for delivering EM services and funds and should allow for greater levels of self-determination and increased involvement in EM decisions for Indigenous communities.

When considering EM preparedness and prevention and mitigation efforts funded by the EMAP, ISC is tasked to cooperate with Indigenous communities and authorized Provincial/Territorial EM organizations on both structural and non-structural mitigation initiatives. However, funding for these two distinct branches of mitigation come from two separate agencies within ISC (Government of Canada, 2020c). While the structural mitigation branch has completed a number of projects and initiatives, many Indigenous communities with especially high-risk levels have not submitted applications for structural mitigation. This

has led to criticism of the program and that some regions not supported by Provincial/Territorial or regional agreements would benefit from a more consistent national call for proposals and more proactive engagements with First Nations communities deemed to be exposed to elevated hazard levels (Audit and Assurance Services Branch, 2017). This same issue was also noted for non-structural mitigation efforts that involve preparedness, hazards assessments, training opportunities, and many other measures. The audit determined ISC should intensify proactive efforts to promote both structural and non-structural mitigation and preparedness efforts in Indigenous communities, specifically those facing elevated disaster risks and hazards (Audit and Assurance Services Branch, 2017). While this approach could be effective, it is difficult to assess risks because they can change yearly and may lead to some communities receiving large funding opportunities one year, and diminished opportunities the next. This risk could potentially be mitigated by instituting a more consistent yearly funding model, but that would require a large amount of capital expenditure that may exceed ISC's budget constraints.

Considering ISC does not currently have service agreements in place with every Province and Territory, a permanent capacity does not yet exist that consistently supports Indigenous communities in recovering from emergency or disaster events. In cases where permanent service agreements are not in place, other EM organizations (e.g., Red Cross) may step in on behalf of communities during both the response and recovery EM phases and provide services to communities, which will then be reimbursed through EMAP (Audit and Assurance Services Branch, 2017). The addition of external entities into emergency response adds complexity to the EM system and has the potential to weaken the relationship between Indigenous communities, ISC, and Provincial/Territorial entities acting on ISC's behalf. Currently, negotiations are ongoing with all Provinces and Territories to establish bilateral agreements similar to the one signed in British Columbia in 2017 (Government of Canada, 2020c). It is hoped bilateral agreements will clarify roles and responsibilities for both Indigenous communities and acting EM entities and support the EMAP's guiding policy of "building back better" (Audit and Assurance Services Branch, 2017).

The "building back better" policy aims to "clearly stipulate under what conditions ISC's emergency recovery assistance funding is eligible to be used towards building back housing and infrastructure on reserve beyond pre-existing conditions" (Audit and Assurance Services Branch, 2017, p. 21). The long-term aim of this policy is to improve decision making on the use of public funds for on-reserve structural mitigation and reconstruction activities. This aim is being supported by budget increases in 2020-21 and 2021-22 (Government of Canada, 2020c).

The audit also found ISC regional offices routinely lacked the capacity and experience to effectively and efficiently manage EM claims processes through both the response and recovery phases, and that the irregular nature of large-scale disasters makes it "impractical" for regions to maintain permanent capacity for claims management (Audit and Assurance Services Branch, 2017). This can lead to challenges for both

ISC and Indigenous communities. As ISC is responsible to the Canadian Treasury Board, it needs to demonstrate due diligence in challenging and disputing response and recovery claim costs to prevent affected Indigenous communities from submitting uncompliant reimbursement claims. However, Indigenous communities under financial strain due to emergency scenarios would be better served by quick turn-around times for reimbursement.

The audit concluded the majority of regions were unable to handle claims from major disasters in an effective and timely manner due to the large volume of receipts and clarity issues surrounding the claims process (Audit and Assurance Services Branch, 2017). This process could be significantly improved by modifying the front end of the claims process, by ensuring that Indigenous communities have adequate information, tools and capacity to submit compliant expenditure claims. Potential issues could potentially be lessened with an increased number of informational meetings with community clerical staff to explain the various forms, claims processes, and evidence requirements necessary. These types of informational sessions would also help train community staff on the development and submission of preparedness and mitigation project proposals and the administrative tasks required throughout. Considering the unpredictable nature of emergency scenarios and the resulting volume and complexity of emergency response and recovery claims, the audit determined that it is unreasonable to expect regional staff to effectively manage these claims during major incidents and, as such, it would be more efficient to establish a centralized capacity within ISC to review claims related to EM on-reserve (Audit and Assurance Services Branch, 2017).

The key findings from INAC's departmental Evaluation, Performance, Measurement and Review Branch 2017 internal evaluation of the EMAP that relate to the research objectives of this project include the continued need for INAC to support comprehensive on-reserve Emergency Management and to formalize service agreements (Indigenous and Northern Affairs Canada, 2017c). These agreements must enable First Nations to be involved in the negotiation of emergency management services to increase both resiliency and capacity. The findings from this internal funding evaluation include the need to sufficiently inform program participants on EMAP's funding parameters, increase the efficiency of reimbursement processes, and increase focus on mitigation and preparedness initiatives to reduce long-term emergency management costs (Indigenous and Northern Affairs Canada, 2017c). This increased focus is required to increase the preparedness levels of First Nations and to reduce overall costs as emergency management continues to exceed EMAP's yearly budget (Indigenous and Northern Affairs Canada, 2017c). Lastly, it was found that further collaboration is required between EMAP and the Capital Infrastructure Program to align structural and non-structural mitigation efforts.

## 6.2. Shared EM Capacity Challenges

### 6.2.1. Lessons from the Horse River Wildfire

As identified in Clark's review of the Horse River Wildfire, First Nations and Métis Nation communities are often financially challenged during disaster recovery by constraints involving the different jurisdictions involved in the reimbursement process. In Alberta, ISC operates its disaster assistance funding through the AEMA-managed Disaster Recovery Program (DRP). As the program exists, First Nations make claims to AEMA and then AEMA forwards the claims to ISC who makes the final determination and disperses the funds upon the basis of the requests fulfilling certain criteria (Clark, 2018).

This program has several issues.

1. Many First Nations are critically understaffed already and are often hugely overworked, especially during disaster recovery. It is a challenge for AEMA to maintain a properly informed, and trained workforce to make these submissions, which are often complex and require a large amount of technical oversight (Clark, 2018).
2. Preparing documents and fulfilling data collection requirements for the DRP was cited as being excessive, with some First Nations finding that they were discriminatory (Clark, 2018). From the perspective of AEMA and the DRP, there are specific requirements that need to be met for reimbursements to be paid out for, including times, dates, and receipts (Clark, 2018). This level of documentation is difficult to maintain during emergency events as people are often overworked, displaced, or evacuated and removed from office settings. As such, oftentimes First Nations can be left responsible for covering large bills based on a small portion of missing paperwork, improper documentation, or misinterpretation of what the scope of available funding entails. Furthermore, as ISC provides reimbursement payments for disaster related expenses it can mean that First Nations governments are expected to cover most disaster relief costs up-front (Clark, 2018). This can stress First Nations financially for a long period of time as they wait for reimbursement payments to be approved and distributed.

As noted by Clark, cultural differences also underline a fundamental challenge facing Indigenous peoples, government officials, and external EM agencies; there needs to be greater effort made to understand and accept the ways in which culture, history and context shape people's perceptions and relationships (Clark, 2018). For instance, many governments tend to treat disaster response and recovery initiatives as purely financial or infrastructural and, as such, cater their response to rebuild aspects such as housing, community centres and energy distribution networks. However, they may fail to comprehend the cultural connectedness that many Indigenous peoples have to the land and the fear of losing those connections, because for many Indigenous people this is more significant than the financial cost of rebuilding (Clark, 2018). Risk is

perceived differently by diverse cultures; it is essential external EM entities understand their EM goals may not be shared or welcomed by the people they are trying to assist. Greater levels of understanding, recognition, collaboration, and cooperation between Indigenous communities and acting EM entities is essential to increase the EM capacity of Indigenous communities. This is also required to fulfill ISC's EMAP mandated goal to "develop policies to support on-reserve emergency management" (Government of Canada, 2020b).

Issues such as the decision to not include Indigenous leaders in the Regional Emergency Operations Centre (REOC) during and after the crisis and choosing to use public schools as physical locations to house evacuees are examples that highlight cultural oversight and insensitivity (Clark, 2018). By not including Indigenous leaders in the REOC (seen as disrespectful by many Indigenous people) decision makers unwittingly continued the centuries-old tradition of colonial disregard and exclusion from key decisions that directly affected the communities they serve (Clark, 2018). Similarly, using Canadian public schools as evacuation centres might make certain members of Indigenous communities who survived the residential school system uncomfortable, and may lead to fewer Indigenous community members choosing to use the re-entry and recovery systems that had been installed by authorities (Clark, 2018). These may feel like minor, or even essential, decisions to manage EM entities in the moment as they are acting under tremendous stress in high consequence scenarios, but they emphasize the cultural disconnect that often exists during times of disaster when effective and timely EM decisions need to be made.

Beyond issues of cultural understanding and insensitivity, Indigenous groups in Canada face ongoing EM capacity challenges. Official reports from government entities often treat Indigenous governments and organizations as simply stakeholders, on the same level as industry, or community associations rather than fully recognized governments that necessitate full consultation and involvement as per their recognized rights under *Sec. 35 the Constitution Act, 1982* (Clark, 2018). This "backseat" style of EM can exacerbate current gaps in EM capacity between Indigenous and non-Indigenous communities.

Jurisdictional challenges communities and organizations face when disasters strike add to the factors impacting Indigenous EM capacity. For example, RMWB has its own centralized regional government but remains under the jurisdiction of the Government of Alberta. Jurisdictional challenges exist between the municipal government in Fort McMurray and surrounding rural hamlets, which contain five Métis locals, plus Métis local 1935 within the city of Fort McMurray (Clark, 2018). As well, five First Nations communities are within the region and numerous oil camps surround the outskirts of these hamlets and communities and are run by large-scale energy companies (Clark, 2018). These overlapping First Nations, Métis Nation communities, municipal, regional, Provincial, industrial and government organizations contribute to jurisdictional challenges that can affect concise and accurate decision-making during disaster or emergency events. A common refrain from Indigenous communities in the aftermath of emergency

scenarios is confusion over who is in charge, who is responsible for what action, and what role they are required to fulfil.

This confusion is by no means limited to Indigenous communities and can be seen in other communities across Canada who have faced an emergency incident. Furthermore, in 2014, Alberta signed a 10-year service agreement with ISC, delegating the authority to act in an EM capacity on First Nations reserves through the AEMA. As mentioned, AEMA works with First Nations to provide reimbursement post-disasters through a Disaster Recovery Program (DRP) that is administered by AEMA but funded by ISC (Clark, 2018). This setup impedes effective coordination between First Nations, and Provincial and Federal EM training and funding sources. AEMA is a Provincial resource, but First Nations remain under Federal jurisdiction. Thus, AEMA is often responsible for providing support in terms of preparedness and response, but only partially for recovery, and provides no support for mitigation initiatives which are handled by ISC (Clark, 2018). These divisions are confusing and impede effective Indigenous EM. This was made clear through interviews with First Nations, the Métis Nation, the RMWB, and AEMA officials who agreed that there had been “no significant sharing and coordination of disaster and emergency plans prior to the wildfire” (Clark, 2018, p. 26).

The lack of coordination between external EM entities is underscored by the fact the MNA and Métis locals have not been provided clear roles and responsibilities in community EM and continue to be excluded from AEMA programs despite the 2016 *Daniels decision*. The jurisdictional fragmentation exacerbates the EM capacity challenges that face Indigenous communities. While most First Nation communities in the RMWB have a Director of Emergency Management (DEM), the position is often unpaid and is taken up on a volunteer basis in addition to a large workload (Clark, 2018). This finding corresponds with this research report’s combined interview and survey data, which revealed only 14 out of 48 communities had full-time DEMs and many of these individuals also fulfilled other roles in the community. Furthermore, 23 out of 48 either had part-time DEMs or DEMs that would assume the role on a volunteer basis, and eight of 48 do not have support or feel the need for the position. This goes against Weasel Child and Doore’s 2019 AFN resolution which states that all First Nation communities should be provided with resources to employ a full-time DEM to help increase EM capacity.

Beyond confusing jurisdictional issues surrounding interagency cooperation and funding access, ISC’s eligibility criteria for accessing EM funds does not include all recognized Indigenous groups. Assistance from the EMAP is limited to Indigenous peoples living on-reserve, EM organizations who must then direct the funding to communities on-reserve, or lands formerly set aside as reserves or are now negotiated treaty settlements (Government of Canada, 2020b). These requirements exclude the vast majority of Métis citizens, save those who are located on settlements in Northern Alberta, as well as any First Nations peoples who do not reside directly on reserve or treaty lands.

### 6.3. Métis Nation EM Capacity Challenges

Emergency management considerations for the Métis Nation are multi-faceted and complex. The reasons for this can be traced back to the nomadic cultural roots of the Métis Nation and the jurisdictional fragmentation and population redistribution they experienced in the late 1800s up until present day.

The Métis are one of three recognized Indigenous groups in Canada, and like First Nations and Inuit, there are many separate groups and communities that make up the community as a whole. However, unlike First Nations, they share a common cultural identity originating in the Northwest during the late 18<sup>th</sup> century (Métis National Council, 2020). Métis citizens can be found in every province, territory and city in Canada. The Métis Nation is represented at the National and International level by the Métis National Council, which is composed of representatives from elected Métis governments from British Columbia, Alberta, Saskatchewan, Manitoba and Ontario (Métis National Council, 2020). These provincial Métis governments further divide their jurisdictions into regions to represent Métis citizens more effectively interprovincially.

Métis Citizens and communities were underrepresented in our primary data collection, and thus are underrepresented in our primary findings. Only one identified Métis citizen completed our survey, and no Métis community leaders answered our requests for targeted interviews. As such, we are relying primarily on secondary research data, and the input received from Métis members of the Line 3 IAMC. From the primary data collected by the survey, the lone Métis Nation respondent stated the Métis Nation does not currently have precise emergency response programs in place due to population and land base considerations. The respondent also noted some organizations and regions may have some EM and response systems, but it is not on a widespread basis because the majority of Métis citizens fall under regional or municipal EM jurisdictions.

Considering nearly two-thirds (62.6%) of Métis live in metropolitan areas of at least 30,000 people, and there were 587,545 self-identifying Métis citizens in Canada as of 2016, the issues surrounding providing effective EM programs and services to such a widespread and diverse population are myriad (Statistics Canada, 2017). For the majority of Métis citizens in Canada who live in large metropolitan areas, or even smaller communities under organized regional governance, they are subject to the EM protocols, services, and programs provided by the city, town or region just as First Nations living off-reserve and non-Indigenous community members. With this in mind, it could be tempting to assume Métis citizens enjoy a greater level of EM capacity than their First Nations counterparts. However, the complex relationships various Métis Nations and their regional and local representatives have with both federal and provincial authorities and acting EM agencies can become a jurisdictional quagmire plagued by role confusion, exclusion, and sometimes disrespect.

### 6.3.1. Background on the Métis Nation and Emergency Management

Developing Emergency Management processes specific to the Métis Nation is a complicated issue for a myriad of interconnected reasons.

- First, it is difficult to support EM capacity due in part to the diaspora of Métis citizens Canada-wide, with the majority living in metropolitan areas where the governing authority is the municipality in which they reside.
- Second, Métis governments and local organizations do not meet the eligibility requirements for funding through ISC and EMAP.
- Third, despite landmark decisions such as *R. v. Powley, 2003*, and *The Daniels case, 2016* and the recognition as one of three Indigenous groups in Canada through Sec. 35 of the *Constitution Act, 1982*, Métis governments and local Métis organizations are regularly left out of consultation processes with proponents, federally directed funding opportunities, and local EM discussions in their own communities (Clark, 2018). EM capacity gaps and their related community impacts can be wide-ranging in Métis communities, and this largely stems from larger issues surrounding, recognition, and reconciliation.

The Métis Nation has been involved in this struggle for well over a century. It is not in the scope of this research to discuss their historic fight for independence and recognition as a distinct rights-bearing Indigenous people since they emerged as a distinct group in the late 18<sup>th</sup> century, through the entry of the Red River settlement into Confederation as the Province of Manitoba in 1870, the 1885 Northwest Rebellion, all the way up until present day (Métis Nation of Canada, 2020). However, these issues are important to every Métis government and citizen because the lack of recognition from FPT governments can directly affect the EM capacity of both settlement and non-settlement Métis and lead to potential disaster losses in the health of Métis citizens and the health of the land on which they have a constitutional right to harvest.

To evaluate the EM capacity in Métis communities, it is important to approach the issue through an understanding of Sec. 35; what it means for Canada's three recognized Indigenous peoples (i.e., Inuit, Métis, and First Nations), and how subsequent Supreme Court decisions impact Métis rights and EM capacity within Métis communities. While Sec. 35 "recognises and affirms existing Aboriginal rights," it does not concretely define them, nor does it clarify whether these rights fall under federal or provincial jurisdiction (Hanson, 2009). Whereas a large portion of First Nations have negotiated clearly defined pre-existing treaty rights, land claims and fiduciary arrangements with the federal government before the 1982 patriation of the Constitution, the rights of Métis were not legally established, and due in part to the controversial past issuance of scrip or individual titled land claims, the Métis Nation did not own large

portions of land outright (Métis Nation of Canada, 2020). This ill-defined aspect of Sec. 35 has led to various interpretations of what “existing” rights entail for the Métis and has resulted in disputes that have been carried all the way to the Supreme Court of Canada for clarification. Touchstone case decisions such as *R. v. Powley, 2003*, and *The Daniels case, 2016* are especially relevant because they have begun to clarify the interpretation of those “existing rights” for the Métis as a recognized Indigenous group (Hanson, 2009).

The 2003 Powley Case saw the Supreme Court recognise the constitutionally protected right of Métis people to harvest and hunt for subsistence purposes on traditional lands, trade routes and trapping lines, reaffirming the connection of the Métis people to the land and their right to have a say in how it is utilized (Conn, Powley Case, 2018). Legally speaking, the Powley case was a step in the right direction but still held little power to force FPT governments or proponents to meaningfully consult with Métis representatives about projects and resource extracting activities taking place on lands where Métis citizens held constitutionally affirmed rights. However, *R.v. Powley* in 2003 serves as a legal precedent that influenced the outcome of the more recent *Daniels Case, 2016* (Conn, 2019).

The Daniels case is extremely important in establishing the responsibility the Canadian government has for the well-being of the Métis Nation and has potentially impactful implications for the future of EM for Métis governments and citizens. Up until the Daniels case, the federal government had only recognized its jurisdictional responsibility for the Inuit and status “Indians” registered under the *Indian Act*, and provincial governments denied responsibility. The Daniels case established that, during its early development after 1867, Canada enacted its legal jurisdiction over all Indigenous peoples, including Métis, by failing to provide the Métis with a promised land grant instead of offering individual land claims or scrip and applying its residential school policies to all three Indigenous groups (Madden, 2017) Using this evidence and established legal precedents, the Supreme Court of Canada unanimously ruled in favour of the first declaration brought forward in the Daniels case, legally establishing the Métis and non-status Indians under S. 91(24) of the *Constitution Act 1867* (Conn, 2019). The case brought forward three declarations designed to solidify and clarify the relationship between Canada and the Métis:

1. that Métis and non-status Indians are “Indians” under s. 91(24) of the Constitution Act, 1867;
2. that the federal Crown owes a fiduciary duty to Métis and non-status Indians; and
3. that Métis and non-status Indians have the right to be consulted and negotiated with (Supreme Court of Canada, 2016)

The legal precedents established by Sec. 35 of the *Constitution Act, 1982*, *R. v. Powley, 2003*, and *The Daniels case, 2016* now firmly place the Métis under the federal government's jurisdiction, establishing a process to begin negotiations between the Government of Canada and the Métis on a Nation-to-Nation basis (Conn, 2019). The impact of this has already being seen as the MNA negotiated a consultation agreement

with the Government of Canada (2018), and a self-government agreement in 2019 (Métis Nation of Alberta, 2018). The Métis Nation of Saskatchewan and Ontario also signed reconciliation and self-government agreements with the federal government in 2019 showcasing the importance of these legal precedents in advancing the cause of Métis rights in Canada. Furthermore, the MMF has negotiated a framework agreement towards advancing reconciliation that includes a \$154 million transfer to the MMF upon completion of terms, with a self-government agreement expected to be signed soon (Crown-Indigenous Relations and Northern Affairs Canada, 2019).

Beyond facilitating a greater degree of communication and partnership in Métis-to-government relationships, the declaration passed in the Daniels case carries significant implications regarding the current state of EM in Métis communities. Progress can now be made in negotiations with the Government of Canada to develop programs, funding and services tailored to the needs of the Métis Nation governments, organizations, communities and citizens.

### **6.3.2. Métis Nation EM Capacity Challenges Identified in the RMWB**

Even within areas where Canada's legal system has clearly established precedents enforcing Métis rights and the responsibilities of the Crown under federal jurisdiction, it was found in the review of the Horse River wildfire that numerous governments, private companies, and acting EM organizations did not partner or engage with the Métis Nation (Clark, 2018). Since non-settlement Métis governments are not recognized as an "Aboriginal" government, Métis governments at all levels have found they are often treated as "a series of volunteer community associations" (Clark, 2018, p. 19). Despite the 2016 Daniels decision, Métis governments receive little federal or provincial support and are ineligible for most EM programs or funding opportunities provided by ISC. Specifically, the Métis Nation of Alberta and Local Métis organizations are not treated as Indigenous governments by the Province of Alberta, relevant regional governing bodies, or EM organizations, but rather as volunteer societies, which means they are treated the same as any other regional resident in times of disaster or emergency (Clark, 2018). Although the Métis Nation has protected Aboriginal rights as supported by the Constitution, they are often excluded from federal programs like EMAP that are designed to support Indigenous peoples EM. They are also often excluded from meaningful consultation or involvement in EM, or community infrastructure discussions with proponents seeking to develop on their hunting and fishing grounds (Clark, 2018).

Due to the lack of official recognition before the *Daniels decision*, many Métis people formed organizations or "Locals" that acted as unofficial governance structures, furthering Métis culture, values, and act as a community resource for Métis citizens in metropolitan areas. These Locals receive no dedicated federal funding to cover their operational costs but often act as an auxiliary community resource and support network in times of community need. These local community organizations are directly impacted by the

federal decision not to grant constitutionally supported consultation and negotiation rights to non-settlement Métis per Declaration 3 of the *Daniels case*. This restricts funding access to cover their operational costs and can make it impossible to fund a functional EM department (Clark, 2018). Moreover, the Government of Alberta has yet to negotiate a meaningful consultation policy for non-settlement Métis, instead relying on the “credible assertion process”, which allows unrecognized Métis associations to engage in consultation with proponents instead of the MNA (Government of Alberta, 2020). This can impact the negotiation of Impact Benefits Agreements (IBAs) with industry, which can further limit their financial capacity to address EM concerns within their community (Clark, 2018). For the Métis, the issues surrounding limited EM capacity are inseparable from the larger issues of Métis rights, recognition, and self-governance (Clark, 2018).

Issues surrounding the lack of a formally recognized government and failure to adequately consult the Métis in the RMWB impacted the EM capacity of both the Métis and First Nations communities during the 2016 Horse River wildfire (Clark, 2018). Jurisdictional complications began to arise immediately during the response phase of the fire because ISC delegated much of its programs to AEMA in Alberta, while First Nations communities remained outside of provincial jurisdiction leaving very little in the way of guidance for affected First Nations communities (Clark, 2018). On the other hand, the Métis remained outside both federal and provincial jurisdictions and were treated as community members rather than a key participant in the response and recovery efforts. It was made clear in After-Action interviews and open-houses with Métis, First Nations, RMWB authorities and AEMA that there was very little sharing or coordinating of emergency and disaster plans before the wildfire, which left First Nations communities and rural Métis at risk (Clark, 2018).

Although the majority of Métis in the area live in the urban environment, some live rurally or on-reserve with relatives or friends. This led to jurisdictional confusion when a provincial state of emergency was declared and the province, regional authorities and ISC failed to effectively communicate the evacuation message to members of the community (Clark, 2018). To qualify for certain evacuation reimbursements through the EMAP, an evacuation order must be mutually agreed to be necessary between First Nations Chief and council members and ISC representatives. However, during the Horse River wildfire, AEMA officials evacuated community members without authority and, as such, Chief and Council didn't have the opportunity to declare an evacuation order with ISC representatives. This disconnect resulted in challenges regarding reimbursement funding during the recovery phase (Clark, 2018). Similarly, Métis and First Nations faced different evacuation orders due to the jurisdictional divide between federal and provincial authority, causing the separation of relatives and family members. Overall, deficiencies in inter-jurisdictional coordination and communication impact the EM capacity and involvement of Indigenous communities during an incident.

As well, efforts on behalf of local Métis organizations to become involved and assist during the response and recovery phase were rejected by AEMA and Métis were left out of ISC/AEMA EM programs. The Fort McKay Métis community association made a claim to AEMA but was rejected, the Willow Lake Métis Local estimates it spent \$100,000 supporting community members during and after the wildfire, and the Fort McMurray Métis ran their cash reserves down so far, they were even refused bank loans (Clark, 2018). All Métis communities expressed later, through a combination of interviews and open houses, that the present exclusion of Métis from ISC/AEMA EM services and programs dramatically reduced their ability to support community members during the response and recovery phases (Clark, 2018). This exclusion currently leaves Métis community organizations with an unacceptable dilemma: either diminish their organizational capacity and financial reserves by paying out of pocket for EM-related expenses and services or withhold support from Métis citizens during emergency or disaster scenarios.

### **6.3.3. Indigenous Partnerships**

In the aftermath of the Horse River fire, interviews and open houses were held in Métis Nation and First Nations communities throughout the RMWB. A common theme running through these discussions was the need to create more effective relationships and partnerships between EM entities, government organizations and Indigenous communities, but also between Métis Nation and First Nations communities (Clark, 2018). This is not always feasible; many reserves and settlements are located far away from areas where the majority of Métis live, but in areas where these communities overlap, such as in the RMWB, an effort should be made to bring the two groups together. Though the Métis are recognised as culturally distinct, and the many First Nations are culturally distinct groups, in some instances there may be overlapping connections between the two groups. Some citizens may have family members and relatives living in communities only small distances away. A platform to unite these two Indigenous groups and foster collaborative relationships could help increase resilience in both Métis Nation and First Nations communities. It is beyond the scope of this project to suggest how an EM relationship between Métis Nation and First Nations communities could be developed as this should be independently decided through negotiations and engagement between two communities that express a desire to form a collaborative partnership. However, we recognize these conversations could be beneficial in the future as natural disaster risks continue to rise and partnerships help increase resilience on a larger scale.

## Chapter 7: Emergency Management Resources, Tools and Initiatives

When considering emergency preparedness in Indigenous communities the Government of Canada may consider an increase education and the dissemination of information around the resources, tools, and initiatives that exist. Many Indigenous communities are supported by funding opportunities (e.g., grants) and initiatives aimed at increasing EM and safeguarding the citizens of these communities per negotiated treaty rights and the responsibilities of the Government of Canada. Such tools and resources need to be clearly identified and made available to Indigenous communities so they may make the best decisions to protect and safeguard their communities going forward. This research project attempts to identify as many resources, tools and initiatives as possible to support the development of Indigenous EM.

One of the strongest trends found in our primary data is funding concerns. Every interview respondent mentioned they could use more funding for certain EM aspects. Four of 15 interviewees were unaware of EMAP funding or unsure whether their community had used it, and only five of 15 had ever accessed EMAP funding for ongoing prevention, preparedness or mitigation projects. Similarly, survey response data indicated 49% of respondents described having an established EM relationship with the Federal government and only 40% described having an EM relationship with a Provincial government (Figure 11). This is further emphasized by survey responses that indicated around 36% of respondents felt they were “extremely familiar” or “very familiar” with available EM funding opportunities and around 28% stating they were “not so familiar” or “not at all familiar”. These responses indicate there needs to be more information made available surrounding existent funding programs and resources.

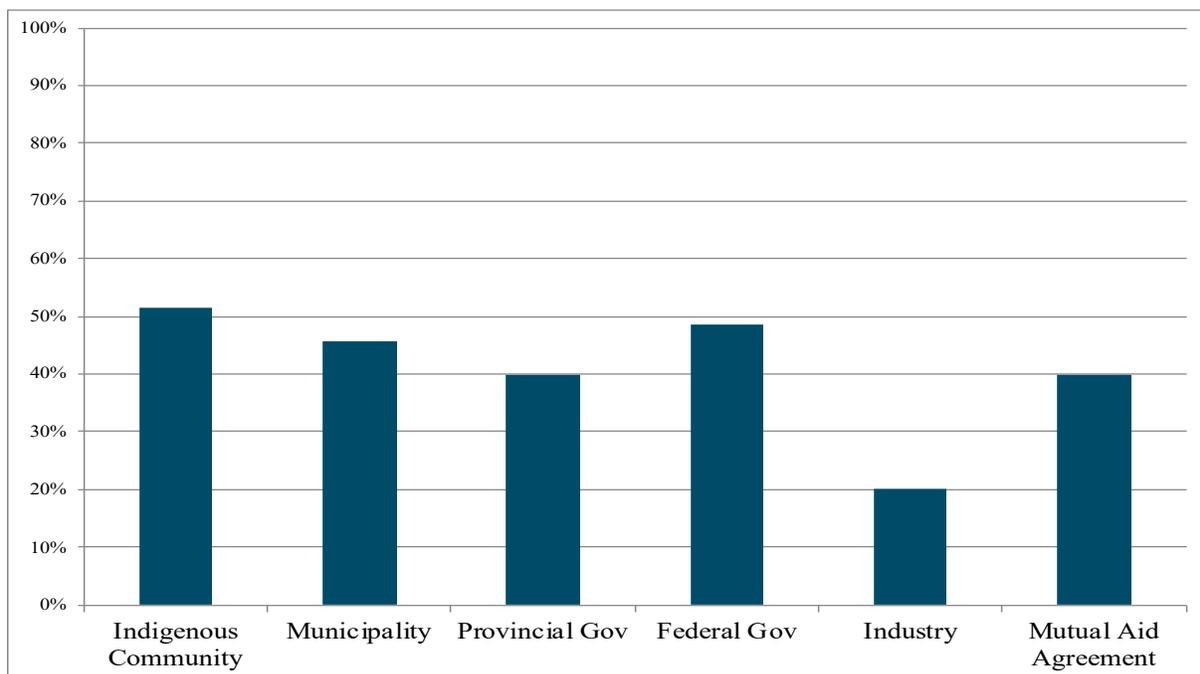


Figure 11: Established Emergency Management Relationships with External Agencies

## 7.1. The Emergency Management Assistance Program

Emergency Management in Indigenous communities is a shared responsibility between First Nations and Tribal Councils, the FPT and individual community members. Although local authorities and Provincial and Territorial governments are responsible for EM activities delivered within their own jurisdictions, the Government of Canada, via Section 91(24) of the *Constitution Act* 1867, is in charge of supporting EM initiatives within Indigenous communities (Government of Canada, 2020b). When emergency or disaster scenarios eclipse the EM capacity of on-reserve First Nations communities, the primary funding mechanism designated to assist Indigenous communities on-reserve in Canada is the Emergency Management Assistance Program (EMAP). This program is run by Indigenous Services Canada (ISC) and is designed to help communities access EM services through partnerships with First Nations, FPT governments and NGO's (Indigenous Services Canada, 2019b). Its function is designed to provide the same level of EM services seen in other Canadian municipalities, and its framework is based upon the same EM frameworks installed through Canada's national EM structures. The EMAP provides funds to assist First Nations communities in building EM capacity by increasing resiliency and providing support to develop all four pillars of EM (Indigenous Services Canada, 2019b). The stated departmental objectives of the EMAP are to:

- Protect the health and safety of First Nations members and their infrastructure from natural or accidental hazards.
- Assist in the remediation of critical infrastructure and community assets impacted by emergency events through timely assessment of emergency management needs and facilitation of an appropriate emergency response from emergency management partners and stakeholders or other areas within the department or Government of Canada.
- Support communities on a compassionate basis through continuation of search and recovery activities associated with lost persons.
- Support communities in their response to COVID-19, which is a public health event of national concern (Government of Canada, 2020b).

The EMAP aims to be flexible, culturally sensitive, responsive to the unique strengths and aspects of First Nations communities, and to be adaptive to the evolving challenges resulting from emergency events (Indigenous Services Canada, 2019b). Since 2005, reimbursement funding across all four pillars of EM has significantly increased in response to heightened instances of disaster occurrence in First Nations communities, from a total of \$31,544,080 in 2005-2006 to \$161,181,199 in 2018-2019 (Indigenous Services Canada, 2019c). Though the percentage of budget allocation varies from year to year, there is a general trend for EMAP spending, indicating the largest percentage of the budget is spent on response and recovery

efforts. Specifically, response and recovery costs accounted for 50.8% of the total allocated budget in 2005-2006, and 76% of the total budget in 2018-2019 (Indigenous Services Canada, 2019c).

Furthermore, the EMAP divides reimbursement funding opportunities into two general categories: mitigation and preparedness initiatives, and response and recovery initiatives (Indigenous Services Canada, 2019b). For mitigation and preparedness projects, funding is available for First Nations-led emergency preparedness, non-structural and FireSmart initiatives, including: training opportunities, EMP development and testing, all-hazard risk assessments, fire prevention and EM capacity building (Indigenous Services Canada, 2019b). While non-structural mitigation initiatives and response and recovery initiatives are funded directly through the EMAP, funding for structural mitigation initiatives (i.e., characterized as physical structures or landscape mitigation operations) is handled by two separate departments. The Capital Facilities Maintenance (CFM) program, and the First Nations infrastructure Fund (FNIF) (Indigenous Services Canada, 2019b).

The CFM program is contained within ISC and is designed to support and improve community infrastructure for First Nations on-reserve (Government of Canada, 2015). There are four main areas of investment: housing, education, water and wastewater systems and other infrastructure (roads, bridges, fire protection, etc.) Though not all projects are related to EM directly, structural mitigation projects such as dam and dyke construction, and fire prevention initiatives can be funded through this program. Funding for the CFM is managed through five-year regional development plans, which are identified by First Nations communities (Government of Canada, 2015). These plans are prioritized by a ranking framework that attempts to allocate resources and funds to the areas with the highest need (Government of Canada, 2015).

The FNIF aims to assist First Nations communities in improving the quality of the surrounding environment and overall life in their communities by funding public infrastructure (Indigenous Services Canada, 2017a). The FNIF provides funding to eight categories of infrastructure projects, including structural mitigation (Indigenous Services Canada, 2017a). The FNIF considers mitigation projects for both on-reserve infrastructure as well as neighboring Crown land or areas set aside that Indigenous communities use and benefit from. This could include structural mitigation activities such as FireSmart projects or flood mitigation in areas that may benefit the community. Proposed mitigation plans for communities can be submitted annually and there is no time-limit for their approval; however, proposed projects are evaluated internally through a priority ranking framework with higher priority proposals receiving funds more quickly (Indigenous Services Canada, 2017b).

The EMAP also facilitates EM services and funding for First Nations communities through EM service agreements between First Nations, Provinces, Territories, and non-government organizations on their behalf to support EM (Indigenous Services Canada, 2019b). These service agreements vary region to region

in terms of their scope, and the roles and responsibilities for each partner organization might change as a result of negotiations. However, the arrangements are intended to ensure First Nations have access to EM funds and services and are usually integrated within the Provincial or Territorial emergency response system (Indigenous Services Canada, 2019a). In Alberta, the Alberta Emergency Management Agency (AEMA) operates and provides a significant amount of EM services, including response and recovery initiatives and preparedness training opportunities to Indigenous populations. Through discussions with ISC representatives, it was identified that for Indigenous populations in Saskatchewan, the Federation of Sovereign Indigenous Nations (FSIN) deals directly with ISC on behalf of Indigenous communities, whereas Manitoba primarily uses an international NGO (i.e., the Red Cross) for dealings with the ISC.

### 7.1.1. Eligibility Requirements for EMAP

There are certain eligibility criteria that must be satisfied for a First Nations community to be eligible to access funding from the EMAP. Specifically, the emergency or disaster event must have impacted, or the proposed project must directly support, First Nations residing on:

- A reserve, as defined in s. 2 (1) of the *Indian Act*, R.S.C., 1985, c. I-5
- Lands set aside in Yukon per Cabinet Directive (Circular No. 27) entitled *Procedure for Reserving Land in the Yukon and Northwest Territories* (1955)
- Lands formerly defined as a reserve or lands set aside which now form part of modern treaty settlement lands (Indigenous Services Canada, 2019b).

Although the eligibility requirements must be satisfied to access funding, there is a wide range of eligible recipients who can access funding and then disperse this funding to First Nations in support of ISC's EM goals. Eligible recipients include:

- First Nation Band Councils, First Nation organizations, and private firms contracted to administer funds jointly with or on behalf of the First Nation (co-managers or third-party managers)
- Provincial and territorial governments, their agencies, and Crown corporations
- Local authorities such as municipalities, townships or boards and committees
- Non-governmental organizations such as the Canadian Red Cross or academic organizations (Government of Canada, 2020b)

With the EMAP being the primary resource for providing funds for EM in First Nations communities, it is essential for eligible communities and organizations to understand what EM activities and initiatives are covered under the EMAP framework to avoid undertaking projects that may leave them exposed to financial risk. ISC characterizes an emergency for First Nations as "a present or imminent event that requires prompt coordination of actions concerning persons or property to protect the health, safety or welfare of people, or to limit damage to property or the environment." (Government of Canada, 2020, para. 12). For First Nations

communities under this defined emergency scenario to be eligible for funding through the EMAP, the emergency or disaster event “must be of such proportions or nature as to exceed the capacity, including financial capacity, or authority of a First Nation to address it.” (Government of Canada, 2020, para. 13). The most common emergency events experienced by First Nations communities are wildland fires, floods, storms, and other natural hazards that pose an imminent threat to human life or community infrastructures. However, an emergency event viewed through ISC’s all-hazards approach is “any event that endangers life or property, causes social disruption or a breakdown in the flow of community goods, services or resources.” (Government of Canada, 2020b).

In line with the Government of Canada’s *Emergency Management Act* 2007, ISC has adopted the all-hazard risk approach to support EM activities. The all-hazard approach supports EM activities for the four basic pillars of EM: mitigation and prevention, preparedness, response, and recovery (Government of Canada, 2020b).

**Mitigation and Prevention:** Actions taken to identify potential emergency situations and support proactive actions or initiatives can reduce or prevent the consequences of an emergency situation. Through ISC, the EMAP’s authority only allows for funding of non-structural mitigation activities, such as: “risk assessment, hazard mapping, planning and management fees, architectural and engineering services, professional fees (excluding litigation) for legal and accounting services, site preparation and security, costs of materials and supplies, transportation, inspections, permits, land use permits, operating licenses and environmental studies.” (Government of Canada, 2020, para. 25). Structural mitigation activities are handled through ISC’s Capital Facilities and Maintenance Program and the FNIF.

**Preparedness:** Actions taken to prepare for effective and efficient emergency response. Preparedness activities supported by the EMAP consist of: “all-hazard planning by developing policies, formulating evacuation plans, preparing guidelines, training, performing risk assessments, and supporting First Nations in developing their own emergency plan.” (Government of Canada, 2020, para. 23).

The EMAP also recommends undertaking periodic simulation exercises to ensure preparedness activities enable program participants to respond effectively to potential emergency situations. While this is a recommendation, the EMAP does not directly facilitate these training simulations for eligible First Nations and leaves it up to each community to conduct these exercises. In implementation, this recommendation appears to fall short: only two out of 15 interviewed community representatives described consistent yearly EM training programs or courses, and only one described regularly occurring simulation exercises. Inconsistent training can lower emergency preparedness, especially if trained community members are moved off EM teams and are replaced by inexperienced members. The greater the distance from EM

training sessions and simulated events, the greater the loss in EM capacity as a community. This is an issue that both Indigenous communities and other communities across Canada struggle to address.

**Response:** Actions taken to directly deal with the immediate consequences of a disaster or emergency. Response initiatives may include “agency response, resource coordination, organizational structure, protection and warning systems and communications.” (Government of Canada, 2020, para. 26). For impacted First Nations communities, response actions involve undertaking appropriate and necessary EM actions when an emergency event is occurring or determined to be imminent in order to protect community members from injury, loss of life, or damage to homes and community infrastructure (Government of Canada, 2020b). This can include direct actions taken to suppress emergency events such as wildfire or floods as they occur, or mitigation activities undertaken to suppress an emergency event that is determined to be imminent or unavoidable. When a First Nations community is currently experiencing an emergency event, funds will be made available immediately, however, prior authorization from ISC officials must be obtained before any funds can be utilized to mitigate or address an imminent threat (Government of Canada, 2020b). For authorization to be granted to access funds, the identified potential emergency event must be confirmed by an expert, professional third-party assessment detailing the potential threat and identifying potential options for addressing the threat pre-emptively (Government of Canada, 2020b).

**Recovery:** Actions taken after an emergency or disaster event to repair community damage and restore conditions to an identified acceptable level (pre-disaster condition) that existed before the emergency as rapidly as possible. Although usually undertaken in the aftermath of an emergency event, recovery measures may begin during the response phase. The recovery phase may also include components of mitigation to reduce the vulnerabilities of a recovering community and improve its EM capacity to withstand potential future emergency events (Government of Canada, 2020b). Although the EMAP will fund recovery efforts to a certain level, First Nations communities are responsible for managing the risks associated with the destruction of houses and community infrastructure. First Nations communities are also responsible for taking actions to ensure the community infrastructure and properties be restored to acceptable pre-disaster condition (Government of Canada, 2020b).

Additionally, ISC will fund search and recovery efforts to rescue and recover individuals from the community when first response efforts have been unsuccessful, and the community remains at risk due to elevated stress levels. Ordinarily, search and recovery efforts will be terminated if the individuals are not located in a reasonable amount of time but ISC will respond on a compassionate basis to extend search and recovery efforts until “no faint hope of recovery, based on circumstances, remains.” (Government of Canada, 2020, para. 29). ISC will also fund search and rescue training in communities on a proposal basis to support EM capacity for future recovery operations.

Efficiently and effectively supporting First Nations EM through the EMAP program is an ISC mandated goal for the program. Part of supporting that goal is to ensure consistency through the claims reimbursement process for First Nations impacted by emergency events. To accomplish this, the EMAP evaluates the eligibility of EM costs in accordance with respective Provincial and Territorial disaster financial assistance programs and initiatives (Government of Canada, 2020b). These arrangements are intended to inform the eligibility of costs incurred by First Nations communities experiencing localized emergency events for reimbursement through the EMAP, while taking into account ISC's available departmental financial resources (Government of Canada, 2020b).

It is essential for First Nations communities to understand which EM costs and initiatives are eligible for reimbursement through the EMAP. This will help communities better understand how to apply for funding and avoid confusion throughout the application process. Through EMAP, eligible reimbursement costs are net costs associated with an emergency event.

“After any recoveries from insurance payouts, recoveries through legal actions and financial assistance received from other sources, including any other Federal programs. Contributions from recognized non-governmental organizations or those resulting from a special disaster-related fundraising drive can be used to support expenditures ineligible under EMAP. If such contributions are used to support EMAP-eligible expenditures, they will be subtracted from a recipient's total costs before eligible costs are determined.” (Government of Canada, 2020, para. 33).

Eligible expenditures are described in accordance with the following aspects of EM:

### **Emergency Preparedness**

- “Training for volunteers and staff and professional development for staff,
- Program research, modification or adaptation,
- Design, printing and distribution of public information materials,
- Data collection and systems,
- Data analysis and reporting and,
- Program audit and evaluation” (Government of Canada, 2020b).

Low value preparedness equipment such as emergency communication devices, and early-warning systems (such as alarms, sirens, detectors) may be funded through proposal-based funding applications (Government of Canada, 2020b).

### **Emergency Response**

- “Labour, management and equipment costs incurred by the operating authority to respond effectively to the emergency and properly control and mitigate damages and protect people,

- Maintenance repairs and medical equipment are not eligible,
- Low value and capital equipment,
- Capital equipment may also be purchased by provinces and territories to increase their capacity to support First Nations communities during emergencies and for comparability of service delivery.” (Government of Canada, 2020b).

This could include rental of special equipment, set-up costs for one-time preventative measures, aircraft rentals, fuel costs of response vehicles, transportation, care and feeding and accommodation of human resources, communications, specialist contractors and consultants. Low value and capital equipment may only be purchased in circumstances when it is the only option available, or it has been determined that it is a more cost-effective way to address emergency response activities. Some equipment purchase will have to be supported with a business case explaining why it is the most cost effective or efficient response mechanism before purchasing can be authorized by ISC officials, including headquarters' concurrence, and EMAP funding granted. (Government of Canada, 2020b). For EM costs associated with evacuations, existing Provincial and Territorial rates should be adhered to as a general rule and justification and documentation is often required to support associated evacuation expenditures (Government of Canada, 2020b).

### **Recovery**

- “Actual costs required for repairing or restoring an item or facility to its immediate pre-disaster condition as the maximum amount eligible.
- Additional repair or replacement costs required to meet current Federal and Provincial construction codes and occupancy standards, access, and fire and occupational safety standards.” (Government of Canada, 2020b).
- In the case of permanent repairs or replacement to better than pre-disaster condition, the amount eligible may be no greater than the amount required for restoration, repair or replacement to the immediate pre-disaster condition (Government of Canada, 2020b).

### **Recovery Mitigation Measures**

- “Mitigation enhancements undertaken within specific repair or reconstruction projects of damaged infrastructure to reduce vulnerability to future emergencies will be considered for eligibility by ISC.
- New construction and public awareness initiatives are not eligible.
- Enhancements that are mainly designed to increase operational capacity (such as traffic volume, productive output), functionality, floor space, or life-cycle duration are also not eligible.” (Government of Canada, 2020b).

To secure financial reimbursement for mitigation projects and initiatives, First Nations communities should accurately record specific details surrounding the nature and scope of work including time-scale and overall cost estimates in order to satisfy Federal audit requirements before financial reimbursement (Government of Canada, 2020b). If sufficient and relevant documentation is not provided to the level of Federal audit standards, funding reimbursements can be delayed or denied. (Government of Canada, 2020b)

### **Non-Structural Mitigation**

- “Site investigation and any required clean-up activities,
- Planning and management fees,
- Architectural and engineering services,
- Professional fees for legal (excluding litigation) and accounting services,
- Site preparation and security,
- Costs of materials and supplies,
- Transportation,
- Inspections, permits, land use permits and environmental studies, operating licenses, transportation and accommodations for work crews in remote locations.,
- Low value equipment may only be purchased in circumstances when it is the only option available or it has been determined that is a more cost-effective way to address these non-structural activities,
- Capital equipment purchases and the installation or construction of permanent protective infrastructure not existing before the emergency event, or improvements to infrastructure not partially or completely destroyed by the emergency event are not eligible” (Government of Canada, 2020b).

Structural mitigation activities are not handled through EMAP, but rather ISC’s Capital Facilities and Maintenance program, and require different application processes (Government of Canada, 2015). The fact that mitigation initiatives are divided into two categories, structural and non-structural, and are handled by two different ISC departments can add an extra element of confusion to the EMAP application process as mentioned in Resilient RMWB by Clark. (Clark, 2018). Similarly, the Audit of the EMAP conducted in 2017 also found that this was an issue that obfuscated the application process and had the potential to diminish EM capacity in Indigenous communities. It was recommended that this department be centralized in order to streamline the application process.

In addition to eligible EM funding sources, ISC has signed service agreements with Provincial and Territorial governments, their associated Crown corporations and Indigenous organizations as required to protect First Nations communities from wildfires (Government of Canada, 2020b). Wildfire management is considered separate from structural fire protection, which is the responsibility of individual First Nations

communities. Wildfire management services delivered to First Nations communities through ISC’s service agreements may include prevention, education and preparedness activities such as FireSmart programs, hazard reduction and prescribed fire programs, communications, information and education programs, training and investigations (Government of Canada, 2020b).

### **Wildfire Management Services**

- “Detection services such as Provincial wildfire lookouts and advanced detection resources (LiDAR).
- Facilities such as fire bases, air tankers, warehouses, lookouts, weather stations and lightning locations.
- Wildland firefighting resources; aircraft; and other support resources including heavy equipment, camps, medical services, security services and support personnel and specialists.
- Wages, training, accommodations and related prevention, education and preparedness activities and operational (i.e. pre-suppression and suppression) costs of the wildland firefighting including support ground and air crew costs; costs of contract and casual labour hired for wildfire pre-suppression and suppression and support functions; wildfire suppression and support flying costs; rental, purchase, and related costs of emergency equipment; charges for guaranteed aircraft availability agreements and related costs; training, travel, and related costs of wildfire crews, lookout persons, and surface patrol crews; costs of construction, maintaining and supplying fire centres, air tanker bases, wildfire attack bases, and wildfire lookouts” (Government of Canada, 2020b).

### **7.1.2. EMAP Funding Specifics and Reimbursement Requirements**

Under the EMAP, the maximum allowable payment to any singular First Nations recipient is \$15 million for one fiscal year, and the maximum deliverable payment to any singular Provincial and Territorial government, or nationally mandated EM organization or agency is \$30 million for one fiscal year (Government of Canada, 2020b). Respecting the extraordinary circumstances of the current COVID-19 pandemic, this cut-off has been raised to \$30 million for any singular First Nation community in one fiscal year, but this elevated funding level is not expected to continue (Government of Canada, 2020b).

EMAP recipients are expected to comply with the following ISC departmental ethics requirements and codes:

- *Conflict of Interest and Post-employment Code for the Public Service* (Treasury Board of Canada Secretariat, 1991)
- *Conflict of Interest and Post-employment Code for Public Office Holders* (Thibodeau & Savoie, 2018)
- *Values and Ethics Code for the Public Sector* (Government of Canada, 2011)
- *ISC Values and Ethics Code* (Indigenous and Northern Affairs Canada, 2017a)

Funding levels received by a singular First Nations recipient for any one EM activity, initiative or project may not exceed 100% of eligible costs. Furthermore, any additional government funding received above the determination of 100% of eligible costs will reduce ISC's contribution accordingly. However, First Nations may receive funding from alternative public or private sources to address EM costs not eligible for reimbursement under the EMAP (Government of Canada, 2020b).

As a strict rule, reimbursement payments are made based on invoices and acceptable support documentation. In extraordinary circumstances, communities may appeal and receive advance funding to support their immediate EM needs when their cash-flow requirements are not sufficient to allow an emergency or disaster scenario to be managed in an efficient or timely fashion (Government of Canada, 2020b).

### **7.1.3. Provisions for Funding Arrangements with ISC and EMAP**

A First Nations communities' eligibility for financial assistance or reimbursement through the EMAP is based upon signed funding agreements between First Nations communities, FPT governments, regional or municipal authorities, NGO's, corporations and other EM organizations. Eligible recipients must enter into discussions with ISC representatives to establish each involved EM parties' roles and responsibilities throughout the process (Government of Canada, 2020b). Whenever possible, it is recommended that funding arrangements be pre-established and agreed upon to clarify the financial accountability requirements including documentation, records, reports, financial statements and audit processes (Government of Canada, 2020b). The intended result of these pre-established and agreed-upon relationships is to ensure the effective, efficient, and timely delivery of EM services to communities in their time of need.

**Emergency Preparedness Activities:** Eligible recipients for this component of EMAP are required to provide the following information:

- “A detailed description and costing of the proposed preparedness initiative;
- A payment schedule including basis and timing of payments;
- In the case of third-party delivery, a description of the arrangement which indicates their respective roles, responsibilities and accountabilities;
- Provision for ISC to receive financial and program performance reports from the recipient no less frequently than once a year, or more often at the discretion of the funding authority based on the GA rating;
- Provisions for appropriate program compliance review or test, provision for ISC auditors to have access to relevant documents, on the premises of the recipient or their third-party delivery agent consistent with the funding agreement terms and conditions”

(Government of Canada, 2020b).

**Emergency Response:** Acknowledging that emergencies, disasters and accidents are often unpredictable and require urgent response tactics, emergency response actions or initiatives may begin immediately, and the formal application process may be waived (Government of Canada, 2020b). However, upon declaration of an emergency, a common understanding of roles and responsibilities must be established between ISC, acting FPT agencies and the impacted First Nation as soon as is practical to support shared response objectives and communication. For example, the decision to evacuate a First Nations community “must be based on a consensus of opinion between the First Nation Chief and Council, ISC and the corresponding Provincial EMO in the absence of a present or imminent threat requiring prompt and immediate actions to protect the health, safety or welfare of people.” (Government of Canada, 2020, para. 48). If consensus of opinion is not reached between all three EM participants, costs associated with the evacuation may not be eligible for reimbursement through EMAP from ISC.

**Mitigation:** Eligible recipients of mitigation funding through the EMAP are required to comply with requirements of ISC's capital project planning directive and guidelines for infrastructure remediation. These requirements include:

- “Need for site assessment;
- A feasibility study including legal, health or safety considerations;
- Project risk assessment and management plans;
- Professional engineering and project management skills;
- An approved project plan with provisions for contingencies;
- Demonstrated compliance with all related Acts and Regulations respecting the Building Code, Health and Safety, licenses and permits; proper insurance;
- A public tendering process and bid bonding of the winning general contractor including a contract specifying the respective roles, responsibilities and deliverables of each party in accordance with the time frames established in the construction work plan; penalties for non-completion on a timely basis;
- Payment schedule tied to key deliverables; and where both parties cannot agree, an alternative dispute resolution process.”

(Government of Canada, 2020b).

The present EMAP authority, through ISC, only directs the funding of non-structural mitigation activities and their associated costs (e.g., professional engineering plans or reports for structural mitigation activities and initiatives). ISC's capital facilities and maintenance program is the designated authority for structural mitigation projects, and eligible funding recipients must comply with the programs associated terms and conditions (Government of Canada, 2020b).

Eligible First Nations communities who receive EM funding through ISC's EMAP program can delegate authority or distribute contribution funding to external entities, or third parties not recognized by the funding agreement previously signed by ISC. However, the recipient communities remain liable to ISC for the performance of its agreed-upon roles and responsibilities under the funding agreement. With this in mind, recipient communities have complete independence in the selection of third-party EM participants when making funding distributions (Government of Canada, 2020b).

Of note, the Métis Nation are excluded from many Provincial and Federal funding programs, which is inconsistent with the *Daniels* ruling (Clark, 2018). This can be very detrimental as many Métis citizens can be significantly impacted in disaster situations by alterations to Traditional Land Use (TLU) and the loss of traditional hunting, trapping and fishing areas. ISC's most recent departmental plan seeks more consistent, predictable funding for Indigenous EM initiatives. However, this departmental plan does not provide many specific provisions for Métis Nation EM. Métis Nation-specific sections focus largely on business and one section on enabling economic prosperity mentions "Continuing to work with the Métis Capital Corporations to support Métis entrepreneurs in the establishment and expansion of businesses [and to] ...advance other economic development priorities as put forward by the Métis National Council through the Permanent Bilateral Mechanism process" (Indigenous Services Canada, 2020, p. 7).

Since the Métis Nation has historically been excluded from accessing reimbursement funding through ISC, they have to rely on external financial support from NGOs because they are unable to get insurance for traplines and traditional hunting lands that are often located on government owned crown land (Clark, 2018). These impacts can have serious financial repercussions for trappers and hunters who rely on the land for an occupation or as a supplemental food source. This exclusion does not align with Sec. 35 *the Constitution Act 1982*, and the *Daniels* and *Powley* decisions, which legally enforce these rights as Federally protected for the Métis Nation. Beyond financial and physical implications, the loss of TLU areas for many Indigenous people results in deeper cultural and social losses. However, these losses are often difficult to assess so they are often missing from the scope of ISC and Provincial recovery programs.

## **7.2. The General Assessment (GA) Workbook**

Transfer payments and grant allocations from ISC are taken out of Federal reserve funds contained in the Canadian Treasury and are overseen by the Treasury Board of Canada Secretariat (Government of Canada, 2020e). ISC is a Federal government ministry so it is accountable to the Treasury Board, which acts in the interest of all Canadians to ensure that government reserve funds are being spent in an accountable and transparent manner. Specific Treasury Board policy regarding transfer payments requires all Federal departments apply a risk-based approach to transfer payments and emphasizes the need for this approach to be "recipient specific" (Government of Canada, 2020b). In response to this policy, ISC has developed

the General Assessment (GA) tool, a recipient-focused, risk-based approach to managing their funding agreements with First Nations. The GA workbook evaluates individual First Nations applicants on the following factors: governance, planning, financial management, program management, and other considerations. The workbook uses the outcome of this evaluation to determine whether that Nation poses a “low”, “medium” or “high” risk to funding considerations (Government of Canada, 2020b).

The GA is a powerful tool that can potentially affect the flexibility of the funding arrangement, the duration of funding agreements signed between ISC and applicant Nations, influence the frequency and type of departmental monitoring and reporting requirements, and even the applicant’s eligibility for funding access (Government of Canada, 2020b). As such, the GA workbook is an important consideration for which First Nations communities to be aware when planning or delivering EM initiatives because the GA may determine they are “unable to conduct business with the organization, services may be disrupted and accountability compromised” (Indigenous and Northern Affairs Canada, 2014, para. 27). The GA workbook functions as a safeguard for Treasury Board fund allocations but in some cases, it may serve to reduce the ability of First Nations communities to fund EM initiatives by putting higher reporting burdens on communities deemed by its metrics to be “high-risk”. It is unclear at this time if the GA workbook is still being used to determine whether First Nations communities are fit to receive funding or not. Currently, ISC is pursuing its New Fiscal Relationship strategy, which acts to reduce government oversight and stimulate higher levels of Indigenous self-determination and autonomy (Assembly of First Nations, 2019b).

### **7.3. ISC – Comprehensive Funding Agreement and 10-year New Fiscal Relationship Grants**

Currently, the Government of Canada has committed to establishing a more effective and mutually beneficial partnership with First Nations. As part of this commitment, the Federal government is attempting to streamline funding agreement models through ISC to facilitate a single agreement for all programs and funding through ISC and CIRNAC (Government of Canada, 2020d). The intention of this new fiscal relationship is to provide sufficient, predictable, and sustained funding for First Nations communities that will assist communities in moving towards self-directed, self-sufficient EM programs that meet the needs of communities as determined by the members of the community (Government of Canada, 2020d). This is supported by ISC’s 2020-2021 *Comprehensive Funding Agreement*, the document that provides background to the legal and fiscal relationship between ISC and parties receiving funds including PT entities, outside EM support and, critically, First Nations recipients. In the spirit of establishing the “new fiscal relationship”, this agreement calls for First Nations and the Crown to co-develop new approaches as follows (Government of Canada, 2020a):

- “to support capacity-building by First Nations and to empower First Nation councils to plan and invest based on their own socio-economic, education and health priorities;
- to work toward the closure of socio-economic gaps between First Nations and other peoples of Canada; and
- that are founded on a mutual accountability relationship whereby Canada and the First Nations are mutually accountable for the commitments they make to one another under the Agreement, while First Nations are primarily accountable to their [Citizen-OR-Member]s.” (Government of Canada, 2020a, para. 6)

A key part of this new approach to funding allocation is the New Fiscal Relationship (NFR) Grant funding. The described purpose of NFR grant funding is “to empower First Nations to improve outcomes for their communities and [Citizens or Members], by providing funding in a flexible and predictable manner, in a context of mutual accountability” (Government of Canada, 2020a). The NFR became available on April 1, 2019 for 100 First Nations communities that met the eligibility requirements for that year. It is not a requirement and First Nations communities can decide for themselves if they want to replace prior contribution agreements with the NFR (Assembly of First Nations, 2019b). Importantly, the NFR was co-developed by ISC and the AFN and strives to achieve four key objectives:

- **Increase Predictability:** Through the provision of ten years of guaranteed funding, any unspent funds may be carried forward into the next fiscal year. This stable source of income is intended to assist First Nations to plan and direct their own future in this 10-year period.
- **Increase Flexibility:** First Nations are allowed to establish their own priorities for allocating and dispersing funds. The terms and conditions seen in previous contribution agreements are not applicable to the NFR allowing First Nations governments the freedom to decide how much to spend in order to meet their specific community needs.
- **Increase First Nations Control:** Through the elimination of terms and conditions, required recipient audits and compliance reviews set and conducted by Canada, this will engender a stronger sense of self-direction and autonomy for First Nations communities.
- **Decrease the Reporting Burden:** The programs included in the NFR transfer require ~92% less data to be provided to Canada by recipient First Nations, significantly decreasing the time burden felt by reporting Nations (Assembly of First Nations, 2019b)

The NFR Transfer stands to be a positive step in fostering the growth of a more transparent and positive relationship between First Nations and the Government of Canada. The NFR Transfer does not try to meet Treaty obligations currently agreed upon, nor does it prevent future Treaty negotiations between the Crown and First Nations (Assembly of First Nations, 2019b). Critically, the NFR Transfer does not impact basic funding levels and, although the funding mechanism has been changed, the amount of available funds has

not decreased. In fact, funding availability has been increased with \$21 billion in guaranteed funds going forward that will be spread out over a wide range of programs and grants (Assembly of First Nations, 2019b). The NFR Transfer also provides for more substantial negotiations during its ten-year implementation period. If First Nations and the Crown have not settled on a better mechanism to transfer funds after the ten-year period, a second 10-year extension may be offered. This also includes the ability for a First Nations community to opt-out of the NFR Transfer at any time and return to other contribution agreements between one and five years of length (Assembly of First Nations, 2019b).

To receive the NFR Transfer, First Nations must complete the NFR Transfer grant application and meet two qualifications to determine if they are eligible through ISC. To be eligible, the First Nation must demonstrate:

1. “Five years of successful financial performance, as established through mathematical ratios. Over 93% of First Nations who submitted this information in 2018-19 passed this requirement.
2. That it has passed a financial administration law and had that law enacted under either s. 83 of the Indian Act or s. 9 of the First Nations Fiscal Management Act.” (Assembly of First Nations, 2019, para. 10).

Although the NFR Transfer is not a permanent solution, it provides an interim step towards a more effective and co-developed funding apparatus. The NFR Transfer will allow First Nations the opportunity to regain the experience of establishing their own objectives, priorities, and funding decisions while learning how to implement those plans and reach their self-determined community goals (Assembly of First Nations, 2019b). Although the NFR Transfer is not akin to a self-government agreement, its goal is to provide First Nations with a fiscal path towards greater self-determination by lessening the control of the Federal government prescriptivism while still providing sufficient funds to support First Nations prosperity.

#### **7.4. Canada’s Integration of the Sendai Framework**

Canada’s overarching EM framework is guided in part by the *Sendai Framework for Disaster Risk Reduction 2015-2030* (Sendai Framework) (Public Safety Canada, 2019a). This framework for global disaster risk reduction was formally adopted at the third UN World Conference on Disaster and Risk Reduction in Sendai Japan in 2015 (United Nations, 2015a). The Sendai Framework aims to guide countries that implement its structure in substantially reducing the risk of disaster overall and diminishing the associated impacts disasters on human life, livelihoods, health and seeks to lessen the impact felt in the economic, physical, social, cultural and environmental assets of persons, communities and countries (United Nations, 2015a). With this goal in mind, the Sendai Framework establishes clear targets to be reached by identifying four priorities for action to reduce existent disaster risks and diminish future risks: understanding disaster risk, strengthening disaster risk governance to manage disaster risk, investing in

disaster reduction for resilience, and enhancing disaster preparedness for effective response, with the overall goal to “Build back better” through the recovery phase (United Nations, 2015a).

One of the most significant shifts from previous disaster management frameworks identified within the Sendai Framework is the increased emphasis placed on disaster risk management, as opposed to simply disaster management. This increases the emphasis on the mitigation and preparedness pillars of EM, rather than on the response and recovery pillars and supports the Framework’s objective of reducing disaster risk globally (United Nations, 2015a). Overall, “reducing disaster risk is a cost-effective investment in preventing future losses” (United Nations, 2015, p. 9).

Beyond risk reduction, another significant aspect of the Sendai Framework is the focus on building “resilience to disasters with a renewed sense of urgency...into policies, plans, programmes and budgets at all levels” (United Nations, 2015, p. 9). Building resilience is increasingly becoming a key concept in the field of EM and within the Sendai Framework it has deeper meaning than simply being able to recover effectively from disaster events. The United Nations Office for Disaster Risk Reduction (UNDRR) defines resilience as “the ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions” (United Nations, 2009, p. 24). This means resilience in the Sendai Framework’s definition is also the degree to which a community possesses necessary resources and is capable of effectively organizing itself both prior to and during times of need (United Nations, 2009). This is an important distinction: previous EM frameworks focused more on the response and recovery capacity of communities and the newly accepted definition of resilience distributes emphasis on all four pillars of EM.

The Sendai Framework was developed in response to increasing global instances of disaster and emergency scenarios. Indigenous communities also face elevated levels of risk compared to municipally governed areas within the same region (United Nations, 2015a). With this in mind, the Sendai Framework calls for a broader and more “people-centered” approach to EM and disaster risk reduction practices (United Nations, 2015, p. 10). It also calls for multi-hazard and multi-sectoral approaches that are inclusive and accessible to all relevant participants, including Indigenous peoples and communities, in order to be efficient and effective (United Nations, 2015a). Specifically, the Sendai Framework calls for increased efforts to foster continuing International, regional, subregional and transboundary cooperation to create opportunities for collaboration and partnerships and subsequently reduce disaster risk across all EM categories. Collaboration and participation between relevant participants are essential to reducing disaster risk through the community-level, regional-level, national-level and up to the global level. This can be improved by emphasizing knowledge and information sharing networks between all levels and increasing investment in

the social, cultural, economic and educational resilience of communities through technology, research and the strengthening of relationships between all groups (United Nations, 2015a).

With these mandates in place, the Sendai Framework aims to achieve “the substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, and communities and countries” between 2015-2030 (United Nations, 2015, p. 12). To achieve this outcome, the Sendai Framework calls for the strong commitment and involvement of leadership to follow-up on the mandates at all levels of implementation through the constant facilitation of an enabling political environment.

The adoption of the Sendai Framework into Canada’s larger EM frameworks has a direct impact on Indigenous communities because Canada’s National, Provincial, Regional and Municipal EM goals are all informed and supported by the same EM framework (Public Safety Canada, 2019a). The application of the Sendai Framework may vary because funding sources and approaches are different, but the desired outcome is effectively, and intentionally, the same. To meet EM goals for global populations, the Sendai Framework has identified strengthening disaster risk governance to manage disaster risk as a priority and highlights methods to address this priority at national and local levels. Specific to Indigenous populations, the Sendai Framework suggests national governments should “empower local authorities, as appropriate, through regulatory and financial means to work and coordinate with civil society, communities and Indigenous people and migrants in disaster risk management at the local level” and to “encourage parliamentarians to support the implementation of disaster risk reduction by developing new or amending relevant legislation and setting budget allocations” (United Nations, 2015, p. 18). This clearly indicates support for Indigenous communities and populations should be a priority for countries and states that use the Sendai Framework as a backdrop for their EM programmes. Because Canada has ratified and adopted the Sendai Framework, providing support and opportunities to collaborate with Indigenous communities is a priority in line with global EM standards. The next step is implementation and determining how to properly structure EM within Indigenous communities to meet the indicated goals within the Framework.

One of the guiding principles of the Sendai Framework is the concept of “Build back better” or “Building back better”. The goals of this principle are to support communities undergoing an emergency or disaster scenario and, through response and recovery efforts, increase the EM capacity of the community to enhance resilience and diminish the impact of future EM situations (United Nations, 2015a). The Sendai Framework identifies seven key principles that support community recovery and risk reduction:

- “Enhance physical resilience to natural hazards through structural design improvements,
- Employ hazard-based land-use planning for developments,
- Provide social, cultural and psychological support to aid community recovery,

- Improve the economic climate through livelihood support,
  - Coordinate multi-disciplinary stakeholders and their functions with clear role allocation for efficient and effective implementation,
  - The use of legislation and regulations to guide and facilitate recovery operations,
  - Community consultation, consult and consider community view to provide appropriate solutions.”
- (Indigenous Services Canada, 2019, para. 4)

Another identified EM priority detailed in the Sendai Framework calls for increased investment from the public and private sector devoted to structural and non-structural prevention and mitigation EM initiatives. Stating that investment in these specific EM pillars is “essential to enhance the economic, social, health and cultural resilience of persons, communities, countries, and their assets, as well as the environment [...] such measures are cost-effective and instrumental to save lives, prevent and reduce losses and ensure effective recovery and rehabilitation” (United Nations, 2015, p. 15). This international priority further emphasizes the need for increased investment on the front-end of EM initiatives. Currently, the majority of EM spending in First Nations communities through the EMAP is dispersed to reactionary response and recovery initiatives which limits EM capacity in Indigenous communities. This may result in communities being underprepared for EM or disaster situations and an increased need for reimbursement payments to respond to and recover from these situations as they occur.

This could be changed by greater up-front investment in structural and non-structural mitigation programs and could result in decreased overall costs to the government as research has shown that effectively prepared communities spend less money overall than underprepared communities in EM and disaster situations. This is supported by data from the United States of America’s National Emergency Management Association (NEMA), which in 2006 found that as mitigation spending goes down, response and recovery spending rises. Between 1999 and 2005 mitigation spending decreased from \$498 million to \$122 million while response and recovery spending increased over the same time period from \$672 million to \$794 million (Government Technology, 2006). This is further supported by research from Public Safety Canada which estimated that every \$1 invested in prevention and mitigation results in an average of \$6 of savings during the response and recovery phase (Public Safety Canada, 2019). In order to follow the EM priorities identified in the Sendai Framework, Canada would be well-served to increase the delivery of both structural and non-structural up-front mitigation and preparation initiatives in Indigenous communities. This appears to be a priority for ISC as EMAP budget allocations for 2020-21 and 2021-22 show a marked increase in mitigation spending compared to previous years (Government of Canada, 2020a). The question as to how best to deliver these funds to Indigenous communities is area for further research.

The Sendai Framework also establishes the need for involved and communicative partnerships between governments and stakeholders who share a responsibility for EM in their communities. It specifically

encourages states or nations that adopt the Framework to encourage participation from stakeholders on all levels including “volunteers, organized voluntary work organizations and community-based organizations to participate [and collaborate] with public institutions to [...] provide specific knowledge and pragmatic guidance in the context of the development and implementation of normative frameworks, standards and plans for disaster risk reduction; engage in the implementation of local, national, regional and global plans and strategies; contribute to and support public awareness, a culture of prevention and education on disaster risk; and advocate for resilient communities and an inclusive and all-of society disaster risk management that strengthen synergies across groups” (United Nations, 2015, p. 23).

The specific inclusion of community-based organizations as key participants within Sendai’s EM Framework is important in an Indigenous context for Canada. This specification establishes roles that can be filled by local organizations such as those established by the Métis community who historically have been left out of FPT EM conversations. Because Canada has formally adopted the Sendai Framework, this provision could be pursued to give the Métis Nation a primary role in community-based EM.

Furthermore, the Framework recommends an inclusive all-of-society EM structure should necessarily include Indigenous peoples and communities as “their experience and traditional knowledge [can] provide an important contribution to the development and implementation of plans and mechanisms, including for early warning” (United Nations, 2015, p. 23). This recommendation establishes a precedent for Indigenous communities to assume an increased role within Canada’s larger EM frameworks as active architects and planners collaborating with the government to prepare for and mitigate emergency incidents. This principle is central to the Sendai Framework and is part of the goals to be achieved by 2030 when the Framework timeline finishes and is set to be re-assessed. Because Canada has ratified the Sendai Framework and has stated that they aim to use it as the basis for its national EM structures, the EMAP (facilitated through ISC) should adjust its program mandates to support greater self-direction and participation from Indigenous communities. This should have a positive effect on EM capacity for many Indigenous communities.

## **7.5. Approach Taken by Emergency Management British Columbia**

Through progressive negotiations and a proactive to approach to EM in Indigenous communities, the province of British Columbia has established itself as a leader in moving towards greater levels of Indigenous involvement and self-direction across the EM sphere. Ahead of ISC’s recent departmental mandates calling for more streamlined EM service agreements, the Government of British Columbia signed a bilateral agreement with ISC in 2017, effectively engaging the province’s designated emergency management agency (EMBC) to provide all emergency management services and initiatives on behalf of ISC (Indigenous and Northern Affairs Canada, 2017b). To ensure First Nations needs and interests are represented, an MOU was signed between ISC, EMBC, and the First Nations Leadership Council

establishing a collaborative and constructive relationship that focuses on developing mutually supported EM agendas and programs at the provincial, regional and local levels (Indigenous and Northern Affairs Canada, 2017b). Furthering this agenda, in 2019, an Emergency Management MOU was signed between First Nations and BC recognizing First Nations as “full partners in the governance and operations of emergency management” (National Collaborating Centre for Environmental Health, 2019, para. 3). This agreement was the first of its kind in Canada and ISC is currently pursuing the negotiation of similar service agreements and MOUs with other Provinces and First Nation communities. These agreements aim to open the door for First Nations to become fully integrated in the EM process, progress towards assuming leadership roles during emergency events, and increase self-determination in Indigenous communities across Canada (Indigenous Services Canada, 2020).

Another unprecedented agreement developed in British Columbia is the Tshilhqot’in Tripartite Agreement, a collaborative EM agreement between the Tshilhqot’in National Government, Canada (through ISC), and the Province of British Columbia (Tsilhqot’in Nation, 2018). This agreement is a significant step towards enhancing communication, collaboration, and participation between Federal, Provincial and First Nations governments working together to implement practical changes to enhance EM capacity (Indigenous Services Canada, 2018). This agreement is separate from, yet complementary to, the bilateral EM service agreement signed between the province of BC and the Federal government. This reflects the desires of the Tshilhqot’in community to develop a “nation-based” approach to building EM capacity and response (Indigenous Services Canada, 2018). In the wake of this landmark agreement, Canada and British Columbia are working with other First Nations partners to develop a Province-wide tripartite agreement for EM that will recognize First Nations as full partners (Yumagulova, 2020).

Recognizing the unique approach to EM delivery taken by EMBC and the recently established First Nations Health Authority (FNHA), three discussions were held with specialists from EMBC and FNHA to gain some perspective and insight into how these changes were impacting EM capacity in Indigenous communities in BC from an organizational perspective. It was discussed that since the MOU was signed in 2019, the EM structure in BC is formed through a multi-lateral, three-way agreement between the Federal government, the BC Provincial government and the First Nations Leadership Council with EMBC acting as the delivery structure for EM in Indigenous communities. The goal is to elevate EM capacity in Indigenous communities by building an effective and long-lasting partnership with BC First Nations by fostering trust, participation and mutual respect. The Cultural Safety and Humility Pact (CSHP) was developed by FNHA in 2017 as a symbol help nurture further relationships. The CSHP intends to help “embed cultural safety and cultural humility throughout emergency management in British Columbia” (Gallagher & Halls, 2019, para. 1). It also states that cultural safety and humility are “essential features and attributes of emergency management coordination” and should be consistently applied across all four pillars

of EM (Gallagher & Halls, 2019, para. 1). Along with the FNHA, EMBC signed the CSHP declaration in 2019 signalling their commitment to the documents guiding principles:

- “Cultural humility builds relationships founded in mutual trust and respect and enables cultural safety.”
- “Cultural safety and humility must be understood, embraced and practiced at all levels of the emergency services system including governance, organizational, and within individual practice.”
- “We have achieved cultural safety when First Nations and Indigenous People tell us we have.”

Gallagher & Halls, 2019, para. 2)

This declaration guides the approach that EMBC and the FNHA take regarding EM in Indigenous communities. It also helps inform external EM agencies and organizations operating in British Columbia to be aware that oftentimes the values and needs of Indigenous communities are different than other municipalities and that different approaches to EM may be required. The CSHP emphasizes that to achieve trust, a partnership must be based in mutual respect that begins with appropriate, transparent wording in the agreements signed between the partners, to clearly establish the relationship as being equitable for all involved parties. To have trust and mutual respect, both parties must be willing to learn from one another because both have different but valuable knowledge and skill-sets that will lead to consistent and enhanced EM programs.

Given the issues concerning trust and partnership repeatedly cited throughout our primary and secondary research, the CSHP declaration is an initiative that could be adapted into FPT and external EM agency protocols across Canada. EMBC and the FNHA understand that building trust, mutual respect and partnerships take time, but that the application of the guiding principles of the CSHP declaration have already improved communication levels between Indigenous communities and their agencies. Considering that poor communication with external EM entities has been identified throughout the primary and secondary research as a significant challenge in Indigenous communities, it is recommended that this declaration be distributed to acting EM entities for consideration.

Another result of this initiative is strong early engagement in EMBC’s *Master of Disaster* program, which was designed to bring basic EM concepts and training to Indigenous communities in an approachable way. This program aims to inspire and engage members of the community to participate in EM initiatives while fostering community-based resilience. This program’s efficacy is derived from changing communication styles and the targeting youth, which make up the largest demographic in most Indigenous communities.

The unique bilateral and tripartite agreement, and MOUs recently signed in BC are important from an Indigenous EM perspective because they have been developed in full-partnership with Provincial First Nations representatives. They are also among the first agreements that seek to involve First Nations

throughout the whole EM process, including the development and delivery of funding and programs. Similarly, Provincial agencies such as EMBC and the FNHA have altered their approaches to EM in Indigenous communities by emphasizing cultural sensitivity, humility and by pursuing meaningful partnerships and relationships with communities on an individual rather than a collective basis. Although it is too early to determine the impact that these changes have had at the community-level, EMBC's equitable partner-based approach to EM in First Nations communities is a significant step in the right direction.

## **7.6. 2019 Assembly of First Nations – Emergency Management Resolutions**

In late 2019, Siksika First Nation's Chief and Council and Director of Emergency Management collaborated in the development of an emergency management resolution (#05) delivered to the Assembly of First Nations (AFN) (Weasel Child & Doore, 2019). This resolution highlighted current capacity and resilience challenges that First Nation communities face regarding EM and supplied recommendations aimed at building resilient communities (Weasel Child & Doore, 2019). Some of the challenges identified included unequal funding distribution compared to municipalities to develop mitigation and preparedness capacity such as specialized IMTs, emergency plans and training exercises, a lack of support from Provincial and outside entities during major disasters, and the exclusion of First Nations communities from regional emergency management agreements (Weasel Child & Doore, 2019). To address these challenges, the resolution recommends the AFN seek support from ISC to ensure First Nations are receiving adequate up-front funding to develop and control EM in their communities (Weasel Child & Doore, 2019). This funding would ensure all First Nations communities could train and dedicate to a full-time Director of Emergency Management position to develop culturally relevant training programs and build resiliency and EM capacity within each region (Weasel Child & Doore, 2019). This resolution, associated disaster risk reduction programs and implemented EM initiatives help foster resilient capacity starting from within communities rather than from outside entities and will further enable First Nations to develop locally owned and community informed emergency management plans.

Further resolutions (#06 and #07) regarding EM in First Nations communities were proposed to the AFN by the Lake Manitoba First Nation at the 2019 AFN Special Chiefs Assembly in Ottawa (Assembly of First Nations, 2019a). Resolution #06 emphasized the disproportionate number of First Nations peoples involved in emergency scenarios and evacuation events compared to the general population stating that despite only representing 4% of the Canadian population, First Nations accounting for over one-third of all evacuation events (Assembly of First Nations, 2019a). This emphasizes current EM challenges that First Nations communities often face, leaving them at an increased risk of losses from disaster and emergency situations. Some of these challenges include reduced EM training opportunities and programs within these

communities, and a lack of effective mutual-aid agreements with surrounding jurisdictions. This can be attributed to unequal funding distributions between First Nations communities that can leave some communities behind and exacerbate EM capacity gaps (Assembly of First Nations, 2019a). With this in mind, Resolution #06 calls on the AFN to engage with the Canadian Safety and Security Program and ISC to support the development of partnerships between First Nations and nearby communities and to provide permanent and appropriate funding and resources to support EM issues in First Nations communities (Assembly of First Nations, 2019a). Resolution #06 also advocates for the FPT governments and ISC to establish a permanent nationally and regionally coordinated EM training program to support these aims. This EM program is recommended to be community based, community designed, community developed, community managed and community driven to ensure First Nations are able to identify and meet their own EM needs as a community and increase their resilience (Assembly of First Nations, 2019a).

Resolution #07 expands on the need for the effective delivery of EM training opportunities for First Nations communities with the goal to increase EM capacity by training community members to administer EM duties within their own community. The specific request is for AFN to call on the Federal government through ISC to establish a First Nations training institute and live up its promise of supporting Indigenous economic prosperity by supporting innovative Indigenous-led opportunities (Assembly of First Nations, 2019a). Specifically, Resolution #07 asks for funding to support the creation of a First Nations Training Institute on Emergency Management. This Indigenous-led initiative would lend itself to supporting First Nations communities by securing resources and training opportunities and provide essential career and employment services to First Nations peoples in the field of Emergency management (Assembly of First Nations, 2019a). Beyond providing greater levels of training and resources to First Nations communities, the creation of this new training centre will also serve to help diminish educational and employment opportunity gaps between First Nations and non-First Nations people in Canada (Assembly of First Nations, 2019a).

Considering the AFN is a national advocacy group that represents the interests and well-being of all First Nations citizens in Canada at the Federal level, their resolutions to, and interactions with, the Federal government can be a powerful tool for drawing attention to Indigenous issues. The AFN also works towards facilitating relationship building initiatives between First Nations, the Crown, and public and private sector organizations. These EM-specific resolutions, if accepted and acted upon, have the potential to significantly increase EM capacity for First Nations communities across Canada and should be considered in any discussion concerning EM in an Indigenous context (Assembly of First Nations, 2021).

## 7.7. Emergency Management Resources, Tools and Initiatives Available for the Métis Nation

One of the commonalities seen throughout this research project is the desire of Indigenous communities to become more self-reliant and autonomous: a desire to increase resilience in communities without having to rely on government assistance or external help. For the Métis Nation, this desire is complicated by their current relationship with FPT governments, and the wide distribution of their citizens in Canada. A majority of Métis live in large urban communities and, as such, are covered by the emergency plans and programs of the municipality in which they live. Others live in settlements. For instance, there are eight northern Alberta Métis settlements that are covered by some federal assistance programs while still others live in rural communities not covered by these mechanisms. This separates them from First Nations communities covered under the EMAP because the eligibility requires a defined land base. To improve EM outcomes and close EM capacity gaps for the Métis Nation, different approaches will be required.

As discussed earlier, as a result of the various legal decisions regarding the Métis Nation it appears that the lines to the Federal government are now open and negotiations are ongoing. Both the Métis Nation of Alberta and Saskatchewan have signed “self-government” agreements with the Federal government and the Manitoba Métis Federation is pursuing the same (Government of Canada, 2017). There are certain programs and opportunities the Métis Nation could start implementing, such as establish an EM base from which to expand and begin nurturing EM capacity from within the Métis Nation rather than from external sources. For EM to be effective, it has to evolve within a community and build upon the strengths of that community. In the years before they were recognized as Indigenous peoples by the Government of Canada, Métis across Canada established tight-knit communities and supported them with their own community organizations. There already exists a long-established resilience within the Métis Nation and that strength is the bedrock upon which they can establish an EM system. To do this, they can take advantage of the community structures that are already in place in the Métis Nation governments, down to the local Métis organizations operating in the municipal communities Métis citizens live in. A holistic community-based approach, based on education, communication and participation can help increase resilience on a broad scale.

Due to the unpredictability of many disaster events, it often takes governments and EM entities a significant amount of time to organize themselves and respond. This can be due to a myriad of reasons, but oftentimes it is because of legal obligations and internal organizational requirements. These organizations are accountable to higher powers and need to establish and defend the decisions that they make and, as such, are very careful when beginning response actions. Furthermore, despite the capabilities of government EM response teams and external EM organizations, they are oftentimes responding in areas they are unfamiliar with (Robinson, 2014). This is where community organizations can offer strategic advantages, especially

when coupled with effective partnerships with external entities. Due to the closeness of their interaction with the community and the networks that they have already established, community organizations possess unique resources and expertise that is difficult or impossible to replicate in external EM organizations (Robinson, 2014). The majority of identified resources, tools and initiatives available to increase emergency preparedness and build resiliency within potentially impacted Indigenous communities can be found in Appendix A; however, some significant resources are summarized in the following subsections.

### **7.7.1. Community Emergency Response Team**

One way the Métis Nation could increase EM capacity is through training and establishing Community Emergency Response Teams (CERT) throughout all levels of the Métis governance system but especially at the local or community level. A CERT is essentially a group of community leaders and volunteers who are trained to organize and respond to emergencies in their community with a high-level approach (Harewood, Sharleen, & McLean, 2012). It has been repeatedly demonstrated that communities that have proactively pursued basic EM training, and have well-disseminated emergency preparedness plans in place, respond more effectively during and after disaster events (Federal Emergency Management Agency, 2019). Studies have also demonstrated that organized, community-based efforts are more effective if they are integrated into the social and political fabric of the community such as community associations, schools, religious institutions and common workplaces (Federal Emergency Management Agency, 2019). The social networks the Métis Nation have been cultivating for decades makes the adoption of CERTs and CERT training systems a strong fit for incorporation into current community guidelines and resources.

Effective emergency response requires comprehensive planning and community engagement with local governments, volunteer organizations, private businesses and community organizations. From this locally organized level, CERT training could be delivered to a team of Métis community leaders and volunteers to ensure information and tactics are disseminated throughout the community. Though they are not an all-encompassing EM solution, a CERT is intended to function as a support system that helps communities respond immediately and bridges the gap between the onset of an emergency or disaster scenario until assistance arrives (Harewood, Sharleen, & McLean, 2012). The CERT programme helps enhance EM capacity in communities by accomplishing the following objectives:

- **Communication:** establishes immediate community communication and dispenses the facts as they are currently known, about what is occurring and what to expect following a major disaster in terms of immediate services from the CERT and incoming EM teams.
- **Education:** proactively informs citizens and community members of their role in a disaster scenario and educates them about their responsibilities for mitigation and preparedness, before a disaster or emergency occurs.

- **Training:** train community members proactively in needed lifesaving skills while emphasizing decision-making skills, rescuer safety, and the concept of “doing the greatest good for the greatest number.”
- **Organization:** organize teams proactively, so that they can function as an extension of the zonal committees and will have the ability to offer emergency services essential community information, such as membership and locations of vulnerable community members, in order to support victims and assist responders in a productive manner. (Harewood, Sharleen, & McLean, 2012).

The structure of CERT training, and the way it is intended to support community resilience, is in line with the current structure of Métis community governance and Métis goals of self-determination and resilience. The CERT model is intended to inform individuals on how to make their communities safer, and more prepared for emergency incidents (Federal Emergency Management Agency, 2019). Community-based preparedness and planning initiatives such as the CERT programme allows individuals within a community to prepare their families and homes to cope during critical emergency events, beyond simply waiting for external help to arrive. It is a proactive programme that can help communities prepare their citizens by endowing them with basic EM skills, training and education that can help them reduce human, infrastructure, economic and environmental losses and enhance EM capacity overall (Federal Emergency Management Agency, 2019). Enhancing community preparedness in this manner will help foster EM capacity for individuals within a community and the community at large, enabling them to serve as a crucial resource capable of performing many of the EM functions required throughout the response and recovery phases of a disaster events (Federal Emergency Management Agency, 2019). Training community members and Métis citizens to work together to manage their existing resources until assistance becomes available can help increase community capacity across all four pillars of EM.

### **7.7.2. McMurray Métis Community Emergency Management Plan**

In the aftermath of the 2016-2017 wildfire seasons in Fort McMurray, the McMurray Métis developed a Community Emergency Management Plan (CEMP) in 2019 (Regional Municipality of Wood Buffalo, 2019). Although this is a spatially specific CEMP for the Fort McMurray Métis population, the plan can serve as a material guide to other Métis communities who desire to establish similar documents in their community. The CEMP makes sure to emphasize the use of “strong local knowledge” in EM situations as the document itself will not prepare the community for every potential situation (Regional Municipality of Wood Buffalo, 2019). Reliance on community members with specific demographic and geographic knowledge that can be harnessed to fill in the gaps during an emergency scenario is key and should be incorporated as a guiding principle in all CEMP, ERP, and EMP documentation. The Fort McMurray CEMP demonstrates the types of information that should be present in future CEMPs for Métis communities looking to develop and enhance their EM capacity. The plan identifies and incorporates:

- Demographics
- Geography
- Egresses
- Hazard Assessments
- Land-use considerations
- Values at risk
- Vulnerabilities and other key issues (Regional Municipality of Wood Buffalo, 2019).

The Fort McMurray CEMP addresses many critical components of their community. It emphasizes communications as an essential consideration and lists, from perceived best to perceived worst, the communication options they have available to disseminate critical EM information to the community (Regional Municipality of Wood Buffalo, 2019).. It also describes back-up plans and preparedness measures to ensure these channels are well known as sources of credible and timely information. The CEMP also provides essential information regarding evacuation routes and available transportation options and supports this information with detailed community maps to use as reference. It also lists emergency social services options that will be available to the community in the event of a disaster complete with addresses and contact information of various reception centres and community building (Regional Municipality of Wood Buffalo, 2019). The Fort McMurray CEMP is valuable to demonstrate how Métis communities can increase their EM capacity without having to rely on external sources. It is not intended to be a fully-fledged ERP, or all-hazards guide for the McMurray Métis, but it is an effective tool to increase emergency preparedness. At the very minimum, similar documents and CEMPs should be the norm in order to support Métis communities and their EM needs.

## **7.8. Summary of Other Emergency Management Resources, Tools and Initiatives**

### **7.8.1. First Nation Adapt Program**

First Nation communities are often at greater risk because of their location, aging infrastructure, and close connections to the land. The *First Nation Adapt Program* provides funding to FN communities located below the 60<sup>th</sup> parallel. The funding is used to assess and respond to climate change impacts on community infrastructure and emergency management. The program supports the following types of projects:

- Risk assessments of climate change impacts on emergency management or community infrastructure
- Assessment and development of adaptation options
- Cost benefit analysis of adaptation options

### **7.8.2. First Nation Fire Protection Strategy**

The *First Nation Fire Protection Strategy* focuses on fire protection in on-reserve communities and emphasizes a risk-based approach – starting with a gap analysis to identify communities at greatest risks. The strategy also serves to guide resource investments and maximize results. In 2018, Manitoba hosted a fire preparedness forum. The forum provided Manitoba First Nations an opportunity to learn and expand their understanding and knowledge towards preparing, mitigating, responding, and recovering from fire events that may affect their communities. The *Manitoba Emergency Management Organization* provides emergency management training throughout the province through online courses.

### **7.8.3. McMurray Métis Community Emergency Management Plan**

The *McMurray Métis Community Emergency Management Plan* provides demographics and characteristics of the community, specific HRVA findings, community-identified communication methods, evacuation plans, emergency social services, the community leadership and important contacts (Regional Municipality of Wood Buffalo, 2019).

### **7.8.4. Aboriginal Resilience Planning Guide**

Disaster resilience refers to a community’s ability to envision, and where possible, prevent or limit the potential damage a disaster may cause. It also involves how well a community can adapt with the impacts of a disaster in the event that it happens, and to maintain basic structures and functions. The *Aboriginal Disaster Resilience Planning Guide* (ADRP) is a user-friendly guide that helps communities work through steps to increase resilience. This is a valuable platform for Indigenous groups that aims to guide communities through a step-by-step process to construct an EM team, assess community strengths and weaknesses, complete a resilience assessment to evaluate risks, build a resilience plan, and finally implement the plan (JIBC, 2015b). This planning guide is a great tool that can be used to create a basis for the development of EM capacity and programming. The ADRP website contains all the information you need to complete the following 4 steps:

- Step 1: Getting Started – preparing for disaster resilience planning.
- Step 2: Resilience Assessment – assessing community’s current state of resiliency as well as what disasters are most likely to happen.
- Step 3: Building a Resilience Plan – identifying goals and strategies for building resilience within your community.
- Step 4: Plan Implementation – how to develop an action plan to aid in increasing overall resiliency and adopt strategies to help your community survive a disaster (JIBC, 2015b)

## Chapter 8: Summary of Key Findings and Considerations

Table 3: Summary of Key Findings and Recommendations

Theme	Key Finding	Recommendations
State of Emergency Preparedness	Many communities do not have full-time emergency management specialists or emergency management teams with community members filling the roles.	Deliver ICS & IMT training programs to increase expertise within communities – staff EM roles with community members to foster collaboration & increase awareness of disaster risks.
	Mutual aid assistance can result in an incompatibility of response when jurisdictions have different communication & response systems.	Complete yearly interagency training exercises & update mutual aid agreements - develop a schedule & Memorandum of Understanding to ensure training timelines will be adhered to.
Training Levels within Communities	Less than 10% of Nations have a designated Full-Time DEM or IMT.	Develop Policy, Governance, Regulations and Band Council Resolutions to align with AFN Resolution 83/2019.
	Lack of designated platform that highlights beneficial training and minimum qualifications.	Adopt the ICS Canada Standard and set a minimum training expectation for the DEM, Chief, Council and IMT.
	Limited administrative capacity for developing and completing proposal and grant applications as well as for project management and administrative tasks throughout project.	Work with ISC and / or industry to develop training and partnerships that build internal administrative capacity to plan, develop & apply for future EM projects & initiatives on an ongoing basis.
Available Emergency Response Equipment & Resources	Approximately 50% of Nations along the L3RP have Emergency Services (mixed between Full-Time and Volunteer).	Emergency Services (Fire, Police and Ambulance) are integral to life safety and incident stabilization, however, during large scale events can quickly become overtasked and unable to fulfil dual roles of ES and EM. It is <i>recommended that</i> communities have a designated Director of Emergency Management and Team to support.
	Nations with Full-Time DEMs have some equipment specific to Emergency Management (Flood, Weather Events, etc.)	A single plan or list of equipment is not a suitable approach for all Nations however, a recommended & suggested equipment list can provide a base to start from. Each Nation has individual needs and equipment should be identified through a HIRA. Resources and tools are available through this document.
	Many Nations do not have an Emergency Management Plan or an updated plan in place.	Once a plan is developed, a schedule should be implemented to ensure regular updates. Equipment should be procured based on the HIRA and prioritized activities within the plan.
Greatest Emergency Management	EMAP funding is not accessed at a level that supports internal EM capacities in many First Nations.	ISC to increase communication and training in communities aimed at increasing funding access.

Theme	Key Finding	Recommendations
Capacity Challenges	Limited communication between external EM entities and acting EM staff within communities.	Quarterly updates to DEMs, ES, Chief and Councils, to maintain an updated contact list. Yearly EM meetings with all involved entities, to increase discussion, facilitate partnerships and foster Indigenous integration into the EM process.
	Mitigation and preparedness pillars not adequately supported to deliver initiatives on an ongoing basis.	ISC to streamline mitigation and preparedness funding opportunities. Increase community awareness of available funding and train communities on how to access it.
Available EM Resources, Tools & Initiatives	There are more resources, tools, and initiatives than are being accessed and utilized.	Increase communication and accessibility around proactive EMAP (mitigation & preparedness) funding opportunities and other resources and tools. Develop information sharing network for Indigenous communities.
	EMAP is the primary resource for First Nations on-reserve however, it is still underutilized.	Despite large amounts of funding available, much goes underutilized until emergency or disasters strike. This results in higher overall costs and reduces community emergency preparedness.
	Métis Nation could benefit from community-based training, that can bridge the gap in EM scenarios (CERT).	Métis governments and local organizations can benefit from the develop of community-based EM that utilizes their strengths. Community based teams can be effective to integrate community members into all pillars of EM.

### 8.1. Summary of Key Findings

The desire for a proactive approach to EM was demonstrated through both primary and secondary research. 100% of targeted interview participants indicated that they would be “interested” or “very interested” in an EM information sharing platform where communities could share EM strategies, initiatives, funding opportunities and resources. Some of the key findings identified throughout the primary and secondary research include:

- **EM capacity varies in Indigenous communities.** There is no one-size fits all solution, EM programs and initiatives must be tailored for individual communities and directed by those communities. This aligns with ISC’s new mandates and the NFR transfer programs goals of increasing resilience through self-government and self-determination.
- **The majority of Indigenous communities do not have sufficient EM resources on staff to effectively meet EM needs in their communities.** The majority of communities do not have a full-time DEM, or a trained EM team. This puts communities at a heightened risk and increases their reliance on outside EM support reducing internal EM capacity.
- **Ensuring the continuation and sustainability of EM programs and services is a challenge in Indigenous communities.** Due in part to inconsistent funding availability, capacity challenges, and

staff turnover, training sessions, hazard-assessments, and exercises are often not completed on a regular basis.

- **A large number of communities do not have up-to-date ERPs or community contact lists.** This is partially due to inadequate follow-up by ISC and its Provincial EM partners, but also due to a lack of financial resources for continued training initiatives and insufficient role-transfer protocols within some Indigenous communities.
- **There is a desire to integrate traditional land-use practices and traditional knowledge into community-based EM programs.** This coincides with the desire of many Indigenous communities' to be more self-reliant during emergency incidents.
- **Increased information sharing between Indigenous communities and neighboring municipalities and entities is strongly desired among many respondents.** Every interview participant indicated they were either very interested or interested in communication networks or platforms that would enable rapid sharing of funding opportunities, project plans, mitigation efforts, training opportunities, educational initiatives, equipment lists, and other resources.
- **There is a challenge disseminating information and available emergency resources regarding pipeline risks in the communities who provided feedback.** Over 55% of survey respondents stated they had not been contacted by Enbridge and would value speaking with them regarding pipeline concerns in their community. It is not clear whether this is due to limited engagement or reduced internal communications but the disconnect is significant and leaves Indigenous communities at a heightened risk.
- **Communication around available and upcoming funding opportunities is inconsistent.** This inconsistency contributes to low levels of applications for mitigation and preparedness projects.
- **Some First Nations with reduced EM capacity struggle with applications for funding and reimbursement from ISC.** The requirements are often significant and can exceed the ability of a community to meet ISC expectations leading to funding delays, or refusals. This can be exacerbated when resources are stretched to capacity during emergency scenarios.
- **Trust remains a barrier between Indigenous communities and external government organizations.** Increased partnership agreements and interagency exercises can help build familiarity and increase interoperability and efficiencies during a response.
- **There is a need for interagency training between external EM entities and EM staff in Indigenous communities.** This should be undertaken as equal partners with equal opportunities for input and perspectives. ICS training should be standardized to avoid confusion and unfamiliar terminology during response and recovery phases.
- **There is a disconnect between the amount of available funding through EMAP and the amount of funding accessed for mitigation and preparedness initiatives.** Communication issues

and confusion surrounding complex application processes contribute to this issue. A Federal Audit of the EMAP indicated that ISC representatives should do more to inform First Nations of funding parameters and application standards.

- **Funding directed by ISC through the EMAP is heavily skewed towards response and recovery efforts** despite research suggesting that resiliency and emergency preparedness is increased through proactive investment in mitigation and preparedness efforts. This difference in funding is exacerbated by complex application processes, and project priority hierarchies which make mitigation funding difficult to access, whereas response and recovery funds are not subject to the rigorous application process. This disincentivizes proactive EM initiatives, lowers community EM capacity and fosters a reliance on external EM support systems.
- **Applying for funding for mitigation efforts is too complex.** Funding for mitigation efforts through ISC is split into structural and non-structural elements and is funded through two separate government programs (EMAP and CFM). This complexity can lead to less collaboration between community departments, which is required for community-based EM programming.
- **There is a need for the involvement of Indigenous peoples and the integration of their perspectives throughout the four pillars of emergency management.** There is an identified desire within Indigenous communities to be self-reliant and autonomous when it comes to EM and protecting their citizens/members, land and infrastructure.
- **Cultural differences are still a barrier to effective partnerships between Indigenous communities and external EM organizations.** There is a need for increased discussion and cultural-sensitivity training which could foster the integration of Indigenous perspectives into EM programs and increase communication and partnerships.
- **Clarification on the differences between Emergency Management and Emergency Services is required.** Both Indigenous and non-Indigenous communities are confused on the roles and responsibilities of each department which can reduce interoperability and support provided by each entity. A community-specific definition for each department can help streamline roles and increase preparedness levels in the community on a whole.

## 8.2. Summary of Considerations

Recently, the Government of Canada expressed its support for the objective of greater self-autonomy and self-determination for Indigenous communities through its pursuit of negotiating tripartite EM service agreements for all Provinces and Territories similar to the ones signed in British Columbia. ISC is supporting their new mandates and direction regarding Indigenous self-determination initiatives by introducing the New Fiscal Relationship transfer grant opportunity, which promises consistent, reliable annual funding for First Nations with less government oversight and application restrictions. However, to

realize the mutually supported goal of increasing emergency preparedness in Indigenous communities through effective, self-directed EM, the identified EM challenges in this research project, and others, need to be addressed. One of the best ways proactively approach mending increase emergency preparedness in Indigenous communities is by looking and listening to the insights and recommendations from communities who have been through disaster and loss. Their voices should be used to inform the future of EM in Indigenous communities and help guide EM processes with equitable authority as the Federal government that accepts jurisdiction over their rights.

In assessing the conclusions and recommendations from the four principal documents that guided the direction of secondary research for this report, trends were identified in multiple secondary sources and were reinforced by the primary data collected. These recommendations come from the two internal Government-led assessments of the EMAP, the *BC Fire and Flood Review*, and *Resilient RMWB*. All four guiding documents recommended that EMAP should proactively increase measures to promote and encourage preparation and mitigation activities that support risk reduction and resilience measures in Indigenous communities, especially those experiencing elevated levels of risk. This support should be provided on an ongoing and consistent basis to be effective. This will necessarily involve opening communication channels to dispense information about funding opportunities, current mitigation initiatives, and administrative assistance for Indigenous communities with lower EM capacities.

Another consistent recommendation calls for increased collaboration and partnerships between Indigenous communities and EM organizations. This will enable the development of community-specific EM service agreements to meet the needs and values of Indigenous communities and reduce the prescriptivist nature of past EM service arrangements.

The final commonality identified calls for actively and adaptively reviewing the EMAP's funding reimbursement program to ensure protocols are not unnecessarily restrictive for communities in need. Eligible expenses should be constantly reviewed and monitored to ensure EM programming and funding meets the needs of First Nations, Territories, Provinces and other EM service providers while still meeting internal departmental requirements.

Specifically, recommendations developed in the *BC Flood and Wildfire Review* relate to this project as they focus on the four pillars of emergency management and were informed directly by Indigenous communities involved in post-incident engagement sessions (Abbott & Chapman, 2018). The 108 recommendations developed in *BC Flood and Fire Review* aim to enhance emergency management and increase resilience on a broad scale. They recommend this be accomplished through key aspects such as increased partnerships and participation, development of knowledge and tools, increased data collection capabilities, shifts in funding to focus on preparedness and prevention and increased communications. The importance of

utilizing local knowledge and working with Indigenous communities is highlighted throughout the *BC Flood and Wildfire Review* to help ensure that they are true partners in emergency management (Abbott & Chapman, 2018). The recommendations also align with the findings of our research project because they identify the need for increased collaboration with First Nation communities to integrate Indigenous knowledge into EM, increased training opportunities to enhance response capacity and the clarification of roles and responsibilities. Furthermore, increasing communication capabilities and public awareness is recommended to educate communities on regional risks and increased engagement with First Nations and local governments is required to enable knowledge sharing. Overall, the recommendations in the *BC Flood and Fire Review* aim to create a roadmap to inform emergency management policies and highlight the need for governments, organizations and communities to work together to increase emergency preparedness and the implementation of disaster risk reduction measures.

Similarly, the *Resilient RMWB* report issues 36 recommendations to the Government of Canada, ISC, the Government of Alberta, AEMA, the RMWB, First Nations and the Métis Nation in the region based on post-incident research and community engagement after the 2016 Horse River wildfire (Clark, 2018). These recommendations align with the findings of this research project as they aim to support reconciliation and increase the resilience of communities through capacity building. Specific recommendations in this area focus on the need to increase collaborative relationships between jurisdictions to define roles and responsibilities, build emergency management capacity in Indigenous communities and to formally implement UNDRIP (Clark, 2018). Furthermore, the Clark report recommends an integrated disaster management plan is needed to increase regional cooperation along with the training of an Indigenous All-Hazards Incident Management Team and the appointment of a Director of Emergency Management in each community (Clark, 2018). Such a position can inform and enable the development of community-led and community-based disaster management plans in Indigenous community that incorporates local knowledge and perspectives. Lastly, as noted throughout this research project and in other key documents, there is a need for governments to prioritize and support the implementation of preparedness and mitigation measures within Indigenous communities to build emergency management capacity and reduce future disaster losses.

Based on themes from the secondary research and feedback received from the survey and interviews with community representatives, the following are considerations to help increase community-based emergency preparedness.

### **1) Interjurisdictional partnerships & cross-training**

Primary data gathered from Indigenous communities indicate a significant desire for stronger interjurisdictional partnerships. This perspective was backed up by findings from key secondary research papers. Currently, for communities captured in this project's primary data net, there is a wide variance in

emergency preparedness. Certain Indigenous communities feel comfortable and confident with the level of access and support they have from external sources and felt they could offer advice and support to communities in a different position than themselves. Two of the communities that participated in targeted interviews suggested their community would be open to sharing information with other communities that may have lower capacity levels. As well, every interview respondent indicated interest in further access to EM networks that emphasized information sharing for funding, resources, EM projects and plans, training, and other related opportunities. Communities that identified challenges with EM capacity noted they have seen fractures in interjurisdictional relationships at all levels. Many communities may not have reliable mutual aid agreements with nearby communities, and some identified they have low relationship levels with FPT governments and other external EM agencies. This diminishes EM capacity in these communities and repairing and strengthening these relationships should be a priority moving forward. The implementation of cross-training initiatives, partnership agreements and an EM sharing network can help strengthen community ties, increase collaboration and increased emergency preparedness on a community based-level.

## **2) Community defined Emergency Management**

A concept that remained strongly evident throughout our primary and secondary research data was the need for EM to be community-based, directed, and delivered. Beyond the feedback received through the primary data, this theme was reinforced, not only by the secondary research gathered, but through the initial results and perspectives uncovered by the Indigenous Emergency Management Capabilities Inventory (IEMCI). Although the final results have not been published, an interview with one of the creators of the inventory indicated Indigenous communities have a strong desire to regain control of their own EM instead of dealing with external agencies directing their EM programs and the delivery of programs to which they may not feel connected. Permitting Indigenous communities to determine their own EM needs, will help ensure they are culturally appropriate and community-based (Yumagulova, 2020). The initial results from the IEMCI, and our data, suggest that although Indigenous communities are interested in working with FPT governments and entities, and establishing a mutual EM relationship, they do not want these entities to determine the direction of their EM. This sets a precedent that should be followed to increase emergency preparedness in a meaningful way in Indigenous communities across Canada. Furthermore, as general confusion exists around the difference between EM and Emergency Services, it is important for communities to clearly define the roles and responsibilities around EM. This can be accomplished through the implementation of policies and procedures that help identify the role of EM and how it can support many other community departments to increase emergency preparedness on a broader scale.

### **3) Increase community training & educational opportunities**

Across the board, even from interviewed and surveyed community representatives who felt their community was in a strong EM position, there were calls from Indigenous communities for increased opportunities for locally delivered EM training and education. Although the EMAP makes provisions to deliver these opportunities, our data suggest these opportunities are delivered on a singular basis, which may lead to reduce capacity in the long-term. Preparedness and mitigation funding has been underrepresented in EMAP funding allocations over decades, which can lead to higher response and recovery costs and reduce the ability of communities to implement long-term disaster risk reduction activities. AFN resolutions have asked for increased education and training opportunities and have identified a need for a dedicated DEM with each Indigenous community in Canada. By establishing EM expertise on an internal community level, rather than fostering reliance on the external delivery system, the development and delivery of community-based resilience initiatives can be increased long-term.

### **4) Increase focus on mitigation & preparedness initiatives**

The difference between funding spent during the response and recovery phases of EM and during the mitigation and preparedness phases was noted throughout the secondary research from internal Federal audits of the EMAP to external After-Action reviews in the wake of disaster scenarios. This difference was further highlighted by the primary research, which documented many communities have accessed little funding for mitigation or preparedness initiatives in their community. External research highlighted that funding proactive mitigation and preparedness measures in communities not only increases the emergency preparedness of those communities, but also substantially reduces overall EM spending. This is not just a driver of community-based EM, it is a cost-saver that the Federal government and EM agencies have begun to pay attention to. A potential reason for this large disconnect is the amount of “red-tape” that forms a barrier between communities in need and the funding initiatives provided by the Federal government. Many communities lack the financial or administrative capacity to effectively apply for, and access, these needed funds, which leaves them vulnerable. However, when actual emergency scenarios arrive on their doorstep, the “red-tape” application process is significantly reduced meaning that funding is more easily accessed for response and recovery initiatives. This is a jurisdictional consideration that should be addressed by all entities involved in EM, as properly directed preparedness, mitigation and prevention funding is mutually beneficial.

### **5) Completion of community-led After-Action Reviews of disaster incidents**

Considering the current communication and collaboration challenges evident in interactions between communities, government and other EM entities, greater focus should be directed towards increasing cooperation between participants on every available level. Many secondary sources identified the efficacy

of After-Action reviews that take place in the aftermath of emergency or disaster events. Both the *BC Wildfire and Flood Review*, and *Resilient RMWB*, key identified documents for this research, used this powerful assessment tool to capture the perspectives, values, needs and voices of Indigenous communities regarding the delivery of EM in their communities. It has already been noted that EM programs have, in the past, been delivered to Indigenous communities rather than tailored for their needs through the integration of their perspective and unique voices. By facilitating open communication between impacted communities and external EM entities, both sides can come together and discuss future solutions in an impactful way. Recommendations from the *BC Wildfire and Flood Review, 2017* were drawn from targeted interviews and open-house discussions with impacted Indigenous community members and these recommendations have made their way to inform EMBC's EM programs. This research project advises that other Province's, Territories and Indigenous communities follow this path, as increasing emergency preparedness in Indigenous communities requires communication, mutual trust, and increased partnerships.

## Chapter 9: Conclusion

Although disaster and emergency events are inherently unpredictable, disaster risk reduction measures that incorporate the perspectives of governments, communities, organizations and individuals can help reduce environmental, social and economic losses.

Involving community members throughout all aspects of emergency management can help inform the development of locally owned plans, build trust, and foster capacity building. Providing training and support that enables communities to develop community-informed emergency management programs and directly respond to disaster events is key to disaster risk reduction. These aspects are necessary to ensure community disaster resilience on a broader scale as disaster risk is based on the exposure to humans, ecosystems, infrastructure and watersheds which can result in very community-specific impacts based on interests, cultural values, community structure, worldviews and experiences (Johnston, et al., 2019).

Enhancing the resiliency of a community, through the transfer of focus to prevention and mitigation activities, can increase regional emergency preparedness and reduce the overall impacts of an event. Indigenous communities know community-based, community-directed EM programs and initiatives have been ongoing in their communities on an informal basis for centuries. It is time to re-establish the focus of EM services and programs in Indigenous communities from systems that foster external reliance into those that create and sustain internal resilience.

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## Appendix A – Available Resources, Tools & Initiatives

Available Resources and Tools			
Provider	Program Name	Description	Link
Federal	Canadian Wildfire Information System	“Information, maps and data services available through the Canadian Wildland Fire Information System are approximations based on available data and may not show the most current fire situation.”	<a href="#">Link</a>
	Building back better: Emergency Management Assistance Program Strategy Guide	“Intended to guide Emergency Management personnel in the implementation of the EMAP to support risk reduction and community recovery”	<a href="#">Link</a>
	Public Health Agency of Canada – Emergency preparedness & response	“Canada public health emergency preparedness and response for public health security and resources”	<a href="#">Link</a>
	Public Safety Canada - Emergency Management Planning	“Provides step-by-step instructions of the planning process across the four pillars of Emergency Management Planning. It is the key tool designed to help federal institutions meet their responsibilities with respect to the management of emergencies.”	<a href="#">Link</a>
	Mental health and wellness in First Nations and Inuit communities	“Access programs and services to improve your mental health and help prevent suicide in Indigenous communities.”	<a href="#">Link</a>
	Government of Canada Get Prepared	Supports to know risk, make a plan and build a kit for home safety.	<a href="#">Link</a>
Provincial	Alberta Floods	“Based on provincial flood studies developed using the best data available when a study is conducted”	<a href="#">Link</a>
	Alberta River Basins	“Current provincial river data, observations, and reports”	<a href="#">Link</a>
	AEMA Emergency Management Training	“Offers a variety of emergency management courses specifically for elected officials and public service employees.”	<a href="#">Link</a>
	Alberta Wildfire	“Wildfire Status map is updated throughout the day and provides an overall look at the current wildfire situation across Alberta. The map also includes links to updates from the province’s 10 forest areas.”	<a href="#">Link</a>
	SaskCulture	“SaskCulture is responsible for the distribution of funds from the Culture Section of the Trust. Grants for Cultural Development & Leadership for both First Nations and Métis.”	<a href="#">Link</a>

Available Resources and Tools		
Saskatchewan First Nations Employment & Training	“Provides users a glance at over 100 indicators and the Resources Library contains over 500 programs, services and planning resources to support First Nations in implementing their priorities.”	<a href="#">Link</a>
BC – Hazard Reference Guide for the HRVA (Hazard, Risk and Vulnerability Analysis) Tool	“Provides terminology, definitions, data sources, and subject matter expert guidance for each hazard. It is a stand-alone document intended to be updated more regularly than the HRVA Tool”	<a href="#">Link</a>
Emergency Management Planning Guide for Local Authorities & First Nations - Step-by-Step Guide	“Self-guided emergency planning toolkit to support communities who are creating or updating their all-hazard emergency management plan. An all-hazard emergency management plan describes clearly how people, property, and the environment will be protected in an emergency and provides a road map of actions that will be taken when an emergency occurs.”	<a href="#">Link</a>
Emergency Management Planning Toolkit for Local Authorities and First Nations	“The Emergency Management Planning Toolkit for Local Authorities and First Nations is a self-guided emergency planning toolkit to support communities who are creating or updating their all-hazard emergency management plan. An all-hazard emergency management plan describes clearly how people, property, and the environment will be protected in an emergency and provides a road map of actions that will be taken when an emergency occurs.”	<a href="#">Link</a>
Manitoba Emergency Measures Organization -Resources & Tools	“Provincial website, has links and supports to Manitoba Infrastructure & Emergency Management Organization”	<a href="#">Link</a>
Manitoba Flood preparedness Seminars	“Designed to provide local authorities, emergency services personnel and volunteers with the latest forecast on water levels for the major water systems in the province”	<a href="#">Link</a>
Ontario Emergency Management	“Provincial website with tools and resources to support development of plan and training”	<a href="#">Link</a>

Available Resources and Tools			
NGO	Red Cross Emergency Planning Tool	Household emergency plan template	<a href="#">Link</a>
	Canadian Red Cross Be Ready – Steps to Increase preparedness	“Bilingual pamphlet for community mailbox or administration counter distribution”	<a href="#">Link</a>
	Save the Children Reducing Risk & Building Resilience – potential funding & support for the Métis Nation	“When disasters strike, children rely on well-trained professionals to help them survive and recover. We and our First Nations, Métis, and Inuit partners are working to ensure that front-line workers and those who work with children have the skills, expertise, and resources necessary to protect children in disasters.”	<a href="#">Link</a>
Industry	ATCO Frontec	“Expertise in hazard identification and risk assessments (HIRA), response planning, Incident Command Systems (ICS) training and exercises, policy reviews, developing business continuity plans and more”	<a href="#">Link</a>
	Plains MidStream Canada	“Commitment to providing a workplace that protects the health and safety of our employees, contractors and the communities.” Resources for EM teams	<a href="#">Link</a>
	Enbridge Field Emergency Response Plan	The Field Emergency Response Plan utilized by Enbridge during an incident.	<a href="#">Link</a>
	Enbridge Integrated Contingency Plan	Contingency Plan developed for the Prairie Region response Zone	<a href="#">Link</a>
	Enbridge Public Awareness Program	Online platform that provides public information, maps, contacts & other resources focusing on key groups near their pipelines or facilities.	<a href="#">Link</a>
Other	Federation of Sovereign Indigenous Nations Emergency Management	“Documents, downloads and bulletins for First Nations”	<a href="#">Link</a>
	FEMA – Community Emergency Response Team Training Resources	“US Government Resource “a tool to educates volunteers about disaster preparedness for the hazards that may impact their area and trains them in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations. CERT offers a consistent, nationwide approach to volunteer training and organization that professional responders can rely on during disaster situations, allowing them to focus on more complex tasks.”	<a href="#">Link</a>
	FireSmart Canada	“FireSmart Canada leads the development of resources and programs designed to empower the public and increase neighbourhood resilience to wildfire across Canada.”	<a href="#">Link</a>

Available Resources and Tools			
	ICS Canada – References, Training Links, Resources	“ICS Canada is a Pan Canadian command and control structure used to help manage emergency incidents and planned events. It provides the framework for standard incident management response and improves interoperability between all response organizations as well as with international cooperators.”	<a href="#">Link</a>
	McMurray Métis Community Emergency Management Plan	“Updated March 2019 Community Emergency Response Plan”	<a href="#">Link</a>
	Métis Nation – Public Safety & Emergency preparedness Tools & Resources	“This site is intended to provide access and to information on public safety and emergency preparedness including federal legislation and policy; key reports; program opportunities and links to provincial emergency measures. A range of webinars and videos on safety and emergency and evacuation planning, fire and flooding are accessible as well as practical emergency preparedness tools for families and communities.”	<a href="#">Link</a>
	Emergency Planning Guide for Community Officials	This Guide is intended for use by community officials responsible for emergency planning in their jurisdiction.	<a href="#">Link</a>
	ReDI Disaster Management Software	“Disaster management software for volunteer preparation, response, recovery, and seamless communication through all phases of disaster.”	<a href="#">Link</a>

Current Emergency Management Initiatives			
Provider	Program Name	Description	Link
Federal	Land and Economic Development Service Program	“Funding Initiative for land management & environment management initiatives”	<a href="#">Link</a>
	ISC Comprehensive Funding Agreement (10-year grant) 2020-2021	“Legal agreement to be filled out by First Nations or Provincial EM.”	<a href="#">Link</a>
Provincial	Saskatchewan - Northern Capital Grants Program for municipal infrastructure & capital assets	“The Northern Capital Grants Program provides northern municipalities and settlements with financial assistance to build or purchase municipal infrastructure and capital assets.”	<a href="#">Link</a>
	Alberta - Regional capacity building initiative	“The objective of the Alberta Community Partnership (ACP) is to improve the viability and long-term sustainability of municipalities.”	<a href="#">Link</a>

Current Emergency Management Initiatives			
	Alberta - First Nations Consultation Investment Program	“The purpose of Indigenous Relations’ (IR) First Nations Consultation Capacity Investment Program is to assist with building the capacity of First Nations in Alberta to participate in the consultation process.”	<a href="#">Link</a>
	Alberta – First Nations Development Fund Grant Program	“Provincial lottery grant program designed specifically for First Nations in Alberta to fund economic, social and community projects.”	<a href="#">Link</a>
	Master of Disaster Program	“Master of Disaster is a free classroom program designed to help young people learn about emergency preparedness. The program teaches youth in grades 4 to 8 about hazards in BC—like floods, wildfires, earthquakes and tsunamis—and shows them how to get prepared, both personally and at home.”	<a href="#">Link</a>
	Declaration of Cultural Safety and Humility	“Declaration of Commitment for Cultural Safety and Humility in Emergency Management Services for First Nations People in BC – can be used to inform similar initiatives in other provinces.	<a href="#">Link</a>
Industry	Railway Emergency response Awareness Guide (September 2020)– Railway Association of Canada	“This package is to be used for training and reference only, not for response.”	<a href="#">Link</a>
	Community Emergency Planning Guide	"This is a community emergency planning guide put out by Canadian Pacific (CP) that provides general advice for communities to plan for emergencies concerning the spill of hazardous materials in their community. Although it is not directly correlated to pipeline spills, there is information regarding oil spills that could be useful to EM practitioners."	<a href="#">Link</a>
Other	Community Emergency response Team Canada	“Community Emergency response Team (CERT) basic training is a grass-roots strategy to strengthen community safety and preparedness through increased civic participation.”	<a href="#">Link</a>
	Enbridge Energy Partners – Funding	“Enbridge supports its neighbors through its philanthropy and the active involvement of employees in those programs in our host communities that focus on community, well-being and environment. To maximize our support of many organizations, Enbridge typically makes donations of \$500-5,000.”	<a href="#">Link</a>
	Indigenous Peoples Resilience Fund	“An Indigenous-led effort to respond to urgent community needs while taking a long-term view on building community resilience.”	<a href="#">Link</a>

### Appendix B - Survey Results

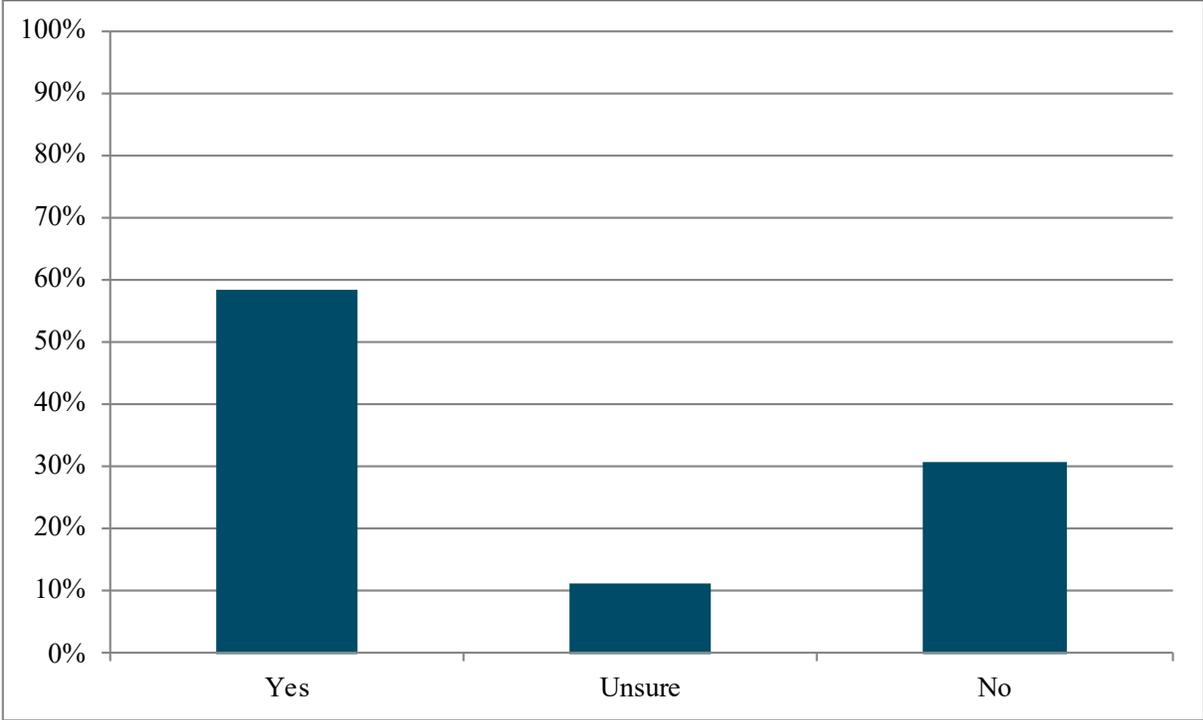


Figure 12: Emergency Response Plan & Resources Implemented within Community

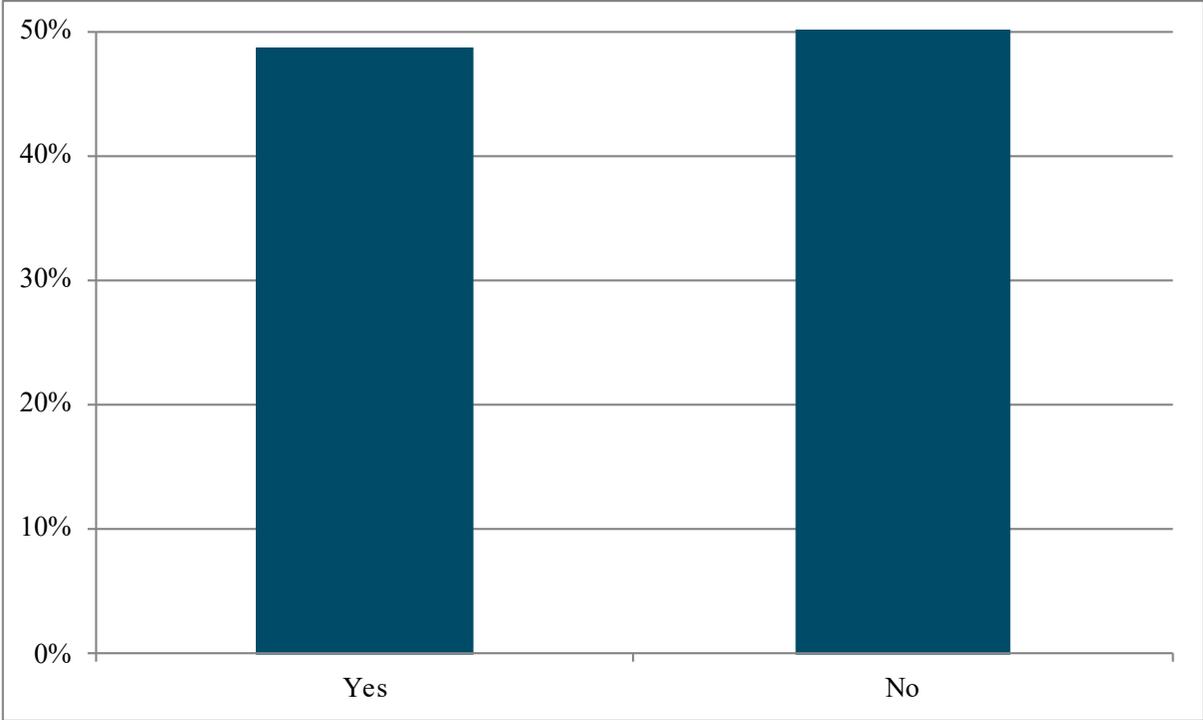


Figure 13: Funds Directed to Emergency Management within Community

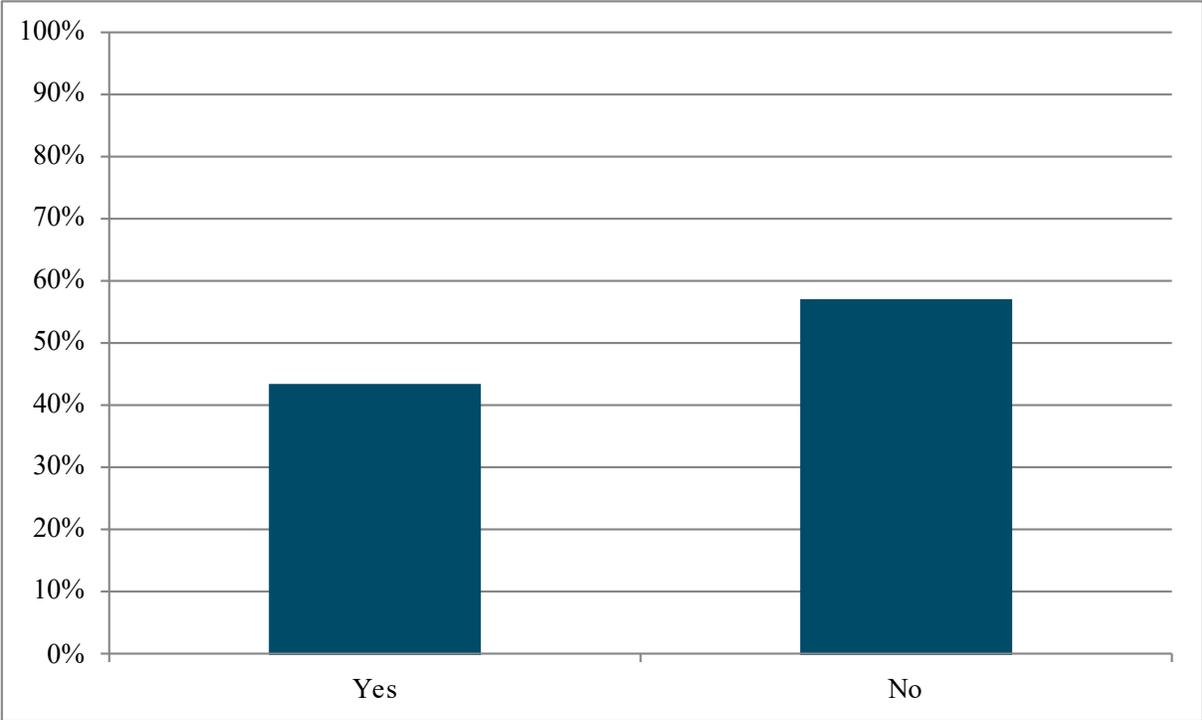


Figure 14: Designated Emergency Coordination Centre within Community

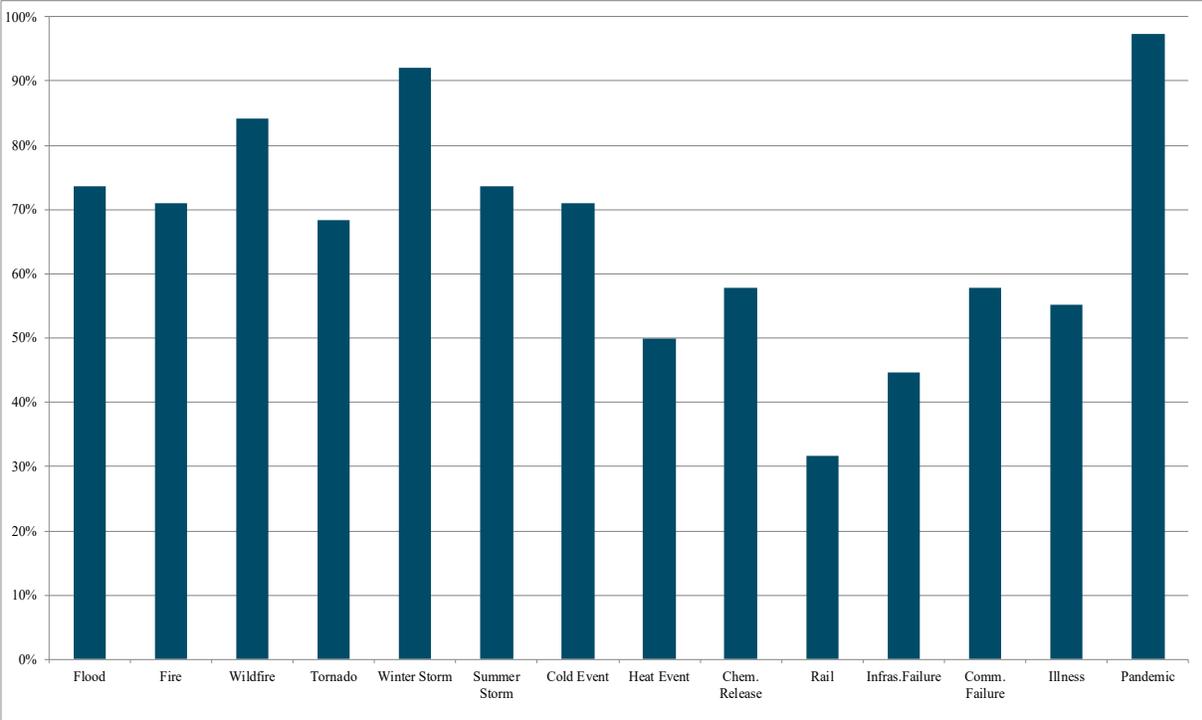


Figure 15: Types of Emergencies & Natural Disasters Events of Concern within Community

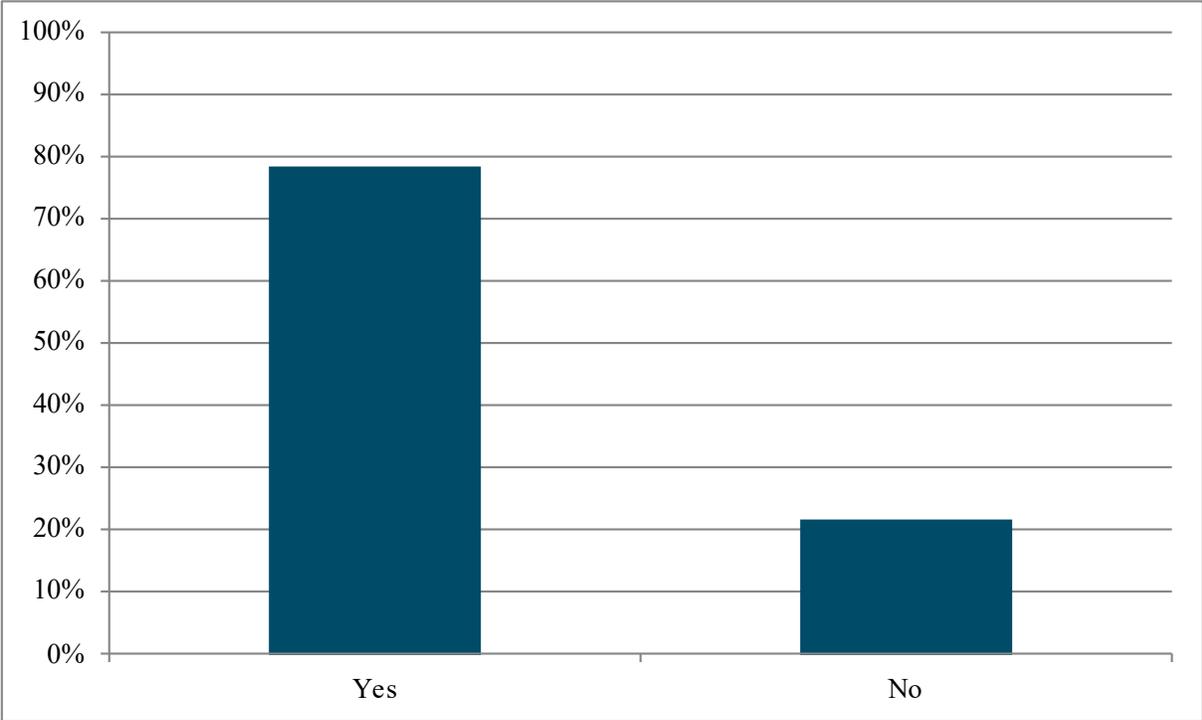


Figure 16: Established Emergency Contact List within Community

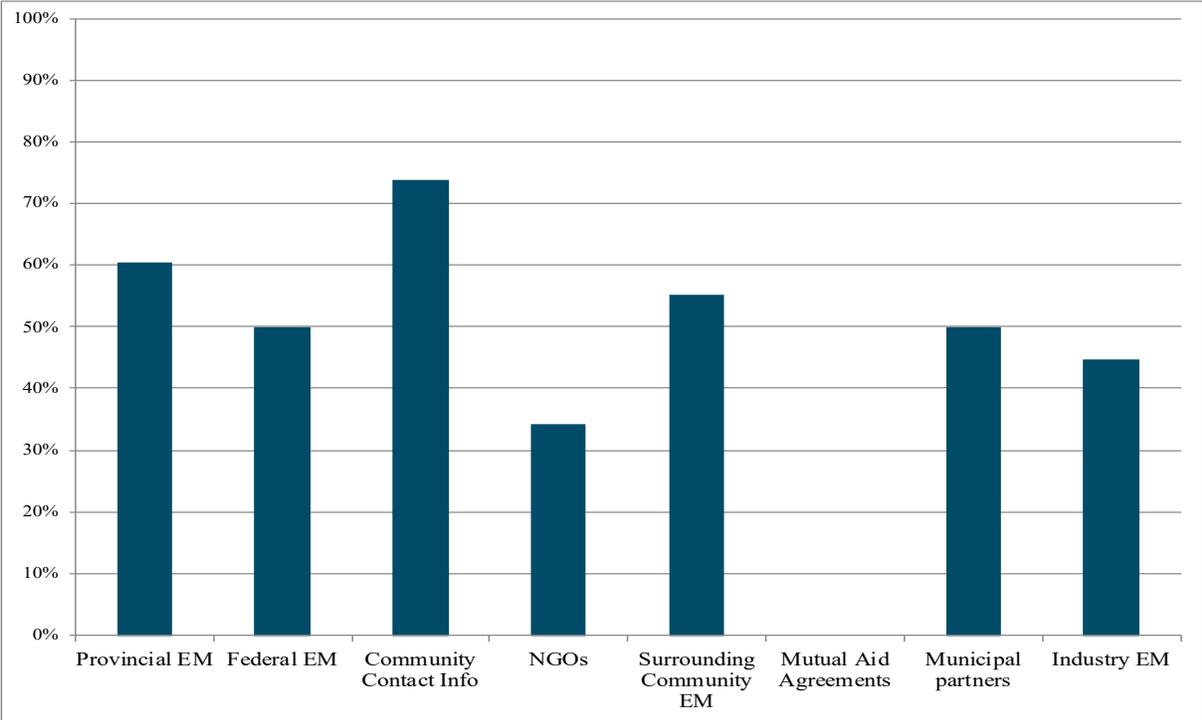


Figure 17: Community Access to Emergency Management Contacts / Information / Agreements

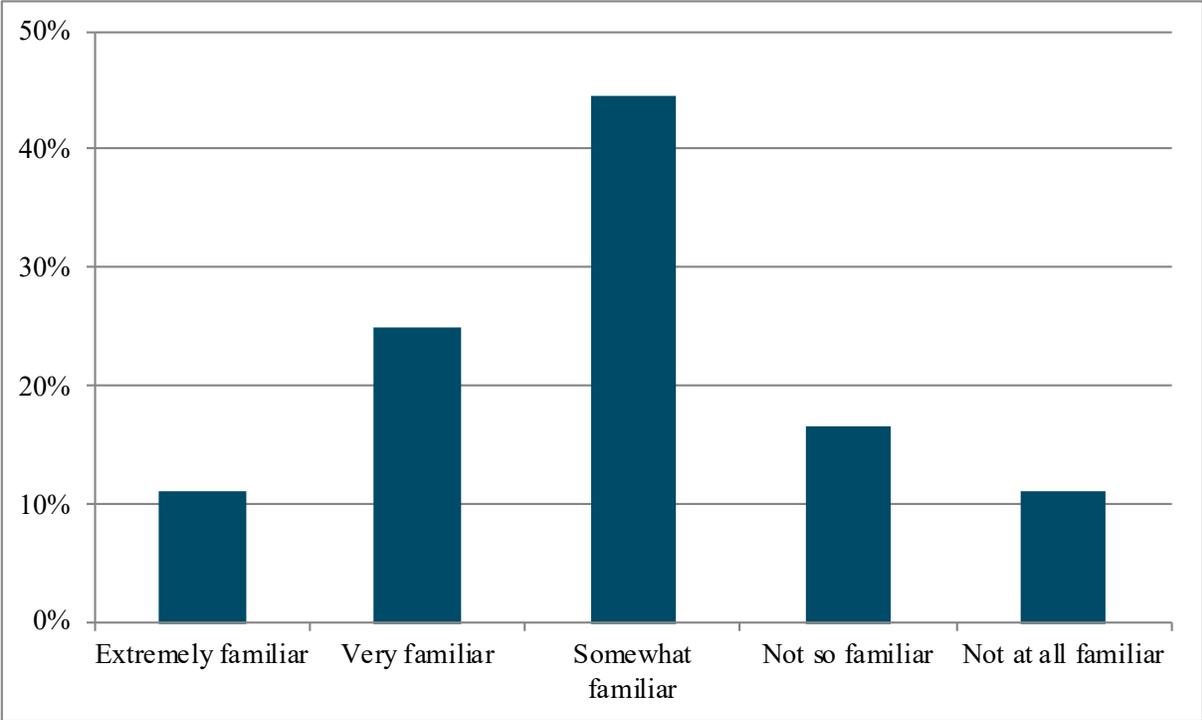


Figure 18: Community Familiarity with Available Funding Opportunities

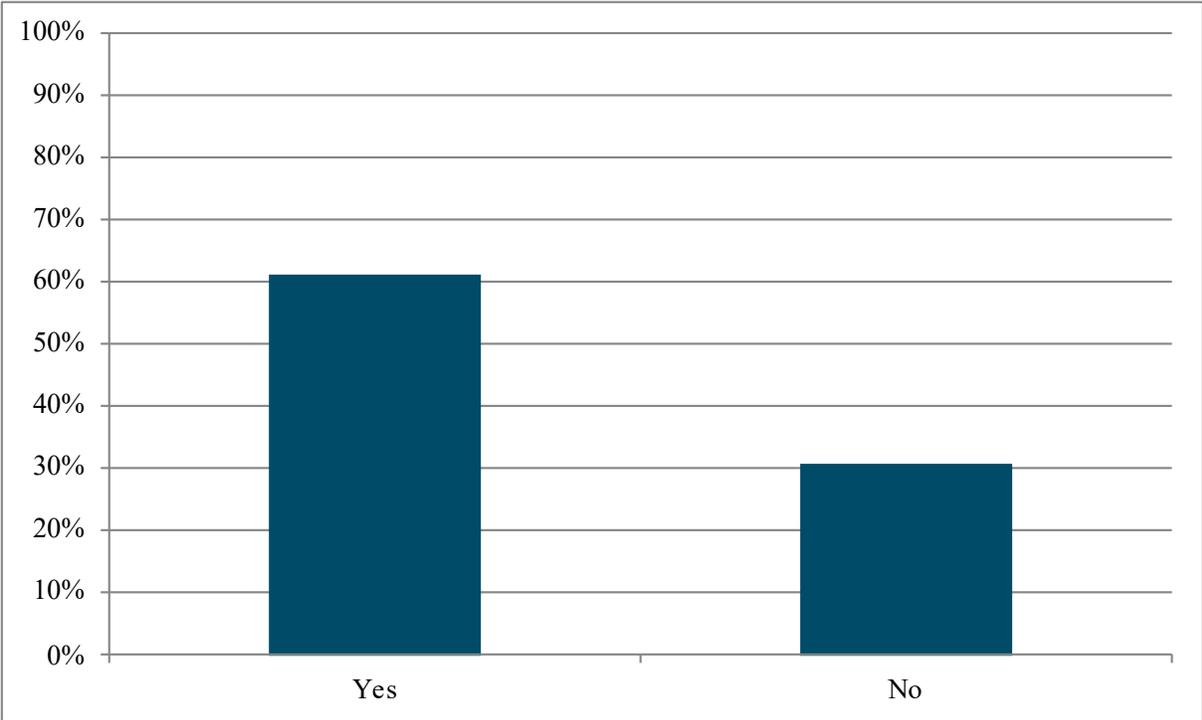


Figure 19: Previously Obtained Funding to Support Emergency Management Initiatives

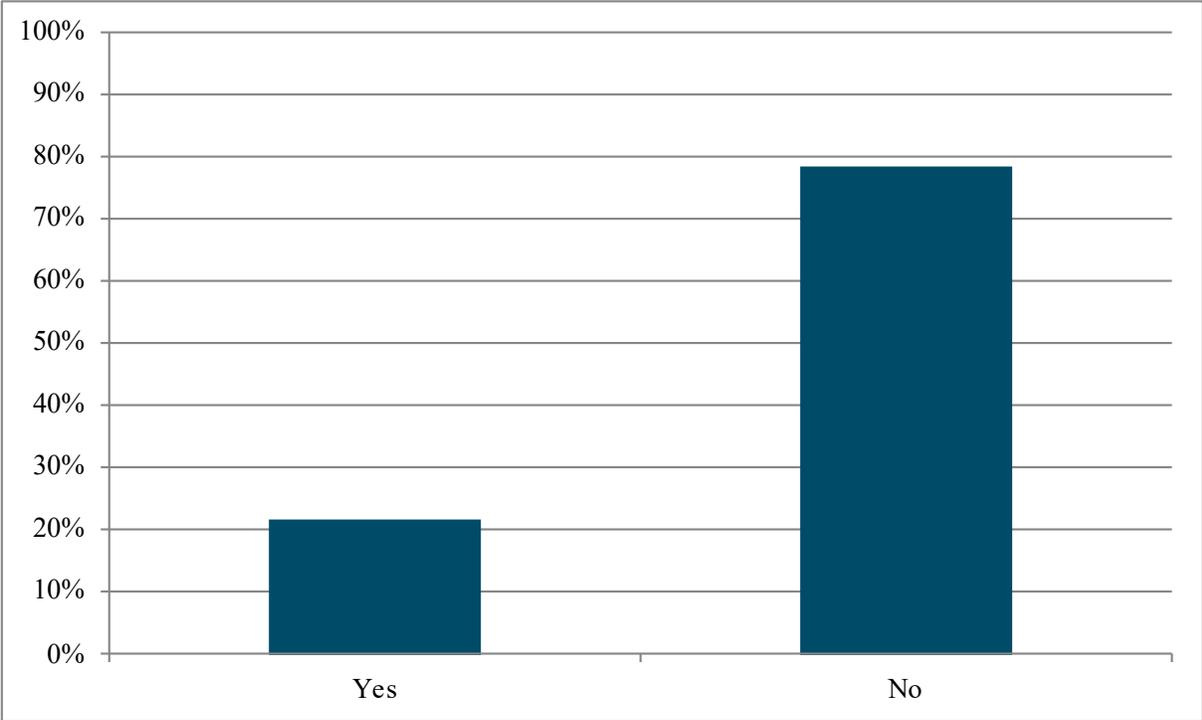


Figure 20: Emergency Alert or Warning System within Community

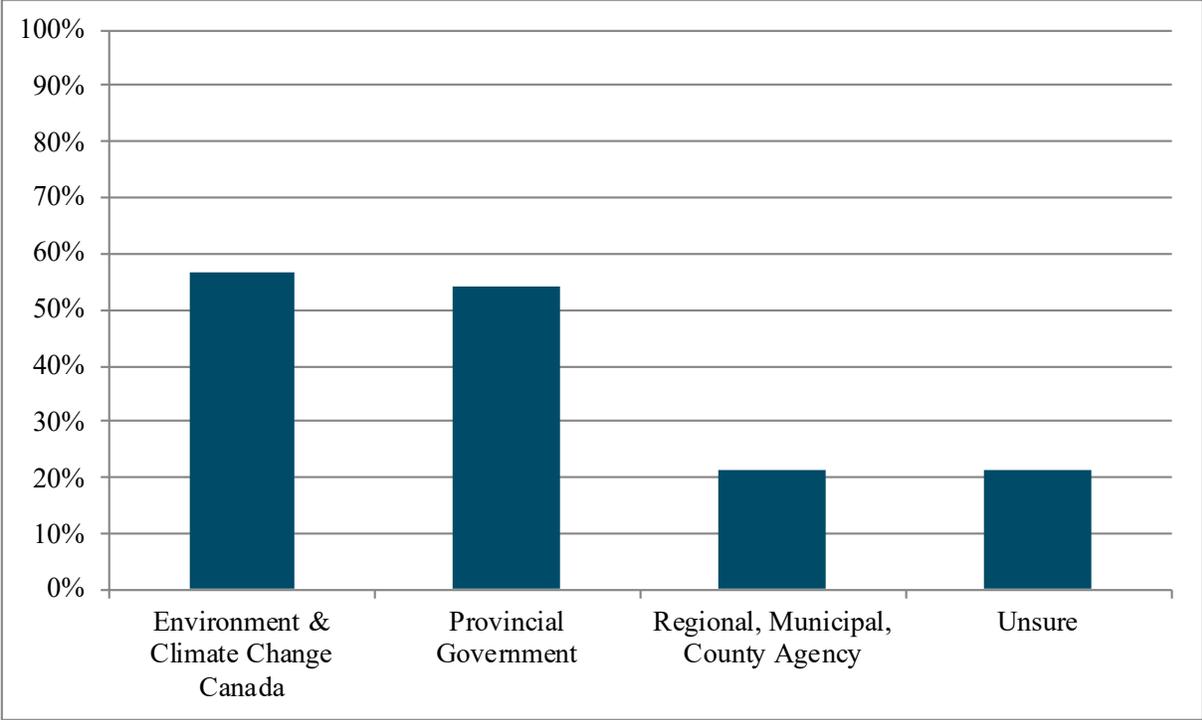


Figure 21: Agencies that Issue Emergency Alerts & Warnings to Community

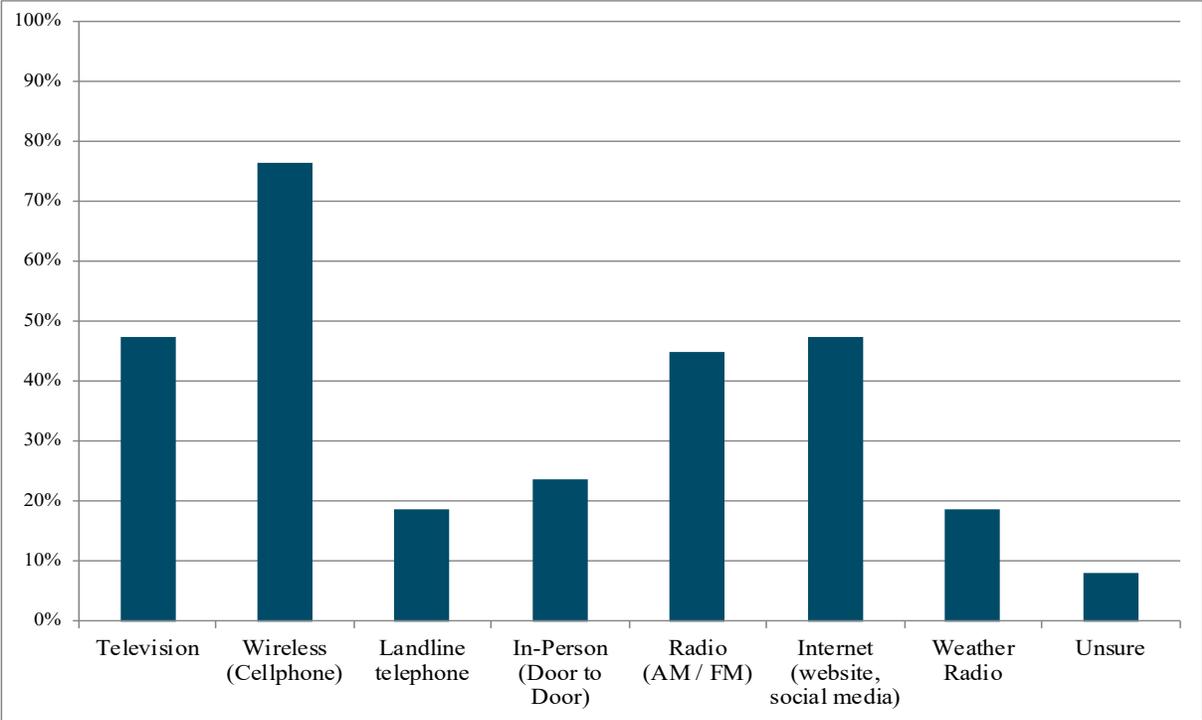


Figure 22: Platform most used in Community to Provide Emergency Alerts & Warnings

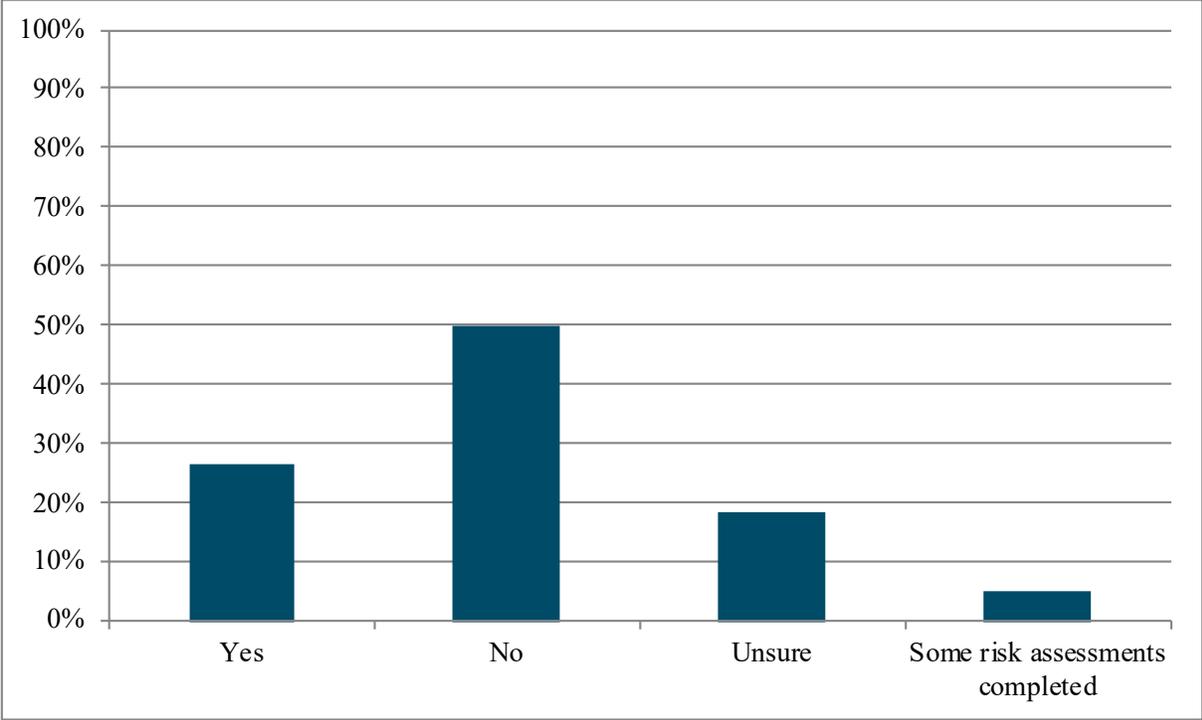


Figure 23: Communities that have performed a Hazard and Risk Identification Assessment

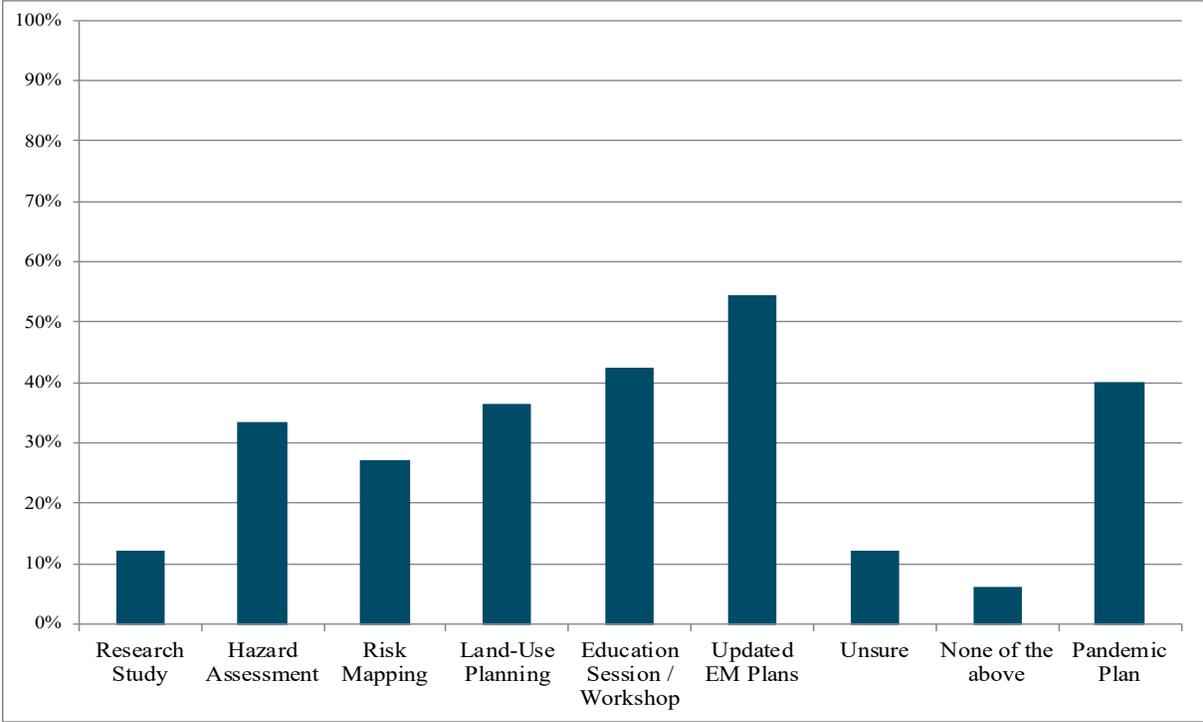


Figure 24: Types of Emergency Management Non-Structural Mitigation Initiatives Implemented

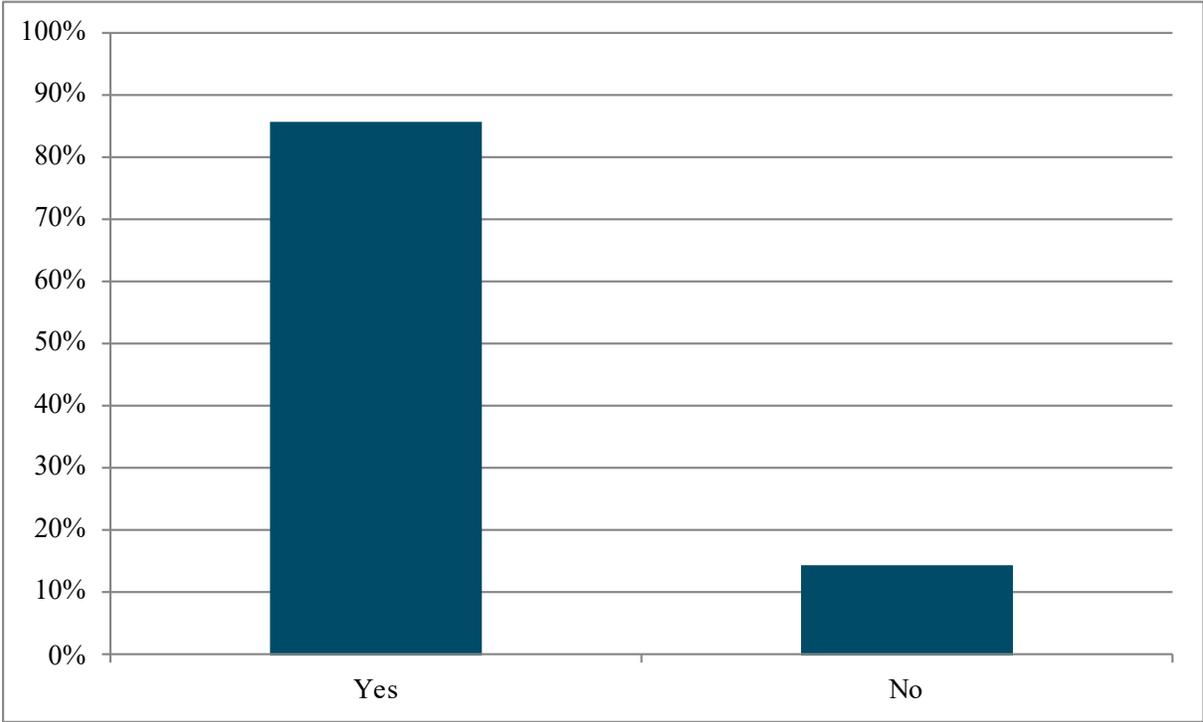


Figure 25: Communities with More than One Access or Exit Road

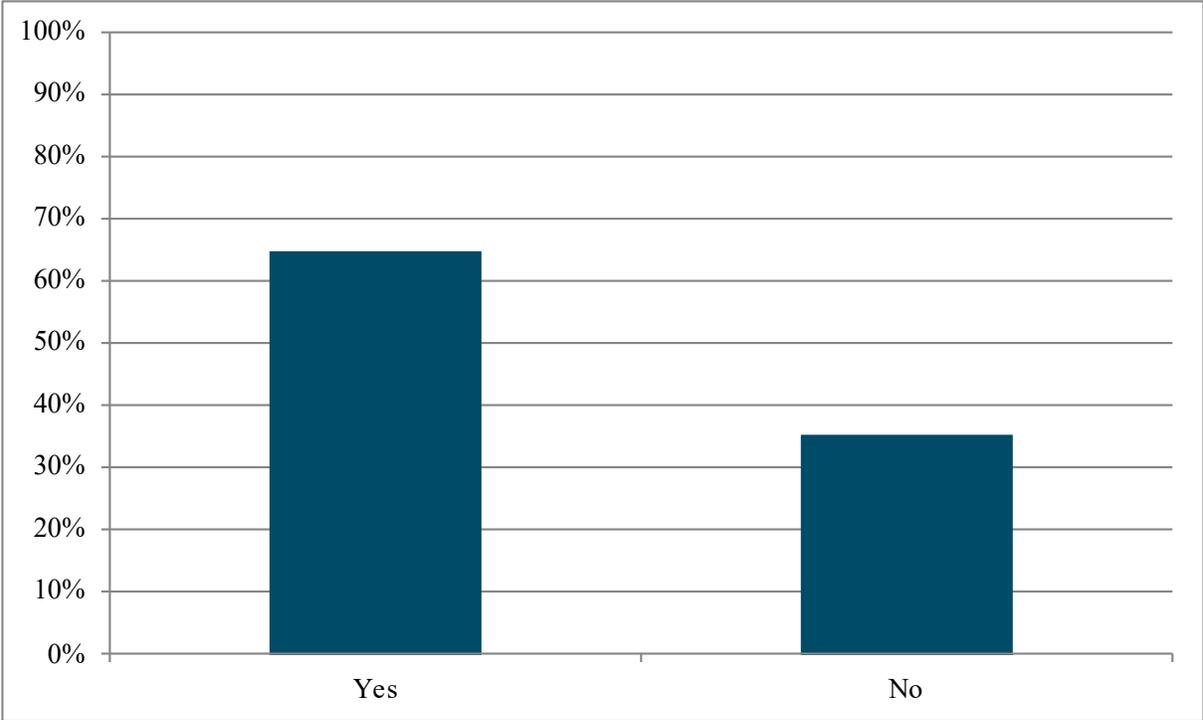


Figure 26: Communities that have Other Access Methods in Addition to Roads

## Appendix C – Impacted Community Feedback

48% of the communities impacted by the L3RP provided feedback through the electronic survey or targeted interview (48/98). These included representatives of 42 First Nations and 6 representatives of the Métis Nation. Discussions were also completed Emergency Management Specialists from EMBC, FNHA, ISC, and AEMA to gain an understanding of EM from the perspective and experiences of governmental agencies. The communities who participated in the interviews and survey include:

Targeted Interviews – Community Participants		
Alberta	1	Enoch First Nation
	2	Métis Nation Alberta
	3	Métis Nation Alberta
	4	Piikani First Nation
	5	Treaty 7 First Nation Chiefs Association
	6	Tsuut'ina First Nation
	7	Whitefish (Goodfish) First Nation
Saskatchewan	8	Beardys Band Saskatchewan
	9	Fishing Lake First Nation
	10	Métis Nation Saskatchewan
	11	One Arrow (Willow Cree) First Nation
	12	The Key First Nation
	13	Star Blanket First Nation
	14	Wahpeton First Nation
	15	Whitecap Dakota First Nation
Manitoba	16	Birdtail Sioux First Nation
	17	Manitoba Métis Federation
	18	Manitoba Métis Federation
	19	Peguis First Nation
	20	Roseau River Anishabe Fire Nation
	21	Sapotaweyak Cree First Nation

Electronic Survey – Community Participants		
Alberta	1	Alexis, Alexander, O’Chiese, Sunchild Nations
	2	Alexis Nakota Sioux Nation
	3	Blood Tribe
	4	Ermineskin Cree First Nation
	5	Frog Lake First Nation
	6	Frog Lake First Nation
	7	Louis Bull Tribe
	8	Michel First Nation
	9	Michel First Nation
	10	Michel First Nation
	11	Michel First Nation
	12	Montana First Nation
	13	Siksika Nation
	14	Siksika Nation
	15	Stoney Nakoda First Nation
	16	Stoney Nakoda First Nation
	17	Tsuut’ina First Nation
	18	Piikani (Peigan) First Nation
Saskatchewan	19	Cowessess First Nation
	20	English River First Nation
	21	File Hill Qu’appelle Tribal Council
	22	Métis Nation of Saskatchewan Eastern Region 2
	23	Ocean Man First Nation – Saskatchewan
	24	Pasqua First Nation #79
	25	Piapot First Nation
	26	Poundmaker Cree Nation
	27	Star Blanket Cree Nation
	28	Thunderchild First Nation
	29	Yorkton Tribal Council
	30	Yorkton Tribal Council
	31	Zagime Anishinabek (Sakimay First Nation)
	32	Zagime Anishinabek (Sakimay First Nation)
Manitoba	33	Gambler First Nation
	34	Manitoba Métis Federation
	35	Peguis First Nation
	36	Pine Creek First Nation
	37	Sandy Bay Ojibway First Nation
	38	Swan Lake First Nation

## Appendix D – Survey and Interview Questions

### Survey Questions:

The objective of this survey is to collect feedback on emergency preparedness that may help advance Indigenous issues and priorities in environment, safety and socioeconomic impacts consistent with the IAMC Line 3 Replacement Project. Do you agree to your answers being assessed as part of the research project?

1. Community Identification Information:
  - a. Name
  - b. Position / Title
  - c. First Nation / Métis
  - d. City / Town
  - e. Province
  - f. Email Address
  - g. Phone Number
  - h. Community Population
2. Please select all that apply to the Emergency Management Structure in your community:
  - a. We have a Full-Time Director of Emergency Management within the community
  - b. We have a Part-Time Director of Emergency Management within the community
  - c. We have an Emergency Manager during incidents, but this individual has a different primary role
  - d. We have a Volunteer Director of Emergency Management
  - e. We don't have an Emergency Manager but would like support / funding to hire one
  - f. We don't feel like an Emergency Manager is needed
  - g. Other – Please Specify:
3. Does your community have the following First response Services? (select all that apply)
  - a. Police (Tribal)
  - b. Police (RCMP)
  - c. Fire Department (Full-Time)
  - d. Fire Department (Volunteer)
  - e. Paramedic / Emergency Medical Services
  - f. None
  - g. Other – Please Specify:
4. Does your community require assistance from surrounding areas for the following First response Services? (select all that apply)
  - a. Police (RCMP / City)
  - b. Fire Department (Full-Time)
  - c. Fire Department (Volunteer)
  - d. Paramedic / Emergency Medical Services
  - e. None
  - f. Other – Please Specify

5. Does your community have an Emergency response Plan & resources to implement it?
  - a. Yes
  - b. Unsure
  - c. No
  - d. Other – Please Specify:
6. Does your community use the Incident Command System (ICS) or another standardized approach to command, control and coordination of an Emergency response?
  - a. Sliding scale of 0-100
7. Does your community dedicate funding to Emergency Management?
  - a. Yes
  - b. No
  - c. Other – Please Specify
8. Does your community have a designated Emergency Coordination Centre?
  - a. Yes
  - b. No
9. Does your community have an Emergency Management Team, and so do they have clear and concise roles and training?
  - a. Yes – Established team with roles & training
  - b. Yes – Established team with assigned roles but require further funding / support for training
  - c. Yes – Established team but limited capacity for roles & training
  - d. Yes – We have a team
  - e. No – Surrounding communities / government often provide response assistance due to limited access to funding / support
  - f. No – We don't have a specific Emergency Management Team
  - g. Other – Please Specify
10. What types of Emergencies / Natural Disaster Events is your community concerned about? (select all that apply)
  - a. Flood
  - b. Fire (Structure)
  - c. Fire (Wildfire)
  - d. Tornado
  - e. Winter Storm
  - f. Storm / Severe Thunderstorm
  - g. Cold Event
  - h. Heat Event
  - i. Chemical Spill / Release
  - j. Rail
  - k. Infrastructure Failure
  - l. Communications Failure
  - m. Illness (Flu)
  - n. Pandemic (COVID-19)
11. Does your community have an established Emergency contact list?
  - a. Yes
  - b. No
  - c. Other – Please Specify

12. Does your community have access to the following Emergency Management contacts / information / agreements?
  - a. Provincial Emergency Management Organization contact
  - b. Federal Emergency Management contacts
  - c. List of Community Contact Information
  - d. Non-Governmental Organizations (NGOs)
  - e. Other Community response Organizations
  - f. Mutual Aid Agreement established with neighbouring communities / jurisdictions
  - g. Municipal partner contacts
  - h. Industry Emergency response contacts
  - i. Other – Please Specify:
13. Does your community have an established Emergency Management relationship with any of the following?
  - a. Other Indigenous Community
  - b. Municipality
  - c. Provincial Government
  - d. Federal Government
  - e. Industry
  - f. Mutual Aid Agreement established with neighbouring communities / jurisdictions
  - g. Please provide comments / recommendations on how you feel partnerships between neighbouring communities and entities could be helpful?
14. Is your community aware of Emergency Management Funding opportunities available?
  - a. Extremely familiar
  - b. Very familiar
  - c. Somewhat familiar
  - d. Not so familiar
  - e. Not at all familiar
  - f. Other – Please Specify
15. Has your community been provided funding to support Emergency Management programs / initiatives?
  - a. Yes
  - b. No
  - c. If Yes – Please specify funding source and project type
16. Does your community have an Emergency Alert or Warning System?
  - a. Yes
  - b. No
17. From whom do / can you receive Emergency Alerts / Warning:
  - a. Environment & Climate Change Canada (Federal Government)
  - b. Provincial Government
  - c. Other Regional / Municipal / County Agency
  - d. Unsure
  - e. Other – Please Specify

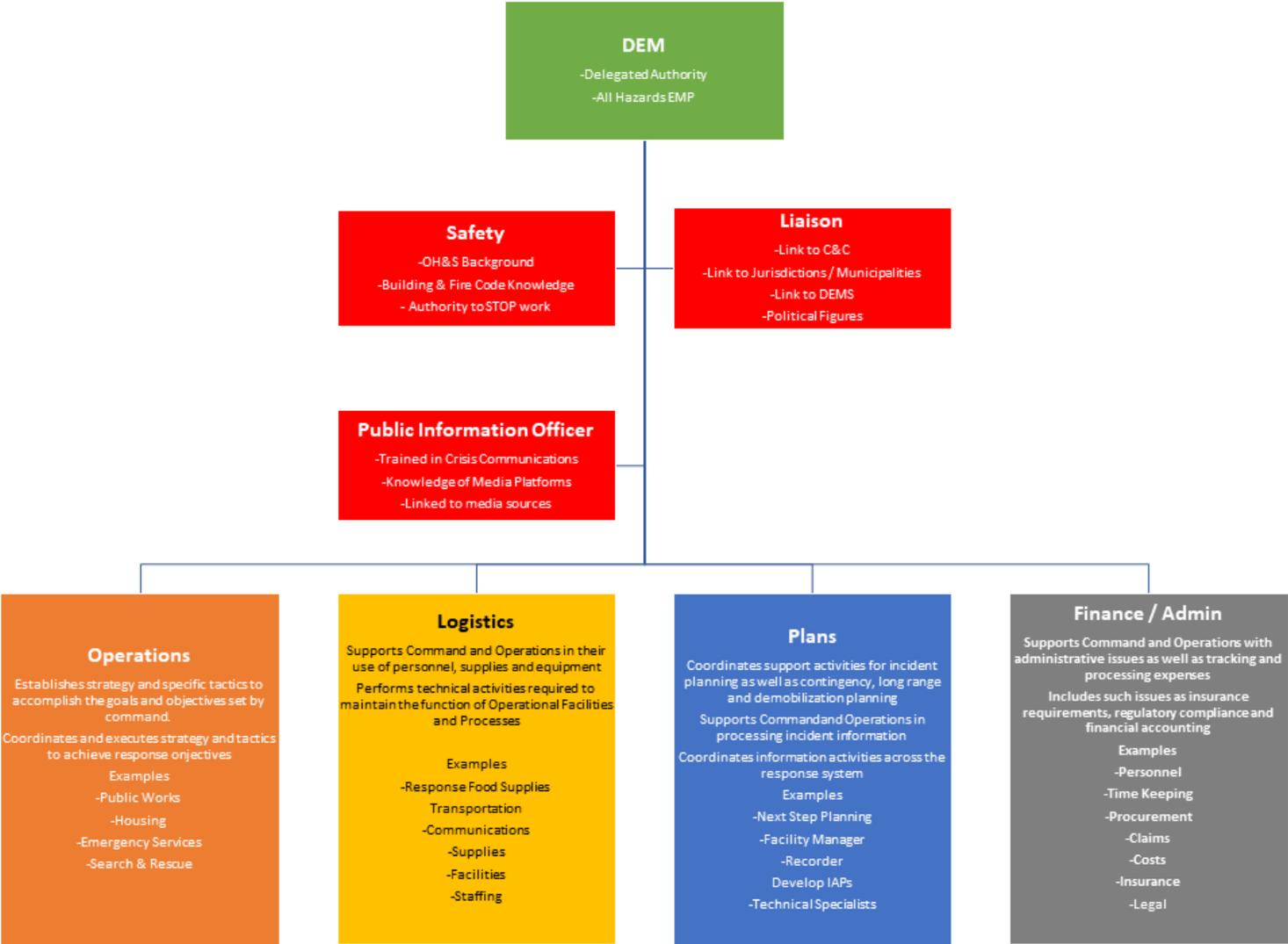
18. How does your community receive Emergency alerts / warnings? (please select all that apply)
- Television
  - Wireless (Cell) Phone
  - Landline telephone
  - In-Person Door to Door
  - Radio (AM/FM)
  - Internet (website / social media)
  - Weather Radio
  - Unsure
  - Other – Please Specify
19. Does your community plan and deliver emergency exercises or education on a regular basis?
- Strongly agree (once per quarter)
  - Agree (Twice a year)
  - Neither Agree nor Disagree (Once a Year)
  - Disagree (Once every few years)
  - Strongly Disagree (No)
  - Other – Please Specify:
20. Has your community performed a Hazard and Risk Identification Assessment?
- Yes
  - No
  - Other – Please Specify
21. Can you identify five main Emergency Risks based on your Assessment (Can skip question if you have not completed an assessment or unsure)
22. Based on your community's Historical and Traditional Knowledge what are the 5 main risks to your community?
23. Has your community completed or performed any of the following forms of Emergency Management Non-Structural mitigation? (Please select all that apply)
- Research Study
  - Hazard Assessment
  - Risk Mapping
  - Land Use Planning Document
  - Awareness & Education Session or Workshop
  - Updated Emergency Management Plans
24. Does your community have more than one access / exit road to your community?
- Yes
  - No
25. Does your community have other access means?
- Yes
  - No

26. As you live within proximity to the Line 3 Replacement Project, has Enbridge provided your community with training or resources to deal with an emergency resulting from this line? (check all that apply)
  - a. Yes – We have been engaged and get updates
  - b. Yes – We have a contact that we’ve been provided if we require to call
  - c. Yes – Our Emergency Team is supported
  - d. Kind-Of – We have been consulted
  - e. No – We would like to be contacted
  - f. Other – Please Specify
27. What are your main priorities and challenges in regard to Emergency Management?
  - a. Priorities (ie: mitigations, Risk, Assessment, Education)
  - b. Challenges
28. Do you have any additional comments, recommendations or concerns about how to increase emergency preparedness in your community or region? (please provide your name and number if you would like a researcher to contact you to discuss further)

**Interview Questions:**

1. Does your community have any first response services (ie. Police, Fire (paid/volunteer), EMS, etc.)?
2. Does your community have equipment and resources available for emergency response (ie. a Director of Emergency Management, Emergency response Plan, Certified EM Team and/or emergency contact list)?
3. Does your community have an established Emergency Management relationship with other Indigenous Community, Municipality, Provincial/Federal Government and Enbridge specifically to address spill risks?
  - a. What type of information sharing would you find useful (ie. shared risks, funding available, completed projects, training, general information sessions etc.)
4. Does your community dedicate funding to Emergency Management or access regular funding through the Federal government?
  - a. Are you aware of emergency management funding available and have you accessed it (ie. EMAP, ISC, etc.)?
  - b. Through this funding has it enabled you to implement any mitigation measures (ie. Hazard assessment, land-use planning, mapping, community education, etc.)?
  - c. What are your community priorities in regard to Emergency Management (ie. mitigation, response, hazard, education, etc.)?
5. What type of emergency/disaster events is the community concerned about (ie. flood, fire, tornado, winter storm, pipeline spill, derailment, cold event, infrastructure failure)
6. What do you think are the main challenges in your community related to emergency preparedness?

# Appendix E - ICS Structure



*“We can, and must, do better in the field of Indigenous emergency management”  
Indigenous communities “need to have care and control of emergency management regimes that are community reflective and culturally appropriate, and not have them prescribed.”*

*Tahawennon:tie David A. Diabo*

