MÉTIS NATION

Métis National Council

Emergency Management Review

Executive Summary

The Métis National Council (MNC) Emergency Management Review was developed in partnership with representatives of the Métis Nation of British Columbia, the Métis Nation of Saskatchewan, the Métis Nation of Alberta, and the Métis Nation of Ontario, along with input from governmental and non-governmental organizations (NGOs) and Métis citizens with experience and knowledge of emergency management. It is designed as a point-in-time overview of existing perspectives in emergency management and to provide possible avenues for ensuring the Métis Nation become adequately resourced to face the ever-increasing risk of emergencies and large-scale disasters. The jurisdictional constraints imposed by federal and provincial structures have created service gaps for Métis citizens across Canada, despite recognition by the federal government that Métis experiences, needs, and aspirations are unique. Métis citizens themselves, through the support of their governing organizations, are best positioned to identify what their needs and strengths are in emergency management. This review describes that is imperative that the Métis Governing Members and MNC be provided adequate resources to:

a) Consult with their membership on their emergency management needs, to design approaches that are appropriate and meaningful
b) Dedicate organizational resources toward emergency management to avoid a "side-of-the-desk" approach which is insufficient to adequately prepare and respond
c) Participate in national and regional conversations about the current state and future of emergency management and disaster risk reduction in Canada
d) Include emergency management considerations in current and future Métis Nationhood, autonomy and self-determination discussions, so that any area within Métis authority is adequately prepared and resourced to address emergencies that affect those areas.

Engagement between governments and the Métis Nation, through the Métis National Council and its Governing Members, needs to occur on a nation-to-nation basis, where it is understood that the Métis are the best positioned to articulate their own needs and capacity. However, it is equally important to understand that the Métis have been chronically displaced and chronically under resourced, and their full engagement ability will only be reached with dedicated, easily accessible funding that can be put toward building emergency management capacity.

The Métis are the best positioned to articulate their own needs and capacity.

Given the recognized, inherent Métis right to self-determination and the recognition by the federal government of a nation-to-nation, government-to-government relationship between the Métis Nation and the Crown, it is untenable that the Métis citizens be expected to function solely under existing provincial and local government funding when it comes to emergency management, or to continuously apply for ad hoc funding streams that are time and labor intensive to identify, maintain awareness of, and apply for.

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GRATITUDE

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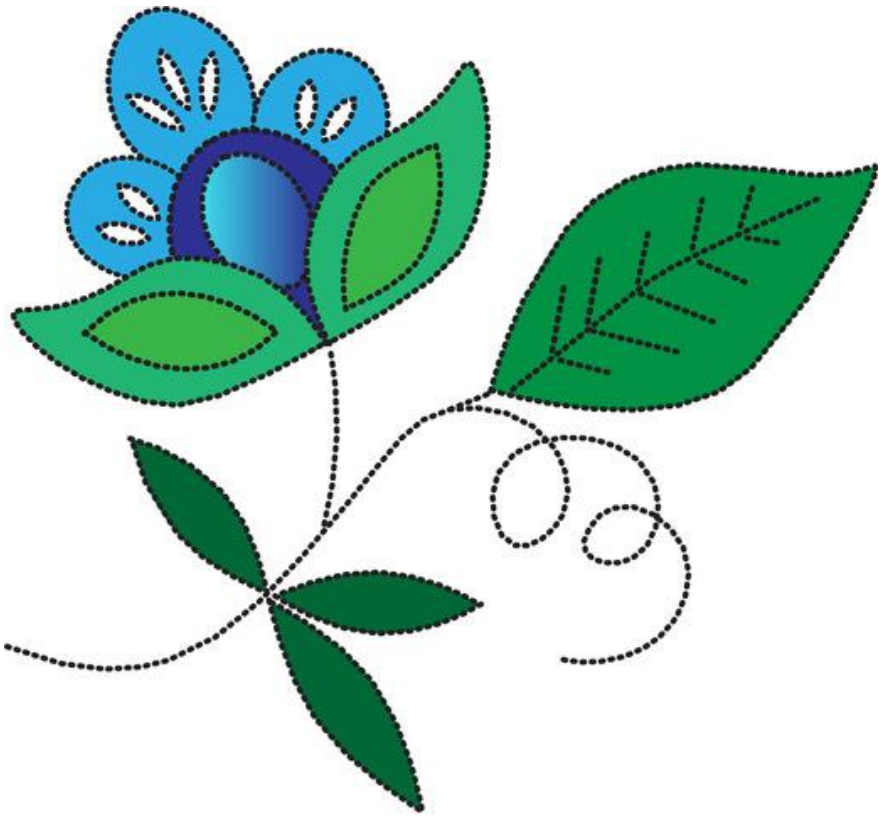

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1. INTRODUCTION

1.1 Background

Across Canada and internationally, emergency management has evolved from the civil defence foundation of responding to emergencies to a rapidly evolving, and expanding, field of study and practice. This field is continuously building upon lessons learned from real emergencies and through a growing academic study of emergencies from all perspectives, from risk identification and management to climate change and environmental studies, to the study and implementation of community resilience strategies.

Climate change and other factors heighten our exposure to hazards. There is a desire to establish mitigation, planning, response, and recovery approaches that better consider a wide range of needs, vulnerabilities, and local knowledge. Therefore, emergency management is now applying evidence-based processes to define what disaster risk reduction principles should be led by emergency management programs and which fall under the expertise of other professionals.

While well established Emergency Management structures exist, there are increasing conversations about how to adapt these structures to the needs of various communities. Emergencies globally, and the COVID-19 pandemic, have taught many about the importance of planning and preparation, and about the need for dedicated emergency resources set aside for a time of need, coupled with an ability to pivot existing services and resources to address a crisis. Communities around the world have developed varying levels of readiness towards emergencies, and the understanding of the importance of being well prepared for disaster is ever growing.

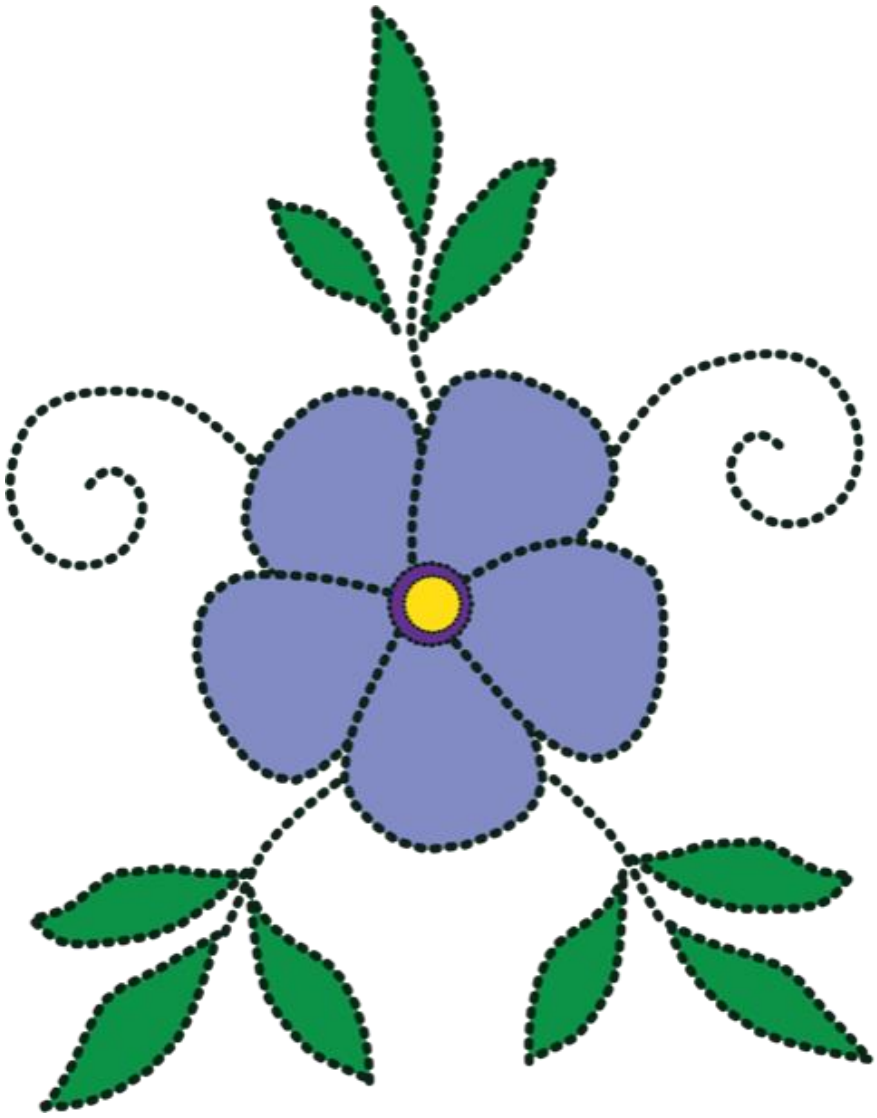
1.2 Document Purpose and Scope

This review was designed as a ***first step*** in documenting what Emergency Management looks like for Métis organizations and governments that wish to support Métis Nation citizens through emergencies. It does not provide emergency plans and procedures, ***nor is it intended to replace the work these organizations have done.*** Instead, it offers a snapshot of the existing landscape to assist MNC in developing a plan to better support existing initiatives and to advocate for stronger support for Métis-focused resilience initiatives.

This document includes an overview of relevant literature describing the emergency management context as well as existing perspectives, programs, and funding. It includes an overview of existing work the Governing Members have undertaken, as well as their approach and vision for emergency management. It provides a high-level perspective of organizational needs around emergency management programming, designed to inform the Métis National

Council, through its Environment and Climate Change department, of options and possibilities to support Métis resilience.

Note: Emergency Management is an ever-evolving field. This document represents the most up to date information available at the time of development but is intended to act as a support to further discussions which may change or elaborate on the content.



2. EMERGENCY MANAGEMENT SYSTEMS OVERVIEW

2.1 What is Emergency Management?

Emergency management refers to policies, programs, and plans that intend to limit the impact of emergencies. This can be approached from a multitude of focus areas and methodologies and supported by a wide range of types of practitioners and professionals who each play an important role. Reviews of most emergency responses indicate the most successful are those that involve the most effective coordination and communication between these various roles, while being adequately resourced and planned for.

As we face an increase in severity and frequency of natural hazards, complex threats such as rapid technological change, cyber threats, societal challenges, shifting demographics, urbanization, and aging infrastructure, it is critical that we carefully consider how these various roles interact with one another, and how to invest in coordinated solutions that reduce the economic and societal impacts of disasters. This coordinated approach will need to include many important voices and consider how these efforts will influence our disaster risk reduction goals. As the exact needs of each community or province and territory may be unique, a current and updated understanding of hazards, risks, and vulnerabilities is required to influence informed decisions.

The field of emergency management has evolved from its formative civil defense approach and through time, a deeper understanding has emerged of the need for a more inclusive, community centric approach to emergency management programs. In part, this is due to the tenant of continual improvement within emergency management, which was normalized by the practitioners who modified defense practices to form the early approach to civil defense. These processes include the After-Action Review (AAR) in which an impartial review of the process and plans relevant to a response is undertaken following every response activity. The recommendations which stem from an AAR serve as guidance for program improvement and are a critical step towards an improved response in the future.

In general, emergency management professionals, in partnership with subject matter experts in each field, now focus on organization and planning, considering the harms to society, social fabric, mental health, and culture at the forefront of their process. Much of emergency response involves political considerations, as certain levels of response and use of resources require sign off from local, provincial, or even federal authorities. It is important that these political considerations be informed by ground truths – verified realities impacting those affected by the emergency. As such, governments have increasingly taken a whole-of-society approach [1] to emergency management, that aims to include the voices of all members of society in the development of a wholistic picture of emergency-related needs, risks, vulnerabilities, and strengths. Meanwhile, emergency responders who put themselves at risk to save lives during an emergency focus on immediate life safety, typically seeking to remove people from harm's way

as a priority. While both streams seek to limit the impact of an emergency on people, their approaches are different and consider different aspects of risk mitigation. These various types of professionals and approaches are all important to emergency response and coordinating them has the best chance of creating an approach that preserves life while also maintaining long-term health, safety, and well-being for those experiencing the emergency. Finally, while federal and provincial governments strive to apply a whole-of-society approach, this is not truly possible without the full and resourced support of local organizations that have trusting relationships with individuals and communities.

Indigenous Peoples across the world face unique challenges when it comes to emergencies. Societal structures have often exposed communities to hazards at a disproportionate rate while also eroding mitigative community resilience drivers including resilient infrastructure, financial security and literacy, housing security, access to appropriate healthcare including mental health and addictions services, and protective family and community connections. The ongoing impacts of colonization have real effects on the ability of a community and of individuals to manage emergencies. When an emergency strikes an individual or community that has already been struggling, it becomes significantly more difficult to respond as these vulnerabilities increase the impact. Loses that can seem smaller in large cities can be devastating to smaller communities. For Indigenous communities, the loss of a single individual can mean the permanent loss of language or cultural resources that can impact generations. In addition, being in crisis, or maintaining survival rather than a level of thriving, makes furthering community development challenging. If a community is well prepared for emergencies, it is better able to efficiently use resources, better able to recover and then better able to continue to grow and develop, rather than being stuck in a cycle of devastation and loss.

Métis Nation citizens face these same challenges, with the added geographical challenge of a citizenship that is often not tied to a specific area of land, creating additional jurisdictional complications. Colonial displacement may also increase the trauma associated with displacement due to evacuations. As governments and non-governmental organizations (NGOs) continue to seek input into strategies from Indigenous communities, it is important to ensure these communities are adequately resourced to be able to investigate their own contexts and adequately prepare at a local level. While this is known, it has not yet been possible for many local Métis organizations to adequately measure where needs and gaps exist for their membership, as they have not been eligible for associated funding. Métis Governing Members need to be able to identify and address their communities' hazards, needs, vulnerabilities and strengths in context. They also need to be able to provide interpretation of their own data from a Métis lens, to ensure it is accurately understood and transmitted within its full context.

Today, emergency management programs seek to understand whole-of-society needs and ability to collaborate in response. While emergency response structures evolved from a very useful militarized approach, we increasingly understand that additional players are required to ensure all support needs are met and to limit harm, and that local populations are best placed to identify their own needs and mechanisms to address them. Indigenous organizations are

placing themselves at the forefront of this approach as they step in to meet the needs that they are acutely aware of in their communities, but often do so without a clear stream of additional funding and positions to act. The COVID-19 pandemic has provided an opportunity to explore a model where these agencies are given more open access to such funding to assist in meeting their communities' needs. This model can be explored in the event of other emergencies but should also be pre-planned for so organizations are aware ahead of time of what their options are and the extent to which they will be supported to provide emergency supports.

2.1.1 Four Pillars of Emergency Management

Emergency Management programs have evolved as a structured response to dealing with risks and hazards that may be natural or environmental, human-induced, or technological. Emergency Management is typically viewed across what is known as the four pillars: mitigation, preparedness, response, and recovery, as described in Table 1. Internationally, some use the terms *reduction, readiness*, response, and recovery to address the same concepts.

Table 1: Four Pillars of Emergency Management

Pillar	Description
Mitigation	Mitigation actions are implemented before an emergency occurs, to make physical changes to an environment (natural, physical, or social) that help minimize the damage a hazard can cause.
Preparedness	Preparedness actions are taken to be prepared when an inevitable hazard impacts an area.
Response	Response actions are taken during an emergency to preserve life or prevent loss or damage where possible.
Recovery	Recovery activities consider how the area can begin to address the damages caused by the emergency and begin establishing a "new normal".

2.1.2 Assessing hazards and risks

Underpinning all Emergency Management programs is an understanding of hazards and risk. An accurate and current risk assessment provides the foundation for all other risk awareness, mitigation/reduction, preparedness and response, and recovery activities. As is described by the Sendai Priority 1, understanding disaster risk is critically important.

A hazard can be defined as "a dangerous phenomenon, substance, human activity, or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage" [2].

Hazards can be classified into different categories, with resulting impacts on different areas of human life, the environment, and infrastructure. An **all-hazards approach** to emergency management plans, prepares and responds to hazards in a similar way regardless of the hazard, therefore is appropriate for all hazards:

- **Natural Hazards:** Hazards that are from a process occurring in the natural environment. These include hazards associated with atmospheric processes, geological processes, or other naturally occurring hazards affecting a populated area.

- **Technological & Industrial Hazards:** Hazards that originate from a technology or industrial process implemented within the community. These include transportation emergencies, critical infrastructure failure, hazardous materials spills, etc.

- **Human Induced Hazards:** Hazards that are result of human actions or capacity. These include acts of vandalism, cyber-attacks, personnel limitations or other incidents or instances that can cause an emergency.

The concept of **risk** is connected to hazards, where the hazard is the event itself, and the risk is the measurement of "the probability of a threat, the vulnerability of the asset to that threat, and the impact it would have if it occurred" [3]. A **Hazards Identification and Risk Assessment (HIRA)** is a study conducted using local data and knowledge to identify hazards that exist in a location and measure their probability, the extent of their potential impact, and vulnerabilities that may influence the impact. A HIRA is the foundational step in emergency management planning because it allows for mitigation strategies and response procedures to be focused on real risks and targeted towards those most likely to occur, as well as those likely to cause the most harm.

Acceptable risk is a concept that has been defined by the UNISDR as "the level of potential losses that a society or community considers acceptable given existing social, economic, political, cultural, technical and environmental conditions" [4]. Populations that have historically been more vulnerable or experienced more hazards (including the ongoing effects of colonialism) may have a lower threshold for acceptable risk. Losses that may seem minimal to a larger, more resourced community that has faced less losses in the past, may be monumental for communities that have faced ongoing hardship. For example, the loss of one Elder in an Indigenous community can be devastating to that community, while the displacement of a single person in a large city with a population over one million may be considered negligible within the City's risk assessment framework.

The compounding effect of several hazards occurring at the same time as well as secondary hazards can significantly modify the impact or risk associated with a hazard. **Vulnerability** is "the degree to which a person, asset, process, information, infrastructure, or other resources are exposed to the actions or effects of a risk, event or other occurrence" [5]. When individuals or communities are exposed continually to various risks or harms, their vulnerability tends to increase. A strengths-based approach aims to view this in terms of **resilience**, in that communities that have overcome significant challenges are seen as resilient. This is valuable in many contexts; however, it is important not to substitute this concept for real, concrete supports needed to ensure ongoing resilience; our systems, structures, responses, and supports need to be resilient, rather

than relying on individual or community resilience to continually cope with environmental and social harms.

Equally important is the understanding that our hazard and vulnerability landscape is shifting, both through changes to our natural environment and climate changes, but also in how community evolutions alter our exposures through changes in our social structures, built environment, and dependencies upon critical infrastructure. Finally, as the body of research grows regarding disaster risk reduction, our understanding of the factors that influence vulnerability deepens; challenging previous assumptions and allowing us to have a more inclusive and robust understanding of risk and vulnerability.

Canada has faced several impactful disasters, but at this time some of our most costly disasters have occurred in the past several years. While these have been devastating for communities and individuals, there has also been an opportunity to collectively learn and improve. Because of the intentional adherence to best practices, there is an increasing body of knowledge comprised of after-action reviews and reports that allows us to apply the findings to increase our understanding of disaster risk. Several reports, including the Abbott/Chapman Report in 2018 [6], The May 2016 Wood Buffalo Wildfire Post-Incident Assessment Report [7], Rebuilding Resilient Indigenous Communities in the RMWB Final Report [8]; have provided us with lessons that challenge previously held assumptions about community emergency response. These lessons should and do influence our understanding of risk and vulnerability, suggesting that a risk assessment performed several years ago may not benefit from this knowledge and should be updated.

2.1.3 Emergency Management Planning

Authorities such as governments that play a role when an emergency occurs typically develop and update a document called an *Emergency Management Plan* (EMP). EMPs focus on the four pillars of emergency management: prevention/mitigation, preparedness, response, and recovery. They outline the logistical, operative, and administrative responsibilities for various authorities and organizations in order to develop or protect physical structures to promote safety (ex: diverting flood waters or fires from homes and other infrastructure), prepare professional response teams, governments and NGOs to implement a response plan, organize a local response for the first 72 hours until additional support can be provided, and return to a regular state when the threat is no longer active.

More focused, an Emergency Response Plan (ERP) provides guidance around the “immediate reaction and response to an emergency situation commonly focusing on ensuring life safety and reducing the severity of the incident” [9]. Emergency management procedures generally refer to specific actions various authorities will take for an all hazards approach as well as departmental responses for specific situations. For instance, a wastewater plant will generally develop standard emergency management procedures for their employees to follow if an emergency occurs within the plant.

2.1.4 Business Continuity Planning

Organizations that may be impacted by emergencies want to ensure that they can continue to maintain critical business functions during disruptions. COVID-19 has provided an excellent opportunity to understand why business continuity planning is important, and how it might look to provide various levels of service across various levels of emergency. Often, this will involve identifying the organizations "essential functions" or those that are required for continuity. For organizations that provide critical community services such as housing, food and financial supports, it is important to have a plan not only to consider what services regular clientele may require in an emergency (which may become part of an ERP), but also how they will continue to provide these services if their organization is also disrupted by an emergency, such as an extended power outage, or displacement (for example, due to a natural hazard like an earthquake or wildfire). Business continuity planning may also consider how to support employees as they experience the impacts of an emergency that affects their work or workplace.

Organizations often develop and update a document called a *Business Continuity Plan* (BCP), or more simply, a continuity plan. A BCP documents the information needed to implement any processes or procedures that sustain the organization's critical functions in the event of an emergency.

2.1.5 After-Action Reviews

An After-Action Review (AAR) is a guided, structured process that reviews an event and its response. This process generally includes analysis of what occurred and what actions were taken, why these actions were taken, and what can be reproduced for success or improved in future events and produces an After-Action Report. This process was developed by the U.S. Army, and is now used widely in emergency management, as well as other sectors. Rather than focusing on results achieved, the AAR process begins with the intent. For example, an AAR of a flood response might begin by reviewing the associated emergency management or emergency response plan and comparing the actual actions to this plan. AARs are often conducted by a third party who can offer neutral facilitation, data collection, and analysis.

2.1.6 Emergency Management Programs

An emergency management program includes any of the components involved in the four pillars of emergency management. It can include mitigation actions such as infrastructure improvements, preparedness actions such as development of plans and procedures and training and/or exercises to practice implementing or test these plans, and recovery planning and actions. Local authorities and leaders are typically best positioned to work with their communities to determine and meet their specific program needs.

Community oriented programs, especially in an Indigenous context, may include advocacy for the needs of the community with funding bodies and partner organizations, development of response plans specific to the services provided to community on a day-to-day basis, awareness and preparedness training for community, awareness training for responders to better engage with community, wholistic support to evacuees, or financial support to recover from a disaster.

Emergency management programs are often based on what is known as the "disaster management cycle", based on a cycle of recurring emergencies and the four pillars of emergency management. In "Stop going around in circles: Towards a reconceptualization of disaster risk management phases", Bosher, Chmutina, and van Niekerk [10] argue this concept is too simplistic and not useful for adequately managing the complexities of emergencies. They contrast the cycle perspective (Figure 1), with what they propose is a better visual, the "disaster management helix (Figure 2):

Figure 1: Typical representation of the disaster management cycle according to Bosher, Chmutina, & Van Niekerk, 2021 (from Water Symposium of Florida 2021)

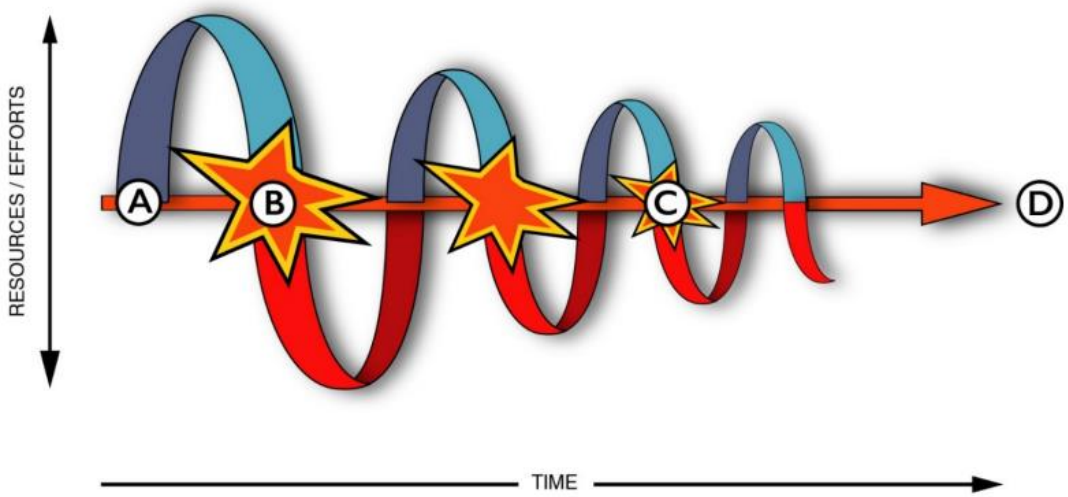


Figure 2: Helix diagram illustrating a reduction of risk over time (due to risk reduction interventions), by Bosher, Chmutina, & Van Niekerk, 2021

In the helix formation, we start at point A with proactive mitigation measures. Eventually across this timeline, disasters may occur (points B and C), but over time, with proactive mitigation and preparedness (in blue) and effective response and recovery (in red), the impacts of these ongoing disasters decreases rather than increases, until the hypothetical point where the impacts of disasters are no longer experienced due to effective measures.

Good emergency management programs are tailored to the context they are designed for. However, common steps include:

- Conducting a Hazard Identification and Risk Assessment
- Developing and validating Emergency Management Plans
- Developing and validating Business Continuity Plans
- Developing training and exercises as well as awareness materials for clientele and/or the public
- Maintaining relationships with appropriate partners and supports
- Continuous improvement

2.1.7 Training and exercises

Emergency management exercises, often referred to as tabletop exercises (a form of discussion-based exercise), or functional or full-scale exercises (forms of operations-based exercises), are an important tool to identify and validate assumptions responders and staff may be making about what will occur during a response and what roles and responsibilities each player may have, to validate or test emergency plans or procedures, or simply to practice response.

While emergency management teams should practice frequently, conducting exercises which include participants from community organizations and all levels of government, including Indigenous governance, is a critical step towards ensuring a response that meets all community members' needs.

2.1.8 Public awareness

While emergency management training and exercises are important for all staff playing a role in emergency response, information shared with the public around preparedness, mitigation, and actions they can take in response and recovery are equally important. The public should be aware of what their personal responsibility is in an emergency, where they can obtain information, updates, and notifications, how they can prepare, and where they can obtain support during and after an emergency. They may also wish to understand certain elements of an emergency management plan.

Community organizations can play a significant role in ensuring community members are as prepared as they can be, because they are uniquely positioned to understand their learning needs, their emergency management capabilities and support needs (i.e., do they need assistance developing emergency kits?).

Information can be distributed at events, through social media, in the mail, and directly by service providers. One example would be a housing support organization handing out emergency preparedness information on refrigerator magnets to tenants in their housing units.

2.1.9 Associations and certification

Several key organizations have established themselves as leaders in defining emergency management, leading to the structures generally adopted today. Along with the United Nations and the Federal Emergency Management Association (FEMA) described in Section 2.2, the following Canadian and international organizations also provide emergency management guidance and recommendations, as well as training and certification.

2.1.9.1 International Association of Emergency Managers (IAEM)

The International Association of Emergency Managers is a non-profit educational organization dedicated to emergency management. It aims to be "recognized globally as the premier organization for emergency management" [11]. It provides certification and resources, holds conferences, webinars, and other events for emergency management professionals, and involves several councils, boards, committees, and caucuses where emergency managers can be part of the global discussion around emergency management practices and principles. While it provides resources for international professionals, IAEM has numerous groups for Canadians, including several Canadian Committees. IAEM's Canada Partnership Engagement Committee includes a Director, Partnership Engagement Committee/Indigenous Engagement Advisor [12].

2.1.9.2 Canadian Risk and Hazards Network (CRHNet)

Like IAEM, CRHNet is a not-for-profit organization that aims to promote and strengthen disaster risk reduction and emergency management in Canada. It "creates an environment for hazards research, education and emergency management practitioner communities to effectively share knowledge and innovative approaches that reduce disaster vulnerability" [13]. CHRNet promotes the theme of "Reducing Risk through Partnerships" that aims to ensure partnerships enhance and develop comprehensive emergency management programs. Members of CRHNet are supported to learn together and collaborate on initiatives that support "a disaster and climate resilient Canada".

2.1.9.3 Disaster Recovery Institute International (DRI International)

DRI International is a US-based international non-profit organization that provides education, accreditation, guidance and leadership, in business continuity, disaster recovery, cyber resilience and related fields [14]. Many training programs and workshops can be found in the DRI International website. Webinars and annual events are also available.

2.2 International Approaches to Emergency Management

When it comes to emergencies, we are facing an extraordinary global challenge. While emergency and disaster fatalities in affluent societies are declining, there are increasing deaths in poorer countries and regions [15] revealing ongoing failure to implement inclusive policies. In Canada and globally, Indigenous communities remain some of the most vulnerable to emergencies and disasters.

Key international stakeholders, primarily under the umbrella of the United Nations, work collaboratively to identify priorities and monitor progress towards their set targets. These include the United Nations concept of Disaster Risk Reduction (DRR), included in the United Nations Office for Disaster Reduction's Sendai Framework for Disaster Risk Reduction 2015-2030, discussed in the following sections.

Different countries have had unique approaches to providing emergency management resources. For instance, Australia has a number of online resources that provide information for those affected by disasters, such as the open-sourced Australian Disaster Resilience Knowledge Hub and the Disaster Mental Health Hub, a collection of resources, training and information for addressing the impacts of disasters on mental health. The City of Victoria, Australia, provides community resilience-related resources such as the Building Recovery Ready Communities non-profit that works toward Community Led Emergency Management Strategies.

2.2.1 Disaster Risk Reduction

The United Nations International Strategy for Disaster Reduction defines disaster risk reduction (DRR) as "the concept and practice of reducing disaster risks through systematic efforts to analyse and reduce the causal factors of disasters" [16]. According to the UN: "Reducing exposure to hazards, lessening vulnerability of people and property, wise management of land and the environment, and improving preparedness and early warning for adverse events are examples of DRR" [17].

Canada's Emergency Management framework is aligned with DRR principles. In 2009, Canada's federal government established a Platform for Disaster Risk Reduction as "a multi-stakeholder national mechanism that coordinates and advises on areas of priority requiring concerted action" [18]. The Platform has "national oversight and leadership and is comprised of more than 700 members representing local to national levels of governance, multiple sectors and organizations to provide a whole-of-society perspective to reducing risk" [19].

In addition to an updated and accurate risk assessment, DRR measures should include both engineering solutions, governance and community risk reduction and communication activities.

Even within the context of a country like Japan that demonstrates leadership in engineering solutions to mitigate risk, retrospective disaster analysis (after-action reporting) indicates the advances should be considered inadequate without community level disaster awareness and or mitigation [20]. Community level disaster awareness and mitigation has several benefits. The benefits are realized from the initial engagement with community members through the recovery of a disaster and are important to consider.

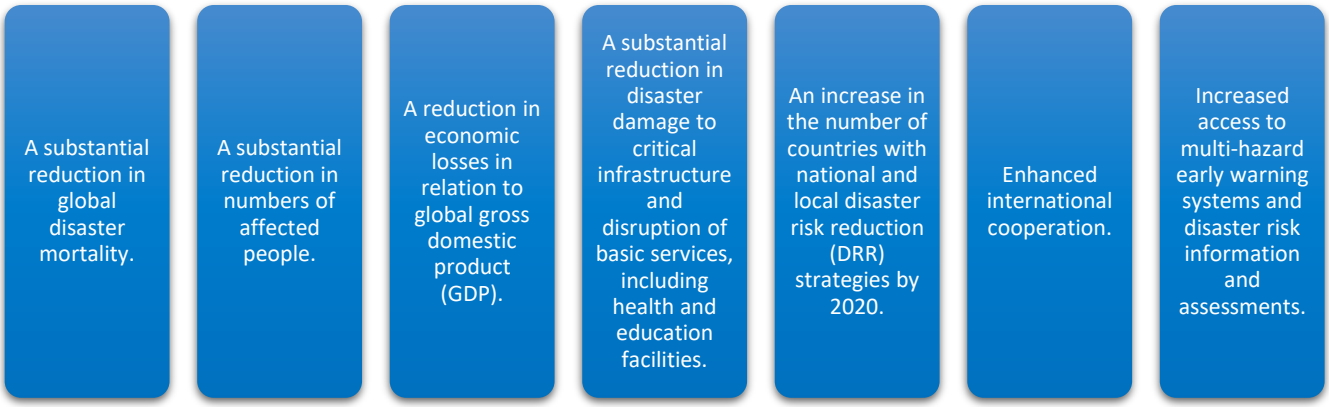
Hazards and their impacts disproportionally affect neighborhoods, regions, and communities, so community engagement can ensure that the policy makers understand the disaster risk from the perspective of impacted communities. During the initial phases of a disaster, the citizens are often described as the "first responders". When a community understands and is prepared for the risks they face, they become empowered to perform important response activities to minimize the impacts of the disaster. Depending upon the event, these may include moving themselves, their families, and neighbors to safer spaces, placing sprinklers on rooves before they leave their homes, or helping find injured people and providing critical basic first aid.

Not only do these actions provide timely response support, but they also have been demonstrated to reduce the psychosocial impacts of a disaster and support community social networks that increase community resilience and recovery efforts [21]. Furthermore, trust in the decision makers is known to impact the likelihood of community mitigative action and proactive engagement activities can increase transparency regarding risk communication as well as build relationships which can then increase trust [22].

To enable sustained DRR efforts, it is incumbent upon governments and organizations to review their policies, governance structure, funding processes, and incentive structure to confirm alignment with their stated DRR goals. The shifting landscape associated with climate change impacts suggests value in a secondary assessment that specifically considers the impact climate change will have on the DRR capacity [23].

2.2.2 Sendai Framework

The Sendai Framework for Disaster Risk Reduction 2015-2030 is a United Nations led initiative that "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, communities and countries over the next 15 years" [24]. The Sendai Framework has seven targets:



Canada is a signatory to the Framework, and in 2018 British Columbia became the first Canadian province to adopt the Sendai Framework. One of its guiding principles is "build back better", increasing resilience by learning from the impacts of previous emergencies and building mitigation of future risk into the recovery process. Federal government funding for Emergency Management, described in Section 4.1.1, follows this guiding principle. This principle is critical when considering the increased risk of greater impacts from emergencies, however, it is important to consider the context around displaced urban Indigenous populations.

Many Indigenous peoples already live in inadequate housing prior to emergencies, and safer housing should be a priority before disaster strikes. Furthermore, it is important to ensure building back better does not equate a gentrification process that makes neighbourhoods inaccessible to more vulnerable populations who have been displaced from them.

Canada and 186 other countries endorsed the United Nations Sendai Framework for Disaster Risk Reduction in 2015 and accept DRR is "a systematic, whole-of-society approach to identifying, assessing and analyzing the causal effects of disasters and reducing the risks and impacts of disaster based on risk assessments" [25]. Sendai is intended to frame member state and multilateral DRR strategies up to 2030. Like "build back better", a whole-of-society approach

is essential in principle. However, in practice, it sometimes allows for stakeholders to each maintain less responsibility and accountability for action. While it is important to empower and involve individuals and consider their strengths and capacity to take action to protect themselves, this must not be done without considering the significant discrepancies in resources that individuals, families, and communities have as a baseline, how these discrepancies are influenced by social circumstances and government policies over time. It must also not replace the accountability and need for action from those in positions of leadership and authority who do have the capacity to provide significant support.

Nonetheless, the Sendai Framework's priorities provide important guidance for disaster planning. These priorities are presented in Table 2.

Table 2: Sendai Framework Priorities

Priority	Content
Priority 1. Understanding disaster risk	Disaster risk management should be based on an understanding of disaster risk in all its dimensions of vulnerability, capacity, exposure of persons and assets, hazard characteristics and the environment. Such knowledge can be used for risk assessment, prevention, mitigation, preparedness, and response.
Priority 2. Strengthening disaster risk governance to manage disaster risk	Disaster risk governance at the national, regional, and global levels is very important for prevention, mitigation, preparedness, response, recovery, and rehabilitation. It fosters collaboration and partnership.
Priority 3. Investing in disaster risk reduction for resilience	Public and private investment in disaster risk prevention and reduction through structural and non-structural measures are essential to enhance the economic, social, health and cultural resilience of persons, communities, countries, and their assets, as well as the environment.
Priority 4. Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction	The growth of disaster risk means there is a need to strengthen disaster preparedness for response, act in anticipation of events, and ensure capacities are in place for effective response and recovery at all levels. The phase of recovery, rehabilitation and reconstruction is critical opportunity to build back better, including through integrating disaster risk reduction into development measures.

Lambert and Scott [26] give an overview of how Indigenous Knowledge (IK), discussed further in Section 2.4.3, has been integrated into successive multilateral agreements culminating in the Sendai Framework. Indigenous Peoples are explicitly noted in two sections of Sendai:

- Section 24 (i): To ensure the use of traditional, Indigenous, and local knowledge and practices, as appropriate, to complement scientific knowledge in disaster risk assessment and the development and implementation of policies, strategies, plans, and programs of

specific sectors, with a cross-sectoral approach, which should be tailored to localities and to the context; and,

- 36 (a) (v): Indigenous Peoples, through their experience and traditional knowledge, provide an important contribution to the development and implementation of plans and mechanisms, including for early warning.

Many academic and professional fields have begun to prioritize integrating Indigenous knowledge into programs, research, and policies. However, it is important to recognize that not all Indigenous communities feel prepared to contribute this, for a multitude of reasons. Some communities have adopted more western approaches and continue to prefer these. In other cases, Indigenous knowledge is protected by protocols that restrict its use outside of a family or community, or for specific purposes.

Finally, the ongoing impacts of colonization have limited the use of Indigenous knowledge for so long that it is imperative that communities who wish to revitalize this knowledge be supported with resources to do so in ways that are meaningful to them. This process can take time and must also follow appropriate protocols. To appropriately make space for Indigenous knowledge, as recommended by the Sendai Framework, it is important that sufficient time and resources be invested in overall Indigenous knowledge revitalization, and that communities be supported to do this work without the threat of missing an opportunity to contribute to current strategies and frameworks.

2.2.3 United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP)

UNDRIP [27] recognizes the historic injustices faced by Indigenous Peoples and reaffirms their rights on issues such as culture, identity, religion, language, health, education, and community. In 2016, the Government of Canada announced its full support of this declaration. While the Federal government works to pass legislation that transitions our support into actionable changes, provincial governments are also working to incorporate this declaration into provincial frameworks as demonstrated by the British Columbia 2019 adoption of Bill 41 [28] which transitions an action plan into legislation.

Disaster risk reduction efforts must include an understanding and protection of Indigenous culture, health, community, and identity to align with UNDRIP. While UNDRIP does not explicitly address disaster management, there are implications for the promotion and protection of Indigenous rights that can, in the words of the United Nations Human Rights Commission (HRC), inform "the design and implementation of sound disaster risk reduction strategies and interventions" [29]. Several of UNDRIP's articles can be considered throughout the development of emergency management initiatives for Indigenous peoples.

Table 3.

Table 3: UNDRIP articles pertaining to Emergency Management

Article	Alignment with emergency management
Article 3 & Article 4	Articles 3 and 4 of UNDRIP are significant in addressing Indigenous disaster concerns. Article 3 states "Indigenous Peoples have the right to self-determination. By virtue of that right they freely determine their political status and freely pursue their economic, social and cultural development." Article 4 reiterates Indigenous Peoples have the right to "the right to autonomy or self-government in matters relating to their internal and local affairs, as well as ways and means for financing their autonomous functions." Local plans for DRR, including for health emergencies such as Covid-19 and evacuation management, would fall under Articles 3 and 4 in that Indigenous communities should be empowered to support, if they desire, their own experiences of evacuation and other responses.
Article 18	Article 18 of UNDRIP articulates the right to participate in decision-making. The HRC interprets that "in applying these articles, it becomes clear that Indigenous Peoples are entitled to participate in disaster risk reduction processes and that States have the obligation to consult with them and to seek to obtain their free, prior and informed consent concerning risk reduction measures that may affect them."
Articles 19 and 32	Articles 19 and 32 address free, prior and informed consent, meaning States have an obligation to consult with Indigenous Peoples "to seek to obtain their free, prior and informed consent" on all DRR issues including evacuations. In the words of the Human Rights Council (p. 5) "risk reduction is more likely to be successful if indigenous decision-making processes and traditional knowledge are respected."
Article 31	Article 31 upholds the right of Indigenous Peoples to "maintain and protect their traditional knowledge and the manifestations of their sciences and technologies, as well as providing safeguards for the protection of this right." Many commentators note the role that Indigenous Knowledges and practices have in advancing DRR and emergency managements practices.

2.2.4 United States Federal Emergency Management Agency (FEMA)

The Federal Emergency Management Agency (FEMA) is an agency of the United States Department of Homeland Security (DHS) that coordinates the response to disasters surpass the resources of local and state authorities in the United States. FEMA publishes frameworks and methodology that when not superseded by provincial or local methodology are widely

considered validated Emergency Management doctrine. FEMA is an ICS training provider, and access to free virtual ICS training is available through FEMA affiliated memberships such as International Association of Emergency Managers (IAEM). For organizations looking to expand their Emergency Management capacity, FEMA can be a good source of information and training.

2.3 Emergency Management in Canada

An overriding concern of experts and officials is that the frequency and intensity of emergencies will increase, primarily driven by climate change. Spence et al [30] list several factors, exacerbated by climate change and urbanization, contributing to rising risks in Canadian society: increased and aging population, emerging infectious diseases coupled with antibiotic resistance, and increased international travel and mobility. She argues declining ecosystem health is perhaps the greatest risk to health, in particular for Indigenous peoples who have been disproportionately impacted by systemic racism in healthcare. Her research points to the need for targeted interventions, without which health inequities will continue to grow and there is a growing need for intersectoral and interagency collaboration to reduce current health inequities and prevent further divides.

Canadian infrastructure and ecosystems are susceptible to climate change and sea-level rise. Northern communities are especially vulnerable. The Canadian Polar Commission [31] found aging and inadequate infrastructure placed communities at risk and dependent on federal funding. Insufficient internet connectivity remains a significant challenge for development. This often disproportionately challenges Indigenous communities which may be more remote or may not have the human, financial, or material resources to effectively respond to all emergencies, and may find themselves in a jurisdictional gap between response actors.

In Canada, the expectation is that local authorities will support their own emergency management until an emergency surpasses their capacity to respond. Thus, a municipality would use its own resources, including paid professionals and volunteers as needed, generally guided by an employed or volunteer emergency management professional. When they anticipate they will no longer be able to address the emergency alone, they may call in reinforcements from partner communities (neighbouring municipalities), sometimes through existing resource sharing agreements or Memorandums of Understanding (MOUs). When local resources are depleted, they may request support from the provincial government of jurisdiction. If an emergency surpasses the ability of a provincial government to respond, the federal government may provide reinforcement.

2.3.1 Planning authorities and supports

2.3.1.1 Public Safety Canada

Public Safety Canada was created in 2003 to ensure coordination across all federal departments and agencies responsible for national security and the safety of Canadians [32]. It provides

national leadership in the realm of emergency management to help Canadians and their communities protect themselves from emergencies and disasters [33].

2.3.1.2 Natural Resources Canada (NRCan)

Natural Resources Canada is the federal department responsible for natural resources, energy, minerals and metals, forests, earth sciences, mapping, and remote sensing. NRCan provides funding to climate related projects, including those with an emergency management focus.

2.3.1.3 Indigenous Services Canada (ISC)

ISC is the federal government department tasked with working with First Nation, Inuit, and Métis communities to support them in delivering services independently within their communities. This has included areas such as COVID-19 preparedness and response, Indigenous health, education, social programs, funding, and more. Within its scope of funding, ISC administers the Emergency Management Assistance Program (EMAP) [34] which provides funding to First Nations to mitigate, prepare for, respond to, and recover from emergencies. ***The Métis Nation and its representative organizations are not currently eligible for EMAP funding and ISC does not have a comparable funding option for the Métis Nation.***

2.3.1.4 Senior Officials Responsible for Emergency Management (SOREM)

SOREM is an organization that works to harmonize and improve emergency practices across Canada [37]. SOREM consists of representatives from all provincial and territorial governments' Emergency Management Offices and from Public Safety Canada.

2.3.1.5 Provincial Emergency Management Organizations

According to the Government of Canada:

> "Provincial and territorial emergency management organizations (EMOs) are a good source of information about how to prepare for emergencies in your region. EMO's activities include planning and research, training, response operations and the administration and delivery of disaster financial assistance programs" [35].

The Government of Canada provides a list of provincial Emergency Management Organizations online.

2.3.2 Legislation and policy

In Canada, two main pieces of legislation govern emergencies from a federal perspective: the Emergency Management Act, and the Emergencies Act.

2.3.2.1 The Emergency Management Act

According to Public Safety Canada:

> "The Emergency Management Act recognizes the roles that all stakeholders must play in Canada's emergency management system. It sets out the leadership role and responsibilities of the Minister of Public Safety and Emergency Preparedness, including coordinating emergency management activities among government institutions and in cooperation with the provinces and other entities. Responsibilities of other federal ministers are also set out in the Act" [36], [37].

2.3.2.2 The Emergencies Act

According to Public Safety Canada:

> "The Emergencies Act is a federal law that can be used in the event of a national emergency. It can be invoked to grant temporary additional and necessary powers to the federal government in situations that cannot be effectively dealt with by the provinces and territories, or by any other law of Canada. On February 14, 2022, the federal government declared a public order emergency under the Emergencies Act to end disruptions, blockades and the occupation of the city of Ottawa. The declaration of a public order emergency was revoked by the federal government on February 23, 2022" [38].

2.3.3 Strategic guidance

Emergency management strategies and frameworks help guide policy and decision-making regarding emergencies globally, nationally, and locally. These define at a high level an overall approach to emergency management, in the case of the Emergency Management Strategy for Canada, for example, or provide more detailed response guidance. Within Canada, several provinces align with the incident command system (ICS) as defined by ICS Canada. This and other frameworks such as the Ontario Incident Management System (IMS) each define common language and organization structure utilized while responding to emergencies.

2.3.3.1 Emergency Management Strategy for Canada

With the expectation that the losses caused by major disasters will increase, Public Safety Canada has developed the *Emergency Management Strategy for Canada: Toward a Resilient 2030* [38]. This framework outlines the goals of saving lives, protecting property and the economy, and preserving the environment, and is structured around the four pillars of emergency management. It is rooted in "An Emergency Management Framework for Canada (EM Framework)", a document which has guided federal, provincial, and territorial collaboration in emergency management since 2007. This EM Framework was last updated in 2017, though an

interim report (see section 2.3.3.2) was released in 2022. The Emergency Management Strategy for Canada (EM Strategy) builds on the foundational principles articulated in the Canadian EM Framework and the Sendai Framework to establish Federal, Provincial, and Territorial priorities that strengthen the resilience of Canadian society by 2030.

While the Emergency Management Strategy for Canada aims to develop a "path to resilience" using "whole-of-society collaboration" and "understanding of disaster risks in all sectors of society", it is important to recall this report's earlier argument that residents of Canada experience significant discrepancies in available resources and capacity, levels of vulnerability, exposure to hazards and overall harm, and that the resulting approach to collaborating with all of society should consider these discrepancies and mitigate them for full, active involvement to be possible.

2.3.3.2 Federal, Provincial, and Territorial Emergency Management Strategy Interim Action Plan 2021-2022

The Federal, Provincial, and Territorial Emergency Management Strategy Interim Action Plan 2021-2022 released by Public Safety Canada. It describes concrete Federal, Provincial, and Territorial (FPT) actions designed to meet the priority areas of the Emergency Management Strategy for Canada. This document indicates the following commitment:

> "Indigenous communities are among those most impacted by emergencies due to their remote and coastal locations, insufficient access to emergency services, and their dependence on natural ecosystems. The Emergency Management Strategy therefore commits the federal, provincial and territorial governments within their areas of responsibility to provide Indigenous Peoples and their communities with the capacity to integrate traditional knowledge and public awareness and education programs into emergency management and disaster risk reduction. To this end, governments will establish a dialogue with Indigenous Peoples with respect to their emergency management needs and in setting emergency management priorities" [39].

2.3.3.3 Incident Command System (ICS) and Incident Management System (IMS)

The Incident Command System (ICS) and Incident Management System (IMS) are tools for emergency response planning and operations.

ICS was developed in response to the findings from an AAR of a catastrophic wildfire in the US which resulted in challenges associated with the inter-agency response. The system is a standardized approach to the command, control, and coordination of emergency response and provide a common organization structure for responders when responding to an emergency, regardless of their agency. It has evolved and been refined since its initial development and is a component of the United States National Incident Management System and is the foundational

structure for approaches to incident management utilized by several nations. It is the basis for Emergency Management Ontario's IMS and is adhered to by the ICS Canada system.

According to ICS Canada, ICS is:

> "A standardized on-site management system designed to enable effective, efficient incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure" [40].

Canada does not currently employ a national model for incident management. Despite that, both ICS and IMS are commonly known amongst emergency responders. Emergency Management Ontario's IMS-100 training defines the Incident Management System (IMS) as:

> "A standardized approach to emergency management encompassing personnel, facilities, equipment, procedures, and communications operating within a common organizational structure. IMS is predicated on the understanding that in any and every incident, there are certain management functions that must be carried out regardless of the number of persons who are available or involved in the emergency response" [41].

Both systems have a similar intent and are simply applied to different jurisdictions (ex: the Province of Alberta implements ICS, and the Province of Ontario implements IMS). While ICS/IMS are designed to support operations during response to an ongoing emergency (an incident) or to prepare for a planned incident like an event or protest, it has become synonymous with emergency management for many learning about the field. It is important to consider ICS as one of the many important tools within emergency management.

While ICS and IMS are important tools that are used country-wide and beyond, many community-based approaches to emergency management advocate for moving beyond this system when thinking about emergency management. These standardized approaches ensure key areas of response are considered, but do not necessarily consider the complex needs of vulnerable populations, which require partnerships between various organizations to address.

2.3.4 Emergency Coordination

Although the core emergency response is typically coordinated using the ICS or IMS systems, many different organizations and individuals play roles in emergency management. Some use these systems themselves when coordinating their own responses, while others fit into a larger response by coordinating with pre-established partners through memoranda of understanding, mutual aid agreements, or other partnership or cost-sharing agreements. Some organizations have a role to play in mitigation and preparedness, while others have a larger role to play in

response or even recovery. A fulsome emergency coordination includes partners at all levels to ensure all needs are met.

The primary groups that play various roles in emergency management include:

- All levels of government: federal, provincial/territorial/local
- Emergency managers or coordinators
- First Responders
- Non-Governmental Organizations (NGOs)
- Community organizations
- Volunteers
- The public

Of the roles these groups play, certain actions are particularly important. These include:

- Internal communications, both within the planning teams and to and from leadership
- External stakeholder communications
- External public communications
- Finance & budgeting for emergency services
- Other administrative tasks
- Liaison officer roles
- Scientific/technical expertise
- Planning for response
- Logistics of response (ex: what resources are needed and how to obtain them)

During an emergency response, many of these roles gather in a physical or virtual Emergency Operations Center from which administrative, financial, logistical and policy decisions are made, while on the ground response is managed by first responders through their own incident command structure.

Governance structures are extremely important as they help clarify who makes decisions in various situations. These are illustrated in Table 4.

When considering roles that MNC and the Governing Members may play, it is important to consider their existing governance roles and structures, as well as their existing relationships with various levels of government, departments, programs, organizations, and their membership. The most efficient emergency response is one that leverages existing strong relationships and channels that have already been established and utilized. For example, an organization that has strong communications channels towards its membership is well positioned to share information about an emergency with that membership.

Indigenous Services Canada provides information on the shared responsibility between federal, provincial, and territorial governments and their partners, and outlines ISC's role and responsibilities towards First Nations on reserves, on the ISC website.

Table 4: Roles & Responsibilities

Authority	Role & Responsibilities
Government of Canada	The Federal government is responsible for emergency management where it has exclusive jurisdiction and on federal lands. This includes provision of some funding upon successful application to First Nations for emergency planning. It also steps in to support emergencies that have surpassed provincial and territorial response capacity. In addition, federal departments have responsibilities when it comes to overall planning and risk management for the country via setting policy and planning direction.
Department of National Defence: Canadian Armed Forces and Canadian Rangers	If necessary, it is possible to request support from the Canadian Armed Forces to assist with emergency response. For this to occur, a province must make a request to the federal government, which then directs the Department of National Defence. Alternatively, local Canadian Rangers can also support response at the request of local RCMP for life safety purposes.
Provincial & Territorial governments	Provincial and territorial governments are responsible for emergency management within their jurisdictions. They hold the authority to prepare for, respond to, and recover from emergencies. This authority may be delegated to local authorities through legislation in conjunction with responsibilities including what response framework is required to be utilized. Each province and territory have their own processes for identifying and preparing for the most likely emergencies across their region. Provincial structures look different from one another and becoming familiar with the structure of the provinces which have Métis governmental representation is an important step in understanding where the Métis National Council can play a role. For instance, British Columbia relies on groups of volunteers that support various facets of emergency response at a local level, including Emergency Support Services volunteers, Emergency Radio teams, and in some communities Neighborhood Protection Program volunteers. At various times in history, the provincial government has mandated/supported some of these programs, which are now largely supported by local governments.
Local governments	Typically, local authorities (municipalities, regional districts) are responsible for decision-making at the time of the emergency. They are expected to maintain emergency management plans, and their

Authority	Role & Responsibilities
	emergency response teams (ex: fire, police, ambulance, municipal emergency operations center staff) are expected to respond. If the resources needed to respond are beyond the capacity of a local government and volunteers, they may then reach out to the provincial government for support.
Emergency managers / coordinators	Emergency management professionals typically work to help governments plan for emergencies. They ensure emergency management plans are up to date, develop partnerships to support resilience, and coordinate a fulsome approach to response. Once an emergency occurs, they typically support or lead the Emergency Operations Center, from which operational decisions about the response, including financial decisions, are made.
Emergency responders	Emergency responders include fire fighters, police, paramedics, ground and marine search and rescue, and more. These professionals are called to the scene of an emergency to ensure immediate life safety and limit damage to infrastructure and the environment.
Academics, researchers, consultants, and policy advisors	Many networks of academics and researchers are committed to furthering our collective understanding of emergency management by exploring underrepresented perspectives, engaging with communities and whole-of-society stakeholders.
Non-Governmental organizations	Non-governmental organizations like the Canadian Red Cross (CRC) and other parties can play a role in supporting emergency management through prevention and planning as well as response and recovery activities. For example, the CRC may support the set up of reception centers for evacuees leaving an inundation zone. Third parties that focus on research and program evaluation can also provide support. These organizations often collaborate with various levels of government to coordinate support.
Community organizations	Community organizations play a valuable, though unofficial role in emergency response and recovery. As was seen throughout the COVID-19 pandemic, service organizations that have links to vulnerable community members are instrumental in providing crisis related services such as food, transportation, shelter supports, respite care, and more. These organizations may collaborate with various levels of government to coordinate support, and governments may funnel funding through these organizations to better reach their clientele.
Formal and informal volunteer networks	Across the country, both organized and informal groups of volunteers often come together to support emergency response. Whether they are responding to formal calls for assistance, such as when members of the public were called upon to assist with placing

Authority	Role & Responsibilities
	sandbags around affected homes in the 2018 Ottawa-Gatineau floods, or whether they are networks of neighbours reaching out on social media offering spaces in working refrigerators during a widespread power outage, these individuals are critical in supporting the overall wellbeing of those affected by emergencies. In some areas, these groups coordinate further to receive training and formally prepare their neighbourhoods for response and recovery activities.

2.4 Indigenous Emergency Management

2.4.1 Current available literature

The literature on disaster and emergency management is large, diverse, and rapidly growing. In part this is because of the seriousness of the subject as expressed in the deaths, injuries, and trauma; the destruction of homes and businesses; disruption to communities and society; and significant and increasing economic costs.

The literature on Canadian Indigenous Emergency Management mainly addresses experiences of First Nations, with only occasional mention of Métis Nation citizens or communities, often those are near FN communities. Métis wildfire researcher Dr. Amy Christianson has examined wildfire mitigation amongst the Peavine Métis in Alberta [42] and other Métis experiences with wildfire [43]. Fitzpatrick [44] identified wildfire reports that included Métis communities in the Rural Municipality of Wood Buffalo, Alberta through news media. The most detailed insights on Métis community responses to a disaster and evacuation are contained within Clark's [45] commissioned report – discussed in more detail below – in which the exclusionary treatment of the Métis Nation relative to their First Nations counterparts is noted.

2.4.2 Significant historical events

Several significant historical events have seriously impacted Indigenous communities, indicating a need for change in Emergency Management. Indigenous scholars often argue that colonization is the primary disaster event that Indigenous peoples are still responding to, and sovereignty is perhaps the primary requirement to ensure Indigenous peoples are safe and secure. While the events listed pertain to First Nations, lessons should be drawn from these experiences to ensure all Indigenous communities in Canada are protected.

Emergency management strategies have transitioned from emphasizing response and recovery to the disaster risk reduction (DRR) approach that references use of traditional knowledge and collaboration with Indigenous peoples. Yet as long as wider society remains oppressive towards Indigenous peoples and excludes or marginalizes Indigenous voices in managing Indigenous territories we can expect recurring losses, evacuations and negative experiences of Indigenous

communities. The flood mitigation planning in Manitoba that in 2011 resulted in flood waters being purposefully directed away from densely populated metropolitan areas and towards the sparsely populated rural space, exactly those spaces reserved for Indigenous communities, is one of the most egregious examples of structural racism in emergency management [47].

Table 5 provides an overview of some key events and their impacts on various Indigenous communities that have been documented in literature.

Table 5: Indigenous Emergency Experiences

Community	Event experience
Grassy Narrows	Erikson [48] presents the shocking history of Grassy Narrows, building on the research of Shkilnyk [49] and Vecsey and Venables [50] that describes the deposits of methylmercury along the traditional waterways of the Asubpeeschoseewagong First Nation (also known as Grassy Narrows First Nation; Asabiinyashkosiwagong Nitam-Anishinaabeg in Ojibwe). The source of this insidious toxic chemical was a paper mill situated upstream of the Wabigoon River; most of the pollution occurred in the late 1960s but was absorbed into the ecosystems. In the words of an Elder: *"We call it pijibowin, the Ojibwe word for poison. You can't see it or smell it, you can't taste it or feel it, but you know it's there. You know it can hurt you, make your limbs go numb, make your spirit sick. But I don't understand it. I don't understand how the land can turn against you"* (Erikson, 1994, p. 38). As Erikson and others describe it, this hazard has not only created a medical and economic disaster but represents a psychological and spiritual hazard that is both intergenerational and with massive costs beyond the community's ability to resolve. Yet the mercury poisoning was not the first shock to be visited upon the Asubpeeschoseewagong First Nation from external forces. Erikson lists the impact of the fur trade, the 1918-19 influenza epidemic, and residential schools as all contributing to the loss of control experienced by the community. When the Department of Indian Affairs relocated the community in 1963, there was a radical disruption to the traditional coherence of the various clans that made up the wider community, the destruction of what Erikson identifies as a cultural framework of mutual responsibilities.
Cumberland House	Waldram [51] investigates the expansion of hydroelectricity development in Western Canada and identifies the dislocation and disruption of Indigenous practices – particularly trapping and fishing, as

Community	Event experience
	a result of damming important waterways. Possible impacts on Cumberland House ecosystems were noted by scientists but were generally minimized and dismissed; when interviewed many years after the construction of the project, community members recalled promises were not kept, and that they were not told of any negative impacts. Waldram records the alteration of meeting minutes (of the Squaw Rapids Hydro Electric Liaison Committee) to dilute the risks to "fur bearing animals" (p. 63; fn 33, 34). Concerns over lower river levels were addressed by the Saskatchewan Power Corporation in a newspaper article as control of the river would provide "supply stability for downstream users" (p. 66). One of the hazardous impacts of the variance in water flow is the formation of poor ice on the river making river crossings more dangerous in winter (p. 67). Cumberland House leaders continue to voice concerns over the negative impacts of damming their waterways, as many other Indigenous voices across Canada continue to argue for the better environmental management.
Manitoba Interlake Region Floods	Dr. Myrle Ballard [52] writes extensively about the experiences and impacts of 2011 flooding on the Interlake Region of Manitoba, home to several First Nations of which many were displaced for a number of years. This flooding was the result of water diverted away from urban, cottage, and agricultural area that forced the evacuation of all community members and permanent destruction at Lake St. Martin First Nation, Pinaymootang First Nation, and Little Saskatchewan First Nation. Overall, this flooding displaced 4525 First Nation people across 17 communities. Over half of these people were still displaced a year later. The study of this event identifies a number of impacts and lessons for emergency management. Displacement created a higher vulnerability to drug use in downtown Winnipeg. Children missed months and even years of school when no suitable building for classrooms was located for displaced students. Community members with health concerns such as diabetes were forced to discard their meal plans, critical to their health, when they were required to use a per diem to purchase food in the city. Much of the flooded land remained unsuitable for rebuilding, and there was a permanent impact on ecosystems that permanently changed the types of plants that could grow in the region. In response to this situation, some Manitoba First Nation authorities have taken emergency management into their own hands and gone to

Community	Event experience
	great lengths to prepare for future floods. They have invested in flood mitigation resources and training, updated emergency management plans, and continued to advocate for better resources to prevent future disasters.
2016 Horse River Wildfire / 2016 Fort MacMurray Wildfire	If the academic literature does not treat a subject in any great depth, we are often reliant on the grey literature, news media and commissioned reports. Willow Springs Strategic Solutions produced a comprehensive review of the 2016 Horse River wildfire [53]. The report was a result of partnering between the Athabasca Tribal Council, the Athabasca River Métis, and the Nistawoyou Association Friendship Centre. A range of factors were identified that contributed to the high levels of risk and vulnerability of Indigenous communities and peoples prior to the emergency as well as "numerous deficiencies" concerning the preparedness, response, and recovery phases of the disaster. Some of the details of the evacuation are worth noting: 60% of evacuees were separated from family members, with 30% of those separated for more than a month. The report noted that after an initial "burst of solidarity", community bonds weakened, a phenomenon observed in the aftermath of many disasters; nearly 20% of community members reported more distant relationships nearly two years after the wildfire. The impacts on mental health post-disaster are often severe; after the Horse River wildfire, self-reported stress levels were 70% above pre-wildfire levels in evacuated rural communities, and 300% above for Fort McMurray residents. The report noted a key deficiency of the Disaster Recovery Program (DRP) funded by Indigenous Service Canada (ISC) but implemented by the Alberta Emergency Management Agency (AEMA) is that the Métis were excluded from the program, which is discriminatory and inconsistent with the spirit of the Daniels ruling. Willow Lake Métis Local estimated they spent over $100,000 in support of their members during the wildfire, and McMurray Métis ran down their financial reserves to a point they were not able to secure a bank loan: ***The high and up-front cost of disaster response and the lack of resources and support, particularly for the Métis, introduces a potentially perverse incentive structure in which Indigenous governments have to choose between paying emergency response costs out of pocket and undermining their organizational capacity or withholding support from***

Community	Event experience
	members during the crisis to protect their financial solvency down the road. The report made 36 recommendations for the Government of Canada and Indigenous Services Canada (ISC), the Government of Alberta and the Alberta Emergency Management Agency (AEMA), the Regional Municipality of Wood Buffalo (RMWB), and the First Nations and Métis governments of the region (see Annex C). The first two echo the commentary on sovereignty: disaster management and emergency response in the RMWB must be conducted within a wider framework of reconciliation with the Indigenous governments and peoples in the region; and the Government of Canada, the Government of Alberta, and the RMWB should formally adopt and fully implement the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) as the broad legal framework for reconciliation.
2016 Horse River Wildfire / 2016 Fort MacMurray Wildfire	A single hazardous event can take a severe toll on lives and livelihoods. It can destroy social and economic infrastructure that may have taken years and even generations to develop. The experiences of urban Indigenous communities through emergencies and disasters are not well recorded and so the experiences of Waterways highlighted in the Clark report is illuminating. Settled by Indigenous peoples, this area was an Indigenous neighborhood of Fort McMurray, and was almost destroyed by wildfire in 2016. For government planners and disaster experts, Waterways was seen as a high-risk development zone because of flood risks and slope stability. Risk was interpreted exclusively in terms of probabilities and financial cost. However, for many Indigenous residents, risk was viewed from a cultural lens that emphasized connectedness to ancestors, to the land, and to the people of Waterways; these calculations saw an 'acceptable risk' in living there. As one long-time resident who lost his ancestral home (the last trapper's cabin in Waterways) said: *I've been here from the date of birth. This was a meeting place pretty much, where we'd get together and talk. We used to dry meat out here and stuff. Back in my mother's days, they used to tan moose hides right here. Lots of traditional stuff went on here. I've always said: this property here is heaven because I consider it sacred, which my parents did also.* For such residents, the risk of losing these connections is the greatest risk of all. The literature focused on Indigenous peoples and their

Community	Event experience
	cultural framing of risk communicates vital lessons on the importance of recognizing "the ways in which culture and history shape not only our perceptions of events but also the ways in which those events impact individuals, families, and communities…" For Clark et al. this "represents one of the greatest obstacles to effective disaster management for Indigenous peoples in the RMWB and likely in many other parts of the country." They note the lack of this recognition in other reports on the wildfire that asked questions and consequently found answers that almost exclusively reflected the values, assumptions, and priorities of the municipal and provincial governments. This flaw "reproduced the painful colonial legacies of neglect and condescension and risked reinforcing or deepening the inequalities of risk and vulnerability" [54].
Covid-19 and earlier pandemics	Given the current global disruptions wrought by Covid-19, a review of Indigenous emergency management requires a section on pandemics although many governments naturally defaulted to health and not emergency authorities. Historically, European diseases have killed many millions of Indigenous Peoples and most communities remain vulnerable to viruses. The H1N1 pandemic of 2009 ("Swine flu") gave important insights into how subsequent would unfold. Statistics Canada recorded about 4 percent of the population identifying as Indigenous, yet Indigenous people accounted for over 17% of reported H1N1 deaths during the first wave and almost 9% of deaths during the second wave [55] The National Collaborating Centre for Aboriginal Health [56] reviewed research on the impacts of the H1N1 influenza pandemic of 2009 on Indigenous Peoples in Canada. While there was a consensus that Indigenous peoples were more vulnerable to severe manifestations of H1N1, few studies they identified provided detailed data on Inuit or Métis populations. One study observed that Inuit were over-represented during the first wave, First Nations more overrepresented in the second wave, and Métis consistently underrepresented in both waves. However, the lack of understanding of Inuit and Métis experiences of H1N1 represented a significant gap in knowledge going into the Covid-19 pandemic. As we have now seen, understanding such experiences prior to a new emergency can make significant improvements in response. Moseby and Swidrovich [57] outline the history of abuse and experimentation within residential schools that they argue is a causal factor in instances of vaccine hesitancy within Indigenous communities during the public health emergency of Covid-19. They also see this

Community	Event experience
	hesitancy as being exacerbated by problematic public health messaging and actions. Although Covid-19 is not yet over at the time of this current report, many more papers on Indigenous experiences have already been published compared to earlier outbreaks. We draw attention to a report by the Yellowhead Institute [58] that found ISC data – restricted to on-reserve data – did not reflect community and family experiences: *Indigenous peoples do not only live on-reserve, nor do they live in "distinctions-based" silos in urban and rural places. Inuit, Métis, and First Nations people live amongst each other and in relation to one another, making data collection that is truly reflective of our communities a complex undertaking.* The issue of accurate data that better reflects Indigenous experiences is a constant constraint on effective planning and strategic development for Indigenous emergency management.

2.4.3 Indigenous Knowledge in emergency management

Indigenous worldviews give important and valuable insights on hazards and is a growing focus of disaster and emergency research. Terminology varies and oftentimes includes the terms *traditional*, *local*, *Traditional Ecological Knowledge (TEK)*, *and Indigenous Knowledge (IK*). Indigenous communities are increasingly using their own language terms to describe their knowledges. Indigenous Knowledge (IK) comprises empirical evidence gathered over many generations and assessed, absorbed, and transmitted through culturally framed institutions and processes.

In other words, Indigenous Peoples filter their experiences through a cultural lens of customs, beliefs, and values that enable past and present capabilities to be adapted by communities as an ongoing process of learning. These processes also enable new ways and technologies to be adopted and integrated into Indigenous lives. McAdoo, Moore, & Baumwoll [59] identified that IK has been slow to "infiltrate" disaster management (p. 75), yet we now see powerful Indigenous research contributing to our understanding of how IK understands and responds to hazards and disasters. The findings of these studies indicate that as holders of unique locally grounded knowledges, Indigenous communities must be empowered to formulate their own emergency management and DRR strategies.

Effective emergency and disaster management requires significant technical expertise and often highly specialized equipment and training that requires ongoing investment and resourcing.

These resources and investments must be even higher when considering the need to value, revitalize, and apply IK to the field of practice.

2.4.4 Culturally responsive and community-based emergency management

Indigenous communities continue to demonstrate the ability to build emergency management around the resources they have internally to help increase resilience locally and what additional resources are required to help communities remain safe in culturally responsive ways. Lambert and Scott [60] highlight three areas important to Indigenous Peoples:

- The vulnerability of livelihoods
- The degradation of ecosystems; and
- Unplanned, unsustainable, development

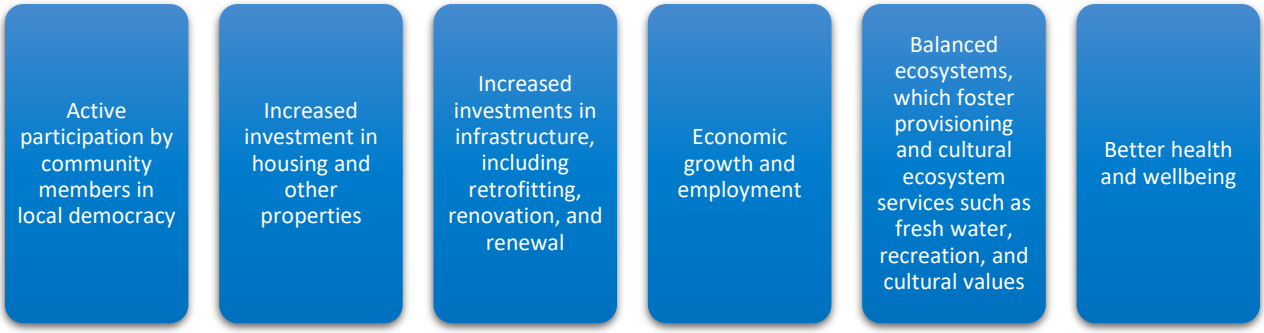
Although Indigenous Peoples are rapidly urbanizing, many communities are still located within rural areas and are often dependent on subsistence hunting, fishing, and trapping, and gathering forest products such as berries. Subsistence activities are vulnerable to even slight variations in weather and are therefore particularly sensitive to climate change. Ecological functioning, particularly of keystone species including traditional food courses, has received increasing research attention with seminal studies of global significance by Fikret Berkes [61] who in a 2009 article described the holistic foundations of Indigenous knowledges as reliant on a continual reading of the environment; the collection of large amounts of information; and the construction of mental models that can quickly adjust to new information. Such an approach enables a broad qualitative assessment of a large number of variables instead of a narrow focus on quantitative variables.

Ecosystem decline impacts these communities that have little or no input into decision-making and often receive limited benefits from resource extraction. Canadian ecosystems are particularly susceptible to climate change and therefore communities are at increasing risk of more frequent, severe, and unpredictable events such as cyclones, floods, heat waves, and wildfires. We expect IK will increasingly be drawn on to inform and implement DRR strategies that are increasingly seen to require holistic philosophies to be effective.

Indigenous individuals and families that relocate to urban areas for work and education, often end up in already vulnerable neighborhoods. Brandon and Peters [62] detail First Nations and Métis experiences of migrating to Winnipeg, home to the largest Indigenous population in Canada, and find higher levels of homelessness and overcrowding among these communities.

Ongoing monitoring and evaluation of existing plans and policies is important, so DRR becomes an integral component of sustainable development. A UNISDR Handbook [63] points to social factors (access to services and post-disaster safety nets; allocation of safe land for all strategic activities and housing; multi-stakeholder participation in all stages and strengthening of social alliances and networking) and environmental factors (through ecosystem-based risk

management) that help to achieve resilience. Communities that are proactive in their DRR through sustainable development efforts can save lives and property in the event of disaster, reducing fatalities and injuries. Lambert and Scott [26] find that Indigenous communities, like all communities, will benefit from:



From this literature, it is evident that for community leaders, reducing emergency and disaster risks can be a legacy opportunity, an opportunity to improve social, cultural, and economic conditions and leave the community more prosperous and secure than before.

Indigenous institutions and practices are evident in countless emergencies and disasters, carrying on traditions of care, hospitality, reciprocity, and charity. Lambert [64] identified this in urban Māori communities in the 2011 Christchurch earthquake, as Betancur [65] likewise found cultural frameworks in the "Rez Cross" established by Beardy's and Okemasis FN in Saskatchewan in response to the 2016 wildfire evacuations. We know that Indigenous first responders work both formally and informally for their communities. Yumagulova et al. [66] explore the Indigenous response to emergencies in some depth with a cross-cultural study of First Nations (Canada), Māori (NZ) and Navajo (US), finding that volunteers are fundamental to an effective response for Indigenous communities. They identify "cultural enablers" of volunteering such as building capacity during non-emergency times, using all senses when volunteering, and supporting locally emergent psychosocial recovery institutions based on cultural understanding and trust. They see systemic barriers to volunteering that require institutional and organizational changes through governance, coordination, and training, noting tensions between non-Indigenous and Indigenous disaster systems. These tensions show a need to ensure that provincial and state authorities recognise the importance of cultural safety in their operations, working with Indigenous institutions through strong relationships forged prior to the emergency. They call for the limiting of trauma to communities as a priority, accepting that external volunteers need to engage through locally appropriate protocols.

Wildfires in Canada show in very explicit terms how Indigenous communities are in the frontline of many disasters yet legislation and policy often exclude Indigenous voices in emergency responses. Good emergency management requires an awareness of partners' needs and expectations is also vital. A report commissioned by the Northern Inter-Tribal Health Authority (NITHA) to investigate the response and evacuation procedures of the 2015 Saskatchewan wildfires revealed a lack of defined roles and responsibilities that made it difficult for community representatives to address community concerns or help ensure the wellbeing of evacuees.

NITHA noted, "a general sense that the provincial response lacked cultural awareness and sensitivity" [67]. Subsequent discussions led an historic agreement in March 2018 formalizing the relationship between Prince Albert Grand Council (PAGC) which represents 12 Indigenous communities, and the Canadian Red Cross.

Christianson [68] has observed the decline of Indigenous participation in fighting wildfires as regulations increased the requirements for training and fitness. Many communities lack the resources to respond in timely manner. As one community member said, "Whenever there's a problem, you deal with it while it's small before it becomes big, right?" [69].

Some First Nations have begun to prepare themselves as host communities for other First Nations when they are evacuated. These communities can easily provide a culturally appropriate welcome, culturally relevant foods, medicines, etc. These supports make an important difference in ensuring evacuees feel less displaced and have a greater chance of safely reintegrating their home communities when it is safe to return, as opposed to those who are left stranded in large cities where they are not familiar with the way of life, are at risk of trafficking, drug abuse, and other harms, and feel scattered and disconnected.

2.4.5 First Nation led programs

Some models developed in First Nation contexts and led by First Nation communities can be useful models for new programs that Métis Governing Members could consider. This section includes a few important examples.

2.4.5.1 First Nations' Emergency Services Society (FNESS)

In British Columbia, FNESS works with First Nations, Emergency Management BC (EMBC), Indigenous Services Canada (ISC) and other organizations to support emergency management in First Nation communities in BC. They provide Fire Services, Mitigation, and Emergency Management services.

2.4.5.2 Nishnawbe Aski Nation Emergency Management for First Nations in Ontario Report

In 2021, the Nishnawbe Aski Nation (NAN) Grand Chief, Alvin Fiddler, presented a report [70] to the Province of Ontario outlining a First Nation-specific emergency management concept that includes the following recommendations [71]:

- Establish clear roles for the federal and provincial governments, and First Nations through tripartite agreements.
- Maintain the distinction between an "emergency" and "disaster", where an "emergency" focuses on institutional response, and a "disaster" focuses on the degree of harm.

- Scale the definition of "disaster" to each individual First Nation, focusing on each First Nation's ability to cope as a benchmark.
- Eliminate the distinction between social emergencies and other types of emergency hazards or provide dedicated funding for social emergencies.
- Create a mechanism to empower emergency declarations by First Nations.
- Ensure that all pillars of emergency management are conceptualized as a "disaster cycle" with all pillars given equal consideration and contribute resources to pre-disaster pillars.
- Develop remoteness indices/indicators specific to emergency management and apply the remoteness indices/indicators to First Nations in Ontario.

2.4.5.3 Nisga'a Nation Emergency Management

The Nisga'a Nation has experienced tragedy in an important way; 263 years ago, more than 2000 of its people perished in Canada's most recent volcanic eruption in the Nass Valley at the Tseax Cone [72].

The Nisga'a Nation has taken into its own hands oversight of its territory, inclusive of emergency management, through the Nisga'a Final Agreement [73], British Columbia's first modern treaty, by which the Indian Act ceased to apply to Nisga'a people and in recognition of Nisga'a self-government. Since the signing of the treaty in 2000, the Nisga'a Nation has assumed full governance over its territory and people and is the Local Authority responsible for its own emergency management. It has enacted the Nisga'a Emergency Program Act [74], which includes an Emergency Management plan, as well as village level plans for each of its four Villages.

2.4.5.4 Siksika First Nation Community Based Response

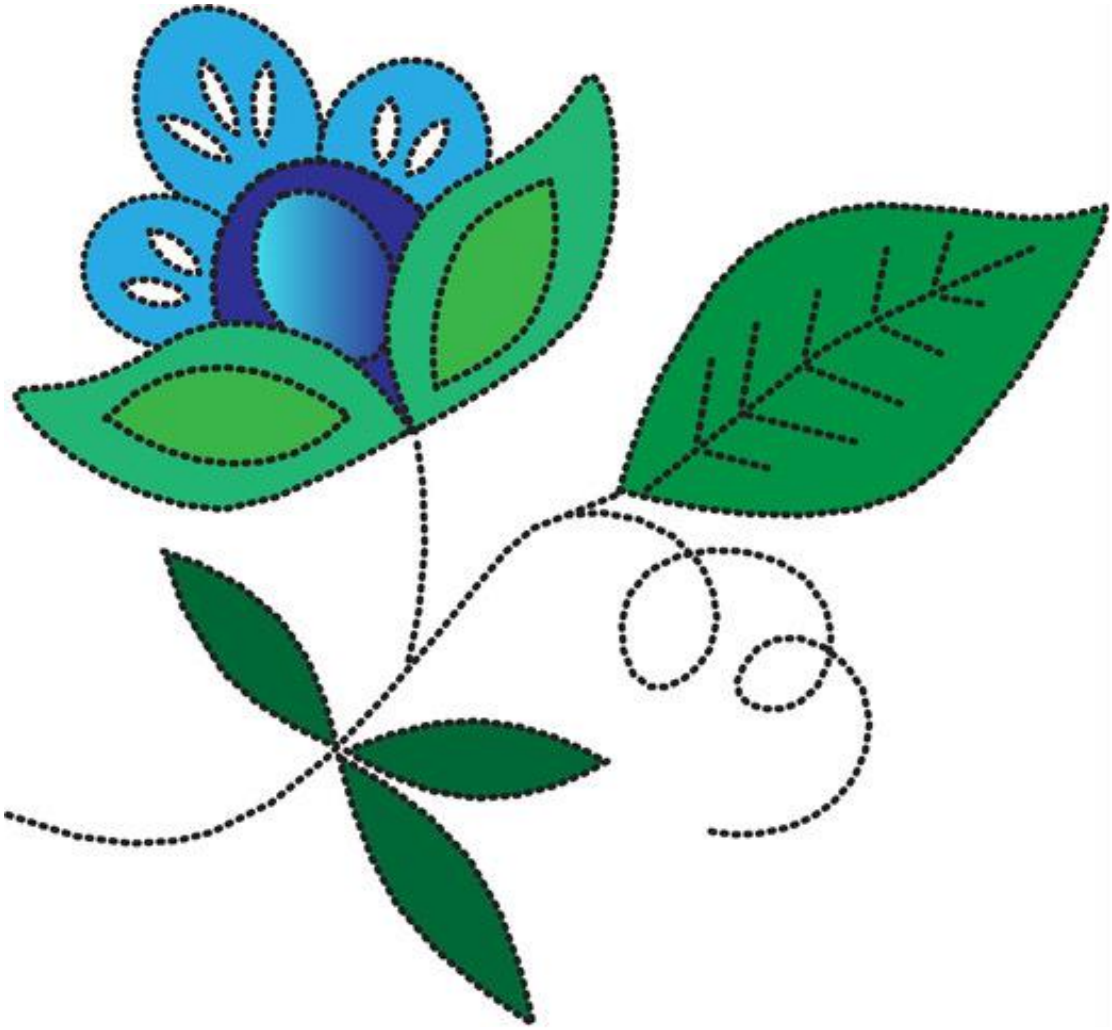
The Siksika First Nation has faced recurring flooding, but the most notable recent flood was the June 2013 flooding of the Bow River. This flood destroyed 170 homes in a flood which occurred so rapidly that Siksika residents were only provided 30 minutes of warning, resulting in many items of cultural and spiritual significance being left behind [113].

The Siksika First Nation entered into a community-university partnership with the University of Calgary following the flooding in order to develop an evidence based First Nation Framework for Emergency Planning.

2.4.5.5 First Nations and Métis Health Research Network

Although the First Nation and Métis Health Research Network based at the University of Saskatchewan has undertaken important work on numerous issues, current research led by Dr. Caroline Tait (PhD), a member of MN-S) is focusing on mitigating how disasters threaten First Nation and Métis communities [114].

While this is not a community led program, the initiative is important for consideration because it is a positive example of research led by an Indigenous researcher, looking to address the criticism voiced by Indigenous people in Saskatchewan related to their past evacuation experiences.



3. EMERGENCY MANAGEMENT IN COMMUNITIES

Even when emergency services exist and are well coordinated, emergencies often exceed local response capacity. For example, in 2022, a storm crossed parts of the United States and Ontario that left hundreds of thousands of homes without power for several days. In such situations, emergency crews may become overwhelmed as they work to clear downed trees, restore power lines, and respond to medical emergencies. Family and neighbourhood networks become critically important in the hours, or days, before emergency responders arrive, as people seek food, water, and other supplies to sustain them, and as they seek to limit or repair damage to their homes. For people living in lower income neighbourhoods, or in subsidized or supported housing, community organizations become even more important in such times than they are on a day-to-day basis. Those who have fewer means but do not typically utilize community services may find themselves unexpectedly stretched and unaware of where to turn to for support. A family may lose refrigerated food they have just purchased with the last of their income for the month and may not already be connected to food banks or other ways to replenish. In addition, the combined challenge of a storm like this during the COVID-19 pandemic can make it even more challenging for some individuals and families who may be ill or may have been unemployed due to the pandemic. The compounding effects of these repeated emergencies can significantly damage physical and mental health, family dynamics, social networks, and other community safety nets.

This example illustrates how important it is for individuals and families to be connected to others who can support them in times of need. While informal networks are critical, they are not available to everyone, and can be limited for those who experience other forms of marginalization (i.e. racism). Community organizations that are representative of their communities play an important role in developing and maintaining protective relationships with people who may otherwise be extremely vulnerable during even minor emergencies.

To address the needs of community members in emergencies, it is important for trusted community partners to discover what those needs are.

To truly understand these needs, MNC and the Governing Members will need to be adequately resourced to consult their own membership and interpret their responses within their personal contexts. Meanwhile, it is possible to infer from other emergencies that some community needs will be consistent, although how they apply to Métis citizens has yet to be determined.

3.1.1 Emergency Management Needs

Keeping communities safe is complex but can be managed if community and individual needs are identified and understood beforehand and aligned with planning. Addressing the needs of Indigenous communities during a disaster is complicated by the reality that some Indigenous communities have existing gaps regarding their day-to-day needs. ***Figure 3 provides an overview of high-level community needs related to emergencies, compiled from documented experiences through After-Action Reports and other studies. Each of these needs are currently addressed or expected to be addressed by Métis governments and organizations, without there being an equivalent flow of funding to address them.***

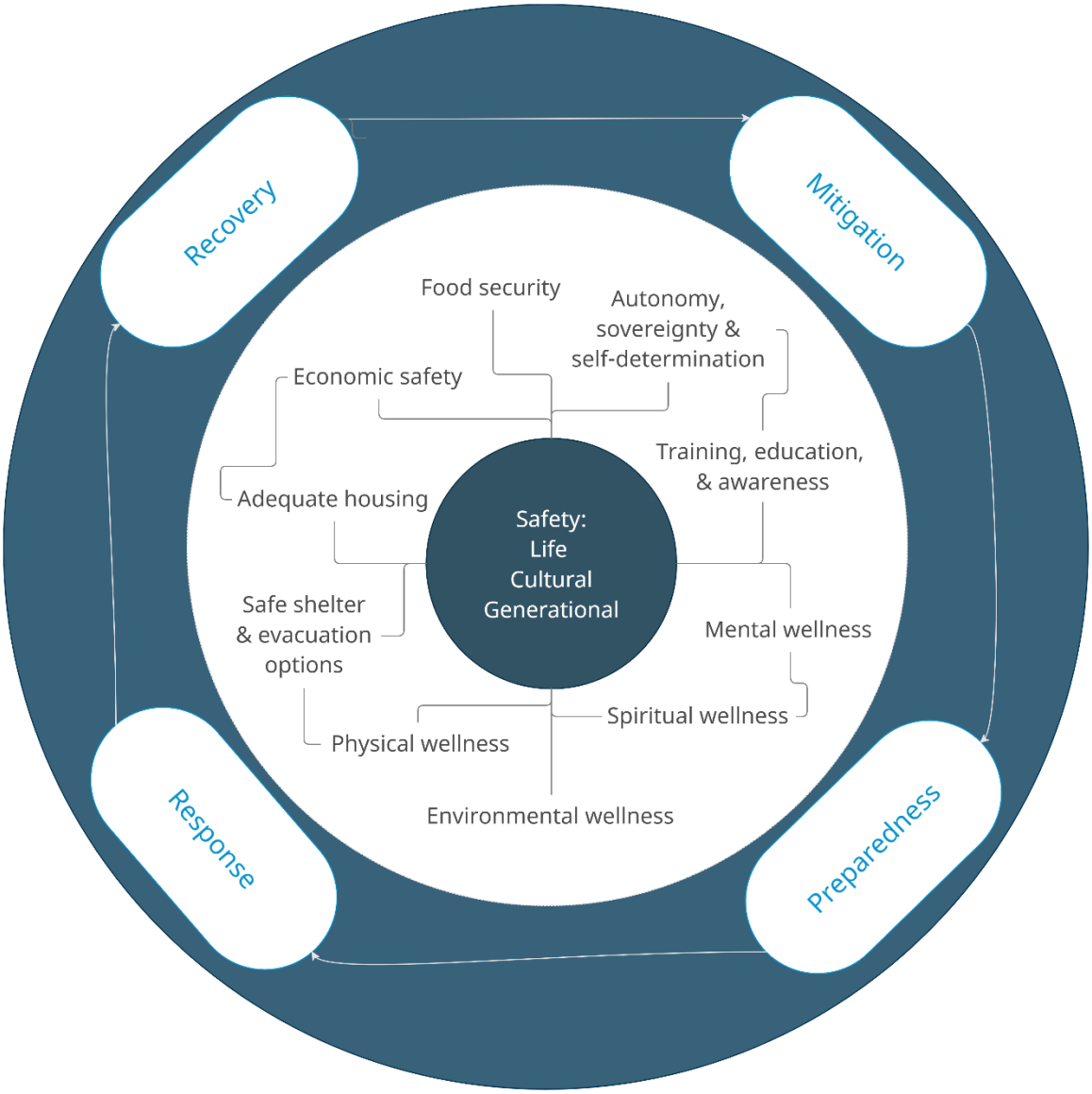


Figure 3: Community Emergency Management Needs

Across the areas above, some populations are generally more vulnerable and have specific needs that must be considered throughout the emergency management process. Planning specifically for these groups is not only about inclusion but has a direct effect on life safety in many cases. ***As the Métis organizations and governments are usually the first service provider for vulnerable Métis populations, they must be adequately resourced to support these groups.***

3.1.1.1 Recurring displacement & colonialism

For anyone who experiences a traumatic event, the compound effect of repeated trauma makes it increasingly challenging to recover and to remain resilient. The Métis have been systematically displaced since their forceful dispossession of their homes in the Red River (1870) and Batoche (1885) [75]. This chronic displacement has led to generational traumas linked to colonization, alongside a sense of alienation in regard to other Indigenous communities. This may make the prospect of displacement even more traumatic, heightening the importance of social supports before, during, and after an emergency.

The compound vulnerability tied to colonial displacement touches every aspect of life: economic capacity, physical and mental health, language and culture, and more. Métis organizations frequently identify that reports with an Indigenous focus do not adequately portray Métis experiences, and that Métis-specific data collection, analysis, reporting, assessments, and resources, are critical.

3.1.1.2 Elders and community members with disabilities

Evacuations for older people and for some people with disabilities can be devastating. The displacement of people in care homes can cause immense trauma, even so far as causing death, and should be done with extreme care and thoughtfulness. Many care homes have emergency management plans that recommend avoiding displacement unless there are no other options, because of how traumatic and damaging it can be.

In addition to people who may be in care homes or other supportive housing, a disruption such as an emergency can have profound effects on people who are normally able to maintain their own needs independently or with some form of family or community supportive structures.

Acute stress exacerbates symptoms of Parkinson's disease and other disease processes. Furthermore the disruption of schedules, transit systems, and normal daily activities can result in significant challenges for people with cognitive disabilities to utilize their normal strategies that assist them in independent living [76]. The negative impacts of acute stress and disruption on these community members may result in their reliance on community level supports during and immediately following an emergency.

In an Indigenous community, the loss of an older person or Elder can be devastating in more ways than one. Not only does a community lose a life, but they may also be losing an important community cultural resource that cannot be recreated. When asked to rank the level of impact of various disasters on their communities, Indigenous communities often rank the death of a single person significantly higher than those living in major cities when asked the same question; for the latter, a major weather event with a single loss is not felt as profoundly as that loss in a tighter nit community. The same is often true in local cultural communities; for example, the loss of a Métis person living in the City of Saskatoon will reverberate across the whole Métis community living in that area.

Organizations offering aging and Elder care and supports, such as the "aging at home" program, should develop plans to ensure the needs of their clientele are supported in an emergency. This should include identifying their vulnerable populations and what risks and vulnerabilities they face, and put a plan in place to meet these needs.

3.1.1.3 Economic vulnerability & food insecurity

The economic cost of emergencies and disasters is a major concern for governments, the private sector, and to families and households. Several recent Canadian events emphasize this economic damage. The Fort McMurray wildfires of 2016 are estimated to cost at least $3.58 billion and the 2013 Alberta floods about $6 billion [77]; the recent BC floods may cost $9 billion [78].

Insurance companies are reassessing their portfolios given the increasing risk associated with climate change. Dwyer notes that although there are few Canadian examples, there is an international pattern of increased premiums, restrictions on future coverage, capping pay outs, and adding strict exclusions. For example, after the 2017 floods in Ottawa, many policy holders were denied coverage because the "water travelled over land" a restriction in response to 2013 floods in Alberta.

As insurers and disaster relief funds seek to mitigate their future costs, they are signaling requirements about how and where homes will be rebuilt. If insurers withdraw from some forms and locations of coverage altogether, catastrophic weather events may become uninsurable in the future.

The United Nations World Food Program (WFP) indicates that "disasters drive global food insecurity and hunger, particularly when they compound existing economic vulnerability" [79]. The compound effects of food insecurity and repeated emergencies only increases food insecurity. Programs should seek to address food security in both non-emergency and in emergency times to truly address this need. As the WFP states, "a world with zero hunger needs disaster risk reduction" [79].

3.1.1.4 Women, children, and youth

While Indigenous Peoples exhibit patterns of vulnerability around the world, Indigenous communities are diverse and their experience related to emergencies may be distinct based upon gender, age, sexual identity, income, and so on. Although research on the roles and experiences of women in emergency management and DRR has increased, these have mainly investigated the inclusion or exclusion of women in decision-making and leadership roles. As reported by Les Femmes Michif Otipemisiwak, ***"Métis women have always played pivotal roles in their families and communities"*** [80]. These voices are extremely important to consider when understanding the impacts of emergencies on families and communities and understanding the resources women pull together in their communities so support emergency preparedness, response, and recovery.

Significant gaps remain in our understanding of the experiences of Indigenous women and gender-and-sexual minority individuals in Indigenous communities through emergencies and disasters. The Committee on the Elimination of Discrimination against Women has underlined the importance of integrating a gender perspective and fostering the participation of women in DRR initiatives; the Committee on the Rights of the Child has also concluded a similar position. The observations of these two Committees refer to Indigenous Peoples in its concluding observations, advocating for the inclusion of disaster preparedness in school curricula.

The UNDRR report "Engaging Children and Youth in Disaster Risk Reduction and Resilience Building" in the "Words into Action" (WiA) series [81] highlighted the circumstances faced by young people in a disaster. A section on Indigenous youth made several recommendations of relevance to this current report, including:

- Develop age- and linguistically appropriate DRR awareness materials, training and early warning systems for and with children and youth that incorporate, protect, respond to and advance cultural heritage, protocols, nature-based values, traditional languages and ways of knowing and being; and,
- Support Indigenous youth in applying traditional knowledge and ways of knowing in efforts to reduce disaster risk from the local to global level, including their involvement in global youth networks aimed at policy change

While women face a disproportionate increase in the demands of domestic and emotional labour in post-disaster disaster settings [82] researchers have also exposed experiences of physical or sexual violence during displacement following disasters [83], [84] including aggressive and racist threats when evacuated [85]. Some women return to past abusive relationships when facing socio-economic insecurity and isolation [85], [86]. In addition, for smaller communities and kinship communities, women and children run the risk of being exposed to an abuser they have previously fled if they happen to be evacuated to the same reception center, putting them in danger. Community services that support families at risk of

domestic violence are best positioned to help ensure this does not happen, or to intervene if it does.

Over the last decade, awareness has increased of Missing and Murdered Indigenous Women and Girls. This is so pervasive that organizations often already have anti human-trafficking programs. These programs can play a pivotal role in exploring the increased risk of human trafficking and sexual violence that disasters and evacuations create.

Women, youth, and children as well as gender diverse people can be at significant risk of trafficking when displaced; perpetrators seek out locations where vulnerable individuals are isolated, in a new location, and displaced. While data on this issue is limited, examples are documented; for instance, after the 2015 Nepal earthquake, the National Human Rights Commission of Nepal reported that human trafficking increased by 15% in the country [87]. Local traffickers in the United States exploited victims of Hurricanes Katrina and Harvey, trading for much needed shelter and even relocating to New Orleans to take advantage of disaster victims [88].

Finally, families with children may face additional challenges during an emergency. Single mothers, mothers without access to transportation, or with other challenges, may find it extremely difficult to evacuate with their children.

3.1.1.5 Sexual identity and gender diversity

The integration of gender-diversity in DRR discourse has received some attention despite little progress. A UN report on "Protection against violence and discrimination based on sexual orientation and gender identity" notes that "[c]riminalization in relation to LGBT and gender-diverse persons has always created significant barriers to their fundamental human rights and access to services, which now continue to be a factor" [89]. The acknowledgment of the diversity of sexual orientation is very limited. Rushton, Gray, Canty, and Blanchard [90] scanned the disaster literature for gender and in 315 records found only 12 articles that included content relative to more than two genders. Terminology saw sex and gender terms used interchangeably; they recommend that researchers and practitioners "adopt correct terminology and expand their definition of gender beyond the binary; utilize work on gender fluidity and diversity; and apply this to disaster research, policy, and practice."

The lack of documented experiences of Indigenous, particularly Métis, women and sexual and gender minorities within communities means there is a lack of understanding on their specific needs in an emergency or disaster. Pittaway et al. [84] found this gap in research meant lost opportunities to reduce the risks of harm, violence, and illness. Balsam et al. [91] found Two Spirit Native Americans were at greater risk of death in a disaster. Andharia [92] argued that intersectionality should inform a wide swathe of DRR policy and research but remains under-researched. Again, the lack of disaggregated data means we operate with little accurate understanding of the variable vulnerabilities within Indigenous communities. Arguably,

the integration of sexual orientation into EM and DRR discourse seems more problematic than the acceptance of IK.

3.1.1.6 Mental health

Pre-existing mental health concerns can be exacerbated, and new mental health concerns can arise, through the trauma of an emergency. These new mental health problems can be brought on by the emergency itself, or *by the response* [93].

Emergency response is, of course, extremely challenging. Responders are tasked with safely evacuating families and pets from areas affected by dangerous elements such as wildfire, and there is often little time to address mental safety. However, learning how to better respond in ways that help preserve mental health, and partnering with organizations that have the trust of communities and families and understand and can respond to their needs, is critical.

Some elements of emergencies that can create mental distress include being separated from family members by the hazard itself, lack of safety, loss of infrastructure and livelihoods, and loss of social networks or social supports. Some elements of response that can create mental distress are being separated from family or social networks by an evacuation process (ex: moving family members into different communities or reception centers from one another), lack of information about where to go or how to obtain support services or overcrowding in a reception center.

Community organizations that are already trusted by a community to provide mental health supports can be important advocates throughout the emergency management process. Ensuring these organizations and their associated branches are included in conversations about emergency management and well-resourced to support response and recovery is important. It is equally important to plan ahead and develop partnerships between organizations and response agencies, to clarify roles and responsibilities and these parties can work together.

3.1.1.7 Continuity of physical health and medical care

Those with specific health care needs are at a greater risk of impacts from emergencies in several different ways. Those with medications that need to be refrigerated may lose access to this safe storage in a power outage. Those who are displaced may leave before they are able to access a great enough supply of medication or supplies. Those who need support with their medical care may not be able to access this support in a new location. Additionally, in smaller communities individuals may have built trusting relationships with their care providers and may find it difficult to adapt to accessing a different provider during an emergency.

This area includes those experiencing addiction who, in the absence of a known and relatively safe supply of their drug of choice, may find themselves seeking a new and less trustworthy source after they are evacuated, leading to greater risk of overdose and death.

Community organizations who are in regular contact with their vulnerable populations, especially those that have specific care programs such as diabetic foot care, pre-natal and healthy babies and families' programs, should be involved in the emergency management, as they can support continuity of care, maintain contact with their clientele and help set up alternate services for them if they are displaced. This step should be adequately coordinated and planned for so the organizations that support these services are not learning to transition to an emergency model as they provide the services.

3.1.2 Approaches to meeting EM needs

Various approaches to emergency management have emerged as "best practice" when it comes to increasing overall resilience. While they all have demonstrated value, each approach also requires significant resources to adequately apply, especially in the case of organizations, communities, and locations where there is limited data available, limited funding, and communities face compound effects of historical traumas as well as contemporary disasters.

3.1.2.1 Whole-of-society Approach

Whole-of-society, or as they are known in other areas of the world, whole community approaches to emergency management, are becoming an increasingly common way to "coordinate all levels of government, increase individual preparedness, and engage with members of the community as vital partners to strengthen resiliency and security" [94]. This is not a prescriptive planning approach, but rather an approach that includes as many voices as possible in hopes of addressing access and service gaps that are recognized to exist even in successful government responses, and that is considered "good practice" among emergency management professionals. The whole of society approach is championed by the Sendai Framework, seeking "to leverage existing knowledge, experience and capabilities within EM partners in order to strengthen the resilience of all" [95]. The Government of Canada, and other governments, have begun evolving towards a whole-of-society approach rather than only a "whole-of-government" approach, which includes all levels of government but does not explicitly seek collaboration with other stakeholders.

A Defence Research and Development Canada Report, Implementing Whole-of-Society Resilience: Observations from a Case Study in Pemberton Valley [96], describes how as disasters increase in size and impact, top-down, centralized approaches to emergency management miss essential interconnections between partners whose collaboration could provide necessary support to emergency response. However, the report notes that while the federal government has attempted to implement a whole-of-society approach for many years (since at least 1998), it's application in practice remains a challenge. The report proposes that:

> "For over 15 years, Canada's approach to risk reduction has sought a more collaborative, inclusive and flexible approach, but strategic reformulations are not enough. A decisive shift toward a whole-of-society implementation effort would include a redesign of funding

programs, collaborative mechanisms that redistribute and share decision-making authority among various partners, greater involvement of private sector and non-governmental organizations in community efforts, and leadership models that reflect the full interdependencies that exist across sectors, groups, interests and jurisdictions (p.240)" [96].

3.1.2.2 Risk Informed Approach

Risk informed or risk-based approaches require an assessment of vulnerability to hazards for a selected location and/or population in order to determine appropriate measures to address them. The intent is to improve decision-making by better understating the causes, likelihood, and impact of a possible event, putting emphasis on risk reduction measures. A risk informed approach assumes that while most hazards cannot be prevented, disasters can be if the right strategies are in place [97].

For a risk informed approach to be adequate, risks need to be assessed and validated regularly with appropriate subject matter experts, including local knowledge.

The United Nations Office for the Coordination of Humanitarian Affairs indicates that risk informed development is extremely important in order to priorities communities that are the most at risk, through the perspective of the people themselves. This approach also involves avoiding creating complex risks through poor development choices and promoting sustainable development that increases resilience [98].

3.1.2.3 Trauma informed Approach

Trauma informed approaches are based on the premise that not every individual responds to trauma in the same way. Emergencies themselves are traumatic, and can affect mental, physical, social, emotional, and spiritual well-being. In addition to this, those who have experienced other traumas, particularly childhood traumas, are at greater risk of psychological distress in an emergency [99].

When responding to an emergency, it is important that responders take trauma responses into account and be aware that individuals and communities may have experienced other traumas, so they are better equipped to address associated needs.

3.1.2.4 Strengths based Approach

While understanding risks and vulnerabilities is extremely important, identifying and understanding existing strengths is a foundational component of resilience.

According to Public Safety Canada:

> "Resilience is a strengths-based construct, focusing on capacities, assets, capabilities and aptitudes, and how these can be proactively mobilized and/or enhanced in order to reduce vulnerability and risk. Community resilience is an attribute of the community as a complex integrated system, describing the ability of its members to draw upon their own inherent strengths and capabilities to absorb the impact of a disruption, to reorganize, change, and learn from the disruption, and to adapt to emergent shock" [100].

Although identifying these strengths is an important step for communities to grow their own resilience, it is important for governments not to rely upon intrinsic strength within a community to compensate for lack of adequate supports.

4. AVENUES FOR ADVANCEMENT OF RESILIENCE

4.1.1 Funding

Funding available to Indigenous communities and organizations as well as funding for emergency management vary, but funding typically can be obtained across the four pillars of emergency management. These are typically obtained from different sources that focus on each area:

- Funding for mitigation typically requires capital investment for physical or infrastructure changes, or for the purchase of resources like flood mitigation equipment
- Funding for preparedness activities such as training as well as plan development and validation
- Funding for recovery activities after an emergency occurs (in some cases, these funds are provided first by the requesting party and reimbursed by a funder, usually the federal government

Approaches to funding may change over time and it is important to continue consulting relevant websites and maintaining relationships with funding program agents who can provide up to date information on the sources of funding available. Project-based funding for urban Indigenous communities, Métis communities, and for overall resilience available to organizations remains limited, but is a possible avenue to supporting resilience of urban Métis Nationcitizens.

Some communities have taken creative approaches to increasing their overall resilience, working with entire communities, and providing training to non-emergency management professionals to be able to participate in emergency response coordination if needed, or training youth at multi-community emergency management camps. Some have also utilized funds for employment support or training to develop training programs for emergency management professionals.

Primary federal funding streams are described in Table 6.

Table 6: Federal funding Streams for Emergency Management

Funder & Stream	Description
Indigenous Services Canada (ISC) Urban Programming for Indigenous Peoples fund	The Urban Programming for Indigenous Peoples (UPIP), implemented by Indigenous Services Canada (ISC), funds and supports activities that allow Indigenous organizations to serve clients, and to deliver effective culturally appropriate programs/services to urban Indigenous peoples. This program funds organizational capacity, programs and services, research and innovation, and

	infrastructure, all of which may include an emergency management lens. More information can be found at: https://www.sac-isc.gc.ca/eng/1386530682712/1615722928307
Indigenous Services Canada (ISC) Indigenous Community Infrastructure fund	Métis Governing Members and organizations are eligible to apply for this fund to support immediate demands for infrastructure. ISC allocates funding to recipients based on an assessment of needs, for shovel-ready projects as determined by Indigenous partners and communities and assessed by regions based on national needs. This funding may be applied for to address emergency management infrastructure needs, such as the need for a culturally specific reception center in various areas. More information can be found at: https://www.sac-isc.gc.ca/eng/1628172767569/1628172789746#chp2
Indigenous Services Canada (ISC) Emergency Management Assistance Program (EMAP)	This program helps First Nation communities on reserve access emergency assistance services. A comparable program for Indigenous communities that do not fit the definition of *First Nations on reserve* does not currently exist. More information can be found at: https://www.sac-isc.gc.ca/eng/1534954090122/1535120506707
Government of Canada Disaster Mitigation and Adaptation Fund	This fund is for structural and natural infrastructure projects over $1M to increase the resilience of communities that are impacted by natural disasters triggered by climate change. More information can be found at: https://www.infrastructure.gc.ca/dmaf-faac/index-eng.html
Natural Resources Canada (NRCan)	Natural Resources Canada (NRCan) occasionally provides funding for specific projects around climate and environment action that can be

	leveraged to support emergency planning. For example, Building Regional Capacity and Expertise (BRACE) Program provided support to twenty co-funded projects to undertake climate change adaptation actions. More information can be found at: https://www.nrcan.gc.ca/climate-change-adapting-impacts-and-reducing-emissions/building-regional-adaptation-capacity-and-expertise-program/21324
Crown-Indigenous Relations and Northern Affairs Canada (CIRNAC) First Nations Adapt Program	The First Nations Adapt Program provides funding to First Nations on reserves to assess and respond to climate change impacts on community infrastructure and disaster risk reduction. Funding can provide for: risk assessments of climate change impacts on community infrastructure or emergency management, development and assessment of adaptation options, or cost benefit analysis of adaptation options. More information can be found at: https://www.rcaanc-cirnac.gc.ca/eng/1481305681144/1594738692193
Crown-Indigenous Relations and Northern Affairs Canada (CIRNAC) Indigenous Community-Based Climate Monitoring Program	This program provides funding to support Indigenous peoples in the design, implementation or expansion of long-term community-based climate monitoring projects. Community engagement, hiring and training community members to work on the project, and assessing and managing Indigenous knowledge and science-based data are all eligible activities under this funding stream. This program anticipates it will launch its next funding opportunity in fall 2023 for projects beginning in spring 2024. CIRNAC encourages contacting them to find out about ongoing opportunities for Inuit and Métis at: aadnc.surveillanceclimat-climatemonitoring.aandc@canada.ca

	More information can be found at: https://www.rcaanc-cirnac.gc.ca/eng/1509728370447/1594738205979
Environment and Climate Change Canada (ECCC) Métis Guardians Initiative	This initiative funds Métis Nations to exercise their rights and responsibilities to the lands, waters, and ice of their traditional territories. It does this through on-the-ground, community-based stewardship initiatives. The Métis portion of the Indigenous Guardians Initiative is governed through the Métis National Council's National Environment Technical Committee (NETC). This program has funded projects within MNS, MNO, MNA, and MNBC. More information can be found at: https://www.canada.ca/en/environment-climate-change/services/environmental-funding/indigenous-guardians-pilot/metis.html
Environment and Climate Change Canada (ECCC) Climate Action Funding	Environment and Climate Change Canada maintains a list of federal funding available to Indigenous organizations and communities, that can be filtered to locate Métis specific funding. However, it is noted that the list may not be up to date and that the Climate Change Branch should be contacted for further information at: rae-ier@ec.gc.ca. This list can be found at: https://www.canada.ca/en/environment-climate-change/services/climate-change/indigenous-partnership/funding.html

Provincial funding streams can also support emergency management. For example:

- The province of British Columbia [101] has provided provincial funding to First Nations and local governments to develop emergency plans, fund emergency preparedness activities, to purchase emergency response equipment, and communities have been supported to increase their food security [102]
- The province of Saskatchewan has provided funding for infrastructure projects reducing risks and impacts of flooding along with COVID-19 recovery funding

There is no clear line of communication between the provinces and Métis governance when it comes to emergency management. The Governing Members are leading conversations where they can, with the limited resources they are developing, to attempt to increase resources where possible.

4.1.1.1 Funding for Métis communities

Although parameters are beginning to change to be more inclusive of the Métis Nation, currently, funding for Métis Governing Members and their citizens specific to emergency management is limited. Although the federal government speaks of the Métis as a valued nation-to-nation partner and respected critical stakeholder, most Métis Nationcitizens are considered to be funded as regular citizens under provincial and local governments when it comes to emergencies. This in turn leaves the Métis Nation without an opportunity to exert their recognized right to self-determination and self-governance when it comes to keeping their citizens safe.

Provincial governments hold the funding authority for the Métis communities within each province. If there is existing funding for the local authority, connection or collaboration driven by Métis Governing Members may enable a Métis focused distribution of funds, but that is outside the purview of the federal government. During COVID-19 however, there was a deviation of this based on funding that was released to Métis communities because it was demonstrated that there was a deficit. Exploring what was effective in this context may be a useful way to learn how to dedicate future funding toward emergency management.

Overall funding for Métis Nation and its Governing Members remains limited and directed towards specific areas, but the federal government has begun to shift toward supporting Métis Nation Priorities. In 2018, a historic Métis Nation Housing Sub-Accord was signed which represented "the Government of Canada's commitment to provide funding that is responsive to Métis Nation priorities" [103]. In 2021, a similar investment was made for the Métis Nation governments' infrastructure priorities [104]:

> This includes providing Métis Nation access to the $4.3 billion distinctions-based Indigenous Community Infrastructure Fund to support shovel ready projects in Indigenous communities, and for funding to participate in green infrastructure projects including clean energy as well as disaster mitigation and adaptation to help Métis communities adapt to climate change. It also makes an important investment in Métis Nation social infrastructure with a distinctions-based mental wellness strategy and community safety services [105].

To obtain long term dedicated funding for emergency management initiatives that support the Métis Nation's resilience, understanding how to access existing funding and advocate for its allocation towards emergency management initiatives ***is critical***. MNC may benefit from demonstrating to the federal government the unique experiences of the Métis Governing

Members and their citizens during and after emergencies. By demonstrating the citizens are facing systemic barriers and a higher than general public frequency of evacuations and exposure to hazards, MNC may be able to leverage that data to access funding. ***To do so, defining the uniqueness of Métis Nation needs in emergency management and the gaps in existing services that increase vulnerability for Métis citizens, is an important first step. This report begins to define this, but more engagement with Métis Nation citizens is required.***

4.1.2 Partnerships

An important way to ensure a complete emergency response is to leverage partnerships between organizations, including with non-Indigenous NGOs that provide support such as the Canadian Red Cross (CRC). While the CRC often provides food, shelter, clothing, and essential supplies immediately following an emergency, an organization working ahead of time with the CRC can help determine how to ensure these services are culturally appropriate as well. The CRC establishes partnerships with Indigenous communities across Canada to help ensure its programming is culturally appropriate. This support comes when the CRC is invited by communities. In addition, the CRC has developed culturally based resources for Children, Elders, and persons with Type 2 Diabetes.

Partnerships can also be developed between two providers of similar services to cost or resource share in the event of an emergency that affects only one of the providers.

Partnerships with federal government bodies are equally important, for funding and information sharing. This may include participation in discussion tables and committees but should also include regular touchpoints dedicated to discussing Métis Nation perspectives.

Most government agencies are interested in meeting/engaging/consulting with MNC regularly to discuss emergency management, however, often both parties have limited time and ability to maintain regular contact. Maintaining a relationship between MNC and PSC is important for the Métis Nation's perspectives to be included respectfully, meaningfully, and appropriately in emergency management policy and strategy, while regular engagement with departments like NRCan and ISC/CIRNAC can help to identify appropriate funding sources. These departments may also be able to share information about previously supported initiatives that may be of relevance to MNC.

4.1.3 Discussion tables, committees, and strategic guidance

Increasingly, the conversation around emergency management and resilience aligns with conversations about climate change and climate adaptation. Opportunities to merge these conversations are particularly helpful at a higher advocacy level. Existing platforms are presented in Table 7.

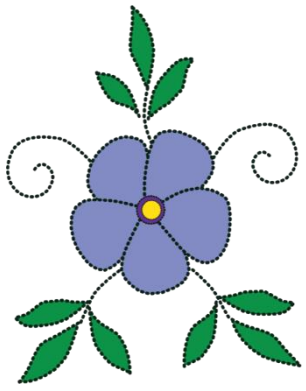
Table 7: Platforms, Discussion Tables & Advisory Committees

Platform	Description
Canada's Platform for Disaster Risk Reduction: Advisory Committee	Canada's Platform for Disaster Risk Reduction (DRR) was established in 2009 as a multi-stakeholder national mechanism that coordinates and advises on areas of priority requiring concerted action. It has national oversight and leadership and is comprised of more than 700 members representing local to national levels of governance, multiple sectors and organizations to provide a whole-of-society perspective to reducing risk [106]. For more information on this platform, it is possible to contact the Secretariat at: ps.drr-rrc.sp@canada.ca Phone: 613-991-9748 More information on membership can be found at: https://www.publicsafety.gc.ca/cnt/mrgnc-mngmnt/dsstr-prvntn-mtgtn/pltfrm-dsstr-rsk-rdctn/bcmng-mmbr-en.aspx
Annual National Roundtable on Disaster Risk Reduction	Canada's Platform for Disaster Risk Reduction organizes an Annual National Roundtable to discuss national DRR issues. Participation is open to any interested parties, departments, organizations or individuals concerned with reducing the risks posed by disasters, including members of the private sector, all levels of government, non-governmental organizations, students and the general public. More information can be found at: https://www.publicsafety.gc.ca/cnt/mrgnc-mngmnt/dsstr-prvntn-mtgtn/pltfrm-dsstr-rsk-rdctn/rndtbl-en.aspx
UNDRR Global Platform for Disaster Risk Reduction	This International gathering is a multi-stakeholder forum recognized by the UN General Assembly that is dedicated to reviewing progress on the implementation of the Sendai Framework for Disaster Risk Reduction. It includes an international gathering

	of which the 7th session was held in Bali, Indonesia, in May 2022. More information can be found at: https://globalplatform.undrr.org/
Global Commission on Climate Change Adaptation	The Global Commission on Adaptation was launched in The Hague on 16th October 2018 by the 8th Secretary General of the United Nations Ban Ki-moon. Established by Prime Minister Mark Rutte of the Netherlands and the leaders of 22 other convening countries, the Commission launched with the mandate to accelerate adaptation by elevating the political visibility of adaptation and focusing on concrete solutions [107]. This Commission's work is presented at a Climate Adaptation Summit, which was last held in the Netherlands in 2021. The Commission does not specifically include Indigenous representation. More information can be found at: https://gca.org/about-us/the-global-commission-on-adaptation/
National Adaptation Strategy for Disaster Risk Reduction	The Government of Canada has developed a platform to discuss Canada's first National Adaptation Strategy for climate preparedness and is seeking public engagement between May and July 15, 2022. MNC was engaged as a stakeholder as part of this initiative's partner and stakeholder engagement process. More information can be found at: https://letstalkadaptation.ca/
Federal-Provincial-Territorial (FPT) work	Collaboration across Federal-Provincial-Territorial governments has developed the 2021-22 Federal, Provincial, and Territorial Emergency Management Strategy Interim Action Plan. Public Safety Canada has indicated interest in working with Métis leadership in this area, and ongoing engagement may be possible.

	More information can be found at: https://www.publicsafety.gc.ca/cnt/rsrcs/pblctns/2022-ems-ctn-pln/index-en.aspx
Indigenous Emergency Management Capabilities Inventory	Public Safety Canada has worked since 2017 with partners including the Assembly of First Nations to develop an inventory for Indigenous communities that is intended to be used as a tool to collaboratively focus on the emergency management needs of Indigenous communities across Canada. More information can be found at: https://www.publicsafety.gc.ca/cnt/mrgnc-mngmnt/ndgns-cmmnts-en.aspx
Canadian Center for Climate Services	The Canadian Centre for Climate Services (CCCS) is a dedicated multi-disciplinary team with expertise across a broad range of climate-related disciplines. The CCCS works with partners and stakeholders to support the implementation of the Pan-Canadian Framework on Clean Growth and Climate Change. More information can be found at: https://www.canada.ca/en/environment-climate-change/services/climate-change/canadian-centre-climate-services/about.html
NRCAN: Canada's Climate Change Adaptation Platform	The Adaptation Platform has 14 working groups and each includes experts and stakeholders from a sector, such as coastal management, energy, mining, forestry or economics. Together, they set goals and work with governmental, private sector, academic, and community-based or not-for-profit organizations to reach them. NRCAN can be contacted about the platform at: nrcan.adaptation.rncan@nrcan-rncan.gc.ca More information can be found at: https://www.nrcan.gc.ca/climate-change-adapting-impacts-and-reducing-emissions/adapting-our-changing-climate/10027

CIFAL York Disaster & Emergency Management Technical Advisory Committee (DEM-TAC)	DEM-TAC is composed of academics and professionals to provide expert input, direction, and support towards various types of executive, leadership, and civil society training and knowledge sharing around disaster risk reduction and emergency management. More information can be found at: https://www.yorku.ca/cifal/demtac/
Conferences & Events	An important way to stay connected to emergency management discussions is to attend related conferences and events. Important events to attend include: • Ontario DEMCON – Disaster and Emergency Management Conference: https://crtdemcon.ca/DEMCON/ • Continuity & Resilience Today – International Business Continuity Management Conference: https://crtdemcon.ca/crt/ • Alberta's Emergency Management Stakeholder Summit: https://www.nait.ca/nait/continuing-education/corporate-training/centre-for-applied-disaster-emergency-management/2022-emergency-management-stakeholder-summit British Columbia's Emergency Preparedness and Business Continuity Conference: https://www.epbcconference.ca/



5. MÉTIS EMERGENCY MANAGEMENT

This section will describe the initiatives that have already been undertaken by MNC and each Governing Member based on what each one is able to share for the purposes of this report. It has been compiled from information shared by each designated party, information publicly available online, and conversations with key stakeholders.

5.1 General

The emergency management structure in Canada is designed to be implemented through authorities that have jurisdiction over land areas, which creates both successes and challenges. For urban Indigenous people, including non-settlement Métis Nation citizens, this creates a service gap when it comes to preparedness and recovery. In addition, for urban Indigenous people, response will be organized by the local authority of jurisdiction.

If not planned in consultation with the urban Indigenous communities involved, this response may lack cultural responsiveness and could create additional risk for vulnerable populations. Urban Indigenous populations experience unique challenges, be they related to health, finances, culture, mental health, education, employment, and more. In addition, it is important not to assume that an urban Indigenous person connected to services in one location, will be able to maintain their quality of life when displaced and disconnected from these services in a new community. Organizations need to actively connect with new community members, but often have limited resources to do so.

The Government of Canada has begun to recognize, across various agreements, the inherent right to self-government and self-determination for the Métis Nation. However, this vision has not been accompanied by an adequate resource transfer for emergency management planning. As self-government agreements continue to be negotiated under the Canada- Métis Nation Accord of 2017, an eye towards emergency mitigation, preparedness, response, and recovery is essential. When an emergency or disaster strikes, how is the Métis Nation supported? How do Métis organizations identify where their members are located, whether they are affected, and whether they need support? Are Governing Members also responsible for emergency response?

The Métis National Council (MNC) and its National Environment Technical Committee (NETC) is acutely aware that the hazard landscape may change and affect its members in the coming years. MNC and other Métis organizations also recognize a significant gap in availability of resources and capability dedicated to Métis-led emergency management approaches. While there are many published examples of ways in which Indigenous peoples have experienced great harms related to natural and human induced hazards, ***there remains a lack of literature describing how Métis Nation citizens who may live in the gaps between services available to First Nations are impacted and will continue to be impacted by natural and human induced hazards.*** MNC understands that although it may not have authority over regional

responses to emergencies, it can work in partnership with Governing Members as well as provincial, and federal authorities to ensure the needs of Métis citizens are met. From this standpoint, MNC wishes to develop a pathway toward increasing its support to Governing Members involved in Emergency Management initiatives to encourage resilience.

Given the unique historical and jurisdictional context of the Métis Nation, the Federal Government does not have a strategy dedicated to ensuring the Métis are adequately supported when it comes to emergencies. Despite this, regional Métis organizations have already begun important localized emergency management planning work, sometimes working with provincial governments and other partners. ***However, this work has been largely under-supported and has relied on staff overloading themselves to achieve it. Often, those seeking funding have been told they are ineligible as they are intended to be represented by another jurisdiction, a situation reminiscent of the jurisdictional gaps that lead to the development of Jordan's Principle for First Nations health care.*** MNC and the Governing Members understand the importance not only of collaboration and partnerships toward increased resilience but share the challenges of insufficient funding and limited organizational capacity. In a context where emergencies and disasters are ever increasing, and the credibility of political governance structures often rests on their ability to respond appropriately and adequately. MNC and the Métis Governing Members feel the pressing need to prepare themselves to provide support in a way that meets the needs of their citizens.

While funding and other resources are not readily available for the Métis, they are still expected by their membership and other agencies to contribute supports, ideas, and perspectives. ***In a crisis, Governing Members are often required to reroute funding earmarked for much-needed regular services towards the emergency response. In a context where large portions of the population served by supportive programs are already marginalized and vulnerable, moving much needed resources towards response to a crisis leaves those in need unable to reach a point where they can thrive.***

MNC and Governing Members agree that resources are required to be able to:

- Conduct localized hazard identification & risk/vulnerability assessments
- Scope their citizens' needs and what supports they expect from their Governing Members
- Conduct localized research on traditional perspectives, local knowledge, and its application to emergency management
- Develop their own perspectives on how the Sendai Framework, Disaster Risk Reduction, and other emergency management concepts affect Métis individuals and communities
- Coordinate Métis professionals in their jurisdictions who can help develop a fulsome Métis emergency management framework
- Hire emergency management professionals into their teams
- Develop emergency management and business continuity plans
- Secure resources for response and recovery

- Provide training, education, and awareness resources where appropriate, including to their own communities and non-Métis response teams
- Provide information to Métis citizens regarding renters and homeowners insurance and what may apply to them if they are affected by a disaster, and support building back better and/or adequately funding Métis individuals and families who need additional financial support after an emergency.
- Hire and train Métis liaison officers who can provide guidance to regional or local emergency operations centers regarding the support of Métis needs
- Actively and meaningfully participate in local, national, and international discussions on emergency management and disaster risk reduction to ensure Métis perspectives are included

None of these necessary resources are currently systematically available to the Métis National Council or the Governing Members, who instead must seek out piecemeal funding which requires time, knowledge, and other resources to develop, and is neither guaranteed nor sustained.

Although governments argue that these services are provided to Métis Nation citizens through other parties, there is a consensus that the existing services do not adequately meet Métis needs, leaving Métis organizations to fill gaps without the required resources to do so. In a disaster, it is self-evident that the Governing Members and MNC would be contacted to help better support Métis Nation citizens, especially within the context of Truth and Reconciliation where more organizations are seeking Indigenous input on Indigenous issues, yet adequate resources are not available to MNC or the Governing Members to act in these situations without straining already limited resources allocated for other purposes and for which they are accountable to other funders.

Historically, emergency management has been considered from a territory-specific lens. Communities are perceived as individuals who live in a specific place. Responses are planned based on anticipated risks and hazards in that location. While some Métis communities operate this way and are concentrated in one territory, most Métis Nation citizens today live in different locations from one another, sometimes in small pockets, sometimes in urban centers, but still making up the social fabric of the broader Métis community.

When thinking of emergency management for the Métis Nation citizens, it is useful to shift away from a fully territory-based lens, to consider the needs and possibilities for a population that is distinct, and simultaneously dispersed and connected.

5.2 Métis National Council

Consistently throughout history, the Métis Nation has had to collectively protect and assert their rights, access to lands and recognition as distinct Indigenous people and nation within the Canadian federation. MNC has continued to support the Governing Members regarding self-government and in doing so, recognizes the importance of traditional knowledge, traditional cultural expression, and traditional language in land protection and creation of knowledge systems.

The Métis National Council acts as a representative of a national Métis voice, receiving direction and moving forward based on the aspirations of citizens, via the Governing Members. These Governing Members have "a proven track record in addressing the socio-economic needs of Métis Nation citizens by delivering government programs and services in a fair, transparent, cost-efficient and accountable manner" [108]. This proven track record should be considered when seeking to support the commitment the federal government made to the Métis Nation in 2015, to renew the Métis Nation-Crown relationship on a nation-to-nation, government-to-government basis.

In the case of emergency management, there is a strong argument that MNC can act as a representative voice for the Governing Members, which collectively agree that they are under resourced and require support to be able to engage their citizens and research their emergency management landscape from a Métis perspective.

There are certain areas in which it makes jurisdictional sense for MNC to be a representative, such as within planning tables that include federal partners like Public Safety Canada, or associations like IAEM and CRHNet. However, two important factors for this engagement must be considered: the engagement needs to lead to direct use for the Governing Members and ultimately their citizens, whether it be directly tied to funding or to other resources the Métis Nation can utilize, and the engagement needs to be adequately resourced, i.e., MNC must be allocated sufficient funding to hire professionals who can represent them well at these tables.

While MNC can coordinate sending a representative to various discussion tables, funding by the federal and provincial governments would ensure MNC's contributions provide concrete value to the Métis Nation. Per the Federal, Provincial, and Territorial Emergency Management Strategy Interim Action Plan, it is required that Métis voices be included in FTP dialogue. This means ensuring MNC and the Governing Members have the capacity, both in time and in qualifications, to meaningfully engage in these conversations. ***Currently, federal departments indicate a great deal of interest in consulting with Métis representatives, without accompanying their desire with the funding necessary to ensure these representatives can meaningfully consult.***

Given the importance of understanding hazards, risks, and vulnerabilities, the Métis Nation also needs resources for risk and vulnerability identification. Historical distrust of the government,

coupled with the trusting relationship Métis organizations and governments have worked for decades to build with their memberships, means the federal or provincial governments cannot directly do this work. These governments should instead ensure funding reaches Métis representatives to gather and analyse their own data. Additionally, MNC and the Governing Members need access to resources to conduct After Action Reviews after an emergency impacts them and should not need to struggle to fund for this process. The process for accessing funding should be simple, clear, and accessible.

Table 8 presents considerations for the Métis National Council regarding emergency management, drawn from professional experience, conversations with stakeholders, and literature.

Table 8: MNC EM Considerations

#	Consideration
1.	Métis Nation citizens living outside of the Alberta settlements fall under local authority jurisdictions when it comes to emergency management. Without an active Métis voice in planning, preparedness, response and recovery, Métis interests may not be adequately represented.
2.	Métis Nation citizens may not be aware whether they live in a high-risk area. Providing support to help Governing Members work with Métis Nation citizens to identify the risks and hazards in their environments (ex: developing and distributing an individual risk assessment tool) could be a way MNC could increase risk awareness for Métis Nation citizens
3.	Preparedness activities for Métis Nation citizens may look different than for the general public depending on location and individual circumstances. To be individually prepared for an emergency, an individual or family should have basic financial literacy and an understanding of insurance as it applies to them (including tenancy insurance). Additional family responsibilities (ex: supporting extended family) may also limit Métis Nation citizens from being able to support themselves in both regular settings and emergency settings. Even basic preparedness activities suggested by local governments may be inaccessible to families on limited incomes or living in crisis situations.
4.	Métis Nation citizens may have unique health risks that may be exacerbated by the conditions created in emergency response (ex: food available at a temporary shelter).
5.	A trauma informed approach is critical to help ensure that trauma histories and their consequences do not further exacerbate vulnerability to hazards and that emergency response (ex: evacuation) does not cause further harm.
6.	MNC could consider collective approaches that support Governing Members nationally, potential examples include a collective insurance program that could help with evacuations, investments into insurance literacy for community members, a cost sharing approach with provinces for disaster financial assistance, and Métis community emergency hubs.

#	Consideration
7.	MNC may be able to support Governing Members by developing a system which can be implemented by Governing Members to enable host communities to better support Métis Nation citizen evacuees, provide training to support volunteers and staff, and a cultural liaison officer to emergency operations centers dealing with emergencies affecting Métis Nation citizens.
8.	Developing resources for recovery for Métis Nation citizens after an emergency could help meet any unanticipated needs or fill gaps unplanned for by the local jurisdiction of authority.
9.	Across the country, there are Métis Nation citizens with emergency management experience who may be able to support initiatives. MNC could play a role in connecting Governing Members with these professionals.
10.	Emergency managers and coordinators play different roles across various jurisdictions. MNC could consider defining an emergency planning coordinator role for the organization to help support national level planning and advocacy, design and implement strategies, lead/support community level engagement, etc. Supporting the success of these professionals can help ensure they are prepared to be of assistance during an emergency.
11.	An important component of emergency management is internal operational readiness. Ensuring MNC's business continuity plan and emergency response plans are up to date is an excellent starting point to ensure the organization is resilient and able to support members in a crisis situation.
12.	Although MNC does not have local jurisdiction, providing coordination at a national level can help ensure collaboration to support a more holistically funded approach to emergency planning, response, and recovery for Métis Nation citizens.
13.	Overall community health and wellness is an important factor towards successfully coping with an emergency. MNC's support of community and individual health and wellness (including food security) does support emergency preparedness.
14.	Programs, policies, and funding that enable Métis Nation citizens to further their education and employment opportunities also help contribute to a more resilient community.
15.	In the spirit of Métis-led planning and preparedness, MNC may seek to advocate for funding support that is provided directly to Métis Nation citizens to help each individual determine what preparedness looks like for them, rather than a top-down approach to defining preparedness needs.
16.	MNC may wish to support Governing Members championing recovery initiatives as needed with Métis Nation citizens who have been displaced or experienced an emergency. This may include financial support, additional and longer-term services than what is available through the local authority, culturally relevant supports, and more.
17.	Métis volunteer organizations and other collectives may also be able to provide support in emergencies and GMs and MNC could leverage their support if they are adequately resourced to plan for this and provide volunteers with adequate training.

5.3 Governing Members

Each of the Governing Members (GMs) share the perspective that they are uniquely positioned to understand and meet the needs of their membership, but that they are significantly under resourced to do so when it comes to emergencies. The department typically seeking to address emergency management in each of the GMs, as well as MNC, is the Environment/Climate department of each respective agency, as there is no resourcing for dedicated emergency management support.

The GMs agree that they require resources for the following activities:

1. The GMs agree that they require resources to speak with their membership, identify needs for their areas, and develop appropriate supports. In addition, they agree that it would be important to begin to map out what supports their organization provides already, in contrast to services provided by other organizations, and to assess:

    - Whether the services provided by other organizations are sufficient and adequately meet their members needs.
    - What level of funding their regular services require in order to transition from daily operations to emergency response in areas where other services are insufficient or do not exist.

    Governing Members require the ability to map out their emergency management landscape:

Potential community need	**Provider**			
	Governing Member	Government(s)	Other NGO	Gap

2. A fulsome discussion about needs cannot be complete without a clear understanding of hazards, risk, and vulnerabilities that affect each area. The Governing Members and MNC require the appropriate resources to conduct hazard, risk, and vulnerability assessments.
3. The Governing Members and MNC require the appropriate resources to develop emergency management and business continuity plans based on their identified risks, hazards, vulnerabilities, and needs.
4. The Governing Members and MNC require access to funding to pilot and maintain emergency response programs that meet their communities' needs.
5. The Governing Members and MNC require access to funding to develop After-Action Reviews after an emergency occurs.

6. The Governing Members and MNC require access to funding to ensure they can coordinate planning with one another and rely on each organization as appropriate based on agreed upon roles and responsibilities and governance structures.

The following sections provide further context around each of the GMs and their specific interests and needs, as shared in stakeholder engagement sessions.

5.3.1 Métis Nation British Columbia

The Métis Nation of British Columbia (MNBC) provides its citizens with a number of services. It provides housing and homelessness supports, services for education, business, entrepreneurship, and employment, and services for families and youth. MNBC works with five service providers who provide community services to its membership: Island Métis Family & Community Services, Kikino Métis Children and Family Services Society, Lii Michif Otipemisiwak Family & Community Services, Métis Community Services Society of BC, and Métis Family Services. These service providers are well positioned to understand the needs of their membership.

The Métis Nation Emergency Preparedness Committee and Métis Nation of British Columbia have partnered with a number of organizations to provide critical services and tools, have undergone a research phase and developed and distributed an emergency preparedness survey to gather data and identify gaps to better understand the needs and challenges faced by Métis Chartered Communities. Several funding streams have also been made available to vulnerable Métis members. The Emergency Preparedness Committee and MNBC continue to collaborate with all levels of government, non-profit organizations, and other stakeholders to best support their Chartered Communities and Métis citizens and remains a top priority.

Through the Emergency Preparedness Committee, the Ministry of Environmental Protection and Métis Rights, and working with Urban Systems, MNBC is in the pre-planning stage of building an emergency management framework. This includes developing informational material on personal emergency preparedness, research, and collaboration, applying for different avenues of funding and building relationships at all levels of government.

Key priorities for MNBC and representative registered members are to enhance the systems of the MNBC governing body, support their Métis citizens and Chartered Communities in emergency preparedness, and to ensure they receive the appropriate support to ensure a safe and efficient response when emergencies arise. MNBC will continue to work with chartered communities and other stakeholders to create a Métis specific emergency management and preparedness plan that aim towards community resiliency in the event of natural disasters or other emergency scenarios.

MNBC is interested in offering training for Emergency Support Services (ESS) volunteers. ESS is a provincial program for local authorities and Indigenous governments to deliver services to the public in an emergency [109]. These volunteers support the set up of reception sites for evacuees and support the provision of food, clothing, lodging, family reunification, and more, immediately after an evacuation. The Justice Institute of British Columbia (JIBC) provides training for these volunteers, but it is also possible to develop a custom program for Métis volunteers or to prepare non-Métis volunteers to support Métis citizens [110]. MNBC believes that developing its own training for ESS volunteers, Emergency Operations Centers (EOC), and other areas, will allow the organization to better support Métis evacuees, and to provide a liaison officer to integrate into local authority emergency operations centers or the Provincial Emergency Coordination Center (PREOC).

MNBC has identified that local authorities and provincial government bodies have little awareness of Métis experiences and would benefit from a trained Métis liaison to ensure Métis needs are considered and met.

MNBC is also interested in developing individual preparedness activities for its membership. Previous research conducted by MNBC has shown that its membership has an awareness of food security and other needs, but less awareness of risk level within communities.

Finally, MNBC would welcome an opportunity to assess what the Sendai Framework's Build Back Better concept might look like for MNBC. This includes the need to access funding to ensure a build back better process is equitable and beneficial to MNBC membership. This funding may need to be accessed with the support of MNC advocacy and identification of federal funding streams, as MNBC does not currently have the capacity to advocate for build back better nor to understand how it can best apply to a Métis context.

5.3.2 Métis Nation of Alberta

Like other Governing Members, the Métis Nation of Alberta (MNA) provides services such as Children and Family Services, Health Programs, Youth Programs and Services, and Education and Scholarships. They are also affiliated with organizations that provide a wide range of other products and services, such as Métis Housing.

The MNA Environment and Climate Change Department has implemented several initiatives. This department oversees environmental monitoring and conservation efforts, including a community-driven environmental monitoring program known as Askîy. The Climate Change Team is responsible for the Climate Change Action Plan (CCAP). Both this team and the Environment Team are dedicated to preserving Métis culture and traditions and continue to support community resiliency and environmental monitoring, using methods that utilize both Métis traditional knowledge and western science.

The Province of Alberta has experienced significant emergencies that have affected MNA and its members, including the 2016 Fort MacMurray Wildfire, 2020 flooding of Fort Vermillion, and hailstorms in Calgary including one in June 2020 that caused $1.2 billion in damage. For these and other emergencies such as smaller wildfires and air quality issues, MNA has been repeatedly asked by responding governments what their citizens need and whether they can address these needs.

In each case, MNA has not had the resources to adequately pre-identify their citizen's emergency management needs. In addition, because they do not have emergency management funds, they have to rely on affected municipalities or on repurposing regular funding to address their needs.

The government of Alberta and municipal governments within Alberta acknowledge MNA as a representative of the Métis Nation citizens within Alberta. Despite this, MNA have not been adequately resourced to mitigate, prepare, respond to, or recover from emergencies. When they have applied for funding to do so, they have been told they are not eligible. MNA could benefit from the support of MNC to apply for appropriate funding streams that help ensure they can:

- Develop emergency management capacity so MNA can be part of emergency management discussions in a meaningful way
- Be prepared to immediately respond to the next emergency as it relates to their membership
- Research risks and vulnerabilities of the Métis Nation of Alberta membership and better understand what types of emergencies are likely and how to prepare for them
- Conduct an analysis of what would be needed of MNA in an emergency response
- Hire emergency management professionals
- Explore recovery supports they can provide
- Develop dedicated resources for education, training, response

MNA is not seeking to duplicate resources, but, like other GMs, is looking to fill service gaps when existing services are not adequate nor accessible. When possible, they would like to support response teams, but they first wish to have the capacity to plan and communicate these plans with their membership.

MNA anticipates that it could provide, if properly resourced, significant support for emergency evacuation. MNA could provide access to Métis Crossing in Smokey Lake, Alberta, to house evacuees, for example. However, to ensure this service is appropriate, MNA requires resources to plan and adapt the center for this purpose.

5.3.3 Métis Nation Saskatchewan

In Saskatchewan, some Métis citizens are urban or integrated into other communities, whereas other Métis citizens live in settlements or predominantly Métis communities, some of which are

relatively remote and isolated. These communities have experienced wildfire evacuations that have highlighted how unclear the process is for Métis organizations to access funding to support their citizens, especially in contrast to the First Nation process of accessing EMAP funding. MN-S considers that developing an AAR of past wildfire or other emergency experiences would help identify whether the Métis citizens are receiving equitable support in evacuations, note what gaps exist, and clarify how MN-S can fill these gaps to meet Métis needs.

The MN-S Environment ministry is currently working to acquire critical insights through traditional knowledge and western science-based solutions to help identify and implement best practices and mitigation strategies in the protection of the environment [111]. MN-S recognizes the risk from extreme events influenced by climate change, such as wildland fires and flooding, must be proactively addressed and the assessment and updating of community emergency response plans is a top priority. Several programs have been initiated to improve the health and safety of residents, make communities more accessible, provide funding for emergency repairs from natural disasters and to replace major capital items for low-income Métis citizens. MN-S is also working towards identifying gaps in communities and participating in community engagement sessions that discuss the effects of climate change and other specific issues related to MN-S.

For MN-S, access to appropriate housing is one of the most important components for its members, including during an emergency. During past evacuations in Saskatchewan, Métis citizens were evacuated to homeless shelters across the province, a situation that exacerbated existing misconceptions of the Métis and increased their vulnerability. In addition, this process split families and communities into multiple locations, eroding social fabric and social safety nets. Meanwhile, other communities were evacuated into University of Saskatchewan residences, which would have allowed entire communities to remain together.

In addition, as MN-S becomes more resourced to support priorities such as Métis home ownership, it will benefit from resources to be able to educate new homeowners on appropriate insurance and other practices to help prepare themselves and protect their homes from hazards. MN-S is also in the process of seeking recognition of its stewardship of certain areas of land through the Indigenous Protected and Conserved Areas (IPCA) process. Once fully recognized, the stewards of a protected and conserved area must also be adequately resourced to protect this land from emergencies.

Like other GMs, MN-S expects to be called upon to support Métis citizens during an emergency. However, it is anticipated that because there are no existing emergency management resources, MN-S will be challenged to transition existing supports into response supports. In the case of a significant emergency like the 2018 Cumberland House wildfire, it is anticipated that MN-S will face jurisdictional challenges where the federal government is able to support First Nations evacuation and response costs, but there is no direct system to support the Métis citizens who live nearby. To ensure these citizens are cared for, it would be useful for MNC to advocate for greater funding for the GMs before an emergency occurs, and to assist in facilitating

conversations with the federal government if a large-scale emergency occurs before regular funding is established. In addition, MN-S sees value in MNC supporting a national voice for emergency management that helps establish common language and vocabulary and helps outline what steps could be taken toward building an emergency management program, while the GMs are responsible for implementing those steps in a way that aligns with their respective nations.

5.3.4 Métis Nation of Ontario

Like other GMs, the Métis Nation of Ontario (MNO) recognizes the critical importance of its participation in emergency management. In most emergencies, MNO would be the best positioned to support the needs of its citizens in ways that are culturally relevant. They are also the recognized, trusted partner of their membership who will look to them for information and support regarding planning, preparedness, response, and recovery. Similar to other GMs, MNO is not looking to duplicate services. Instead, they are looking to identify ways in which existing services may not be fully adapted to Métis citizens, and to fill service gaps to ensure their population is well supported and require support in the form of funding to be able to identify these areas.

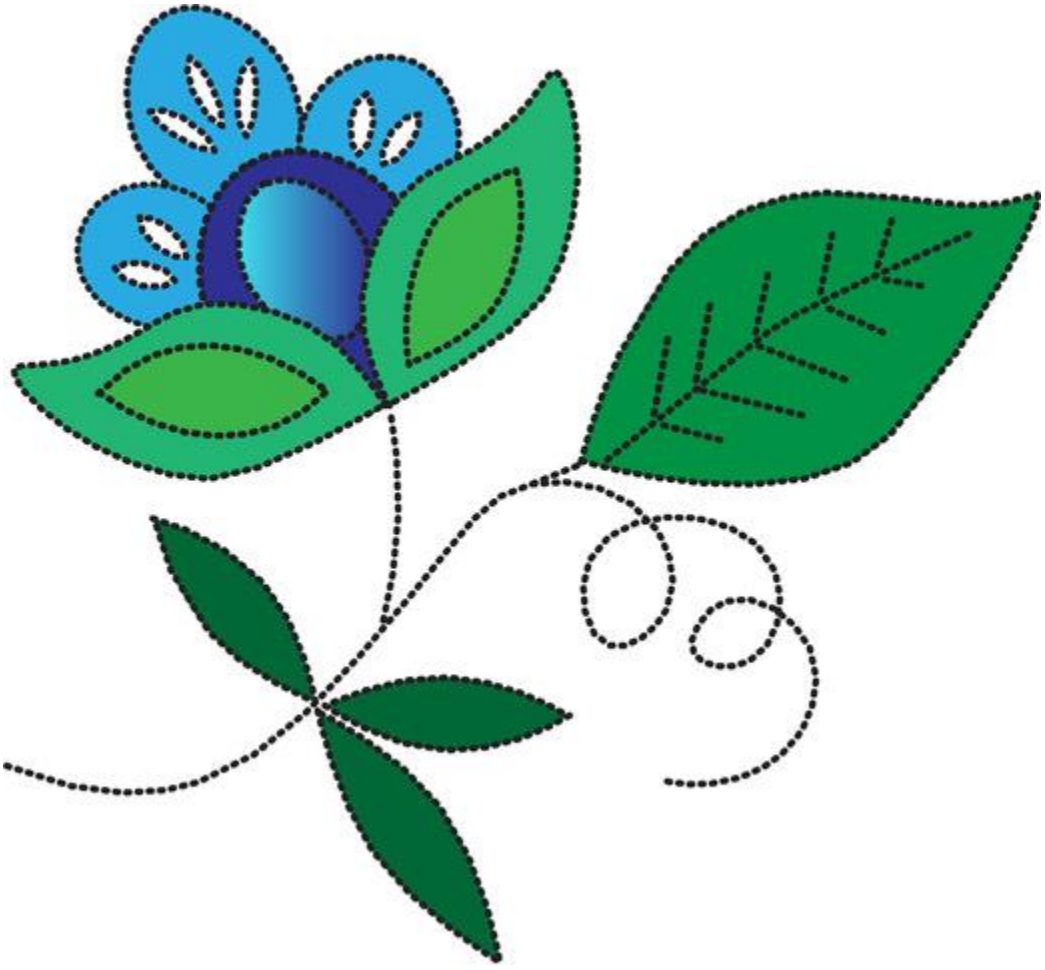
MNO already offers an important array of programs and services although these are not adequately resourced to be able to support in an emergency context. Through the Métis Nation of Ontario's Lands, Resources and Consultations Branch, MNO continues to grow their capacity in policy areas that are specific to land and resources, energy, mining, and forestry sectors with the main goal of increasing Métis participation. Policy work is supported by research that has developed and implemented the Métis Traditional Land Use or Métis Way of Life Framework (WOLF). WOLF encompasses all aspects of Métis way of life and documents Métis traditional knowledge acquired through time spent living on the land, and the goal of WOLF is to document this traditional knowledge of the MNO so it cannot be lost or forgotten. Several studies are currently underway as part of WOLF activities such as video and audio recordings of interviews with Elders, traditional resources users and knowledge-holders to reflect on traditional knowledge of the Métis community and focusing on traditional and medicinal plants that may positively impact the Métis way of life. During the COVID-19 Pandemic, the MNO offered several support programs to their citizens as part of their emergency response to support those in need of access to food, medicine and household supplies. Emergency family supports were also offered including the MNO Emergency Family Fund, the Food Security Fund for Children, and the Technology Fund for Children. Métis Nation of Ontario's COVID-19 Emergency Response Team conducted a survey that was shared amongst Métis citizens that utilized these programs and funding streams to provide feedback about their current supports, delivery of programs, as well as to identify current or potential gaps. This system can and should be leveraged to support response to any emergency.

Each Ontario municipality is governed by the Emergency Management and Civil Protection Act and holds the responsibility for identifying hazards and developing

emergency programs to prepare for and respond to emergencies that impact the community. In the absence of existing formal structures which define MNO areas of responsibilities pertaining to emergency management activities; there is significant value in building relationships with the local municipalities within locations where there are expected emergencies which may impact Métis citizens.

In communities which have activated their emergency plans for major events including those which result in evacuations, emergency management professionals advocate for the need for after action reviews as a formal process of continual improvement. MNO involvement in such activities as a key stakeholder may provide a valuable perspective for improved collaboration during future response activities. During evacuations, the unique needs of the Metis citizens may not be understood or considered by responding agencies and governments.

An important component of emergency management is internal operational readiness. Ensuring MNO's business continuity plan and emergency response plans are up to date is an excellent starting point to ensure the organization is resilient and able to support citizens during a crisis.



6. POSSIBLE PATHS FORWARD FOR MNC

The following section identifies areas in which MNC as well as other partners could focus to advocate for stronger emergency management supports.

6.1 Identified Métis emergency management needs

Through stakeholder engagement and literature, this review identified that while the Governing Members know their communities well, no organization feels prepared to speak to the specific emergency management needs of their constituents, as they have not had adequate opportunities to listen to the Métis Nation citizens regarding emergency management priorities. Some have begun to conduct this work, and have determined that:

a) Métis Nation citizens do have unique needs when it comes to emergency management
b) Resources for further study are required to determine what those needs are and how to address them
c) The Governing Members are well placed to conduct needs assessment work locally, along with Métis volunteer organizations
d) MNC's support in advocating for funding for this process is appreciated
e) Government-led studies do not adequately capture the needs of the Métis Nation

There are identified service and jurisdictional gaps for Indigenous peoples living in urban areas across the country. These are amplified for some Métis citizens and people who may not feel that services designed for First Nations are representative to them [112]. Dedicated services for urban Métis citizens are essential even when comparable services exist that are not Métis-specific, and this becomes even more important in an emergency or disaster context, where needs and traumas are greater.

6.2 Existing resources

Métis resources dedicated entirely to emergency management are quite limited and challenging to access. Métis organizations can provide culturally appropriate services in many areas for their citizens, including in individual and family wellness, education and employment, and in support of business and entrepreneurship. These existing programs and the expertise of the staff who provide them can successfully support emergency preparedness, response, and recovery, if each organization is adequately resourced to ensure its staff has the time and capacity to conduct these activities.

In addition, the Métis Nation includes many professionals in fields related to emergency management. If coordinated, these professionals can become a powerful voice in support of Métis emergency resilience.

Finally, Métis volunteer organizations in various locations across the country know their membership and have built trusting relationships with them. If they can be leveraged for communications or other supports in an emergency, these volunteer organizations can provide significant assistance to those affected.

6.3 Identified gaps

The Government of Canada does not provide dedicated Métis funding for emergency management. Broadly, the Governing Members and MNC indicated that resources for emergency management have been extremely limited. Each organization has been obligated to utilize resources dedicated for other areas, generally environment and climate change, to attempt to address emergency management needs.

As such, MNC and the Governing Members have been largely unable to adequately research and consult with their membership around needs, expectations, or risks and vulnerabilities. They have begun to organize a pathway forward in some cases, and to identify areas they would like to study and reinforce.

The Government of Canada has stated in Bill C-15 the commitment to taking effective measures – including legislative, policy, and administrative measures in consultation and cooperation with Indigenous peoples to achieve the objectives of UNDRIP. Given the Government of Canada's commitment to UNDRIP and reconciliation, the legislative, policy, or administrative measures which may be enabling the identified gaps should be re-examined in consultation with the Metis Nation.

6.4 Recommended next steps for MNC

Based on the findings of this report, some key next steps can help MNC move forward and support the Governing Members towards greater Métis Nation resilience.

This section provides a series of numbered recommendations (RC) that are also summarized in Annex A.

6.4.1 Advocacy and funding

The Métis National Council is best positioned to support resilience through advocacy and by working to secure wider reaching funding from the Government of Canada for Métis Nation resilience.

When coordinating existing funding, advocacy can be done with Federal departments such as Indigenous Services Canada, Public Safety Canada, and Natural Resources Canada, but when seeking to attribute new or dedicated funding for the Métis Nation to comprehensively address emergency management needs, MNC leadership should advocate directly to the Prime

Minister's Office for a dedicated emergency management budget accessible to Métis organizations and governments. Political support can also be gained by meeting with members of Parliament (MPs) and senators who have relevant portfolio areas of interest.

RC#1 - MNC should advocate for increased federal funding to be distributed among the Governing Members and MNC to ensure they are able to resource emergency management and continued engagement in government and public dialogue on this topic.

RC#2 - Once resourced, MNC should carry the voice of the Governing Members and the Métis Nation toward planning, advocacy, and advisory tables such as:

- SOREM
- IAEM
- CRHNet

RC#3 - MNC should maintain relationships with federal government partners and other stakeholders who can provide support to the Governing Members to better support their citizens during an emergency to improve access to emergency resources when required.

RC#4 - MNC should advocate for their inclusion on any federal emergency management planning table or committee, and for the inclusion of each respective Governing Member on provincial planning tables or committees.

6.4.2 Risk identification and awareness building

The Sendai Framework's Priority 1 indicates that "disaster risk management should be based on an understanding of disaster risk in all its dimensions of vulnerability, capacity, exposure of persons and assets, hazard characteristics and the environment" [24].

The Métis Nation needs to clearly identify real risks and their potential changes over time, measure their possible impacts, and understand and address vulnerabilities. A fulsome hazard identification and risk assessment process considers local realities and traditional knowledge alongside environmental and climate science and engages both subject matter experts and members of the public.

Hazards, risks, impacts, and vulnerabilities are not identical from location to location. While it is possible to develop a broad risk profile for the entire territory, doing so can be quite complex and risks losing the granularity required to address complex challenges that Indigenous communities may face, in this case amplified by the complexity of Métis geographic dispersal and governance.

It is important for Métis Governing Members to be able to determine their level of acceptable risk and be able to mitigate the remaining risk. The Governing Members may be less tolerant of

risk as their populations are generally more vulnerable and can be more significantly damaged by events that are less impactful to others.

Finally, it is also important for Métis citizens to understand their own risk levels, depending on where they reside.

RC #5 - It is recommended that MNC support the Governing Members to conduct hazard identification and risk assessments for their jurisdictions.

RC #6 - It is recommended that MNC support the Governing Members in providing awareness and education about identified risks to their populations.

6.4.3 MNC Organizational structure and planning

Emergency Management work is currently supported by the Environment and Climate Change team at MNC. Although this is a related responsibility, emergency management is significant enough to warrant a dedicated full-time staff. MNC should be resourced to have advisors in place for leadership to be able to advocate meaningfully. This staff should work with MNC leadership as well as Governing Members to develop appropriate plans in preparation for emergencies that affect the Métis Nation. MNC staff should advocate and find funding to ensure that each GM has funding to support a dedicated staff person in each province.

RC#7 - MNC should consider hiring dedicated emergency management staff.

RC #8 - MNC should develop an overarching Emergency Management Plan in collaboration with the Governing Members, describing how and under what circumstances it will support response, and support the Governing Members in developing their Emergency Management Plans as needed.

RC #9 - MNC should develop a Business Continuity Plan, describing what MNC will do to maintain essential services in the event of an emergency that disrupts MNC operations, and support the Governing Members in developing their Business Continuity Plans as needed.

RC #10 – MNC and the GMs should establish and maintain a National Emergency Management Governance body that defines roles and responsibilities for each respective organization, and how they are to coordinate. This may also include resource sharing agreements, memoranda of understanding, or other agreements defining how each agency can support each other under what circumstances.

6.4.4 Awareness, public information, capacity building, and training

Providing awareness material, building local capacity, and ongoing training, are critical components of emergency management. As trusted voices, Métis Nation organizations can play

an important role in making sure their members are aware of what to do and where to seek support in an emergency. They can play a pivotal role in disseminating information during an emergency as well as beforehand.

For training to be meaningful, it needs to align with the realities of the participants being trained. A non-customized ICS-100, ICS-200, ICS-300 training series may be very effective for emergency management professionals, but less so for Métis service providers looking to understand what roles they might play in an emergency response, or for Métis individuals and families looking to protect and prepare themselves. Staff may have varying needs for emergency management information, but basic awareness is important for them to consider what they can do in their own roles and how they can work with others in an emergency.

Emergency exercises such as table-top exercises and functional exercises provide a mechanism to discuss, and later act out, what response would look like in various scenarios. These discussions are important to identify and address assumptions pertaining to roles and responsibilities, communications, cost sharing, and other important factors that influence response from an organizational perspective.

RC#11 – It is recommended that MNC explore how they can play a role in providing a repository of information which can be accessed by Governing Members for distribution, or for individual access to validated and culturally appropriate emergency preparedness and emergency management resources.

RC#12 – It is recommended that MNC explore emergency management learning needs for its staff and consider developing an emergency management training program that meets those learning needs. This can leverage existing emergency management training programs where appropriate.

RC#13 – It is recommended that MNC support the Governing Members to conduct table-top exercises to understand how their organizations can respond, identify any unvalidated assumptions, and identify any organizational gaps or needs. It is recommended that exercises be conducted regularly to continue validating assumptions and practice response as needed, whether to exercise new staff or new procedures.

RC#14 – It is recommended that MNC, when the Governing Members are prepared to participate, host a tabletop exercise inclusive of all GMs, that would propose a scenario affecting most of their populations to identify how each organization would coordinate with the others in terms of resource or information sharing and other supports. This could eventually support the development of a relationship agreement (memorandum of understanding or other) between MNC and the GMs focusing on emergency management responsibilities.

6.4.5 Disaster Risk Reduction & Build Back Better

According to the Sendai Framework Priority 4, "the phase of recovery, rehabilitation and reconstruction is critical opportunity to build back better, including through integrating disaster risk reduction into development measures". With the awareness that Indigenous peoples frequently live in subpar conditions, continuing to advocate for better housing and stronger community supports and infrastructure like community food sources (pantries, gardens, kitchens, freezers), can help ensure that the structures themselves are more resilient, putting less of the burden of resilience of individuals and communities. If homes and other infrastructure are built with resilience in mind and can sustainably support more vulnerable individuals or those with less economic capacity, the short- and long-term impacts of emergencies will be minimized.

RC #15 - MNC should continue to advocate for the Métis Nation to have access to adequate housing and other infrastructure that meets their day-to-day needs, with the understanding that this will increase resilience in emergencies.

6.4.6 Evacuation Support

Evacuations can be one of the most traumatic response events in an emergency. Métis organizations are the best placed to understand and meet Métis specific needs in this regard. While emergency responders are prepared to preserve life safety, pre-planning with Métis organizations that already provide services to vulnerable populations can help reduce the risks of human trafficking, abuse, increased access to drugs, reduced access to medical and mental health care, and reduced connection with community and social supports. Organizations that know their membership can help keep families together and ensure vulnerable members are adequately cared for and accounted for in an emergency.

RC# 16 – MNC should support the GMs in determining what their organizational capacity is in an emergency, being able to connect with their local emergency response teams and ensure their support is included in response.

RC# 17 – MNC should consider developing evacuation specific resources such as a mentorship program for volunteers that operate reception centers so they can better meet the needs of the Métis Nation. This may take the form of a short video, for example, that volunteers can watch before Métis community members arrive at their center. If service providers such as the CRC are providing evacuee support, MNC should explore if there is an opportunity to develop such resources in consort with the service provider, or to seek funding to develop a 'made by the Métis Nation product' then distribute it to evacuee service providers.

7. CONCLUSION

Canada's approach to emergency management incorporates the understanding that governments are not able to meet all needs and that service gaps will exist in a top-down system, making it imperative to rely on community partners. This is only possible if community partners are adequately resourced and able to prepare and respond appropriately, without being limited by fiscal and administrative barriers.

Provincial and local governments continue to look to the GMs as leaders who can speak to the needs of their populations, without understanding that each GM requires funding to conduct the necessary ground truthing to identify those needs and develop appropriate resources to meet them.

In order to implement a whole-of-society approach to emergency management and truly foster a nation-to-nation relationship with the Métis Nation, resourcing is required for the Métis National Council and the Governing Members of the Métis National Council (MNBC, MNA, MNS, and MNO) to:

- Explore their memberships' needs, vulnerabilities, local risks and hazards
- Participate meaningfully in emergency management conversations
- Grow their internal emergency management capability
- Develop emergency management and business continuity plans
- Resource, as needed, response teams (with trained volunteers or liaison officers, for example), and
- Develop networks of Métis professionals who can grow the field

Like other Indigenous organizations, the Métis National Council and GMs are repeatedly called upon to provide input into strategies, policies, and research by external parties. In many cases, this engagement does not provide value to the Métis Nation, unless there are specific funds attached to it for them to act on. More than anything, these organizations require resources to conduct their own research and assessments, supported by their membership, to grow capacity internally and interpret their own data to develop their own pathways towards greater resilience.

Administrative and fiscal barriers are not conducive to greater resilience for the Métis Nation. Providing simple, clear, and abundant access to resources to organizations that represent the Métis Nation is the best way for governments to ensure that the Métis Nation citizens that live within their borders are resilient and kept safe while disasters continue to escalate.

7.1 MNC Resilience Pathway

The following pathway summarizes the recommendations made in this document into a visual journey forward for MNC and the GMs.

Figure 4: MNC Resilience Pathway

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ANNEX A. SUMMARY OF RECOMMENDATIONS

#	Recommendation
RC#1	MNC should advocate for increased federal funding to be distributed among the Governing Members and MNC to ensure they are able to resource emergency management and continued engagement in government and public dialogue on this topic.
RC#2	Once resourced, MNC should carry the voice of the Governing Members and the Métis Nation toward planning, advocacy, and advisory tables such as SOREM, IAEM, CRHNet.
RC#3	MNC should maintain relationships with federal government partners and other stakeholders who can provide support to the Governing Members to better support their citizens during an emergency to improve access to emergency resources when required.
RC#4	MNC should advocate for their inclusion on any federal emergency management planning table or committee, and for the inclusion of each respective Governing Member on provincial planning tables or committees.
RC#5	It is recommended that MNC support the Governing Members to conduct hazard identification and risk assessments for their jurisdictions.
RC#6	It is recommended that MNC support the Governing Members in providing awareness and education about identified risks to their populations.
RC#7	MNC should consider hiring dedicated emergency management staff.
RC#8	MNC should develop an overarching Emergency Management Plan in collaboration with the Governing Members, describing how and under what circumstances it will support response, and support the Governing Members in developing their Emergency Management Plans as needed.
RC#9	MNC should develop a Business Continuity Plan, describing what MNC will do to maintain essential services in the event of an emergency that disrupts MNC operations, and support the Governing Members in developing their Business Continuity Plans as needed.
RC#10	MNC and the GMs should establish and maintain a National Emergency Management Governance body that defines roles and responsibilities for each respective organization, and how they are to coordinate. This may also include resource sharing agreements, memoranda of understanding, or other agreements defining how each agency can support each other under what circumstances.
RC#11	It is recommended that MNC explore how they can play a role in providing a repository of information which can be accessed by Governing Members for distribution, or for individual access to validated and culturally appropriate emergency preparedness and emergency management resources.
RC#12	It is recommended that MNC explore emergency management learning needs for its staff and consider developing an emergency management training program that

	meets those learning needs. This can leverage existing emergency management training programs where appropriate.
RC#13	It is recommended that MNC support the Governing Members to conduct table-top exercises to understand how their organizations can respond, identify any unvalidated assumptions, and identify any organizational gaps or needs. It is recommended that exercises be conducted regularly in order to continue validating assumptions and practice response as needed, whether to exercise new staff or new procedures.
RC#14	It is recommended that MNC, when the Governing Members are prepared to participate, host a tabletop exercise inclusive of all GMs, that would propose a scenario affecting a majority of their populations, to identify how each organization would coordinate with the others in terms of resource or information sharing and other supports. This could eventually support the development of a relationship agreement (memorandum of understanding or other) between MNC and the GMs focusing on emergency management responsibilities.
RC#15	MNC should continue to advocate for the Métis Nation to have access to adequate housing and other infrastructure that meets their day-to-day needs, with the understanding that this will increase resilience in emergencies.
RC#16	MNC should support the GMs in determining what their organizational capacity is in an emergency, being able to connect with their local emergency response teams and ensure their support is included in response.
RC#17	MNC should consider developing evacuation specific resources such as a mentorship program for volunteers that operate reception centers so they can better meet the needs of the Métis Nation. This may take the form of a short video, for example, that volunteers can watch before Métis community members arrive at their center. If service providers such as the CRC are providing evacuee support, MNC should explore if there is an opportunity to develop such resources in consort with the service provider, or to seek funding to develop a 'made by the Métis Nation product' then distribute it to evacuee service providers.

ANNEX B. ACRONYMS

This section will include acronyms used in the text, for example:

AAR	After Action Review
BCP	Business Continuity Plan
CRC	Canadian Red Cross
DRR	Disaster Risk Reduction
ECCC	Environment and Climate Change Canada
EMAP	Emergency Management Assistance Program
EMP	Emergency Management Plan
EOC	Emergency Operations Center
ERP	Emergency Response Plan
ESS	Emergency Support Services
FEMA	Federal Emergency Management Agency
FNESS	First Nations Emergency Services Society
GM	Governing Member
IK	Indigenous Knowledge
IPCA	Indigenous Protected and Conserved Areas
ISC	Indigenous Services Canada
JIBC	Justice Institute of British Columbia
MNC	Métis National Council
MNA	Métis Nation of Alberta
MNBC	Métis Nation of British Columbia
MNO	Métis Nation of Ontario
MNS	Métis Nation of Saskatchewan
MP	Member of Parliament
NGO	Non-Governmental Organization
NRCan	Natural Resources Canada
PREOC	Provincial Emergency Coordination Center
PSC	Public Safety Canada
SOREM	Senior Officials Responsible for Emergency Management
UN	United Nations
WFP	World Food Program

ANNEX C. CLARK ET AL. (2018) RECOMMENDATIONS

In 2018 Clark et. al. published a report which is described as the first Canadian, Indigenous-controlled assessment of a major disaster from the perspective of First Nations and Métis governments and communities across the region impacted by the disaster. This important report is made even more impactful because it illuminates the disconnect between the Clark et. al. report and the report commissioned by the Regional Municipality of Wood Buffalo (RMWB) and the Government of Alberta regarding the same 2016 Horse River wildfire event. [8]

> "Because the official reports did not situate the 2016 wildfire within the history and historical legacies of the region and the province, particularly as to relations between Indigenous peoples, the RMWB, the Government of Alberta, and industry, they reproduce the painful colonial legacies of neglect and condescension, and risk reinforcing and even deepening the existing inequalities in the distribution of risk and vulnerability."

Clark et. al (2018) recommendations are provided here in their entirety, as an example of recommendations that could be adapted by the Métis National Council.

RECONCILIATION, RECOGNITION, AND RIGHTS

1: Disaster management and emergency response in the RMWB must be conducted within a wider framework of reconciliation with the Indigenous governments and peoples in the region.

2: The Government of Canada, the Government of Alberta, and the RMWB should formally adopt and fully implement the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) as the broad legal framework for reconciliation.

3: The RMWB should establish a Reconciliation Advisory Committee with representatives from the municipality, First Nations, and the Métis to develop and implement a Framework Agreement for Reconciliation, based upon the principles of UNDRIP and the historical experience of the Indigenous peoples of the region.

4: Disaster management and emergency response in the region should be designed and implemented on the basis of government-to-government relations between the RMWB, the Government of Alberta, and the Government of Canada, on the one hand, and First Nation and Métis governments, on the other.

5: Disaster management and emergency response programs should be designed with the clear objectives of strengthening Indigenous governance capacity, developing the human and other resources of Indigenous communities, and equalizing the standard of living between Indigenous and non-Indigenous peoples.

6: The Government of Canada and the Government of Alberta should continue to work with the Métis Nation of Alberta, its Regions, its Locals, and its citizens to implement a framework agreement to advance Métis self-determination in the Province of Alberta, recognize Métis governments and governance structures as Indigenous governments that represent the citizens of the Métis Nation of Alberta, and provide funding to support the operations of Métis governments and the provision of services to Métis citizens in Alberta

7: The Government of Alberta should continue to work with the Métis in Alberta to recognize the constitutionally protected Aboriginal rights of the Métis and design and implement a consultation policy for non-Settlement Métis to ensure those rights are protected.

JURISDICTION, RESPONSIBILITY, AND RELATIONSHIPS

8: Consistent with the Daniels decision, ISC should recognize the federal responsibility for disaster management involving Métis communities and amend its agreement with the AEMA to include Métis governments and citizens in all programs and services offered for the purposes of disaster management and emergency response.

9: ISC should work with the Government of Alberta and First Nations/Métis at the provincial level to draft and sign a partnership and framework agreement that clarifies the roles and responsibilities of all partners in disaster management for Indigenous peoples in the province.

10: ISC should amend its agreement with the AEMA to include disaster mitigation programs and funding; this would unify disaster management services for Indigenous peoples in Alberta, from preparedness and response to recovery and mitigation, in one organization, which would facilitate a more integrated approach to Indigenous disaster management in the province.

11: ISC should work with Indigenous organizations in Canada to develop a national policy for disaster recovery funding for Indigenous governments and communities. Because of the inadequate condition of infrastructure in most rural Indigenous communities in Canada, this national standard should make explicit the objective of disaster recovery funding to improve the infrastructure and resilience of Indigenous communities, not simply return them to their pre-disaster state, which is the present standard utilized by the AEMA across the province.

12: There must be better coordination between the AEMA and RMWB officials responsible for supporting Indigenous peoples. To that end, the AEMA and the RMWB should sign a Memorandum of Understanding that lays out their respective roles and responsibilities regarding Indigenous peoples and commits each side to improving relationships and lines of communication. AEMA First Nations fields officers, for instance, should make a point of visiting RES and IRR officials from the RMWB when they visit Indigenous communities in the region to share information and coordinate.

13: All governments in the region, both Indigenous and non-Indigenous, must prioritize disaster management in their communities and commit to greater coordination and cooperation between governments in the areas of disaster preparedness, response, recovery, and mitigation.

REGIONAL COOPERATION

14: The RMWB, First Nations, and Métis governments in the region should negotiate and implement a Disaster Management Framework Agreement that defines institutions, roles, responsibilities, and relationships for disaster management in the region on a government-to-government basis. The Framework Agreement would lay the foundations for the design and implementation of the regional disaster management plan based upon local autonomy, mutual respect, and mutual aid; that framework agreement should address all phases of disaster management from preparedness and response to recovery and mitigation.

15: As part of the regional framework agreement, the RMWB should convene a Disaster Management and Emergency Response Advisory Group consisting of representatives from the municipality, Indigenous governments, and industry. The Advisory Group would be responsible for making recommendations for the design and coordination of disaster preparedness, response, recovery, and mitigation plans and initiatives.

16: As a longer-term goal, ISC should work with the AEMA and Indigenous governments in the province to establish and fund an Indigenous Disaster and Emergency Management Agency (IDEMA). The Agency would be funded by ISC but should be coordinated with and potentially housed by the AEMA. The Agency would assume control of all ISC-funded disaster and emergency response programs and could be governed by a Board of Directors consisting of representatives from First Nations and Métis governments in each major region of the province.

17: ISC, AEMA/IDEMA, and the RMWB should work with Indigenous governments in the region to hire and train First Nation and Métis Directors of Emergency Management (DEM) at the regional level. The positions would be funded by ISC but could operate under the control of First Nation and Métis governments/organizations. These positions could be located at the RMWB to facilitate coordination with the municipality. The DEMs would be responsible for working with Indigenous governments to ensure emergency response plans are in place and regularly updated, liaise between Indigenous governments, the RMWB, and the AEMA/IDEMA to maximize intergovernmental coordination of disaster management planning, and represent Indigenous communities in Emergency Operations Centres (EOC) in disaster events. Where desirable and practical, this initiative could be replicated in all major regions of the province.

18: The AEMA/IDEMA should consider a pilot program to hire and train an Indigenous All-Hazards Incident Management Team, similar to the existing provincial team, funded by ISC. The All-Hazards Management Team would be deployed to provide immediate support to Indigenous communities during disaster events. Ideally the team would have representatives in

each region of the province to facilitate strong relationships and trust with local Indigenous governments and communities.

COMMUNITY-BASED PREPAREDNESS

19: All First Nations and Métis governments in the region should have a Director of Emergency Management (DEM) and an Assistant Director of Emergency Management (ADEM). Insofar as possible, the DEM should be a person who lives in the community and knows the community and its members well. Indigenous governments should seek to minimize turnover in the DEM position and use to ADEM to ensure institutional memory and continuity where DEMs do leave their positions.

20: All First Nations and Métis communities in the region should design their own community-based disaster management and emergency response plans to (1) determine key hazards; (2) identify the major sources of vulnerability within the community; and (3) design preparedness, response, and mitigation plans based on community priorities and local knowledge. Community-level plans should be integrated into the regular operations of Indigenous governments to the greatest extent possible, should be updated and reviewed by the community and its members on an annual basis, and should utilize and build upon the skills and knowledge of community members. Where desirable, community-based plans could be done on a sub-regional level.

21: Based on the gaps identified in interviews, community-based disaster management plans should consider the following:

- Regular updating of members, residences, and contact information
- A centralized communications plan, social media presence, and plan to contact and support Elders and other vulnerable individuals
- Backup for all key data, including governance and historical documents, and identification of cultural artefacts to be evacuated
- Design and use of a database to track impacts to members and needs in the event of a disaster event and evacuation
- Preparations to receive evacuees and provide support where a disaster event takes places in another part of the region
- Identification of a centralized, safe, and culturally appropriate evacuation site for the community to maintain families and community members together and provide support more efficiently and under the control and supervision of Indigenous governments
- Staffing roles and responsibilities for emergency response, including the roles and responsibilities of DEMs and leadership
- Staffing requirements and the potential need to hire additional staff to support existing staff and provide relief
- A dedicated individual to work on tracking expenditures and making submissions for disaster recovery funding; this person should be trained by AEMA staff

- An employee assistance program for staff who are themselves victims of a disaster event
- Consideration of the role of Non-Governmental Organizations (NGO), including a single point of contact for NGOs within the community to coordinate external NGO support services.

RESPONSE, RE-ENTRY, AND RECOVERY

22: The RMWB's MEMP should include direct representation for First Nations and Métis in the REOC. Representation should be negotiated with Indigenous governments and should reflect the spirit of government-to-government relationships.

23: Municipal and Provincial EOCs should provide First Nations and Métis leadership with daily/regular leadership briefings/updates, as they would other high-level government officials.

24: ISC and AEMA/IDEMA should work with First Nations and Métis governments to identify and establish a network of Indigenous evacuation centres on or at First Nations reserves, Métis Settlements, and and/or Indigenous organizations that could provide centralized, safe, and culturally appropriate evacuation sites for evacuated Indigenous communities, where Indigenous governments can coordinate and provide support to members.

25: The RMWB should work with Indigenous governments to design a Re-Entry and Recovery Plan that includes Indigenous governments and communities as full partners. The recovery plan should contemplate a Tri-Partite Recovery Committee consisting of representatives from the RMWB, First Nations, and Métis, similar to the Slave Lake model.

26: As part of the re-entry and recovery planning, the RMWB should work with Indigenous governments to identify and set-up Indigenous re-entry and recovery centres for the urban Indigenous population, for example at the Friendship Centre, as well as for rural areas. These centres should provide safe and culturally appropriate re-entry and recovery spaces where Indigenous peoples can get information and access support services.

27: One of the most common concerns expressed by Indigenous peoples was the lack of Indigenous workers at the RMWB and in other governmental and non-governmental agencies, including the Red Cross. Response, re-entry, and recovery efforts would be facilitated considerably be the existence of more Indigenous employees within the RMWB, who are able to interface and work directly with Indigenous peoples. The RMWB should review its hiring policies and work with Indigenous governments to increase the number of Indigenous employees in the municipality.

28: Alberta Health Services (AHS) should similarly emphasize the hiring of more Indigenous counsellors and support workers. AHS could consider the establishment of an Indigenous Disaster Response and Recovery team comprised of Indigenous counsellors and support workers that can be deployed to areas where disasters have affected Indigenous communities.

29: The RMWB and AHS should require that all staff undergo Cultural Safety Training to address the need for increased Indigenous cultural safety by bringing to light biases and the legacies of colonialism that affect service accessibility and health outcomes for Indigenous peoples.

MITIGATION

30: Given the increasing frequency of disaster events and the disproportionate risk of and vulnerability to natural disasters in Indigenous communities, ISC should prioritize preparedness and mitigation initiatives for Indigenous communities and peoples and significantly increase funding for such activities from current levels.

31: The RMWB should establish a Disaster Mitigation Advisory Sub-Committee as part of the Disaster Management and Emergency Response Advisory Group. The sub-committee should have representatives from the RMWB, First Nations, and Métis governments and would work to identify mitigation needs across the region, coordinate initiatives, and support applications made to the AEMA/ISC by First Nations and Métis for mitigation projects.

32: The Disaster Mitigation Advisory Sub-Committee should work to identify deficits related to regional and community-level egress routes and develop and coordinate funding proposals for rural hamlets and First Nation reserves as part of a regional emergency evacuation plan. Eventually each rural community and reserve should have at least two egress routes in case of an emergency or natural disaster.

33: The Disaster Mitigation Advisory Sub-Committee should develop a plan to increase levels of home and tenant insurance for Indigenous peoples, particularly in the rural hamlets. Such a plan could consider an educational campaign, regional coordination with insurance companies, and subsidies, among other initiatives.

34: The RMWB should work with First Nation and Métis governments to form a FireSmart Regional Advisory Committee, similar to the one set-up by the Town and Municipal District of Slave Lake and the Sawridge First Nation. The Advisory Committee would coordinate FireSmart activities and ensure maximum benefit accrues locally.

35: The Disaster Mitigation Advisory Sub-Committee should seek to maximize the input of Indigenous Traditional Knowledge (ITK) holders in the design and implementation of mitigation and monitoring initiatives.

36: The RMWB, First Nations, and Métis governments should work together to establish an Indigenous Summer Firefighting Crew that could be deployed during wildfire season. A similar program was set-up in Slave Lake after the 2011 wildfires. This program could build upon the existing Indigenous firefighting knowledge and provide training and employment for Indigenous youth in the summers.