



Aboriginal Disaster Resilience Planning Guide

Overview and Instructions

Office of Applied Research
Justice Institute of British Columbia
715 McBride Boulevard
New Westminster, BC V3L 5T4
Tel: 604-528-5590 Fax: 604-528-5715
www.jibc.ca

Published 2015.
Printed in Canada.

This work is made available under the terms of the Creative Commons Attribution-NonCommercial-ShareAlike 3.0 license, <http://creativecommons.org/licenses/by-nc-sa/3.0/>

 Except where otherwise noted, this work is licensed under <http://creativecommons.org/licenses/by-nc-sa/3.0/>

Acknowledgements

The development of this guide has been a collaborative effort, involving members of the Aboriginal Disaster Resilience Team.

We would like to acknowledge the great debt we owe.

The project was funded, coordinated and managed by Justice Institute of British Columbia (JIBC), Wilfrid Laurier University (WLU), Indigenous and Northern Affairs Canada (AANDC), Public Health Organization of Canada (PHAC), Defence Research and Development Canada's Centre for Security Science

Research co-leads on the project: Laurie Pearce and Brenda Murphy

Project management and administration: Bryce Gunson, Dawn Ursuliak and Ron Bowles

Aboriginal Consultants:

Terrina Bellegarde, Christine Brown, Michelle Buchholz, Annette Chretien, David Diabo, Wendall Nicholas, Lorraine Tordiff

Research Team:

Marc D'Aquino, Toni Baggos, Eric Bussey, Debby Danard, Ryan Huron, Heather Stager Marit Heideman, Michelle Marteleira, Eddie Oldfield

Design and development of the online and print guide book: Melanie Meyers, Tannis Morgan, Dennis Yip, Michael Fabri, and Ricardo Rosado

Project Partners

Since this project builds on the earlier RDRP work, our project partners include some of the original RDRP partners and the organizations that supported the ADRP

Our Partners include the following:

Indigenous and Northern Affairs Canada	http://www.aadnc-aandc.gc.ca	 Indigenous and Northern Affairs Canada Affaires autochtones et du Nord Canada
JIBC	http://www.jibc.ca/	 JIBC
Wilfrid Laurier University	http://www.wlu.ca/	 LAURIER <i>Inspiring Lives.</i>
Pearces 2 Consulting		 PEARCES 2 CONSULTING CORPORATION
Defence Research and Development Canada's Centre for Security Science	http://www.science.gc.ca/cssp	 Canadian Safety and Security Program Canada
Public Health Agency of Canada	http://www.phac-aspc.gc.ca/index-eng.php	 PUBLIC HEALTH AGENCY OF CANADA AGENCE DE SANTE PUBLIQUE DU CANADA
Royal Roads University	http://www.royalroads.ca/	 ROYAL ROADS UNIVERSITY

Acronyms

ARI Aboriginal Resilience Index

ARS Aboriginal Resilience Strategies

HRA Hazard Risk Analysis

HRI Hazard Resilience Index

HRS Hazard Resilience Strategies

Preface

Disasters can and do happen. First Nations, Métis and Inuit communities have been affected by hurricanes, wildfires, water contamination and an assortment of other hazards. Culture, language, livelihood options and Traditional Knowledge have flourished in some areas, while other communities have faced numerous challenges. What makes the difference? Why are some communities more resilient to disasters and change? How can you help your community survive and prosper?

The Aboriginal Disaster Resilience Planning (ADRP) approach has been designed with Aboriginal communities in mind. The ADRP process includes a user-friendly guide to help you work through the various steps: how to get started; how to assess your community's current state of resilience; how to assess what disasters are likely to take place; and how to develop an Action Plan to help your community increase its overall resilient and adopt strategies to help the community survive a disaster.

Aboriginal Disaster Resilience Planning

Definition

Disaster resilience refers to a community's ability to anticipate, and where possible prevent or at least minimize the potential damage a disaster might cause. It involves how well a community can cope with the effects of a disaster if it occurs, to maintain certain basic functions and structures during the disaster, and to recover and adapt to the changes that result.

Disaster resilience includes knowing what hazards (such as forest fires, diseases, floods, chemical spills) the community might face, and being prepared for them. It also includes having an up to date and well-developed Emergency Plan, and an emergency planning process that reflects the knowledge, needs, and issues of the entire community.

Disaster resilience is more than hazard preparedness, however. It also involves a wide range of a community's strengths, including the type of people who live there and the resources a community has. Many Aboriginal communities have characteristics that make them more resistant to the effects of disaster, such as self-reliance, a wide variety of skills and Traditional Knowledge, and caring for one another. Characteristics like these can be strengthened. Resources can be built or acquired. This will make the community itself more resilient. Often, a truly resilient community is stronger after it recovers from a catastrophe.

Building community disaster resilience is an ongoing, year-round process aimed at strengthening the community's ability to respond to disaster.

Here are the factors involved in disaster resilience:

- **Hazard Risk Analysis:** the knowledge of the types of hazards that the community may face, the likelihood of disaster happening, and the risks posed by these hazards. These are both natural hazards, such as fire, flood or disease, and human-made hazards such as toxic spills and terrorism.
- **Community Resources:** the strengths of community members as individuals and as a whole, such as the degree of self-sufficiency and mutual support, the style and quality of local governance, and the availability of resources or assets that that can be mobilized to strengthen and protect the community and respond and adapt to threats when they occur.

- Disaster Management: how well prepared the community is able to prepare for, respond to, and recover from a disaster. Factors include community members involvement in disaster preparedness planning, the quality of existing emergency preparedness plans, and the capabilities of local fire-fighting, medical and community safety personnel.
- Hazard Resilience: the specific measures that a community has taken to become resilient to local and regional hazards.

Background to the Project

In 2010, JIBC in collaboration with Laurie Pearce, Brenda Murphy, Robin Cox and numerous others researchers from across Canada, developed the web-based Rural Disaster Resilience Planning (RDRP) Framework to assist the needs of small, rural and remote communities to identify their level of community resilience (e.g., community stability and sustainability, social support systems), disaster management resilience (e.g., volunteer fire department, emergency response plan) and resilience to specific hazards (e.g., fire, flooding).

Given the scope of the RDRP it was well-suited to adaptation for First Nations and Aboriginal communities in Canada. While the existing framework served as an excellent platform, the overall design and content needed to be reviewed and adapted to meet the needs of First Nations, Métis and Inuit communities.

In the fall of 2014, Indigenous and Northern Affairs Canada supported a collaborative process with JIBC and Wilfrid Laurier University, along with extensive use of Aboriginal consultants to make the necessary modifications to the RDRP and to develop the Aboriginal Disaster Resilience Project (ADRP). The co-lead researchers on the project were Laurie Pearce (Justice Institute of British Columbia) and Brenda Murphy (Wilfrid Laurier University). All of the material on the ADRP was reviewed and signed off by the following

Aboriginal Consultants:

Terrina Bellegarde, Nakota-Cree	Terrina Bellegarde is Nakota-Cree and resides in Treaty Four Territory area. She is a Researcher Analyst for special projects at the Federation of Saskatchewan Indian Nations and has been involved in reviews of policy and programs under the scope of emergency management and preparedness within the region of Saskatchewan. This project aims to design tools to assist community level planning for disaster resiliency and will complement existing plans or provide exceptional foundations for preparing First Nations communities.
Christine Brown, Lytton First Nation	Christine Brown is the main emergency Coordinator for Lytton First Nation and responds to emergencies that threaten their band members and community by participating and interacting with other local, municipal, regional, provincial and federal governments and agencies. This project is important because emergencies do not recognize boundaries and everybody, irregardless of where they come from or live, can be subject to an emergency situation without any warning.
Michelle Buchholz, Wet'suwet'en First Nation	Michelle is a member of the Wet'suwet'en First Nation from Smithers, British Columbia and has a background in First Nations Studies, Anthropology, and Conflict Resolution. Michelle has worked with First Nations organizations and communities for over 10 years and is currently working with the First Nations' Emergency Services Society of BC. She is passionate about working in emergency services, which is rooted in a deep concern for the health and welfare of First Nations' communities. This project is important to me as it will build capacity in First Nation communities, addresses cultural values and will ultimately help save lives.

Annette Chretien, Sudbury
Métis, Wilfrid Laurier University

Annette Chretien is a Métis woman from Sudbury, Ontario. She completed her Ph.D. at York University and has been working in and with Aboriginal communities since the early 1990s. Her research is focused on Métis identities and Indigenous Knowledge. She also participated in the initial research project that led to the ADRP. Given her experience with the project, she can attest to the importance of work with Aboriginal communities that can help build resilience.

David Diabo, Kahnawake

Tahawennon:tie David A. Diabo is Kanienkehaka (Mohawk) from Kahnawake, QC, and is on a work exchange from the Assembly of First Nations to the Emergency Management Directorate at Aboriginal Affairs and Northern Development Canada. Mr. Diabo is completing a Bachelors of Technology in Emergency Management at Cape Breton University, and will be the first native in Canada to attain this degree. Being involved in the creation and development of this project has been a labor of love for me, because Mohawk culture tells me that whatever I do, I must plan for seven generations ahead. This project can accomplish this task. So not only is this project very important to myself, to the First Nations, the Inuit, and the Métis across the country, but it's important that these people have the tools and ability to protect themselves and their future generations as well.

Wendall Nicholas, Maliseet
Nation

Wendall Nicholas is a member of the Maliseet Nation at Tobique and was born with a sight disability. His work with the Assembly of First Nations included policy roles in justice, health and social issues. This work included authoring public safety protocols between the AFN and the RCMP and Red Cross. He is CEO of Wasueg Resources that provides mediation, management and cultural safety services to public and private entities. My participation in this initiative is due to the fact that all people in our Aboriginal communities, including our elders and people with disabilities, are potentially the people most at risk from environmental disasters. So we want to make sure we include their perspectives and work to enhance the communities' resilience to respond and cope with disasters. This is why this work is so important to me.

Lorraine Tordiff, Métis,
Northwest Territories

A proud Métis, indigenous to the Northwest Territories, Lorraine has three children and nine grandchildren. She is passionate about lifelong learning and sees education as being essential to building strong, self-reliant and healthy communities. Lorraine takes special interest in cultural awareness and in mentoring the emerging generation of leaders in her community. She has advocated the need to achieve a representative workforce at the Territorial Government level, with increased numbers of aboriginal people in senior management positions.

As well as identifying resilience factors, the ADRP also allows communities to identify the potential risk of disaster based on an all-hazards approach. Accompanying the tools to identify risk and resilience factors there are numerous planning tools and references (e.g., getting

community buy-in, Provincial and Territorial Emergency Management Resource Lists). Depending on the findings, communities can then choose from a variety of resilience strategies to mitigate potential risks and increase community resilience. The report features allow for communities to produce customized Action Reports to help direct mitigation projects for the future.

The three key tools in the ADRP are:

- Hazard Risk Analysis (HRA)
- Aboriginal Resilience Index (ARI)
- Hazard Resilience Index (HRI)

The tools were developed to enhance organizational all-hazards response planning. The training curricula, tools, and web-assisted networks will provide Aboriginal communities in Canada with fully operational protocols and resources to anticipate and mitigate risks.

Project Support and Consultation

Drafts of key documents were submitted and circulated to the Aboriginal Resilience Sub-Working Group (ARSWG) which is a sub-committee under the Canadian Platform for Disaster Risk Reduction. There was also consultation with emergency management practitioners from Inuit and First Nations communities. The research team for the ADRP had Aboriginal backgrounds and/or have worked with indigenous people in Canada or internationally.

Project Management and Administration

- Bryce Gunson, Dawn Ursuliak and Ron Bowles

Research Team

- Laurie Pearce
- Marit Heideman
- Michelle Marteleira
- Eddie Oldfield
- Marc D'Aquino
- Toni Baggos
- Eric Bussey
- Debby Danard
- Ryan Huron
- Heather Stager

Why is the Project Important?

Disaster Resilience – the ability to survive and thrive in the face of uncertainty – is already a key dimension of Aboriginal communities. It is also the cornerstone of effective emergency management across all phases of a disaster from preparedness through response and recovery. There is much to learn about resilience from Aboriginal communities; their resilience is one of Canada's biggest assets. At the same time, the emergency planning capacity of Aboriginal communities by encouraging them to enhance their community and disaster resilience.

Four Steps to Planning

The Aboriginal Disaster Resilience Planning guidebook outlines four key steps to follow in order to increase resilience in your community:



Step One: Getting Started

The first step provides an overview of the process and outlines specific strategies for project set-up including identifying and engaging stakeholders and establishing the community boundaries and planning scope. One of the outputs of this step is a community profile that helps communities identify and describe their local resources, capacities, and hazards.

Step Two: Resilience Assessment

Step Two outlines an integrated resilience assessment process that supports a qualitative analysis of a community's resilience across dimensions associated with social, contextual, and disaster and emergency management factors and the specific hazard-risks a community faces.

Step Three: Building the Resilience Plan

This step develops a plan-development process that draws on a locally-defined vision, goals and the outputs of the integrated resilience assessment process to produce a place-based, locally-defined resilience plan to improve resilience as part of a continuous planning cycle.

Step Four: Plan Implementation

The final step focuses on the implementation and ongoing evaluation and refinement of the community resilience enhancement plan.

Structure of the Aboriginal Disaster Resilience Planning Guide

There are five main document sections to the Aboriginal Disaster Resilience Planning Guide:

1. This Overview and Instruction section contains the background and context to the project. There are four associated documents, each based on one of the four steps and associated activities.
2. The companion Resource Guide consists of a listing and description of the various resource documents to support your planning process.

Each step and associated activity outlined in the process diagram below will guide you through a process for planning and assessing your resilience, referencing the resource guide and tools.



Aboriginal Disaster Resilience Planning Guide at a Glance

Document	Key Points
1. Aboriginal Disaster Resilience Planning Guide	Five documents: One Background and Information document and one document for each of the four steps and related activities for Disaster Resilience Planning.
2. Tools	
a. Aboriginal Resilience Tools	
Aboriginal Resilience Index (ARI) Overview and Instructions	Overview and Instructions on how to complete the ARI. A tool to help you assess your community's disaster resilience in order to provide information on areas of resilience that can be enhanced.
Aboriginal Resilience Strategies (ARS)	Concrete action strategies for enhancing disaster resilience. These strategies are based on research of best practices in disaster management and resilience.
b. Hazard Tools	
Hazard Risk Analysis Overview and Instructions	Overview of potential hazards which includes a list of 17 categories and associated hazards along with instructions for assessing community hazards.
Hazard Risk Analysis Documents (HRA)	17 specific hazard documents including definitions of the hazards, discussion points and "it happened here". It includes hazard specific factors to assess your risk.
Hazard Resilience Index (HRI)	17 specific hazard resilience documents to rate and assess your resilience to hazards.
Hazard Resilience Strategies (HRS)	Concrete action strategies for increasing the community's resilience to specific hazards. These strategies are based on research of best practices in hazards management and resilience planning.
3. Resilient Resource Guide	
Community Profile	A helpful template for completing the Community Profile.
Community Mapping	Guidance for approaching community-based mapping.
Collecting Information	Guidance for collecting community-based information.
Glossary	A list of terms related to the ADRP and disaster planning.
Hazard Risk Profile Template	A template which can be used to compile and analyse your community's risk of experiencing various hazards.
Integrated Disaster Resilience Profile Template	A template to compile and analyse your Aboriginal Resilience Index and Hazard Resilience Index information.
Provincial and Territorial Guides	These guides are designed to provide your community with provincial/territorial-based resources to assist in completing the ADRP process.
Working Together: Building a Community Team	Overview of factors to consider when building a community-based team to assist in the development of your community's Disaster Resilience Plan.

Working Together: Community Acceptance	Factors to consider in order to gain community acceptance of Aboriginal Disaster Resilience Planning process.
Working Together: Holding Community Meetings	Tips for holding and facilitating community meetings to gain support and provide information for the Aboriginal Disaster Resilience Planning process.
Working Together: Creating A Community Vision	Provides two ways in which communities can create a community vision through the incorporation of concepts of disaster resiliency.
Skills and Knowledge Inventory	A template for collecting information regarding local skills and knowledge.