

Emergency Preparedness in Indian Country and Tribal Preservation Planning Needs:

Recommendations and Resources for Tribes and Other Stakeholders

National Association of Tribal Historic Preservation Officers (NATHPO) and
Narragansett Indian Tribal Historic Preservation Office (NITHPO)

www.nathpo.org

This material is based upon work assisted by a grant from the U.S. Department of the Interior, National Park Service. Any opinions, findings, recommendations or conclusions expressed in this material are those of the author(s) and do not necessarily reflect the views of the National Park Service.

March 2017

Acknowledgements

The National Association of Tribal Historic Preservation Officers (NATHPO) thanks and acknowledges:

The Narragansett Indian Tribal Historic Preservation Officer

Project Researcher and Writer:

Katherine D. Brodie

Federal Agencies for Providing support and guidance:

Federal Emergency Management Agency

National Park Service

NATHPO Leadership:

Janine Ledford, Chair and Makah Indian Tribe THPO

Alvin Windy Boy, Sr., Vice Chair and Chippewa Cree THPO

D. Bambi Kraus, President

Contents

Abbreviations and Acronyms.....	6
A Note about Definitions Used in this Report	7
SECTION I INTRODUCTION.....	10
SECTION II TRIBAL HISTORIC PRESERVATION AND THE EMERGENCY MANAGEMENT FRAMEWORK.....	11
A. The National Historic Preservation Act	13
B. National Response Framework	14
1. Emergency Support Function #11 (ESF #11): Agriculture and Natural Resources Annex	15
2. Tribal Coordination Support Annex	16
C. National Disaster Recovery Framework.....	16
D. Integration of Cultural Resources into Emergency Management.....	18
SECTION III RECOMMENDATIONS: TRIBAL GOVERNMENTS.....	19
Recommendation One: Identify Stakeholders and Organize Resources	22
Recommendation Two: Assess Risks to Cultural Resources	24
Recommendation Three: Develop a Hazard Mitigation Plan	27
Recommendation Four: Implement Plan and Monitor Progress.....	28
SECTION IV RECOMMENDATIONS: OTHER STAKEHOLDERS.....	29
Recommendation One: Include Cultural Resources in Emergency Management Planning and Response	29
Recommendation Two: Include Emergency Planning in Cultural Resource Programming and Activities	31

Recommendation Three: Increase Access and Availability of Culturally Relevant Response, Recovery, Mitigation and Preparedness Resources for Tribal Governments ..	32
Recommendation Four: Support Increased Funding and Equitable Participation by Tribes in Funding Programs and Initiatives That Support Cultural Resource Integration in Emergency Management	32
SECTION V CASE STUDIES	33
Alaska: Organized Village of Kake (OVK)	34
California: Middletown Rancheria of Pomo Indians	36
Idaho: Nez Perce	37
Minnesota: Mille Lacs Band of Ojibwe.....	39
SECTION VI STATUS OF FUNDING FOR EMERGENCY PREPAREDNESS AND TRIBAL HISTORIC PRESERVATION.....	41
A. Federal Emergency Management Agency Funding	41
B. Tribal Historic Preservation Funding.....	44
C. Special Appropriations from HPF.....	45
D. Other Funding Sources	45
E. Budget Needs for THPO Program Integrating Emergency Operations	46
SECTION VII TEMPLATES, RESOURCES AND INFORMATION.....	49
A. Templates	49
1. Sample Tribal Historic Preservation Hazard Mitigation Plan Integrating Cultural Resources	49
2. Sample Tribal Hazard Mitigation Plan With Annex Integrating Cultural Resources.....	49
3. Tribal Emergency Response Committee Structure	49
4. Sample Mutual Aid Agreement	49
B. Resources and Information	49

Emergency Management – Cultural (Not Tribe Specific)	50
Emergency Management –Tribe Specific	50
Emergency Management Model Program – Cultural - Not Tribe Specific	50
Emergency Management Model Program – Tribe Specific.....	50
Emergency Management Grants – Not Tribe Specific	50
Emergency Management Grants – Tribe Specific	51
Response and Recovery – Cultural, Not Tribe-Specific	51
Mitigation – Not Tribe-Specific.....	53
Mitigation – Tribe-Specific Integrating Cultural Resources.....	53
Preparation – Tribe-Specific	53
Preparation – Cultural, Not Tribe-Specific	54
General Reference – Cultural, Not Tribe-Specific.....	55
General Reference – Tribe-Specific.....	55
Response and Recovery – Cultural, Not Tribe-Specific	56
SECTION VIII ADVISORY COMMITTEE MEMBERS.....	57
SECTION IX POINT OF CONTACT FOR INFORMATION, SUPPLEMENTS OR CORRECTIONS TO THIS REPORT	59

Abbreviations and Acronyms

ACHP	Advisory Council on Historic Preservation
ACE	Army Corps of Engineers
BIA	Bureau of Indian Affairs
DHS	U.S. Department of Homeland Security
DOI	U.S. Department of the Interior
ESF	Emergency Support Function
EOP	Emergency Operations Plan
EPA	Environmental Protection Agency
FEMA	Federal Emergency Management Agency
FAIC	Foundation of the American Institute for Conservation of Historic and Artistic Works
GIS	Geographic Information System
GPS	Global Positioning System
HMP	Hazard Mitigation Plan
HPP	Heritage Preservation Plan
HENTF	Heritage Emergency National Task Force
HPF	Historic Preservation Fund
IMLS	Institute of Museum and Library Services
LOC	Library of Congress
NITHPO	Narragansett Indian Tribal Historic Preservation Office
NATHPO	National Association of Tribal Historic Preservation Officers
NDRF	National Disaster Recovery Framework
NEA	National Endowment for the Arts
NEH	National Endowment for the Humanities
NHPA	National Historic Preservation Act
NIMS	National Incident Management System
NPS	National Park Service
NRF	National Response Framework
NCR RSF	Natural and Cultural Resources Recovery Support Function
NIMS	National Incident Management System
SEMA	State Emergency Management Agency
SHPO	State Historic Preservation Officer
USDA	U.S. Department of Agriculture
TAC-G	Tribal Assistance Coordination Group (BIA)
TCS	Tribal Coordination Support Annex
THPG	Tribal Historic Preservation Grant
THPO	Tribal Historic Preservation Officer
TERC	Tribal Emergency Response Committee

A Note about Definitions Used in this Report

In considering the appropriate definitions to be utilized when discussing the identification of cultural resources by Indian Tribes, this Report refers to the statement in “Getting Ready in Indian Country: Emergency Preparedness and Response for Native American Cultural Resources” (Heritage Preservation, September 2010) funded by a U.S. Department of the Interior (DOI), National Park Service (NPS) grant, which states that the terms “cultural heritage,” “cultural resources,” “cultural properties” and similar terms:

are defined by each Tribe and include the people, places, objects, and traditions integral to the community and way of life. All Tribal cultural heritage is at risk [in an emergency] – not only material objects and structures, but also landscapes, archeological sites, natural resources, native language, traditions and customs. All of these expressions of Native American cultural heritage should be considered in emergency planning.

This Report recognizes that there should be no restriction on defining the natural and cultural resources and historic properties that an individual Indian Tribe may seek to protect as an asset in comprehensive Tribal emergency plans. For readability and simplicity, however, the cultural resources, cultural heritage, sacred sites, natural resources and historic properties are referred to in this Report collectively as “cultural resources.”

The following definitions, drawn from the multi-agency publication “Protecting America's Natural and Cultural Resources and Historic Properties (NCH) During Disasters,” may be helpful to the reader for reference as the working definitions used by the U.S. Department of the Interior and other Federal agencies:

Cultural Resources: Aspects of cultural systems that are valued by or significantly representative of a culture or that contain significant information about a culture. A cultural resource may be a tangible entity or a cultural practice. Tangible cultural resources are characterized by structures, archeological resources, cultural landscapes, museum collections, archival documents and photographs, sacred sites, and ethnographic resources. Also included are cultural items as defined in the Native American Graves Protection and Repatriation Act (25 U.S.C. § 3001).

Historic Properties: Any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places, including artifacts, records, and material remains that are related to such district, site, building, structure or object. (54 U.S.C. § 300308)

Natural Resources: Includes terrestrial and aquatic ecosystems; biological resources, including fish and wildlife, threatened and endangered species, and migratory birds; mapping and geospatial data; geology; hydrology, including real-time water flow data; earthquakes and other natural hazards; on- and off-shore minerals; energy; and coal mining.

For emergency management definitions, this Report uses those definitions contained in FEMA's Emergency Management Institute course Emergency Management Overview for Tribal Leaders (L0583) (May 2015 version).

Emergency: An incident, whether natural or man-made, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State, local and Tribal efforts and capabilities to save lives and protect property or public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

Major Declaration: An Emergency Declaration may be sought when a disaster could be anticipated to be of such severity or magnitude that it will overwhelm the resources of Tribal or local and State governments. Based on the request and supporting information, the President may declare that an emergency exists, which authorizes FEMA to identify, mobilize, and provide equipment and resources to assist with the emergency. Emergency declarations are typically signed by the President before a disaster occurs.

Emergency Operations Plan: The "steady-state" plan maintained by various jurisdictional levels for managing a wide variety of potential hazards.

Emergency Support Function: A functional area of response activity established to facilitate delivery of Federal assistance required during the immediate response phase of a disaster to save lives, protect property and public health, and maintain public safety. ESFs represent those types of Federal assistance that the State or Tribal government will most likely need because of the overwhelming impact of a catastrophic or significant disaster on its own resources and response capabilities, or because of the specialized or unique nature of the assistance required. ESF missions are designed to supplement State, Tribal and local response efforts. ESFs may be selectively activated for Stafford Act emergency and major disaster declarations and for non-Stafford Act incidents when Federal departments and agencies request FEMA assistance.

Hazard Mitigation Plan: State, Tribal and local governments are required to develop a hazard mitigation plan as a condition for receiving certain types of Federal non-emergency disaster assistance, including funding for mitigation projects. State, Tribal and local governments engage in the mitigation planning process to identify risks and vulnerabilities associated with natural disasters and establish a long-term strategy for protecting people and property in future hazard events. A Mitigation Plan is a community-driven, living document that communities use to reduce their vulnerability to hazards. The hazard and risk assessment process provides the foundation for the rest of the mitigation planning process.

Major Disaster Declaration: A Major Disaster Declaration may be sought when a disaster is of such severity or magnitude that it has overwhelmed the resources of Tribal or local and State governments. Based on the request and supporting information, the President may declare that a major disaster exists, activating an array of Federal programs to assist in the response and

recovery efforts that may include response and technical assistance, Public Assistance programs, Individual Assistance programs and Business Disaster Loans.

Indian Country: All land within the limits of any Indian reservation under the jurisdiction of the United States Government, notwithstanding the issuance of any patent, and, including rights-of-way running through the reservation, all dependent Indian communities within the borders of the United States whether within the original or subsequently acquired territory thereof, and whether within or without the limits of a State, and all Indian allotments, the Indian titles to which have not been extinguished, including rights-of-way running through the same.

Mitigation: Action intended to eliminate or reduce the effect of an actual or potential emergency. Example: Providing the public with information for eliminating or reducing risk (staying off roadways during a storm), implementing environmental and safety regulations, or monitoring and inspecting potential high-risk areas. Seeks to fix the cycle of disaster damage, reconstruction and repeat damage.

Preparedness: A continuous cycle of planning, organizing, training, equipping, exercising, evaluating and taking corrective action in an effort to build and sustain the capabilities necessary to prevent, protect against, mitigate the effects of, respond to and recover from the threats that pose the greatest risk. Includes planning, procedures and protocols, training and exercises, personnel qualification and certification, and equipment certification.

Prevention: Involves taking action to avoid, prevent or stop an incident before it occurs. Example: Turning gas off to a neighborhood in which there is an odor of gas or acting on observed suspicious behavior by calling the police.

Protection: Taking deliberate steps to ensure an effective response. Example: Developing an Emergency Operations Plan, activating weather forecasting and warning systems.

Recovery: Begins during and continues following response efforts. Involves the development, coordination and execution of service and site restoration plans and the reconstruction of government operations and services, including lessons learned and initiatives to prevent re-occurrence. Example: Performing a damage assessment, conducting debris removal, returning systems and facilities to normal or “new normal.”

Response: Occurs immediately after an emergency strikes. Activity that addresses the short-term, direct effects of an incident, specifically the immediate actions to save lives, protect property and meet basic human needs. Example: Activating an Emergency Operations Plan and Emergency Operations Center, providing support to and coordinating first responders and the impacted community. An effective response can reduce the extent of potential subsequent damage.

Section I Introduction

Based on mounting evidence of climate change, Indian Tribes will be called upon to respond to more frequent and more intense natural events that have the potential to damage or destroy valued Tribal natural and cultural resources, cultural heritage, sacred sites and historic properties (in this Report, collectively referred to as “cultural resources”). The National Association of Tribal Historic Preservation Officers (NATHPO), in partnership with the Narragansett Indian Tribal Historic Preservation Office (NITHPO), has prepared this report, *Emergency Preparedness in Indian Country and Tribal Preservation Planning Needs: Recommendations and Resources for Tribes and Other Stakeholders* (“Report”), to assist NITHPO; other Tribal Historic Preservation Officers (THPOs); and other stakeholders, including but not limited to State Historic Preservation Officers (SHPOs); Federal, State, Tribal and local emergency management personnel and cultural resource stewards; and nongovernmental organizations and community members (“Stakeholders”) in taking action to better integrate cultural resources into emergency preparedness and response. Funding for this Report was made available through the U.S. Department of the Interior (DOI), National Park Service (NPS), Historic Preservation Fund (HPF), by Public Law 113-2 (January 29, 2013), which contains the Disaster Relief Appropriations Act, 2013, and Sandy Recovery Improvement Act of 2013.

Hurricane Sandy, a Category 3 hurricane, made landfall on October 25, 2012, causing devastating loss of life and \$75 billion in property damage. Tribes located on the Eastern Seaboard were impacted, including the Narragansett Indian Tribe, Mashantucket Pequot Tribal Nation, Shinnecock Indian Nation, and Mohegan Tribe of Indians. These tribal communities are still recovering and, due to the damage caused by the storm, remain vulnerable to additional property damage from future severe-weather events. For Indian Tribes throughout the United States, the Hurricane Sandy event, combined with warnings from climatologists about the likelihood of increasingly frequent and severe weather patterns, has raised awareness of the critical importance of building capacity to respond to, recover from, protect against, mitigate and prepare for disasters of all types and of ensuring that cultural resources are well integrated into emergency management programs.

This Report provides recommendations and information regarding how Indian Tribes and Stakeholders can better integrate cultural resources into emergency planning. This Report also identifies funding needs and proposed budgets for THPOs using information gained from interviews with THPOs and other Indian Tribe representatives to illustrate real funding needs that impede progress toward integration of cultural resources into emergency planning. This Report is also designed to build on the recommendations contained in “Getting Ready in Indian Country: Emergency Preparedness and Response for Native American Cultural Resources” (Heritage Preservation, September 2010), funded by NPS.

Section II Tribal Historic Preservation and the Emergency Management Framework

Very little primary research has been conducted to date by Stakeholders regarding the status of Tribal governmental capacity to protect cultural resources from damage in case of natural disaster or other emergency. A 2005 Heritage Health Index study regarding the state of America's cultural heritage collections found that, at the time of the study, 80% of the nation's archives, museums, historical societies and libraries were not prepared for an emergency. The Heritage Health Index study can reasonably lead us to conclude that the state of readiness of Tribal museums and collections owned or operated by Tribal governments to respond to an emergency is likely much worse than the findings of that report. Moreover, that study did not evaluate the vulnerability of cultural resources not housed in a building, such as landscapes, archeological sites, natural resources, native language, traditions and customs, and sacred sites.

The 2010 Heritage Preservation report "Getting Ready in Indian Country: Emergency Preparedness and Response for Native American Cultural Resources" was, therefore, a very important step in exploring the status of existing resources and needs in this area. That report was prepared by the nonprofit Heritage Preservation on behalf of the Heritage Emergency National Task Force (HENTF), a partnership of forty-two Federal agencies and national service organizations (including NATHPO), co-sponsored, at the time, by the Federal Emergency Management Agency (FEMA) and Heritage Preservation to protect cultural heritage from disasters. Heritage Preservation worked with other Stakeholders including the Bureau of Indian Affairs' Tribal Assistance Coordination Group (TAC-G), continuing critical awareness-raising efforts and training for Indian Tribes and others related to the protection of cultural resources before, during and after an emergency.

When Heritage Preservation was dissolved in 2015, the Foundation of the American Institute for Conservation (FAIC), a nonprofit organization with a mission similar to Heritage Preservation's, assumed administration of Heritage Preservation's emergency programs and resources, including "Getting Ready in Indian Country." HENTF, now co-sponsored by FEMA and the Smithsonian Institution, continues its work to strengthen Tribal communities' efforts in emergency preparedness. The current Report is meant to build on the findings of "Getting Ready in Indian Country" and to support the continued work of HENTF and other Stakeholders in the area of Tribal preservation planning in case of emergency.

Assessing the state of preservation-planning needs in case of emergency and recommending concrete action to build Indian Tribe capacity in this area benefits from an understanding of three Federal legal and funding structures that are all too often addressed in entirely separate contexts:

- (1) Tribal historic preservation as part of the national preservation agenda articulated in the National Historic Preservation Act (NHPA) and the impact the NHPA has had on increasing Tribal control over the protection of cultural resources on and off Indian lands;

(2) Tribal emergency response capabilities as a critical part of the National Response Framework (NRF); and

(3) Tribal recovery capabilities as a critical part of the National Disaster Recovery Framework (NDRF).

Acknowledged in all three legal frameworks and funding structures, Indian Tribes are gaining increasing control over access to needed Federal capacity-building assistance and funding, but there is much left to be done. Specifically, Tribal cultural resource preservation and Tribal emergency response and recovery – and the Federal laws and funding streams that support those capabilities – remain at very early stages of development and support at the Federal level. For instance, 1992 marked the first time Tribal governments were fully integrated into the NHPA, and 2013 marked the first time Tribal governments, in the aftermath of Hurricane Sandy, were provided authority to directly request Federal disaster declarations necessary to receive critical Federal funding in times of emergency (Sandy Recovery Improvement Act, 2013). Since then FEMA has developed and posted in the Federal Register on Jan. 1, 2017, a Tribal Pilot Declarations Guide that Indian Tribes can use. Prior to this Indian Tribes used state regulations when submitting their declaration requests. However, Federal law clearly supports the increased integration of cultural resource protection in emergency planning. Specifically, the NHPA includes requirements that historic properties be protected to the extent possible from damage due to a Federal undertaking, including as a result of a natural disaster or other emergency situation. In addition, the preservation of tribal cultural resources in times of emergency is built into two of the five National Planning Frameworks: the NRF and the NDRF. The suggested Recommendations for Tribal Governments and Other Stakeholders included in Sections III and IV of this Report seek to support and guide the work ahead of us to more deliberately integrate cultural resource protection into emergency planning.

“Through the later 1700s and 1800s Indian Tribes entered into sovereign to sovereign relationships with the United States that uphold the rights of Native people to self-governance, including determining what is of cultural importance to them. In exchange for millions of acres of land and vast resource wealth, the Federal government agreed to honor each Tribe’s sovereignty and to work collaboratively with each Tribe to support self-government and self-determination. This trust responsibility is a bedrock of the Tribal-Federal partnership, and fully incorporating tribal governments into emergency preparedness and disaster recovery is an irrevocable aspect of this unique relationship.” -- John R. Welch

A. The National Historic Preservation Act

The National Historic Preservation Act (NHPA), Public Law 89-665, signed into law by President Johnson in 1966, articulates a national policy for the protection of historic properties. Specifically, Section 106 of the NHPA (“Section 106”) requires Federal agencies to consider the potential impacts of projects they carry out, assist, or permit on historic properties. When the NHPA was enacted, Tribal governments had no formal role in this national preservation framework. It was not until 1992 that the NHPA was amended to authorize Tribal Historic Preservation Officers (THPOs) to undertake the responsibilities previously held solely by State Historic Preservation Officers (SHPOs). Section 106 requires that a Federal agency consult with the THPO, or when the Tribe does not have a THPO, a representative of the Indian Tribe and the SHPO, regarding a proposed project or undertaking. Indian Tribes assume this function by entering into a Memorandum of Agreement with the Department of the Interior (DOI), National Park Service (NPS) and developing a Historic Preservation Plan (HPP).

The mandates contained in Section 106 require a significant commitment of resources by THPOs. These mandates include Federal impact reviews and preservation planning and education activities as contained in that Tribe’s Historic Preservation Plan. To assist with such activities, THPOs receive limited funding through the Historic Preservation Fund (HPF), which is supported by annual revenues from Outer Continental Shelf oil leases and administered by NPS. Additional detail on the status and history of THPO funding levels through the HPF is contained Section VI.B of this Report.

Notwithstanding the responsibilities of administering a THPO program and the scarce funds allocated by Congress to do so, THPOs have responsibilities beyond assisting with Section 106 mandates. Many THPOs, as cultural stewards at their respective Tribes, assist in the Tribe’s implementation of Tribal and Federal natural and cultural resource laws on and off reservation, including but not limited to the National Environmental Protection Act, National Marine Sanctuaries Act, Coastal Zone Management Act, Endangered Species Act, Antiquities Act of 1906, Native American Graves Protection and Repatriation Act, American Indian Religious Freedom Act, and the Archaeological Resources Protection Act, and are active in addressing climate change threats to Native natural and cultural resources. THPOs may also assist in the development of Emergency Operations Plans (EOPs) and Hazard Mitigation Plans (HMPs) and play a role in the execution of those plans as they pertain to cultural resource identification and protection, a role that is discussed in much greater detail in Section III.

As described by NATHPO, the diversity of the cultural steward role now played by many THPOs in Indian Country is displayed in the types of work that they engage in, including:

- Directing and conducting comprehensive reservation-wide surveys of historic properties and maintaining inventories of those properties;
- Identifying and nominating eligible properties to the National Register of Historic Places and administering applications for listing historic properties on the National Register;
- Preparing and implementing comprehensive Tribal Historic Preservation Plans;

- Administering the Tribal program of Federal assistance for historic preservation at the reservation;
- Advising and assisting, when appropriate, Federal and State agencies and local governments in carrying out their historic preservation responsibilities;
- Cooperating with the Secretary of the Interior, the Advisory Council on Historic Preservation and other Federal and State agencies, local governments, organizations and individuals to ensure that historic properties are taken into consideration at all levels of planning and development;
- Providing public information, education and training, and technical assistance in historic preservation;
- Cooperating with local governments in developing local historic preservation programs and assisting local governments in certification (when feasible);
- Consulting with the appropriate Federal agencies in accordance with NHPA on Federal undertakings that may affect historic properties and the content and sufficiency of any plans developed to protect and manage or to reduce or mitigate harm to such properties; and
- Advising and assisting in evaluating proposals for rehabilitation projects that may qualify for Federal assistance.

But this work does not include the many other duties and responsibilities that individual THPOs perform for their respective Tribe, including but not limited to:

- Serving as the point of contact for all repatriation matters regarding human remains and sacred objects;
- Serving as the director of the Tribe's museum or cultural center;
- Serving as the responsible entity for securing natural materials for ceremonial purposes; and
- Serving as or supporting the emergency manager or emergency management director.

The role of NATHPO in this panoply of activities has been to develop and offer training for THPOs, Tribal representatives, Federal and State officials, and other historic preservation stewards. NATHPO also provides technical assistance to Tribes first seeking approval of Tribal Historic Preservation Programs as well as for programming designed to empower THPOs to engage more fully in all aspects of cultural resource preservation, maintenance and revitalization.

B. National Response Framework

The NRF, one of five National Planning Frameworks, guides how the United States responds to disasters and emergencies and governs activities that take place immediately before, during and in the first few days after a major or catastrophic disaster. This framework covers the capabilities necessary to save lives, protect property and the environment, and meet basic human

needs after an incident has occurred. It is built on the National Incident Management System (NIMS) to align key roles and responsibilities across multiple Stakeholders to manage small to large incidents occurring within the United States, including natural disasters. The NRF coordinating structure is also tied to how emergency services and funding assistance are distributed to impacted communities after an Emergency Declaration or Major Disaster Declaration is issued by the President.

The NRF is composed of a base document, Emergency Support Function (ESF) Annexes, Support Annexes, and Incident Annexes, all of which provide detailed information to assist with the implementation of the NRF. Two NRF annexes are pertinent to the preservation of cultural resources:

1. Emergency Support Function #11 (ESF #11): Agriculture and Natural Resources Annex

The NRF identifies fourteen ESFs, which are the primary, but not exclusive, Federal coordinating structures for building, sustaining and delivering the response core capabilities during an incident. ESFs are not based on the capabilities of a single department or agency. Rather, they are designed to bring together the capabilities of Federal departments and agencies and other national-level assets.

Emergency Support Function #11: Agriculture and Natural Resources Annex is coordinated by the U.S. Department of Agriculture (USDA), and the USDA and the Department of the Interior (DOI) are its primary agencies. ESF #11 organizes and coordinates Federal support for the protection of the nation's natural and cultural resources during national emergencies. DOI coordinates the protection of natural and cultural resources by taking appropriate response actions to preserve, conserve, rehabilitate, recover and restore these resources. This includes providing post-event baseline assessments of damages and providing technical expertise such as archeologists, historic preservation specialists, architects, historians, archivists, general resource advisors, and environmental specialists (e.g., biologists, oceanographers, forest ecologists, geomorphologists, fisheries specialists). Through ESF #11, DOI can perform survey work for temporary housing plans to identify staging areas that mitigate effects on possible archeological sites and ensure threatened and endangered species or fragile ecosystems are not harmed. DOI has provided a wide variety of assistance under ESF #11, including creating and maintaining Geographic Information System (GIS) maps and providing Global Positioning System (GPS) support and training; stabilizing damaged shorelines and riparian banks to re-establish habitat and prevent erosion and subsequent damage to natural resources; and conducting condition assessments and producing preservation plans for historic sites and structures.

The HENTF is one of twenty-one support agencies to ESF #11 invested in strengthening communities' efforts in emergency preparedness, including Tribal communities.

HENTF's objectives are to:

- Provide education and training to cultural stewards, first responders, and emergency managers to better prepare them to work together to address emergencies and disasters affecting cultural institutions and historic sites;
- Provide technical assistance, guidance, and/or resources to cultural stewards, first responders, and emergency managers to address disaster-related impacts to cultural and historic resources;
- Coordinate the collection and sharing of incident-specific information with cultural stewards, first responders, and emergency managers in order to protect cultural and historic resources before, during, and after an event;
- Increase the incorporation of cultural and historic resources into disaster planning and mitigation efforts at all levels of government; and
- Provide information and guidance to the public to help individuals and families protect, stabilize, and recover treasured possessions before, during, and after an event.

USDA is the lead agency, but HENTF coordinates closely with the Office of Environmental Policy and Compliance at DOI and with cultural resource and heritage preservation experts, including THPOs, SHPOs, and NATHPO. However, HENTF is not a separately funded entity, which necessarily impacts the reach and depth of its critical education and coordinating activities in Indian Country and elsewhere.

2. Tribal Coordination Support Annex

In addition to ESF #11 that addresses the protection of cultural resources, the NRF contains a Tribal Coordination Support (TCS) Annex that outlines processes and mechanisms that Tribal governments may use to request direct Federal assistance during an incident regardless of whether or not the incident involves a Stafford Act declaration. FEMA has recently released a Working Draft of TCS Annex Version 2. The TCS Annex is a critical component of the NRF for supporting the further integration of Tribal emergency management into the NRF. However, the Annex does not clearly address how cultural resource protection (or ESF #11) relates to the TCS Annex, demonstrating the need to better integrate Tribal cultural concerns into existing response coordination frameworks to better protect cultural resources in times of emergency.

C. National Disaster Recovery Framework

The NDRF provides guidance that enables effective recovery support to disaster-impacted States, Tribes, and local jurisdictions, particularly for those incidents that are large-scale or catastrophic. Six Recovery Support Functions (RSFs) comprise the NDRF's coordinating structure for key functional areas of assistance. Their purpose is to support Tribal,

State and local governments by facilitating problem solving, improving access to resources and by fostering coordination among State and Federal agencies, nongovernmental partners and Stakeholders. The RSFs coordinate with Federal Tribal Liaisons, Voluntary Agency Liaisons and other Federal offices, bureaus and programs when necessary. Activation, transition and demobilization of the Recovery Support Functions depend on the magnitude of the disaster, requirements of affected communities, and availability and appropriateness of Federal resources. The processes used for facilitating recovery are more flexible, context based and collaborative in approach than the task-oriented approach used during the response phase of an incident, and recovery processes are meant to be scalable and based on demonstrated recovery needs.

One of the six RSFs is Natural and Cultural Resources (NCR RSF). The mission of the NCR RSF is to integrate Federal assets and capabilities to help State and Tribal governments and communities address long-term environmental and cultural resource recovery needs after large-scale and catastrophic incidents. As the lead agency, DOI coordinates departments and agencies working together to provide information and assistance to communities seeking to preserve, protect, conserve, rehabilitate, recover and restore natural and cultural resources consistent with post-disaster community priorities and in compliance with appropriate environmental and cultural resource laws.

Relevant agencies and partners are those with expertise and programs including, but not limited to, specific natural and cultural resource issue identification, assessment and management (e.g., fish and wildlife, historic and traditional cultural properties, hydrology); natural and cultural resource planning; and environmental planning and historic preservation compliance under Federal laws and executive orders. Support organizations are those entities with specific capabilities or resources that support the primary agencies (DOI, the Environmental Protection Agency and FEMA) in executing the mission of the RSF. Among the fourteen NCR RSF supporting organizations are the Institute of Museum and Library Services (IMLS), the Library of Congress (LOC), the National Endowment for the Arts (NEA), the National Endowment for the Humanities (NEH), the U.S. Army Corps of Engineers (USACE), the Advisory Council on Historic Preservation (ACHP), and the HENTF.

If the NCR RSF is activated following a disaster, the primary and supporting agencies and organizations work to leverage Federal resources and available programs to meet local recovery needs; identify opportunities to leverage cultural resource protection with hazard mitigation strategies; address government policy and agency program issues, gaps and inconsistencies related to cultural resource issues; and coordinate cross-jurisdictional or multi-State and/or regional cultural resource issues to ensure consistency of Federal support. The NCR RSF is also intended to identify and support activities prior to a disaster by assisting with the development of pre-disaster action plans to identify and communicate priority actions; identifying and prioritizing gaps and inconsistencies within and between the relevant Federal regulations, policies, program requirements, and processes affecting NCR resources; and making recommendations to the National Disaster Recovery Planning Division at FEMA Headquarters and specific Federal agencies.

ESF #11 of the National Response Framework and the NCR RSF of the NDRF represent articulated, structured frameworks designed to enable local communities and first responders and

emergency managers at all levels of government to respond to, recover from, protect against, mitigate and prepare for incidents that threaten cultural resources and provide a guide for the activities of many other Stakeholders, including the commitment of available services and funding. These frameworks also influence the Stakeholders who will be involved in disaster response and recovery and, consequently, the flow of available response and recovery funding available in any instance.

D. Integration of Cultural Resources into Emergency Management

This Report is based on the premise that to meet our national objective to protect Tribal cultural resources in times of emergency, it is imperative that Tribal emergency responders and THPOs, as well as other Tribal cultural stewards, be more fully integrated into the National Planning Frameworks described above, at the Federal, Tribal, State and local levels. The recommendations in Sections III and IV are structured with this goal in mind.

Accomplishing the goal of integrating cultural resources into emergency management requires emergency managers and cultural resource experts, including THPOs, to establish strong working relationships. Often, emergency managers and cultural resource experts speak different languages when it comes to their respective areas of professional expertise. The recommendations in Sections III and IV are structured to assist with breaking down these silos and building increasing connections between these experts in recognition of their shared goals.

For uniformity of approach with Federal emergency management structures, systems and terminology, this Report makes recommendations in Section III to Indian Tribes regarding cultural resource integration in emergency planning using the language of risk reduction and hazard mitigation, which all THPOs and cultural stewards must learn. Hazard mitigation plans, when based on a comprehensive assessment of risks to cultural resources, can help meet the goal of cultural resource protection and contribute to an effective response and recovery.



Section III Recommendations: Tribal Governments

The risk mitigation principles articulated by FEMA in Hazard Mitigation Planning for Tribal Governments include:

Hazard Mitigation Planning Steps	
Organize Resources	At the start, an Indian Tribal government can focus on assembling the resources, partners, and technical expertise needed for a successful mitigation planning process. In the context of cultural resources, this means having the right individuals at the table, such as the THPO or other cultural steward, to integrate cultural issues throughout the planning process.
Assess Risks	Next, the Indian Tribal government needs to identify the characteristics and potential consequences of hazards. It is important to understand what geographic areas different hazards might impact and what people, property, or other assets might be vulnerable. In the context of cultural resources, this means that the THPO or other cultural steward is at the table to help assess hazards and determine risks through the cultural resource perspective.

<p>Develop a Hazard Mitigation Plan</p>	<p>Based on an understanding of risk, the Indian Tribal government then needs to set priorities and develop long-term strategies for avoiding or minimizing the undesired effects of disasters. A written Hazard Mitigation Plan (HMP) is the outcome, one ideally approved by the Tribe and then by FEMA to gain access to non-emergency Federal aid, and can be the focus of the Tribes’ emergency management implementation efforts. In the context of cultural resources, this means having the right individuals at the table, such as the THPO or other cultural steward, to integrate cultural issues throughout the required areas of the HMP drafting.</p>
<p>Implement Plan and Monitor Progress</p>	<p>The Indian Tribal government can bring the mitigation plan to life in a variety of ways, from implementing specific mitigation projects to changing aspects of day-to-day Tribal operations. To ensure success in ongoing implementation, the plan must remain relevant. Thus, the Indian Tribal government can conduct periodic evaluations to assess changing risks and priorities and make revisions as needed. In the context of cultural resources, this means that the THPO or other cultural steward is actively engaged in activities, plans, programs, training and other areas designed to push forward implementation of the HMP.</p>

Under the Stafford Act, a Tribe must develop and adopt a FEMA-approved HMP in order to be eligible for certain types of disaster assistance. FEMA evaluates a Tribe’s HMP using the Tribal Multi-Hazard Mitigation Planning Guidance (2010) even if the Tribe’s plan is part of a State, regional or local HMP. As part of the second consultation for the update of the Tribal Hazard Mitigation Planning Guidance, FEMA will be engaging tribal officials over a 60-day comment period through listening sessions, webinars and other meetings and events, where possible, to seek comments and feedback on the “Tribal Mitigation Plan Review Guide, (Draft, January 2017). Through the Hazard Mitigation Assistance (HMA) grant programs (Hazard Mitigation Grant Program, Pre-Disaster Mitigation, and Flood Mitigation Assistance), FEMA offers planning grants that support Indian Tribal governments in developing and updating mitigation plans. The ultimate goal, then, is for Indian Tribes to take the necessary steps toward a FEMA-approved HMP that incorporates Tribal cultural resource protection, whether through an Annex to an existing HMP or in the body of the HMP itself. See [Section VII.A](#) of this Report for templates for HMPs.

Perspectives of Tribes:

Based on interviews with THPOs, it is clear that there is a significant disparity in emergency preparedness among Tribes, which correlates directly to a wide disparity among Tribes in their current readiness to protect Tribal cultural resources in case of emergency.

For example, some Tribes highlighted in Section V have a standing Tribal emergency department or division and, in some cases, a full-time dedicated emergency manager with staff, whose full-time responsibility it is to work with all other departments at the Tribe through a Tribal Emergency Response Committee (TERC). TERC develops and maintains the Tribe’s Emergency Operations Plan and FEMA-approved HMP in cooperation with a THPO and other Tribal professionals with knowledge of cultural resources.

For these Tribes, both emergency management and cultural resource protection were clear priorities at the Tribal leadership level, which was then followed up by an investment of Federal grant assistance, Tribal funding, and other funding sources to support strong emergency management and capacity-building efforts over time.

Other case studies illustrate Tribes that are small and remote and without staff and funding resources. However, the Recommendations in Section III can assist a Tribe at this very early stage in emergency planning to organize actions and decision-making to build capacity over time.

Therefore, while an HMP incorporating cultural resources is the ultimate goal, the Recommendations in this Section can be utilized *by any Tribe at any stage of emergency preparedness development* to begin the process of incorporating emergency preparedness and cultural resource protection into even the most basic emergency plan. Further, the Action Item steps can be used by Tribal museums and other locations that house cultural resources to develop site-specific plans for integration into a comprehensive HMP or other community-wide plan.

All references to the THPO below refer to either the THPO or another cultural resources designee of the Tribe who takes on the role of representing cultural resource issues in any community-wide or other emergency management planning efforts.

Hazard Mitigation Planning Steps	
Identify Stakeholders and Organize Resources	The THPO can focus on assembling a Stakeholder Working Group with participants that represent the resources, partners, and technical expertise needed for a successful hazard mitigation planning process that includes cultural resources. This means having the right individuals at the table, such as the THPO or other cultural steward, to integrate cultural issues throughout the planning process.
Assess Risks to Cultural Resources	The Cultural Resources Stakeholder Working Group, led by the THPO or other cultural resources designee at the Tribe, can work to identify the characteristics and potential consequences of hazards. It is important to understand what geographic areas different hazards might impact and what people, property, or other assets might be vulnerable. In the context of cultural resources, this means that the THPO is at the table to help assess hazards and risks through the cultural resource perspective.

<p>Develop a Hazard Mitigation Plan that Integrates Cultural Resources.</p>	<p>Based on an understanding of risk, the THPO, or other cultural resources designee, must set priorities and develop long-term strategies for avoiding or minimizing the undesired effects of disasters on cultural resources. A written HMP is the outcome; one ideally approved by the Tribe and by FEMA to gain access to non-emergency Federal aid, and can be the focus of the Tribe’s emergency management implementation efforts. In the context of cultural resources, this means having the right individuals at the table, such as the THPO or other cultural steward, to integrate cultural issues throughout HMP drafting.</p>
<p>Implement Plan and Monitor Progress</p>	<p>The THPO can implement the cultural resource aspects of the HMP through specific mitigation projects. The THPO can conduct periodic evaluations to assess changing risks and priorities and make revisions as needed. In the context of cultural resources, this means that the THPO or other cultural steward is actively engaged in activities, plans, programs, training and other areas designed to push forward implementation of the HMP.</p>

Recommendation One: Identify Stakeholders and Organize Resources

The THPO can focus on assembling a Stakeholder Working Group with participants who represent the resources, partners, and technical expertise needed for a successful hazard mitigation planning process that includes cultural resources. This means having the right individuals at the table, such as the THPO or other cultural stewards at the Tribe, to integrate cultural issues throughout the planning process.

Relevant stakeholders to the integration of cultural resources into emergency management are those individuals who have knowledge, expertise or perspective the Tribe considers valuable in developing an HMP that includes cultural resources and in making decisions about prioritizing the relative significance of various cultural resources based on the Indian Tribe’s values and beliefs.

Stakeholders may include:

- Tribal Council or leadership
- Tribal Historic Preservation Officer
- Cultural, natural and historic resource experts at the Tribe, including museum or cultural center personnel, archeologists, and academics
- Historic preservation, cultural resources, natural resources, land use or other committees of the Tribe’s executive and legislative bodies
- Tribal community, including Elders
- Transportation and public works department personnel
- Emergency management experts, including the Tribe’s emergency manager, emergency management department

- First responders, including fire and police
- Tribal foresters
- Wildland Fire Management Officer
- Public Affairs or Information Officer
- Other Tribes in the locality or region with knowledge to assist the Tribe
- The Tribe’s education department, including youth programs

Non-Tribal Stakeholders might include:

- The State Historic Preservation Officer
- Federal agency representatives from among the Bureau of Indian Affairs (BIA), Forest Service, Coast Guard, FEMA (including the Heritage Emergency National Task Force), National Park Service, Fish and Wildlife Service, and any other Federal agencies with jurisdiction to interact with the Tribe for purposes of emergency response or resource management or protection
- State Emergency Management Agency and other State and local government officials that interact with the Tribe for purposes of emergency response or resource management

Tribes that have a formal Emergency Operations Plan (EOP) have in place a Tribal Emergency Response Committee (TERC) that serves the purpose of having all departments at the Tribe, including the Historic Preservation Office or equivalent, at the table in all emergency planning and response activities. Tribes with an EOP have used the TERC as the entity responsible for developing and implementing the Hazard Mitigation Plan. A TERC model is the ideal structure for ensuring that all departments of the Tribe are represented in emergency planning and response, and for developing and implementing an HMP. See [Section VII.A.3](#) for an example of a TERC structure.

Even those Tribes currently utilizing a TERC structure that includes representation of a Historic Preservation Department (or equivalent) or a THPO could benefit from establishing a Cultural Resources Stakeholder Working Group. Such a working group can advise the cultural resources representative on the TERC or other HMP development committee on how best to incorporate cultural resource protection into preparedness, mitigation, response and recovery and can act as an additional resource to identify priority activities and needs.

Recommended actions:

- Identify and create a working group of identified stakeholders (“Cultural Resources Stakeholder Working Group”) by maintaining a list of the names, titles, affiliations, phone numbers and email addresses for all stakeholders that, in the Tribe’s or the THPO’s judgment, are integral to the preparedness, mitigation, response and recovery efforts regarding cultural and historic resources and the execution of an HMP incorporating cultural resources.

- Put the THPO or other designated Tribal cultural resource expert in the lead to communicate with these stakeholders in advising the Tribe on incorporating cultural resources into the Tribe's emergency planning through an EOP, HMP or other plan.
- Utilize this working group as the basis for the THPO to strengthen the Tribe's partnership with Tribal, Federal, State and local planning and emergency preparedness officials to ensure that cultural resources are integrated into the Tribe's emergency plan as adopted and implemented over time.

Recommendation Two: Assess Risks to Cultural Resources

The Cultural Resources Stakeholder Working Group, led by the THPO or other cultural resources designee at the Tribe, can work to identify the characteristics and potential consequences of hazards. It is important to understand what geographic areas different hazards might impact and what people, property, or other assets might be vulnerable. In the context of cultural resources, this means that the THPO is at the table to help assess hazards and risks through the cultural resource perspective.

1. Hazard Identification

Protecting Tribal cultural resources in times of emergency requires anticipating future events that may put cultural resources at risk. These events can be inventoried by the Tribe. Such hazards may be identified based on:

- Recent local events impacting the reservation such as a fire or flood, including man-made events such as train derailments
- Trends such as drought conditions that raise fire risk or rising water that creates a flooding threat
- Hazards identified in State or local HMPs that are relevant to the Tribe's reservation or bordering lands
- Rare but severe events such as earthquakes, hurricanes, and tornadoes
- Slow-moving but consequential events such as climate change
- Information gathered from Cultural Resources Stakeholder Working Group

If the Tribe already has an HMP, review the HMP closely to determine if there are other hazards not identified as a priority hazard in the HMP that would nonetheless damage valued cultural resources, such as flooding of a stream located near a Tribal museum or sacred site that does not pose broad risk to the community as a whole but to the resource itself. Work with the Cultural Resources Stakeholder Working Group to recommend updates to the HMP or include that information in an HMP Annex. Determine as a group any recommendations to the TERC, Tribal leadership or other emergency planning group at the Tribe about the relative priority of that hazard among other community hazard concerns.

2. Risk Identification

a. *What is a cultural resource?*

Risk identification involves the THPO and Cultural Resources Stakeholder Working Group determining, based on identified hazards, what cultural resources are at risk, and prioritizing the incorporation of those resources into an HMP. The analysis of the cultural resources “at risk” is limited only by what the Tribe considers to be naturally, culturally or historically significant to the Tribe.

As stated in “Getting Ready in Indian Country: Emergency Preparedness and Response for Native American Cultural Resources,” the terms “cultural heritage,” “cultural resources,” “cultural properties” and similar terms:

are defined by each Tribe and include the people, places, objects, and traditions integral to the community and way of life. All Tribal cultural heritage is at risk [in an emergency] – not only material objects and structures, but also landscapes, archeological sites, natural resources, native language, traditions and customs. All of these expressions of Native American cultural heritage should be considered in emergency planning.

This Report recognizes that there is no limit to the type of cultural resources that an individual Indian Tribe may seek to protect from damage in an emergency, but the definitions as contained in “Protecting America's Natural and Cultural Resources and Historic Properties (NCH) During Disasters” provide a useful reference point:

Cultural Resources: Aspects of cultural systems that are valued by or significantly representative of a culture or that contain significant information about a culture. A cultural resource may be a tangible entity or a cultural practice. Tangible cultural resources are characterized by structures, archeological resources, cultural landscapes, museum collections, archival documents and photographs, sacred sites, and ethnographic resources. Also included are cultural items as defined in the Native American Graves Protection and Repatriation Act, (25 U.S.C. § 3001).

Historic Properties: Any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places, including

artifacts, records, and material remains that are related to such district, site, building, structure or object. (54 U.S.C. § 300308)

Natural Resources: Includes terrestrial and aquatic ecosystems; biological resources, including fish and wildlife, threatened and endangered species, and migratory birds; mapping and geospatial data; geology; hydrology, including real-time water flow data; earthquakes and other natural hazards; on- and off-shore minerals; energy; and coal mining.

b. Creating an inventory of cultural resources

The Tribe cannot identify cultural resources at risk without a working inventory of cultural resources. For this purpose, if it does not have one, the Tribe could put in place an ongoing program of cultural resource inventory and assessment supported by the THPO (or other cultural resources designee), ideally utilizing GIS mapping software to develop a database of all known locations of cultural resources within and outside of the Tribe’s reservation that is continually updated as the THPO and others identify new cultural resource sites.

The THPO, working with the Cultural Resources Stakeholder Working Group, could develop a policy and position for maintaining the privacy and confidentiality of the nature and location of cultural resources identified in the HMP or other emergency plan that are deemed to be vulnerable to potential looting or other damage if known to the public or that can or should be kept confidential for cultural or other reasons. That policy will help ensure limited access to sensitive site-location information on a “need-to-know” basis with such access controlled by the THPO or his/her designee. FEMA supports hazard mitigation planning that takes into consideration the need to protect from disclosure the location of sensitive cultural sites. See “Integrating Historic Property and Cultural Resource Considerations into Hazard Mitigation Planning” (FEMA 2005).

The THPO, working with the Cultural Resources Stakeholder Working Group, could work to prioritize the inventory and mapping of all cultural resources of significance to the Tribe that are not already contained or referenced (for example, in an Annex) in any Tribal HMP. The THPO, working with the Tribe’s emergency manager or other lead on the HMP, would work to incorporate identified cultural resources into the assets included in the vulnerability assessment portion of the HMP. Where possible, the THPO can also work with the Cultural Resources Stakeholder Working Group to develop reasonable estimates for the financial cost to the Tribe of replacing or restoring cultural resources to assist with future mitigation funding requests.

This Cultural Resources Stakeholder Working Group can also be leveraged to help identify and assess what technical and funding assistance may be immediately available to assist the Tribe in developing an HMP (or HMP Annex) that incorporates Tribal cultural resources. [Section VII](#) contains valuable Templates, Resources and Information for Tribes and Stakeholders, including a [Model Tribal Hazard Mitigation Plan with a Historic Preservation Annex](#) that incorporates cultural resources.

Recommendation Three: Develop a Hazard Mitigation Plan

Based on an understanding of risk, the THPO, or other cultural resources designee, must set priorities and develop long-term strategies for avoiding or minimizing the undesired effects of disasters on cultural resources. A written HMP is the outcome, one ideally approved by the Tribe and by FEMA to gain access to non-emergency Federal aid, and can be the focus of the Tribe's emergency management implementation efforts. In the context of cultural resources, this means having the right individuals at the table, such as the THPO or other cultural steward, to integrate cultural issues throughout HMP drafting.

Whether the Tribe has an HMP in place now or not, it should leverage the Cultural Resources Stakeholder Working Group to either create a model HMP incorporating cultural resources or an Annex to an existing HMP that does the same. Do not assume your HMP contains a cultural resources component.

If your Tribe does not have an HMP, reach out to the Cultural Resources Stakeholder Working Group and any Tribes in the region to seek a template. You can also start with the Model HMP and HMP Annex templates in Section VII.

With a starting template, utilize the resources and talents of the Cultural Resources Stakeholder Working Group to review each component required in an HMP to determine:

- Where cultural resource issues can be added to the History, Hazards, Structures, Asset/Vulnerabilities and other information required in an HMP, and
- How the THPO or other Tribal cultural resources expert can be integrated explicitly into the Response, Recovery, Mitigation and Preparedness components of the plan, including training, training exercise, certification, and funding.

Emergency response actions that take place after a disaster can cause extensive damage and even destruction to cultural resources. Under the guidance of the THPO, the Cultural Resources Stakeholder Working Group could undertake the following:

1. Develop for integration into the HMP, or an HMP Annex, policies and procedures for documentation, salvage, and other post-disaster procedures for cultural and historic resources. The THPO, or other cultural resources designee, could be responsible for ensuring that local building and emergency officials are aware of the procedures outlined in the HMP or developed pursuant to this plan and allow time to properly evaluate damage and explore preservation solutions.
2. The THPO, or other cultural resources designee, could seek increased coordination between cultural and emergency management experts at the Tribe. The THPO and emergency management officials need to work closely together to merge public and property safety goals with cultural resource protection goals. As a first step, to help ensure that the historic integrity of natural and cultural resources and historic property are protected during mitigation projects, the THPO

can undertake a regular review of current emergency plans and share the most current cultural resource inventory and protection recommendations with Tribal emergency management officials.

3. The THPO could work to incorporate clear procedures for the THPO to allow others to access the location of identified cultural resources as part of the response, recovery and mitigation process. The THPO could take the lead role in these efforts and provide guidance to emergency response teams on preserving the integrity of historic resources during restoration and repair efforts.
4. The HMP should make clear that the THPO, or other cultural resources designee, can play the lead role in an Emergency Operations Center (EOC) established during a hazard event. He or she can be an integral part of the EOC team to support the EOC's work by identifying cultural resources at risk, recommending appropriate professional staff and trained volunteers for damage assessment teams, evaluating damage reports, and consulting on site-specific recovery efforts, especially in historic areas or in areas of traditional cultural and spiritual significance that may require special treatment.
5. The THPO, or his/her cultural resources designee, could have a role in surveying conditions and impacts to at-risk natural and cultural resources and historic properties to determine the nature and scope of impacts, and suggest mitigation procedures in the form of stabilization, reconstruction, or mitigation through data recovery.
6. Train qualified historic preservation professionals to participate in damage assessment teams, and train emergency responders in cultural resource protection priorities. The THPO can seek opportunities to train (a) Tribal and non-Tribal emergency management personnel in historic preservation issues relevant to disaster planning and response, and (b) cultural resource Stakeholders identified by the THPO or other cultural resources designee to participate in emergency planning and response.

Recommendation Four: Implement Plan and Monitor Progress

The THPO can implement the cultural resource aspects of the HMP through specific mitigation projects. The THPO can conduct periodic evaluations to assess changing risks and priorities and make revisions as needed. In the context of cultural resources, this means that the THPO or other cultural steward is actively engaged in activities, plans, programs, training and other areas designed to push forward implementation of the HMP.

During this stage, the THPO or other designee can seek opportunities to:

- Develop or support Tribal policies to integrate cultural resources into emergency management structures and procedures, such as new fire codes and other

requirements to enhance safety of cultural resources.

- Pursue activities and tools to reduce and mitigate damage from hazards to natural and cultural resources and historic property, such as environmental debris clean-up and waste removal and other efforts consistent with reducing risk to cultural resources.
- Train in emergency management principles, specifically emergency response, recovery, mitigation and prevention as they apply to such cultural resources as libraries, historic structures, artifacts and other items.
- “Braid” available funding sources to meet the cultural resource protection goals of the Tribe as articulated in the HMP.
- Establish mutual aid agreements with state, local and tribal governments before an incident. See [Sample Mutual Aid Agreement](#), Section VII.A.4.

“It’s important that your Tribe test your plan on a regular basis and that you seek to establish mutual aid agreements with neighboring jurisdictions before an incident. You need to evaluate and redesign, if needed, and include your mutual aid partners when testing.” – Freddie Romero, Cultural Resources Coordinator, Santa Ynez Band of Chumash Indians (SYBCI) Elders Council

The Cultural Resources Stakeholder Working Group can regularly evaluate the Hazard Mitigation Plan or HMP Annex, at least annually, to evaluate progress and areas in need of amendment or supplementation.

Section IV Recommendations: Other Stakeholders

Recommendation One: Include Cultural Resources in Emergency Management Planning and Response

As discussed in Section II, Federal law supports the full integration of cultural resources into emergency response. More needs to be done, however, to include cultural resource issues as part of emergency planning and response. Successful integration of cultural resource preservation and emergency planning must integrate two audiences: cultural stewards and emergency responders. This will require greater representation of cultural resource concerns within Federal, State and Tribal emergency management planning bodies.

In addition to the actions that can be taken by Tribes as discussed in Section III, Stakeholders can do more by:

1. Establishing a Centralized Point of Contact

DHS/FEMA and DOI/NPS could jointly support more resources to the HENTF discussed in Section II – or another appropriate centralized office – to act as a coordinating force for the integration of cultural and historic resource protection in emergency planning. See discussion in Section II.B.1.

- Providing greater resources to HENTF could further assist with (a) identifying and developing needed supplements to emergency planning training curriculum and technical advice appropriate for and tailored to Tribal governments, (b) expanding education and awareness training for Tribal representatives and other Stakeholders who work with Tribes in emergencies, and (c) management of a clearinghouse of information like that contained in Section VII to make current technical assistance and funding-source information available to Tribes on an ongoing, consistent basis.
- HENTF could also, for example:
 - Work with Tribal leaders to initiate awareness campaigns to distribute relevant information directed to a joint audience of Tribal emergency management and Tribal cultural stewards, including THPOs
 - Build on existing efforts of the U.S. Department of the Interior with the assistance of FAIC and BIA’s TAC-G to provide emergency planning and response training to Tribal governments
 - Support expanded training for first responders regarding cultural resource protection before, during and after disaster

2. Breaking Down Silos of Communication

Efforts by FEMA, nongovernmental organizations and other Stakeholders who play a key role in providing emergency management training to Tribes can take additional efforts to integrate cultural resource protection issues by:

- Including on the agenda for all emergency management training the topic of cultural resource integration
- Ensuring that all training materials include cultural resource issues

- Reaching out to expand the audience for emergency management trainings to include Tribal cultural resource experts

The above recommendations are supported by the Case Studies in this Report. These Case Studies demonstrate that emergency responders trained in Tribal cultural resource issues are more effective at assisting Tribes in time of emergency and that greater coordination of cultural resource response efforts at the Federal level is needed.

Recommendation Two: Include Emergency Planning in Cultural Resource Programming and Activities

In addition to the need to further integrate cultural resource issues into emergency planning at the Stakeholder level, there is a need to further integrate emergency planning into cultural and historic resource Stakeholder activities.

For example, the Case Studies in this Report reveal a challenge some Tribes face in having cultural resource experts on the ground appropriately trained or certified for immediate response to an emergency. This situation creates delays in having the THPO or other cultural resource expert included in post-disaster recovery activities. In short, when the THPO and other Tribal cultural resource Stakeholders have basic emergency planning and response knowledge and preparation, the Tribe's goals of cultural resource protection in times of emergency are supported and better implemented.

Some of the actions that Stakeholders can take to better incorporate emergency planning issues into cultural resource Stakeholder forums to support Tribes include:

- Tailoring high-quality museum, collection and archives disaster preparedness and response materials, such as those resources listed in [Section VII](#), to be more inclusive of the concerns of Tribes
- Including on the agenda at cultural resource forums information on emergency planning issues
- Reaching out to expand the audience for cultural resource informational forums to include emergency management experts
- Serving as advocates for greater inclusion of cultural resources in emergency planning at the local, State, Tribal and Federal level

Recommendation Three: Increase Access and Availability of Culturally Relevant Response, Recovery, Mitigation and Preparedness Resources for Tribal Governments

Building on Recommendation One, increasing integration of emergency management and cultural resource protection activities, more can be done to increase access and availability of culturally-relevant response, recovery, mitigation and preparedness resources for Tribal governments. For instance, the recommendation to establish a centralized point of contact through HENTF or other centralized office will assist in identifying and developing needed supplements to FEMA or other Federal-level emergency planning training curriculum and technical advice appropriate for and tailored to Tribal governments, expand education and awareness training to Tribal representatives and other Stakeholders who work with Tribes in emergencies, and serve as the management of a clearinghouse of information like that contained in Section VII to make current technical assistance and funding-source information available to Tribes on an ongoing, consistent basis.

To better demonstrate Federal support for integrating Tribal cultural concerns into existing emergency management frameworks (see discussion in [Section II.B.2](#)), HENTF could also, for example, with greater resources, oversee an update to (1) the Tribal Cultural Support Annex to clearly address how cultural resource protection relates to the TCS Annex and to (2) the FEMA publication “Integrating Historic Property and Cultural Resource Considerations into Hazard Mitigation Planning” (FEMA 2005) to better incorporate Tribe-specific concerns into hazard mitigation planning.

Similarly, Stakeholders specializing in cultural resource issues that include museum, collection and archives best practices could tailor disaster preparedness and response materials, such as those resources listed in [Section VII](#), to be more inclusive of Tribal concerns.

Recommendation Four: Support Increased Funding and Equitable Participation by Tribes in Funding Programs and Initiatives That Support Cultural Resource Integration in Emergency Management

Tribes of all sizes lack adequate funding not only for the development of basic EOPs and HMPs, but for implementing them when they have them. Some of the challenges referenced in the Case Studies in this Report include, among others:

- lack of funds to put in place staff who can serve as a liaison between emergency management and cultural resource preservation staff at the Tribe
- the multiple demands on THPOs and the need for increased resources to expand the THPO office to engage in emergency response planning activities
- the pressing need by many Tribes to start or complete an inventory and mapping of cultural resources to be protected in case of emergency, including surveys of cultural resources and identifying them with GPS and mapping them with current GIS

technology so as to be compatible with Federal, State and Tribal emergency preparedness databases and mapping platforms (see [Case Study for Nez Perce Tribe in Section V](#))

- lack of funds to pay for historic property preservation and damage mitigation assessment reports, leaving historic properties more vulnerable to future disasters
- finding an immediate source of funds to pay Tribal representatives and others who can respond quickly to an emergency as monitors of sacred sites and other cultural resources
- funds to quickly train individuals to respond to a large-scale disaster (such as HAZMAT training)

The additional responsibilities of a THPO or other designee in taking the lead in coordinating the planning, policy and activities in a Historic Preservation Hazard Mitigation Plan require the identification of funding support to assist Tribes in their duties. In short, Tribes need an expanded, consistent and dedicated source of baseline funding to assist with the integration of emergency management and cultural resource protection at the Tribe. Section VI includes a detailed report on current funding support and funding needs for Tribes in this area.

By providing adequate funding to Tribes to integrate cultural resources into emergency planning, the THPO or other designee at the Tribe can play a formal, ongoing role as the Tribe's lead point of contact and liaison between Tribal emergency responders and Tribal cultural resources personnel to advance cultural resource protection in times of emergency. Section VI includes a detailed report on current funding support and funding needs for Tribes in this area, including a model THPO budget that identifies information provided to us by Tribes about how additional funds in the THPO program could be used to advance cultural resource protection goals.

Section V Case Studies

Beginning in spring 2015, NATHPO solicited input from THPOs through the distribution of a written survey and telephone interviews regarding the current state of planning and preparedness for protecting cultural resources in the event of an emergency. NATHPO also spoke on the subject of this Report at two 2015 National Congress of the American Indian (NCAI) events and at the 2015 NATHPO Annual Conference. NATHPO also spoke on a regularly scheduled TAC-G call regarding the research project. Thirteen Tribes contacted NATHPO with an interest in participating in the research. Five committed to completing the survey but have not been able to share the completed survey with NATHPO to date. Eight Tribes, to date, have generously committed their time to a telephone interview, reviewing and approving the included Case Studies, and we thank them for their involvement in this project. The following case studies have been approved by the Tribes for inclusion in this Report.

Alaska: Organized Village of Kake (OVK)

The Organized Village of Kake (OVK) is the federally recognized Tribal government located on an island in southeast Alaska accessible only by water or air. The closest logistical hub is either Anchorage or Seattle, each hundreds of miles away, and the largest nearby city is Juneau, which is 90 air miles away. In any disaster, the Tribal community must be self-reliant for a significant period of time before outside help can arrive.

OVK has experienced numerous incidents of high winds, flooding, earthquakes, gas spills, and heavy snow, and increasingly sees threats from climate change in the form of increasing fire risk due to extended drought, more severe wind storms and ocean surges with accompanying erosion.

Kake Cannery is located on OVK trust land and built on the site of a traditional Tlingit fishing camp. The Cannery was designated in 1997 as a National Historic Landmark. In 2013, the Kake Cannery was named by the National Trust for Historic Preservation as one of America's "11 Most Endangered Places" and is also on the Alaska Association for Historic Preservation's list of Most Endangered Historic Properties. OVK also hosts the first Bureau of Indian Affairs school in Alaska and the world's tallest totem pole, which was damaged in Summer 2016 by high winds.

In 2005 and 2010, the Kake Cannery was damaged by heavy winds and snow, and OVK received financial assistance for clean-up and some repair work from the Bureau of Indian Affairs (BIA). The cannery is currently threatened by rising water levels. The cost of environmental clean-up if the Kake Cannery were to collapse is estimated to be between \$8 and \$11 million, while the work to fully stabilize the facility is estimated at \$4 million. Initial funding for work on stabilization of the main building of the historic cannery began in late 2014 with assistance from the National Park Service (NPS) and the BIA, with plans for adaptive reuse in the future.

OVK is incorporated, generally, in the State of Alaska Hazard Mitigation Plan (2013), as are all Tribal governments in Alaska that do not have their own Hazard Mitigation Plan (HMP). It is therefore eligible as a sub-grantee through the State and may apply for hazard mitigation project funding in cooperation with its local communities. It must meet the same local government or sub-grantee responsibilities as non-Tribal communities.

OVK has been part of the City of Kake Local Hazard Mitigation Plan (LHMP), but due to staff limitations at the Tribe, the Tribe has not been actively involved in coordination with the City and other stakeholders regarding that LHMP, nor does that plan include details on the protection of OVK cultural resources, including the Kake Cannery. Further, in the event of a hazard event, the City of Kake's emergency response capabilities are limited: it only has a volunteer fire department, and fire and emergency personnel are often gone during peak commercial fishing season. The Tribe has little access to funds through the City of Kake or State of Alaska to help advance its emergency response and preservation efforts.

OVK can elect to receive FEMA hazard mitigation funding directly as a sovereign grantee, but to do so it must have a FEMA-approved HMP (44 CFR §201.7), pay the non-Federal share of grantee funds and fulfill grant accounting requirements. At this time, OVK does not even have an Emergency Operations Plan on which to base a formal HMP.

The Tribe's prioritization for current needs include:

- Access to basic technical assistance to assist the Tribe in developing an Emergency Operations Plan and ultimately an HMP that include the integration of cultural and natural resource and historic property protection.
- Emergency response training for Tribal personnel, including the THPO, who would need to participate in damage assessment teams, including Hazardous Waste Operations and Emergency Response Standard (HAZWOPER) certification that may be necessary for responders if significant further damage occurs to the Kake Cannery.
- Basic emergency response equipment, including alarms, fire prevention, emergency radios, generators, water, food, medical and other emergency supplies.
- Technical assistance and GPS mapping equipment to complete an inventory of resources located on OVK's 14.8 acres of trust property, converting drawings and documents to digital files, and locating and mapping cultural sites off of trust land throughout the City of Kake and on native restricted town sites and native allotments, including sacred subsistence gathering sites for clams, berries, hunting, traditional plants, and fishing, as well as old gardens, burial sites and other cultural resources.
- Funds for Tribal personnel to take the above actions and to increase coordination with the City of Kake, the U.S. Coast Guard, U.S. Forest Service, Bureau of Indian Affairs, NPS, and other Federal, State and local government representatives to share information regarding emergency response and resource protection.

In Fiscal Year 2016, OVK's THPO received an apportionment of \$51,000 from the NPS Historic Preservation Fund specifically designated toward the THPO's current responsibilities in working with Federal agencies on Section 106 undertakings under the National Historic Preservation Act and related activity.

Summary based on telephone interview and written survey response from Teresa Gaudette, Tribal Historic Preservation Officer, Organized Village of Kake, and independent research of public information. This summary was approved for use in this Report by OVK.

California: Middletown Rancheria of Pomo Indians

The Middletown Rancheria of Pomo Indians of California (the “Tribe”) in Middletown, Lake County, California is a federally recognized Tribe located on a 108 acre reservation, or called a Rancheria in California, with approximately 200 recognized Tribal members and surrounded by state, federal and private properties containing much of the ancestral lands of their Lake Miwok People. Although the Tribe was named as a Pomo Tribe, our membership consists of Wintun, Wappo, Pomo and Lake Miwok, through custom and marriage, but we follow our linguistic boundaries of our Lake Miwok language when mapping our cultural sites and areas of concern. The Tribe has active businesses in Middletown that employs almost 300, making them one of the largest employers in their county, and brings hundreds of visitors to the area daily. On September 21, 2015, the Federal Emergency Management Agency (FEMA) made a Federal disaster declaration to supplement state and local recovery efforts in the area affected by the Valley Fire in Lake County, California which impacted 90,000 acres including Middletown Rancheria’s reservation and its ancestral lands.

The State, through the California Office of Emergency Services (CalOES), Office of Tribal Coordination, played a key role in helping coordinate impacted Tribal communities. The Inter-Tribal Long Term Recovery Foundation (ITLTRF) and the Tribes participating in that group, including La Jolla Band of Mission Indians, also played a critical role in supporting the Tribe during and after the fire by assisting with setting up an ad hoc Emergency Operations Plan, and even sending experienced Tribal representatives to participate in council meetings, state calls, and community meetings to advocate the tribe’s interest and guide the tribe. The California Tribal Assistance Coordination Group was also closely involved in coordinating the Valley Fire response and the Tribe also worked with the FEMA, Bureau of Indian Affairs, U.S. Fish and Wildlife Service, Bureau of Land Management, Federal Highway Administration and state fire, transportation and other agencies during a long recovery effort due to the large amount of land and structures damaged by the fire.

Within a day of the start of the fire, the tribe’s Tribal Historic Preservation Officer (THPO) was contacted by the BLM and Calfire to formulate maps locating the Tribe’s cultural sites then three days later the California Department of Transportation contact the Tribe to subcontract for tribal monitoring services for a Section 106 process of inventory and assessment of cultural/archaeological sites. Also the Tribe provided tribal monitoring involving large crews from private utilities restoring power to the area. FEMA and CalOES were also involved. The Tribe needed numerous tribal monitors for a large tract of impacted land due to the 24-hour a day scale of the utility activity and all monitors that were to participate in the Debris Removal Project needed to be immediately Hazmat trained to enter the sites. The tribe was able to receive HAZWOPER 40 training for tribal monitors from FEMA as a requirement of California Department of Resources Recycling and Recovery (“Cal Recycle”) but that training took seven days for each monitor and FEMA had covered the expenses. These dedicated tribal monitors worked in the field during the day and attended the training each evening.

The Tribe had a smooth experience working with federal agencies and the state on tribal monitoring. In particular, the U.S. Fish and Wildlife Agency representative was experienced with tribes and understood fully that the locations of the sites being monitored were confidential to the

tribe and that the tribe could stop the project at any time.

The Tribe had monitors in the field for fourteen months, with additional post recovery projects which are still ongoing, due to the fact that the large burn tracts made visible burial and other sites. The tribal monitors carried and distributed a card with THPO contact information, pictures of artifacts to guide crews in the field, and were given hard copy maps of sensitive areas for use in monitoring but did not have access to the tribe's inventory of sites maintained by the THPO.

Based on this experience, the tribe is taking the following actions and makes the following recommendations:

1. The Tribe has engaged in a programmatic agreement with FEMA to agree on coordination prior to a future event.
2. The Tribe is in planning for adoption of a formal Emergency Operations Plan and Hazard Mitigation Plan, both of which will address planning for and response for cultural resource protection.
3. The resources and support of the Inter-Tribal Longer-Term Recovery Foundation (ITLTRF) was extremely valuable to the tribe and has led to more active engagement with the seven Tribes in the area to coordinate emergency response. The tribe believes it is extremely valuable to have tribal regional cooperation based on this model as a cost effective resource and support for smaller tribes.
4. The tribe's strong personal relationships with state and local agency officials was invaluable in the resulting smooth coordination of the tribe's monitoring work, as there was a high degree of knowledge about the tribe and its cultural concerns among local and state officials.
5. Tribes need to have immediate access to cash for training and paying tribal monitors as subcontract funds and FEMA reimbursement comes with significant delays.

Case Study based on interviews and communications with Stephanie Reyes, Tribal Historic Preservation Officer at Middletown Rancheria and publicly available information

Idaho: Nez Perce

The Nez Perce Indian Reservation covers about 1,200 square miles with a reservation population of approximately 18,000. The Tribe has had frequent flooding and wildfire events affecting large areas of both the reservation and the surrounding State and Federal lands. In 2005 and 2010, Presidential disaster declarations provided relief through the State of Idaho for a portion of the Nez Perce Indian Reservation to help recoup costs associated with damages and losses resulting from heavy spring rains and floods.

The Tribe has also received Tribal Homeland Security Grant Program (THSGP) funding to assist the tribe in strengthening its capacity to protect against, mitigate, respond to, and recover from potential hazards. The tribe has also received funding from State agencies for equipment and as a sub-grantee for historic preservation monitoring activity.

The tribe shared the following recommendations from its experience on numerous disaster response teams:

1. **Training Non-Tribal Emergency Responders:** Based on the Tribe's experience, Federal personnel sent to a Tribe as part of a damage assessment team, as an archeologist or in another role, are much more valuable to the Tribe if they have some training or experience working with Tribes. After the 2010 disaster declaration, for example, FEMA sent an individual to the Tribe to assist with clean-up and damage assessment, but that individual had no local knowledge and was not effective in identifying historic properties or archeological resources significant to the Tribe.
2. **Mapping:** The tribe works with the U.S. Forest Service, Bureau of Land Management, and NPS, as well as Idaho Department of Lands, and local and regional governments and landowners when responding to fire and flooding incidents. The Tribe has experienced challenges with different Federal agencies regarding GIS data, which makes it very difficult and time consuming for the Tribe to determine the impacted area and what cultural resources are potentially at risk, before and during emergency events.
3. It would be very helpful if emergency response planning could focus on creating standardized **GIS database templates** that could be populated by the Federal, State, local, and Tribal agencies that possess cultural resource data. This would greatly speed the sharing of vital data so that the Tribe and responders can better and more quickly assess potential cultural and historic preservation impacts. These issues can be critical for tribal historic preservation, as most damage to sites occurs during the immediate response phase where vehicles and heavy equipment are entering Tribal land, and time lost identifying impacted areas during this period puts cultural resources at unnecessary risk.
4. **Increased Agency Coordination with Tribes:** In the Tribe's experience, Tribal representatives need to be better integrated into large-scale disaster response such as wildfires that involve many stakeholders. The Tribe has experienced being notified later than other stakeholders about an event. The Tribe has also experienced lack of knowledge among stakeholders that the Tribal Historic Preservation Officer is the appropriate point of contact at the Tribe to address cultural resource protection issues. In a disaster situation, FEMA normally turns immediately to Federal agency field staff or State and local officials, not Tribal officials, for information about cultural resource protection issues. These local stakeholders need better training about the importance of bringing the Tribal representative to the response early and the need to consult with the Tribe about cultural resource information that may not be contained on local GIS maps, due to site sensitivity or other concerns, but instead may be

maintained by the THPO or other tribal members. Nez Perce Tribe, for example, maintains site location information at the THPO office and provides access to Tribal members and others on a need-to-know basis only.

5. **Inventory:** The tribe has a continuing need for resources and staff to identify, locate and map cultural resources on Federal and Tribal land. In addition, State and Federal GIS platforms contain some data about Tribal cultural resource locations, but there needs to be a way to coordinate that data so that sites sensitive to a Tribe are noted but without location details.

Case Study based on independent research of public information and telephone interviews and communication with Patrick Baird, Tribal Historic Preservation Officer for Nez Perce Tribe

Minnesota: Mille Lacs Band of Ojibwe

The Mille Lacs Band of Ojibwe (MLB or the Band) has approximately 4,100 enrolled members and, together with other Indian and non-Indian family members and employees of the MLB, the Tribal government serves an estimated 7,000 people. The reservation is susceptible to a number of hazards, including natural hazards (wildfires, flood, violent storms, blizzards, heavy snows, ice storms, sleet, tornadoes, straight-line winds, thunderstorms, hail, lightning, extreme temperatures, drought, dam failure, earthquake, sinkholes and land subsidence, and landslide), as well as man-made hazards, including water supply contamination, structural fire, hazardous materials, nuclear accidents, infectious disease and solar storm/flares. The Band was included in two State-declared disasters in two separate years due to a straight-line wind incident that caused massive tree blow-down and a second incident that caused high-water damage due to torrential rains.

Emergency response on the Mille Lacs Reservation is governed by its Tribal-, State- and Federal-approved Tribal Emergency Operations Plan (EOP). Tribal Emergency Management, which oversees the EOP, is under the Mille Lacs Tribal Police Department and staffed by thirty-two sworn officers and four civilians, including a full-time, certified Tribal Emergency Manager. The Band's EOP includes a fully functioning twenty-four member Tribal Emergency Response Committee (TERC) consisting of all department commissioners and key staff, including the Tribe's Department of Natural Resources, where the Historic Preservation Office is located. In the development of the EOP, the THPO reviewed the plan for incorporation of cultural resource issues. The HMP that has been approved by the Tribe, State and FEMA Region V addresses sacred sites and cultural resources by noting:

There are many sites that are sacred to the Ojibwe people. Some of these sites are on MLB property. It is forbidden to reveal the location of a sacred site or any other site-specific information to non-Ojibwe people. The Band has a record of these sites and it includes them through this reference in its disaster and emergency preparedness, mitigation and response plans and procedures. In addition, in the portion of the HMP listing the inventory of critical structures, sacred sites are listed as a category, but without further detail and including a

note that the sacred site location information is maintained by the tribe's designated representatives at the Department of Natural Resources and by Elders. Similarly, in the HMP discussion on "Special Event Areas and Historic Resources" there is a note that "additional historic resources and sacred sites, including Ojibwe and Lakota sacred sites, are managed by the Mille Lacs Band, and information is maintained with the Band's DNR Office.

The Mille Lacs Band received "one-time" FEMA grant funds in 2000 per Presidential Executive Order for Tribal Emergency Management startup to help the Band establish a Tribal Emergency Management position, EOP and TERC development and community education material. Later, the Band's Tribal Emergency Management received HM Grant funding to develop the FEMA-compliant All Hazards Emergency Operations Plan and All Hazards Mitigation Plan, and to stay compliant with NIMS and related requirements. To maintain a high level of operations, the Band has made a commitment to fund a full-time Tribal Emergency Manager, and it utilized HM grant funding after being included in two federally declared disasters for supplying backup generator power to its four Tribal Community Centers for COOP, Sheltering and Alternate Care Facilities. The Band also actively utilizes available training resources, including emergency management training at FEMA's Emergency Management Institute and FEMA Region V training videos for tribal leadership that address cultural resource issues.

The Band's experience provides several lessons for other tribes, including:

1. **Steady Commitment by Tribal Leadership:** The Band's leadership has made a strong commitment to invest in Tribal Emergency Management that, since inception of their operations planning in 2000, has led to Mille Lacs capabilities being viewed as a model and template for Tribal governments by the State of Minnesota, FEMA Region V and EPA Region V. To maintain a high level of operations, the Band has made a commitment to fund a full-time Tribal Emergency Manager and TERC participation.
2. **Use of Existing Resources:** Since none of the 11 Sovereign Nations in Minnesota receive EMPG funding from MN HSEM, the Mille Lacs Tribal Police Department funds the full-time Tribal Emergency Management position. The Band received FEMA HM grant funding to update the All Hazards Tribal Mitigation Plan, but updating the Tribal EOP and providing training and exercises to the Tribal Emergency Management Committee and staying compliant with NIMS and related requirements is done internally. The Band has also actively utilized available training resources, including emergency management training at FEMA's Emergency Management Institute, as well as FEMA Region V training videos for tribal leadership that address cultural resources issues.
3. **Integration of Cultural Resources:** By establishing the Tribal Emergency Response Committee as part of the Emergency Operations Plan as required by Presidential Executive Order in 2000, the Band has put the Historic Preservation Office and the THPO "at the table" for all emergency planning and response

activity engaged in by the Band. Further, the Band has managed the concerns about the confidentiality of sacred site and cultural resource locations in the HMP by integrating sacred sites into the plan by reference without listing sensitive locations.

4. **Strong Local Relationships:** The Band has benefitted from strong State and Federal leadership mandating consultation and coordination with tribes and has cultivated through its own efforts partnerships with county, regional, State and Federal officials with emergency response functions and historic preservation functions, including the State Historic Preservation Officer. This coordination is managed by the MLB Commissioner of Natural Resources and the THPO. The “checkerboard” nature of the land holdings in the reservation has necessitated strong partnerships and coordination with county, regional, State and Federal emergency responders that is essential to leveraging resources and capabilities.

In Fiscal Year 2016, Mille Lacs Band received an apportionment of \$63,000 from the NPS Historic Preservation Fund specifically designated toward the THPO’s current responsibilities in working with Federal agencies on Section 106 undertakings under the National Historic Preservation Act and related activity.

Information for this Case Study was obtained from an interview with Monte Fronk, Tribal Emergency Manager with the Mille Lacs Tribal Police Department, and approved for publication by the Tribe.

Section VI Status of Funding for Emergency Preparedness and Tribal Historic Preservation

A. Federal Emergency Management Agency Funding

FEMA grants and disaster assistance are critical to Tribal cultural resource protection in times of emergency because without the development of even basic Tribal emergency management plans and capacity, those Tribal cultural resources are left unprotected or dependent on the actions of State or local responders after an incident. Prior to 2013, in the event of a major disaster, Federal funding assistance to Indian Tribes was dependent on a State Governor’s decision to request funding assistance from the President under the authority of the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (“Stafford Act”). To receive needed Federal funding and support, the Indian Tribe was required to be incorporated into the State Hazard Mitigation Plan (“State HMP”), with all funding made available to the Tribe only through the State. That approach slowed needed funding and resources to Tribes in times of emergency and was inconsistent with the direct government-to-government relationship between FEMA and Indian Tribes.

Congressional response to Hurricane Sandy, in the form of Public Law 113-02 (January 29, 2013), containing the Sandy Recovery Improvement Act of 2013, included, for the first time, authority for Indian Tribes to request a Federal disaster declaration directly from the President.

(Since then FEMA has developed and posted in the Federal Register on January 10, 2017, a Tribal Pilot Declarations Guide that Indian Tribes can use. Prior to this, Indian Tribes used state regulations when submitting their declaration requests.) Specifically, Section 1110 of the Sandy Recovery Improvement Act provides Federally-recognized Tribal governments the option to request an Emergency Declaration or a Major Disaster Declaration under the Stafford Act independent of a request from the State where the Indian lands are located. Tribes can now directly request two types of declarations for FEMA assistance – an Emergency Declaration made before or during the immediate response phase of a disaster, which allows for direct assistance from Federal personnel – or a Major Disaster Declaration, which triggers some or all of FEMA’s disaster assistance programs, including Public Assistance, Individual Assistance, and Hazard Mitigation Assistance.

To access the Federal funding that flows from a Major Disaster Declaration, however, the Tribe must have a FEMA-approved Tribal Hazard Mitigation Plan. As of June 2016, 140 Tribes have approved HMPs. Recent changes made to the Stafford Act to direct Federal resources to Indian Tribes more quickly in the event a major disaster, are a positive sign of progress. In addition, the establishment of a FEMA National Tribal Affairs Advisor (NTAA) and FEMA Regional Tribal Liaisons has assisted in providing Tribal governments with a direct point of contact for information and assistance, including access to FEMA’s Technical Assistance (TA) Program, which provides specialized emergency management planning assistance to Tribes across the nation to develop EOPs and HMPs, build capacity and knowledge about emergency response, educate Tribal leaders in foundational emergency management concepts, and enhance relationships among emergency managers and planners across State, local, Tribal and Federal levels of government. FEMA works closely with the BIA’s Division of Emergency Management to disseminate technical assistance to Federally-recognized Tribes and support closer Federal coordination in support of Tribal government emergency response.

FEMA also provides a variety of reimbursable cost training to Tribal leaders, emergency planners, first responder and others at its Emergency Management Institute (“EMI”) in Emmitsburg, Maryland, including the following valuable E Series (E indicating it is offered at EMI) and L series (L indicating it is offered locally at the Tribe/Tribal association that is hosting it):

- Emergency Management Framework for Tribal Governments (E580) provides basic understanding of emergency management principles and how those principles can be used to develop and implement emergency management systems;
- Emergency Operations for Tribal Governments (E581) helps Tribal officials develop organizational structures, operational procedures, and resources for effective emergency management operations;
- Mitigation for Tribal Officials (E344) covers FEMA’s disaster mitigation programs, Tribal mitigation opportunities, and examples of mitigation success;
- Emergency Management for Tribal Leaders (L583) is a 4-hour short course designed to inform Tribal leaders of the challenges and overview of Emergency Management; and

- Continuity of Operations Training Course (L0552) gives Tribal governments a foundation for ensuring operation of essential government functions during emergency events.

FEMA's Center for Domestic Preparedness in Anniston, AL offers a "Tribal Training Week" each March. In 2016, over 140 tribal attendees representing almost 50 tribes took part in Tribal Training Week.

With regard to funding sources for Tribal emergency planning, FEMA administers the Tribal Homeland Security Grant program (THSGP), which supports the building, sustainment, and delivery of core capabilities to enable Tribes to strengthen their capacity to prepare for, protect against, respond to, recover from, and mitigate potential terrorist attacks and other hazards. Since the program was initiated in Fiscal Year 2008, more than 150 Tribal applications have been funded with approximately \$50 million for capacity and capability building under the THSGP. Tribes are also eligible for other grant-funding programs, including Assistance to Firefighters Grants, Emergency Management Performance Grants, Nonprofit Security Grant Program, Homeland Security Grant Program, Port Security Grant Program, Staffing for Adequate Fire and Emergency Response Grant Program, and Fire Prevention and Safety Grant Program.

Another significant program offered by FEMA is the Hazard Mitigation Grant Program (HMGP). The program is designed to assist communities in implementing hazard mitigation measures following a Major Disaster Declaration and is authorized under the Stafford Act. Federally recognized Indian Tribes are authorized to apply to the HMGP directly. However, HMGP funding is limited, and FEMA cannot fund all applications. Where a State submits an HMGP application, Indian Tribes may receive funds as a sub-applicant. HMGP funds may be used to prevent re-occurrence of damage, such as demolition or relocation of buildings to convert the property to open-space use, retrofitting structures and facilities to minimize damages from high winds, earthquake, flood, wildfire, or other natural hazards, or elevation of flood-prone structures. FEMA can fund up to seventy-five percent of the eligible costs of each project. The State or grantee must provide a twenty-five percent match, which can be fashioned from a combination of cash and in-kind sources. The project sought to be funded must conform to a FEMA-approved Hazard Mitigation Plan.

Under HMGP, the 5% Initiative allows grantees to use up to five percent of total HMGP grant funds for projects that are difficult to evaluate using FEMA-approved cost-effectiveness methodologies, but which otherwise meet HMGP eligibility requirements. Activities funded under the 5% Initiative must: comply with all applicable HMGP eligibility criteria and Federal, State, and local laws and ordinances; be consistent with the goals and objectives of the State or Indian Tribal (Standard or Enhanced) and local or Tribal mitigation plans; and be submitted for review with a narrative indicating there is a reasonable expectation that future damage or loss of life or injury will be reduced or prevented by the activity. Activities that might be funded under the 5% Initiative include: mitigation-related hazard identification or mapping and related equipment; GIS software, hardware, and data acquisition whose primary aim is mitigation; and public awareness or education campaigns about mitigation.

The FEMA grants and training are critical to increasing emergency management capacity. Based on interviews with tribal representatives about cultural resource preservation and emergency response (see [Mille Lacs Case Study](#) in the Report), it is clear that Tribes have very successfully accessed FEMA funds, directly or through the State, to build capacity over time and develop high-quality EOPs and HMPs that incorporate into the response, recovery, mitigation and preparedness stages consideration of Tribal cultural resource issues identified for priority by the Tribe.

However, interviews with Tribes (see [Organized Village of Kake Case Study](#) in this Report) – particularly those that are remote, without strong State or local support or relationships, and with limited resources and staff – reveal that they are struggling to access available funds, technical advice and even online training (due to internet access issues) to provide them with the awareness, training and financial resources necessary to establish even basic emergency response capabilities necessary for cultural resource protection. Such Tribes are a long way from development of an EOP or HMP essential to direct access to FEMA disaster and capacity-building grant-funding opportunities, and remain dependent on a patchwork of State, Federal and Tribal funds to help with individual projects.

B. Tribal Historic Preservation Funding

THPOs receive their funds through an annual formula distribution and have access to a separately funded competitive grant program, the Tribal Heritage Preservation Grant (THPG), both funded subject to annual appropriations. The THPG grants may be used for the costs of staff salaries, surveys and inventories, comprehensive preservation studies, National Register nominations, educational materials, architectural plans, historic structure reports, and engineering studies necessary to preserve historic properties and must help achieve the goals and objectives stated in the Tribe's Historic Preservation Plan.

In the first year of THPO funding in Fiscal Year 1996, twelve Tribes received a total of \$958,500 for an average of approximately \$80,000 each. Due to the increase in the number of Tribes each year that choose to exercise their right to assume SHPO duties, Congressionally-allocated funding to the THPO program – although increased since 1992 – is now divided among more THPOs, resulting in lower annual distributions to each one. The most recent (Fiscal Year 2016) average annual award for the formula distribution was \$60,000, and the entire Tribal Heritage Preservation Grant program allocation was only \$250,000. This funding can be utilized for disaster-related preparedness and mitigation goals of the Tribe, but due to low levels of funding, the program funds instead go to other competing priorities of THPOs.

Many Indian Tribes must utilize their own resources to train THPOs to better exercise the rights and responsibilities provided to Indian Tribes under Federal law, as the current THPO funding formula under NPS is not sufficient to support travel or training for THPOs. In the relatively short time since the authority for their establishment in 1992, THPOs (and for Indian Tribes without a designated THPO, designated representatives of the Indian Tribe) have evolved to serve a significant and critical role in communicating with Federal agencies and other Stakeholders in preserving historic properties, including in times of emergency.

Most importantly, Section 106 protections for Tribal historic resources continue to apply in a disaster or emergency situation if a Federal agency would be carrying out, assisting, or permitting an undertaking with the potential to affect historic properties in response to or as a result of a disaster or emergency. This may include, for example, construction staging, temporary storage, creating access routes, building stabilization, and other actions. Therefore, THPOs are expected to play a critical role in times of disaster in monitoring compliance with Section 106 and other Federal laws authorizing the protection of cultural resources on Indian lands. The Section 106 regulations provide a process for tailoring the compliance process through the establishment of Programmatic Agreements (PAs) containing agency procedures and specific stipulations developed in consultation with Federal agencies, historic preservation officers (SHPOs and THPOs) and other consulting parties prior to an emergency event. As of December 2016, FEMA had executed PAs with three Tribes to govern FEMA's Section 106 responsibilities on the Tribes' lands.

As demonstrated by the NHPA, the current Federal historic preservation legal and funding structure anticipates and mandates that Federal agencies, SHPOs, THPOs and Indian Tribes play a role in protecting Tribal historic properties and in planning for and responding to emergencies to avoid or mitigate damage to historic properties. Through the expanded autonomy provided to Indian Tribes in the 1992 amendments to NHPA, THPOs and other Tribal cultural stewards have evolved quickly to play a central role in coordinating not only Section 106 compliance, but a much wider range of natural, cultural and historic preservation activities that seek to defend and safeguard a Tribe's most valued cultural resources. The Federal funding situation for THPOs does not currently support more active and consistent engagement by THPOs in working with Tribal emergency management programs to integrate cultural resource protection in times of emergency.

C. Special Appropriations from HPF

Historically, Congress has from time to time appropriated funding from the Historic Preservation Fund (HPF) for specific purposes. For example, in Fiscal Year 2016 Congress appropriated over \$8 million for civil rights-focused competitive historic preservation grants. As a result, with Congressional and NPS support, HPF funds could be directed for the specific purpose of enabling THPOs to build greater emergency response capabilities and knowledge as recommended in this Report.

D. Other Funding Sources

Indian Tribes also have access to funding through Federal, and some State, grant programs for infrastructure repair or construction, natural resource management and conservation, and other purposes, which can play a useful role in supporting projects that help build capacity for emergency management or help stabilize or protect Tribal cultural resource assets. But such funding is project specific, often scarce or insufficient, and not authorized specifically for assisting Tribes in building capacity to protect Tribal cultural resources in case of emergency.

E. Budget Needs for THPO Program Integrating Emergency Operations

To better integrate THPOs into emergency management plans at the Tribal level, the following areas of resource needs have been identified in the Case Studies contained in this Report as aligned with the emergency management lifecycle:

Response

- **Ready Access funds:** THPOs need a source of immediately available funds post-disaster to assist the THPO and others in paying for site monitors, emergency responder certifications, and other costs associated with THPO involvement in the initial response phase of a disaster. Tribes often have to front significant costs for THPOs for these needs.

Recovery

- **Certification:** THPOs need assistance with costs associated with having THPO or other Tribal cultural resource experts, including voluntary resource monitors, obtain emergency responder certifications necessary to participate in emergency response, such as OSHA Hazardous Waste Operations and Emergency Response. These certifications have been a barrier in both cost and time to obtain for cultural resources experts needing to access impacted areas in the recovery phase for monitoring, damage assessment and other purposes.

Mitigation and Preparedness

- **Staff**
 - To fund increased, ongoing efforts to advance the goals of the Tribe's existing Historic Preservation Plan, including surveys, inventories, preservation studies, and engineering studies and other activities that support the Tribe's ability to identify cultural resources for inclusion in emergency management plans and to identify and act on mitigation measures for those assets
 - To fund ongoing, consistent efforts by the THPO office to work with other Tribal departments, Tribal emergency managers, Federal, State, local officials and others to prioritize the inclusion of cultural resource protection in emergency plans, including Emergency Operations Plans and Hazard Mitigation Plans
 - To fund ongoing, consistent efforts to help Tribal emergency management agencies incorporate cultural resource assets into Emergency Operations Plans and Hazard Mitigation Plans

- **Travel costs:** To enable THPO/cultural resources staff to attend FEMA and other emergency management training to learn basic emergency management principles
- **Mapping:** To enable THPO and other cultural resources staff to gain skills on GIS mapping of cultural resources, such as Bureau of Indian Affairs GIS Service technology

These activities jointly support the preservation and emergency management goals set forth in the NHPA and Stafford Act. As a result, the cost of these efforts could be jointly supported by DHS/FEMA and DOI/NPS through:

- (1) **A Tribal Historic Preservation Emergency Response Fund** created and funded by FEMA for immediate response needs of THPOs and not restricted to Tribes with a FEMA-approved HMP (administered by FEMA).
- (2) **A Tribal Historic Preservation Emergency Management Grant Program** created and funded by FEMA for work of the THPO for costs associated with the recovery, mitigation and prevention phases of emergency management, and not restricted to Tribes with a FEMA-approved HMP (administered by FEMA).
- (3) Expansion of the existing **Tribal Historic Preservation Grant (THPG)** for emergency management activities by a THPO as approved by the Tribe's emergency manager and funded by NPS or funded cooperatively by FEMA, BIA and NPS, with the ability to take private unrestricted contributions (administered by NPS).
- (4) Expansion of the existing **Tribal Historic Preservation Formula Grant program** to add annual resources for the emergency management activities of a THPO as approved by the Tribe's emergency manager and funded by NPS, or funded cooperatively by FEMA, BIA and NPS (administered by NPS).
- (5) Tribal Self-Funding through Section 106 User Fees.
- (6) One-time appropriation by Congress to the HPF to fund the existing **Tribal Historic Preservation Formula Grant**.
- (7) Annual **Tribal Historic Preservation Formula Grant**, although without a significant, reliable annual appropriations increase to this grant program, the funding would not be sufficient to meet the needs of competing Tribal priorities for use of these scarce grant funds.

A Sample Annual Budget for a THPO to address these needs would include:

Sample Annual Budget for a THPO

Sample Annual Budget for a THPO	
Response	
Ready Access funds: \$10,000-\$50,000 per THPO office post-disaster depending on size of land base and current emergency response capability of tribe.	Immediately available funds to assist the THPO and others in paying for site monitors, emergency responder certifications, and other costs associated with THPO involvement in the initial response phase of a disaster
Recovery	
Certification: \$5,000-15,000 annually depending on needs and current emergency response capability of tribe	<p>THPOs need assistance with costs associated with having THPO or other tribal cultural resource experts, including voluntary resource monitors, obtain emergency responder certifications necessary to participate in emergency response, such as OSHA Hazardous Waste Operations and Emergency Response. These certifications have been a barrier in both cost and time to obtain for cultural resources experts needing to access impacted areas in the recovery phase for monitoring, damage assessment and other purposes.</p> <ul style="list-style-type: none"> • To fund ongoing, consistent efforts by the THPO office to work with other Tribal departments, Tribal emergency managers, Federal, State, local officials and others to prioritize the inclusion of cultural resources protection in emergency plans, including Emergency Operations Plans and Hazard Mitigation Plans • To fund ongoing, consistent efforts to help Tribal emergency management agencies incorporate cultural resource assets into Emergency Operations Plans and Hazard Mitigation Plans
Mitigation and Preparedness	
Staff: \$25,000-\$75,000 annually (1/2 to 1 full-time staff person) depending on needs and current emergency response capability of tribe	To fund increased, ongoing efforts to advance the goals of the Tribe's existing Historic Preservation Plan, including surveys, inventories, preservation studies, and engineering studies and other activities that support the Tribe's ability to identify cultural resources for inclusion in

	emergency management plans and to identify and act on mitigation measures for those assets.
Travel and Conference costs: \$2,000-\$5,000 annually depending on needs and current emergency response capacity of tribe	To enable THPO/cultural resources staff to attend FEMA and other emergency management training to learn basic emergency management principles.
Mapping: \$10,000-\$25,000/annually depending on needs and current emergency response capacity of tribe	To enable THPO and other cultural resources staff to gain skills on GIS mapping of cultural resources, such as Bureau of Indian Affairs GIS Service technology, and related equipment and resources.
Total: \$ 52,000-170,000 per THPO depending on needs and current emergency response capacity	

Section VII Templates, Resources and Information

A. Templates

1. ***Sample Model Tribal Historic Preservation Hazard Mitigation Plan (HMP) Integrating Cultural Resources*** (the template is available here: <http://nathpo.org/wp/resources/emergency-preparedness/>)
2. ***Sample Model Tribal Hazard Mitigation Plan (HMP) With Annex Integrating Cultural Resources*** (the template is available here: <http://nathpo.org/wp/resources/emergency-preparedness/>)
3. ***Tribal Emergency Response Committee Structure*** (the template is available here: <http://nathpo.org/wp/resources/emergency-preparedness/>)
4. ***Sample Mutual Aid Agreement*** (the template is available here: <http://nathpo.org/wp/resources/emergency-preparedness/>)

B. Resources and Information

NATHPO thanks the Foundation of the American Institute for Conservation (FAIC) for assistance in providing many of the valuable information resources listed below for inclusion in this Report. The Resources and Information listed below are accessible by link to the most current website on NATHPO's website. <http://nathpo.org/wp/resources/emergency-preparedness/>

Emergency Management – Cultural (Not Tribe Specific)

- *Training:* The Essential Records and Records Emergency Planning and Response Online Courses (Council of State Archivists)
- *Training:* Courses in Emergency Management for Cultural Heritage Responders (Foundation of the American Institute for Conservation)
- *Report:* United Nations Educational, Scientific and Cultural Organization - Reducing Disaster Risk at World Heritage Properties

Emergency Management –Tribe Specific

- *Coordinator:* Heritage Emergency National Task Force (FEMA and Smithsonian Institution)
- *Training:* COOP Training for Tribal Representatives (Federal Emergency Management Agency)
- *Training:* Emergency Management Institute: Training for Tribal Representatives (Federal Emergency Management Agency)
- *Pamphlet:* FEMA and Tribal Nations: A Pocket Guide (FEMA)
- *Pamphlet:* “Getting Ready in Indian Country: Emergency Preparedness and Response for Native American Cultural Resources” (Heritage Preservation, September 2010) funded by the U.S. Department of the Interior, National Park Service
- *Pamphlet:* FEMA and NHPA: Historic Preservation and Cultural Resources (July 2016)

Emergency Management Model Program – Cultural - Not Tribe Specific

- *Model Program:* Alliance for Response (Foundation of the American Institute for Conservation) Alliance for Response

Emergency Management Model Program – Tribe Specific

- *Model Program:* Emergency Preparedness Resources for Native Americans

Emergency Management Grants – Not Tribe Specific

- FEMA, Pre-Disaster Mitigation Grants, www.fema.gov/pre-disaster-mitigation-grant-program
- FEMA, Emergency Preparedness (Non-Disaster) Planning Grants, www.fema.gov/preparedness-non-disaster-grants

- Foundation Grants for Preservation in Libraries, Archives, and Museums (2010) (Library of Congress)

Emergency Management Grants – Tribe Specific

- Native American/Native Hawaiian Museum Grant Program – www.ims.gov (no cost share, \$5000-50,000) Grants to provide opportunities to sustain heritage, culture, and knowledge through exhibitions, educational services and programming, professional development and collections stewardship.
- NPS Historic Preservation Grants - THPO and SHPO (National Park Service) - Grant categories include: locating and identifying cultural resources including surveying and inventory of historic or significant places, survey of traditional skills and information; preserving a historic property including project preservation planning to preserve a site and repair work; comprehensive preservation planning, oral history and documenting cultural traditions, education and training for building a historic preservation program.
- Preservation Assistance Grants (National Endowment for the Humanities)

Response and Recovery – Cultural, Not Tribe-Specific

- *Publication:* Field Guide to Emergency Response (Foundation of the American Institute for Conservation)
- *Publication:* Museum Handbook, Part I: Museum Collections, Chapter 10: Emergency Planning (National Park Service)
- *Publication:* Pocket Response Plan (PReP) (Council of State Archivists)
- *Outreach:* National Heritage Responders (Foundation of the American Institute for Conservation)
- *Outreach/Training:* Regional Alliance for Preservation (RAP)
- *Policy:* National Response Framework (Federal Emergency Management Agency)
- *Publication:* Conserve O Grams (National Park Service)
- *Publication:* Emergency Response and Salvage Wheel (American Institute for Conservation)
- *Publication:* Field Guide to Emergency Response (American Institute for Conservation)
- *24 Hour Hotline:* Foundation of the American Institute for Conservation – National Heritage Responders – (202) 661-8068
- *Publication:* FLICC Disaster Recovery Contract Guidelines (Federal Library and Information Center Committee)

- *Publication:* Preservation Leaflets: Emergency Management (Northeast Document Conservation Center)
- *Publication:* Rapid Building and Site Assessment Form (National Center for Preservation Training and Technology, National Park Service)
- *Publication:* Salvage Operations for Water Damaged Archival Collections (Betty Walsh)
- *Publication:* Salvage Procedures for Wet Items (Minnesota Historical Society)
- *Publication:* Wet Recovery (National Park Service)
- *Publication:* Working With Emergency Responders: Tips for Cultural Institutions (Foundation of the American Institute for Conservation)
- *Training:* Campbell Center
- *Training:* Northern States Conservation Center
- *Web site:* Disaster Recovery Resources (National Center for Preservation Training and Technology)
- *Online Community:* www.connectingtocollections.org (webinars, discussion forum, and resources library for museum collections care and preservation) (Foundation of the American Institute for Conservation)
- *Web site:* Emergency Response Resources (National Institute for Occupational Safety and Health)
- *Web site:* Find a Conservator (American Institute for Conservation of Historic and Artistic Works)
- *Web site:* Heritage Emergency National Task Force: Response and Recovery Resources (HENTF)
- *Web site:* Information for Owners of Damaged Buildings Following a Natural Disaster (North Carolina State Historic Preservation Office)
- *Web site:* National Response Framework Resource Center: Glossary (Federal Emergency Management Agency)
- *Web site:* Natural Disasters: Preparedness, Planning and Response (National Trust for Historic Preservation)
- *Web site:* Preparing Protecting and Preserving Family Treasures (Library of Congress)
- *Web site:* Primer for Disaster Preparedness (National Park Service)
- *Web site:* Records Emergency Information: State, Local, and Tribal Governments (National Archives and Records Administration)

Mitigation – Not Tribe-Specific

- *Publication:* Disaster Mitigation for Historic Structures: Protection Planning (1000 Friends of Florida; Florida Department of State, Division of Historical Resources; Florida Division of Emergency Management)
- *Publication:* Integrating Historic Property and Cultural Resource Considerations into Hazard Mitigation Planning (FEMA Bulletin 386-6 (May 2005))
- *Web site:* Protect Your Property or Business from Disaster (Federal Emergency Management Agency)

Mitigation – Tribe-Specific Integrating Cultural Resources

- Hazard Mitigation Planning for Tribal Governments (FEMA 2016)
- *Planning Guidance:* Tribal Multi Hazard Mitigation Planning Guidance (FEMA 2010) (includes assessment of cultural and sacred sites as part of risk assessment and the protection of sensitive cultural information by creating a confidential annex to a Hazard Mitigation Plan that is not covered by Freedom of Information Act)
- *Survey:* National Park Service Hazard Mitigation Plan Survey (ongoing, initiated July 2016). NPS Office of State, Tribal, and Local Plans and Grants is conducting a survey of mitigation plans from Hurricane Sandy, Hurricane Katrina, and National Flood and Wildfire States and Tribes to determine the scope of awareness of hazard mitigation planning (HMP) and the level of cultural resource integration with the plans. NPS will evaluate and organize collected data and compile it into a report to share with all SHPOs, THPOs, and Certified Local Governments. The survey questions are derived from FEMA Bulletin 386-6 (May 2005), Integrating Historic Property and Cultural Resource Considerations Into Hazard Mitigation Planning.
- *Publication:* Seminole Tribe of Florida Tribal Historic Resources Office Emergency Plan (Seminole Tribe of Florida Ah-Tah-Thi-Ki Museum)
- *Web site:* National Park Service Tribal Heritage Grants (National Park Service)

Preparation – Tribe-Specific

- Protecting America's Cultural Resources During Disasters (multi-agency)
- *Training:* Go Learn Knowledge Portal: Working Effectively with Tribal Governments Course (U.S. Office of Personnel Management)
- *Training:* National Native Museum Training Program National Association of Tribal Historic Preservation Officers)

Preparation – Cultural, Not Tribe-Specific

- *Publication:* Protecting America's Cultural Resources During Disasters (multi-agency)
- *Outreach/Training:* Regional Alliance for Preservation (RAP)
- *Publication:* Building an Emergency Plan: A Guide for Museums and Other Cultural Institutions (Getty Conservation Institute)
- *Publication:* CCI Notes (Canadian Conservation Institute)
- *Publication:* Conserve O Grams (National Park Service)
- *Publication:* Curatorial Safety Messages (National Park Service Museum Management Program)
- *Publication:* Disaster Planning for Florida's Historic Resources (1000 Friends of Florida; Florida Department of State, Division of Historical Resources; Florida Division of Emergency Management)
- *Publication:* dPlan: Online Disaster Planning Tool (Northeast Document Conservation Center)
- *Publication:* Preservation Leaflets: Emergency Management (Northeast Document Conservation Center)
- *Publication:* Working With Emergency Responders: Tips for Cultural Institutions (Foundation of the American Institute for Conservation)
- *Training:* Campbell Center
- *Training:* The Essential Records and Records Emergency Planning and Response Online Courses (Council of State Archivists)
- *Training:* Northern States Conservation Center
- *Web site:* CalPreservation Emergency Preparedness and Response Resources (California Preservation Program)
- *Web site:* Heritage Emergency National Task Force: Response and Recovery Resources (HENTF)
- *Web site:* Natural Disasters: Preparedness, Planning and Response (National Trust for Historic Preservation)
- *Web site:* Preparing Protecting and Preserving Family Treasures (Library of Congress)
- *Web site:* Records Emergency Information: State, Local, and Tribal Governments (National Archives and Records Administration)
- *Web site:* Primer for Disaster Preparedness (National Park Service)

- *Training:* FEMA-certified courses: National Disaster Preparedness Training Center including “Natural Disaster Awareness for Community Leaders” (Course AWR-310) – ndptc-training@lists.hawaii.edu

General Reference – Cultural, Not Tribe-Specific

- *Publication:* A Public Trust at Risk: The Heritage Health Index Report on the State of America's Collections (Heritage Preservation)
- *Publication:* Archeology Technical Briefs (National Park Service)
- *Publication:* Heritage Health Index: Chapter 7, Emergency Planning and Security (Heritage Preservation)
- *Publication:* Preservation and Management Guidelines for Vanishing Treasures Resources (National Park Service)
- *Publication:* Preservation Briefs (National Park Service)
- *Publication:* Preservation Technical Notes (National Park Service)
- *Training:* Managing Archeological Collections Online Course (National Park Service)
- *Web site:* Federal Preservation Institute (National Park Service)
- *Web site:* National Register of Historic Places (National Park Service)
- *Web site:* Technical Preservation Services, Technical Publications (National Park Service)

General Reference – Tribe-Specific

- *Outreach:* American Indian Liaison Office (National Park Service)
- *Outreach:* FEMA Tribal Affairs (FEMA)
- *Training:* Arizona State Museum: American Indian Programs (Arizona State Museum)
- *Training:* Association of Tribal Archives, Libraries, and Museums Workshops (Association of Tribal Archives, Libraries, and Museums)
- *Web site:* Federal, State, and Tribal Historic Preservation Programs and Officers (Advisory Council on Historic Preservation)
- *Web site:* National Association of Tribal Historic Preservation Officers Web site (National Association of Tribal Historic Preservation Officers)
- NPS Historic Preservation Grants – THPO and SHPO (National Park Service). Grant categories include: locating and identifying cultural resources including surveying and inventory of historic or significant places, survey of traditional skills and

information; preserving a historic property including project preservation planning to preserve a site and repair work; comprehensive preservation planning, oral history and documenting cultural traditions, education and training for building a historic preservation program.

- Preservation Assistance Grants (National Endowment for the Humanities)

Response and Recovery – Cultural, Not Tribe-Specific

- *Publication:* Field Guide to Emergency Response (Foundation of the American Institute for Conservation)
- *Publication:* Museum Handbook, Part I: Museum Collections, Chapter 10: Emergency Planning (National Park Service)
- *Publication:* Pocket Response Plan (PReP) (Council of State Archivists)
- *Outreach:* National Heritage Responders (Foundation of the American Institute for Conservation)
- *Outreach/Training:* Regional Alliance for Preservation (RAP)
- *Policy:* National Response Framework (Federal Emergency Management Agency)
- *Publication:* Conserve O Grams (National Park Service)
- *Publication:* Emergency Response and Salvage Wheel (American Institute for Conservation)
- *Publication:* Field Guide to Emergency Response (American Institute for Conservation)
- *24 Hour Hotline:* American Institute for Conservation – National Heritage Responders – (202) 661-8068
- *Publication:* FLICC Disaster Recovery Contract Guidelines (Federal Library and Information Center Committee)
- *Publication:* Heritage Emergency National Task Force: Cooperative Disaster Network List (Heritage Preservation) *Publication:* Preservation Leaflets: Emergency Management (Northeast Document Conservation Center)
- *Publication:* Rapid Building and Site Assessment Form (National Center for Preservation Training and Technology, National Park Service)
- *Publication:* Salvage Operations for Water Damaged Archival Collections (Betty Walsh)
- *Publication:* Salvage Procedures for Wet Items (Minnesota Historical Society)
- *Publication:* Wet Recovery (National Park Service)

- *Publication:* Working With Emergency Responders: Tips for Cultural Institutions (Foundation of the American Institute for Conservation)
- *Training:* Campbell Center
- *Training:* Northern States Conservation Center
- *Web site:* Disaster Recovery Resources (National Center for Preservation Training and Technology)
- *Online Community:* www.connectingtocollections.org (webinars, discussion forum, and resources library for museum collections care and preservation (Foundation of the American Institute for Conservation)
- *Web site:* Emergency Response Resources (National Institute for Occupational Safety and Health)
- *Web site:* Find a Conservator (American Institute for Conservation of Historic and Artistic Works)
- *Web site:* Heritage Emergency National Task Force: Response and Recovery Resources (HENTF)
- *Web site:* Information for Owners of Damaged Buildings Following a Natural Disaster(North Carolina State Historic Preservation Office)
- *Web site:* National Response Framework Resource Center: Glossary (Federal Emergency Management Agency)
- *Web site:* Natural Disasters: Preparedness, Planning and Response (National Trust for Historic Preservation)
- *Web site:* Preparing Protecting and Preserving Family Treasures (Library of Congress)
- *Web site:* Primer for Disaster Preparedness (National Park Service)
- *Web site:* Records Emergency Information: State, Local, and Tribal Governments (National Archives and Records Administration)

Section VIII Advisory Committee Members

NATHPO/NITHPO formed an Advisory Committee to assist with the development of the Report and is grateful for the volunteer contributions of each Advisory Committee Member listed below. Any opinions, findings, recommendations or conclusions expressed in this material are those of NATHPO only and do not necessarily reflect the views of any individual or entity listed below.

Federal Agency Representatives

Milo Booth, National Tribal Affairs Advisor, Federal Emergency Management Agency
Steve “Sid” Caesar, Chief, Division of Emergency Management, Office of Justice Services,
Bureau of Indian Affairs

Jenifer A. Eggleston, Management Assistant, Office of the Associate Director for Cultural
Resources, Partnerships and Science, National Park Service

Lori Foley, Administrator, Heritage Emergency National Task Force, Office of Environmental
Planning and Historic Preservation, Federal Insurance and Mitigation Administration,
Federal Emergency Management Agency

John V. Ketchum, Federal Preservation Officer, Office of Environmental Planning and Historic
Preservation, Federal Insurance and Mitigation Administration, Federal Emergency
Management Agency

Jennifer Wellock, Architectural Historian, National Park Service

Tribal Government Representatives

John Brown, Tribal Historic Preservation Officer, Narragansett Indian Tribe

Teresa Gaudette, Tribal Historic Preservation Officer, Organized Village of Kake

Ella Myles, Narragansett Indian Tribal Historic Preservation Department

John Murray, Tribal Historic Preservation Officer, Blackfeet Nation

Joseph Ontiveros, Cultural Resource Director, Soboba Band of Luiseno Indians

James Quinn, Tribal Historic Preservation Officer, Mohegan Tribe of Connecticut

Freddie Romero, Cultural Preservation Coordinator, Santa Ynez Band of Chumash Indians

Stephanie Reyes, Tribal Historic Preservation Officer, Middletown Rancheria of Pomo Indians

James Sarmiento, Cultural Resource Manager, Yocha Dehe Wintun Nation

Marissa Turnbull, Tribal Historic Preservation Officer, Mashantucket Pequot Tribal Nation

Non-Governmental Tribal Organizations

Jake Heflin (Osage), President & CEO, iTribal Emergency Management Association (ITEMA)

Robert Holden (Choctaw/Chickasaw), Deputy Director, National Congress of American Indians

Brian Howard (Akimel O’odham), Legislative Associate, National Congress of American Indians

D. Bambi Kraus (Tlingit), President, National Association of Tribal Historic Preservation
Officers

Lynda Zambrano, Executive Director, National Tribal Emergency Management Council

Non-Governmental Cultural Organizations

Jessica Unger, Emergency Programs Coordinator, Foundation of the American Institute for
Conservation of Historic and Artistic Works

John R. Welch, Professor, Department of Archaeology and School of Resource and
Environmental Management, Simon Fraser University and former White Mountain Apache
Tribal Historic Preservation Officer

Section IX Point of Contact for Information, Supplements or Corrections to this Report

If you have suggestions for additional resources or information that can be made available to Indian Tribes or Stakeholders regarding the topic of this Report, or recommended corrections to this Report, please contact Bambi Kraus, President, National Association of Tribal Historic Preservation Officers, at bambi@nathpo.org.