



# HAZARD MITIGATION ASSISTANCE (HMA) TRIBAL ENGAGEMENT STRATEGY

November 2018



FEMA

# HMA Tribal Engagement Strategy

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# HMA Tribal Engagement Strategy

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## 1. Introduction

The Hazard Mitigation Assistance (HMA) Division of the Federal Emergency Management Agency (FEMA) provides grant funding to help stakeholders implement cost-effective, long-term mitigation measures for all natural hazards. HMA programs provide significant opportunities to reduce or eliminate potential losses to state, tribal, local, and private non-profit assets through funding for hazard mitigation planning and mitigation project grants. The three programs HMA administers are the Hazard Mitigation Grant Program (HMGP), the Flood Mitigation Assistance (FMA) Program, and the Pre-Disaster Mitigation (PDM) Program.

- HMGP assists in implementing long-term hazard mitigation measures following a Presidential major disaster declaration.
- FMA provides funds for projects to reduce or eliminate risk of flood damage to buildings that are insured under the National Flood Insurance Program (NFIP) on an annual basis.
- PDM provides funds for hazard mitigation planning and mitigation projects on an annual basis.

HMA supports state, tribal, and local governments as well as private non-profits by providing resources for in four categories: mitigation projects, hazard mitigation planning, technical assistance, and management costs. Federally recognized tribes are able to function as either applicants or sub-applicants depending on a number of circumstances. Tribes, as HMA stakeholders, play a critical role in implementation of HMA programs and in advancing the mitigation mission overall.

Following Hurricane Sandy, Congress passed the Sandy Recovery Improvement Act of 2013 (SRIA), which, in part, allows 573<sup>1</sup> federally recognized tribes to apply directly to FEMA for HMA grants and disaster assistance. Now that HMA resources are available directly to tribes, many are wrestling with how to understand and utilize mitigation opportunities available via HMA grants.

The purpose of this document is to present a clear, coherent picture of what HMA aims to strengthen through engagement and communications with a particular stakeholder group: federally recognized tribes.

Recently, HMA has focused on strengthening tribal relationships and partnerships and has worked closely with the FEMA National Tribal Affairs Advisor (NTAA) as the lead advisor to the FEMA Administrator for tribal affairs at FEMA Headquarters. Additionally, input for this strategy and action plan was provided by relevant tribal stakeholders identified through the FEMA Regions and tribal HMA External Stakeholder Working Group (ESWG) members.

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<sup>1</sup> <https://www.federalregister.gov/documents/2018/07/23/2018-15679/indian-entities-recognized-and-eligible-to-receive-services-from-the-united-states-bureau-of-indian>.

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## 1.1. STRATEGIC FOUNDATIONS

The HMA Tribal Engagement Strategy aligns with and is grounded in three foundational documents:

- FEMA Tribal Policy (2016)<sup>2</sup> - Establishes FEMA's approach to working with tribal governments and outlines a framework for nation-to-nation relations with tribal governments that recognizes tribal sovereignty, self-governance, and FEMA's trust responsibility that is consistent with applicable authorities.
- FEMA Strategic Plan (2018-2022)<sup>3</sup> – Captures and explains FEMA's strategic goals and objectives for the next four years.
- HMA Outreach Framework (2016) – Provides a foundational communications strategy for HMA that promotes mitigation assistance, demonstrates its value, ensures consistent messaging, and promotes program successes.

Though these documents provide overarching guidance, the specific purpose of this document is:

- **To present a clear, coherent picture of what HMA aims to strengthen through engagement and communications with a particular stakeholder group: federally recognized tribes.**

Figure 1 below outlines a small subset of FEMA Strategic Goals, Strategic Objectives, and HMA Outreach Goals which are supported by the HMA Tribal Engagement Objectives.

*Figure 1. Relevant FEMA Strategic Goals, Strategic Objectives, and HMA Outreach Goals*

FEMA Strategic Goals and Objectives	HMA Outreach Goals
<b>Strategic Goal 1:</b> Build a Culture of Preparedness <ul style="list-style-type: none"><li>• <b>Obj. 1.1:</b> Incentivize investments that reduce risk, including pre-disaster mitigation, and reduce disaster costs at all levels</li><li>• <b>Obj. 1.3:</b> Help people prepare for disasters</li><li>• <b>Obj. 1.4:</b> Better learn from past disasters, improve continuously, and innovate</li></ul>	<b>Outreach Goal 1:</b> Increase awareness and participation of states, tribes, local communities, and private non-profits in HMA grant program resources (i.e., funding)
<b>Strategic Goal 2:</b> Ready the Nation for Catastrophic Disasters <ul style="list-style-type: none"><li>• <b>Obj. 2.2:</b> Enhance intergovernmental coordination through FEMA Integration Teams</li></ul>	<b>Outreach Goal 2:</b> Promote the success of HMA efforts and how HMA contributes to improved resilience
<b>Strategic Goal 3:</b> Reduce the Complexity of FEMA <ul style="list-style-type: none"><li>• <b>Obj. 3.1:</b> Streamline the disaster survivor and grantee experience</li></ul>	<b>Outreach Goal 3:</b> Develop and ensure consistent, accurate, and meaningful (i.e., relevant and useful) messaging to a variety of stakeholders

## 1.2. OPERATIONALIZING THE STRATEGY

This document should be used as a guiding reference for HMA outreach and engagement planning efforts with tribal stakeholders and partners. Additionally, it should inform the execution and management of such efforts, as discussed in the corresponding HMA Tribal Engagement Implementation Plan.

<sup>2</sup> <https://www.fema.gov/media-library/assets/documents/25324>

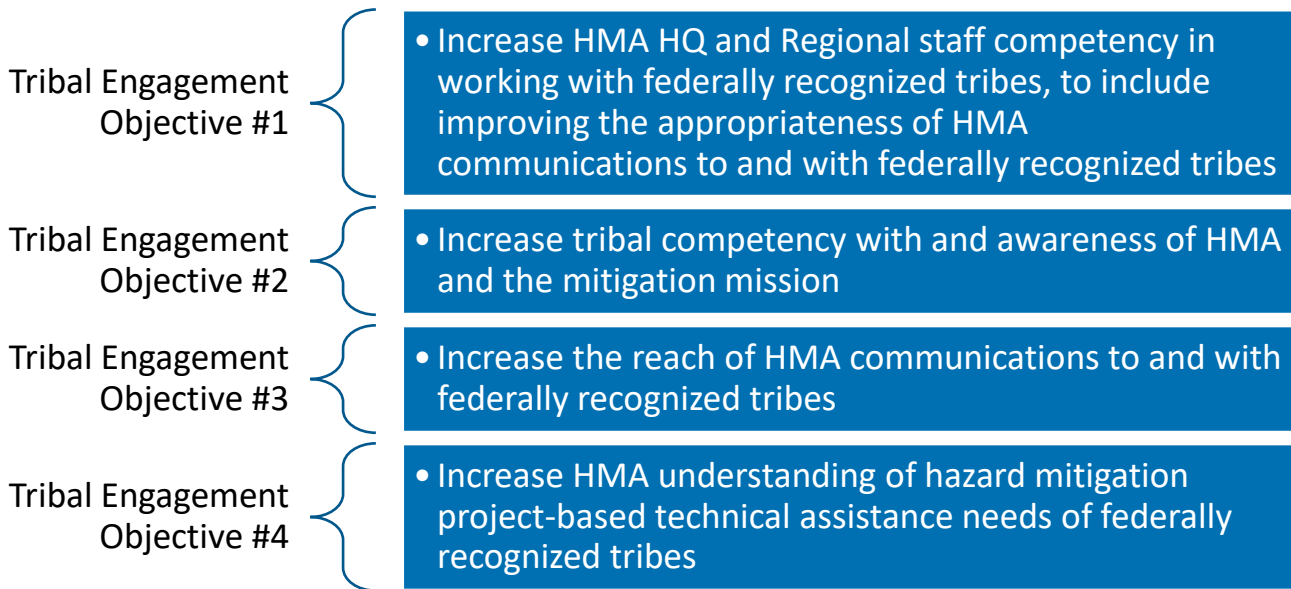
<sup>3</sup> <https://www.fema.gov/media-library/assets/documents/160940>

# HMA Tribal Engagement Strategy

## 1.3. TRIBAL ENGAGEMENT OBJECTIVES OVERVIEW

Recognizing the unique nature of each tribal community and the need to work with all members of tribal communities, HMA is committed to building strong and lasting partnerships with tribal governments to assist in preparing for all threats and hazards, including those unique to tribal communities.

To be more effective in engaging tribal stakeholders, this Tribal Engagement Strategy articulates several key tribal engagement objectives, described in greater detail in Section 3. Tribal Engagement Objectives:



## 1.4. DOCUMENT ORGANIZATION

The remainder of this document is organized as follows:

- **Background and Context** – including key facts, cultural perspective, key constraints, and operating environment
- **Tribal Engagement Objectives** – including narrative descriptions and potential measures
- **HMA Tribal Stakeholder and Partner Analysis** – including identification, prioritization, and analysis
- **Conclusion** – including guidance for how to use this document in combination with the HMA Tribal Engagement Implementation Plan

Additional details for next steps and an implementation plan can be found in the *FY19 HMA Tribal Engagement Implementation Plan*.

# HMA Tribal Engagement Strategy

## 2. Background and Context

American Indian tribes are diverse. While there are commonalities among all tribal cultures there are also many differences. For example, each tribe has its own government, structure, and organization. These differences are what make tribes unique from one another and what make them unique as a stakeholder for HMA.

Tribes are unique in that they are the only HMA stakeholder that can act as either the Grantee or Subgrantee. This means that tribes can play very different roles for different disasters. FEMA staff need to be aware of this unique stakeholder flexibility and adjust guidance accordingly.

### 2.1. TRIBAL FACTS<sup>4</sup>

- American Indian reservation and trust land areas comprise: 56 million acres
- Alaska Native corporations and villages control: 44 million acres
- Total land mass under American Indian or Alaska Native control: approx. 100 million acres
- Navajo Nation is larger than Maryland, New Hampshire, Vermont, Massachusetts, Hawaii, New Jersey, Connecticut, Delaware, and Rhode Island
- Number of tribes located in Alaska: 229
- Number of tribes located in 34 other states: 344
- Total number of federally recognized tribes: 573
- Total population of American Indian or Alaskan Native, as of 2010: approx. 5.2 million people
- Number of federal- and state-recognized American Indian reservations in 2010: 334
- Median income of American Indian/Alaskan Native households: \$35,062
- Median income of US households nationwide: \$50,046
- Percentage of native peoples that lived in poverty in 2010: 28.4%
- Percentage of Americans that lived in poverty in 2010: 15.3%

### 2.2. TRIBAL CULTURE

There are a number of important factors for HMA to be aware of that could impact the awareness, interest, and practice of hazard mitigation by tribes:

- **Some tribes may distrust services that originate from outside the community.** Many rural and tribal communities are reluctant to adopt services designed to fix problems defined and recognized by community outsiders.
- **In many tribal cultures, there is a belief that to dwell on bad things happening (e.g., the risk assessment process), will bring those bad things to you and your people.** Because of this, tribal emergency managers and mitigators have to be very careful about how they portray hazard mitigation.

### 2.3. INDIAN COUNTRY STRENGTHS TO BUILD ON

Indian Country has a number of strengths it can build on as it endeavors to be more disaster resilient:

- Tribes have participated and engaged with HMA through representation on the HMA ESWG.
- There has been increased tribal participation in the Annual Hazard Mitigation Stakeholder Workshops and the corresponding Mitigation Cafes.

<sup>4</sup> National Congress of American Indians, "Tribal Nations and the United States: An Introduction" (pp. 8-9)

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- Indian Country believes in and values community. HMA can help a tribe to become more disaster resilient and protect the community from the risks they face.
- For the first time, in 2018, a tribe submitted a Hazard Mitigation (HM) Plan for Enhanced Plan Status and identified need to revise/review the Tribal HM Plan review tool.

## 2.4. CONSTRAINTS FACED BY INDIAN COUNTRY

Acknowledging that all tribes are unique, HMA has received feedback on a number of common constraints tribes encounter when working with FEMA/HMA. The items below may not apply to all tribes, but were noted as important considerations to keep in mind by the HMA Tribal Engagement Task Force:

### 2.4.1 Capacity

- Varying capacity among tribes to designate official tribal hazard mitigation officers – some are able to do this, but many are not.
- For those tribes that do have official tribal hazard mitigation officers, those individuals are likely wearing multiple hats in addition to hazard mitigation (e.g., emergency manager, incident commander, grant writer, grant coordinator).
- Frequent staff turnover within both tribes and FEMA, complicates the process of finding the right person to talk to about mitigation.
- Many communities, especially small rural ones, have very little capacity and require an external source of funding to build capacity.

### 2.4.2 Resources

- Lack of financial resources of tribal governments to support Emergency Management writ large, not to mention mitigation specifically.
  - Some small tribes may not have a base to build economic development from (i.e., gaming).
- Competing priorities for limited resources within tribes may mean that mitigation is not the highest budgeting priority.
- Cost-match for tribes can be especially difficult.
- Limited opportunities for HMA funding.

### 2.4.3 Power Perceptions

- Limited or no land use authority (e.g., “checkerboard” reservations or tribes without trust lands).
- Although tribes are able to apply for grants as either Recipients or Subrecipients<sup>5</sup> (via the state), tribal priorities may not always align with broader state priorities.
  - Thus, some states provide Emergency Management Preparedness Grant (EMPG) funds to tribes but they may not always be prioritized or they may come with conditions that challenge the sovereignty of the tribe.
- Tribes have been more interested in realizing parity with states than in seeking preferential treatment.

### 2.4.4 Program Knowledge & Experience

- Lack of information and overall knowledge of the HMA programs.
- Complexity of HMA grants.
- HMA program requirements and restrictions can be limiting for tribes.
- Steep learning curve for new Tribal Mitigation Plan Review Guide.

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<sup>5</sup> Note that tribes can be also be subrecipients to inter-tribal organization recipients.

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- 1 • Difficult to navigate aging FEMA technology systems (e.g., NEMIS, eGrants).
- 2 • Whereas US States and Territories have had time to become acclimated to and equipped to
- 3 manage HMA programs and broader homeland security grant resources available for decades,
- 4 tribes have only recently in the last few years been granted access and availability to these
- 5 resources. This difference in capacity and maturity to handle hazard mitigation is one that tribes
- 6 are actively sorting through.

## 8 2.4.5 Culture & Communication

- 9 • Lack of access to and/or unreliable internet connectivity in Indian Country.
  - 10 • Communicating with stakeholders, particularly state and local stakeholders, over the internet
  - 11 and by email is FEMA's standard practice that allows the quick and relatively efficient
  - 12 dissemination of information to broad audience(s) over large distances. Tribal
  - 13 representatives have provided HMA feedback that internet access is not a capability that
  - 14 should be assumed of all tribes.
  - 15 • As of June 2016, 41% of those living on tribal lands don't have access to internet<sup>6</sup>. Such
  - 16 circumstances mean that channels like email and distribution lists that allow HMA to serve
  - 17 many other stakeholders (e.g., states, local jurisdictions) more quickly, turn into potential
  - 18 barriers when it comes to tribal engagement.
- 19 • Cultural conflicts – sometimes the mere discussion about disasters can be viewed as inviting
- 20 disasters to happen to a tribe.
- 21 • Presence of significant trust issues regarding sharing information, regardless of whether the
- 22 sharing occurs with other tribes, or simply strangers writ large.
- 23 • Lack of relationships between tribes and adjacent communities and agencies.
- 24 • Overly broad or general requests are more challenging for tribes to respond to, since tribes are
- 25 trying to deal with delivering a wide gamut of services – housing, health care, elder care, fire
- 26 and police, education.

## 29 2.5. HMA STRENGTHS TO BUILD ON

30 FEMA HMA has a number of strengths it can build on as it communicates and engages with tribes  
31 looking to increase their disaster resilience:

- 32 • Greater engagement and partnerships with tribes on both a Regional level and by way of
- 33 inclusion and participation as members of the HMA ESWG.
- 34 • Inclusion of tribal perspectives in the processes for recruitment of new ESWG tribal members as
- 35 well as the process of reviewing HM workshop session abstracts.
- 36 • Inclusion of examples of successful tribal mitigation projects and the ways they enable tribes to
- 37 build disaster resiliency into HMA communications channels (e.g., Mitigation Minute).

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<sup>6</sup> 2016 FCC Report



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## 2.6. CONSTRAINTS HMA ENCOUNTERS WITH PROVIDING HMA TOOLS AND RESOURCES TO TRIBES

The Task Force also identified a number of common or particularly challenging constraints HMA faces as it works to provide tribes with HMA tools and resources:

### 2.5.1 Overall Programmatic Pitfalls and Constraints

- Lack of accountability by FEMA and/or Mitigation Senior Leadership to and support for HMA Tribal Engagement metrics.
- FEMA staff have not given guidance on how Tribal Nations might be able to work around parts of the HMA application constraints and the unique opportunities available for Tribal Nations to take advantage of HMA.
- Lack of specific mechanism to offer/provide direct monetary assistance to tribes, especially in the form of:
  - Grants
  - Internal tribal capacity building
  - Technical assistance
- Inflexible FEMA grants requirements, process, and structure.
- Existing HMA policies don't yet have tribal-focused information and/or are not written for tribes.
- Lack of consistency in advice and program implementation between FEMA Regions.

### 2.5.2 Targeted Tools and Resources

- Lack of quality messaging on HMA targeted specifically to tribes.
- Lack of tribal-specific examples and success stories of HMA projects and mitigation.
- Lack of resources (e.g., guides) written in plain language and that can be used as a step-by-step guide to assist tribal partners through the HMA processes.

### 2.5.3 Knowledge and Understanding

- Limited HMA staff competency with and sensitivity to tribal culture.
- Lack of knowledge and understanding of tribal needs around HMA.
- Difficulty sharing information between mitigation programs and across HQ and FEMA Regions.
- Lack of FEMA staff awareness and education in terms of federal / regulatory law as it applies to federally recognized tribes (e.g., Executive Order 13175).
- Lack of technical knowledge, procedural requirements, and time constraints.
- Cultural asset valuation for Benefit Cost Analysis is considered insensitive from tribal perspective.
- Entrenched culture at FEMA that prefers the status quo: "This is how we [FEMA] did things and this is how we [FEMA] always do things," an approach that may not work for tribal partners.

### 2.5.4 Capacity and Capability

- Limited FEMA staff to dedicate one-on-one, in-person time with tribes.
- Frequent staff turnover, both within tribes and within FEMA.
- Requirement to use Regional Tribal Liaisons as primary conduit of information, though they often lack significant authority and expertise to address specific questions.
  - Both tribes and FEMA use them as a resource.
- When big disasters occur, FEMA staff deployments may interrupt or delay regular work.

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## 2.7. OPERATING ENVIRONMENT

Official communications between tribes and FEMA is primarily conveyed through the FEMA National Tribal Affairs Advisor and Regional Tribal Liaisons.<sup>7</sup> An introductory emergency preparedness brochure for tribal leaders<sup>8</sup> provides an overarching view of the Tribal Liaison role:

There is a FEMA Tribal Liaison for each [FEMA] region of Indian Country. A Tribal Liaison will be part of the response team if a federally declared disaster impacts your tribe or village. Tribal Liaisons are a great resource and can answer questions and provide technical assistance. They are the informational gateway to FEMA programs and funding opportunities to support disaster mitigation and emergency planning. Tribal Liaisons can be reached through FEMA's Intergovernmental Affairs office.

Even with this current operating guidance in place, HMA and tribes still need a way to engage with one another that leads to successful mitigation and more disaster resilient tribes.

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<sup>7</sup> [https://www.fema.gov/media-library-data/1483536222523-e549608aa77ec6cb623fae5d5de82930/FEMA\\_Tribal\\_Policy.pdf](https://www.fema.gov/media-library-data/1483536222523-e549608aa77ec6cb623fae5d5de82930/FEMA_Tribal_Policy.pdf) page 2 - "FEMA, working through the National Tribal Affairs Advisor and the Regional Tribal Liaisons, will work with Agency program areas to develop and structure tribal educational and technical assistance programs to be flexible to the unique circumstances of tribal governments (e.g., variation in size, financial circumstances, cultural, and other unique circumstances)."

<sup>8</sup> <https://www.fema.gov/media-library/assets/documents/84078>

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## 3. Tribal Engagement Objectives

In this section, each HMA tribal engagement objective (TEO) is further explained with a narrative description. Additionally, in order to monitor progress toward each TEO, a number of possible measures have been identified for consideration.

Note that since these metrics are notional, an important first step would be to assess the extent to which a metric is feasible. Subsequent steps would involve establishing baseline measurements and identifying SMART (specific, measurable, attainable, realistic, and time-bound) targets for each metric.

### 3.1. TRIBAL ENGAGEMENT OBJECTIVE 1: INCREASE HMA HQ AND REGIONAL STAFF COMPETENCY IN WORKING WITH FEDERALLY RECOGNIZED TRIBES, TO INCLUDE IMPROVING THE APPROPRIATENESS OF HMA COMMUNICATIONS TO AND WITH FEDERALLY RECOGNIZED TRIBES

- **Primary focus** of this TEO is two-fold:
  - For HMA to make HMA staff better aware of, knowledgeable about, and equipped to work with tribes
  - For HMA to improve the quality and cultural appropriateness of communications sent from HMA to tribes
- **Narrative description:**
  - For many, working with tribes is a new experience. To build relationships with tribes effectively, it is critical to understand cultural differences and to practice mindful communication.
  - Insights into how to engage with tribes effectively and understanding of the tribal perspective can and should be shared throughout HMA and the Regions.
  - Some words, phrases, communication channels that would seem commonplace and basic for other stakeholders may actually be offensive or confusing to tribes. It is important for HMA staff to be aware of potentially disparaging and/or confusing communication elements and to be mindful of them when engaging with tribal stakeholders.
    - “Indians” vs “tribal nations” vs. “federally recognized tribes” etc.
  - Many HMA materials say “states” when it should either read “state and tribes” or simply say “applicants,” which would more accurately reflect the legitimacy and parity of relationship tribes seek.
  - Efforts to achieve this objective may explore updates to HMA materials to address these issues.
- **Potential Measure(s):**
  - [input] # of submitted mitigation project applications from tribes directly supported by Regional staff
  - [input] # of hrs. HMA Regional staff directly engage with tribes regarding mitigation
  - [input] # of mitigation technical assistance visits HMA Regional staff conduct with tribes
  - [input] # of HMA materials, products, resources, etc. updated to include tribes as potential applicant or sub-applicant

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- 1 ○ [output] # of submitted mitigation project applications from tribes
- 2 ○ [output] # of and \$ awarded mitigation project applications from tribes
- 3 ○ [output] # of active mitigation projects by tribes
- 4 ○ [outcome] # of tribes with active, approved, and adopted Hazard Mitigation Plans
- 5 ○ [outcome] # of FEMA Regional staff who know the names of all federally recognized
- 6 tribes in their Region, if any
- 7 ○ [outcome] # of FEMA Regions with contacts in all federally recognized tribes in their
- 8 Region, if any
- 9 ○ [outcome] # of FEMA Regions, with tribes, where staff serve as tribal POCs
- 10 ○ [outcome] % of awarded tribal mitigation projects – funding obligated (by FEMA) vs.
- 11 funding spent (by tribes)

## 12 3.2. TRIBAL ENGAGEMENT OBJECTIVE 2: INCREASE TRIBAL COMPETENCY WITH AND 13 AWARENESS OF HMA AND THE MITIGATION MISSION

- 14 • **Primary focus** of this TEO is two-fold:
  - 15 ○ For HMA to support tribes in becoming more familiar and equipped to work with HMA
  - 16 ○ For HMA to support tribes in becoming more knowledgeable about and concerned with
  - 17 mitigation
- 18 • **Narrative description:**
  - 19 ○ For many tribes, working with FEMA – not to mention HMA – is a new experience. The
  - 20 intention is also to teach tribes how to work with FEMA HMA and about what mitigation
  - 21 is (whether they are already doing it on their own or not).
  - 22 ○ Tribal ESWG members have noted how in some instances, tribes may actually already
  - 23 be practicing mitigation but may not know (1) that it is in fact mitigation (e.g., rebuilding a
  - 24 roadway with a culvert after being washed-away by flooding) and (2) that HMA can
  - 25 provide resources to help them with certain efforts that a tribe may already be pursuing.
  - 26 ○ Federally recognized tribes become knowledgeable and capable of implementing
  - 27 mitigation risk reduction measures through the utilization of HMA grants.
  - 28 ○ Insights into how FEMA is organized (HQ vs. Regions), the role of RTLs, how mitigation
  - 29 fits within emergency management discipline as a whole are all important things for
  - 30 tribes to understand and should be shared throughout tribal networks.
- 31 • **Potential Measure(s):**
  - 32 ○ [input] # of mitigation technical assistance visits HMA Regional staff conduct with tribes
  - 33 ○ [input] # of webinars/outreach events conducted by HMA staff for tribes
  - 34 ○ [input] # of FEMA Regions, with tribes, where staff serve as tribal POCs
  - 35 ○ [output] # of mitigation-related questions sent to HMA mailbox from tribes
  - 36 ○ [output] # of submitted mitigation project applications from tribes
  - 37 ○ [output] # of and \$ awarded mitigation project applications from tribes
  - 38 ○ [output] # of active mitigation projects by tribes
  - 39 ○ [output] # of RFIs required by FEMA Region for tribal submitted mitigation project
  - 40 applications
  - 41 ○ [outcome] # of tribes with active, approved, and adopted Hazard Mitigation Plans
  - 42 ○ [outcome] # of tribes/tribal POCs who know the names of HMA POCs in their Region

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- [outcome] % of awarded tribal mitigation projects – funding obligated (by FEMA) vs. funding spent (by tribes)

## 3.3. TRIBAL ENGAGEMENT OBJECTIVE 3: INCREASE THE REACH OF HMA COMMUNICATIONS WITH FEDERALLY RECOGNIZED TRIBES

- **Primary focus** of this TEO is:
  - To cast as wide a net as possible with HMA and mitigation messaging, to as many tribal stakeholders and partners as possible.
- **Narrative description:**
  - Given that some tribes have not heard of HMA or know what mitigation is, it stands to reason that one element HMA can make progress on is making sure that more tribal stakeholders and partners know about HMA.
  - This includes direct-to-tribe engagement and communication, but it could also mean working with other Federal Agencies, tribal organizations, or associations to reach new and different audiences with the mitigation message.
- **Potential Measure(s):**
  - [input] # of mitigation technical assistance visits HMA Regional staff conduct with tribes
  - [input] # of webinars/outreach events conducted by HMA staff for tribes
  - [output] # of individuals reached by HMA tribal webinars/outreach events
  - [output] # of non-FEMA communications channels (e.g., newsletters, calls, etc.) where HMA/mitigation message is intentionally shared
  - [outcome] # of individuals reached by non-FEMA channels (e.g., newsletters, calls, etc.) where HMA/mitigation message is intentionally shared
  - [outcome] # of tribes who submit mitigation project applications for the first time
  - [outcome] # of tribes with who submit Hazard Mitigation Plans for the first time

## 3.4. TRIBAL ENGAGEMENT OBJECTIVE 4: INCREASE HMA UNDERSTANDING OF HAZARD MITIGATION PROJECT-BASED TECHNICAL ASSISTANCE NEEDS OF FEDERALLY RECOGNIZED TRIBES

- **Primary focus** of this TEO is two-fold:
  - For HMA to explore the specific, technical, and mitigation project-related needs of tribes
  - For HMA to be able to adapt to the observed technical mitigation needs of tribes
- **Narrative description:**
  - This objective is more specific and technical in nature than Objective #2, which is focused on a broader and more general understanding of mitigation and HMA programs.
  - This objective is more focused on applying mitigation to specific projects and applications, as well as supporting tribes by connecting them with available HMA technical assistance resources.
- **Potential Measure(s):**
  - [input] # of mitigation technical assistance visits HMA Regional staff conduct with tribes
  - [input] # of webinars/outreach events conducted by HMA staff for tribes
  - [output] # of individuals reached by HMA tribal webinars/outreach events

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- 1 ○ [output] # of non-FEMA communications channels (e.g., newsletters, calls, etc.) where
- 2 HMA/mitigation message is intentionally shared
- 3 ○ [outcome] # of individuals reached by non-FEMA channels (e.g., newsletters, calls, etc.)
- 4 where HMA/mitigation message is intentionally shared
- 5 ○ [outcome] # of tribes who submit mitigation project applications for the first time
- 6 ○ [outcome] # of tribes with who submit Hazard Mitigation Plans for the first time



# HMA Tribal Engagement Strategy

## 4. HMA Tribal Stakeholder & Partner Analysis

Members of the HMA Tribal Engagement Task Force identified and validated a wide range of HMA tribal stakeholders and tribal partners, grouped into several high-level categories. A handful of critical stakeholders and partners were analyzed to understand how HMA might further engage a set of key tribal stakeholders and partners:

In addition, this section:

- Describes how HMA defined the terms *stakeholder* and *partner*
- Identifies HMA tribal stakeholders and partners
- Organizes stakeholders and partners from a communication and engagement perspective

### 4.1. DEFINITIONS

HMA tribal stakeholders and tribal partners play a critical role in the implementation of the program and in promoting hazard mitigation in Indian Country. Some tribal stakeholders and some tribal partners have the potential to either adversely or positively impact the program because of their impact on funding, influence, and/or access to decision-makers.

#### 4.1.1 Tribal Stakeholder

A *tribal stakeholder* is an individual, group, or organization with a vested interest in both HMA and tribal issues. This definition is intentionally broad and includes tribal partners as a subset of tribal stakeholders.

For example:

- FEMA Regional Tribal Liaisons.
- State Tribal Liaisons (e.g., California, Arizona).
- US Department of Energy, Office of Tribal Affairs is not a tribal partner but is a tribal stakeholder.



#### 4.1.2 Tribal Partner

Among some tribes, the word stakeholder has a connotation similar to that of shareholder. With this connotation comes a sensitivity to the implications of being treated differently due to wealth or status. Sensitivity to perspectives such as this have led HMA to define a *tribal partner* as an individual, group, or organization with a vested interest in HMA that is a tribal-led group.

For example:

- Federally recognized tribes are tribal partners.
- Regional tribal organizations, tribal coalitions, and tribal councils are tribal partners.

### 4.2. STAKEHOLDER & PARTNER IDENTIFICATION

It is important to understand who HMA's stakeholders are, what their concerns are, the information they require, and the role they can play in advocating for and promoting mitigation.

HMA tribal stakeholders and tribal partners (Figure 2, page 15) fall into 6 total categories, 3 each. Tribal stakeholders are broken out into: DHS internal, other federal entities, non-federal groups, and tribal

# HMA Tribal Engagement Strategy

1 partners. Tribal partners are broken up into 3 subcategories: emergency management-oriented tribal  
 2 organizations, national tribal organizations, and regional tribal organizations.  
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Figure 2. HMA Tribal Stakeholders by Category



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# HMA Tribal Engagement Strategy

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1 In order to provide strategic direction for outreach efforts, the HMA Tribal Engagement Task Force  
2 narrowed down the list of all tribal stakeholders and partners to a small group of high priority  
3 stakeholders and partners which the Task Force analyzed in greater depth.

4  
5 The process used to analyze these stakeholders and partners can be replicated for other stakeholders  
6 and partners. The distinction used to identify high priority stakeholders and partners was that of impact  
7 and pragmatism. The Task Force determined (1) which stakeholders and partners could have the  
8 greatest positive impact on HMA engagement efforts with tribes if engagement efforts are successful  
9 and (2) if HMA was to improve engagement with stakeholders tomorrow, where would it be most  
10 advantageous to start.

11  
12 Next, the HMA Tribal Engagement Task Force referred to past experience and interactions to assess  
13 each group of high priority tribal stakeholders/partners on the following dimensions:

- 14 • **Disposition** – assessment of current stakeholder sentiment toward HMA as either champion,  
15 supporter, neutral, or detractor
- 16 • **Engagement with HMA (current and future)** – extent to which stakeholder currently interacts  
17 with and engages with HMA and extent to which HMA would like stakeholder to interact and  
18 engage with HMA in the future
- 19 • **Issues, concerns, and interests** – Potential interests, key issues, and concerns of tribal  
20 partner
  - 21 ○ This could include overlapping interests with mitigation; topics for exploration,  
22 collaboration, and/or discussion
- 23 • **Channels and vehicles to broadcast HMA message** – current, known communication  
24 avenues available to, owned by, and/or managed by the stakeholder from which they could  
25 potentially disseminate HMA communications
- 26 • **Key messages for tribal partners and stakeholders** – what would messages (from HMA) to  
27 these stakeholders say?
- 28 • **Audience/network(s) influenced** – which tribal stakeholders or tribal partners can this  
29 stakeholder reach

30 Refer to Figure 3 for more details on page 17.



# HMA Tribal Engagement Strategy

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## 4.3. ANALYSIS OF HIGH PRIORITY TRIBAL STAKEHOLDERS AND TRIBAL PARTNERS

Once the highest priority tribal stakeholders and tribal partners were identified and categorized (as seen above in Figure 2), the HMA Tribal Engagement Task Force conducted a more detailed analysis. The results are highlighted in Figure 3 below:

Figure 3. Analysis of High Priority Tribal Stakeholders and Tribal Partners

Name	Disposition Toward HMA	Level of Engagement with HMA	Issues, Concerns, and Interests	Channels and Vehicles to Broadcast HMA Message	Key Messages for Tribal Partners and Stakeholders	Audience Influenced
U.S. Department of Housing & Urban Development (HUD)	Supporter	<u>Current:</u> Low <u>Future:</u> High	<ul style="list-style-type: none"> <li>• Opportunity for risk reduction</li> <li>• Opportunities to leverage HMA funding</li> <li>• Shared education opportunities</li> <li>• Has authority to compel / require mitigation</li> </ul>	<ul style="list-style-type: none"> <li>• Regulation / Policy</li> <li>• Program requirements</li> <li>• Conferences</li> <li>• Social media</li> <li>• Podcasts</li> <li>• IdeaScale</li> </ul>	<ul style="list-style-type: none"> <li>• Cost share</li> <li>• Joint funding</li> <li>• Resilient construction requirements</li> </ul>	<ul style="list-style-type: none"> <li>• Tribal Housing Authorities</li> <li>• Tribal grants</li> <li>• HUD workforce and tribal liaisons</li> <li>• Tribal Emergency Management</li> </ul>
U.S. Department of Health & Human Services (HHS), Indian Health Service (IHS)	Champion	<u>Current:</u> Low <u>Future:</u> High	<ul style="list-style-type: none"> <li>• Opportunity for improved engagement</li> <li>• Missed opportunities for mitigation messages                             <ul style="list-style-type: none"> <li>◦ Previously focused on preparation messages</li> </ul> </li> <li>• Risk that mitigation message gets de-prioritized in current climate</li> </ul>	<ul style="list-style-type: none"> <li>• NIMS and ICS training</li> <li>• Indian Area Health Boards</li> </ul>	<ul style="list-style-type: none"> <li>• Explore cost share</li> <li>• Explore technical assistance</li> </ul>	<ul style="list-style-type: none"> <li>• Tribal Public Health Officers</li> <li>• Tribal mental health / social service department</li> <li>• HHS/Substance Abuse and Mental Health Administration (SAMSHA)</li> <li>• National Association of Area Agencies on Aging</li> <li>• HHS/Administration for Native Americans (ANA)</li> <li>• Tribal Emergency Management</li> </ul>

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Name	Disposition Toward HMA	Level of Engagement with HMA	Issues, Concerns, and Interests	Channels and Vehicles to Broadcast HMA Message	Key Messages for Tribal Partners and Stakeholders	Audience Influenced
<b>U.S. Environmental Protection Agency (EPA), American Indian Environmental Office</b>	Champion	<u>Current:</u> Medium <u>Future:</u> Medium	<ul style="list-style-type: none"> <li>Unknown overlaps between environmental and mitigation                             <ul style="list-style-type: none"> <li>Education</li> </ul> </li> <li>HMA could engage in dialogue on tribal engagement and mitigation</li> <li>Green infrastructure projects</li> </ul>	<ul style="list-style-type: none"> <li>National Tribal Environmental Forum</li> <li>Regional Tribal Training - internal EPA, external for tribes</li> </ul>	<ul style="list-style-type: none"> <li>Green infrastructure; share information                             <ul style="list-style-type: none"> <li>We can use green infrastructure to get our foot in the door</li> </ul> </li> <li>Environmental analysis and assessment</li> </ul>	<ul style="list-style-type: none"> <li>Tribal Public Health Officers</li> <li>Tribal environmental Departments</li> <li>Tribal water and sewer infrastructure owners                             <ul style="list-style-type: none"> <li>Wells and septic's - bigger projects</li> <li>Culverts - also BIA</li> </ul> </li> <li>Tribal Emergency Management</li> </ul>
<b>U.S. Department of Homeland Security (DHS), Tribal Desk</b>	Champion	<u>Current:</u> Low <u>Future:</u> Medium	<ul style="list-style-type: none"> <li>Strong advocacy and existing relationship</li> <li>Platform for advocacy and it has not been fully utilized for HMA</li> <li>Provides critical infrastructure assessment services to tribes</li> <li>Risk inconsistency across DHS grant program requirements (THIRA vs. HM Plan)</li> </ul>	<ul style="list-style-type: none"> <li>National Monthly Call                             <ul style="list-style-type: none"> <li>Get on the agenda as the main presenter / facilitator on those calls</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Connecting the dots between critical infrastructure assessments and mitigation</li> <li>Explore opportunities for outreach mitigation</li> </ul>	<ul style="list-style-type: none"> <li>DHS Workforce                             <ul style="list-style-type: none"> <li>Tribal liaisons in each agency and office</li> </ul> </li> <li>DHS network - national call connections</li> <li>Tribal Emergency Management</li> </ul>
<b>U.S. Department of Interior</b>  <b>Including:</b> •Bureau of Indian Affairs (Emergency Management + Tribal Assistance Coordination Group (TAC-G))  •Bureau of Reclamation  •Bureau of Land Management	Champion	<u>Current:</u> Medium <u>Future:</u> High	<ul style="list-style-type: none"> <li>Shared values at risk</li> <li>Multiple programs with overlap with HMA                             <ul style="list-style-type: none"> <li>Forestry</li> <li>Roads</li> <li>Prescribed burning/ Fuels reduction</li> </ul> </li> <li>Influence on land use management in Indian Country                             <ul style="list-style-type: none"> <li>Adjacent to IC</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>National Monthly Call</li> </ul>	<ul style="list-style-type: none"> <li>Aligned interests in land use, planning, job training, resilience</li> <li>Explore partnering opportunities                             <ul style="list-style-type: none"> <li>Joint funding</li> <li>Cost share                                     <ul style="list-style-type: none"> <li>PL93-638</li> </ul> </li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>DOI workforce, tribal liaison with each agency and office</li> <li>Tribal water and sewer infrastructure owners                             <ul style="list-style-type: none"> <li>Wells and septic systems - bigger projects</li> <li>Culverts - also BIA</li> </ul> </li> <li>Tribal Emergency Management</li> </ul>

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Name	Disposition Toward HMA	Level of Engagement with HMA	Issues, Concerns, and Interests	Channels and Vehicles to Broadcast HMA Message	Key Messages for Tribal Partners and Stakeholders	Audience Influenced
<b>National Association of Tribal Historic Preservation Officers (NATHPO)</b>	Neutral	<u>Current:</u> Low <u>Future:</u> Medium	<ul style="list-style-type: none"> <li>Required involvement</li> <li>Primary focus is on tribal concerns, not HMA</li> <li>Missed opportunities to relate tribal HP and HMA regarding tribal ancestral territories</li> </ul>	<ul style="list-style-type: none"> <li>National Meetings</li> <li>State meetings</li> <li>Zip code meetings</li> <li>One-on-one emergency managers to Tribal Historic Preservation Officers</li> </ul>	<ul style="list-style-type: none"> <li>Showcase HMA projects with tribes</li> <li>Highlight projects among multiple agency coordination                             <ul style="list-style-type: none"> <li>Do they have good examples of multiple agencies coming together to work with each other?</li> </ul> </li> <li>Help identify potential HMA projects</li> <li>Build relationships with regional cultural and environmental groups</li> </ul>	<ul style="list-style-type: none"> <li>Natural and cultural resource partners and regulators</li> <li>Land management POCS</li> <li>Benefit of relationships (EHP + NGO) established prior to projects</li> <li>Tribal Emergency Management</li> </ul>
<b>National Congress of American Indians (NCAI)</b>	Neutral + (how do we convince them to put us back on their agenda)	<u>Current:</u> Low <u>Future:</u> High	<ul style="list-style-type: none"> <li>Opportunities for improvement</li> <li>Opportunities for legislative advocacy</li> <li>Opportunity for the message to get lost in the trickle down                             <ul style="list-style-type: none"> <li>Message primarily goes to tribal leaders                                     <ul style="list-style-type: none"> <li>Opportunity for education</li> </ul> </li> </ul> </li> <li>Unclear how to shift from message carrier to mitigation promotion</li> <li>Need clear "what's in it for me?"</li> <li>Recognize tribal mitigation achievements</li> </ul>	<ul style="list-style-type: none"> <li>National Conference Agenda</li> <li>Newsletters</li> <li>Website</li> <li>Subcommittee for Public Safety and Justice</li> </ul>	<ul style="list-style-type: none"> <li>Message to tribal leaders</li> <li>Identify common interests</li> <li>Emphasize resilience                             <ul style="list-style-type: none"> <li>Foundation and shared mission</li> </ul> </li> <li>Showcase HMA projects</li> <li>FEMA Administration to highlight HMA</li> <li>Share success stories</li> <li>Tribal Emergency Management</li> </ul>	<ul style="list-style-type: none"> <li>Tribal Leaders</li> <li>US Congress</li> <li>Other US federal agencies</li> </ul>

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Name	Disposition Toward HMA	Level of Engagement with HMA	Issues, Concerns, and Interests	Channels and Vehicles to Broadcast HMA Message	Key Messages for Tribal Partners and Stakeholders	Audience Influenced
Localized Emergency Management Coalitions	Champion	<u>Current</u> : Low <u>Future</u> : High	<ul style="list-style-type: none"> <li>• Required involvement</li> <li>• We need to put panel conversation in place at EMI</li> <li>• Level of knowledge and experience with HMA                             <ul style="list-style-type: none"> <li>○ Areas are lack experiences with HMA                                     <ul style="list-style-type: none"> <li>• Opportunity to come in and focus on mitigation and HMA</li> </ul> </li> </ul> </li> <li>• Shared values of risk</li> <li>• Shared opportunities</li> </ul>	<ul style="list-style-type: none"> <li>• Round table discussions</li> <li>• Talking WITH not TO</li> <li>• Multi-jurisdictional meetings</li> <li>• Listservs</li> </ul>	<ul style="list-style-type: none"> <li>• HMA is here to help you</li> <li>• Here to support and partner with them</li> <li>• Reemphasize mitigation as the 5 emergency management (EM) core capabilities &gt; piece of puzzle for resilience</li> <li>• Highlight positive experiences with HMA</li> <li>• Share pictures / case studies &gt; multimedia</li> <li>• Tribal Emergency Management</li> </ul>	<ul style="list-style-type: none"> <li>• State leadership in Indian Country</li> <li>• Individual citizens / general public</li> <li>• Tribal membership</li> <li>• Peer to peer, other localized EM coalitions</li> <li>• Tribal grants</li> </ul>

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# HMA Tribal Engagement Strategy

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## 1 5. Conclusion

2 As HMA moves forward with the Strategy and Implementation Plan, it is important to understand the different roles each document  
3 does and should continue to play.  
4

### 5 5.1. THE ROLE OF THE HMA TRIBAL ENGAGEMENT STRATEGY

6 As mentioned before, the HMA Tribal Engagement Strategy document should be used as a guiding reference for HMA outreach and  
7 engagement planning efforts with tribal stakeholders and partners. As such, it should inform the execution and management of HMA  
8 tribal engagement efforts.  
9

10 More specifically, the Strategy is where guidance, inputs, and ideas live. In this way the Strategy documents the strategic direction of  
11 tribal engagement efforts and includes critical referential and contextual information. For example:

- 12 • Measures included in the Strategy are notional include all brainstormed options, which have not yet been vetted for feasibility.
  - 13 • Updates to understanding about tribes would be included in the Strategy on a regular basis, at least annually.
- 14

### 15 5.2. THE ROLE OF THE HMA TRIBAL ENGAGEMENT IMPLEMENTATION PLAN

16 Alternatively, the HMA Tribal Engagement Implementation Plan document should be used as an operational, tactical tool for HMA to  
17 use as it engages with tribes and monitors progress toward annual outcomes and broader Tribal Engagement Objectives.  
18

19 More specifically, the Implementation Plan is where actions, final decisions (e.g., final metrics), and commitments live. For example:

- 20 • Selected and confirmed metrics vetted for feasibility and level of effort are documented and connected to Tribal Engagement  
21 Objectives and annual outcomes.
- 22 • Updates to HMA tribal engagement activities and/or FY19 outcomes would be included in the Implementation Plan on a  
23 regular basis, at least quarterly.

# HMA Tribal Engagement Strategy

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## 6. Appendix A: Reference & Background Materials

1. FEMA Strategic Plan (2018-2022)
2. HMA Outreach Framework (July 2016)
3. June 26 and 27, 2018 HMA Tribal Engagement Strategy Working Meeting – Meeting Brief
4. June 26 and 27, 2018 HMA Tribal Engagement Strategy Working Meeting – Meeting Summary
5. 2018 Annual HM Stakeholder Workshop - Tribal Conversation (Friday, March 16) Notes

