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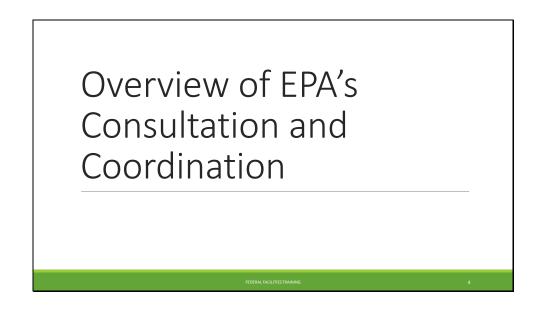
The purpose of this course is to discuss how Tribal consultation and coordination are used at Federal Facilities listed on the National Priorities List (NPL) in accordance with the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA).

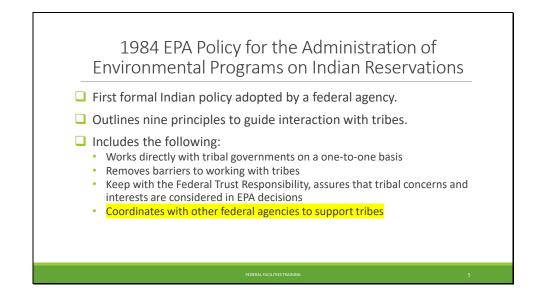






This course will review how tribal consultation and coordination apply at federal facilities given the role EPA and the lead agency have at these sites. Keep in mind that there is no "one size fits all" when it comes to working with Tribes and the process will vary from site to site.



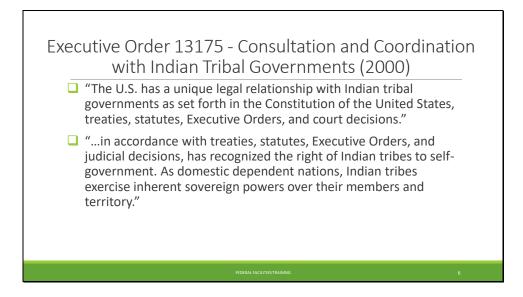


The 1984 EPA Indian Policy, formally known as the EPA Policy for the Administration of Environmental Programs on Indian Reservations, was the first formal Indian policy adopted by a federal agency. It outlines nine principles that guide the Agency in interacting with tribes and administering environmental programs in Indian country:

- Works directly with tribal governments on a one-to-one basis;
- Recognizes tribal governments as the primary parties for setting standards, making environmental policy decision and managing program for reservations consistent with Agency standard and regulations;
- Assists tribes in assuming regulatory and program management responsibilities;
- Removes barriers to working with tribes;
- Keep with the Federal Trust Responsibility, assures that tribal concerns and interests are considered in EPA decisions;
- Encourages cooperation between tribal, state, and local governments;
- Coordinates with other federal agencies to support tribes;
- Works to ensure compliance with federal environmental laws on tribal lands and;
- Incorporates these principles in planning and management activities

Although not specific to federal facility cleanups, principle 7 discusses the coordination with other federal agencies to support tribes.

Available at <u>https://www.epa.gov/tribal/epa-policy-administration-environmental-programs-indian-reservations-1984-indian-policy</u>



Executive Order (EO) 13175, Consultation and Coordination with Indian Tribal Governments, was issued by President Clinton in 2000. Pursuant to EO 13175, executive departments and agencies are charged with engaging in regular and meaningful consultation and collaboration with tribal officials in the development of Federal policies that have tribal implications, and are responsible for strengthening the government-to-government relationship between the United States and Indian tribes.

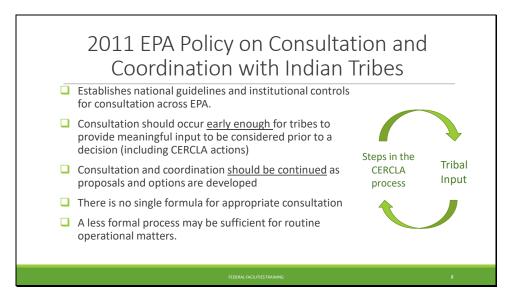
EO 13175 available at <u>https://www.federalregister.gov/documents/2000/11/09/00-</u>29003/consultation-and-coordination-with-indian-tribal-governments



The EO specifies that each Agency must have an accountable process to ensure meaningful and timely input by tribal officials in the development of regulatory policies that have tribal implications. It is important to remember that a government-to-government relationship is different than the relationship between federal agencies and public stakeholder groups. Engagement with Indian tribes goes beyond requesting public comment and hosting public meetings by having consultation and coordination between the United States and Indian tribes.

Summary available at <u>https://www.epa.gov/laws-regulations/summary-executive-order-13175-</u> consultation-and-coordination-indian-tribal

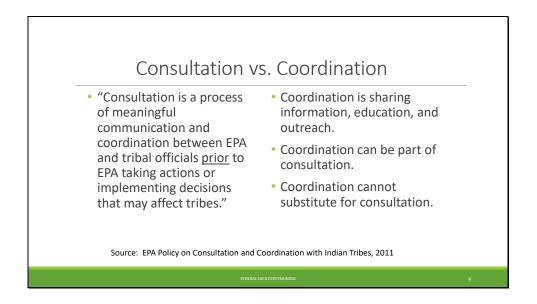
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The 2011 EPA Policy on Consultation and Coordination with Indian Tribes establishes national guidelines and institutional controls for consultation across EPA. Other federal agencies serving as the lead agency have their own policies and guidance to follow.

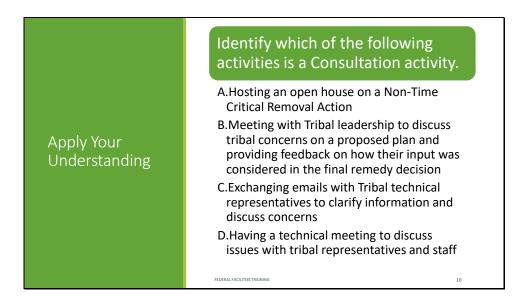
Consultation should occur early enough to allow tribes the opportunity to provide meaningful input. As proposals and options are developed, consultation and coordination should be continued, to ensure that the overall range of options and decisions is shared with all concerned parties. A regular meeting schedule can also be considered. For example, quarterly meetings might work best to maintain regular contact and receive updates on cleanup activities.

The 2011 policy is available at <u>https://www.epa.gov/sites/production/files/2013-</u>08/documents/cons-and-coord-with-indian-tribes-policy.pdf



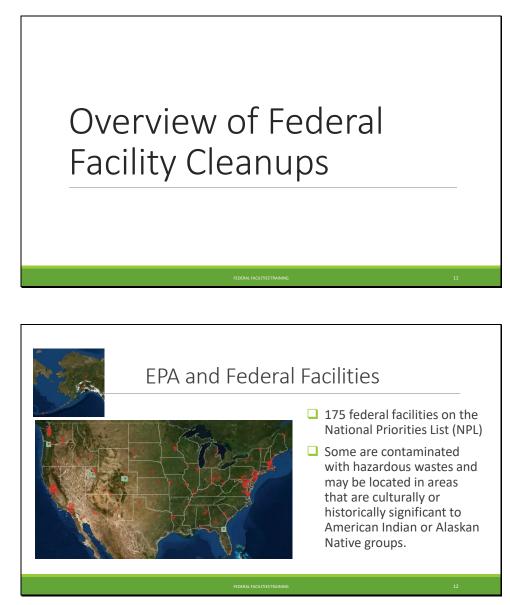
EPA's consultation 2011 policy defines consultation as a process of meaningful communication and coordination between EPA and tribal officials prior to EPA taking actions or implementing decisions that may affect tribes. This policy seeks to balance the need for consistency with the latitude to tailor the consultation approach to reflect the circumstances of each consultation situation and to accommodate the preferences of tribal governments.

Coordination captures a great portion of an agency's communication, education, and outreach efforts, not just with tribes but communities, states and members of the public. General education and outreach efforts can supplement, but not take the place of consultation.



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Federal facilities include active and closed military installations, former nuclear production plants, abandoned mines and landfills. Types of contamination include radioactive waste, munitions and unexploded ordnance, mining waste, fuels and solvents.

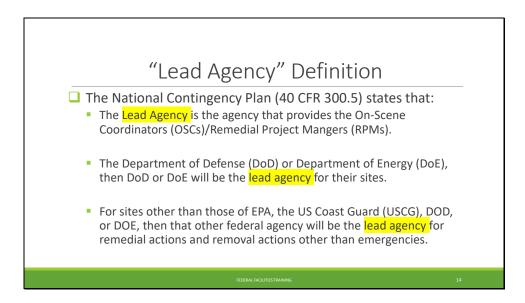
There are 175 federal facilities on the National Priorities List (NPL) and EPA is responsible for overseeing their cleanup under the Superfund law (Comprehensive Environmental Response, Compensation, and Liability Act - Section 120). Some are contaminated with hazardous wastes and may be located in areas that are culturally or historically significant to American Indian or Alaskan Native groups. For example, some groups retained rights to hunt and fish on lands that are not located on tribal land but are impacted by releases from federal facilities. This figure was generated on the EPA FFRRO Fed Facs website https://www.epa.gov/fedfac/fedfacts.

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A federally recognized tribes is an Indian or Alaska Native tribe, band, nation, pueblo, village, or community that the Secretary of the Interior acknowledges to exist as an Indian tribe pursuant to the Federally Recognized Indian Tribe List Act of 1944, 25 U.S.C. 479a. B. A list of federally recognized tribes by state is available through the Department of Interior Bureau of Indian Affairs (BAI) at https://www.bia.gov/service/tribal-leaders-directory.

Federal agencies work directly with federally recognized tribes as sovereign entities with primary authority and responsibility for each tribe's land and membership, and not as political subdivisions of states or other governmental units.



The National Contingency Plan (40 CFR 300.5) states the cases where another federal agency besides EPA serve as the lead agency.

- The Lead Agency is the agency that provides the On-Scene Coordinators (OSCs)/Remedial Project Mangers (RPMs) to plan and implement response actions under the NCP.
- In the case of a release of hazardous substance, pollutant or contaminant, where the release is on or where the source of the release is from any facility or vessel under the jurisdiction, custody, or control of Department of Defense (DoD) or Department of Energy (DoE), then DoD or DoE will be the lead agency.
- In the case of a release on or the source of the release is from any facility or vessel under the jurisdiction, custody, or control of a federal agency other than EPA, the US Coast Guard (USCG), DOD, or DOE, then that agency will be the lead agency for remedial actions and removal actions other than emergencies.



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EO 12580 delegated presidential authorities under CERCLA to the heads of various Executive Branch agencies under certain circumstances. In exercising these powers, such agencies are given the responsibility to provide an opportunity for public participation. This means that other federal agencies are the lead agency for CERCLA actions and Tribal Consultation at federal facilities.

At federal facilities, EPA encourages a tribe seeking to consult with the United States to work directly with the federal agency with the most direct responsibility for the action or decision in question. However, EPA would consider a tribe's request to consult with EPA based on the specific circumstances, including the extent of EPA's active involvement or influence in the decision or action, whether EPA has a range of options or discretion in connection with its role, and whether EPA involvement would contribute significantly to the tribe's direct consultation with the other federal agency or agencies involved.



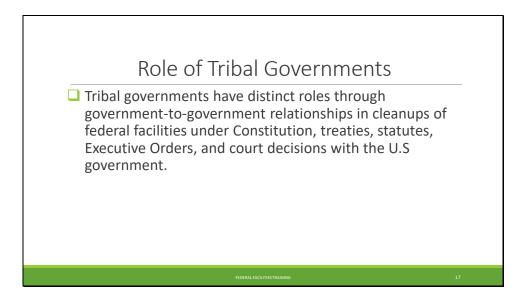
FFRRO's Tribal Program protects the health of American Indians and Alaskan Native Villagers at and near federal facilities. FFRRO's goals are to:

• Develop partnerships that will enhance participation and the environmental decision-making process at federal facilities through meaningful coordination that respects the unique needs of each tribal community.

• Provide technical and regulatory oversight at NPL sites to ensure protection of human health, effective program implementation and meaningful public involvement.

• Identify contaminated sites on or near tribal lands, as well as site property that may be transferred to tribes. The FFRRO Tribal brochure is available at

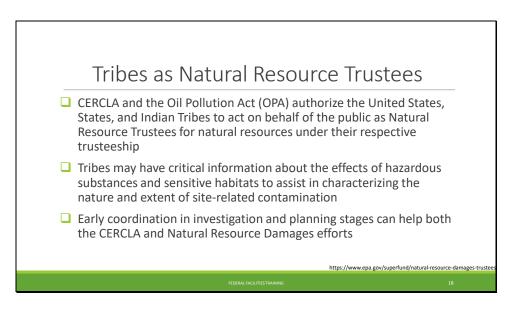
https://www.epa.gov/sites/production/files/documents/ffrro_tribal_program.pdf.



Tribal governments have distinct roles in cleanups of federal facilities under treaties with the U.S. government. Accordingly, EPA works in partnership with tribal governments, both at the facility level and at the national policy-making level. The framework for EPA tribal involvement is a tribal strategy that is designed to address the needs of—and mitigate impacts to—American Indian tribes, including Alaskan Native villages, living on or near federal facilities. It includes:

- Working with tribes on a government-to-government basis consistent with EPA's trust responsibility to protect tribal health and environments.
- Involving tribes in the cleanup process through meaningful dialogue that respects the unique needs of each community.
- Developing partnerships that will enhance capacity and participation in the environmental decision-making process at federal facilities.

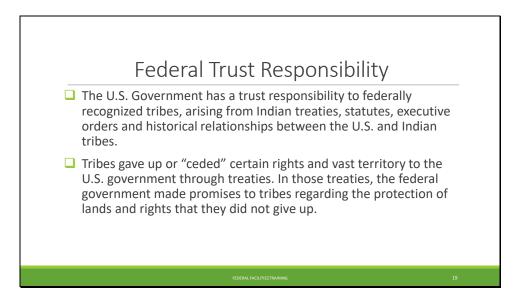
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CERCLA and the Oil Pollution Act (OPA) authorize the United States, States, and Indian Tribes to act on behalf of the public as Natural Resource Trustees for natural resources under their respective trusteeship [CERCLA §107(f)(1); OPA §1006(c)]. OPA also authorizes foreign governments to act as Trustees [OPA §1006(b)(5)].

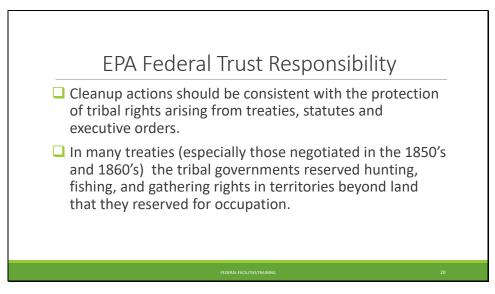
Tribes often have information and technical expertise about the biological effects of hazardous substances, as well as the location of sensitive species and habitats that can assist in characterizing the nature and extent of site-related contamination and impacts. Tribes will also provide a unique perspective regarding species of plants and animals that have a distinct cultural value sometimes overlooked when considering sensitive species. Coordination at the investigation and planning stages can benefit both CERCLA and Natural Resource Damages efforts.





The federal trust responsibility is a doctrine defining the United States' unique relationship with federally recognized tribes. In simple terms, it includes both moral obligations and legal duties that lead the federal government to consult with tribes and consider tribal interests and welfare when performing government tasks.

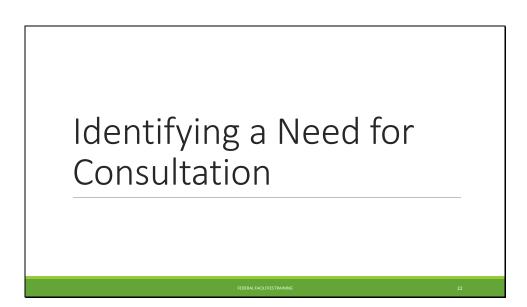
To briefly summarize, tribes gave up or "ceded" certain rights and vast territory to the United States government through treaties. In those treaties, the federal government made promises to tribes regarding the protection of lands and rights that they did not give up. The federal trust responsibility arises from treaties, statutes, executive orders and the ongoing historical relations between the United States and tribes. It is important to consider that the ceded lands may also hold spiritual/cultural meaning to the Tribes and affect their religious practices.



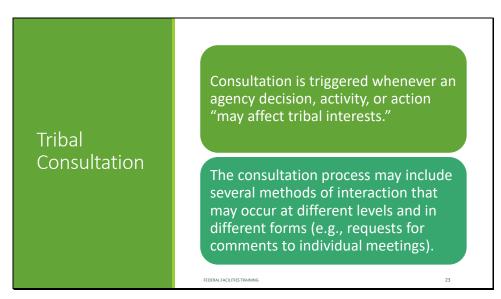
Cleanup actions should be consistent with the protection of tribal rights arising from treaties, statutes and executive orders. In many treaties (especially those negotiated in the 1850's and 1860's) the tribal governments reserved hunting, fishing, and gathering rights in territories beyond land that they reserved for occupation. For example in the NW treaties, these were typically called "usual and accustomed places".

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Apply Your Understanding	At a federal facility listed on the NPL, the agency responsible for conducting consultation with Tribes:
	A. EPA
	B. State
	C. Community Groups
	D. Lead Agency
	FEDERAL FACILITIES TRAINING 21







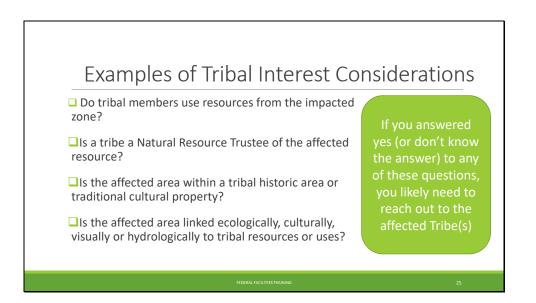
Consultation is triggered whenever an Agency decision, activity, or action "may affect tribal interests." Examples of tribal interests include those agency decisions, activities, or actions that may affect their health or environment.

Keep in mind that tribal consultation under CERCLA is different than the Section 106 review process under the National Historic Preservation Act (NHPA). Section 106 is concerned with Federal undertakings. Undertakings may take place either on or off federally controlled property and include new and continuing projects, activities, or programs. Section 106 of the NHPA requires that each federal agency identify and assess the effects its actions may have on historic buildings. Under Section 106, each federal agency must consider public views and concerns about historic preservation issues when making final project decisions. In addition, Federal agencies are required to consult on the Section 106 process with State Historic Preservation Offices (SHPO), Tribal Historic Preservation Offices (THPO), Indian Tribes (to include Alaska Natives) [Tribes], and Native Hawaiian Organizations (NHO).



Tribal consultation is a process through which the lead agency consults with tribal governments when EPA actions and decisions may affect tribal interests. Regular informal interactions will help establish relationships and improve communication between all involved parties at the project level. A formal consultation event will include tribal officials and upper management from federal agencies.

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These are some potential questions that may help us decide if tribal interests may be affected and if there is a need to consult. The answers to some of these questions also point to the need for the lead agency to consider if it is appropriate to confer with a Tribal Historic Preservation Officer as required by the National Historic Preservation Act.

When to Offer Consultation in CERCLA Response Actions

Emergency responses – primarily notification

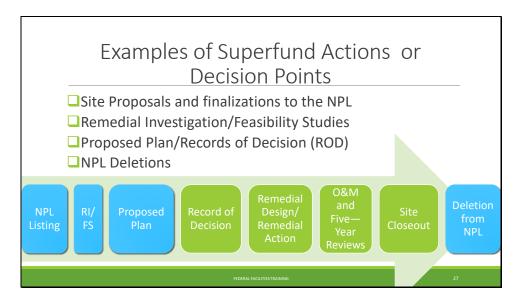
□Time-critical removals – consult as time allows

□Non-time critical removals – consultation occurs

Remedial actions – consultation occurs

May be needed at multiple points of the CERCLA process

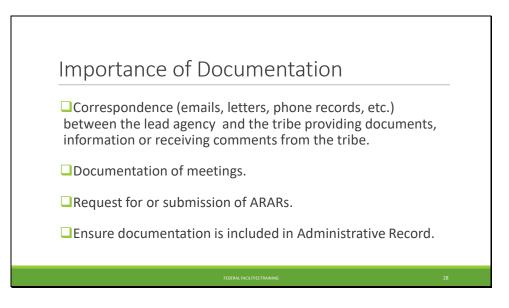
EPA's 2011 Policy on Consultation and Coordination with Indian Tribes identifies response actions as CERCLA actions including removals and remedial actions. In an emergency responses, there may only be time to notify affected tribes about releases that potentially impact tribal interests. For time-critical removal actions, the lead agency should coordinate with tribal staff and offer consultation prior to publishing the action memo, time permitting. If there is not enough time for consultation to occur, the tribe should be offered consultation as soon as possible afterwards. For non-time critical removal actions (NTCRAs), which have a minimum 6 month planning period, there should be enough time to implement a consultation process. For remedial actions, the lead agency should follow their consultation process.



Keep in mind that the need for consultation may arise multiple times for different parts of the CERCLA process. Examples of Superfund actions or decision points that may require tribal consultation include but are not limited to: when the scope of work is being developed in the Remedial Investigation/Feasibility Study Work Plan; when alternatives being considered for development in the Feasibility Study are identified; and when a draft of the Proposed Plan is available.

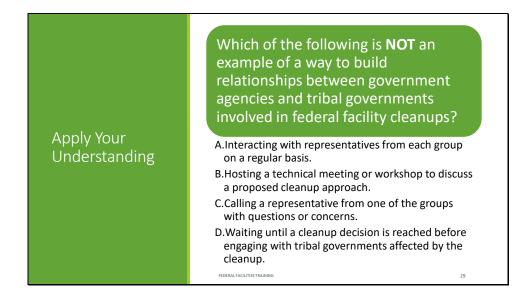
EPA guidance requires notification to natural resource trustees when a Remedial Action Report, Preliminary Close Out Report, or Final Close Out Report" are near completion." The EPA 2011 guidance on Close Out Procedures for National Priorities List Sites is available at <u>https://www.epa.gov/superfund/close-out-procedures-national-priorities-list-superfund-sites</u>

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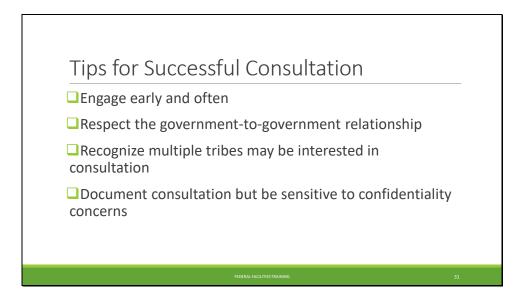


It is critical to document in the site file and administrative record (as appropriate) all of the interaction with the tribe(s) that meets the requirements of the policy for coordination with the tribe(s) that demonstrates that the lead agency has provided for meaningful and substantial tribal involvement. If consultation occurs, this should also be documented in the site file and AR, as appropriate. Be sure to include correspondence with the tribal environmental staff and elected leaders, meeting summaries, grant documents and other relevant documentation.

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It is best to build upon the ongoing communication and coordination with tribal representatives and tribal governments. Early engagement with tribal representatives is an important part of ensuring tribal concerns are considered in the decision-making process. Be aware and sensitive to confidentiality concerns and document appropriately.

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Establishing and maintaining communication between the lead cleanup agency, EPA, and tribal representatives will facilitate identifying concerns and common goals earlier in the cleanup process. This will allow more time for issues to be worked and ultimately resolved. Although these efforts will initially require more time and effort, it will likely help avoid significant delays later in the process, particularly when developing and issuing a CERCLA record of decision.

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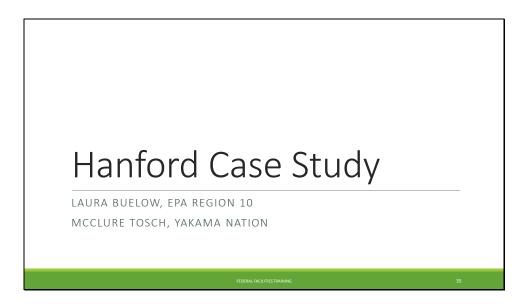


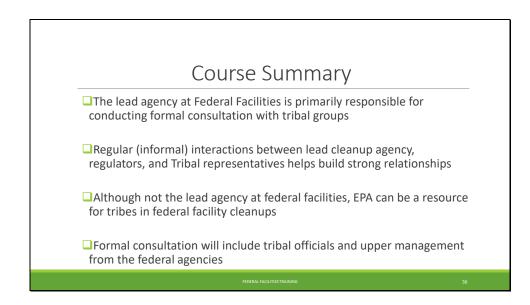
There are multiple ways to communicate concerns. Written comments provided in hardcopy or by email may be helpful when communicating technical level concerns on a document such as an RI/FS or Proposed Plan. Phone conversations may be helpful to address questions on the purpose of a document or on the anticipated schedule for making a decision. Lastly, in-person meetings are also helpful when discussing technical concerns, clarifying a situation, and for helping to establish relationships between tribal and agency representatives.



Regular interactions may include technical meetings, quarterly check-ins, or whichever type of interaction works best for those involved.

Relationships are based on trust. Tribal representatives must believe that you, as a federal representative, are telling them the truth, that you are listening to their concerns with an open mind, and that you will consider changing the course of the action based on their input.





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