



Department of Defense INSTRUCTION

NUMBER 4710.02
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USD(AT&L)

SUBJECT: DoD Interactions with Federally-Recognized Tribes

- References:
- (a) DoD Directive 5134.01, "Under Secretary of Defense for Acquisition, Technology, and Logistics (USD(AT&L)), December 9, 2005
 - (b) DoD Directive 4715.1E, "Environment, Safety, and Occupational Health (ESOH)," March 19, 2005
 - (c) DoD Instruction 4715.3, "Environmental Conservation Program," May 3, 1996
 - (d) Secretary of Defense Policy on "Department of Defense American Indian and Alaska Native Policy," October 20, 1998¹
 - (e) through (s), see Enclosure 1

1. PURPOSE

This Instruction implements DoD policy, assigns responsibilities, and provides procedures for DoD interactions with federally-recognized tribes (hereafter referred to as "tribes") in accordance with References (a) through (d), Executive Order (E.O.) 13175² (Reference (e)), and the Presidential Memorandum on "Government-to-Government Relationship with Tribal Governments"³ (Reference (f)).

2. APPLICABILITY AND SCOPE

This Instruction applies to:

2.1. The Office of the Secretary of Defense (OSD), the Military Departments, the Chairman of the Joint Chiefs of Staff, the Combatant Commands, the Office of the Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities in the Department of Defense (hereafter referred to collectively as the "DoD Components").

2.2. All DoD operations, activities, and installations that require interactions with tribes.

¹ Copies may be obtained via the internet at <https://www.denix.osd.mil/denix/Public/Native/Outreach/policy.html>

² Copies may be obtained via the internet at <http://www.epa.gov/fedrgstr/eo/eo13175.htm>

³ Copies may be obtained via the internet at <http://www.whitehouse.gov/news/releases/2004/09/20040923-4.html>

3. DEFINITIONS

3.1. Indian. A member of a tribe, as defined in subparagraph 3.5.

3.2. Indian Lands. Any lands the title to which is either held in trust by the United States for the benefit of any Indian tribe or Indian, or held by an Indian tribe or Indian subject to restrictions by the United States against alienation (Reference (d) and 32 Code of Federal Regulations (CFR) part 229 (Reference (g))).

3.3. Protected Tribal Resources. Those natural resources and properties of traditional or customary religious or cultural importance, either on or off Indian lands, retained by or reserved by or for Indian tribes through treaties, statutes, judicial decisions, or executive orders, including tribal trust resources (Reference (d)).

3.4. Tribal Rights. Those rights legally accruing to a tribe or tribes by virtue of inherent sovereign authority, un-extinguished aboriginal title, treaty, statute, judicial decision, Executive Order, or agreement, and that give rise to legally enforceable remedies (Reference (d)).

3.5. Tribe. A federally-recognized 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 most current Department of Interior list of tribes published in the Federal Register (Reference (c), Reference (d), and Section 1996a of 42 United States Code (U.S.C.) (Reference (h))).

4. POLICY

It is DoD policy to:

4.1. Meet its responsibilities to tribes as derived from Federal trust doctrine, treaties, and agreements between the United States Government and tribal governments, and to comply with Federal statutes, regulations, Presidential Memorandums, and Executive Orders governing DoD interactions with tribes.

4.2. Build stable and enduring government-to-government relations with federally-recognized tribal governments in a manner that sustains the DoD mission and minimizes effects on protected tribal resources in accordance with References (c) through (f) and 32 CFR part 22 (Reference (i)).

4.3. Fully integrate, down to staff officers and civilian officials at the installation level, the principles and practices of meaningful consultation and communication with tribes in accordance with References (a) through (f).

4.4. Take into consideration the significance that tribes ascribe to protected tribal resources on protected lands in accordance with References (c), (g), and (h); 36 CFR part 800 (Reference (j)); 43 CFR part 10 (Reference (k)); Sections 470, 470.1, and 470.a through 470.w of title 16 U.S.C. (Reference (l)); and E.O. 13007⁴ (Reference (m)).

⁴ Copies may be obtained via the internet at <http://web.em.doe.gov/public/tribal/eo13007.html>

5. RESPONSIBILITIES

5.1. The Under Secretary of Defense for Acquisition, Technology, and Logistics (USD(AT&L)) shall oversee DoD interactions with tribes.

5.2. The Deputy Under Secretary of Defense for Installations and Environment (DUSD(I&E)), under the USD(AT&L), shall:

5.2.1. Develop additional policy and guidance, as needed, in accordance with Reference (a).

5.2.2. Designate responsibilities and provide procedures for DoD interactions with tribes.

5.2.3. Enhance the DoD Components' understanding of tribal issues and concerns through education and training programs and outreach activities.

5.2.4. Assist the DoD Components in identifying requirements of Presidential Memorandums, Executive Orders, statutes, and regulations governing DoD interactions with tribes.

5.2.5. As requested, assist the DoD Components with consultation and government-to-government relations with tribes to implement the following:

5.2.5.1. Support and services for eligible organizations and activities outside the Department of Defense in accordance with DoD Directive 1100.20 (Reference (n)).

5.2.5.2. The DoD Office of Small Business Programs in accordance with DoD Directive 4205.1 (Reference (o)).

5.2.6. Oversee DoD Component implementation of this Instruction, compliance with the guidance for consulting with tribes set forth in Enclosure 2, and compliance with the measures of merit set forth in Enclosure 3.

5.2.7. Coordinate with other Federal Agencies and tribal organizations, as appropriate, on tribal issues of regional and national scope.

5.3. The Heads of the DoD Components shall:

5.3.1. Integrate the requirements of Presidential Memorandums, Executive Orders, statutes, and regulations regarding DoD interactions with tribes into their mission requirements.

5.3.2. Plan, program, and budget for statutory and regulatory requirements applicable to interactions with tribes consistent with DoD guidance and fiscal policies, and within available resources.

5.3.3. Develop and implement programs to monitor, achieve, and maintain compliance with this Instruction, including compliance by installations and their tenant activities.

5.3.4. Consult with federally-recognized tribal governments on a government-to-government basis on matters that may have the potential to significantly affect protected tribal resources, tribal rights, or Indian lands in accordance with Reference (d), Enclosure 2, and the measures of merit in Enclosure 3.

5.3.5. To the extent permitted by legal authority, provide information on opportunities for tribes to compete for requests for proposals or other potential contracting, sub-contracting, and grant or cooperative agreement instruments; for surplus equipment and property; and for education, training, or employment, as appropriate.

5.3.6. Promptly notify the DUSD(I&E) of tribal issues that have the potential to be elevated to OSD for resolution.

5.3.7. Assign tribal liaison responsibilities to staff at the Headquarters level to coordinate tribal issues with the Office of the DUSD(I&E).

6. PROCEDURES

6.1. The DoD Components shall consult with tribes whenever proposing an action that may have the potential to significantly affect protected tribal resources, tribal rights, or Indian lands.

6.2. The DoD Components shall consult with tribes in accordance with the requirements specified in References (c) through (h).

6.3. Consultation required by paragraphs 6.1. and 6.2. shall apply to proposed actions that may have the potential to significantly affect tribes, including, but not limited to: land-disturbing activities, construction, training, over-flights, management of properties of traditional religious and cultural importance, protection of sacred sites from vandalism and other damage, access to sacred sites, access to treaty-reserved resources, disposition of cultural items in accordance with Reference (k), and land use decisions.

6.4. The DoD Components shall afford tribes that have a cultural or historical affiliation with the lands encompassed by the installation an opportunity to consult on the development of the Integrated Cultural Resources Management Plan (ICRMP), and, where tribal treaty rights or other rights to natural resources potentially may be affected, Integrated Natural Resources Management Plans (INRMPs).

6.5. In consultation with tribes identified in paragraph 6.4., the DoD Components shall incorporate in applicable documentation, including ICRMPs and INRMPs, a standard process for consultation whenever issues arise between the tribe and the Component.

6.6. The DoD Components shall involve tribal governments early in the planning process for proposed actions that may have the potential to affect protected tribal rights, land, or resources, and shall endeavor to complete consultations prior to implementation of the proposed action. Early involvement means that a tribal government is given an opportunity to comment on a proposed action in time for the tribal government to provide meaningful comments that may

affect the decision. Installations should take advantage of the processes set forth in 40 CFR parts 1500-1508 (Reference (p)) and E.O. 12898⁵ (Reference (q)) to involve tribes in early planning.

6.7. The DoD Components are encouraged to use agreements such as Comprehensive Agreements, Memorandums of Agreement, or Memorandums of Understanding between the Department of Defense and tribal governments, as appropriate, on issues of common interest to each party. The primary goal of formalized agreements with tribal governments is to foster relationships that facilitate military training and readiness while addressing issues of importance to tribes.

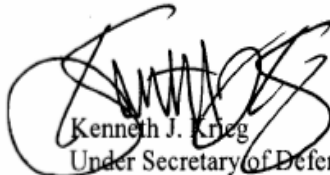
6.8. When contacting tribes, the consultation shall be initiated by the installation commander. Follow-on consultation shall be at a level agreed to by the installation commander and tribal government leadership.

6.9. Base commanders at installations that have on-going consultation and coordination with tribes shall assign a staff member to serve as a tribal liaison.

6.10. Installation personnel who conduct activities that may have the potential to affect protected tribal rights, land, or resources shall participate in training courses and workshops to raise their awareness of tribal culture and to learn about local tribal issues, especially access, use, and privacy issues, that may be affected by military operations such as low-level flights and access to sacred sites.

7. EFFECTIVE DATE

This Instruction is effective immediately.



Kenneth J. Krieg
Under Secretary of Defense
for Acquisition, Technology, and Logistics

Enclosures – 3

- E1. References, continued
- E2. Guidance for Consultation with Tribes
- E3. Compliance Measures of Merit

⁵ Copies may be obtained via the internet at www.epa.gov/civilrights/eo12898.htm

E1. ENCLOSURE 1

REFERENCES, continued

- (e) Executive Order 13175, "Consultation and Coordination with Indian Tribal Governments," November 6, 2000
- (f) Presidential Memorandum on "Government-to-Government Relationship with Tribal Governments," September 23, 1994
- (g) Title 32, Code of Federal Regulations, Part 229, "Protection of Archeological Resources: Uniform Regulations," current edition
- (h) Section 1996a of title 42, United States Code, American Indian Religious Freedom Act
- (i) Title 32, Code of Federal Regulations, Part 22, "DoD Grants and Agreements: Award and Administration," current edition
- (j) Title 36, Code of Federal Regulations, Part 800, "Protection of Historic Properties," current edition
- (k) Title 43, Code of Federal Regulations, Part 10, "Native American Graves Protection and Repatriation Regulations," current edition
- (l) Sections 470, 470.1, and 470.a through 470.w of title 16, United States Code, Conservation
- (m) Executive Order 13007, "Indian Sacred Sites," May 24, 1996
- (n) DoD Directive 1100.20, "Support and Services for Eligible Organizations and Activities Outside the Department of Defense," April 12, 2004
- (o) DoD Directive 4205.1, "Department of Defense Small Business and Small Disadvantaged Business Utilization Programs," September 11, 1996
- (p) Title 40, Code of Federal Regulations, Parts 1500-1508, "Council on Environmental Quality," current edition
- (q) Executive Order 12898, "Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations," February 11, 1994
- (r) DoD Directive 5400.07, "DoD Freedom of Information Act Program," October 28, 2005
- (s) Federal Register, Volume 48, Page 44716, "Secretary of the Interior's Professional Qualification Standards," September 29, 1983

E2. ENCLOSURE 2

GUIDANCE FOR CONSULTATION WITH TRIBES

Consultation is always a dialog, with information and opinion respectfully exchanged in both directions. The following guidance is designed to facilitate the consultation process and to make it more productive.

E2.1. The DoD Components should identify official points-of-contact prior to initiating consultation with all tribes (or lineal descendants in the case of Reference (k) actions) that may have an interest in the matter under consultation. As tribal boundaries have shifted and tribes have migrated, tribes that seem far removed geographically may have a traditional interest in assets and actions at specific, present-day installations.

E2.2. Commanders and commanding officers play a prominent role in government-to-government consultation. Commander/commanding officer presence and signature is appropriate at significant milestones such as formal initiation of consultation, notification of final DoD decisions about proposed actions under consultation, and completion of any agreement document that may result from consultation.

E2.3. Commanders and commanding officers may delegate follow-up consultation functions. Designated DoD staff at the local or regional level may negotiate details and engage in routine consultation with tribal government staff or other tribal representatives delegated by tribal authorities.

E2.4. Consultation should take place at a time and in a location convenient for tribal representatives. DoD staff may find it necessary to negotiate the time and place for consultation, recognizing that many tribes do not have an operating budget that will pay for tribal representatives' transportation and per diem, and that tribal representatives may have existing work, community, and family commitments.

E2.5. DoD staff should consider several factors in scheduling consultation. Consultation may require multiple meetings over a period of months, or may be dependent upon culturally specific circumstances such as religious ceremonies conducted only at certain times of the year, availability of information sources, or certain natural resources cycles. DoD Components should start early and allow plenty of time. If there is an urgent need for expeditious consultation, the component must make this fact known to tribal contacts and negotiate an expedited timetable.

E2.6. Participating members of a particular culture are in the best position to provide the most up-to-date and accurate information about that culture; therefore culturally specific information obtained from a member of a particular culture is to be respected as expert testimony.

E2.7. In participating in consultation, DoD staff should take into consideration and respect tribal protocols, such as the following:

E2.7.1. Tribal representatives may want to open a meeting with a traditional ceremony, although DoD representatives are under no obligation to participate.

E2.7.2. The installation may need to schedule meetings well in advance to enable the tribe to decide upon appropriate attendees such as tribal elders, traditional religious leaders, and translators.

E2.7.3. Tribal representatives may be reluctant to discuss culturally sensitive information outside of the tribe or at certain times of the year, or they may need to clear information with traditional religious leaders or tribal council members prior to making commitments.

E2.7.4. Tribal governments differ from each other in their organizational structures and corporate cultures. DoD representatives should be mindful that these differences may affect formal titles and forms of address (such as “Chief,” “Governor,” and/or “Chairman”) and other forms of protocol. Tribal representatives may be female or male, elected or not elected, political or spiritual leaders, and exhibit other variations from tribe to tribe.

E2.8. Each tribe should be consulted separately, unless affected tribes choose to act collectively.

E2.9. Without including culturally sensitive information, document the consultation in writing and place it in the administrative record. Although consent, approval, or formal agreement from tribal governments is not required to conclude the consultation process and to proceed with a project on Federal land, the record must show that the Department of Defense has given careful consideration to all the available evidence and points of view before making the final decision.

E2.10. The Department of Defense recognizes that a tribe may wish to keep confidential some of the information it may provide during consultation. Tribes should be assured that the Department of Defense will make every reasonable effort, consistent with the law, to withhold from public disclosure any specific information that a tribe identifies as confidential, especially information related to sacred sites and other traditional cultural properties. Nonetheless, tribes should also understand that the Department of Defense is required to provide public access to its records under the Freedom of Information Act (Reference (r)), except to the extent that any such records are protected from disclosure by a statutory exemption or exclusion. Consequently, tribes should be encouraged to seek the advice of their own legal counsel before providing sensitive information to the Department of Defense.

E2.11. The final decision should be placed into the administrative record and circulated to all consulting parties. It should explain the reasoning as well as the data compiled, but exclude any direct reference to culturally sensitive information provided by tribes and to information sensitive to the DoD mission.

E3. ENCLOSURE 3

COMPLIANCE MEASURES OF MERIT

E3.1. Policy Implementation

E3.1.1. The Office of the DUSD(I&E) shall assess the number of installations that have incorporated a process for consultation with tribes either as part of an ICRMP and/or an INRMP, or as an independent process in which tribal interests have been identified.

E3.1.2. A process for consultation is required only when tribes have a cultural or historical affiliation with the lands encompassed by the installation for an ICRMP, and where tribal treaty rights or other rights to natural resources potentially may be affected, for an INRMP.

E3.2. Native American Graves Protection and Repatriation Act (NAGPRA) (Reference (k))

The Office of the DUSD(I&E) shall assess the number of installations:

E3.2.1. With possession or control of any archaeological, historic, or ethnographic collections, including items held by a DoD contractor for the installation.

E3.2.2. With possession or control of items in paragraph E3.2.1., where these items have been professionally evaluated for the presence of “cultural items” as defined in Section 2 of Reference (m). “Professionally evaluated” means the items have been examined and a finding made by a person who has professional training to make an authoritative determination. At a minimum, the person making the determination shall meet the requirements of 48 FR 44716 (Reference (s)).

E3.2.3. With professionally evaluated items that meet the definition of cultural items.

E3.2.4. Retaining possession or control of NAGPRA cultural items that do not fall within the following categories:

E3.2.4.1. The cultural affiliation cannot be determined.

E3.2.4.2. Consultation is ongoing.

E3.2.1.3. No tribes have expressed an interest in the items for repatriation purposes.

E3.2.1.4. Repatriation is pending Federal Register Notice.