



# FISCAL YEAR 2025 TRIBAL CONSULTATION REPORT

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# 1 Summary

This Annual Report summarizes the Bureau of Ocean Energy Management’s (BOEM) efforts during Fiscal Year (FY) 2025 to consult with and promote consultation with federally recognized American Indian tribes and Alaska Native tribes and entities (tribes), Alaska Native Claims Settlement Act (ANCSA) corporations, and the Native Hawaiian Community.<sup>1</sup> BOEM invites consultation on bureau actions with tribal, ANCSA corporation, and/or Native Hawaiian Community implications in accordance with Department of the Interior (DOI) policy and procedures and BOEM Tribal Consultation Guidance. BOEM actions that may have implications for tribes, ANCSA corporations, and/or the Native Hawaiian Community include, but are not limited to, “a rulemaking, a notice to lessees (NTL), a lease sale, approval of an oil and gas exploration or development plan, a renewable energy plan, a permit for a seismic air gun survey, a right-of-way, a right-of-use and easement, or a non-energy mineral lease or agreement.”<sup>2</sup>

In addition to formal consultation in recognition of the government-to-government relationship with tribal nations, the government-to-corporation relationship with ANCSA corporations, and the government-to-sovereign relationship with the Native Hawaiian Community, BOEM also engages through informal meetings, public hearings, and direct communications or discussions with individual tribes, ANCSA corporations, and Native Hawaiian Organizations (NHOs), or as required by statute—including, but not limited to, the National Historic Preservation Act (NHPA), Native American Graves Protection and Repatriation Act (NAGPRA), and National Environmental Policy Act (NEPA)—depending on the scope, scale, and significance of a proposed action.

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<sup>1</sup> Consultation Annual Report requirements are set forth in [Secretarial Order 3317](#) and DOI Manual sections [512 DM 4.9](#), [512 DM 6.7](#), [513 DM 1.10](#), and [513 DM 2.8](#), and [BOEM Tribal Consultation Guidance, December 9, 2024](#). DOI consultation policy and procedures are set forth at DOI Manual sections [512 DM 4](#), [512 DM 5](#), [512 DM 6](#), [512 DM 7](#), [513 DM 1](#), and [513 DM 2](#). See [512 DM 4.3](#) for the definition of a “Departmental Action with Tribal Implications,” [512 DM 6.3](#) for the definition of a “Departmental Action with ANCSA Corporation Implications,” and [513 DM 1.4](#) for the definition of an “Action with Native Hawaiian Community Implications.” Reporting on efforts to promote consultation with the Native Hawaiian Community is included as an Appendix.

<sup>2</sup> [BOEM Tribal Consultation Guidance, December 9, 2024, Section 5.c.](#)

## 2 Consultation Topics

FY 2025 topics of consultation included BOEM tribal guidance and policy documents; conventional energy activities on the Alaska Outer Continental Shelf (OCS), Atlantic OCS, Gulf of America OCS, and Pacific OCS; renewable energy activities on the Alaska OCS, Atlantic OCS, and Pacific OCS; rulemakings; and environmental studies. FY 2025 topics of nationwide and regional consultation, including opportunities to consult and the exchange of information in support of consultation, are included in the table below and summarized in Section 4.

**Table 1. FY 2025 Nationwide and Regional Consultation Topics**

<b>BOEM Tribal Guidance and Policy Documents</b>		
Nationwide	<a href="#">Tribal Nation and Indigenous Peoples Engagement Strategy</a>	Invitation/Opportunity to Consult
Nationwide	<a href="#">BOEM Tribal Consultation Guidance</a>	Invitation/Opportunity to Consult
<b>Conventional Energy</b>		
Nationwide	11 <sup>th</sup> National OCS Oil and Gas Leasing Program (“11 <sup>th</sup> National OCS Program”)	Invitation/Opportunity to Consult; Two (2) Informational (Listening) Sessions
Regional – Alaska OCS	Supplemental Environmental Impact Statement (SEIS) for Cook Inlet OCS Oil and Gas Lease Sale 258	Invitation/Opportunity to Consult
Regional – Alaska OCS	Long-term schedule for offshore oil and gas lease sales in Alaska’s Cook Inlet as directed by the One Big Beautiful Bill Act (H.R. 1)	Information Sharing
Regional – Gulf of America OCS	Long-term schedule for offshore oil and gas lease sales in the Gulf of America and Alaska’s Cook Inlet as directed by the One Big Beautiful Bill Act (H.R. 1)	Notification/Information Sharing
Regional – Gulf of America OCS	Gulf of America Regional Outer Continental Shelf Oil and Gas Lease Sales and Post-Lease Activities Final Programmatic Environmental Impact Statement	Notification/Information Sharing (Consultation conducted prior to FY 2025)
<b>Renewable Energy</b>		
Nationwide	Memorandum of Understanding Between the Department of Defense and the Department of the Interior Regarding Renewable Energy Development on the Outer Continental Shelf	Notification/Information Sharing
Nationwide	Partnership for an Offshore Wind Energy Regional Observation Network (POWERON)	Notification/Information Sharing
Regional – Atlantic OCS	Gulf of Maine Wind Energy Lease Sale	Notification/Information Sharing; Section 106 consultation
Regional – Atlantic OCS	Vineyard Mid-Atlantic (Lease Area OCS-A-0544)	Invitation/Opportunity to Consult; One (1) Informational (Listening) Session
Regional – Atlantic OCS	Vineyard Northeast (Lease Area OCS-A-0522)	Opportunity to Consult (ongoing)

Regional – Atlantic OCS	Atlantic Shores North (Lease Area OCS-A-0549)	Opportunity to Consult (ongoing)
Regional – Atlantic OCS	Revolution Wind, LLC (Lease Area OCS-A-0486)	Notification/Information Sharing
Regional – Atlantic OCS	SouthCoast Wind (Lease Area OCS-A-0521)	Notification/Information Sharing; Section 106 consultation
Regional – Atlantic OCS	Empire Wind (Lease Area OCS-A-0512)	Notification/Information Sharing
Regional – Atlantic OCS	New York Bight	Notification/Information Sharing; Section 106 consultation
Regional – Atlantic OCS	Vineyard Wind 1 (Lease Area OCS-A-0501)	Notification/Information Sharing
Regional – Pacific OCS	Five wind energy leases offshore California, transmission planning, and consideration of additional wind leasing	Formal and informal consultation and listening sessions
Regional – Pacific OCS	California Offshore Wind Draft Programmatic Environmental Impact Statement	Invitation/Opportunity to Consult
<b>Regulatory Activities</b>		
Nationwide	Risk Management and Financial Assurance for Outer Continental Shelf Lease and Grant Obligations	Invitation/Opportunity to Consult
Nationwide	Fitness to Operate Standards for Oil and Gas or Sulfur Operators and Lessees on the Outer Continental Shelf	Invitation/Opportunity to Consult

## **3 Tribes and ANCSA Corporations Consulted**

### **3.1 Nationwide**

For nationwide actions with tribal implications, BOEM extended invitations to consult to the 574 tribes listed in the *Indian Entities Recognized by and Eligible To Receive Services From the United States Bureau of Indian Affairs* notice published in the Federal Register by the Bureau of Indian Affairs (BIA) on December 11, 2024.<sup>3</sup>

### **3.2 Alaska OCS Region**

BOEM met with leaders and representatives of 22 tribes, 15 ANCSA corporations, and 12 non-profit and tribal entities during FY 2025. Local elected leaders and appointed representatives were included during visits to the communities of the Kenai Peninsula and on Kodiak Island. Commercial and sport fishing groups were included with BOEM visits to ensure they received the same information (in many cases, tribal members served in multiple groups).

#### **3.2.1 Tribes**

- Alutiiq Tribe of Old Harbor
- Chickaloon Native Village
- Eklutna Native Village
- Inupiat Community of the Arctic Slope
- Kenaitze Indian Tribe
- Knik Tribe
- Native Village of Afognak
- Native Village of Akhiok
- Native Village of Karluk
- Native Village of Larsen Bay
- Native Village of Nanwalek
- Native Village of Ouzinkie
- Native Village of Port Graham
- Native Village of Port Lions
- Native Village of Tyonek
- Ninilchik Tribe
- Qawalangin Tribe of Unalaska
- Salamatof Tribe
- Seldovia Village Tribe

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<sup>3</sup> [89 FR 99899](#)

- Sun’aq Tribe of Kodiak
- Tangirnaq Native Village (formerly Lesnoi Village, a.k.a. Woody Island)
- Village of Wainwright

### **3.2.2 ANCSA Corporations**

- Aleut Corporation (regional)
- Arctic Slope Regional Corporation (regional)
- Calista Corporation (regional)
- Chickaloon-Moose Creek Native Association, Inc. (village)
- Chugach Alaska Corporation (regional)
- Cook Inlet Region, Inc. (regional)
- Doyon, Limited (regional)
- The English Bay Corporation (village)
- Koniag (regional)
- NANA Regional Corporation (regional)
- Ninilchik Natives Association, Inc. (village)
- The Port Graham Corporation (village)
- Sealaska Corporation (regional)
- Seldovia Native Association, Inc. (village)
- The Tyonek Native Corporation (village)

### **3.2.3 Non-profit and Tribal Entities**

- Alaska Eskimo Whaling Commission
- ANCSA Regional Association
- Alaska Native Heritage Center
- Alaska Native Science and Engineering Program, University of Alaska
- Bering Sea Elders Group
- Chugachmiut
- Cook Inlet Tribal Council
- Iḷisaḡvik College (Utqiagvik)
- Inuit Circumpolar Council Alaska
- Kenai Peninsula Economic Development District
- Kodiak Island Native Association
- Voice of the Arctic Inupiat

## **3.3 Atlantic OCS Region**

BOEM engaged with and/or invited the following 34 tribal nations to consult on Atlantic OCS actions:

- Absentee-Shawnee Tribe of Indians of Oklahoma
- Catawba Nation
- Cherokee Nation of Oklahoma
- Chickahominy Indian Tribe
- Chickahominy Indian Tribe, Eastern Division
- Delaware Nation
- Delaware Tribe of Indians
- Eastern Band of Cherokee Indians
- Eastern Shawnee Tribe of Oklahoma
- Houlton Band of Maliseet Indians
- Mashantucket (Western) Pequot Tribal Nation
- Mashpee Wampanoag Tribe
- Miccosukee Tribe of Indians
- Mi'kmaq Nation
- Mohegan Tribe of Connecticut
- Monacan Indian Nation
- Muscogee (Creek) Nation
- Nansemond Indian Nation
- Narragansett Indian Nation
- Pamunkey Indian Tribe
- Passamaquoddy Tribe of Indians, Indian Township Reservation
- Passamaquoddy Tribe of Indians, Pleasant Point Reservation
- Penobscot Indian Nation
- Rappahannock Tribe
- Seminole Nation of Oklahoma
- Seminole Tribe of Florida
- Seneca Nation of Indians
- Seneca-Cayuga Nation (of Oklahoma)
- Shawnee Tribe
- Shinnecock Indian Nation
- Stockbridge-Munsee Community, Band of Mohican Indians
- Tuscarora Nation
- United Keetoowah Band of Cherokee Indians in Oklahoma
- Upper Mattaponi Indian Tribe
- Wampanoag Tribe of Gay Head (Aquinnah)

BOEM met with tribal officials from the following tribe in government-to-government consultation sessions during FY 2025:

- Passamaquoddy Tribe of Indians, Indian Township Reservation
- Passamaquoddy Tribe of Indians, Pleasant Point Reservation

### **3.4 Gulf of America OCS Region**

BOEM engaged with and/or invited the following 27 tribal nations to consult on Gulf of America OCS actions:

- Absentee-Shawnee Tribe of Indians of Oklahoma
- Alabama-Coushatta Tribe of Texas
- Alabama-Quassarte Tribal Town
- Apache Tribe of Oklahoma
- Caddo Nation of Oklahoma
- Cheyenne and Arapaho Tribes of Oklahoma
- Chitimacha Tribe of Louisiana
- Choctaw Nation of Oklahoma
- Comanche Nation of Oklahoma
- Coushatta Tribe of Louisiana
- Eastern Shawnee Tribe of Oklahoma
- Jena Band of Choctaw Indians
- Kickapoo Traditional Tribe of Texas
- Kiowa Indian Tribe of Oklahoma
- Mescalero Apache Tribe
- Miccosukee Tribe of Indians of Florida
- Mississippi Band of Choctaw Indians
- Muscogee (Creek) Nation
- Poarch Band of Creek Indians
- Quapaw Nation
- Seminole Nation of Oklahoma
- Seminole Tribe of Florida
- Shawnee Tribe
- Southern Ute Indian Tribe
- Thlopthlocco Tribal Town
- Tonkawa Tribe of Indians of Oklahoma
- Tunica-Biloxi Tribe of Louisiana

### **3.5 Pacific OCS Region**

BOEM engaged with and/or invited the following 83 tribal nations to consult on Pacific OCS actions:

- Agua Caliente Band of Cahuilla Indians
- Barona Band of Mission Indians
- Bear River Band of the Rohnerville Rancheria
- Big Lagoon Rancheria
- Big Pine Paiute Tribe of the Owens Valley
- Big Valley Band of Pomo Indians
- Blue Lake Rancheria
- Burns Paiute Tribe
- Cachil DeHe Band of Wintun Indians of the Colusa Indian Community
- Cahto Tribe
- Cahuilla Band of Indians
- Campo Kumeyaay Nation
- Cher-Ae Heights Indian Community of the Trinidad Rancheria
- Confederated Tribes of Coos, Lower Umpqua and Siuslaw Indians
- Confederated Tribes of Grand Ronde
- Confederated Tribes of Siletz Indians
- Confederated Tribes of the Umatilla Indian Reservation
- Confederated Tribes of Warm Springs
- Coquille Indian Tribe
- Cow Creek Band of Umpqua Tribe of Indians
- Coyote Valley Band of Pomo Indians
- Dry Creek Rancheria Band of Pomo Indians
- Elem Indian Colony
- Elk Valley Rancheria
- Ewiiapaayp Band of Kumeyaay Indians
- Federated Indians of Graton Rancheria
- Fort Bidwell Indian Community
- Grindstone Indian Rancheria of Wintun-Wailaki Indians
- Guidiville Band of Pomo Indians
- Habematolel Pomo of Upper Lake
- Hoh Indian Tribe
- Hoopa Valley Tribe
- Hopland Band of Pomo Indians
- Iipay Nation of Santa Ysabel
- Inaja Band of Diegueño Mission Indians
- Jamul Indian Village
- Karuk Tribe
- Kashia Band of Pomo Indians of the Stewarts Point Rancheria

- Klamath Tribes
- Kletsel Dehe Wintun Nation
- Koi Nation of Northern California
- La Jolla Band of Luiseño Indians
- La Posta Band of Diegueño Mission Indians
- Lytton Rancheria
- Makah Tribe
- Manchester Point Arena Band of Pomo Indians
- Manzanita Band of the Kumeyaay Nation
- Middletown Rancheria of Pomo Indians of California
- Morongo Band of Mission Indians
- North Fork Rancheria
- Pala Band of Mission Indians
- Pauma Band of Luiseño Indians
- Pechanga Band of Indians
- Pinoleville Pomo Nation
- Pit River Tribe
- Potter Valley Tribe
- Pulikla Tribe of Yurok People
- Quartz Valley Indian Community of the Quartz Valley Reservation
- Quileute Tribe
- Quinault Indian Nation
- Ramona Band of Cahuilla
- Redding Rancheria
- Redwood Valley Little River Band of Pomo Indians
- Rincon Band of Luiseño Indians
- Robinson Rancheria Pomo Indians of California
- Round Valley Indian Tribes
- San Pasqual Band of Mission Indians
- Santa Rosa Band of Cahuilla Indians
- Santa Ynez Band of Chumash Indians
- Scotts Valley Band of Pomo Indians
- Sherwood Valley Band of Pomo Indians
- Shoalwater Bay Indian Tribe
- Soboba Band of Luiseño Indians
- Sycuan Band of the Kumeyaay Nation
- Tachi-Yokut Tribe
- Tolowa Dee-ni' Nation

- Tule River Indian Tribe
- United Auburn Indian Community of the Auburn Rancheria
- Viejas Band of Kumeyaay Indians
- Wilton Rancheria
- Wiyot Tribe
- Yocha Dehe Wintun Nation
- Yurok Tribe

BOEM met with tribal officials from the following tribes in government-to-government consultation sessions during FY 2025:

- Cher-Ae Heights Indian Community of the Trinidad Rancheria (Trinidad Rancheria)
- Confederated Tribes of Coos, Lower Umpqua and Siuslaw Indians
- Elk Valley Rancheria
- Hoopa Valley Tribe
- Karuk Tribe

## **4 Location of Each Consultation**

### **4.1 Alaska OCS Region**

- Salamatof Tribe, January 23, 2025, Kenai, AK
- Ninilchik Tribe, January 24, 2025, Ninilchik, AK
- Sun’aq Tribe of Kodiak, February 25, 2025, Kodiak, AK
- Native Village of Karluk, February 25, 2025, Kodiak, AK
- Native Village of Larsen Bay, February 25, 2025, Kodiak, AK
- Alutiiq Tribe of Old Harbor, February 25, 2025, Kodiak, AK
- Native Village of Ouzinkie, February 25, 2025, Kodiak, AK
- Native Village of Port Lions, February 25, 2025, Kodiak, AK
- Native Village of Afognak, February 25, 2025, Kodiak, AK
- Native Village of Akhiok, February 25, 2025, Kodiak, AK
- Qawalangin Tribe of Unalaska, April 24, 2025, Unalaska, AK

BOEM also met with the Kodiak Island Native Association on February 25, 2025, in Kodiak, AK.

### **4.2 Atlantic OCS Region**

The following is the date and location of one formal government-to-government consultation session held in FY 2025:

- Passamaquoddy Tribe of Indians, Indian Township Reservation and Pleasant Point Reservation, November 21, 2024, Mashantucket, CT

BOEM met with multiple tribes at meetings that were not formal consultation sessions:

- BOEM met virtually with the Tribal Historic Preservation Officers from the Mashantucket Pequot Tribal Nation and the Wampanoag Tribe of Gay Head (Aquinnah) to discuss the SouthCoast Section 106 Memorandum of Agreement on October 25, 2024.
- BOEM met virtually with the Tribal Historic Preservation Officers of the Mashantucket Pequot Tribal Nation, the Wampanoag Tribe of Gay Head (Aquinnah), and the Mashpee Wampanoag Tribe on November 1, 2024, to continue discussion about the SouthCoast Wind Section 106 Memorandum of Agreement.
- BOEM leadership and staff met with the Mashantucket Pequot Tribal Historic Preservation Officer on November 20, 2024, in Mashantucket, CT.
- BOEM hosted a virtual information session for the Vineyard Mid-Atlantic project on February 14, 2025.

- BOEM leadership and staff presented and met with the United South and Eastern Tribes (USET) Culture and Heritage Committee on March 11, 2025, in Arlington, VA.

### **4.3 Gulf of America OCS Region**

There are no formal government-to-government consultations to report for FY 2025.

### **4.4 Pacific OCS Region**

The following are dates and locations of five formal government-to-government consultation sessions held in FY 2025:

- Elk Valley Rancheria, October 9, 2024, Crescent City, CA
- Hoopa Valley Tribe, October 10, 2024, Hoopa Valley, CA
- Cher-Ae Heights Indian Community of the Trinidad Rancheria, October 17, 2024, virtual
- Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians, December 12, 2024, virtual
- Karuk Tribe, January 22, 2025, virtual

BOEM met with multiple tribes at meetings that were not formal consultation sessions:

- BOEM and the U.S. Department of Energy hosted a West Coast Offshore Wind Transmission Tribal Workshop for federally recognized and non-federally recognized tribes on November 12, 2024 (virtual).
- BOEM convened the first three meetings of the new regional Tribal Working Group on October 29–30, 2024 (hybrid; Ventura, CA); January 21, 2025 (hybrid); and March 19, 2025 (virtual).
- BOEM leadership and U.S. Fish and Wildlife Service leadership met with a delegation from the West Coast Ocean Alliance on June 4, 2025. The delegation included leaders and representatives from nine tribes who traveled to Washington, DC.

## 5 Summary of Outcomes

The following summaries of FY 2025 nationwide and regional consultations and outcomes are organized by topic and region. Examples of associated consultation and engagement efforts conducted one-on-one with tribes are also presented in this section.

### 5.1 BOEM Tribal Guidance and Policy Documents

#### 5.1.1 Nationwide

##### 5.1.1.1 BOEM Tribal Consultation Guidance and Tribal Nation and Indigenous Peoples Engagement Strategy

On October 29, 2024, BOEM followed up previous invitations to 574 federally recognized tribes and ANCSA corporations to consult on the [Tribal Nation and Indigenous Peoples Engagement Strategy](#) (Strategy) (Dear Tribal Leader Letter (DTLL) of September 3, 2024, emailed to tribes and ANCSA corporations on September 20, 2024) and the [BOEM Tribal Consultation Guidance](#) (DTLL of January 3, 2024). Both were open for comment through October 31, 2024. BOEM considered and incorporated comments during the revision process, and the Tribal Working Group plans to revisit the Strategy during FY 2026.

###### 5.1.1.1.1 Alaska OCS Region

The following ANCSA corporation submitted written comments:

- NANA Regional Corporation (NANA)

The following non-profit organization promoting Alaska Native interests submitted written comments:

- Chugach Regional Resources Commission (CRRC)

###### 5.1.1.1.2 Atlantic OCS Region

The following federally recognized tribes submitted written comments, unless otherwise indicated:

- Mashpee Wampanoag Tribe
- Passamaquoddy Tribe of Indians, Indian Township Reservation
- Passamaquoddy Tribe of Indians, Pleasant Point Reservation
- Wampanoag Tribe of Gay Head (Aquinnah) (verbal comments)

###### 5.1.1.1.3 Pacific OCS Region

The following federally recognized tribes submitted written comments, unless otherwise indicated:

- Blue Lake Rancheria
- Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians
- Makah Tribe
- Santa Ynez Band of Chumash Indians
- Suquamish Tribe

The following non-profit organization promoting tribal interests submitted written comments:

- Affiliated Tribes of Northwest Indians (ATNI)

## **5.2 Conventional Energy**

### **5.2.1 Nationwide**

#### **5.2.1.1 11<sup>th</sup> National OCS Program**

On May 1, 2025, in a DTLL, BOEM invited tribes and ANCSA corporations to consult on the 11<sup>th</sup> National OCS Program. The DTLL emphasized that BOEM is available to consult in the manner preferred by each tribe or ANCSA corporation throughout the development of the 11<sup>th</sup> National OCS Program. The letter also outlined the process for the development of the 11<sup>th</sup> National OCS Program, emphasizing that information and comments received in response to the Request for Information (RFI) prior to June 16, 2025, would inform the development of the 1<sup>st</sup> Analysis and Proposal.

The letters also provided instructions on how to register for two virtual information sessions, open to all tribes and ANCSA corporations, which were held on May 20 and 21, 2025. During these sessions, BOEM leadership and staff provided information and answered questions about the 11<sup>th</sup> National OCS Program. The sessions were designed to provide sufficient detail to allow tribal leaders and their representatives to determine if and when they would accept the invitation to consult on the 11<sup>th</sup> National OCS Program. A total of 20 participants, representing 17 tribes and one non-profit organization, participated in the sessions. BOEM received two requests for additional information during and following the information sessions, but no requests for consultation resulted from the information sessions.

BOEM staff also shared a draft Tribal Engagement Plan with registrants and participants, proposing opportunities to consult and engage during the development of the 11<sup>th</sup> National OCS Program. The draft plan attempts to identify engagement opportunities that could be the most impactful in informing each of the prescribed decision points for the 11<sup>th</sup> National OCS Program. While tribes and ANCSA corporations can request consultation at any time, BOEM invited discussion on consultation and engagement opportunities and a framework to ensure that tribal input is meaningfully considered in the decision-making process. No comments were received on the draft Tribal Engagement Plan, and BOEM continues to conduct outreach with tribes and ANCSA corporations.

In response to the 11<sup>th</sup> National OCS Program RFI, BOEM received 13 individual and joint comment letters representing American Indian and Alaska Native rights and interests from nine tribes, two ANCSA corporations, two Alaska Native regional non-profit organizations, one tribal non-profit organization, three municipal governments, and one public tribal land-grant college. Although many of the comment letters include requests for consultation, most were contingent on the inclusion of specific OCS planning areas. Requests were made to exclude specific planning areas from the 11<sup>th</sup> National OCS Program. Exclusions requests and tribal comments submitted in response to the RFI will be considered as program development continues.

BOEM also received inquiries from a few tribes requesting additional information, indicating potential interest in submitting comments or requesting consultation at later stages. BOEM responded to inquiries and communicated with tribes, ANCSA corporations, and non-profit organizations to understand preferences for consultation timing and format, as well as to seek clarification on specific concerns raised in the comment letters and how best to integrate input into the next stages of the 11<sup>th</sup> National OCS Program development.

#### **5.2.1.1.1 Alaska OCS Region**

A representative of the following non-profit organization promoting Alaska Native interests participated in the information sessions:

- Chugach Regional Resources Commission (CRRC)

The following tribes submitted written comments:

- Inupiat Community of the Arctic Slope (ICAS)
- Native Village of Barrow (co-authored with Ukpeagvik Inupiat Corporation and City of Utqiagvik)

The following ANCSA corporations submitted written comments:

- Arctic Slope Regional Corporation
- Ukpeagvik Inupiat Corporation (co-signed by the Native Village of Barrow and the City of Utqiagvik)

The following non-profit organizations promoting Alaska Native interests submitted written comments:

- Association of Village Council Presidents (AVCP) (co-signed by Kawerak, Inc. and the Bering Sea Elders Group)
- Kawerak, Inc. (co-signed by the AVCP and the Bering Sea Elders Group)
- Bering Sea Elders Group (co-signed by the AVCP and Kawerak, Inc.)

The following Alaska municipal governments submitted written comments:

- City of Atkasuk
- City of Utqiagvik
- North Slope Borough

The following Alaska public tribal land-grant community college submitted written comments:

- Iñisaġvik College

#### **5.2.1.1.2 Atlantic OCS Region**

Representative(s) of the following tribes participated in the information sessions:

- Mashantucket (Western) Pequot Tribal Nation
- Passamaquoddy Tribe of Indians, Indian Township Reservation
- Wampanoag Tribe of Gay Head (Aquinnah)

The following tribes submitted written comments:

- Passamaquoddy Tribe of Indians, Indian Township Reservation
- Passamaquoddy Tribe of Indians, Pleasant Point Reservation
- Wampanoag Tribe of Gay Head (Aquinnah)

#### **5.2.1.1.3 Gulf of America OCS Region**

Representative(s) of the following tribe participated in the information sessions:

- Southern Ute Indian Tribe (Red Willow)

#### **5.2.1.1.4 Pacific OCS Region**

Representative(s) of the following tribes participated in the information sessions:

- Blue Lake Rancheria
- Burns Paiute Tribe
- Confederated Salish and Kootenai Tribes
- Confederated Tribes of Coos, Lower Umpqua and Siuslaw Indians
- Confederated Tribes of Siletz Indians
- Coquille Indian Tribe
- Cow Creek Tribe
- Hoh Indian Tribe
- Makah Indian Tribe
- Port Gamble S'Klallam Tribe
- Pulikla Tribe of Yurok People
- Sherwood Valley Band of Pomo

- Yurok Tribe

The following tribes submitted written comments:

- Confederated Tribes of Coos, Lower Umpqua and Siuslaw Indians
- Hoh Indian Tribe
- Santa Ynez Band of Chumash Indians
- Yurok Tribe

## **5.2.2 Alaska OCS Region**

### **5.2.2.1 11<sup>th</sup> National OCS Program**

BOEM coordinated the DTLL and Dear Alaska Native Corporation Leader letter with regional contacts and initiated information sharing for the 11<sup>th</sup> National OCS Program. As outlined above, two tribes, two ANCSA corporations, three non-profit organizations, three municipal governments, and one tribal land-grant community college submitted individual or joint comment letters in response to the RFI.

#### **5.2.2.2 Offshore Oil and Gas Lease Sales in Alaska's Cook Inlet**

BOEM continued work on matters related to Lease Sale 258 in Cook Inlet, extending invitations to tribes and ANCSA corporations to consult on a Supplemental Environmental Impact Statement (SEIS) for Cook Inlet OCS Oil and Gas Lease Sale 258, but consultation was not requested.

BOEM took part in the Koniag / Kodiak Native Association (KANA) conference where more than 150 tribal, ANCSA, and local government leaders were in attendance. BOEM provided an update on Lease Sale 258 in Cook Inlet, as well as a broad overview of potential agency activities in response to the Administration's intention to hold more oil and gas lease sales in Cook Inlet.

BOEM continued ongoing studies relating to tribal and community interests and economic resource impacts on the people of the Kenai Peninsula.

## **5.2.3 Atlantic OCS Region**

### **5.2.3.1 11<sup>th</sup> National OCS Program**

BOEM coordinated the DTLL with regional contacts and initiated information sharing for the 11<sup>th</sup> National OCS Program. As outlined above, three tribes submitted comment letters in response to the RFI.

## **5.2.4 Gulf of America OCS Region**

There are no formal government-to-government consultations to report for FY 2025; however, BOEM coordinated with tribes to promote consultation on the development of conventional energy in the Gulf.

### **5.2.4.1 11<sup>th</sup> National OCS Program**

BOEM coordinated the DTLL with regional contacts and initiated information sharing for the 11<sup>th</sup> National OCS Program. No comment letters were received in response to the RFI, but two tribes responded by email to the bureau's tribal outreach efforts for the 11<sup>th</sup> National OCS Program.

- The Choctaw Nation of Oklahoma responded and noted that this action lies within their area of interest. The tribe indicated they have a number of cultural and sacred sites along or in the Gulf of America. The Choctaw Nation requested additional information on the restricted areas in the Draft Proposal (Downen 2025). BOEM continues discussions and sharing information with the tribe.
- The Quapaw Nation responded to receiving the "Department of the Interior Announces New 2025 Lease Sale in the Gulf of America" News Release (dated April 4, 2025) by stating it is not located within their tribal area of interest and therefore have no comment.

### **5.2.4.2 Offshore Oil and Gas Lease Sales in the Gulf of America**

BOEM sent informational email correspondence to Gulf-affiliated tribes on August 19, 2025, notifying them of the long-term schedule for offshore oil and gas lease sales in the Gulf of America and Alaska's Cook Inlet, as directed by the One Big Beautiful Bill Act (H.R. 1). On August 22, 2025, BOEM sent another informational email to the same list of tribal contacts to inform them of the release of the Gulf of America Regional OCS Oil and Gas Lease Sales and Post-Lease Activities Final Programmatic Environmental Impact Statement.

## **5.2.5 Pacific OCS Region**

### **5.2.5.1 11<sup>th</sup> National OCS Program**

BOEM coordinated the DTLL inviting consultation and initiated information sharing for the 11<sup>th</sup> National OCS Program. As outlined above, four tribes submitted comment letters in response to the RFI.

## **5.3 Renewable Energy**

While BOEM has not issued any new renewable energy leases or approved any projects since January 2024, BOEM continued engagement with Tribes regarding ongoing renewable energy activities.

### **5.3.1 Nationwide**

BOEM coordinated information about the following renewable energy activities with tribal and ANCSA leaders:

- Memorandum of Understanding Between the Department of Defense and the Department of the Interior Regarding Renewable Energy Development on the Outer Continental Shelf.
- BOEM’s establishment of the Partnership for an Offshore Wind Energy Regional Observation Network (POWERON), a public-private partnership between BOEM’s Environmental Studies Program and offshore wind lessees designed to maximize the quality and consistency of collected scientific data while conserving and optimizing resources.

### **5.3.2 Alaska OCS Region**

While there are currently no renewable energy leases on the Alaska OCS, BOEM was previously involved in studies, outreach and engagement, and interagency coordination to inform planning efforts initiated under the Biden Administration; these planning efforts have since ceased. During FY 2025 BOEM invited tribes and ANCSA corporations to participate in the Cook Inlet Working Group (CIWG). The CIWG was established in December 2023 to facilitate quarterly intergovernmental discussion about renewable energy efforts, including potential on the Cook Inlet OCS. BOEM reached out to tribes and ANCSA corporations with rights and interests in Cook Inlet and Kodiak Island to gain insights into their experiences and possible interests in renewable energy activities in the federal waters of Cook Inlet and the Shelikof Straits.

### **5.3.3 Atlantic OCS Region**

BOEM continued efforts during FY 2025 to consult with and/or promote consultation with tribes on the management of the development of renewable energy resources on the Atlantic OCS, in alignment with both President Donald J. Trump’s directives and honoring the government-to-government relationship.

During FY 2025, tribes continued to express concerns and opposition to the construction of offshore wind energy projects on the Atlantic OCS and the associated cabling and onshore construction to support wind facilities. Concerns included potential impacts to both natural and cultural resources.

#### **5.3.3.1 Gulf of Maine**

BOEM staff coordinated the results of an offshore wind energy lease sale on the OCS in the Gulf of Maine with interested tribes. The lease areas offered for sale were informed by tribal consultation and engagement. Following the offshore wind energy lease sale in the Gulf of

Maine, the Passamaquoddy Tribe requested formal government-to-government consultation. BOEM and Passamaquoddy leadership met in-person on November 21, 2024, to discuss offshore wind development. BOEM and tribal staff continue to engage on topics discussed and issues raised prior to, during, and following the in-person consultation meeting.

#### **5.3.3.2 Vineyard Mid-Atlantic (Lease Area OCS-A-0544)**

BOEM invited tribal nations to engage in government-to-government consultation on the technical and environmental review of the Construction and Operations Plan (COP) submitted by the sponsor for the Vineyard Mid-Atlantic Offshore Wind project (Lease Area OCS-A-0544). Tribes were also invited to participate in the NEPA and NHPA reviews as NEPA cooperating tribal governments (cooperating agencies) due to their special expertise on potential environmental and cultural impacts, and as Section 106 Consulting Parties.

Follow-up emails were exchanged between BOEM staff and tribal officials and staff, and BOEM hosted a Virtual Tribal Listening Session on February 14, 2025. Participants included representatives of the Stockbridge-Munsee Band of Mohican Indians.

#### **5.3.3.3 Vineyard Northeast (Lease Area OCS-A-0522) and Atlantic Shores North (Lease Area OCS-A 0549)**

BOEM staff continued engagement with tribal officials and staff on the technical and environmental review of the COPs submitted by the sponsors for the Vineyard Northeast project (Lease Area OCS-A-0522) and the Atlantic Shores North project (Lease Area OCS-A 0549). BOEM retained the services of Chloeta Holdings, LLC and Snow Eagle Group to support tribes in their review of the COP, Draft EIS, and Section 106 review materials for Vineyard Northeast and Atlantic Shores North, respectively.

#### **5.3.3.4 Coordination and Exchange of Information**

BOEM staff coordinated pertinent information with tribes that had either participated in or had been invited to participate in consultation for the development of Atlantic OCS renewable energy resources for the following efforts:

- Revolution Wind, LLC (Lease Area OCS-A-0486) – Director’s Order of August 22, 2025, to Revolution Wind, LLC to halt all ongoing construction activities on the OCS related to the Revolution Wind project.
- SouthCoast Wind (Lease Area OCS-A-0521) – Publication of a Notice of Availability (NOA) for the Final EIS and the subsequent issuance of a Record of Decision (ROD). The email communication also provided consulting tribes with the final signed SouthCoast Wind Project Section 106 Memorandum of Agreement (MOA) that was executed on December 18, 2024. Tribes were invited to sign this MOA as either an invited signatory or a concurring party; however, no tribes elected to sign the MOA.

- Empire Wind (Lease Area OCS-A-0512) – Director’s Order of April 16, 2025, to Empire Offshore Wind, LLC to halt all ongoing construction activities related to the Empire Wind project and the May 19, 2025, Amendment to Director’s Order of April 16, 2025, lifting the halt on activities. The email communication also followed up on a request from multiple tribes to participate in the review of offshore wind projects referenced in the Presidential Memorandum of January 20, 2025.
- New York Bight – Publication of the “Notice of Availability of a Final Programmatic Environmental Impact Statement for Expected Wind Energy Development in the New York Bight” and “Notice of Availability of a Record of Decision for Expected Wind Energy Development in the New York Bight.”
- Vineyard Wind 1 (Lease Area OCS-A-0501) – Failure of installed blade at Wind Turbine Generator (WTG) AW-38 and lightning strike of AW-38.

As part of the requirements of Section 106, BOEM held formal and informal consultation and listening sessions on the following planning efforts and project activities for offshore wind development along the Atlantic Coast:

- Mid-Atlantic Section 106 Programmatic Agreement
- New York Bight (Leases OCS-A- 0537, 0538, 0539, 0541, 0542, and 0544) Section 106 Programmatic Agreement
- SouthCoast Wind (Lease Area OCS-A-0521), off the coast of Massachusetts

#### **5.3.4 Gulf of America OCS Region**

Opportunities for consultation in the Gulf of America OCS Region for renewables were limited as BOEM conducted no new activities related to renewable energy development in the region during FY 2025. BOEM continues to review RWE Offshore US Gulf, LLC’s Progress Reports related to their lease (Lease Area OCS-G 37334) in the Gulf of America, which includes a section on their tribal outreach (11 federally recognized tribes and 11 state recognized tribes).

#### **5.3.5 Pacific OCS Region**

BOEM engaged with tribes via formal and informal consultation and listening sessions regarding the five wind energy leases off California, transmission planning, and consideration of additional wind leasing off California. BOEM held the first three meetings of its new regional Tribal Working Group (not consultations). At the request of tribes, BOEM brought in the State of California to the meetings for updates and discussion about offshore energy planning for California. Meeting topics included matters of mutual interest, the potential for co-stewardship related to future offshore energy planning, and tribal/BOEM working group frameworks. BOEM also provided updates on the California Programmatic Environmental Impact Statement (EIS) and federal priorities.

### **5.3.5.1 California Offshore Wind Draft Programmatic Environmental Impact Statement**

BOEM invited 22 tribes to consult on the California Offshore Wind Draft Programmatic Environmental Impact Statement for the leases off California and to participate in the NEPA process as cooperating tribal governments. Tribal input prior to and during FY 2025 and formal consultations informed BOEM’s assessment of potential impacts to resources tribes identified as significant. These resources included: the marine environment, marine species, species migrations, cultural resources, and submerged archaeological resources. Section 3.4.5 (pages 490-500) of the Draft Programmatic EIS titled Tribal Values and Concerns summarizes input from tribes.

## **5.4 Regulatory Activities**

### **5.4.1 Nationwide**

#### **5.4.1.1 Risk Management and Financial Assurance for OCS Lease and Grant Obligations**

On September 4, 2025, BOEM invited (via DTLL signed by the Acting BOEM Director and coordinated via email from the TLO) all federally recognized tribes and ANCSA corporations to consult on a proposed rule that would rescind BOEM’s final rule “Risk Management and Financial Assurance for OCS Lease and Grant Obligations.” This letter was sent before the publication of both the Notice of Proposed Rulemaking (NPRM) and BOEM’s 2025 Regulatory Agenda. Tribal Liaisons representing the Alaska, Atlantic, Gulf of America, and Pacific OCS regions followed up with tribes and ANCSA corporations on September 5, 2025. One tribe requested consultation.

#### **5.4.1.2 Fitness to Operate Standards for Oil and Gas or Sulfur Operators and Lessees on the OCS**

On November 18, 2024, BOEM invited (via DTLL signed by the BOEM Director and coordinated via email from the TLO) all federally recognized tribes and ANCSA corporations to consult on a proposed rule, “Fitness to Operate Standards for Oil and Gas or Sulfur Operators and Lessees on the Outer Continental Shelf,” to establish criteria for all companies that hold or operate oil and gas or sulfur leases on the OCS and to update and clarify qualification requirements and disqualification criteria for current and prospective OCS leases and operators. This rule was included in BOEM’s Spring and Fall 2024 Regulatory Agendas, and the letter was sent before the publication of the NPRM. Regional Tribal Liaisons followed up with tribes. No requests for consultation were received.

## 6 Summary of Successes and Recommendations for the Consultation Process

In continuing to build from the lessons and successes of consultations, BOEM remains committed to a process of meaningful consultation with tribes and ANCSA corporations on all activities with tribal implications.

### 6.1 Successes

#### 6.1.1 Nationwide

During FY 2025, BOEM contributed technical, financial, and other forms of support and partnership with tribes:

- BOEM's Office of Environmental Programs (OEP) continued to work closely with the Aquinnah and Mashpee Wampanoag tribal nations, providing technical assistance through a cooperative agreement to increase the capacity for these tribes to manage and analyze the requisite environmental information provided to them by offshore wind energy developers. The cooperative agreement facilitates development of proactive best practices for the management of data and information on cultural and archaeological places important to the tribes. This work incorporates Indigenous knowledge and language into a model depicting the preservation potential of submerged ancient cultural landforms and associated archaeological resources, and it facilitates work and collaboration with tribal nations to develop capacity for the active monitoring and documentation of offshore cultural and archaeological resources that may be impacted by BOEM's approved activities.
- OEP continued engagement with the Shinnecock Indian Nation on a 3D visualization tool for the submerged cultural and natural heritage in and near the Shinnecock Indian Reservation on Long Island. From August 26–29, 2025, BOEM representatives met in-person with Shinnecock experts, visited several sacred sites on Shinnecock lands, spent an evening harvesting clams to be served to elders at the Shinnecock annual powwow, and interacted with Native peoples from around the country at the powwow.
- Through a cooperative agreement with the Alaska Native Science and Engineering Program at the University of Alaska (ANSEP), OEP provided internship opportunities for three students in June and July 2025. A member of BOEM's Tribal Working Group mentored two of the interns and directed their final project entitled, *Engaging with Communities in American Samoa: What BOEM Needs to Know*. This working paper has been used to inform the bureau's recent work in the Pacific territories related to offshore leasing for critical minerals mining. BOEM is working to enhance ANSEP students' readiness for professional science and engineering careers. The students explore future

career options at BOEM to manage the development of U.S. OCS energy and mineral resources in environmentally, economically, and socially responsible ways.

- BOEM’s Tribal Working Group (TWG) continued its efforts to promote collaboration and coordination across regions and programs through the exchange of information, guidance, and recommendations related to activities that may potentially impact tribal nations and Indigenous Peoples. TWG members seek opportunities to work collaboratively within DOI, as well as nationally and internationally, through leading and participating in working groups and conferences (for example, Capitol Hill Ocean Week 2025, June 2–5, 2025, and NCAI’s 2025 Mid-Year Convention and Marketplace, June 8–11, 2025). During FY 2025, TWG members participated in and presented at meetings of the International Offshore Petroleum Environmental Regulators (IOPER) Working Group, which was established to improve engagement with offshore petroleum and carbon capture and storage regulators and consultation with Indigenous Peoples.
- Internally, BOEM pursued actions during FY 2025 to improve consultation and engagement activities and increase the knowledge and skills of staff to engage and consult with tribes. BOEM sponsored and facilitated an *Effective Tribal Consultation* training series hosted by Strongbow Strategies, LLC. This training increased awareness of the many facets of the government-to-government relationship, including history, law, policy, sovereignty, protocol, consultation, collaboration, and communication skills. BOEM leadership and staff attended sessions in the Atlantic OCS (September 17–19, 2024), Gulf of America OCS (October 16–18, 2024), and Pacific OCS (November 6–8, 2024) regions. BOEM leadership and staff attended a tribal relations training seminar in the Alaska OCS Region co-supported by the U.S. Special Operations Command North. Instructors included a blend of civilian, military, and tribal representatives.

### **6.1.2 Alaska OCS Region**

BOEM’s successes and accomplishments include a range of activities and engagements with Alaska Native tribal members. BOEM puts forth a continual effort to engage tribes, ANCSA corporations, and Indigenous communities on topics related to conventional energy leasing, renewable energy development, and marine mammals. On an annual basis, BOEM representatives attend the Alaska Federation of Natives (AFN) Convention, and the BIA Providers Conference. Tribal leaders and representatives from across the state and the nation take part in this convention, and their presence often provides opportunities for both formal and informal discussions about potential BOEM activities that may impact their respective peoples and communities. During FY 2025, BOEM representatives participated in 10 tribal-related conferences and conventions in Alaska, including the AFN Convention, BIA Providers Conference, Alaska Forum on the Environment Conference, Kenai Peninsula Economic Development District Industry Day, Bering Sea Elders Group Annual Meeting, Alaska Eskimo Whaling Commission Triannual Meetings, and the Alaska Sustainable Energy Conference.

BOEM representatives engaged with tribal members from across Alaska and the Nation on such topics as energy development, resource protection, migratory birds, marine mammals, and fishing and hunting interests.

BOEM collaborated with the National Oceanic and Atmospheric Administration (NOAA) and U.S. Geological Survey (USGS) for the Aleutian Arc Exploration, which included meetings with Qawalangin tribal members in Unalaska and Atka and provided school children with STEM engagements designed by BOEM. BOEM also sponsored the in-person Alaska Marine Science Symposium with more than 800 people participating, including marine scientists, tribal environmental specialists, educators, resource managers, and the public.

BOEM funded research includes *Subsistence Harvest and Iñupiaq Knowledge of Beluga Whales for Wainwright, Alaska* (BOEM National Studies List AK-20-06). This study is ongoing and involves working closely with the Village of Wainwright (Ulguniq) Tribal Council, the Olgoonik Corporation, the City of Wainwright, the Alaska Department of Fish and Game, and the University of Alaska, Fairbanks.

### **6.1.3 Atlantic OCS Region**

BOEM brought on three Tribal Liaison Coordinators during the last quarter of FY 2024 due to the significant volume of ongoing consultations. Although BOEM received approval to hire four coordinators in FY 2024, one position remained unfilled due to the FY 2025 federal hiring freeze. Ultimately, one of the three positions was forfeited because of the Deferred Resignation Program. The two remaining Tribal Liaison Coordinators are dedicated to tribal affairs and support tribal engagement and consultation for BOEM's conventional energy, marine minerals, and environmental programs.

BOEM continued to utilize the Tribal Support Indefinite Delivery/Indefinite Quantity (IDIQ) contract with three Indian Small Business Economic Enterprises (American Indian Consulting Services, Chloeta, and Snow Eagle Group) to facilitate tribes' review of BOEM's environmental documents and COPs associated with offshore energy development. During FY 2025, BOEM entered into two additional tribal support contracts (outside of the IDIQ) for Vineyard Northeast (Lease Area OCS-A-0522) and Atlantic Shores North (Lease Area OCS-A-0549).

### **6.1.4 Gulf of America OCS Region**

BOEM continues to pursue outreach opportunities and relationship building with tribes to support meaningful engagement and outcomes. It is a priority for the bureau to continue activities that facilitate building trust and maintain continuity of communications, especially during these times of change.

Additionally, BOEM proactively worked to strengthen internal capacity for future information sharing and consultations through several activities. For example, on January 14, 2025, several

BOEM staff, including the Regional Director and Gulf of America Tribal Liaison, visited the Tunica-Biloxi Tribe of Louisiana, as part of a commitment to honor BOEM’s tribal trust responsibilities.

Further, BOEM oversees ongoing studies filling in knowledge gaps related to tribal interests and resources, some of which are actively seeking tribal involvement, such as *Reevaluating BOEM’s Guidelines for Identifying Submerged Pre-Contact Archaeological Sites in the Gulf of Mexico* (BOEM National Studies List GM-22-05) and *Cultural Heritage and Traditional Knowledge of Vulnerable Coastal Communities* (BOEM National Studies List GM-23-04).

### **6.1.5 Pacific OCS Region**

BOEM worked to maintain regular communication and keep tribes updated on federal priorities. Collaboration on studies has proven to be an important means of communication with tribes, helping inform BOEM of the concerns and priorities of tribes and filling knowledge gaps relevant to consultation. As an example, BOEM continued its Tribal Cultural Landscape efforts through its interagency agreement (PC-21-01) with the Udall Foundation’s National Center on Environmental Conflict Resolution. The cultural landscape approach seeks to address concerns raised by tribes about cultural resources and places of cultural importance in the Pacific OCS Region. The approach recognizes that places and resources can have multiple meanings and levels of significance based on how people from different cultures, times, or backgrounds have interacted with the respective landscapes. BOEM is drawing from this approach to enhance future consultations.

## **6.2 Recommendations for Improvement**

### **6.2.1 Government Accounting Office (GAO) Recommendations – Tribal Capacity and Consultation Reporting**

BOEM participated in a GAO Audit, “Offshore Wind Energy: Actions Needed to Address Gaps in Interior’s Oversight of Development” ([GAO-25-106998](#)). One GAO recommendation to Congress addresses “BOEM’s limitations to providing adequate support for Tribal capacity-building.” Tribes have repeatedly expressed the need for BOEM to establish a means for reimbursing tribes for participating in environmental reviews. Very few tribes accept BOEM’s invitations to participate as cooperating tribal governments (cooperating agencies) under NEPA. Identifying ways to facilitate increased capacity for tribes to participate in meetings and to review documents would further improve the consultation process.

Additionally, Recommendation 1 to BOEM reads as follows:

- The BOEM Director should take steps to address gaps in its approach to tribal consultation, including clearly demonstrating and routinely reporting on its progress. This should include ensuring that annual tribal consultation reports clearly document decisions

regarding tribal implications and preparing and submitting to tribes a record of consultation that describes input and how it was addressed, as well as the reasoning for any instances in which input was not incorporated.

DOI generally agreed with the report findings and concurred with this recommendation for BOEM, “to the extent that this recommendation can be implemented consistent with the Presidential Memorandum” of January 20, 2025, entitled, “Temporary Withdrawal of All Areas on the Outer Continental Shelf From Offshore Wind Leasing and Review of the Federal Government's Leasing and Permitting Practices for Wind Projects.” To improve consistency and accountability, BOEM intends to better communicate with tribes the progress and outcomes of tribal consultations, including summaries of tribal input, how that input was incorporated into decisions, and explanations if tribal recommendations are not adopted.” BOEM must continue to coordinate and invite consultation early on BOEM activities with tribal implications and also provide tribes with consultation reporting.

### **6.2.2 Consensus Seeking Model**

512 DM 4.6 directs DOI bureaus to apply a Consensus Seeking Model for government-to-government consultations with tribes and to respect the decision-making authority of tribes. DOI and BOEM recognize that the importance of any particular action or impact to tribes will vary from case-to-case but affirm that its goals are to achieve consensus wherever possible. In instances where greater degree of consensus is required, agencies and offices are allowed to begin consultation earlier in the planning process, provide additional opportunities for consultation, conduct additional targeted outreach to tribes, and where possible, provide longer timeframes for actions that impact tribal interests. BOEM should implement these contingencies whenever and wherever it is appropriate and practicable to enhance the quality of tribal consultation.

The consensus building approach is a formal policy that is currently underutilized and should be established as a standard operating procedure across BOEM. Applying a consensus building method to government-to-government tribal consultation supports participatory planning and marine spatial planning. It builds the trust necessary for collective action, and it provides a means for including tribal decisions in BOEM’s offshore energy and minerals planning, leasing, and project decision-making. BOEM should implement the Consensus Seeking Model to its fullest potential to improve government-to-government consultation.

### **6.2.3 Secretary’s Tribal Advisory Committee (STAC)**

Under 512 DM 4.7, BOEM works with DOI and the STAC to expand and apply the STAC model and functions. The STAC model could be implemented for each BOEM OCS region to advise on tribal issues and learn how to best consult with affected tribes on OCS energy and minerals leasing and development. For example, the Alaska OCS Region would benefit from having a tribal regional advisory committee to help guide offshore energy leasing and development.

BOEM is authorized to initiate information exchanges with tribes via the STAC. Each BOEM region should develop a working relationship with the STAC to leverage its expertise, communication skills, and advisory role to improve BOEM's tribal consultation procedures and to expand the Consensus Building Model to BOEM's work with tribes across OCS regions.

#### **6.2.4 Relationships and Knowledge**

Staffing shortages and retention of tribal liaisons continue to affect consultation and relationship building. Relationship building requires ongoing engagement, and the appointments of experienced Regional Tribal Liaison Officers (RTLOs) will ensure that BOEM can consistently and meaningfully engage with tribes and ANCSA corporations.

BOEM should ensure that all leadership and staff who will represent the bureau in engaging or consulting with tribes should complete training on implementing DOI and BOEM tribal policies and receive an overview of the following:

- General history of the government-to-government relationship between the federal government and tribes;
- Treaty rights of tribes;
- Federal trust obligation owed to American Indians and Alaska Natives;
- Culture and history of American Indians, Alaska Natives, and tribes; and
- Existing consultation policies of the tribe(s), as well as tribal government structures, and decision-making processes.

BOEM should ensure that all leadership and staff who will represent the bureau in engaging or consulting with ANCSA corporations should complete training on implementing DOI and BOEM policies and receive an overview of the following:

- General history of the relationship between the federal government and ANCSA corporations and the Alaska National Interest Land Conservation Act (ANILCA);
- Culture and history of Alaska Natives; and
- Existing ANCSA corporation governance, decision-making process, and consultation policies.

## Appendix: Native Hawaiian Community Consultation Annual Report

This Annual Report summarizes BOEM’s efforts during FY 2025 to consult with and promote consultation with the Native Hawaiian Community on BOEM actions with Native Hawaiian Community implications in accordance with DOI policy and procedures issued January 16, 2025.<sup>4</sup> BOEM actions that may have implications for the Native Hawaiian Community include, but are not limited to, “a rulemaking, a notice to lessees (NTL), a lease sale, approval of an oil and gas exploration or development plan, a renewable energy plan, a permit for a seismic air gun survey, a right-of-way, a right-of-use and easement, or a non-energy mineral lease or agreement.”<sup>5</sup>

### 1. Summary and List of Consultation Topics

BOEM invited NHOs to consult on BOEM’s Tribal Nations and Indigenous Peoples Engagement Strategy (Strategy) in a letter sent via email in September 2024 to the NHOs on the DOI NHO Notification List maintained by the Office of Native Hawaiian Relations (ONHR). There were no requests for consultation, but the following NHOs provided comments, questions, and recommendations:

- Kalaeloa Heritage and Legacy Foundation
- Kua‘āina Ulu ‘Auamo (KUA)
- Malama Ka‘u Foundation
- Nā Manu o Kaiona
- Office of Hawaiian Affairs (OHA)
- Papa Ola Lokahi (Native Hawaiian Health Board)
- Sovereign Council of Hawaiian Homestead Associations

### 2. Native Hawaiian Organizations Consulted

BOEM invited the following NHOs to consult on the Strategy:

- ‘Aha Kāne
- Aha Kukaniloko Koa Mana mea ola kanaka maui
- ‘Aha Mālama, Corp.
- Aha Moku O Kahikinui
- Aha Moku o Maui Inc.
- Aha Wahine
- ‘Ahahui Siwila Hawai‘i O Kapōlei

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<sup>4</sup> See DOI consultation policy and procedures at DOI Manual sections [513 DM 1](#) and [513 DM 2](#).

<sup>5</sup> [BOEM Tribal Consultation Guidance, December 9, 2024, Section 5.c.](#)

- Ahonui Homestead Association
- Ahupua‘a o Moloka‘i
- Ahupua‘a O Nānākuli Homestead
- ‘Ai Noa Foundation
- ‘Āina Momona
- Ala Kahakai Trail Association
- Alaka‘i Foundation Inc.
- Alepa Hou Foundation
- Aloha First
- ‘Ao‘ao O Nā Loko I‘a O Maui
- Association of Hawaiian Civic Clubs
- Association of Hawaiians for Homestead Lands
- Au Puni O Hawaii
- Brian Kaniela Nae‘ole Naauao
- Captain Kimo's Hawaiian Adventures
- Charles Pelenui Mahi Ohana
- Council for Native Hawaiian Advancement
- E Ola Kākou Hawai‘i
- EAO Hawaii Inc.
- Flores-Case ‘Ohana
- The Friends of Hokule‘a and Hawai‘iloa
- Friends of ‘Iolani Palace
- George K. Cypher ‘Ohana
- God's Country Waimanalo
- Hanalei River Heritage Foundation
- Hanona
- Hau‘ouiwi Homestead Association on Lāna‘i
- Hawaiian Civic Club of Wahiawa
- Hawaiian Community Assets, Inc.
- Hawaiian Islands Land Trust
- Hawaiian Kingdom Task Force
- Historic Hawai‘i Foundation
- Ho Ohana
- Ho‘okano Family Land Trust
- Ho‘ōla Lāhui Hawai‘i
- Hui Aloha Kīholo
- Hui Ho‘oleimaluō
- Hui Huliau Inc.

- Hui Iwi Kuamo‘o
- Hui Kaleleiki Ohana
- Hui Mālama Ola Nā ‘Ōiwi
- Hui No Ke Ola Pono
- Hui o Kuapā
- Hui O Wa‘a Kaulua
- Hui ‘Ohana O Hōnaunau
- The I Mua Group
- Imua Hawaii
- Independent District of Puna
- Institute for Native Pacific Education and Culture
- KA‘EHU
- Kaha I Ka Panoa Kaleponi Hawaiian Civic Club
- Kāhuli Leo Le‘a
- Kāko‘o ‘Ōiwi
- Kalaeloa Heritage and Legacy Foundation
- Kalama‘ula Homesteaders Association
- Kalihi Palama Hawaiian Civic Club
- Kamealoha
- Kamehameha Schools
- Kamiloloa One Ali‘i Homestead Association
- Kanaka Economic Development Alliance
- Kānehūnāmoku Voyaging Academy
- Kanu o ka ‘Āina Learning ‘Ohana
- Kapolei Community Development Corporation
- Kaua‘i Sea Farm
- Kauhakō Ohana Association
- Ka‘uikiokapō
- Kauluakalana
- Kauwahi ‘Anaina Hawai‘i Hawaiian Civic Club
- Kawaihapai Ohana
- Kawaileo Law A Limited Liability Law Company
- Ke Kula Nui O Waimānalo
- Ke One O Kākuhihewa
- Keaukaha Community Association
- Keoni Kealoha Alvarez
- Kia‘i Kanaloa
- Kimokeo Foundation

- Kingdom of Hawai‘i
- Kipuka Olowalu
- Koa Ike
- Ko‘olau Foundation
- Ko‘olaupoko Hawaiian Civic Club
- Kua‘āina Ulu ‘Auamo
- Kula no na Po‘e Hawaii
- Kuloloi‘a Lineage - I ke Kai ‘o Kuloloi‘a
- Kupeke Ahupua‘a
- Lahui Kaka‘ikahi
- La‘i‘Ōpua 2020
- La‘i‘ōpua Community Development Corporation
- Ma‘a ‘Ohana c/o Lani Ma‘a Lapilio
- Machado-Akana-Aona-Namakaecha Ohana
- Mahamoku Ohana Council
- Mahu Ohana
- Mainland Council Association of Hawaiian Civic Clubs
- Makaha Hawaiian Civic Club
- The Makua Group
- Maku‘u Farmers Association
- Malama Anahola
- Mālama Hulē‘ia
- Malama Ka‘u Foundation
- Mālama Loko Ea Foundation
- Malu‘ōhai Residents Association
- Mana Health Services, Inc.
- Marae Ha‘a Koa
- The Mary Kawena Pūku‘i Cultural Preservation Society
- Meje, Inc.
- Meleana Kawaiaea, LLC
- Menehune Foundation
- Na Aikane O Maui
- Na Koa Ikaika Ka Lahui Hawaii
- Na Ku‘auhau ‘o Kahiwakaneikopolei
- Nā Kuleana o Kānaka ‘Ōiwi
- Na Kupuna Moku O Keawe
- Na Mookupuna O Wailua
- Na Ohana o Puaoi a me Hanawahine

- Nā Pu‘uwai
- Nakupuna Foundation
- Nanakuli Housing Corporation
- Native Hawaiian Chamber of Commerce
- Native Hawaiian Church
- Native Hawaiian Community Development Corporation
- Native Hawaiian Education Council
- Native Hawaiian Hospitality Association
- Native Hawaiian Legal Corporation
- Nekaifes Ohana
- Nohopapa Hawai‘i, LLC
- ‘O Maku‘u Ke Kahua Community Center
- Oahu Canoe Racing Association
- Office of Hawaiian Affairs
- ‘Ohana Keaweamahi
- ‘Ohana Keohokālōle
- Order of Kamehameha I
- Pacific Agricultural Land Management Systems
- Pacific Justice & Reconciliation Center
- PA‘I Foundation
- Panaewa Hawaiian Home Lands Community Association
- Papa Ola Lokahi
- Papakōlea Community Development Corporation
- Partners in Development Foundation
- Paukukalo Hawaiian Homes Community Association
- Peahi Ohana
- Pele Defense Fund
- Piihonua Hawaiian Homestead Community Association
- Pōhaku Pelemaka
- Protect Keopuka Ohana
- Pu‘uhonua o Wailupe
- Royal Hawaiian Academy of Traditional Arts
- Sovereign Council of Hawaiian Homestead Associations
- Wahiawa Ahupuaa LCA 7714B Apana 6 RP 7813
- Wai Koa Kaua‘i
- Wai‘anae Hawaiian Civic Club
- Waiehu Kou Phase 3 Association
- Waimānalo Hawaiian Homes Association

- Waimānalo Health Center
- Waimea Hawaiian Homesteaders' Association, Inc.

### **3. Location of Each Consultation**

There are no consultation sessions for representatives of the Native Hawaiian Community to report for FY 2025.

### **4. Summary of Issues and Recommendations Raised by the Native Hawaiian Community**

A representative of the Native Hawaiian Community raised the following questions for BOEM for discussion.

- How would BOEM evaluate the effectiveness of its reciprocal communication and accountability practices with tribal nations and Indigenous Peoples?
- What specific metrics would BOEM use to assess the successful inclusion of Indigenous Traditional Ecological Knowledge in decision-making processes?
- How would BOEM measure the capacity-building progress for tribal nations in terms of their ability to engage in consultations and environmental reviews?

### **5. Summary of Successes and Accomplishments and Recommendations for Improvements to the Consultation Process**

BOEM will continue to communicate with NHOs about activities with implications for the Native Hawaiian Community. Providing training for regional and program staff on DOI and BOEM policies would benefit engagement with the Native Hawaiian Community. An overview of the following for regional staff would further facilitate the consultation process:

- History of the government-to-sovereign relationship between the federal government and the Native Hawaiian Community;
- Federal trust obligation owed to the Native Hawaiian Community; and
- Culture and history of the Native Hawaiian Community.

Staffing shortages and retention of liaisons continue to affect consultation and relationship building. Relationship building requires ongoing engagement, and the re-appointment of a Native Hawaiian Pacific Islander Liaison will ensure BOEM can consistently and meaningfully engage the Native Hawaiian Community. Additional efforts to support meaningful engagement may include collaboration on BOEM studies.