

National Resilience Guidance Framing Paper

Introduction

Indigenous peoples maintain place-based knowledge that represents thousands of years of managing relationships with natural resources. This diversity embodies multiple ways of understanding resilient interactions between humans and the ecosystem. Traditional cultural and ecological knowledge is sound science and has been passed down for generations through oral traditions. FEMA acknowledges that Tribal Nations and Indigenous peoples have built and maintained resilience through traditional ecological knowledge well before non-Indigenous people came to North America or the United States became a country. Today, traditional ecological knowledge is one of the most important drivers of Tribal leadership decisions and actions that lead to more resilient Tribal Nations and their environments.

Discussion Questions

- From your Tribe's perspective, what does resilience mean?
 - When you think about resilience, what do you prioritize?
- Are there teachings or stories from Tribal experiences that we can include to illustrate these priorities?
- What is the role of your Tribal leaders in building resilience for your Nation?
 - What are the roles of Tribal members in building resilience?
- What can non-tribal communities learn and apply from your generational history to build their resilience?
- What would be the most useful information to include in this guidance for your Tribal Nation?
- What other thoughts do you have about the national resilience guidance?

Background

FEMA is leading an effort to create national resilience guidance and resources for the whole community to help everyone understand and fulfil their critical roles related to increasing national resilience. These resources will promote a common understanding of resilience, incorporate the impacts of and relationship between [chronic stressors and shocks](#), address the critical roles of all stakeholders, and inspire people-centered planning approaches to increasing community and national resilience.

The guidance will emphasize that resilience is complex and will require input and action from all parts of society; and will also recognize that resilience is more than just being prepared for disasters and encompasses a wide swath of



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social, economic and environmental issues. The vision of resilience below has been informed by FEMA's ongoing engagement with whole community stakeholders.

National Vision of Resilience

- **A resilient people** with optimal health and well-being supported through thriving community and social, economic and financial, environmental, housing, and institutional systems. Everyone has a sense of security, social connectedness, and diminished vulnerability that serve as the foundation for thriving and resilient communities.
- **A resilient society** that has a robust sense of belonging and a high degree of trust. Empowerment and cooperation within and across communities are fostered and supports strong civic engagement. Effective, inclusive governance, transparency, and equitable decision-making with meaningful opportunities for community participation, provide the foundation for fulfilling a common vision. The resilience of all levels of government contributes directly to national resilience, continuity of government, and enduring constitutional government which provides essential functions and services to citizens. Health and social services are designed to address the needs of the community, especially people who are underserved and socially vulnerable, and to build equity across society.
- **A resilient economy** that supports all members of society. Economies are built around a diverse range of industries and draw on regional strengths and assets. Educational and workforce development systems facilitate lifelong learning, cultivate talent, support economic transition for workers, and connect the workforce to employers. Public-private partnerships flourish, contributing to mutually beneficial outcomes.
- **A resilient built environment** that supports a high quality of life while avoiding, minimizing, or withstanding the impacts of shocks and stressors. It includes affordable, adequate, safe, secure, and humane housing, and critical infrastructure systems that are robust, adaptable, and support economic growth and innovation. There is equitable access to services and amenities, such as food, green space, transportation, energy, and broadband. Land use, building codes, and development standards consider current and future risks and impacts.
- **A resilient natural environment** with clean land, air, and water and intact, healthy ecosystems that can adapt to and withstand shocks and stressors. The strong health and long-term sustainability of the environment supports the built environment, economy, society, and community health and well-being of current and future generations.

Purpose

This listening session will provide an overview of the draft resilience guidance and gather feedback from Tribal leaders about resilience. FEMA's goal for this listening session is to ensure Tribal Nations perspectives and experiences are reflected in this guidance.

Key Guidance Topics

Principles

The National Resilience Guidance will be using the following guiding principles for resilience:

1. **All Threats and Hazards:** Identify, prepare for, resist, and respond to shocks and stressors, prioritizing through risk-based approaches those that represent the greatest risks.
2. **People-Centered:** Position the well-being of individuals, families, communities, and society at the center of resilience goals, taking into consideration the needs of all community members, including those that are most vulnerable and have been underserved.
3. **Equitable:** Increase access to services and benefits to underserved communities that often bear a disproportionate burden of impacts and costs of public and private actions.
4. **Adaptive:** Adapt innovative solutions to new conditions and knowledge, continuously growing and enhancing the capability to resist, respond, and bounce forward from evolving threats and hazards.
5. **Collaborative:** Seek input that engages and empowers the public, private, academic, and non-profit sectors, reflects shared commitment, and utilizes transparent processes, metrics, and goals for data-driven decision-making.
6. **Sustainable:** Implement solutions that serve current and future needs by considering the entire lifecycle of solutions.
7. **Interdependent:** Apply risk-based approaches that account for the complexity and interdependencies of systems, prioritizing solutions and investments that address a range of objectives and reduce risks over the long-term.

Roles and Responsibilities

The guidance will not prescribe roles and responsibilities because that will differ from community to community and organization to organization. Rather, the guidance describes roles falling into five categories:

- Individuals, Families and Households;
- Communities;
- Nongovernmental Organizations;
- Businesses; and,
- Government (including Tribal governments).

The guidance will describe resilience responsibilities organized by key systems or functions that contribute to the health, safety, well-being, and prosperity of communities:

1. **Community and Social Systems:** Activities, attributes of the populations, and factors related to building and strengthening social capital, connectedness, trust, and participation in decision-making processes.
2. **Economy and Financial Systems:** Activities and factors that contribute to prosperity and meaningful work.
3. **Environmental Systems:** Natural resources and environmental conditions, including those that support health, safety, and well-being.

4. **Infrastructure Systems:** The buildings and physical assets that support the functioning of communities and the well-being of households.
5. **Housing Systems:** The structures and market that provide shelter for individuals, families, and households.
6. **Institutional Systems:** The public, private, and non-profit organizations and systems that support the functioning of communities and the well-being of households.

Strengthening Resilience: People, Planning, Policies, and Projects and Programs

The guidance will discuss four elements – People, Planning, Policies, and Projects and Programs – that work together to enable a community to be successful in its resilience efforts. The activities and interaction among the elements may happen sequentially or in parallel but the order will depend on the community. Likewise, the form these four elements take will vary by community based on their unique resources, needs, opportunities, and challenges and will change over time as conditions change including an increased understanding of what resilience means in that community.

Financing Resilience Efforts

The guidance will describe some successful models for accessing capital and financing resilience priorities and highlights a variety of public and private funding sources and funding mechanisms.

Measuring Resilience

The guidance will briefly explain the importance of measuring resilience efforts and describes different types of measures that communities could use.

Maturity Model

The guidance will include a resilience maturity model that provides a graphical representation of how resilience principles can be integrated into planning to mature community resilience.

Additional Information

We welcome rolling written feedback following the listening session. Please submit written comments to National-resilience@fema.dhs.gov through January 31, 2024.

We hope that you join us as we work to support Tribal Nations before, during and after disasters. If you have any questions, comments or concerns, please have a member of your staff contact FEMA Tribal Affairs at FEMA-Tribal@fema.dhs.gov.

All consultation materials are posted on www.fema.gov/about/tribes/consultations.

Additional information about FEMA's efforts on national resilience are available on-line. Please see <https://www.fema.gov/emergency-managers/national-preparedness/plan/resilience-guidance>.