9TH ANNUAL

SOUTH DAKOTA

TRIBAL TRANSPORTATION SAFETY SUMMIT

OCT. 23-24, 2018
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Introductions
The 9th Annual South Dakota Tribal Transportation Safety Summit (Summit) was hosted by the Yankton Sioux Tribe on October 23-24, 2018, at the Fort Randall Casino in Pickstown, South Dakota. On its ninth successful year, this annual event provides an opportunity for Tribes, the State of South Dakota, law enforcement, federal agencies, and other safety partners to jointly address transportation safety on Tribal lands. Participating in the Summit provides a way for Tribes to collaborate on the effective practices used to address challenges in providing safe transportation on their respective Reservations and government agencies and elected officials to align their safety priorities with Tribal needs. Please see the appendices for full list of attendees.

The 9th Annual Summit was a collaborative effort by representatives from the Bureau of Indian Affairs (BIA), Federal Highway Administration (FHWA), South Dakota Department of Public Safety (DPS), South Dakota Department of Transportation (SDDOT), elected officials, and the nine South Dakota Tribes.

Summit Overview
The purpose of the annual Summit is to allow the exchange of information and ideas to improve Tribal transportation safety. The Tribal Transportation Safety Summit Planning Committee plans the summit with the goal of engaging Tribal leaders working toward the common goal of improving safety, quality of life and transportation networks for drivers and pedestrians.

Figure 1: The Fort Randall Casino was the venue for the 9th Annual South Dakota Tribal Transportation Safety Summit.
Summit Goals and Recommendations
Each year, goals and recommendations from the previous year’s Summit are reviewed. Goals and recommendations from the 8th Annual Summit, held in 2017, included the following:

- Tribal Transportation Project Updates
- Driver Safety and Injury Prevention
- Transportation Safety Panel
- Safety Plan Implementation
- Crash Reporting
- Highway Safety Improvement Program
- Maintenance Best Practices

2018 South Dakota Tribal Transportation Summit Topics
Each year’s Summit topics evolve as funding resources change, new challenges arise and new innovative solutions are introduced. Discussion topics for this year’s Summit included the following:

- Transportation Support During Emergency Events
- Data Collection Essentials and Innovative Practices
- Driver Behavior
- Pedestrian Safety
- Low Cost Safety Improvements
- National Safety Trends
- Safety Management System Committee Update
Welcome, Opening Prayer and Introductions

The 9th Annual Tribal Transportation Safety Summit began with opening remarks offered by Yankton Sioux Tribe Business and Claims Committee member Kenny Cooke followed by an opening prayer from Glen Drapeau. The opening ceremony concluded with the presentation of colors by several Yankton Sioux Tribe veterans.

Figure 2: Yankton Sioux Tribe Elk Soldier Society Drum Group Members opened the event with several songs.

Figure 4: Kenny Cooke shared a warm welcome to participants on behalf of the Yankton Sioux Tribe Business and Claims Committee and all of Yankton Sioux Tribe leadership.

Figure 3: Yankton Sioux Tribe veterans presented colors for the event, including Leonard Heth, Dennis Rucker, Doug Powers, and Basil Heth.

Figure 5: Glen Drapeau- Yankton Sioux Tribe Marty Indian School and Elk Soldier Society member, offered the opening prayer for the 9th Annual Tribal Transportation Safety Summit.
**Best Practices and Success Stories**

Tribes attending the Summit were invited to share their stories on utilizing resources, implementing improvements, and identifying and overcoming obstacles relating to transportation safety on their respective Reservations. The ten Tribes invited to the summit include the Cheyenne River Sioux, Crow Creek Sioux, Flandreau Santee Sioux, Lower Brule Sioux, Oglala Sioux, Rosebud Sioux, Sisseton Wahpeton Oyate, Standing Rock Sioux, Spirit Lake Tribe, and Yankton Sioux.

The image below illustrates the location of each Tribe invited to the Summit. Please see the appendices for full presentations and supporting materials.

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*Figure 6: Location of each American Indian Reservation in South Dakota.*

*Source:* SD Department of Tribal Relations
Transportation Support- Emergency Events

Presenter: Greg Fuller, Operations Director, SDDOT

Greg Fuller, SDDOT, explained the resources and practices available through the State of South to aid in maintaining transportation safety during emergencies and events such as:

- Blizzards/Ice Storms
- Floods
- Tornadoes
- Pandemics
- Terrorism

Resources are offered through the South Dakota Department of Public Safety Office of Emergency Management, which provides streamlined access to services through state and local agencies including South Dakota Department of Transportation, South Dakota Highway Patrol, South Dakota Department of Environmental and Natural Resources, South Dakota Department of Game, Fish & Parks, the National Guard, and National Weather Service. When requesting assistance during emergency events, Fuller explained the first step is to reach out directly to the Duty Officer on the state radio system, available 24/7.

Incident Management Assistance Teams (IMAT)

IMAT is a team of trained personnel to support local emergency management capabilities. This team does not take over and facilitate during incident response, rather the team works with jurisdictional leaders by supporting and assisting them. SDDOT has provided staff to work on IMAT teams for flooding events and several other emergency response scenarios.

Traffic Incident Management Training (TIM)

The TIM Program of the Federal Highway Administration (FHWA) is part of a larger all-hazards program called Emergency Transportation Operations (ETO). TIM consists of a planned and coordinated multi-disciplinary process to detect, respond to, and clear traffic incidents so that traffic flow may be restored as safely and quickly as possible. Effective TIM reduces the duration and impacts of traffic incidents and improves the safety of motorists, crash victims, and emergency responders during emergencies such as:

- Traffic Crashes
- Flooded Roadways
- Debris on Roadway
- Planned Events
National Traffic Incident Management Responder Training

Through classroom and outdoor exercises, participants learn essential elements of safe and efficient incident response and gain appreciation for the roles of other agencies.

The training is multi-disciplinary, involving:

- Transportation workers
- Law enforcement officer
- Emergency medical
- Fire departments
- Towers
- Emergency managers

Nationally, over 246,000 responders have been trained. In South Dakota, over 2,000 responders have been trained, including 140 who are qualified to train others. This number represents approximately 42 percent of the total responders in the state.

Following Fuller’s presentation, several participants expressed the need within their respective departments to enhance a unified response in emergency situations and their interest in training opportunities.
Update on the Indian Highway Safety Program

Presenter: Lawrence Robertson; BIA Indian Highway Safety Program

The United States Department of Interior Bureau of Indian Affairs Indian Highway Safety Program (IHSP) is the federal agency responsible for meeting the traffic safety needs of the 560+ Native American/Alaskan Tribes in the United States. The IHSP is located in Albuquerque, New Mexico, and provides safety services to Indian Country.

The Indian Highway Safety Program provides funding for Tribal programs including Police Traffic Services (PTS) grants, Occupant Protection (CPS) grants, and Impaired Driving Court grants.

According to Robertson, of all traffic fatalities on reservations 1,439 total fatalities from 2011 through 2015:

- 54.48% were drivers
- 47.81% involved alcohol-impaired driving
- 48.85% were unrestrained occupants
- 37.73% involved speeding
- 64.14% were roadway departure crashes
- 68.38% were single vehicle crashes
- Pedestrian fatalities 2011-2015: 197

For 2019, IHSP has provided $1,114,980 in program funding to 3 Tribes in the State of South Dakota:

- Oglala Sioux Tribe
- Sisseton Wahpeton Oyate
- Cheyenne River

Robertson congratulated the Oglala Sioux Tribe Law Enforcement as they received Highway Safety Excellence Award in October of 2018 for their effectiveness in using BIA Indian Highway Safety Program funds. The Oglala Sioux Tribe does 100 percent of their reporting through the TRACS system since 2014.
IHS- Using Medical Data to Supplement Police Traffic Crash Data

Presenter: Craig Genzlinger, KLJ

Craig Genzlinger, KLJ, shared new data practices underway through a project lead by the Rocky Mountain Tribal Leaders Council Epidemiology Center (RMTEC). The goal of the effort is to collect, analyze, and report Indian Health Service (IHS) injury data in order to reduce the adverse effect of injury among Montana and Wyoming Reservations. This effort has the potential to benefit Tribal Transportation programs by providing reports and data, enabling Tribal Transportation programs to utilize the data, along with existing crash data, in road safety audits and pursuits for funding. This additional data has the potential to benefit Tribes in presenting a data-driven case for funding for transportation improvement projects.

Once IHS data sets are complete in 2018, the next steps to making the data most effective for transportation programs are to combine DOT data with IHS injury data and identify specific incident location information.

Figure 9: Craig Genzlinger, KLJ, shared a presentation on behalf of the Rocky Mountain Tribal Leaders Council-Epidemiology Center.

Figure 10: The data reports currently available are providing valuable insight, tying HIS injury and fatality data to causation, likely to be a benefit for transportation programs.
BIA Update

**Presenter: Tiffany Ewing, BIA**

Tiffany Ewing, Bureau of Indian Affairs Great Plains Region, presented on the Tribal Transportation Program Safety Funding program. This program, awarded annually, funds projects whose outcomes will address the prevention and reduction of death or serious injuries in transportation related incidents. The program as a whole has been widely received across the State of South Dakota. The notice of funding availability for FY2019 grants has not been released.

Ewing then walked the group through road safety audits (RSA) and outlined the activities an RSA can include.

In the FY2017-2018 round of TTPSF, South Dakota Tribes received $1,975,698 for 8 projects. Funding was awarded for the completion 3 road safety audits, 2 safety striping and signage projects, 1 culvert replacement project, 1 shoulder widening and slope flattening project, and 1 update to tribal transportation safety plan.

<table>
<thead>
<tr>
<th>TTPSF Funding Amounts</th>
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<tbody>
<tr>
<td><strong>FY 2016</strong></td>
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<td><strong>FY 2017</strong></td>
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<td><strong>FY 2018</strong></td>
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<td><strong>FY 2020</strong></td>
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<tr>
<td><strong>Total</strong></td>
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Figure 11: Tiffany Ewing, Regional Roads Engineer Bureau of Indian Affairs Great Plains Region, presented on the previous FY2017-FY2018 Tribal Transportation Program Safety Funding and encouraged Tribes to utilize this program to enhance transportation safety.
Oglala Sioux Tribe Best Practices Presentation

Presenter: Dave Kelly, Oglala Sioux Tribe
Steve Grabill, KLJ

Dave Kelly, Oglala Sioux Tribe Transportation Director, and Steve Grabill, KLJ, shared the Oglala Sioux Tribe’s recent efforts in updating the Oglala Sioux Tribe’s Long-Range Transportation Plan. The long-range transportation planning process aided the Oglala Sioux Tribe in outlining roadway needs within the Pine Ridge Reservation and made recommendations in the following areas to continually improve transportation practices:

- Maintenance Strategies
- Pavement Management Program
- Transit Improvements
- Airport Improvements
- Technology Recommendations
- Policy Recommendations

Figure 13: Dave Kelly, Oglala Sioux Tribe Transportation Director, outlined the benefits the Oglala Sioux Tribe has realized as a result of the long-range transportation planning process. According to Kelly, the plan evaluates transportation needs across the reservation, quantifying the significant volume of needs and inadequate funding levels in place to meet transportation needs.

Figure 12: Steve Grabill, KLJ, detailed the process of creating or updating a long-range transportation plan to outline and prioritize the needs of large land-based Tribes and the benefits of the planning process and the final plan.

Figure 14: The Oglala Sioux Tribe Long-Range Transportation Plan estimates total system needs $1.165 Billion compared to the $6 million Tribal Transportation Program funds received annually.
Sisseton-Wahpeton Oyate Best Practices Update

Presenter: Cliff Eberhardt, Transportation Director

Cliff Eberhardt, Sisseton-Wahpeton Oyate Transportation Director, shared an overview of transportation safety projects underway across the Lake Traverse Reservation. Eberhardt shared updates on the Enemy Swim Pathway Project, improvements coming from the Tribal Transportation Safety Fund grant awards received in 2018, and the Sisseton-Wahpeton Oyate Tribe’s request for grant funding through the Better Utilizing Investments to Leverage Development (BUILD) Transportation Discretionary Grants program.

Enemy Swim Pathway Project

- 1.2 Miles of asphalt pathway construction.
- Re-Locate Access road, .06 miles of South Dakota Game Fish & Parks road construction.
- Install of the solar powered Rapid Rectangular Flashing Beacon system with push button.

2018 Tribal Transportation Program Safety Funds Grant Awards

- Rumble Strips and Stop Rumbles
- Tribal Transportation Safety Plan Update
- Lighted Stop signs at some Key Locations

Figure 15: Cliff Eberhardt, SWO Transportation Director, shared updates on transportation safety projects across the Lake Traverse Reservation.

Figure 16: The Pathway will be to create a safe place for kids, elders and all community members to access recreation areas, exercise, and commute to and from school.

Figure 17: The Enemy Swim Pathway will go around the north side of the Chief Bluedog Burial Mound and will also work as a protection barrier for the very significant historical site, establishing a 25’ clear zone.
Driver Behavior

Presenter: Eric Majeres, Volunteers of America

Eric Majeres, on behalf of Volunteers of America, presented to the group in an effort to raise awareness of transportation safety in regard to driver behavior, including issues such as distracted driving, speeding, failing to yield, and seatbelt usage. Majeres concurred with the importance of the transportation safety measures discussed throughout the Summit, but emphasized the importance of addressing driver habits and behaviors to enhance transportation safety. According to Majeres, 94 percent of crashes nationwide involve driver error. Majeres identified the following as top contributing circumstances to crashes across South Dakota, specifically caused by driver behavior:

Majeres encouraged participants of the 9th Annual Tribal Transportation Safety Summit to take home with them not only the changes to infrastructure but also behavior when aiming to transform transportation safety on their respective Reservations.

Figure 18: Majeres shared the work Volunteers of America does to advocate for education and assistance to reduce the number of traffic crashes, injuries, and fatalities occurring on South Dakota roadways.

Figure 19: Majeres encouraged participants to visit the website www.drivesafesd.com for additional information on driver behavior and safety.
Pedestrian Safety – New Products

Presenter: Brooke Struve Lunceford, FHWA

Brooke Struve Lunceford, Safety & Design Engineer with FHWA, outlined pedestrian safety needs in rural areas and new technology products available to enhance pedestrian safety. New products outlined included motion sensor flashing yellow lights, solar powered equipment, rapid flashing beacons, hawk systems, and several others. Struve Lunceford mentioned STEP’s Spectacular Six which include the following pedestrian safety improvement activities:

- Cross walk Visibility Enhancements
- Raised Crosswalks
- Pedestrian Refuge Islands
- Rectangular Rapid Flashing Beacons
- Pedestrian Hybrid Beacons
- Road Diet

FHWA has STEP guides and tech sheets available for each of the above pedestrian safety improvement activities. Additional resources are also available on FHWA’s website.
Yankton Sioux Tribe Best Practices Update

**Presenter: Bonnie Neiss, Yankton Sioux Tribe**

Yankton Sioux Tribe Police provided an update on the progress Yankton Sioux Tribe has made toward improving crash reporting. The Yankton Sioux Tribe received a TTPSF grant award for the hardware to implement the TRACS crash reporting system. The implementation of electronic crash records collaboration between the South Dakota Department of Transportation, the Yankton Sioux Tribe, and Federal Highway Administration. SDDPS funds the software and training needed to implement TRACS and FHWA funded the hardware- computers, printers, and mounting hardware.

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**Figure 21:** Yankton Sioux Tribe Police shared the experience of Yankton Sioux Tribe’s switch to TRACS and the benefits realized as a result.

**Figure 22:** Bonnie Neiss outlined the process to securing Tribal Transportation Program Safety Funds to aid in the implementation of TRACS.
Congressional Delegation Listening Session on Transportation Issues

Presenters: Ben Ready (US Senator John Thune), Kyle Chase (US Senator Mike Rounds), Rick Vallery (US Congresswoman Kristi Noem)

Darin Bergquist, SDDOT Secretary of Transportation

A panel from South Dakota’s congressional delegation participated in a listening session on transportation safety issues. After introductions were made, the floor was opened for participants to ask questions and share comments with the panel. Topics addressed through the panel discussion included:

**TTAP Restructuring**

Participants expressed concerns about the restructuring of the Tribal Transportation Assistance Program (TTAP), building off previous group discussions with panel members from the 2017 Tribal Transportation Safety Summit which took place in October 2017 and the Great Plains Tribal Transportation Workshop which took place April 2018.

Group members expressed dismay in the lack of collaboration between FHWA and the Tribes since the beginning of the TTAP transition, several referencing concerns expressed on national committees and correspondence shared with FHWA in which they were unhappy with the result.

Participants were interested in to-date data from the pilot program, including the number of participants and a breakdown showing how many Tribal transportation staff, specifically, were served.

The group also discussed correspondence received recently by Tribal program leaders with the opportunity to share feedback with FHWA on current operations. The panel encouraged Tribal leaders to share their constructive feedback through the recently received request from TTAP and other formal means.

Several participants discussed the future of funding and training if the current TTAP pilot program proves ineffective in meeting the needs of Indian country. The group suggested a program review, a corrective action plan, and overall improvement of existing services.

Several referenced ultimately restoring the former TTAP operating structure which allowed Tribes to submit training requests to the regional TTAP center, and trainings were scheduled from the regional center, most often not requiring travel or additional scheduling distress. Participants expressed some issues could have been avoided if FHWA reached out to Tribes on training needs, communication preferences, or timing and location of trainings prior to deploying the pilot program.
**Discretionary Funding- Tribal Local Share and Shovel Ready Projects**
Participants expressed the limitations Great Plains Tribes experience in meeting match requirements associated with federal discretionary funding. Several participants expressed the disadvantage match requirements, match source restrictions, and financial innovation criteria pose for Tribal applicants pursuing discretionary funding. One program, specifically, is the Nationally Significant Federal Lands and Tribal Projects Program, which does not allow TTP funds to be used as local match. In addition to local match requirements and match source restrictions, this program and many other federal discretionary grants also favor projects that are shovel ready. Participants discussed that with the volume of transportation needs Tribes already face with limited funding, preparing a project to be shovel ready, making it more favorable for federal funds, is impossible.

**Uncertainty in Funding Due to Continuing Resolutions**
Participants expressed concerns that result from the passage of Continuing Resolutions instead of long term reauthorizations. This process often results in delay of funding through BIA for construction and maintenance projects, which detrimentally impacts many Tribes’ ability to execute current projects and plan for future projects. In addition to continuing resolutions, participants discussed the funding formula and how changes to the Native American Housing Assistance and Self Determination Act of 1996 (NAHASDA) housing numbers that are used will significantly effect funding due to major reductions in tribal population figures in South Dakota. The Congressional staff was aware of the issue and were reaching out to BIA on how tribes can contest the figures.

**BAT Mobile- CDL exemptions**
The United States Department of Interior Bureau of Indian Affairs Indian Highway Safety Program purchased four BAT Mobiles for Tribal use in FY2009 to assist in reducing alcohol related motor vehicle crash injuries and fatalities within the participating Tribes. A limitation to using the BAT mobile in South Dakota stems from state level CDL requirements. Currently, exemptions for ambulance operators, fire fighters, and agricultural users but does not include exemptions for law enforcement. Thus, the inability to retrieve and utilize the BAT mobile by law enforcement officers without a CDL inhibits their ability to utilize this resource.

**DOI BIA Road Maintenance**
Participants shared the need to better address road maintenance funding needs within the BIA budget process.

**State, county, township, tribal transportation coordination**
Participants shared concerns on the difficulty in sharing responsibility across jurisdictions to address transportation safety needs between state, county, townships, and Tribes. Concern was expressed that townships do not maintain, and even close, township roads that serve Tribal members, including bus routes. Participants shared concern relative to bus safety and the inability of EMS to respond when routes are impassable or unmaintained. SDDOT acknowledged that this is a state issue that they are aware of and would work with them to try and find a resolution.
Feedback
Several were concerned with the lack of follow up and action from the panel following previous Summits and requested more diligence in follow up after this Summit. The panel members committed to sending an email update on what they find and actions taken as a result of input received.

Figure 24: The Congressional listening session was designed to be interactive and many participants took the opportunity to share their concerns with the panel.
Low Cost Safety Improvements

Andy Vandel, SDDOT

Andy Vandel, Highway Safety Engineer with the South Dakota Department of Transportation, outlined the safety benefits of low cost safety improvements. All the improvements Vandel described can be implemented quickly, can be incorporated into other projects, and offer a very high benefit-cost ratio. The improvements detailed enhance safety in the following key areas:

- Roadway Departure Crashes
- Horizontal Curves
- Intersections
- Pedestrians

One example of a low-cost safety improvements are rumble strips, including shoulder, centerline, and transverse rumble strips.

Figure 25: Vandel shared safety improvements that have a big impact on transportation safety across the state of South Dakota.

Figure 26: Centerline rumble strips have shown a 50 percent crash reduction.

Figure 27: Transverse Rumble Strips provide a 22 percent reduction in injury crashes in South Dakota.

Figure 28: In South Dakota, shoulder rumble strips have shown a 24 percent reduction in fatal crashes, 20 percent reduction in injury crashes, and a 21 percent reduction in roadway department crashes.
Kirk Fredrichs, FHWA South Dakota Division Administrator, provided an overview of several key initiatives supporting transportation safety across South Dakota and the nation.

Among the several federal initiatives Fredrichs detailed is “The Road to Zero: A Vision for Achieving Zero Roadway Deaths by 2050” for the National Safety Council. RTZ was a multi-agency collaboration designed to end roadway fatalities by 2050. This effort was led by the US Department of Transportation with Federal Highway Administration (FHWA), Federal Motor Carrier Safety Administration (FMCSA), and National Highway Traffic Safety Administration (NHTSA) and National Safety Council in partnership with the Centers for Disease Control and Prevention (CDC).

Fredrichs referenced many data resources from the federal level supporting transportation safety.

Figure 31: Fredrichs outlined FHWA’s proven safety counter-measures and encouraged state and Tribal nations to continually consider these safety options.
Environmental Considerations for Tribal Transportation Projects

Terry Keller & Jill Rust, HDR

Terry Keller and Jill Rust, HDR, shared an overview of the environmental process typically associated with transportation projects, detailing the NEPA process and communicating the overall purpose of environmental laws as it relates to federal actions affecting transportation. Keller and Rust described the most common environmental considerations for transportation projects are wetlands and streams, cultural resources, and wildlife and botany, which includes the consideration of impacts to threatened and endangered species.

Three Levels of NEPA Review

- Categorical Exclusions (CE, CatEx, CATEX)
  - Overlays, Reconstruction with Minimal ROW needs, Culvert Replacement, Sign Projects, Slope Flattening, Rumble Stripes, Striping, Bridge Replacement or Repair
- Environmental Assessment (EA)
  - New Road Alignments, New Bridges, Significant ROW impacts, Federal Lands ...........................................FONSI
- Environmental Impact Statement (EIS)
  - Complex or Highly Controversial Project with Significant Environmental Impacts...............................ROD

![Figure 32: Jill Rust– Senior Biologist with HDR.](image)

![Figure 33: Terry Keller– Senior Environmental Planner with HDR.](image)
Meeting Summary and Conclusions

Participants in the Summit were encouraged to continue to collaborate to continue to grow and strengthen programs on their respective Reservations.

June Hansen, SDDOT, moderated the discussion for future Summit topics and planning for the 2019 Summit. The group reached consensus to host the summit again in October 2019. The Sisseton Wahpeton Oyate Tribe has tentatively agreed to host the Tribal Transportation Safety Summit in 2019.

Suggestions for 2019 Summit:
- Long Range Transportation Planning
- Law Enforcement Panel
- ERFO
- Breakout session on road maintenance training
- Asset Management

Hansen thanked all participants for attending and participating and reminded all participants that a copy of the Tribal Transportation Safety Summit report will be provided and available for continued collaboration.

Closing, Farewell Prayer, Flag Song and Thank You Song

The Yankton Sioux Tribe concluded the 9th Annual Tribal Transportation Safety Summit by retiring the flags during song and offering a prayer.

Figure 34: June Hansen, Civil Rights Compliance Officer and Tribal Liaison with SDDOT, wrapped up the 2018 Tribal Transportation Safety Summit.

Figure 35: Yankton Sioux Tribe Elk Soldier Society members closed the 9th Annual Tribal Transportation Safety Summit with a prayer, Flag Song, and Thank You Song.

Figure 36: To continue safety best practices at home, participants were given shirts compliments of the Yankton Sioux Tribe and high visibility vests compliments of KLJ.