

MARCH 2017



# 2017 TRIBAL TRANSPORTATION SAFETY PLAN



FOND DU LAC RESERVATION



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## EXECUTIVE SUMMARY

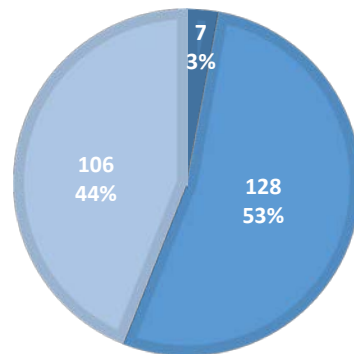
From 2006 to 2015, there were 241 traffic crashes recorded on the Fond du Lac (FDL) Reservation that resulted in seven fatalities and nearly 130 injuries. While the data includes Carlton and St. Louis Counties, the vast majority of the crashes are occurring in Carlton County, near Tribal community areas and west of the City of Cloquet. The causes of these severe crashes are varied, but can be tied to a number of significant factors, including failure to yield right-of-way, illegal/unsafe speed, and driver inattention.

In 2016 the FDL Tribe undertook efforts to develop a Tribal Transportation Safety Plan that would identify existing safety efforts, transportation safety issues and then identify strategies for implementation that would address

these issues. As part of the safety plan development, Tribal, state, federal and interested parties came together to review existing data, ongoing safety efforts on the Reservation, and to identify new or continuing strategies to improve transportation safety in the tribal community. The strategies were prioritized around the 4Es (Education, Enforcement, Emergency response and Engineering) of safety. The 4Es are outlined below. Note that enforcement and emergency response have been combined and safety planning/other strategies have been included.

**TYPES OF CRASHES ON FOND DU LAC RESERVATION FROM 2006 TO 2015**

■ Fatal ■ Injury ■ Property Damage



Source: MnDOT Crash Data, 2016

### Education

- Develop a Reservation-Wide Transportation Education Program

### Enforcement/EMS

- Provide Safety Enforcement or Tribal Highway Safety Officer
- Acquire Transportation Enforcement Gear

### Engineering

- Perform Road Safety Audits on BIA, Tribal and County Roadway
- Develop Multi-Use Paths and Pathway Lighting Projects

### Safety Planning/Other

- Develop a Transportation Safety Committee
- Additional Roadways Requiring Components to Improve Safety



## BACKGROUND

The FDL Reservation encompasses approximately 101,000 acres, with the southern two thirds of the Reservation located in Carlton County and the upper one third in St. Louis County in the northeast portion of Minnesota. The City of Cloquet borders the southeastern corner, Minnesota State Highway 210 is within the far southern portion, and US Route 2 is within the far northern portion of the FDL Reservation.

The main economic contributions and costs to the FDL Reservation based on the Fond du Lac Economic Impact Study, includes tourism, Reservation services operations, public service operations, and construction. Economic opportunities for the FDL Tribe include a strong health care system, overall education system, renewable and green industry potential, tourism, gaming, and natural resources. Revenue from the Black Bear Casino and Hotel and the Fond du Luth Casino also generate funds for the Tribe. Between Tribal enterprises and administration, the FDL Tribe employs over 2,000 employees with half being Native American.

Approximately 402 miles of roadways are owned and maintained by several different entities on the Reservation, including MnDOT (45-miles of State and 27-miles of Federal), Carlton County (58 miles), St. Louis County (60.5 miles), BIA (17 miles), Fond du Lac Tribe (17 miles), Township (54 miles), City (32 miles), and private (27 miles). Additional information regarding the FDL Tribe's transportation systems and facilities can be found in the FDL Reservation Long-Range Transportation Plan.

Available data has indicated that injury and fatality crash rates on reservations are higher than the rest of the United States. Federal programs are available to help resolve traffic related crashes and provide safer reservation transportation routes for Tribal members and the traveling public. The Federal Highway Administration (FHWA) created the Tribal Transportation Program Safety Funds (TTPSF) aimed at addressing safety issues and needs of Tribal governments for transportation and access on Reservations. Each year, two percent of the total available Tribal Transportation Program (TTP) funds of \$450,000,000 are awarded for safety improvements through a competitive application program. Funds were awarded in four categories to complete improvements that prevent and reduce injuries and fatalities resulting from traffic related crashes, but have recently been reduced to two. The four categories and their respective funding goals are as follows:

Strategy	Funding %
Safety Planning	40%
Engineering	30%
Enforcement/EMS	0%
Education	0%



FHWA has emphasized the development of a Tribal TSMP as a first step in implementing a comprehensive safety program. This is clearly seen in the funding emphasis on safety planning and the ranking criteria that requires any safety project application be linked to a transportation safety plan.

A Tribal TSMP is a community based, multi-disciplinary approach to identify transportation safety issues and potential implementation strategies with the goal of improving transportation safety on Tribal Lands. The FHWA describes them as:

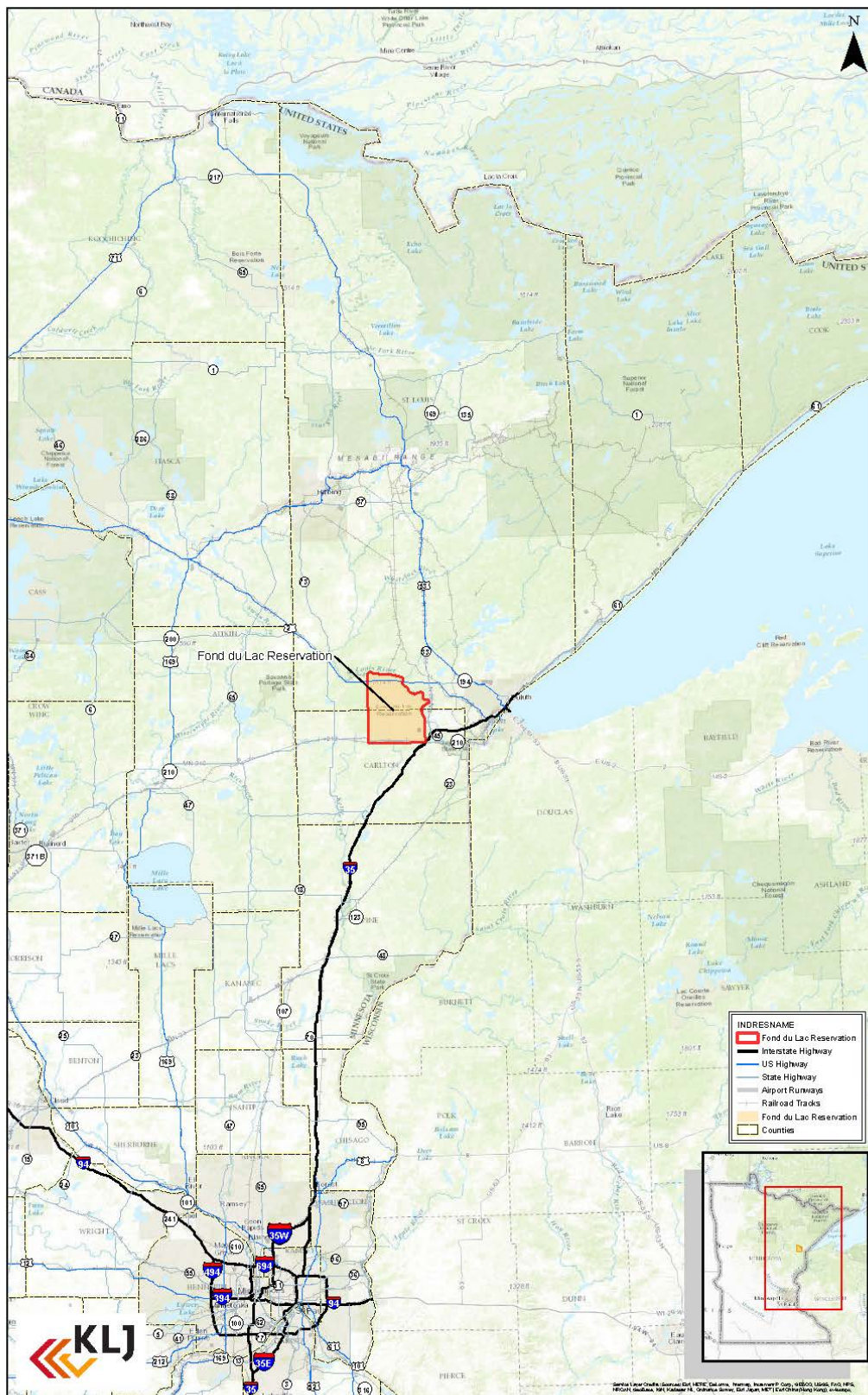
*“Tribal Transportation Safety Plans are a tool used to identify and address transportation risk factors that have a potential of leading to serious injury or death. Safety Plans also organize the efforts of a variety of entities to more effectively reduce risk and can cover multiple transportation modes (roads, maritime, trails, air travel, and others). Safety plans may lead to implementation of a project or program, renewed efforts in an existing program, or further study of a roadway section (using an engineering study or Road Safety Audit).*

*“A Tribal Safety Plan should not be developed with a focus on any one funding source. Instead, a Tribal Safety Plan should demonstrate the safety concerns in a community and the strategies that will be explored to implement the plan. To the greatest extent possible, the concerns demonstrated by a safety plan should be selected based on incident history (data). Data allows funding entities to understand the needs and may even compel the funding of the community's needs. Safety Plans can provide a forum for utilizing data sets that are not otherwise considered by funding agencies such as public testimony when formal crash data does not exist.”*

Benefits of developing safety plans have been well documented and include the opportunity to leverage resources, work toward a common goal and consider all road users resulting in reduced deaths and injuries in Tribal and other communities.

St. Louis County and Carlton County each have a County Road Safety Plan (CRSP). This plan identifies roadway locations that are at risk and includes recommended safety projects for each at-risk location. Each county's plan was published in 2012. Typical safety strategies included in these plans are 6" wide edgelines, rumble strips, curve warning signing, intersection lighting and upgrades to pavement markings and signing at intersections. Both St. Louis County and Carlton County have completed a significant portion of the recommended safety projects in their respective CRSP. Because of this local success, St. Louis County and Carlton County are both included in the first update to the CRSP. This updated plan is expected to be published in 2018.







## DATA ANALYSIS

One of the important factors in the development of a Tribal Safety Management Plan is analyzing the available crash data to identify the issues. This will then assist in the development of strategies. Data is also an important resource as Tribes apply for Federal and state safety funding, as many request data to support the grant application. Available crash data shown in this plan was obtained from the Minnesota Department of Transportation Crash Mapping Analysis Tool (MnDOT crash data) and was analyzed to reflect contributing factors to traffic-related deaths and injuries on the Reservation. The MnDOT crash data includes all crash information recorded including crashes recorded by FDL Law Enforcement on the Reservation.

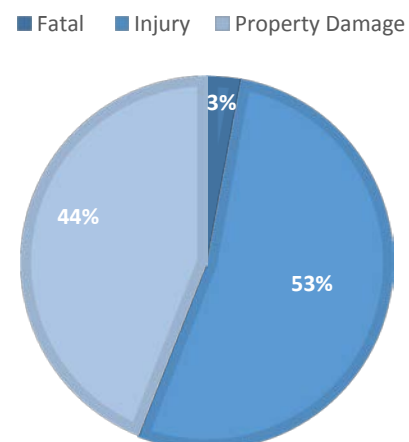
Additional data analyzed included seatbelt and distracted driving inventories completed by the FDL Tribe in different locations of the Reservation. The County-specific data provided in the Minnesota Department of Public Safety fact sheets were also incorporated into this analysis. Existing plans reviewed relating to transportation on the Reservation included:

- Fond du Lac Reservation Long-Range Transportation Plan (November 2016)
- Fond du Lac Reservation 20-year Transportation Plan (November 2011)
- Fond du Lac Band of Lake Superior Chippewa: 2010-2020 Reservation Strategic Plan (December 2011)
- Carlton County Roadway Safety Plan (August 2012, currently being updated)
- St. Louis County Roadway Safety Plan (August 2012)
- Minnesota Tribal Road Safety Summit Report (October 2008)
- University of Minnesota Roadway Safety Research with Fond du Lac Band Study (2015 to current)

### Total Crashes

From 2006 until 2015 there were 241 crashes on the FDL Reservation according to the MnDOT crash data. This included both Carlton and St. Louis counties. For this same time span, according to the MnDOT crash data, the top three contributing factors for crashes are failure to yield right-of-way (approximately 14 percent), illegal/unsafe speed (approximately 10 percent), and driver inattention/distraction (approximately 11 percent). Other types of contributors to crashes include chemical impairment, other human contributing factors, skidding, and

**TYPES OF CRASHES ON FOND DU LAC RESERVATION FROM 2006 TO 2015**



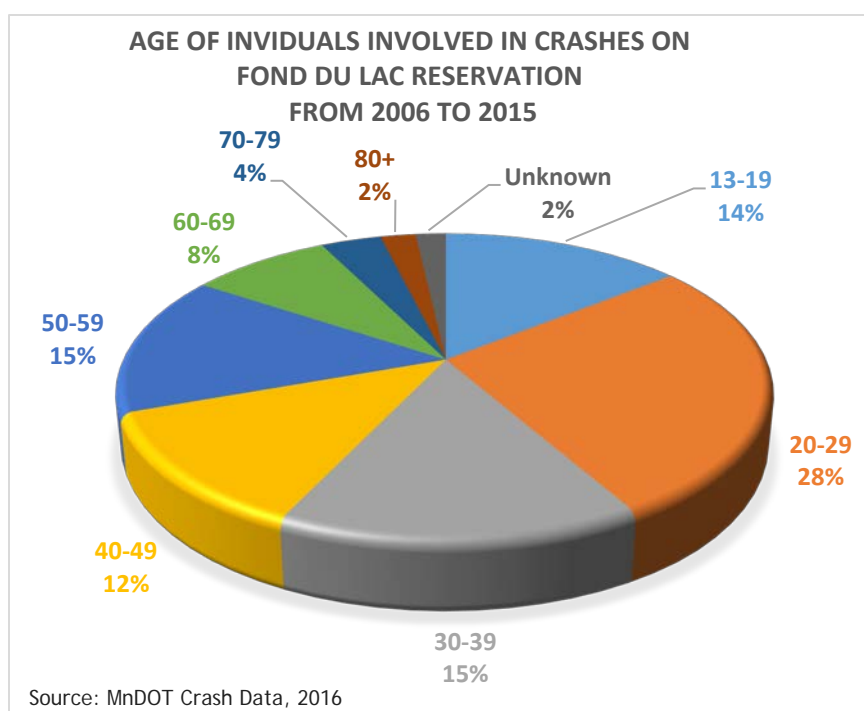
Source: MnDOT Crash Data, 2016



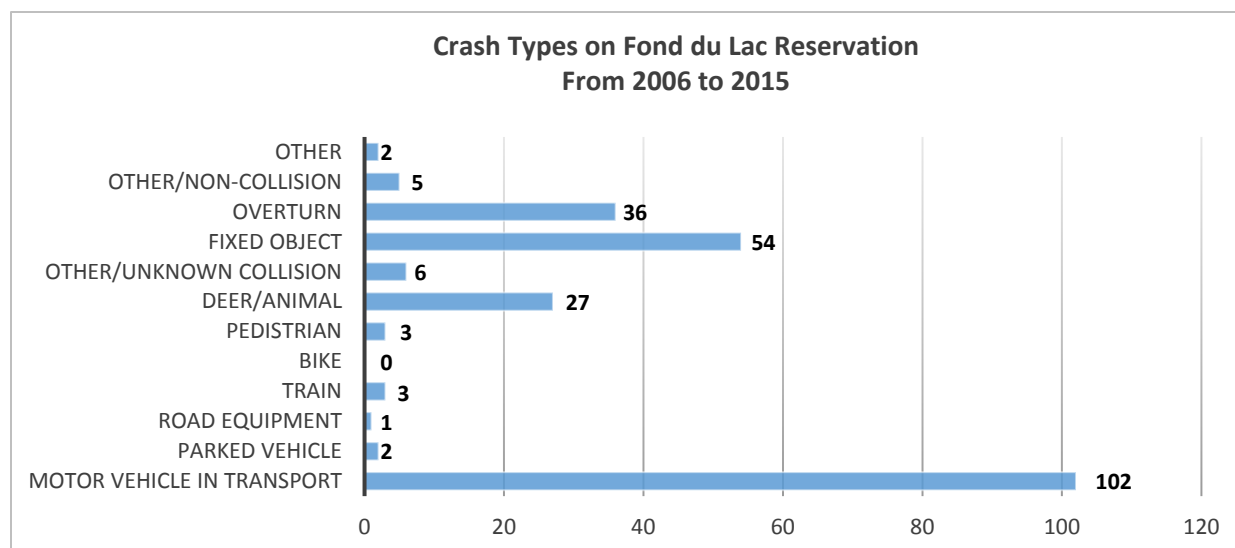


weather. Of the crashes, nearly 60 percent occurred during daylight hours.

The MnDOT crash data also further breaks out the age of those involved in crashes. As identified below, the top age group to be involved in a crash are those in their twenties totaling a total of 28 percent of all crashes, with teenagers and those in their thirties and fifties tied. This identifies a need to further educate those in the 13-19 year-old time frame to reduce the number of those in their twenties and older who contribute the most to crashes on the FDL Reservation. Continuing adult education such as defensive driving for seniors may also help to reduce the number of crashes in the 50 to 59 year-old range. The data also shows that for total crashes, driver impairment can be a contributing factor. The number of driving while intoxicated incidences in Carlton is 537 and St. Louis County 3,205 from 2013 to 2015.



The total crashes for the time period from 2006 to 2015 were also analyzed and separated into the twelve most common crashes. Of these reoccurring events shown in the table, approximately 42 percent occurred when a motor vehicle was in transport, with fixed objects following at 22 percent, and approximately 26 percent from collisions with other animals or overturning. If the rear end and angle intersection crashes are combined, this would result in 90 total crashes, making intersection crashes significant as well.



Source: MnDOT Crash Data, 2016

The at-risk highways identified below have a high likelihood for the crashes based off of both MnDOT crash data and by attendees at the Transportation Safety Stakeholder meeting. These stretches of road include Big Lake Road; intersection of Trettle Road and Big Lake Road (near the Tribal Human Services Center); and Minnesota State Highway 210 and US Highway 2. Mission Road, Mahnomen Road, Belich Road to Brevator Road and Central Hall Road also have transportation safety concerns, especially with pedestrians. Additional information regarding these at-risk roadways and intersections are discussed further under the Implementation Strategies section.

According to the MnDOT Crash Data from 2006 to 2014, only three crashes involving pedestrians occurred on the Reservation. While pedestrian crashes do not show up as one of the top ten causes for overall crashes, near misses with pedestrians was one of the main concerns discussed during the Transportation Safety Stakeholder meeting, especially in relation to the at-risk highways listed above. Poor lighting and lack of pathways along these roadways lead to pedestrian/vehicle conflicts. This concern is amplified where children walk on these roads unsupervised, especially on Mission Road between the Tribal Community Center and Sawyer Store and Mahnomen Road where many children reside. A need for additional infrastructure (lighting, sidewalks, flashing crossing pedestrian crossing signals, etc.) to prevent crashes and near-misses with pedestrians should be taken into consideration.

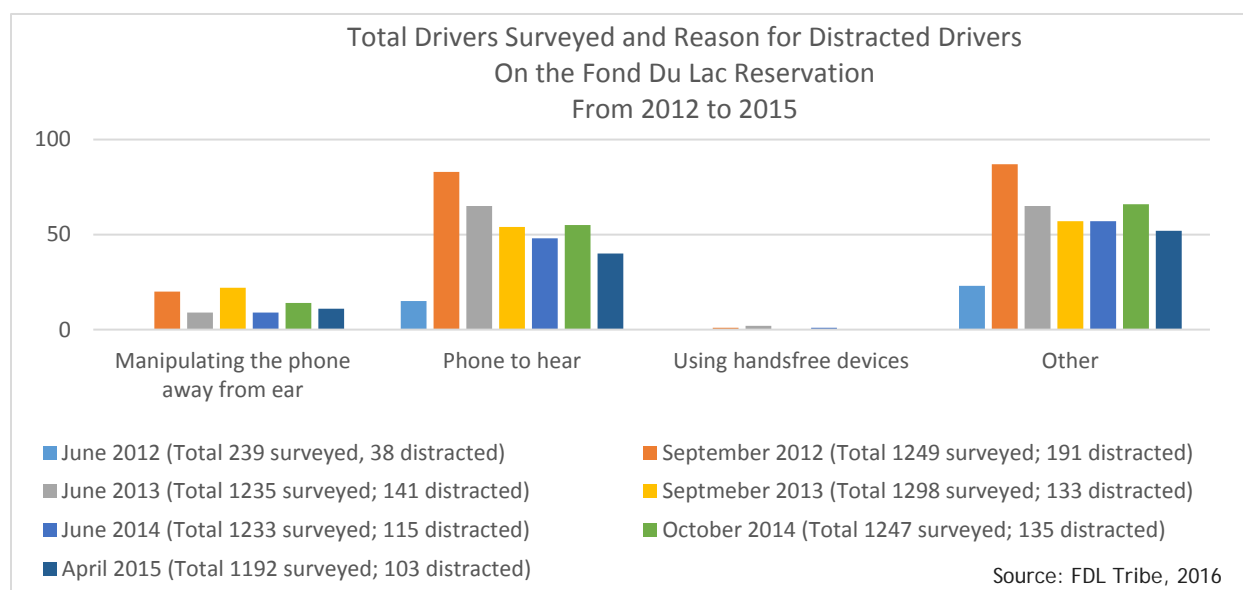
Distracted driving is also an issue for the FDL Reservation. According to the U.S. Department of Transportation, in 2011, more than 3,300 people were killed in distraction-related crashes and approximately 387,000 were injured in crashes involving a distracted driver. Between 2013 to 2015, the Minnesota Department of Public Safety, Office of Traffic Safety identified a total of 27 severe injuries and four deaths in St. Louis County and six severe injuries and zero related deaths in Carlton



County from distracted driving. According to Minnesota's Distracted Driving Survey Report completed in 2015, drivers were observed as being distracted by:

- Interacting with front or back passengers
- Cell phone handling but not talking (i.e. dialing, text, or viewing)
- Cell phone conversation
- Eating and/or drinking
- Smoking
- Reaching for an object in the vehicle
- Other (includes controls on car console, pets, reading, music, grooming, or other electronic device)

The FDL Tribe did a similar study and came to similar conclusions as to what was distracting drivers. To better identify distracted driving crashes, MN State Patrol has added a detailed distracted driving section to their crash. Below, provides the results of the FDL Tribe's distracted driver study from 2012 to 2015. Overall, distracted driving has been reduced, efforts still need to further reduce these numbers including additional policies for cell-phone use and educating younger generations the dangers of distracted driving.

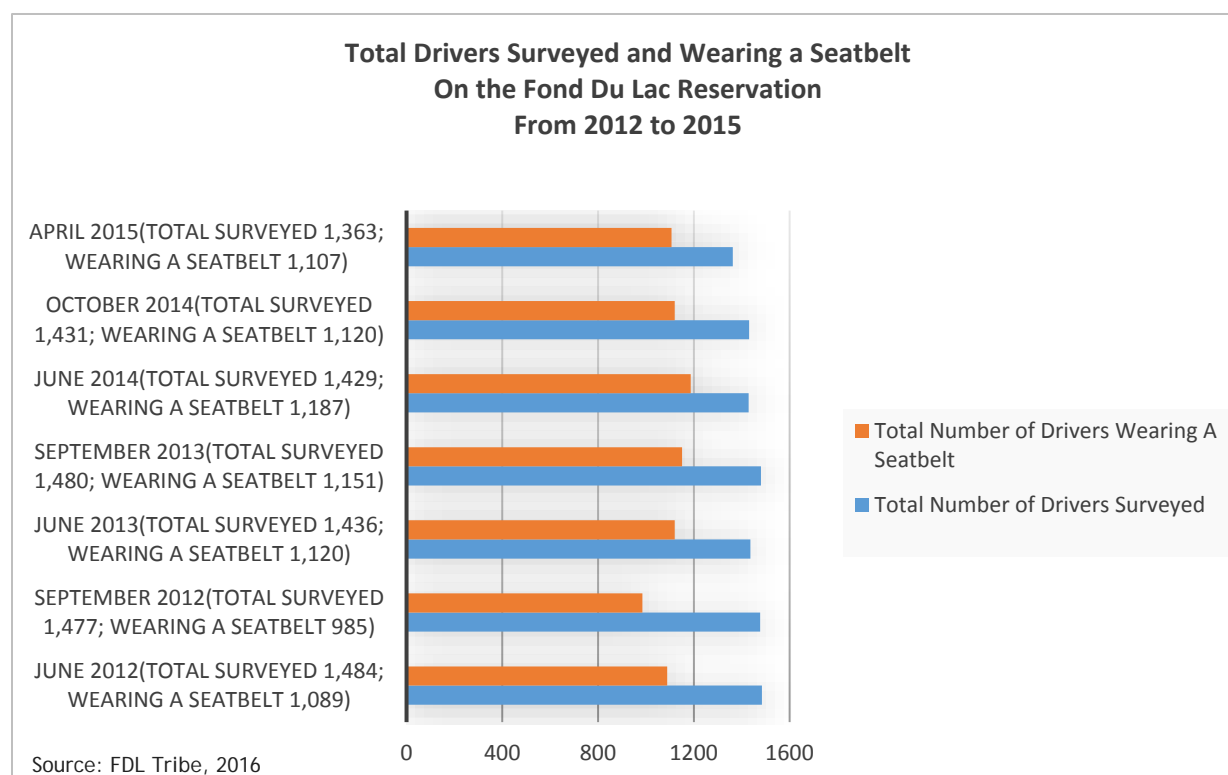


Seatbelt use on the FDL Reservation is also a safety measure that FDL Tribe has tried to increase in recent years. According to the USDOT Traffic Safety Facts, in 2014, seat belt use rate for Minnesota drivers was at 95 percent, which is higher than the national seatbelt use rate of 87 percent. According to the National Highway Traffic Safety Administration and Bureau of Indian Affairs Indian Highway Safety Program in 2016 overall rate of seat belt use on 17 Reservations was 77.7 percent. This is significantly lower than the national rate. The FDL Tribe completed their own seatbelt survey for the FDL Reservation from 2012 to 2015, although variable, showed



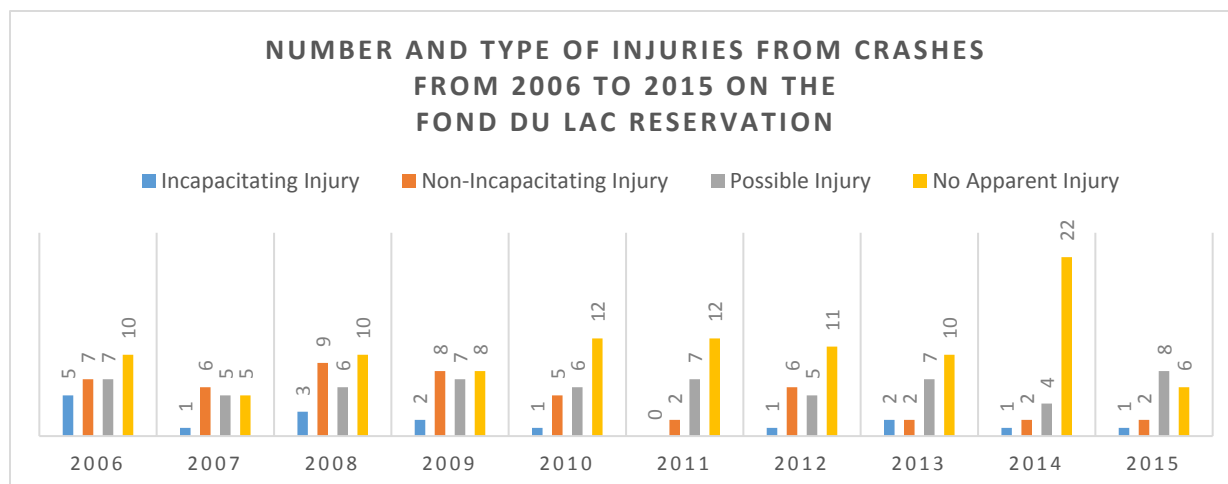
an increase from approximately 67 percent in September of 2012 to as high as 83 percent in 2015. This rate is still lower than the National and State percent rates. As with driver age, this data could be used to support increased education and seat belt initiatives.

One of the concerns the school superintendent pointed out when interviewed about her top concerns with transportation, is the lack of children buckling up in the back seat. She noted that when she drives her daughter's friends she almost always has to ask them to buckle up before moving the vehicle. She explained that there are no programs that necessarily target younger children (kindergarten through middle school) to educate them on the importance of wearing a seatbelt. This data points to the strong need for seat belt education and enforcement programs that can work jointly to increase seat belt use.



## Injury Crashes

Injury crashes on the FDL Reservation have shown a slight downward trend since 2006, with the lowest number of crash related injuries (17) in 2007 and 2015. The total number of crash related injuries from 2006 to 2015 was 234 with the types of injuries including 17 incapacitating injuries, 49 non-incapacitating injuries, 62 possible injuries, and 106 no apparent injuries. Below identifies the number of injury related crashes by year.



Source: MnDOT Crash Data, 2016

## Fatal Crashes

From 2006 to 2015 there were 201 traffic fatalities resulting from automobile crashes within the two county areas that encompass the FDL Reservation. St. Louis County, which had the highest number of overall crashes, accounted for 161, while Carlton County had 40 fatalities. Of these 201 fatalities, seven occurred within the FDL Reservation and can be attributed to chemical impairment or to drunk driving and other human contributing factors being a reason for these fatal crashes.

Younger drivers are consistently over represented in fatal crashes in all the states and tribal communities in the region. This is also true for the FDL Reservation, with over 42 percent being those under the age of 30. What is significant is that the data for FDL shows that nearly 30% of the 20 to 29 age bracket are involved in crashes and those fatalities under the age of 30 were all in their 20s. This data could be used to further support the need for education, enforcement and outreach programs.

## 2017 TRIBAL TRANSPORTATION SAFETY MANAGEMENT PLAN

This 2017 plan was developed using available data and the personal knowledge and expertise of the Stakeholder meeting participants. The group included state, federal and Tribal safety representatives from engineering, education, public safety and FDL Law Enforcement. A list of participants is included in Attachment B.

The Stakeholder meeting participants reviewed the available crash data and updated a list of transportation safety issues (previously identified during the 2010 Safety Plan meeting) currently affecting the FDL Reservation. The Stakeholder meeting participants then identified existing programs on the FDL Reservation and identified additional strategies that need to be implemented to address transportation safety issues. The next three sections document these discussions and the outcomes.





## ISSUES CAUSING CRASHES ON THE FOND DU LAC RESERVATION

The crash data analysis, combined with the Safety Management Plan from 2010 and Stakeholder meeting participant observations, identify a number of transportation safety issues that cause crashes, increase crash severity or restrict complete data analysis. Those issue areas that are supported by the current data and updated from 2010 based on 2016 Stakeholder meeting for increased risk of crashes include:

- Brookston Road where it changes from paved to gravel
- Pedestrians around the community centers
- All-terrain vehicle and snowmobile use
- Wild and domestic animal crashes
- Crashes with fixed objects
- Overturning crashes
- Alcohol impaired driving
- Lack of seat belt use
- Distracted drivers
- Intersection crashes

The group identified a number of other transportation safety concerns based upon personal experience in the local communities. These include:

- Limited FDL Law Enforcement resources including no traffic officer and old traffic monitoring equipment (i.e. radars)
- Lack of pedestrian facilities along roads used by pedestrians daily
- Snow and ice removal coordination
- Need for intersection improvements (sight distance, lighting, advanced warnings)
- Speeding
- Road maintenance and improvements (e.g. washboarding on dirt roads, potholes, etc.)
- Lack of community transportation safety outreach



## EXISTING SAFETY PROGRAMS ON THE FOND DU LAC RESERVATION

The FDL Tribe has implemented or is working on a number of safety projects and programs to address transportation safety issues on the FDL Reservation. The list is not all inclusive, but documents programs that the Stakeholders participating in the development of the safety plan were aware of.

- The Tribe offers drivers education.
- The Tribe has an established child car seat/booster seat program, including the Ride Safe Program that provides free car seats and training for using these.
- The Tribe has developed a traffic code.
- The Tribe participates in the Safe Routes to School (SR2S) program.
- The Tribe is an active member of the Drive for Safe Communities.
- The Tribe has a mutual aid agreement between the Tribal Law Enforcement and the County Police.
- Tribal Law Enforcement complete the MN state crash form online and submit to MnDOT for all crashes investigated on the Reservation. Smaller crashes that do not result in property damage may not get submitted.
- The Tribe has a primary seatbelt ordinance.
- FDL Transportation and Transit program
- The Tribe has constructed a separated pathway to decrease vehicle/pedestrian interaction on a portion of Big Lake Road.



## IMPLEMENTATION STRATEGIES

The plan's main goal is to use a multi-disciplinary approach to identify safety strategies for implementation that can address the transportation safety issues on the FDL Reservation. The strategies are intended to be implemented over the next several years and each have a Strategy Champion and Funding Opportunities identified. The strategies were developed as a comprehensive approach to safety, including engineering, enforcement, education and emergency management opportunities.

### Education Strategies

#### CONTINUE AND EXPAND THE RESERVATION-WIDE TRANSPORTATION SAFETY EDUCATION PROGRAM

The FDL Tribe has a Tribal Safety coordinator, Tribal Programs, law enforcement and other interested parties on the Reservation provide education on transportation safety. One area that was particularly identified in the data analysis was education for younger drivers on behavioral issues such as distracted driving, seat belt use and impaired driving. With the high rate of crashes involving younger drivers on the Reservation, this will be a critical program in helping to reduce crashes.

This effort would use and build on national safety campaign themes on impaired driving, seat belt use, texting and driving and other transportation safety issues, by using local leaders or other notable Tribal Community members/leaders to promote safety themes. Many safety campaigns across the country have shown a greater rate of success when they are made culturally relevant to the Tribal audience and utilize local talent to deliver the safety message. The Safety Program has received past funding but it was not sufficient for larger cost-items such as PSAs, Arrive Alive Programs, billboards using local artistry, banners, videos, Tribal safety posters and other safety education materials that would be used in education programs, during Pow Wows and at other community events.



**Strategy Champion:** FDL Transportation Safety Department

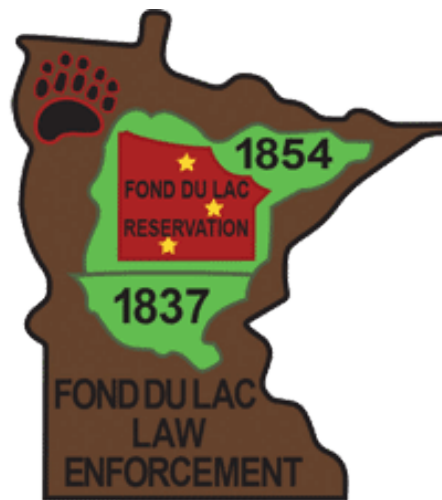
**Funding Opportunity:** BIA Indian Highway Safety Program Funding.



## Enforcement/EMS Strategies

### PROVIDE INCREASED SAFETY ENFORCEMENT OR TRIBAL HIGHWAY SAFETY OFFICERS

Currently the Tribe does not have dedicated highway safety officers providing traffic enforcement services. While regular officers assist with traffic enforcement, there continues to be a large number of crashes on the FDL Reservation. To assist in education and enforcement within the FDL Reservation, it was felt that an additional officer is needed, particularly since current officers are providing enforcement at specific locations and safety training events for the public in addition to serving the FDL Reservation communities. With inadequate staffing and the demands on time that criminal activities require, highway safety enforcement by necessity becomes a lower priority. To elevate the level of highway safety enforcement, the FDL Tribe should pursue obtaining at least one or possibly two additional highway safety enforcement officers. If it is determined by law enforcement that the highest need is only during the summer months and if part time assistance is available, these could be seasonal positions.



**Strategy Champion:** FDL Law Enforcement

**Funding Opportunity:** BIA Indian Highway Safety Program Funding

### ACQUIRE TRANSPORTATION ENFORCEMENT EQUIPMENT

Transportation enforcement equipment (e.g. radar guns) that the FDL Law Enforcement are currently using are older and are in limited quantities. To better ensure that roadways are monitored, the FDL Law Enforcement will require additional equipment. One way the FDL Law Enforcement can acquire equipment is by purchasing used equipment from the MN State Patrol. The MN State Patrol sells equipment that has been used but is in good working order. By purchasing the MN State Patrol equipment, the FDL Law Enforcement can purchase additional equipment for less than what new equipment would cost.

**Strategy Champion:** FDL Law Enforcement

**Funding Opportunity:** BIA Indian Highway Safety Program Funding



## Engineering Strategies

### PERFORM ROAD SAFETY AUDITS ON BIA, TRIBAL AND COUNTY ROADWAYS

Road Safety Audits (RSAs) have been an important tool for many Tribes and one that the FDL Transportation Department could utilize. RSAs provide an opportunity to bring traffic and safety expertise to assess safety concerns of routes where there are high numbers of crashes or where they have specific concerns. The goal of these RSAs is to identify safety issues and then develop specific transportation safety improvements that may include signing, lighting, striping, pathways, intersection improvement and other activities to rectify shortcomings.

To continue to build on the safety improvement and the use of RSAs, the FDL Tribe should pursue funding to accomplish RSAs on the BIA, Tribal and county roadways within the Reservation.

**Strategy Champion:** FDL Planning Division

**Funding Opportunity:** TTP Safety Funding.

### DEVELOP MULTI-USE PATHS AND PATHWAY LIGHTING PROJECTS

There are locations within the FDL Reservation where there is pedestrian/bike traffic and the FDL Tribe has identified a specific need for pathways. The locations included Big Lake Road, Mission Road, and Mahnomen Road. While the MnDOT crash data does not identify pedestrian or bike as a major crash cause, the use of these roadways by pedestrians including children make these roadways high risk for pedestrian/vehicle conflicts. Multi-use pathways need to be considered to separate pedestrians from vehicle traffic. The need for these pathways have been present for some time and have increased as new FDL Tribal housing has developed and there is a need for access to FDL Tribal communities and schools.







Lighting should be considered along urban or other pathways as appropriate to increase pedestrian visibility, provide for traffic calming and potentially increase security. Solar powered and/or LED lighting could be used to reduce the cost for providing power and the need for continual power usage. An example of a solar powered lighting system is shown and several companies produce such systems. One roadway that has already been identified and is moving forward with funding for lighting the pedestrian path along Big Lake Road, between Cloquet and the FDL Health Center.



Big Lake Road with pedestrian path facing to the west.



Example solar-powered pedestrian path lighting.



Roadways identified for pedestrian paths and/or lighting due to safety concerns on the FDL Reservation include:

- **Big Lake Road**

Big Lake Road runs east and west, adjacent to several tribal buildings and centers including the Min No Aya Win Human Services Center which includes the FDL Tribal health center (located on the south-west corner of the Trettle Road) and the FDL Tribal Center further to the west. There is considerable traffic and pedestrians in this area and walking along Big Lake Road since this is the main connection between Cloquet and FDL Reservation. Although a side-walk has been built along the south-side of Big Lake Road, additional infrastructure is needed for vehicle and pedestrian safety. By continuing the sidewalk further west and adding lighting, this would greatly reduce the potential for a vehicle and pedestrian conflict.



**Strategy Champion:** FDL Transit and FDL Public Works

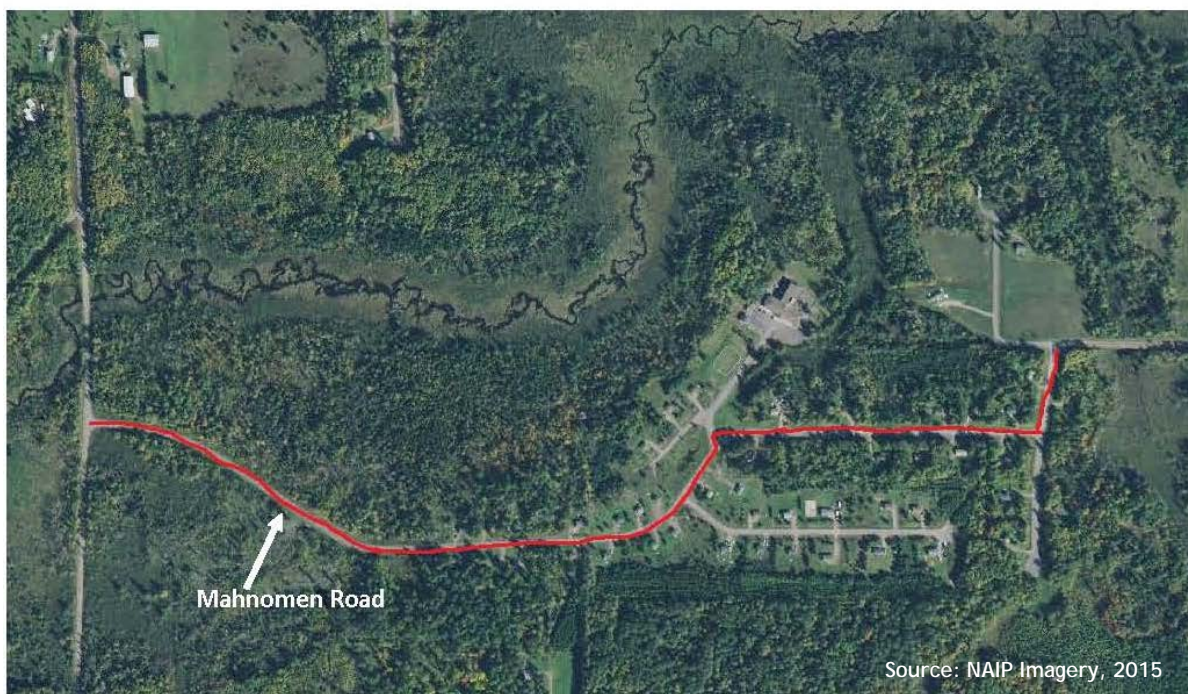
**Funding Opportunity:** TTP Safety Funding, TTP Funding, TAP Funding





- **Mahnomen Road (Mahnomen Community)**

Mahnomen Road (a private road), between Highway 80 (Brevator Road) to the east and County Road 863 (Brookston Road) to the west has several FDL tribal housing units located along it. Many of these housing units have children residing in them. During the Stakeholder meeting, it was discussed that bus drivers pick-up and drop-off students and there is reduced visibility that make it hard to make sure students make it to their homes. Lighting and sidewalks would help to provide students safe access to and from their homes through this neighborhood and to access the school bus.



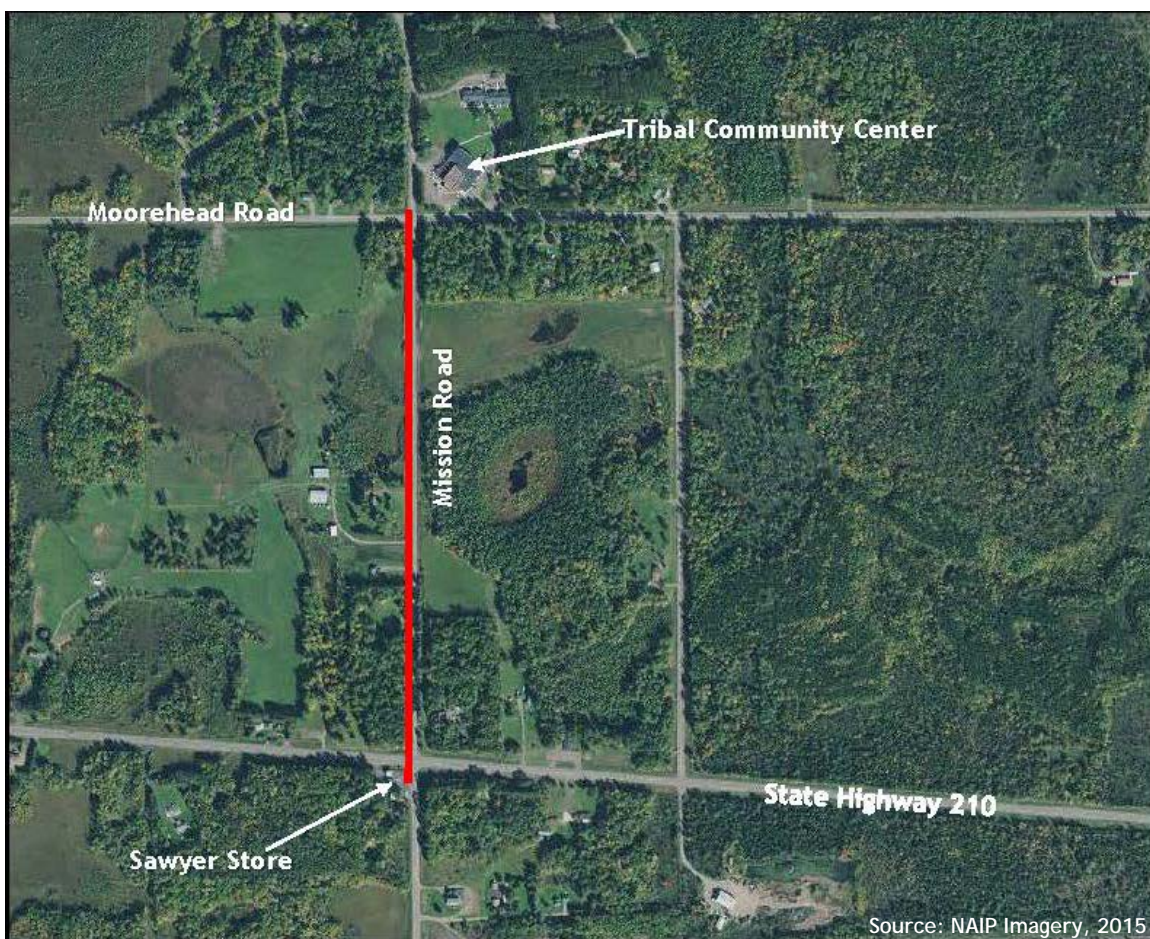
**Strategy Champion:** FDL Transit and FDL Public Works

**Funding Opportunity:** TTP Safety Funding, TTP Funding, TAP Funding



- **Mission Road (Sawyer Community)**

Mission Road proceeds north and south, with the FDL Tribal Community Center located to the north and Sawyer Store located to the south. Adults and children utilize Mission Road to walk between the community center and Sawyer Store. Currently this road segment has no sidewalk and a minimal shoulder. At night there is no lighting along this roadway. In addition, for pedestrians to get to Sawyer Store, State Highway 210 has to be crossed. To improve pedestrian safety and visibility along this approximately 0.5 mile roadway, a sidewalk, highway lighting, and pedestrian crossing signage at the intersection of Mission Road and State Highway 210 should be added.



**Strategy Champion:** FDL Public Works and FDL Planning Division

**Funding Opportunity:** TTP Safety Funding, TTP Funding, TAP Funding



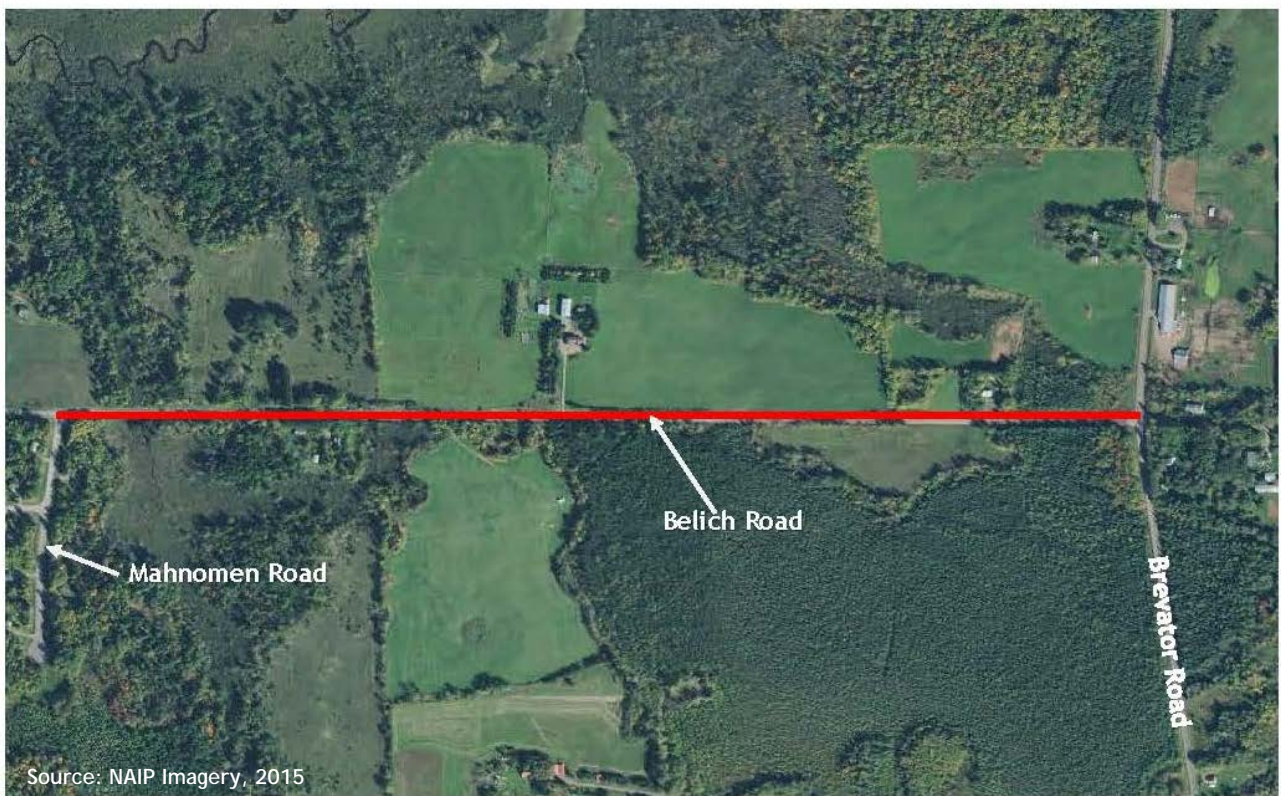


## ADDITIONAL ROADWAYS REQUIRING COMPONENTS TO IMPROVE SAFETY

In addition to roadways that require pedestrian pathways and lighting to avoid pedestrian and vehicle crashes, there are roadways that have been identified that would benefit from additional safety measures to avoid crashes from occurring. This includes roadway infrastructure and maintenance such as signalized intersections or dirt road grading. These roadways are:

- **Belich Road**

Belich Road (a township road) connects Mahnomen Road to the west and Brevator Road to the east. This road is relatively rural and has already had one pedestrian/vehicle crash on it. The Township has been unable to pave the road and it has limited lines of sight for driving or walking along the road due to its rolling nature. This road segment is approximately one mile long. Road maintenance activities are needed including reduced road damage and additional signage to warn drivers to slow down (e.g. electronic speed sign).



**Strategy Champion:** FDL Public Works

**Funding Opportunity:** TTP Safety Funding, TTP Funding





- **Central Hall Road**

Central Hall Road (a county road) is used by buses to transport children to and from school. Burlington Northern Santa Fe railroad tracks are located within approximately 80 feet parallel to State Highway 210 at the Central Hall Road intersection. When bus drivers proceed south quickly across State Highway 210 in the winter, there is fear that if a driver tries to rapidly stop on the south-side of State Highway 210 before the railroad tracks, the bus may slide on to the tracks. To prevent the potential for a bus and train crash, this portion of Central Hall Road needs to be a priority location for the County to keep de-iced in the winter months. A light will be added to this intersection in 2017 assist in this effort.



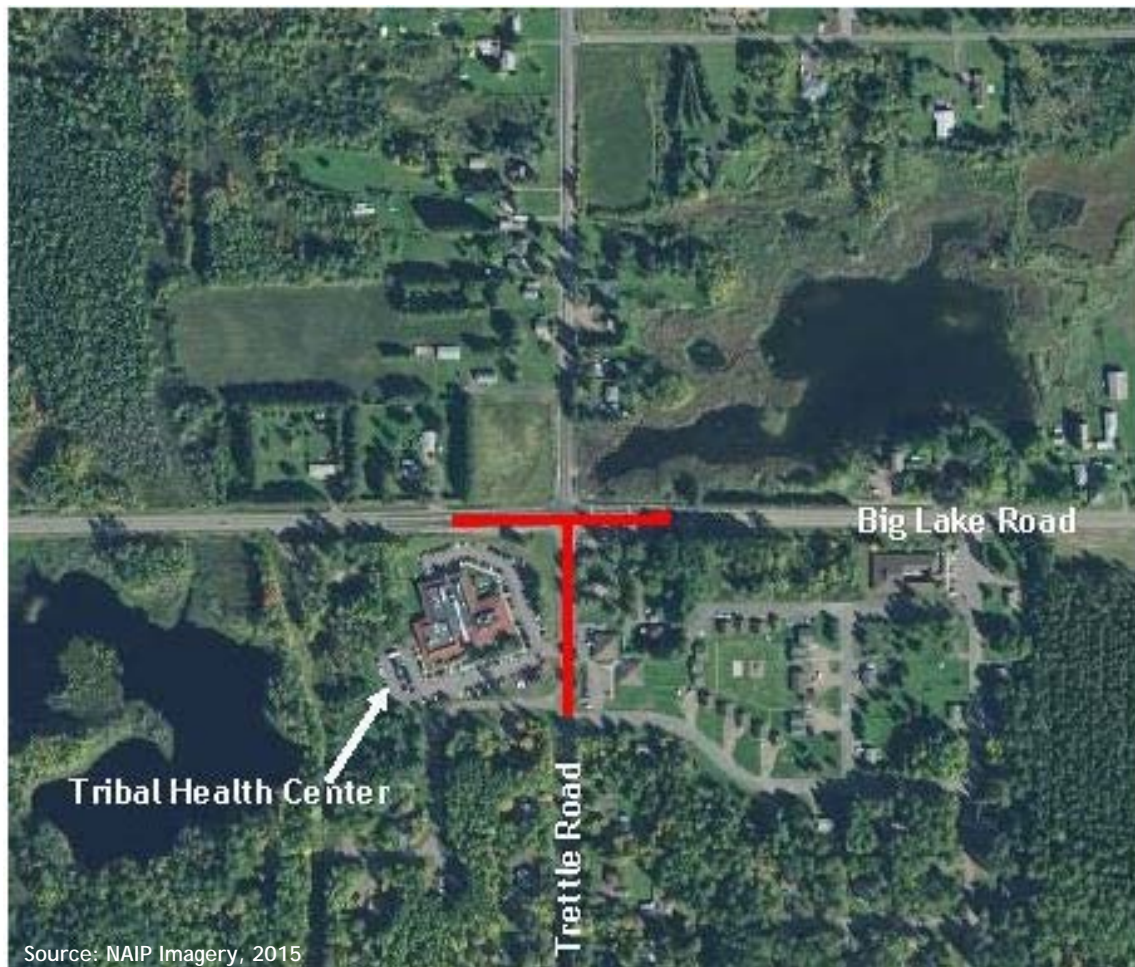
**Strategy Champion:** FDL Public Works, Carlton County Public Works

**Funding Opportunity:** None



- **Trettle Road and Big Lake Road Intersection**

The Min No Aya Win Human Services Center which includes the FDL Tribal health center is located on the south-west corner of the Trettle Road and Big Lake Road intersection. There is considerable traffic and pedestrians in this area and walking along Big Lake Road since this is the closest health clinic for tribal members. Although a side-walk has been built along the south-side of Big Lake Road, additional infrastructure is needed for vehicle and pedestrian safety. By putting a signal light at this intersection, this would greatly reduce crashes and near misses at this intersection.



**Strategy Champion:** FDL Planning Division

**Funding Opportunity:** TTP Safety Funding, TTP Funding



## Safety Planning and Other Strategies

### DEVELOPMENT OF A TRANSPORTATION SAFETY COMMITTEE

The FDL Tribe has recently established a position for a safety coordinator within their department. This position will be key in providing outreach, training and education in the community to enhance transportation safety. To assist and further these programs, a cross-cutting committee that includes transportation planning/engineering, enforcement, health, EMS and other interested parties should be formed and meet regularly to monitor and implement safety solutions.

**Strategy Champion:** FDL Transit, FDL Human Services Division, and Fond du Lac Law Enforcement

**Funding Opportunity:** None required.



## ATTACHMENT A



## 2017 TRIBAL TRANSPORTATION SAFETY PLAN



## STAKEHOLDER MEETING AGENDA





## ATTACHMENT A

Fond du Lac Band of Lake Superior Chippewa  
Tribal Transportation Safety Plan Stakeholder Meeting  
Meeting Agenda  
December 15, 2016

- 10:00 a.m. Welcome and Introductions
- 10:15 a.m. Background and Overview  
Discussion of Tribal Safety Plans, including need  
Review of 2010 Fond du Lac Reservation Safety Plan  
Presentation of Crash and Safety Data  
Questions and Discussion of Data
- 11:00 a.m. FDL existing safety approaches (this is any practice the Tribe is utilizing to address transportation safety i.e. education to public, crash reporting/processes, EMS or engineering projects)
- 11:30 a.m. Development of Activities for FDL Tribal Transportation Safety Plan:  
Identification/Discussion of Safety issues and concerns  
Safety approaches to include  
Safety approaches to develop  
Integration with other safety plans
- 12:00 Lunch
- 1:00 p.m. Finalize Development of Safety Activities to include in Plan  
Sort by 4E's  
Identification of Implementation Steps  
Identification of Champions for Specific Elements  
Identification of Potential Funding Sources
- 2:15 p.m. Break
- 2:30 p.m. Questions/Discussion of Process or other Items
- 3:00 p.m. Wrap up and/or Site Visit to any Locations



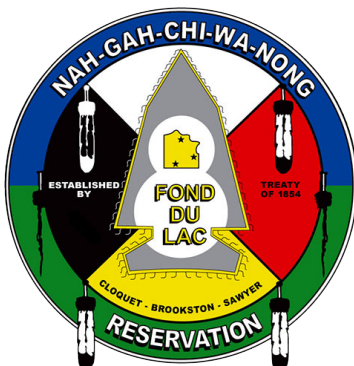
## ATTACHMENT B



## 2017 TRIBAL TRANSPORTATION SAFETY PLAN



## STAKEHOLDER MEETING PARTICIPANTS





## ATTACHMENT B

### FOND DU LAC BAND OF LAKE SUPERIOR CHIPPEWA

#### TRIBAL TRANSPORTATION SAFETY PLAN STAKEHOLDER MEETING

##### Meeting Participants

Name	Representing	Phone Number	Email Address
Craig Genzlinger	KLJ	406-461-2222	craig.genzlinger@kljeng.com
Nikki Wallenta	KLJ	651-222-2176	nicole.wallenta@kljeng.com
Jeff Ostrom	KLJ	651-222-2176	jeff.ostrom@kljeng.com
Michael Quam	FDL Transportation	218-409-4665	michaelquam@fdlrez.com
Scott Archambault	FDL Transportation	218-409-5187	
Jason Hollinday	FDL Planning	218-878-2625	jasonhollinday@fdlrez.com
Jim Kirsch	FDL Public Works	218-878-7506	jameskirsch@fdlrez.com
Kurt Slettvedt	BIA Roads Bemidji	218-751-2011 Ext. 1428	kurt.slettvedt@bia.gov
Tom Fronk	BIA	651-725-4553	thomas.fronk@bia.gov
Milt Hagen	Carlton County	218-384-9153	milt.hagen@co.carlton.mn.us
Vic Lund	St. Louis County	218-625-3873	lundv@stlouiscountymn.gov
Chip Lemon	MN State Patrol	218-206-1227	charles.lemon@state.mn.us
Matt Langer	MN State Patrol	651-201-7114	matthew.langer@state.mn.us
Cassie Diver	FDL Emergency Management	218-878-7502	cassiediver@fdlrez.com
Holly Kostrzewski	MN NETZD	218-725-2828	holly.kostrzewski@state.mn.us
KaRee Lockling	FDL Human Services	218-878-2126	kareelockling@fdlrez.com
Chuck Walt	FDL Reservation	218-878-2617	chuckwalt@fdlrez.com
Sam Ojibway	FDL Police Department	218-878-8087	jeremyojibway@fdlpd.com

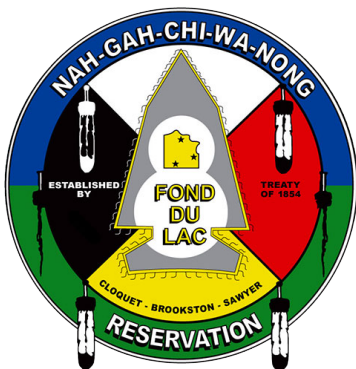
## ATTACHMENT C



## 2017 TRIBAL TRANSPORTATION SAFETY PLAN



## STAKEHOLDER MEETING PRESENTATION





# Fond du Lac Band of Lake Superior Chippewa



**Tribal Transportation Safety Plan Stakeholder Meeting  
December 15, 2016**

## Benefits of Safety Planning

- **Opportunity for coordinated efforts & shared resources within a community toward common goal**
- **Establish communication & form partnerships with local, State, and Federal agencies**
- **Tool to leverage funding and resources**
- **Action Plan**

## Goal of Safety Planning

**Reduce the frequency of fatal and serious injury transportation incidents through coordination of efforts by:**

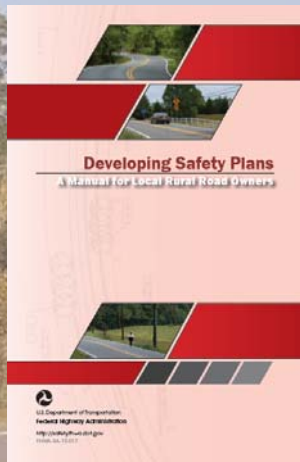
- *Elected officials / Council*
- *Public*
- *Administrators*
- *Educators*
- *Enforcement*
- *Engineers*
- *Emergency Medical Responders*
- *And others...*

## Safety Plan Focus

- **Not focused on any one funding source or program**
  - Funding Available from Tribal Transportation Safety Funds
- **Focused on the modes that are most significant to the community. It's your plan!**
  - Roads
  - Trails
  - Winter Trails
  - Air
  - ATV
- **Pedestrian safety**
- **Identifying or addressing intersections and roadways with high rates of crashes or near misses.**



# Safety Planning Process



## Existing Transportation Plans and Studies

- Fond du Lac Reservation Long-Range Transportation Plan (November 2016)
- Fond du Lac Reservation 20-year Transportation Plan (November 2011)
- Fond du Lac Band of Lake Superior Chippewa: 2010 -2020 Reservation Strategic Plan (December 2011)
- Carlton County Roadway Safety Plan (August 2012, currently being updated)
- St. Louis County Roadway Safety Plan (August 2012)
- Minnesota Tribal Road Safety Summit Report(October 2008)
- University of Minnesota Roadway Safety Research with Fond du Lac Band Study (2015 to current)



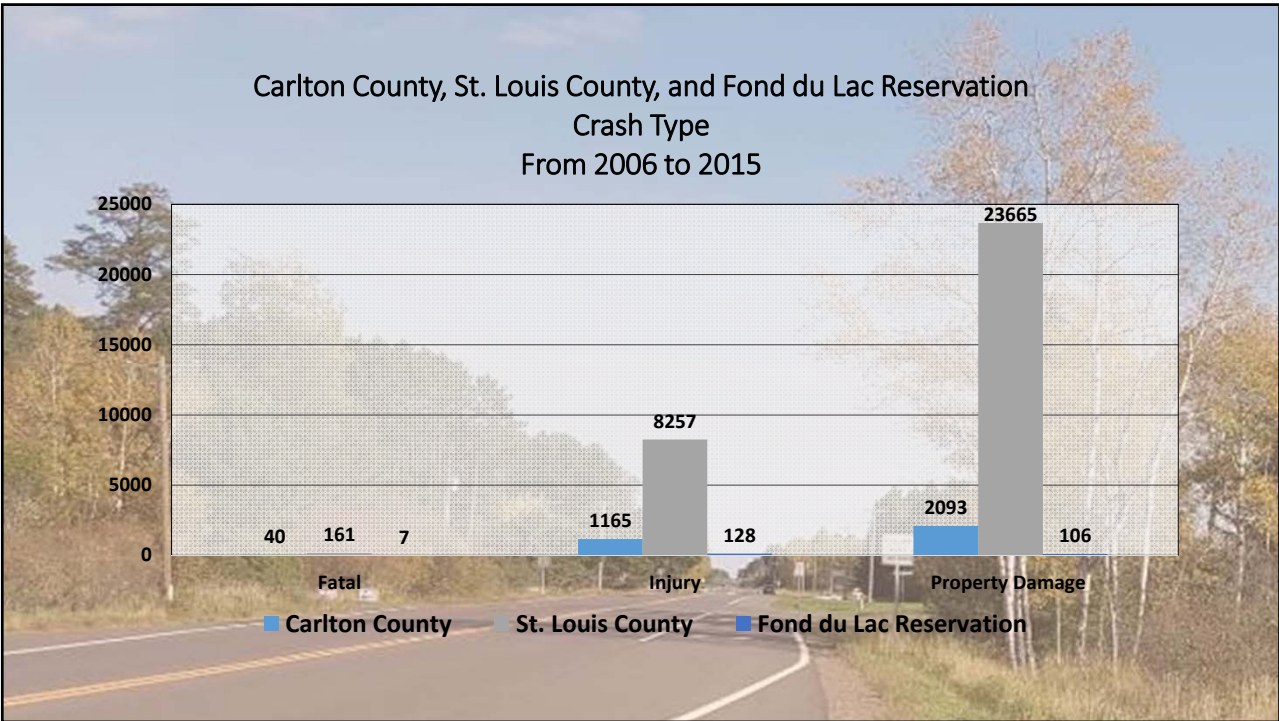
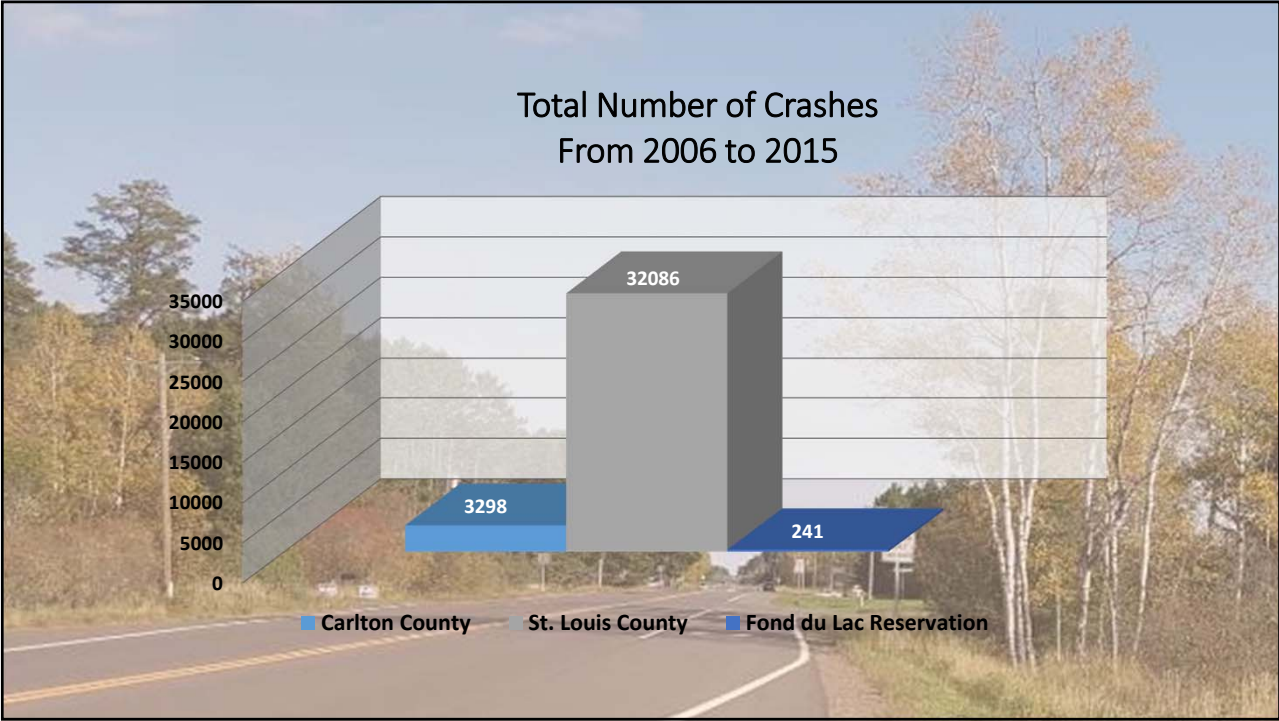
# Crash Data Sources

- **Data Sources**

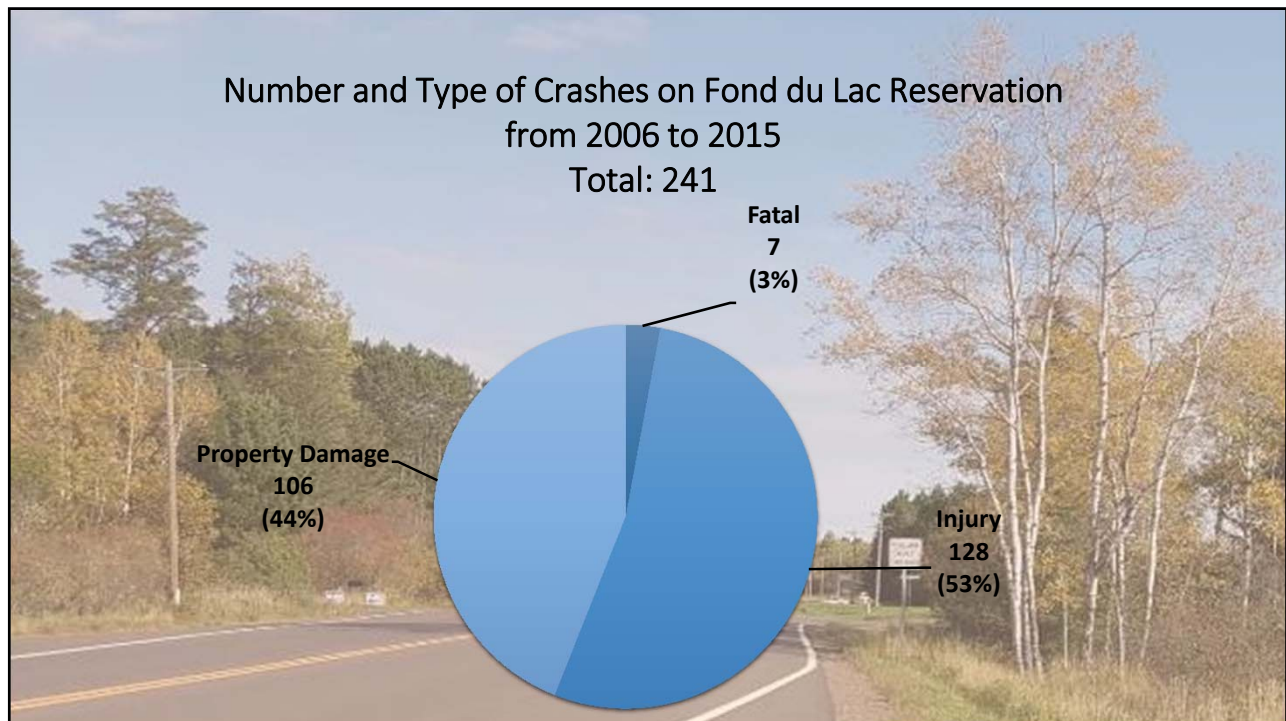
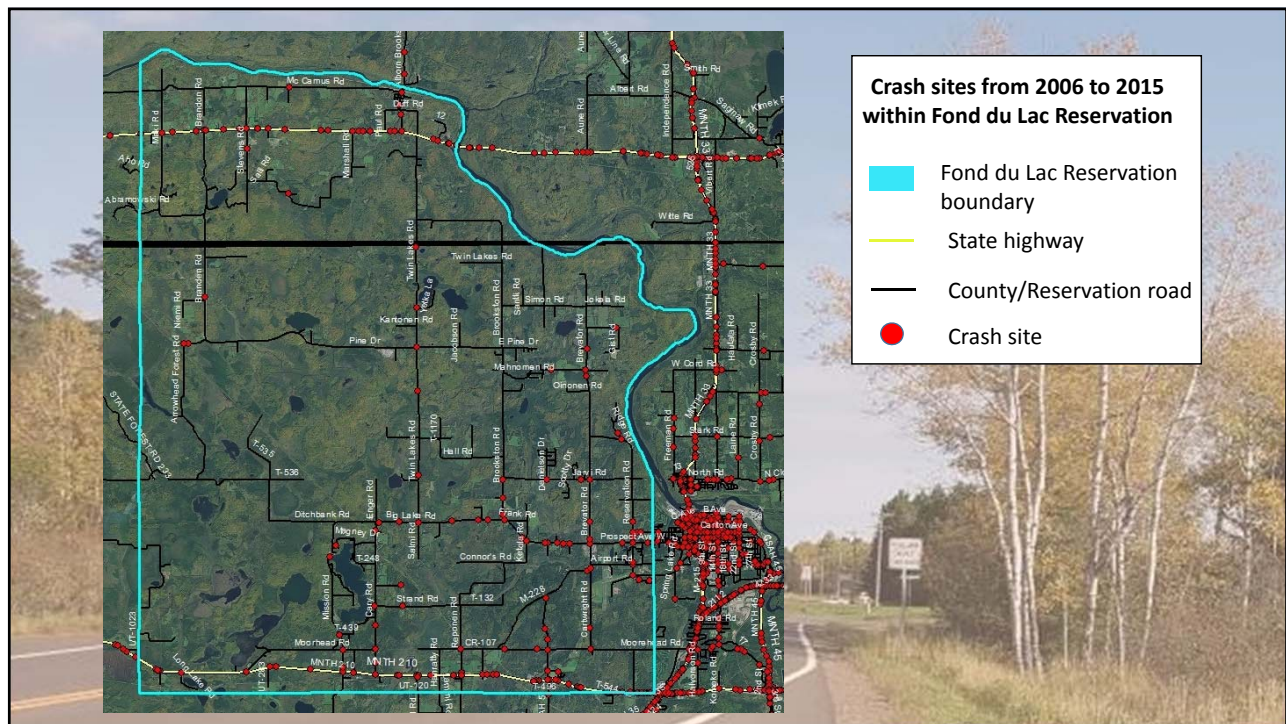
- *Minnesota Department of Transportation Crash Mapping Analysis Data*
- *Minnesota Department of Public Safety County Specific Fact Sheets*

- **Personal Knowledge**

## Minnesota Department of Transportation Crash Mapping Analysis Data

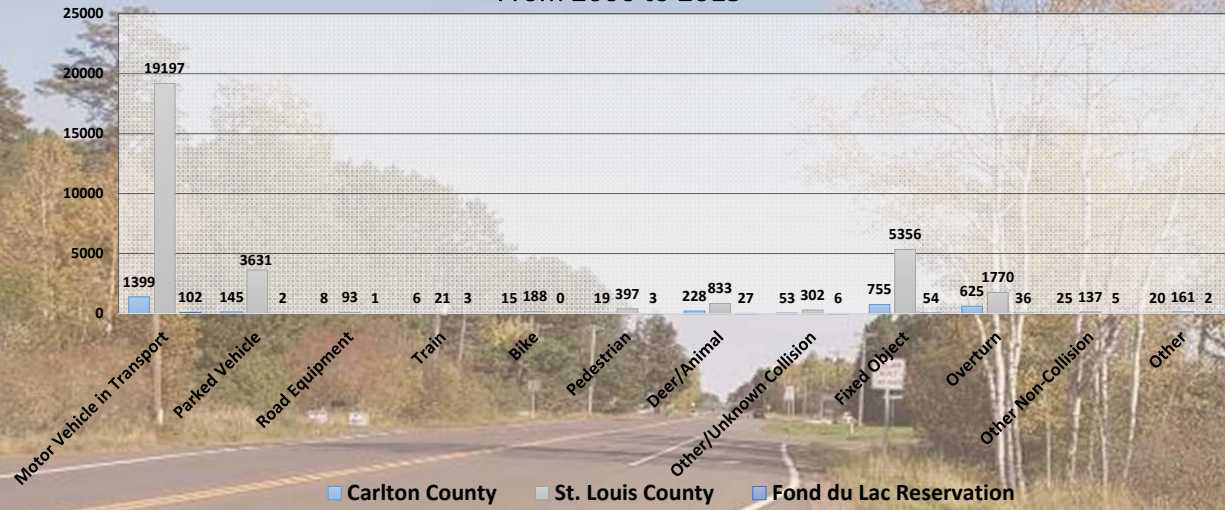




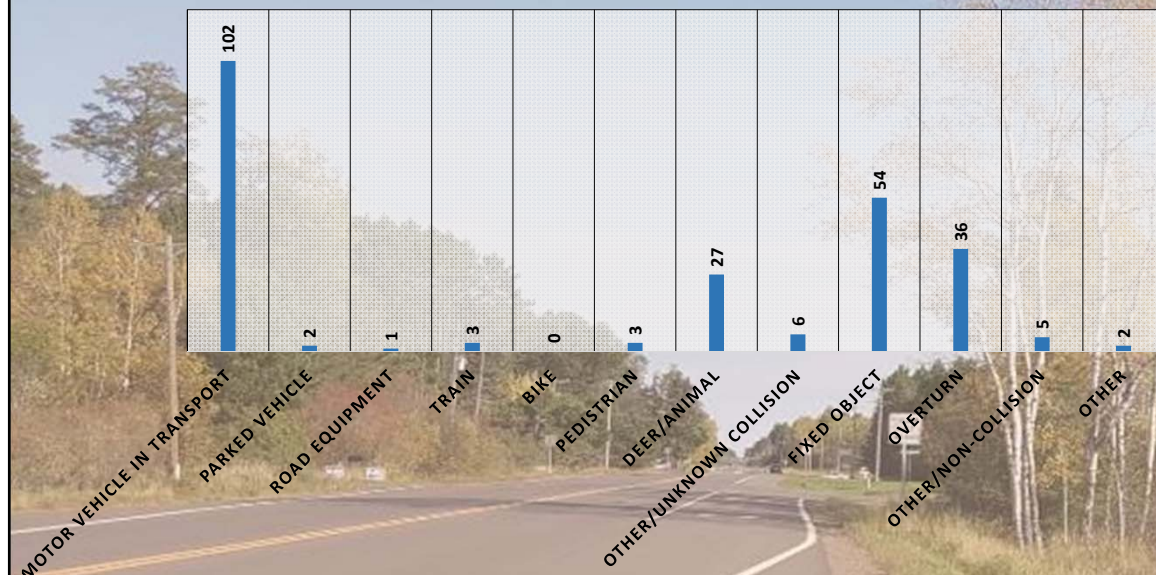




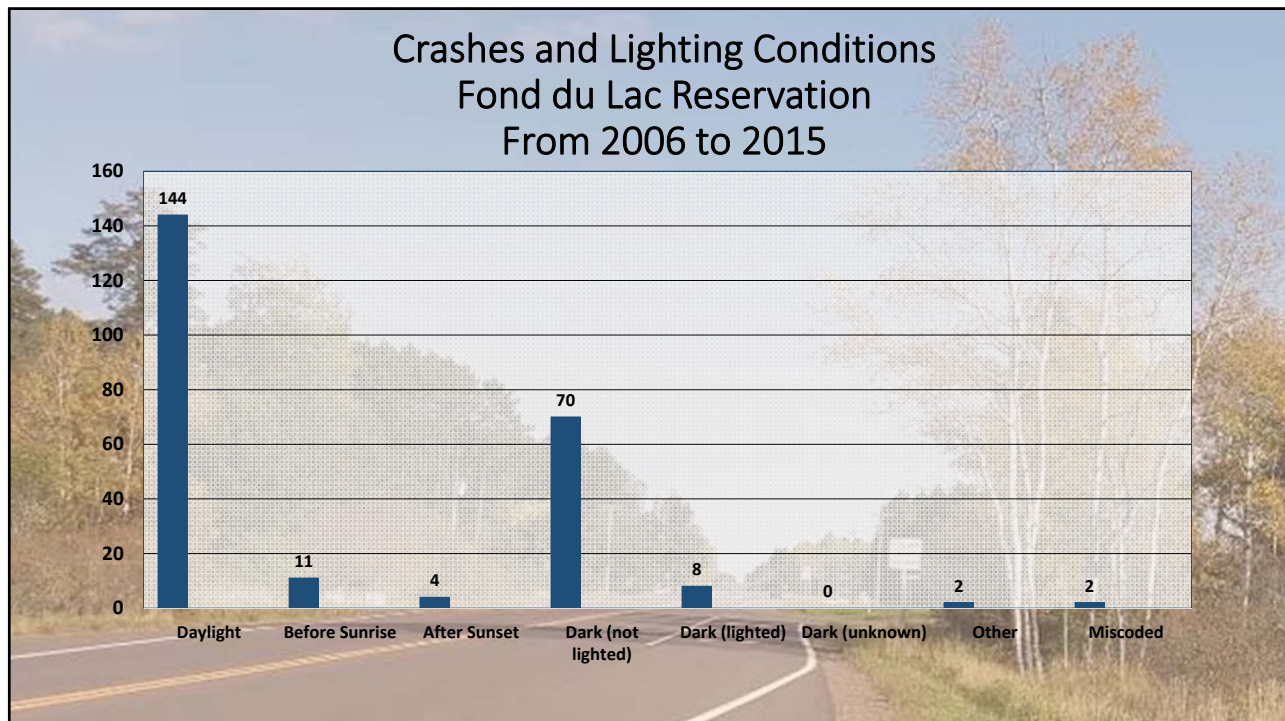
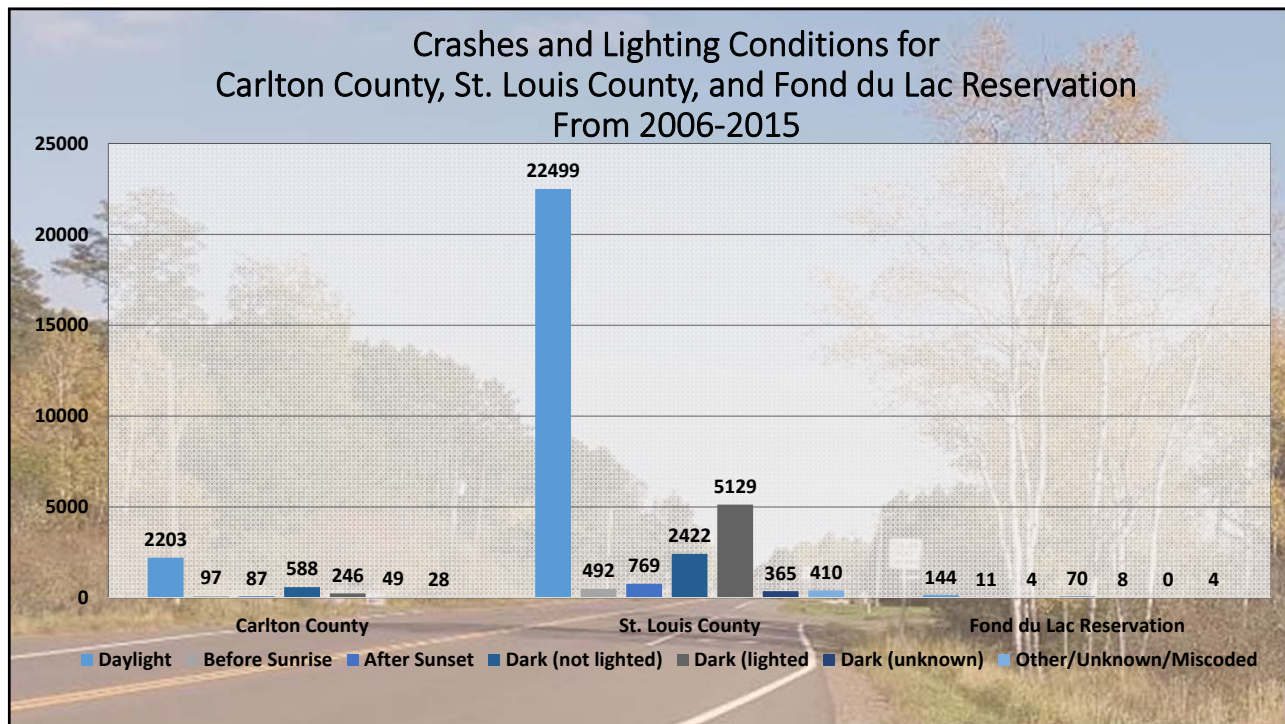
# Carlton County, St. Louis County, and Fond du Lac Reservation Crash Causes From 2006 to 2015

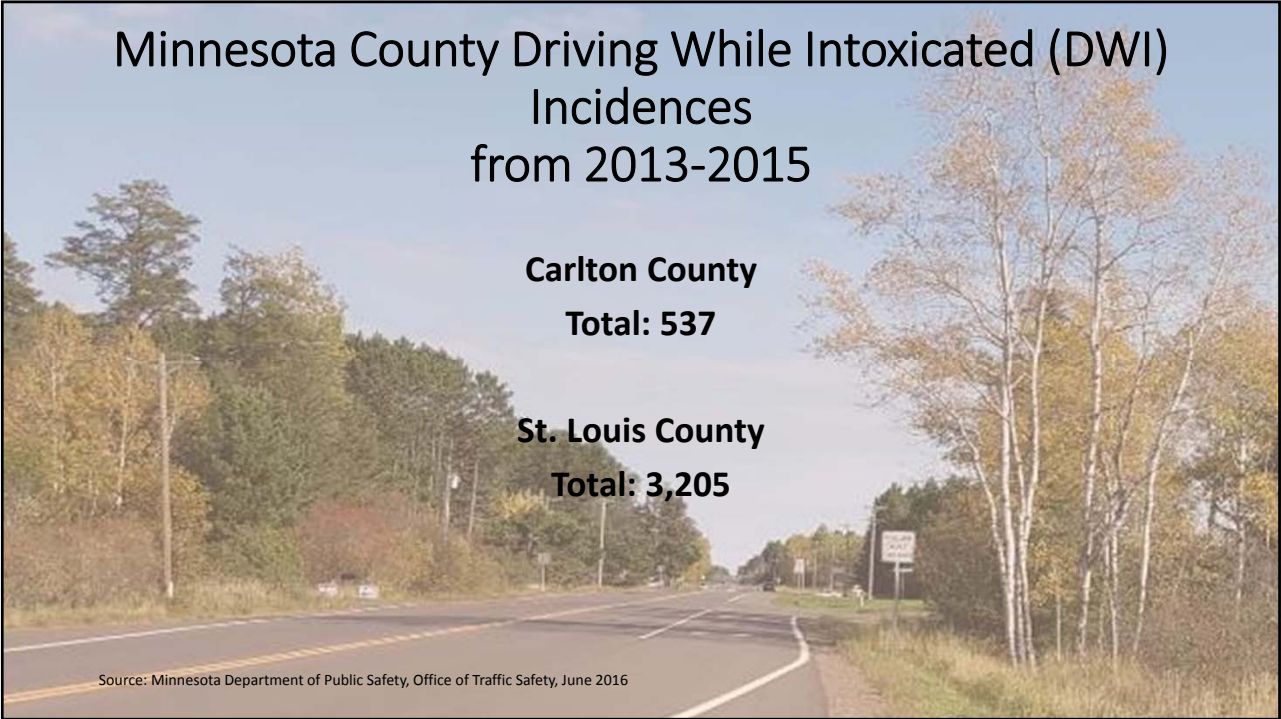


## Crash Causes on Fond du Lac Reservation From 2006 to 2015









## Minnesota County Driving While Intoxicated (DWI) Incidences from 2013-2015

**Carlton County**  
**Total: 537**

**St. Louis County**  
**Total: 3,205**

Source: Minnesota Department of Public Safety, Office of Traffic Safety, June 2016



## Crash Data

**Other Locations or crash types from personal knowledge?**



## Existing Safety Programs and Practices

### What safety programs and practices are currently in place?

- Students Against Destructive Decisions (SADD) program
- Drivers Education
- Child car seat/Booster seat program
- Brain Injury Prevention Project
- Ride Safe (provides free car seats and training)
- Do 2 child seat clinics per month
- A traffic code
- Safe Routes to School (SR2S)
- Drive for Safe Communities (active member)
- Mutual aid agreement between Tribal Police and County
- Tribal Police complete MN state crash form online for all crashes investigated on the reservation
- Primary Seatbelt Ordinance
- Fond du Lac Transportation and Transit
- Safe and Sober Program (provides for additional enforcement)
- OTHERS?

## Safety Issues

### Issues identified in the Fond du Lac Safety Management Plan from August 2010

- Brookston Road where it changes from paved to gravel
- Pedestrians around the community centers
- Drinking and Driving
- ATV's and Snowmobile safety
- Speeding – especially near the parks and tribal complex
- Animal crashes
- Distracted driving
- Damaged highway signs
- Low fine structure - \$25 for no seat belt of child seat
- No lighting at many intersections and on roads to community centers
- No traffic safety officer on police force.

## St. Louis and Carlton Counties Safety Transportation Plans

- St. Louis County's top five critical emphasis areas for crash prevention from 2006 to 2010 identified in the St. Louis County Safety Transportation Plan included crashes involving:
  - *young drivers*
  - *drug and alcohol related crashes*
  - *unbelted occupants*
  - *road departure crashes*
  - *intersection crashes*
- There are no high priority road segments located within the Fond du Lac Reservation that need to be addressed.
- Carlton County's top five critical emphasis areas for crash prevention from 2006 to 2010 identified in the Carlton County Safety Transportation Plan included crashes involving:
  - *drugs and alcohol-related*
  - *road departure crashes*
  - *unbelted vehicle occupants*
  - *Intersection crashes*
  - *head-on and sideswipe (opposite)*

High priority road segments identified in the Safety Transportation Plan located within the Fond du Lac Reservation include:

- *CR 25 (from Highway 210 north to Big Lake Road, proceeding east to Cary Road)*
- *Big Lake Road (from Brevator Road east to Cary Road, then proceeding south on Cary Road to State Highway 210)*
- *Central Hall Road (CR 107) (from Moorhead Road (CR 107) south to State Highway 210)*
- *CR 26 (from CR 5 west to State Highway 33)*
- *CR 113 (proceeding north from Big Lake Road north to CR 114)*
- *CR 114 (from CR 113 to CR 9)*

## Current Safety Issues

- **Problem locations?**
- **Problem driver behavior?**
- **Safety restraint use?**
- **Resource issues?**



## Fond du Lac Safety Management Plan Strategies (August 2010)

- **Establish A Safety Committee**
  - Implementation: Planning to develop a resolution for Tribal Council in support of establishing a committee to gain better participation among various agencies. Once this is completed, meetings will be scheduled and issues identified will be addressed
- **Traffic Safety Officer**
  - Implementation: Apply for funding for Traffic Safety Officers thru Indian Highway Safety Program at BIA. Using the White Earth Tribe applications as an example, apply for funding in the next grant cycle.
- **Maintenance and Operation Plan**
  - Implementation: Develop and implement a maintenance and operation plan that identifies safety issues on transportation routes and establishes a priority for implementation of improvements.
- **Updating of Enforcement Fines**
  - Implementation After reviewing current fine structures in the area, the enforcement and courts will establish recommended rates. This will need to be proposed to the Tribal Council for implementation.
- **Safety Education and Training**
  - Implementation: A public service outreach plan developed to identify training and education opportunities, subjects, and outreach techniques.

Status of safety measures?

## Safety Countermeasures and Strategies

### Strategies to Improve Safety

- Education (e.g. safety programs in schools)
- Enforcement
- EMS
- Engineering
- Others (e.g. Incentives for car seat use)
- Priorities?

# Safety Resources

## Safety Resources

- Ride Safe Program
- Tribal Transportation Safety: <http://www.tribalsafety.org/>
- FHWA Federal Lands Tribal Transportation Safety: <https://flh.fhwa.dot.gov/programs/ttp/safety/>
- Safe Native American Passengers (SNAP): <https://www.ihs.gov/injuryprevention/training/snap/>
- Tribal Motor Vehicle Injury Prevention: Best Practices Guide 2016  
[http://www.cdc.gov/motorvehiclesafety/pdf/native/tmvp\\_best-practices\\_guide\\_2016-a.pdf](http://www.cdc.gov/motorvehiclesafety/pdf/native/tmvp_best-practices_guide_2016-a.pdf)
- Centers for Disease Control and Prevention: Injury Prevention & Control: Motor Vehicle Safety  
<http://www.cdc.gov/motorvehiclesafety/native/toolkit.html>

## Potential Federal and State Monies and Grants

- **Tribal Transportation Program Safety Funds Transit Program (TTPSF)**
  - Provides funding for capital, operating, planning, and administrative expenses for public transit projects that meet the needs of a growing rural tribal community including development and revision of transportation safety plans, crash data improvement, road safety audits, and other activities, primarily infrastructure improvements.  
<https://flh.fhwa.dot.gov/programs/ttp/safety/ttpsf.htm>
- **BIA Indian Highway Safety Program (IHSP)**
  - US DOT funding to assist Indian tribes in implementing traffic safety project. The projects are designed to reduce the high number of traffic crashes and their resulting fatalities, injuries, and property damage within Indian communities. 2017 opportunities are for Law Enforcement – Overtime and Full Time and Impaired Driving Adjudication Court.  
<https://www.bia.gov/WhoWeAre/BIA/OJS/who/fieldops/ojs-dhs/2016IHSPGrant/index.htm>
- **Section 402: State Highway Safety Programs**
  - Provides funding that supports State highway safety programs, designed to reduce traffic crashes and resulting deaths, injuries, and property damage. (see MnDOT's HSIP below)  
<http://safety.fhwa.dot.gov/legislationandpolicy/policy/section402/>
- **Tribal Injury Prevention Cooperative Agreement Program (TIPCAP)**
  - Provides funding to hire a full-time Injury Prevention Coordinator and develop programs based on effective strategies or best practices for injury prevention. (The Tribe is a Part II Grantee who will receive 20,000 annually from 2018-2020)  
<https://www.ihs.gov/injuryprevention/tipcap/>
- **Fixing America's Surface Transportation Act ("FAST Act" and TTP)**
  - Provides funding to Nationally Significant Federal Lands and Tribal Projects (NSFLTP) program to provide funding for construction, reconstruction, and rehabilitation of nationally-significant projects on Federal or tribal lands  
<https://www.fhwa.dot.gov/fixact/>
- **MnDOT Great Minnesota Transportation Alternatives Solicitation**
  - The Transportation Alternatives Solicitation is a competitive grant opportunity for local communities and regional agencies to fund projects for pedestrian and bicycle facilities, historic preservation, Safe Routes to School, trails and scenic byways.  
<http://www.dot.state.mn.us/ta/>
- **MnDOT Greater Minnesota Highway Safety Improvement Program (HSIP)**
  - HSIP is a federal-aid funding program designed to reduce traffic fatalities and serious injuries on all public roads. The object of this program is to identify, implement and evaluate cost effective construction safety projects.  
<http://www.dot.state.mn.us/trafficeng/safety/hsip.html>



# Questions and Discussion

**Craig Genzlinger**

**KLJ – Helena**

**(406) 447-3357**

[Craig.Genzlinger@kljeng.com](mailto:Craig.Genzlinger@kljeng.com)

**Nikki Wallenta**

**KLJ-St. Paul**

**(651)222-2176**

[Nicole.Wallenta@kljeng.com](mailto:Nicole.Wallenta@kljeng.com)

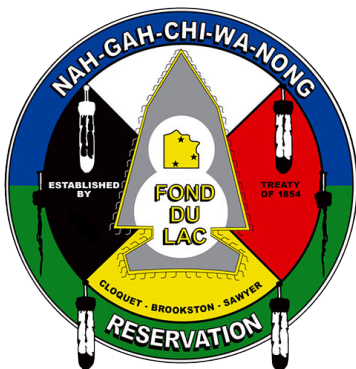
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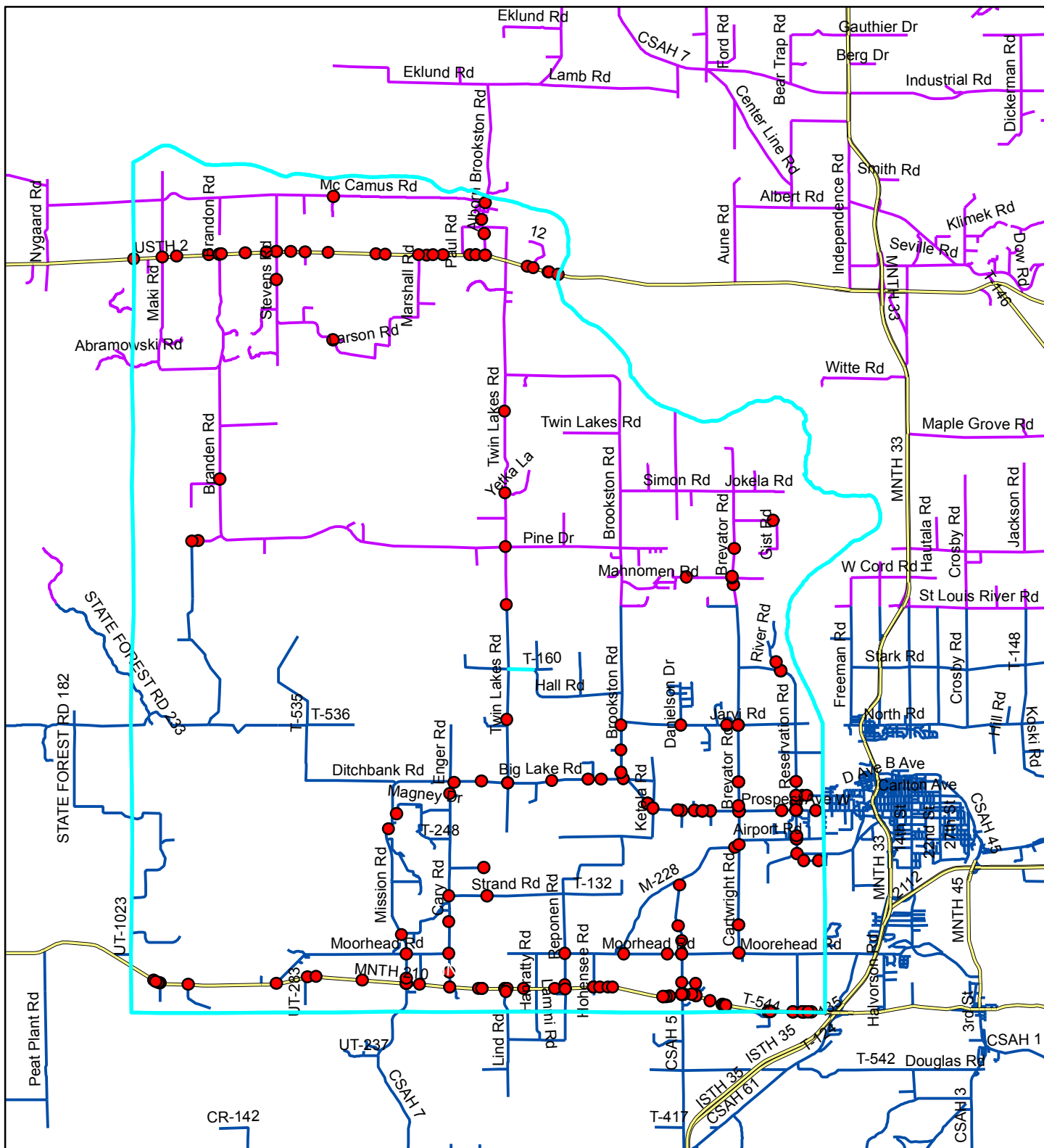
## 2017 TRIBAL TRANSPORTATION SAFETY PLAN



## CRASH MAP







## Legend

MnDOT Crash Locations 2006 to 2015 (within FDL Reservation)

- MnDOT Crash Locations 2006 to 2015 (within FDL Reservation)
- MnDOT State Highway
- Carlton County Road Network
- Saint Louis County Road Network
- FDL Reservation Boundary

## MnDOT Crash Mapping Data For the Fond du Lac Reservation From 2006 to 2015

Data Source: MnDOT Crash Site, 2005-2015

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