

# **Challenges and Opportunities of Developing Tribal Safety Action Plans**

2025 NTICC - September 23, 2025 - 1:30 p.m.



## **Agenda Review**

- 1. Welcome and Introductions
- 2. Comprehensive Safety Action Plan Process
- 3. Challenges and Opportunities
  - 1. Crash Data
  - 2. Roadway Data
  - 3. Community and Stakeholder Participation
  - 4. Safety Strategies
  - 5. Funding
- 4. Questions



#### **Welcome and Introductions**

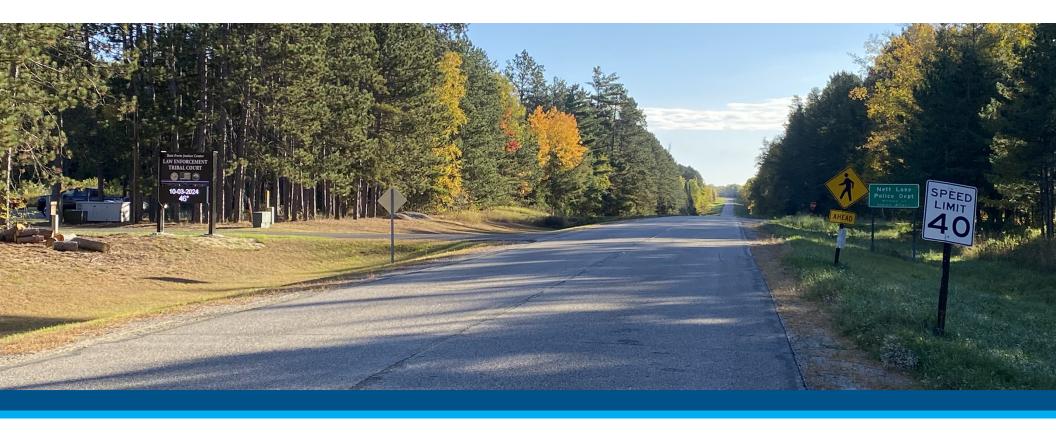
- Bois Forte Staff
  - Carol Burr Director of Planning and Community Development
  - Brian Whiteman Public Works Director
  - Doris Isham Grant Manager
- SRF Consulting Group, Inc.
  - Matt Knight, AICP Project Manager
  - Jamie Wark Project Manager



#### **Session Goals**

- Overview (refresher) of the SS4A Safety Action Plan Process
- Discuss challenges experienced while developing Tribal Safety Action Plans
- Discuss opportunities identified to overcome challenges tribes may face





# Overview of Safe Streets and Roadways for All (SS4A) and Safety Action Plans



### Safe Streets and Roads for All (SS4A) Grant Program

• The Bipartisan Infrastructure Law (BIL) established the new Safe Streets and Roads for All (SS4A) discretionary program, with \$5 billion in appropriated funds over 5 years, 2022-2026. The SS4A program funds regional, local, and Tribal initiatives through grants to prevent roadway deaths and serious injuries.



### Safe Streets and Roads for All (SS4A) Grant Program

#### Applicant Eligibility

- Metropolitan planning organizations (MPOs)
- Political subdivisions of a State or territory
  - Counties
  - Cities
  - Towns
  - Special districts
  - Certain transit agencies
  - Similar units of local government
- Federally recognized Tribal governments

#### **Grant Types**

- Comprehensive Safety Action Plans
- Planning and Demonstration Activities
- Implementation Grants



The primary objectives of the Safety Action Plan:

- Goal:
  - Develop a Comprehensive Safety Action Plan (CSAP) for the Boise Forte Band of Chippewa
  - Eliminate/reduce fatal and serious injury crashes within the Bois Forte Reservation
- The CSAP is the basic building block to improve roadway safety
- Develop safety projects specific strategies at specific locations
- Identifying funding opportunities



### Safe Streets and Roads for All (SS4A) Grant Program

	the NOTO to correctly apply for a grant. See th	e <u>SS4A website</u> for more
Table 1 of the <u>SS4A NOFO</u> describes <u>seven con</u> worksheet. Applicants should use this workshee components to be considered an eligible Actio	et to determine whether their existing plan(s) o	
This worksheet is required for all SSAA Implem applications to conduct Supplemental Plann entirety, do not adjust the formatting or heading.	ing/Demonstration Activities only. Please co	omplete the form in its
Eligibility		
An Action Plan is considered eligible for an SSA Demonstration Grant to conduct Supplemental		
<ul> <li>You can answer "YES" to Questions 3,</li> </ul>	5, and 8 in this worksheet; and	_
<ul> <li>You can answer "YES" to at least three</li> <li>If both conditions are not met, an applicant is s</li> </ul>	of the five remaining Questions, 1, 2, 4, 5, a till eligible to apply for a Planning and Demon	
creation of a new Action Plan or updates to an	existing Action Plan to meet SS4A requiremen	ts.
Applicant Information		
Lead Applicant:	UEI:	
Action Plan Documents		
In the table below, list the relevant Action Plan to three plans or documents may be include that the Action Plan or other documents will be considered an eligible Action Plan for SS4A, the specific location.	<ul> <li>d. Please provide a hyperlink to any document e uploaded in Valid Eval as part of your applica</li> </ul>	s available online or indicat tion. Note that, to be corridor, neighborhood, or
Document Title	Link	Date of Most Recent Update

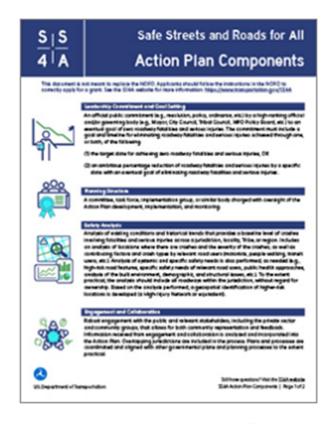
ne condition and the specific page number(s) in each pace to reference multiple plans, but please list only		your response. This for	
. Leadership Commitment and Goal	Setting		
Are BOTH of the following true?  • A high-ranking official and/or governing boo		ommitted to an	YES
<ul> <li>The commitment includes either setting a tar targets to achieve a reduction in roadway fat</li> </ul>	get date to reach zero OR set		NO
Note: This may include a resolution, policy, ordinar from a high-ranking official and the official adoptic legislative body.			
If "YES," please list the relevant document(s) and p	age number(s) that corrobora		
Document Title		Page Number(s)	
. Planning Structure			
. Flamming Structure			YES
To develop the Action Plan, was a committee, task established and charged with the plan's developm			NO
Note: This should include a description of the mem development, implementation, and monitoring of t		role they play in the	
If "YES," please list the relevant document(s) and $\boldsymbol{\rho}$	age number(s) that corrobora	ate your response.	
Document Title		Page Number(s)	





#### Comprehensive Safety Action Plan components:

- Leadership commitment and goal setting
- Planning structure
- Safety analysis
- Engagement and collaboration
- Policy and process changes
- Strategy and project selections
- Progress and transparency







#### Comprehensive Safety Action Plan components



#### **Leadership Commitment and Goal Setting**

An official public commitment (e.g., resolution, policy, ordinance, etc.) by a high-ranking official and/or governing body (e.g., Mayor, City Council, Tribal Council, MPO Policy Board, etc.) to an eventual goal of zero roadway fatalities and serious injuries. The commitment must include a goal and timeline for eliminating roadway fatalities and serious injuries achieved through one, or both, of the following:

- (1) the target date for achieving zero roadway fatalities and serious injuries, OR
- (2) an ambitious percentage reduction of roadway fatalities and serious injuries by a specific date with an eventual goal of eliminating roadway fatalities and serious injuries.



#### **Planning Structure**

A committee, task force, implementation group, or similar body charged with oversight of the Action Plan development, implementation, and monitoring.





#### Comprehensive Safety Action Plan components



#### **Safety Analysis**

Analysis of existing conditions and historical trends that provides a baseline level of crashes involving fatalities and serious injuries across a jurisdiction, locality, Tribe, or region. Includes an analysis of locations where there are crashes and the severity of the crashes, as well as contributing factors and crash types by relevant road users (motorists, people walking, transit users, etc.). Analysis of systemic and specific safety needs is also performed, as needed (e.g., high-risk road features, specific safety needs of relevant road users, public health approaches, analysis of the built environment, demographic, and structural issues, etc.). To the extent practical, the analysis should include all roadways within the jurisdiction, without regard for ownership. Based on the analysis performed, a geospatial identification of higher-risk locations is developed (a High-Injury Network or equivalent).



#### **Engagement and Collaboration**

Robust engagement with the public and relevant stakeholders, including the private sector and community groups, that allows for both community representation and feedback. Information received from engagement and collaboration is analyzed and incorporated into the Action Plan. Overlapping jurisdictions are included in the process. Plans and processes are coordinated and aligned with other governmental plans and planning processes to the extent practical.



#### Comprehensive Safety Action Plan components



#### **Policy and Process Changes**

Assessment of current policies, plans, guidelines, and/or standards (e.g., manuals) to identify opportunities to improve how processes prioritize transportation safety. The Action Plan discusses implementation through the adoption of revised or new policies, guidelines, and/or standards, as appropriate.





#### Comprehensive Safety Action Plan components



#### Strategy and Project Selections

Identification of a comprehensive set of projects and strategies, shaped by data, the best available evidence and noteworthy practices, as well as stakeholder input and equity considerations, that will address the safety problems described in the Action Plan. These strategies and countermeasures focus on a Safe System Approach, effective interventions, and consider multidisciplinary activities. To the extent practical, data limitations are identified and mitigated.

Once identified, the list of projects and strategies is prioritized in a list that provides time ranges for when the strategies and countermeasures will be deployed (e.g., short-, mid-, and long-term timeframes). The list should include specific projects and strategies, or descriptions of programs of projects and strategies, and explains prioritization criteria used. The list should contain interventions focused on infrastructure, behavioral, and/or operational safety.



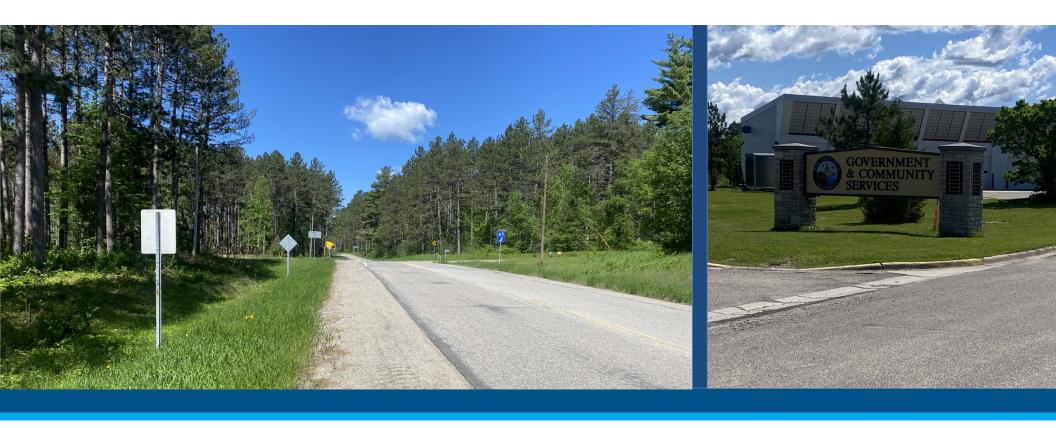
#### Comprehensive Safety Action Plan components



#### **Progress and Transparency**

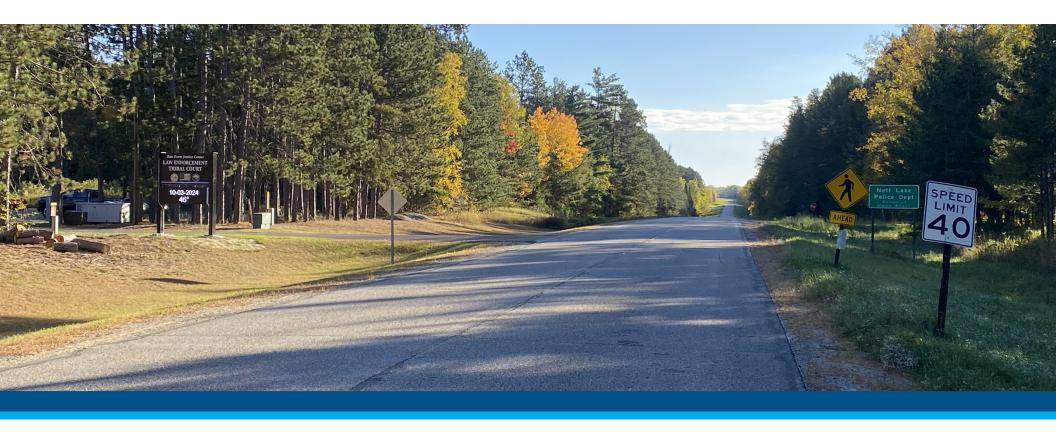
Method to measure progress over time after an Action Plan is developed or updated, including outcome data. Means to ensure ongoing transparency is established with residents and other relevant stakeholders. Must include, at a minimum, annual public and accessible reporting on progress toward reducing roadway fatalities and serious injuries, and public posting of the Action Plan online.





## **Challenges and Opportunities**







#### **Crash Data Sources:**

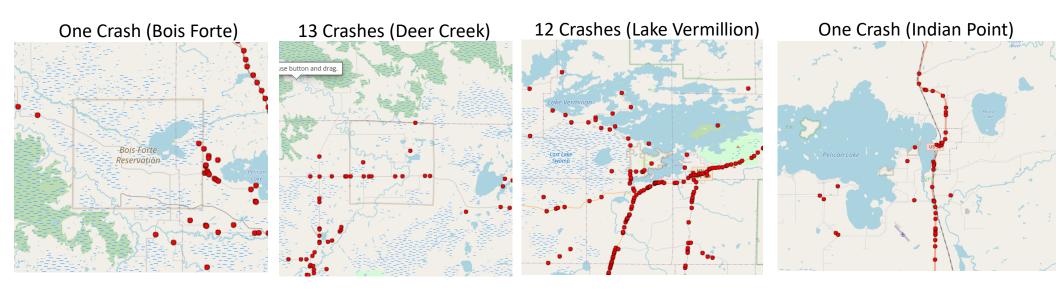
- MnDOT/MnCMAT2
- St. Louis County
- First Responders
- Law Enforcement





#### Crashes within the Bois Forte Reservation

27 total crashes (2015 - 2024)

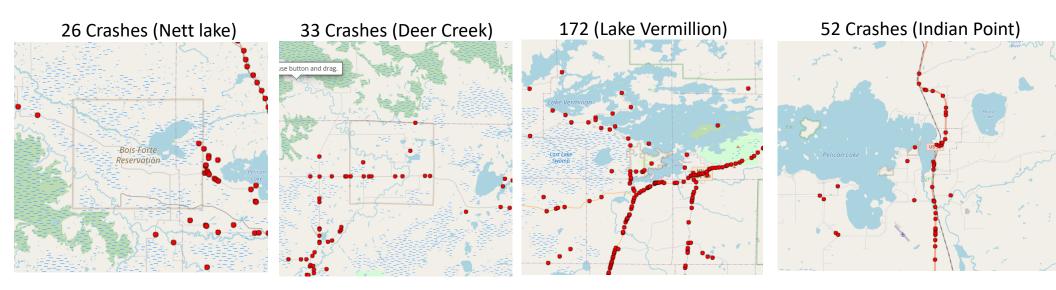






#### Crashes within five miles of the Boise Forte Reservation

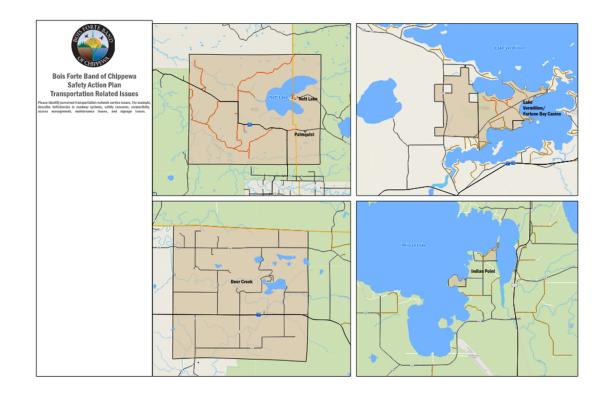
283 total crashes (2015 – 2024)



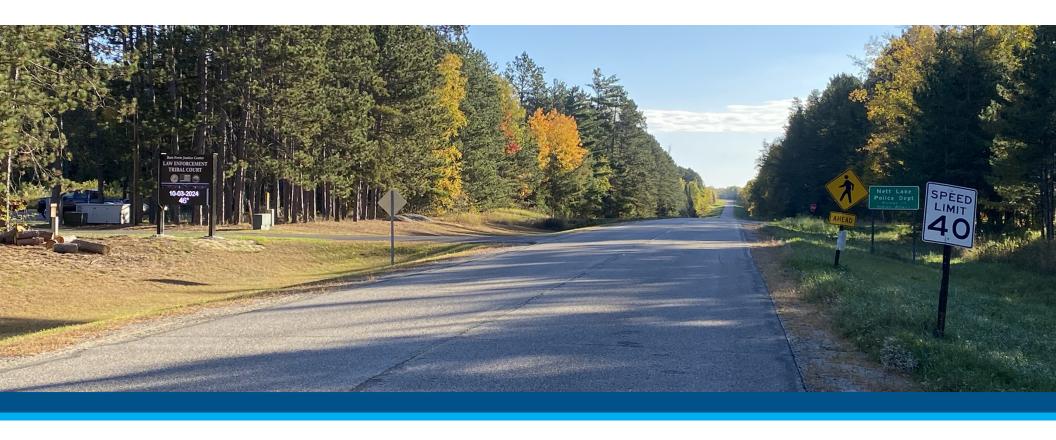


## **Opportunity: Public Feedback**

- Gathered input from residents regarding crash locations, date/time, etc.
- Used information to help tell the narrative for safety improvement needs
- Does not replace recorded crash records







**Challenge: Roadway Data** 



# **Challenge: Roadway Data**

#### Roadway Data Sources:

- MnDOT roadway centerline files
- Indian Reservation Roads Program Inventory



# **Challenge: Roadway Data**



#### Indian Reservation Roads Program Official Indian Reservation Road inventory 11/06/2018



Code		Sec Len	Bridge No	Bdg Cnd			Cngr		ADT Year	ADT	Cls	Ter				Sur Typ	PCI	RD Cad	GPR No	Fur	Future ADT	ADS No	VMT	Raw CTC	BIA %	01 \$ (10
Official Official	F53404 Rt 3104/820 F53404 Rt 3104/830					137	80	27		2622	-	2	5	2	3	5	52	4	16	Р	3.894	14	6,293	953	100	
Official	F53404 Rt 3115/810					137 137	08 08	27 27		1162	5	2	5	2		3	32	_	16	G		14	65		100	
Official Official	F53404 Rt 3119/810					137	08	27		359		2	5	2	3	5	70 39	5	16 16	P	1,726 533		17,314	1,321	100	
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# **Opportunity: Roadway Data**

#### Digitized Roadway Inventory:

- Roadway attributes are now in a GIS file
- Tribe can now maintain roadway data in GIS format
- Roadway geometry and attributes are now in one file







### **Community and Stakeholder Participation**



## Challenge: Community and Stakeholder Participation

Project team had a desire to engage with:

- Community Members
- Partnering Agencies
- FHWA Representatives
- Bois Forte Departments
- Law Enforcement
- School Representatives
- First Responders
- Transit
- Tribal Leadership



#### **Engagement Plan:**

- Convene a Project Management Team
- Identify Stakeholder Group
- Identify Opportunities to Engage with Community Members
- Conduct a Community Survey
- Host a Technical and Engagement Workshop
- Present Findings to the Tribal Council



#### Stakeholder Group:

Agency/Organization	Representative
Bois Forte Public Works Division Director	Brian Whiteman
Bois Forte Grants Manager	Doris Isham
Bois Forte Planning and Community Development Director	Carol Burr
Bois Forte Public Safety	Nikki Irving
FHWA Safety & Traffic Operations Engineer	Kristi Sebastian
FHWA Grants Project Manager	Curtis Jorgenson
John's Hopkins Center for Injury Research/Policy	Wendy Shields
BIA Police Dept Chief of Police	Jamie Burdick
BIA Police Dept	Donna Hoffer
Main Street America	Shane Hampton
Midwest Assistance Program Inc.	Mary Mullane
Midwest Assistance Program Inc.	Jason Towne
Nett Lake Elementary Superintendent	Peter Hardy
North Woods High School Principal	Kelly Engman
Big Woods Transit Director	Tom Spears
MnDOT District 1	Jim Miles
St Louis Co Emergency Services	Dewey Johnson
St Louis Co Traffic Engineer	Vic Lund
Koochiching Co Engineer	Trent Nicholson



### Pop-Up Events

- SahGiiBahGah Powwow
  - Engaged with 20+ tribal and non-tribal members
  - 13 surveys were completed
- Lake Vermillion Powwow
  - Engaged with 20+ tribal and non-tribal members
  - 15 surveys were completed







### **Community Survey**

- Online community survey was actively promoted from early June through August 26
- Used to identify transportation safety concerns, personal experiences, and optional demographic information
- 72 responses and 200+ open ended comments were received

#### What Engagement Has Occurred?

Bois Forte has engaged with area residents to better understand existing issues and opportunities. The following in-person and online input opportunities helped inform recommended safety improvements.



#### Stakeholder

#### Engagement

Bois Forte Tribal Staff had discussions with key audiences (e.g. tribal staff, emergency responders, etc.)





#### Pop-up Events

SahGiiBahGah Powwow - June 8 in Nett Lake. Engaged with 20+ people and received 13 completed surveys

Lake Vermilion Powwow - June 29 in Tower, MN. Engaged with 20+ people and received 15 completed surveys.





#### Community Survey

An online survey was promoted through tribal communication channels. The survey closed on August 26, 2024 and received 72 responses. A full summary of responses is provided below.





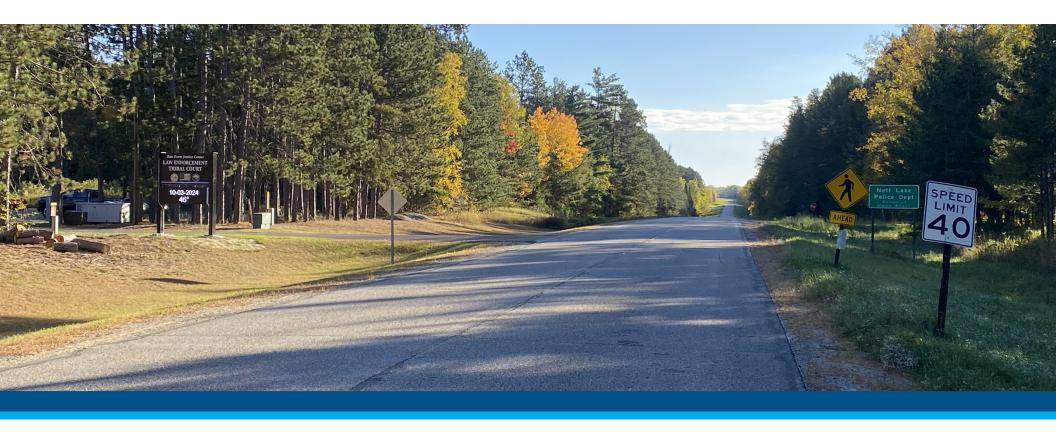


### Technical and Engagement Workshop

- Workshop was held at the Fortune Bay Casino
- The purpose of the workshop was to:
  - Create a shared understanding of the Safety Action Plan process
  - Solicit and share safety stakeholder perspectives
  - Develop an understanding of and collaboratively explore proven safety strategies







# **Safety Strategies**



### **Challenge: Safety Strategies**

#### Safety Strategies:

- The project team was equipped with proven systemic countermeasures
- Bois Forte had some unique safety challenges
- Proven systemic safety countermeasures were not always applicable to Bois Forte's unique challenges



### List of Proven Safety Strategies

- Clear Zone Maintenance / Enhancements
- Chevrons
- Rumble Strips
- Lighting / Streetlights
- Enhanced Edgeline (6" & 8")
- Upgraded Signs & Pavement Markings
- Remove Skew / Realign Intersections
- Roundabouts
- All-Way Stop Control (AWSC)
- Pedestrian Enhancements



### Clear Zone Maintenance/Enhancements

• **Description:** Includes vegetation management, appropriate ROW width, & ROW fencing.

#### Effectiveness:

- Increase distance of roadside features from 3.3-16.7ft 22%
   reduction\* of all crash types & severities.
- Increase distance of roadside features from 16.7-30ft 44%
   reduction\* of all crash types & severities.
- Cost Estimate Thresholds (per mile):
   \$9.000 or less \$350.000

(highly variable based on project context)

#### Where and why are these used:

- Primarily utilized in rural segments, curves, & intersections.
- A properly maintained clear zone allows for safe sight distance for drivers and increases the likelihood a vehicle that departed a road can safely recover.



Nativeengineering.files.wordpress.com



#### Chevrons

- Description: Chevron signs are used along curves to alert drivers of the curve in the road.
- Effectiveness: 25% reduction\* of nighttime non-intersection crashes of all severities.
- Cost Estimate Thresholds (per curve): Less than \$9,000
- Where and why are these used:
  - Can be utilized at any horizontal curve (rural & urban) to enhance delineation.
  - Especially effective at night, as the reflectivity of the chevrons can alert drivers of a curve they may not otherwise have seen.



Low-Cost Traffic Engineering Improvements: A Primer (FHWA, FHWA-OP-03-078)



### Rumble Strips

- **Description:** Series of short, milled sections to audibly alert drivers when they cross the shoulder or centerline.
- Effectiveness:
  - Shoulder/edgeline: 22% reduction\*\* of fatal & injury crashes of all crash types.
  - Centerline: 36% reduction\*\* of fatal & serious injury SVROR crashes on rural 2-lane roads.
- Cost Estimate Thresholds (per mile): Less than \$9,000
- Where and why are these used:
  - Primarily utilized on rural two-lane roads.
  - Traditionally installed as rectangular strips. Sinusoidal rumble strips ("Mumble Strips") are installed in a waved pattern to decrease noise pollution.
  - Effective at reducing lane departure risk, which often results in high severity crashes.



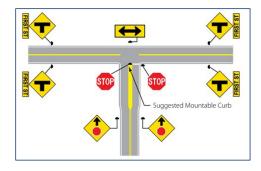


Mitigation Strategies for Design Exceptions (FHWA, FHWA-SA-07-011)



### **Upgraded Signs & Pavement Markings**

- Description: Includes doubled-up & oversized warning signs/stop signs, oversized regulatory signs, retroreflective strips on sign posts, LED-flashing stop signs, & enhanced PMs.
- Effectiveness: 25% reduction\* of all crash types & severities at stop-controlled intersections.
- Cost Estimate Thresholds (per intersection): Less than \$9,000
- Where and why are these used:
  - Can be utilized at rural and urban stop-controlled intersections.
  - Upgrades to signs and PMs (oversized signs with enhanced reflectivity, wider PMs, etc.) all effectively increase driver awareness, especially in dark conditions.



Intersection Safety: A Manual for Local Rural Road Owners (FHWA, FHWA-SA-11-08)



### CR 77(Angus Rd) & CR 413 (Lake Vermillion Reservation Road)

**Concern:** Drivers run stop sign traveling west on Lake Vermillion Road and poor sight distance

**Source**: Pop-up event in Lake Vermillion and Bois Forte Staff

#### **Potential Treatments**

- Updated T intersection with LED Stop Sign
- Transverse Rumble Strips

Partner Agency: St. Louis County





### Lake Vermillion Reservation Road & Fortune Bay Intersection

Concern: Drivers disobey stop signs, lack of turn lanes, and lack of streetlights

Source: Pop-up event in Lake Vermillion

#### **Potential Treatments**

- Streetlights
- Turn lanes at intersections

Partner Agency: St. Louis County







# Palmquist Rd/Nett Lake Rd (School Bus Stop)

**Concern:** Parents drop off students for bussing to and from Cook

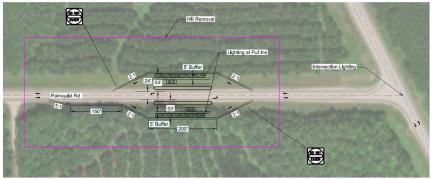
Source: Pop-up event in Nett Lake

#### **Potential Treatments**

- Create a Park and Ride space
- Add signage
- Create shelter for students

Partner Agency: St. Louis County











# **Funding**



### **Challenge: Funding**

#### Safety Funding:

- Safety funding is competitive, and dollars are limited
- The project team identified potential funding opportunities for projects
- Funding opportunities are not limited to SS4A Implementation Grants



# **Challenge: Funding**

HIGHWAY	AND BR	IDGE PE	ROGRAMS	TRIBAL ELIGIBILITY
Program	Funding (FY22-26)	New Program	Formula / Competitive	Purpose
	Dedi	icated T	ribal Prog	rams
Tribal Transportation Program (TTP)	\$3.01 B		F	Provide safe and adequate transportation and public road access.
Tribal High Priority Projects Program	\$45 M		С	Funding for those whose annual allocation of funding received under the TTP is insufficient to complete the highest priority project.
Tribal Transportation Facility Bridge Program / Bridge Formula Program (BFP) Tribal Bridge Set-aside	\$825 M		С	Replace, rehabilitate, preserve, protect, and construct new bridges.
Tribal Transportation Facility Bridge Program / Bridge Investment Program (BIP) Tribal Bridge Set-aside	\$200 M		С	Replace, rehabilitate, preserve, protect, and construct new bridges.
Tribal Transportation Program Safety Fund (TTPSF)	\$121 M		С	Prevent and reduce transportation-related injuries and fatalities on Tribal Lands.
		Other	Programs	
Accelerated Innovation Deployment (AID) Demonstration	\$10 M		С	Provide funding as an incentive to accelerate the deployment and adoption of proven innovative practices and technologies.
Active Transportation Infrastructure Investment Program (ATIIP)	\$200 M	NEW	С	Supports active transportation networks and spines such as safe bike paths and walking trails.
Bridge Formula Program (BFP)	\$27.5 B		F	Fund the replacement, rehabilitation, preservation, and construction of highway bridges.
Bridge Investment Program	\$12.5 B		С	Fund the planning and improvement of bridge condition, safety, efficiency, and reliability.
Charging and Fueling Infrastructure	\$2.5 B	NEW	С	Support deployment of EV charging infrastructure and hydrogen, propane, and natural gas fueling infrastructure.
Highway Safety Improvement Program (HSIP)			F	Reduce traffic fatalities and serious injuries on all public roads.
		Other	Programs	
Infrastructure For Rebuilding America (INFRA) (Nationally Significant Freight and Highway Projects)	\$7.25 B		С	Advance multimodal fright and highway projects of nation al or regional significance that improve the safety, efficiency, and reliability of the system.
Local and Regional Project Assistance (RAISE)	\$8.275 B		С	Fund transportation infrastructure projects with significant local or regional impact.

montha				: TRIBAL ELIGIBILITY
Program	Funding (FY22-26)	New Program	Formula / Competitive	Purpose
National Culvert Removal, Replacement, and Restoration Grants	\$1 B	NEW	С	Improve or restore passage for anadromous fish.
National Infrastructure Project Assistance "Mega-projects"	\$5 B	NEW	С	Support multijurisdictional or regional project of significance that may also cut across multip modes of transportation.
National Scenic Byways	\$22 M		С	Fund improvements that merit national recognition for outstanding scenic, historic, cultural, natural, recreational, and archeologic qualities.
Nationally Significant Federal Lands and Tribal Projects Program (NSFLTP)	\$275 M		С	Address significant challenges across the natio for transportation facilities that serve Federal and Tribal lands.
Pollinator-Friendly Practices on Roadsides and Highway Rights-of- Way	\$10 M	NEW	С	Support activities to benefit pollinators on roadsides and highway rights-of-way.
Promoting Resilient Operations for Transformative, Efficient, and Cost- Saving Transportation (PROTECT)	\$1.4 B	NEW	С	Support resilience improvements.
Reconnecting Communities Pilot	\$1 B	NEW	С	Restore community connectivity by removing highways that create barriers.
Reduction of Truck Emissions at Port Facilities	\$400 M	NEW	С	Reduce truck idling and emissions at ports.
Rural Opportunities to Use Transportation for Economic Success (R.O.U.T.E.S.)	\$2 B	NEW	С	Initiative to address disparities in rural transportation infrastructure.
Safe Streets and Roads for All	\$5 B	NEW	С	Support local safety initiatives to prevent transportation related deaths and serious injuries.
Strengthening Motility and Revolutionizing Transportation (SMART) Grant Program	\$500 M		С	Fund demonstration projects focused on advanced smart city or community technologies and systems to improve transportation efficiency and safety.
Transportation Alternatives	\$7.2 B		С	Fund a variety of generally smaller-scale transportation projects.
Wildlife Crossing Pilot Program	\$350 M	NEW	С	Reduce the number of wildlife-vehicle collision and improve habitat connectivity.



### **Questions?**

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