CALIFORNIA STRATEGIC HIGHWAY SAFETY PLAN

Sharing how the SHSP is being implemented at the state level and facilitating discussions on the implementation of appropriate elements of the plan at the regional, tribal, and local levels.

Report Regional Summits Tribal Q&A

STRATEGIC HIGHWAY SAFETY PLAN
SHSP
Create a Culture of Safety in California

Contents

Background

In February and April 2016, Caltrans conducted a series of regional transportation safety summits to guide the implementation of the Strategic Highway Safety Plan (SHSP), which is a statewide, coordinated safety plan that provides a comprehensive framework for reducing fatalities and severe injuries on all public roads including tribal roads. This document guides the State's roadway safety programs and affects how safety funds are used.

The SHSP Update was developed through outreach efforts to a broad range of safety stakeholders and tribal representatives who participated in a special tribal webinar in October 2014 and tribal breakout sessions at Safety Summits held in Northern and Southern California in November 2014. This input along with traffic safety concerns and issues identified at previous Tribal Safety Summits and during listening sessions for the California Transportation Plan (CTP) 2040 were reviewed and used by SHSP Challenge Area Teams to develop actions and strategies to implement the SHSP plan at the state level. The Summits provided assistance in identifying and incorporating SHSP plan elements at the regional, tribal, and local levels. At the regional summits, participants learned about:

- Region-specific safety issues and collision data;
- Safety activities already underway;
- Funding opportunities available for safety planning, infrastructure, and non-infrastructure projects; and
- Safety resources available to help Tribes realize their traffic safety goals.

Caltrans facilitated one-hour question and answer sessions with California Native American Tribes after each of the regional summits so tribal transportation leaders and their partners could discuss what was learned at the summits and identify additional information and technical resources that may be needed.

Tribal governments are an important partner in implementing the SHSP. Discussion of safety issues pertinent to the Tribes and how improvements could be made in communication, technical assistance, and additional opportunities for the Tribes to engage in regional safety coordination are vital to improving safety on public roads.

Statewide Summary, Regional Safety Summits
Tribal Q&A

ATTENDEES

Tribes

Northern California:
Trinidad Rancheria
Karuk Tribe
Yurok Tribe
Pit River Tribe

Central California:
Northfork Rancheria

Southern California:
La Jolla Band of Luiseño Indians
Morongo Band of Mission Indians
Gabrieleno / Kizh Tribe

Statewide Tribal Organization
National Indian Justice Center

State/Federal
Caltrans
FHWA
Indian Health Services
Office of Traffic Safety
CHP

Other
Center for Collaborative Policy
SafeTREC

ACTION ITEMS

Action Item	Contact	Status
Coordinate with local District Native American Liaison (District 7, 8, and 12) to ensure local municipalities are aware of potential partnerships and resources offered by the Tribe.	District Representative	
Share summary of Q&A session with participants.	Caltrans	
Assess whether the SHSP can include an amendment with Tribal SHSPs Alternatively post Tribal SHSPs on the SHSP website.	Gretchen Chavez	
Include tribal resources on the SHSP website. ○ Include links to National Indian Justice Center Safety Assessment Project. ○ Include case study on the La Jolla Band of Luiseño Indians SHSP development.	Gretchen Chavez	

FHWA and Caltrans to coordinate in clarifying grant guidelines to clearly define what Tribes are required to do to access SHSP planning and implementation funding resources.	Ken Kochevar and Gretchen Chavez	
FHWA and Caltrans to coordinate with NHTSA to clarify what constitutes appropriate data.	Ken Kochevar and Gretchen Chavez	
CHP to follow up with Tribes on the status of their proposed data collection processes.	Brian Singleton	
Division of Local Assistance to follow-up with Tribes with information on available technical assistance resources	Dave Moore and Caltrans District Native American Liaisons	
CHP to share sample counter reports with Tribes for reference.	Brian Singleton	
Provide Northfork Rancheria information to their Regional Rural Transportation Authority.	Caltrans	
Participate in SafeTREC survey and look into developing a Tribal Safety Plan.	Morongo Band of Mission Indiana	
Share Caltrans information and resources through NIJC outreach tools. Caltrans to keep NIJC informed of activities.	Carrie Brown	

SESSIONS SUMMARY

Statewide Highlights

- Tribes face similar issues as rural communities within the State (remote locations, limited resources, roads requiring engineering improvements.) Additionally, Tribes face jurisdictional issues due to their role as Sovereign Nations and the status of their various land holdings (held in trust by Federal government, fee title, etc.)

- The availability and options for obtaining accurate and sufficient data on collisions and safety issues was discussed at every summit.
    - Tribe's smaller communities and difficulties collective data (Jurisdictional, resources, etc.) mean that the available data does not motivate others local authorities to focus resources on tribal roads or roads connecting to tribal communities.
- Tribes have uncertainty on the State and Federal guidelines for:
    - Implementation of SHSPs
    - Access to funding

Tribal Needs and Challenges

<u>Federal and State Coordination</u>

- Tribes expressed a desire for consistent direction from both Federal and State entities (FHWA, NHTSA, Caltrans (headquarters and local assistance)) on various guidelines. Those issues requiring clarity include:

  - Elements and content of tribal safety plans;
  - Funding resources available, and eligibility requirements;
  - Types of projects Tribes can fund through State and Federal resources; and
  - Qualities and process for data collection (see below).

- **Recommendations:** Coordinated outreach and development of guidance by State and Federal agencies.

- **Technical Assistance and Resources**
  - In addition to direct technical assistance and resources needs through Federal and State entities, Tribes expressed the need for other local entities to coordinate and prioritize tribal roads.
  - Many Tribes expressed the need for resources and assistance in: conducting safety assessments, developing safety plans, and collecting and organizing collision data.
  - **Recommendation:** Development of Federal targets and performance measures that require the inclusion of tribal data. This will increase support from local and regional bodies to improve tribal roads.

<u>Data Access and Collection</u>

- All Tribes referenced the limitations of collision data on tribal roads. These data issues were attributed to:
  - The availability and willingness of law enforcement to collect data on tribal lands;
    - Due to jurisdictional issues
    - Remote locations of Tribes
    - Availability of law enforcement staff
  - Community unwillingness to report collisions to authorities;
  - Community understanding of how collision data can improve safety
  - A clear process for data collection that is consistent with Tribes' sovereign status, geographic location, population sizes, and available resources.

<u>Recommendations and Opportunities</u>

  - Federal and State agencies to develop guidance on the type of data required for funding and reporting. Guidance will include:
    - Acceptable sources of Data collection.
    - Process for coordinating data statewide.

  - CHP's current initiative to provide data collection to Tribes will improve overall data. However, it may not directly address the issues of community unwillingness to report collisions or address Tribes that seek to handle data collection internally.

  - The northern California summits resulted in ongoing discussions on a recommendation for developing tribal data collection model, as follows:

    - **Phase 1:** Baseline data acceptable for Tribes without data processes or Safety Plans. Collection includes community meetings, Road Safety Audits, community pin mapping to identify areas of concern.

- This process will enable initial data and provide opportunities for outreach to communities on the purpose of the safety data and the value data and reporting provides to improve safety.

- **Phase 2:** Tribes develop a process for collecting data that mirrors the CHP current collection model:

    - Designated personnel (either law enforcement or staff) respond to reports of a collision and develop a report and the Report is filed in State-wide system**.**
        - This model may require coordination with CHP, or resources from CHP to train tribal staff on data requirements and process.

Tribal Interests and SHSPs Challenge Areas

- Resources and support to improve the condition (infrastructure) of tribal roads. (Roadway Departure and Head-On Collisions, Actions 1.2, 2.1, and 3.1; and Intersections, Interchanges, and Other Roadway Access, Actions 1.2, 2.1, 2.2, 4.1, 5.1, and 6.1)

- Ease of access and identification of areas for Emergency Responders (Emergency Medical Services, Actions 1.2, 2.1-3, and 5.1.)

- Pedestrian (Actions 1.2, 2.2, 2.3, 4.1, 4.2, 4.3) and Bicycle (2.1, 2.4, 2.5, 3.4).

- General interest in the Occupant Protection, Alcohol and Drug Impaired Driving, Young Drivers, and Aging Road users.

Opportunities to Engage Tribes in the SHSPs

- The SHSP website can provide Tribes with essential information to:

    - Demonstrate the process for accessing SHSP related funding.
    - Connect Tribes with the resources to create their own SHSP.
    - Improve overall understanding of the SHSP and Challenge Areas, specifically on the way the SHSP affects Tribes. For example,

        - The SHSP plays a role in safety funding Tribes may seek.
        - Tribe are subject to the SHSP if they do not have their own SHSPs.

- The Native American Advisory Committee offers an opportunity to share information with regional representatives on SHSP activities and resources.

- The National Indian Justice Center offers:
    - Technical Resources to help Tribes conduct safety assessments.
    - Provides workshops, webinars and other trainings to Tribes on information for developing Safety Plans
    - Outreach to Tribes on SHSP related activities, funding, etc.

Los Angeles Regional Safety Summit, February 24, 2016
Tribal Q&A Notes

ATTENDEES

Tribes
Matthew R. Teutimez, Gabrieleno / Kizh Tribe
Victoria Jones, Gabrieleno

State/Federal
Ken Kochevar, FHWA
Gretchen Chavez, Caltrans

Other
Katherine Chen, SafeTREC
Stephanie Lucero, Center for Collaborative Policy

ACTION ITEMS

Action Item	Contact	Status
Coordinate with local District Native American Liaison (District 7, 8, and 12) to ensure local municipalities are aware of potential partnerships and resources offered by the Tribe.	District Representative	
Share summary of Q&A session with participants.	Caltrans	

SESSION REPORT

Tribal Interests and Overlap with SHSP Challenge Areas

- Tribe was interested in promoting non-construction based SHSP activities.
- Tribe expressed concern over SHSP activities and countermeasures that require construction within the greater Los Angeles basin.
    - Construction requires heavy equipment or ground disturbances/earth moving, which have a negative impact on tribal cultural resources.

Opportunities to Engage Tribes in the SHSP

- Local Tribes may have interests in providing additional outreach support on behavior related safety countermeasures.

- The Gabrieleno / Kizh Tribe is willing to share information relating to their cultural resources to help regional and local authorities coordinate planning that ensures that ground disturbances/earth moving does not impact the Tribe's cultural resources.
    - The Tribe can provide data and information to local authorities to identify areas to exclude from construction based activities.

Challenges for Implementing SHSP

- The Gabrieleno / Kizh Tribe is not federally recognized, but they are the primary Tribe with interests in the greater Los Angeles Basin.
    - As a non-federally recognized Tribe they do not have jurisdiction over roads. However they have interest in promoting non-earthmoving countermeasure wherever feasible.

- Federally recognized Tribes are customarily contacted for consultation on construction planning, but they do not have the same cultural resource interests as the Gabrieleno / Kizh Tribe.

Tribal Needs

- Information on upcoming activities or plans that may impact tribal cultural resources.
- Information on driver behavior projects or activities that can be shared with tribal membership.

San Diego Regional Safety Summit, February 25, 2016
Tribal Q&A Notes

ATTENDEES

Tribes
Mark Lofton, La Jolla Band of Luiseño Indians
Adam Geisler, La Jolla Band of Luiseño Indians

State/Federal
Ken Kochevar, FHWA
Gretchen Chavez, Caltrans
Chris Costigan, CHP
SANDAG

Other
Katherine Chen, SafeTREC
Stephanie Lucero, Center for Collaborative Policy

ACTION ITEMS

Action Item	Contact	Status
Assess whether the SHSP can include an amendment with Tribal SHSPs ○ Alternatively post Tribal SHSPs on the SHSP website.	Gretchen Chavez	
Include tribal resources on the SHSP website. ○ Include links to National Indian Justice Center Safety Assessment Project. ○ Case Study on the La Jolla Band of Luiseño Indians SHSP development.	Gretchen Chavez	

SESSION REPORT

Highlights

- San Diego Tribes' roads are predominantly windy and rural. The San Diego regional Metropolitan Planning Organizations (MPOs) are focused on urban roads and meeting climate change requirements in transportation planning. These concerns do not provide many opportunities for regional coordination.

- Many Tribes have volunteer fire and emergency response departments that use older, substandard equipment.
    - These are the primary factors contributing to safety issues on tribal roads.

- Tribes have limited staff resources and capacity to engage in the California Strategic Highway Safety Plan (SHSP), unless there is a clear connection tribal interests being met by the Ca SHSP.

- Relevant tribal interests are funding options and partnership opportunities that address tribal needs.

Tribal Interests and SHSP Challenge Areas:

- Safety and resources for Emergency Responders (Emergency Medical Services, Actions 1.2, 2.1-3, and 5.1.)

- Resources and support to improve the condition (infrastructure) of tribal roads. (Roadway Departure and Head-On Collisions, Actions 1.2, 2.1, and 3.1; and Intersections, Interchanges, and Other Roadway Access, Actions 1.2, 2.1, 2.2, 4.1, 5.1, and 6.1)

Opportunities to Engage Tribes in the SHSP

- The SHSP website can provide Tribes with essential information to:
    - Demonstrate the process for accessing SHSP related funding.
    - Connect Tribes with the resources to create their own Strategic Highway Safety Plans (SHSP).
    - Improve overall understanding of the SHSP and Challenge Areas, specifically on the way the SHSP affects Tribes. For example,
        - The SHSP plays a role in safety funding Tribes may seek.
        - Tribe are subject to the SHSP if they do not have their own SHSPs.

- The SHSP can include references to existing tribal SHSPs within the State.

- The SHSP goal of “Towards Zero Deaths” may create necessary motivation for regional support of tribal safety needs.

- Improving the safety of tribal roads builds tribal economies. This results in more resources to improve safety statewide.

Challenges for Implementing the SHSP

- Tribal interests are difficult to implement on a regional level.
    - Many MPOs do not have good working relationships with local Tribes. Those that do, MPOs have goals that are inconsistent with improving tribal rural roads (for example increasing access to rural roads does not address Climate Change).

- There is not enough collision data on tribal roads (in part due to small tribal populations) to demonstrate big improvements from projects and motivate funding to tribal projects.

Tribal Needs

- Financial and other support to make infrastructure improvements to tribal roads.
- Resources to emergency responders.
- Tribes need federal targets and performance measures that require the inclusion of tribal data. This will increase support from local and regional bodies to improve tribal roads.

Redding Regional Safety Summit, April 5, 2016
Tribal Q&A Notes

ATTENDEES

Tribes

Leslie Sanders, Trinidad Rancheria
Sandi Tripp, Karuk Tribe
Misty Rickwalt, Karuk Tribe
Molli Myers, Yurok Tribe Transportation
Jeff Hodge, Yurok Tribe
Joseph Silvas, Pit River Tribe

State/Federal Agency

Ken Kochevar, FHWA
Vince Mammano, FHWA
Gretchen Chavez, Caltrans
Molly Madson, Indian Health Services
Dave Moore, Caltrans
Mike McGowan, OTS
Brian Singleton, CHP
Todd Garr, CHP

Other
Stephanie Lucero, Center for Collaborative Policy

ACTION ITEMS

Action Item	Contact	Status
FHWA and Caltrans to coordinate in clarifying grant guidelines to clearly define what Tribes are required to do to access SHSP planning and implementation funding resources.	Ken Kochevar & Gretchen Chavez	
FHWA and Caltrans to coordinate with NHTSA to clarify what constitutes appropriate data.	Ken Kochevar & Gretchen Chavez	
CHP to follow up with Tribes on the status of their proposed data collection processes.	Brian Singleton	
Division of Local Assistance to follow-up with Tribes with information on available technical assistance resources	Dave Moore and Caltrans District Native	

	American Liaisons.	
CHP to looking into sharing sample counter reports with Tribes for reference.	Brian Singleton	

SESSION REPORT

Highlights

- Northern California Tribal roads are very rural. Tribes have issues with access, data collection, and resources to assess safety needs.

- Tribes expressed extreme uncertainty on federal and state grant guidelines in terms of:
    - Whether Tribes are required to have a tribal highway safety plan, or whether they can utilize the State Highway Safety Plan to access state /federal resources for implementation activities; and
    - The type and quality of data required to demonstrate baseline safety issues and improvement from implementation activities.

- Many Tribes do not have the resources to prepare a suitable SHSP. The uncertainty in terms of Federal/state guidelines means Tribes may not prioritize planning activities.

Tribal Needs

- Access to technical assistance resources for assessing, drafting and implementing strategic highway safety plans.

- Clarity on funding requirements

- Better data collection processes, and clarification on what constitutes acceptable data.
    - Does the data need to be collected by law enforcement (i.e. CHP)?
    - Do road safety audits or community pin mapping of problem areas constitute sufficient data?
    - Can the Tribe, through its sovereign authority, designate a process of data collection that is sufficient to access state/federal funding?

- Financial and other support to:
    - Develop Safety Plans;
    - Conduct safety assessments;
    - Develop data collection processes; and
    - Make infrastructure improvements to tribal roads.

- Behavioral modification on the use of collision reporting and data. Participants identified issues with CHP reporting on collisions, these include:
    - CHP resources to access remote tribal roads;
    - Community hesitancy to report a collision for fear of reprisal through court proceedings;

  - Tribal resources to collect data; and
  - Uncertainty on whether tribal methods provide sufficient data for funding.

Opportunities to Engage Tribes in the SHSP

- The Native American Advisory Committee (NAAC) offers an opportunity to share information with regional representatives on SHSP activities and resources. NAAC members present stressed their responsibility to share information obtained at those meetings within their regions.

- Clear guidelines on how Tribes can implement the SHSP will facilitate engagement. Tribes need to know:
  - Whether their own SHSP is sufficient to implement or access funding?
  - Does the Tribal SHSP have to address for both federal and state criteria, are those consistent?
  - What types of data are Tribes required to provide? Can the data be scaled to allow for less precise data early in the implementation process with more advanced data collection methods utilized as the Tribe builds capacity?

- SHSP funding for implementation should include a community outreach component to show tribal members that reported collisions will not always result in enforcement actions. Reports on collisions are used to identify areas requiring safety improvements and implement those improvements.

- Tribes require more robust data to encourage regional support of projects and demonstrate the need for improvements to access funding.

- The CHP initiative to provide support in filing collision reports without reporting those collisions for legal action will help develop data and improve community understanding of the use of this data.

Tribal Interests and Challenge Areas

- Resources and support to improve the condition (infrastructure) of tribal roads. (Roadway Departure and Head-On Collisions, Actions 1.2, 2.1, and 3.1; and Intersections, Interchanges, and Other Roadway Access, Actions 1.2, 2.1, 2.2, 4.1, 5.1, and 6.1)

- Generalized interest in Occupant Protection, Alcohol and Drug Impaired Driving, Young Drivers, Aging Road users, and Pedestrians.

- Ease of access and identification of areas for Emergency Responders (Emergency Medical Services, Actions 1.2, 2.1-3, and 5.1.)

Challenges for Implementing the SHSP

- There is not enough collision data on tribal roads to access funding and/or motivate regional partners to fund to tribal projects.

- Tribes have limited resources to allocate to planning unless there is some clarity that those efforts will result in needed safety implementation resources.

Sacramento Regional Safety Summit, April 7, 2016
Tribal Q&A Notes

ATTENDEES

Tribes

James Bethel, Northfork Rancheria
Shane Helms, Morongo Band of Mission Indians
Sam WindyBoy, Crow Tribe of Montana

State/Federal Agency

Ken Kochevar, FHWA
Mike McGowan, OTS
Isaac Tilman, CHP
Jennifer Mercado, CHP
Gretchen Chavez, Caltrans
Chris Costigan, CHP

Other
Katherine Chen, SafeTREC
Stephanie Lucero, Center for Collaborative Policy

ACTION ITEMS

ACTION ITEM	CONTACT	STATUS
Provide Northfork Rancheria information to their Regional Rural Transportation Authority.	Caltrans	
Participate in SafeTREC survey and look into developing a Tribal Safety Plan.	Morongo Band of Mission Indiana	

SESSION REPORT

Tribal Needs

- Assistance coordinating with local authorities to improve:
    - Congestion planning to reduce the following collision factors:
        - Speeding and aggressive driving associated with traffic jams in major shopping areas; and
        - Slow Emergency Medical Service response associated with access.

  - Improve condition of rural roads that are not within Tribal trust territories, but relied on by Tribes for access. For example, Northfork Rancheria mentioned that their territories include many allotment lands (non-contiguous). The primary road used by tribal members is a county road and it is both extremely dangerous and vital for the Rancheria's membership to reach essential services including emergency response.

- Access to technical assistance resources for assessing, drafting and implementing strategic highway safety plans.

- Information regarding eligibility for funding and the types of projects that can fall under SHSP related funding sources.

Opportunities to Engage Tribes in the SHSP

- The SafeTREC survey may assist Tribes in conducting safety assessments and identifying implementation needs.

- Caltrans SHSP program and the District Native American Liaisons can assist Tribes with regional coordination.

Tribal Interests and Challenge Areas

- Resources and support to improve the condition (infrastructure) of tribal roads. (Roadway Departure and Head-On Collisions, Actions 1.2, 2.1, and 3.1; and Intersections, Interchanges, and Other Roadway Access, Actions 1.2, 2.1, 2.2, 4.1, 5.1, and 6.1)

- Pedestrian (Actions 1.2, 2.2, 2.3, 4.1, 4.2, 4.3)

- Emergency Responders (Emergency Medical Services, Actions 1.2, 2.1-3, and 5.1.)

Challenges for Implementing the SHSP

- There is not enough collision data on tribal roads to access funding and/or motivate regional partners to fund to tribal projects.

- Tribes have limited understanding of what safety issues can be addressed by the SHSP.

- The Crow Tribe of Montana representative indicated that their Tribe faces many of the same challenges as the California Tribes. He participated to hear what Tribes are doing to implement highway safety.

Oakland Regional Safety Summit, April 8, 2016
Tribal Q&A Notes

ATTENDEES

Tribal

Carrie Brown, National Indian Justice Center

State/Federal Agency

Ken Kochevar, FHWA
Vince Mammano, FHWA
Gretchen Chavez, Caltrans
Blesilda Grebyrsos, Caltrans
Keaton Browden, FHWA
Chris Costigan, CHP

Other
Katherine Chen, SafeTREC
Stephanie Lucero, Center for Collaborative Policy

ACTION ITEMS

Action Item	Contact	Status
Share Caltrans information and resources through NIJC outreach tools. Caltrans to keep NIJC informed of activities.	Carrie Brown	

SESSION REPORT

Opportunities to Engage Tribes in the SHSP

- The National Indian Justice Center can offer:
  - Technical resources to help Tribes conduct safety assessments.
  - Workshops, webinars and other trainings to Tribes on information for developing Safety Plans
  - Outreach to Tribes on SHSP related activities, funding, etc.

- Providing clear guidelines on how Tribes can implement the SHSP will facilitate tribal engagement:
  - Do Tribes need their own SHSP to implement or access funding?
  - What does the Tribal SHSP have to address for federal/state funding, are those requirements consistent?

- What types of data are Tribes required to provide? Can the data be scaled to allow for less precise data early in the implementation process with more advanced data collection methods utilized as the Tribe builds capacity?

Tribal Interests and Challenge Areas

- Pedestrian (Actions 1.2, 2.2, 2.3, 4.1, 4.2, 4.3) and Bicycle (2.1, 2.4, 2.5, 3.4).

- Ease of access and identification of areas for Emergency Responders (Emergency Medical Services, Actions 1.2, 2.1-3, and 5.1.)

- Resources and support to improve the condition (infrastructure) of tribal roads. (Roadway Departure and Head-On Collisions, Actions 1.2, 2.1, and 3.1; and Intersections, Interchanges, and Other Roadway Access, Actions 1.2, 2.1, 2.2, 4.1, 5.1, and 6.1)

- General interest in the Occupant Protection, Alcohol and Drug Impaired Driving, Young Drivers, Aging Road users, and bicyclists.

Challenges for Implementing the SHSP

- Tribes will not engage in the SHSP programs and implementation if there is uncertainty on whether they can obtain funding for safety improvements, or the process to receive those resources is too complex or time consuming (For example, if state and federal guidelines require different or inconsistent types of information and/or data).