Alaska Tribal Transportation News

Tribal Crashes and Fatalities Increase on Indian Roads – By Dick G. Winchell, FAICP, Professor of Urban Planning, Eastern Washington University, 668 Riverpoint, Suite A, Spokane, WA 99202.

Five thousand nine hundred and sixty-two fatal motor vehicle crashes occurred on roads under the jurisdiction of Indian reservations between 1975 and 2002, an average of 213 fatal crashes per year. In 2002, the number of crashes on reservations reached a new high of 276, representing a 4.5% increase over the previous recorded high of 264 crashes in 1996 and a 52.5% increase over the 181 crashes in 1975. Over the years, these crashes have resulted in the loss of 7,093 lives of which 3,322 were drivers, 2,717 were passengers and 1,001 were pedestrians. (National Highway Traffic Safety Administration 2004, p. 1).

Safety is perhaps the most significant tribal transportation issue, but recognition of that fact has not been a major part of tribal transportation programs and planning for reservations in the past, nor has it been linked to the Indian Reservation Roads (IRR) programs on many reservations. New publications have finally provided detailed data on the costs of crashes, the number of injuries and fatalities, which can establish safety as a critical issue which must be recognized and addressed on every reservation. American Indian people are clearly aware of the pain, suffering, losses, and costs of vehicular crashes on reservations within their own families, friends, and tribal members. The data also demonstrates that the number of these crashes can be dramatically reduced through tribal safety programs and local tribal action linked to federal funding. It is imperative for tribes to take action. This paper will review the status of transportation safety on reservations, and address processes for tribes to work with transportation planners, engineers and transportation program staff, along with tribal leaders and the general public, to become aware of the critical nature of traffic safety on each reservation and to become empowered to make changes which will reduce crashes and improve safety.

Tribal Safety: A Complex Issue.

Nationally, American Indians suffer a significantly higher number of deaths, injuries, and damage from automobile crashes. Indian Health Services research indicates that although the motor vehicle death rates decreased from 104.8 per 100,000 population in 1972 to an adjusted rate of 54.0

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per 100,000 in 1996, the fatality rate for American Indians declined until 1993, and has actually increased annually since that date (Indian Health Services 2002, pp. 88-89). The 1996 motor vehicle accident fatality rate for American Indians (54.0 per 100,000) was more than three times the rate for all races (16.3 per 100,000) and for whites (16.4 per 100,000).

Unintentional Injuries, which includes motor vehicle crash fatalities, were the third leading cause of death for American Indians, following diseases of the heart (21.6% of total deaths) and malignant Neoplasms (15.9% of total deaths), and represented 14.0% of all American Indian deaths in 1997. Leading causes of death for the U.S. all races ranked Unintentional Injuries as the fifth category, representing only 4.1% of the total U.S. deaths (Indian Health Services 2003, pp. 52). Unintentional injuries was the leading cause of death in four Indian Health Service regions: Alaska, representing 22.0% of all deaths; Navajo Area, representing 21.8% of all deaths; Phoenix Area, representing 18.8% of all deaths; and the Albuquerque area, representing 16.2 percent of all deaths in 1997 (ibid, pp. 53-58).

The male age-adjusted motor vehicle death rate for 1994-1996 was 72.5 deaths per 100,000 population, 3.2 times the U.S. All Races rate of 22.7, while the female death rate for 1994-1996 was 36.4 per 100,000 people, 3.6 times the U.S. All Races rate of 10.0 (Indian Health Services 2002, pp. 238-240). Indian Health Services calculated a “years of potential life lost” number in 1997 of 88.6 years per 1,000 persons under 65 compared for American Indians compared to 48.4 years for U.S. All Races, 83% higher (Indian Health Services 2003, p. 51). Life expectancy at birth for American Indians was 70.6 in 1997, compared to 76.5 for U.S. All Races, 5.9 years less (ibid, p. 80).

These broader statistics from the Indian Health Service for their “service population” of American Indian people are supported by the specific Highway Crash Data on reservations from FARS data prepared by the National Highway Traffic Safety Administration (2004). As the NHTSA study indicates:

The average number of fatal crashes for the first five years of this study (1975-1979) was just under 187 crashes per year, while the average number of crashes for the most recent five year period (1998-2002) increased 29.5% to 239 crashes per year (ibid, p. 1).

This high rate of fatalities also included many conditions which could have been changed to avoid loss of life. The NHTSA study (ibid, p. 1) indicates that: "…….. seventy-six percent of passenger vehicle occupant fatalities on reservations were unrestrained (compared to 68% for the national data). Forty-three percent of fatalities on reservations were speed related crashes compared to thirty-five percent at the national level. Since 1982 sixty-five percent of fatal crashes that occurred on reservations were alcohol related compared to forty-
seven percent for the national population, while 48% of drivers involved in fatal crashes on reservations since 1982 had a Blood Alcohol Count of 0.01 or more compared to thirty percent of drivers nationally (ibid, pp. 1-2).

On reservations, the number of fatal motor vehicle crashes increased 52.5 percent, (from 181 fatal crashes in 1975 to 276 fatal crashes in 2002), while the number of fatal crashes in the nation declined 2.2 percent (from 29,161 fatal crashes to 38,309 fatal crashes) (ibid, p. 1).

American Indian reservations have become more dangerous, even with road improvements, going against the national trends of continued reduction in loss of life.

It is clear from analysis of this data that many of these losses can be eliminated or reduced in severity, and major improvements can be made on reservation roads and through special programs to create safe streets and safe reservation communities. At present, however, American Indian reservations are at risk, as indicated by the data. The recommendations of the NHTSA study state:

Specific safety, education, and enforcement programs need to be established primarily for high risk Native Americans (under 35 years old), who make up 63 percent of the fatalities in motor vehicle crashes on Indian reservations. In addition, improvements in data and record keeping at the Federal and state level could result in better data for the FARS system (ibid, p. 2).

Creating a Safe Roads Program

The first step in a safe roads, safe communities program is the recognition of the losses to the community, the identification of the nature and extent of injury, death and loss suffered as a result of lack of safety, for each reservation. With this recognition often comes the acceptance of how important highway safety is, and that action throughout the community needs to be mobilized for safe roads. Data from Indian Health Services (2002, 2003) and the NHTSA (2004a, 2004b, Tessmar 2004) can help identify data, but many tribes will need to go back through police files (Rathsam 1999, 2001) and create their own crash data base. The value of such studies is very high. Tribes who do not have resources to track historical crash data are encouraged to participate with other data collections systems, particularly the NHTSA FARS program, where there is assurance of proper recognition of tribal sovereignty in efforts to work with tribes directly to collect FARS data (Tessmar 2004, NHTSA 2004b).

The second step in a safety program is education. Most states require drivers education prior to completion of a written and driving test to receive a driver’s license. Safety education should be an on-going process, and programs which promote safe driving, defensive driving, and general awareness of road hazards and safety issues are important. For special populations, especially the very young, who are often “at risk” if not placed in safe car seats or restraint devises, education includes all drivers who transport children, not just the parents, and the children. Other educational programs related to speed, drunk and drugged driving, and hazards are also important.

The third step in a safety program is creating appropriate laws, codes, and regulations on the reservation to promote safety and protect tribal members, and to enforce those laws through policing and consistent judicial sentencing which carries out the laws. It has been demonstrated on reservations where seatbelt and child restraint devises are required by law, where drivers are stopped for violations and prosecuted according to the law, fatalities and injuries are dramatically reduced (NHTSA 2004b, Tessmar 2004). Other laws regarding driving under the influence of drugs or alcohol, and their enforcement, can further reduce injury and deaths, especially related to under-age drinking and driving. To create a safe reservation community it is essential for tribal govern-
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ments to adopt tribal safety laws, to enforce those laws, and to insure the penalties set in the laws are carried out.

Finally, road design and signage is also a critical part of a safe reservation. Highways and roads should be properly designed, and should be marked properly with center-stripping, and shoulder striping. Curves and speeds should be designed for safety, and signs to identify safety issues, and driving requirements, such as stop signs, should be identified and monitored. Shoulders should be adequate on both sides of the roads, and especially on higher speed (over 35 mph) roads there should be adequate shoulders for cars to pull off the road, or for cars which go off the road to get safely back onto the road surface. The road design should also seek to remove or eliminate hazards from the adjoining roadside. The Federal Highway Administration (2004) has recently published a report, Road Safety Fundamentals, July 2004, and supplemental videos and materials which provide a detailed, step-by-step procedure to assess safe road design and signage for every reservation. This guide can be followed by transportation committee members and staff, and can be used to identify problems on reservation roads, and to correct them.

Pedestrians and bicycles should also be recognized in the transportation plans for reservations. Access to schools, community buildings, shopping and offices should be created through safe pedestrian and bicycle routes, where possible separated from road surfaces, especially on high speed (over 35 mph) roadways. Pedestrian and bicycle safety should be promoted, along with safe and well marked pedestrian crossings, paths, and trails. New road designs which use traffic calming devices to slow traffic in high traffic pedestrian areas should be considered.

To address these steps or critical issues, it is clear that a wide range of tribal offices, departments and programs need to work together. In addition, it is critical to utilize all available resources, including BIA resources and IHS services and resources. To effectively build a community safety program, it takes a committee, with representatives from the community, as well as departments, programs and outside agencies. It takes a committee, and the will of the reservation community to create an effective safe reservation.

References


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The previous article described the national data on tribal safety, and the need for special programs for each Tribe and Village. The Alaska data provided here will identify health issues related to transportation based on a discussion of the data available in IHS reports specific to Alaska, and how that data relates to transportation issues, needs, and programs. Data for this analysis comes from the study by Indian Health Services’ Division of Program Statistics, titled Regional Differences in Indian Health, 2000-2001. This report is available on-line at http://www.ihs.gov/NonMedicalPrograms/IHSstats.

Indian Health Service (IHS) is a health care provider and advocate for American Indians and Alaska Natives. The mission of IHS, in partnership with American Indians and Alaska Natives, is to raise their physical, mental, social and spiritual health to the highest possible level. The goal is to assure that comprehensive, culturally acceptable, personal and public health services are available and accessible to American Indians and Alaska Natives. The foundation is to uphold the Federal Government’s obligation to promote health American Indian and Alaska Natives, communities, and cultures and to honor and protect the inherent sovereign rights of tribes. (source: http://info.ihs.gov/).

Partnerships with IHS funded tribal programs and services in Alaska are very critical for transportation planning and development of safety programs. In Alaska the Indian Health Services did not operate any facilities in October, 2001, but Tribes operated seven hospitals, 24 health centers, and 176 village clinics. Access to health care is often a critical issue for transportation, and that clearly is the case for Alaska. Good transportation programs mean access to health services and facilities, which needs to be recognized and integrated into transportation plans.

The leading cause of death within the Alaska Area was unintentional injuries (22.0%), followed by diseases of the heart (16.4%), malignant neoplasms (14.6%), Suicide (7.0%), and Cerebrovascular Diseases (4.8%). Unintended injuries account for only 4.1% of the total U.S. population, but are also the highest category of death for the Albuquerque Area (16.2%), as well as the Navajo Area (21.8%), and the Phoenix Area (18.8%). Alaska has the highest percent for unintentional injuries of all Area offices.

The age adjusted rates for Unintentional Injury Death Rates also show Alaska ranking high. The 1996-8 age adjusted unintentional injury death rate for the IHS service area was 94.7 per 100,000 population, over three times higher than the national all-races rate of 30.1. The Alaska adjusted rate was100.8 death per 100,000 population.

Motor vehicles as a portion of Unintentional Injury Death Rates was considerably lower, due to the lack of roads and highways in many areas. The Alaska adjusted rate for Motor Vehicle Crashes was 24.7 death per 100,000 population, the lowest rate of all tribes, although 20.0% of those deaths were pedestrian-related. Alaska’s rate was highest in the category of Other Unintentional Injuries, at 76.1 death per 100,000 persons. This high rate reflects an often isolated population, where again access to health services and emergency health care can be critical.

Alaska also had the highest rate for Age-Adjusted Suicide Deaths, at over 45 per 100,000, which is more than twice the IHS adjusted total (20.2) and almost four times higher than the national all-races rate (9.4). (source: http://info.ihs.gov/).

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Analysis of Alaska’s Regional Health Data and Its Impact on Transportation – By Dick G. Winchell, NW and Alaska TTAP

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times the national all races rate (10.6). The age adjusted firearm Injury Death Rate was also highest for the nation, at over 40.0, while the IHS figure was less than half (17.6) and the all races rate at 12.2.

Life expectancy at birth for the Alaskan Native population is 69.5 years, just under the IHS total for all areas of 70.6, but considerably less than the rate for the U.S. all-races, 76.5. Alaskan Native life expectancy for males was 66.3 (compared to 73.6 for all races), while female life expectancy for Alaska Natives was 73.0, compared to 79.4 for all races.

During FY 2001 there were 11,883 admissions to direct and contract general hospitals in Alaska, which was the highest admission rate of any Area Office at 1.001.5 per 10,000 User Population. Admission rates for the IHS Service Population was 608.3 per 10,000 population, while the U.S. all races for 2000 was 1,140.1. Although high for Native American and Alaskan Native populations, Alaska’s hospital admission rate was still lower than national rates.

The leading cause of hospitalization for the Alaskan Native population was Obstetric Deliveries and Complications of Pregnancy (20.8%), followed by respiratory diseases (12.7%), Injury and Poisoning (12.4%), diseases of the digestive system (9.6%) and diseases of the circulatory system (7.2%). Only the Navajo Area (20.7%) and the Oklahoma Area (24.3%) also had Obstetrics and Complications of Pregnancy as their highest category leading to hospitalization.

The immunization rate for 3-27 month old American Indian/Alaskan Native Children (83.3%) is actually higher than the U.S. all-races rate (73.7%). The rate for Alaska, 75.5%, was the lowest for all IHS areas.

One final set of health statistics indicates Alaska has the highest rate of new tuberculosis cases in 2001, at 30.9 cases per 100,000 population, while the IHS rate was 13.2, and the U.S. all races rate was 5.6 per 100,000 population. This disease if often linked to rural residential areas and isolated, sometimes overcrowded housing. Although the rate for Alaska was the highest of all IHS Areas, there were actually more cases reported in the Navajo Area (49 cases), and the Oklahoma Area (39 cases), while Alaska had 34 new cases. Because this number is based upon such a small number of new cases, IHS recommends caution in interpretation of this data.

The Meaning for Transportation Systems.

Probably the most important factor in the data above is the high rate of unintentional injury as a cause of death, and the need for improved access to emergency medical care and services in rural areas. Motor vehicle crashes, a portion of the unintentional injury category, were actually low because of limited roads and road miles, which gives even more significance to the need for good emergency medical service access.

The largest category of hospitalization for the Alaska IHS service area was related to child birth, and again implies the need for emergency transportation to clinics and hospitals for care. Alaska also had a high rate of SIDS, Sudden Infant Death Syndrome, again linked to the need for emergency medical care.

The rate of hospitalization in Alaska was highest of all IHS Areas, and reflects positive health care services. Other issues such as high rates of suicide, fire arms injuries leading to death, and other health issues such as tuberculosis result in lower life expectancy and loss of productivity within Alaskan Native villages. Tribal safety is a critical issue for Alaska, including Emergency Health Care access, but safety should be looked at as a broader community issue, where transportation is only one critical component in the problem and also in the solutions.
FHWA Proposes Rulemaking on Retroreflectivity for Traffic signs

At night, motorists depend on vehicle headlights to navigate roadways safely. To enhance the visibility of traffic signs at night, most signs are made using retroreflective sheeting. Generally, greater retroreflectivity means improved nighttime visibility. Unfortunately, sign retroreflectivity gradually degrades over time.

To address the need for improved visibility of traffic signs at night, the Federal Highway Administration (FHWA) sponsored several research efforts to determine minimum required levels of retroreflectivity and develop methods for agencies to maintain adequate night visibility. Those efforts resulted in the publication of a notice of proposed rulemaking on maintaining retroreflectivity in the July 30, 2004, edition of the Federal Register (Vol. 69, No. 146). The notice provides an opportunity for the public to review and comment on proposed changes to FHWA’s Manual on Uniform Traffic Control Devices (MUTCD), which will incorporate new methods for maintaining traffic sign retroreflectivity.

FHWA proposed minimum retroreflectivity levels in 1993 and 1998. During the past 4 years, research at FHWA led to the development of minimum levels for overhead guide signs and street name signs to reflect improvements in headlight technology, changes in sign materials, the growing number of vehicles with higher headlights, and an increasingly elderly driver population.

The notice of proposed rulemaking outlines two groups of methods for maintaining sign retroreflectivity: assessment and management. Assessment methods involve evaluating individual signs by periodic inspection or measurements. Management methods involve tracking and predicting the retroreflectivity life of signs using databases, date labeling, control signs, and blanket replacement programs.

In developing the rulemaking, FHWA held workshops to explain minimum retroreflectivity levels to stakeholders and demonstrate the implications for nighttime visibility. In addition, FHWA analyzed the fiscal issues identified during the workshops and determined that although sign face materials are likely to cost more under the proposed new rule, the financial impact is reduced by allowing a long compliance period, which enables agencies to integrate upgrades into preplanned maintenance cycles. Under the proposed rulemaking, highway agencies would have 7 years after the final rule’s publication to bring regulatory, warning, and post-mounted guide signs into compliance and 10 years for overhead guide signs and street name signs.

Comments on the proposed rulemaking are due by February 1, 2005. To view the Federal Register notice, visit http://mutcd.fhwa.dot.gov/texts/2003-15149FR.htm.

Some signs that are easy to read in daylight, such as the signs in the top photo, may be difficult to read under headlight illumination, such as the signs in the bottom photo.
Guidelines for Evaluating and Documenting Traditional Cultural Properties - Part 2 of 3

Traditional Cultural Values in Preservation Planning

Traditional cultural properties, and the beliefs and institutions that give them significance, should be systematically addressed in programs of preservation planning and in the historic preservation components of land use plans. One very practical reason for this is to simplify the identification and evaluation of traditional cultural properties that may be threatened by construction and land use projects. Identifying and evaluating such properties can require detailed and extensive consultation, interview programs, and ethnographic fieldwork as discussed below. Having to conduct such activities may add considerably to the time and expense of compliance with Section 106, the National Environmental Policy Act, and other authorities. Such costs can be reduced significantly, however, by early, proactive planning that identifies significant properties or areas likely to contain significant properties before specific projects are planned that may affect them, identifies parties likely to ascribe cultural value to such properties, and establishes routine systems for consultation with such parties.

The Secretary of the Interior's Standards for Preservation Planning provide for the establishment of "historic contexts" as a basic step in any preservation planning process be it planning for the comprehensive survey of a community or planning a construction project. A historic context is an organization of available information about, among other things, the cultural history of the area to be investigated, that identifies "the broad patterns of development in an area that may be represented by historic properties" (48 FR 44717). The traditions and traditional lifeways of a planning area may represent such "broad patterns," so information about them should be used as a basis for historic context development.

The Secretary of the Interior's Guidelines for Preservation Planning emphasize the need for organized public participation in context development (48 FR 44717). The Advisory Council on Historic Preservation Guidelines for Public Participation in Historic Preservation Review (ACHP 1988) provide detailed recommendations regarding such participation. Based on these standards and guidelines, groups that may ascribe traditional cultural values to an area's historical properties should be contacted and asked to assist in organizing information on the area. Historic contexts should be considered that reflect the history and culture of such groups as the groups themselves understand them, as well as their history and culture as defined by Euroamerican scholarship, and processes for consultation with such groups should be integrated into routine planning and project review procedures.

Identifying Traditional Cultural Properties

Some traditional cultural properties are well known to the residents of an area. The San Francisco Peaks in Arizona, for example, are extensively documented and widely recognized as places of extreme cultural importance to the Hopi, Navajo, and other American Indian people of the Southwest, and it requires little study to recognize that Honolulu's Chinatown is a place of cultural importance to the city's Asian community. Most traditional cultural properties, however, must be identified through systematic study, just as most other kinds of historic properties must be identified. This section of this Bulletin will discuss some factors to consider in identifying traditional cultural properties. (For general guidelines for identification see the Secretary of the Interior's Standards and Guidelines for Identification [48 FR 44720-23]; National Register Bulletin: Guidelines for Local Surveys: A Basis for Preservation Planning; and Identification in Historic Preservation Review: a Decision making Guide [ACHP/DOI 1988]).

Establishing the level of effort

Any comprehensive effort to identify historic properties in an area, be the area a community, a rural area, or the area that may be affected by a construction or land-use project, should include a reasonable effort to identify traditional cultural properties. What constitutes a "reasonable" effort depends in part on the likelihood that such properties may be present. The likelihood that such properties may be present can be reliably assessed only on the basis of background knowledge of the area's history, ethnography, and contemporary society developed through preservation planning. As a general although not invariable rule, however, rural areas are more likely than urban areas to contain properties of traditional cultural importance to American Indian or other native American communities, while urban areas are more likely to contain properties of significance to ethnic and other traditional neighborhoods.

Where identification is con-
dected as part of planning for a construction or land-use project, the appropriate level of effort depends in part on whether the project under consideration is the type of project that could affect traditional cultural properties. For example, as a rule the rehabilitation of historic buildings may have relatively little potential for effect on such properties. However, if a rehabilitation project may result in displacement of residents, "gentrification" of a neighborhood, or other sociocultural impacts, the possibility that the buildings to be rehabilitated, or the neighborhood in which they exist, may be ascribed traditional cultural value by their residents or others should be considered. Similarly, most day-to-day management activities of a land managing agency may have little potential for effect on traditional cultural properties, but if the management activity involves an area or a kind of resource that has high significance to a traditional group--for example, timber harvesting in an area where an Indian tribe's religious practitioners may continue to carry out traditional ceremonies--the potential for effect will be high.

These general rules of thumb aside, the way to determine what constitutes a reasonable effort to identify traditional cultural properties is to consult those who may ascribe cultural significance to locations within the study area. The need for community participation in planning identification, as in other forms of preservation planning, cannot be over-emphasized.

Contacting traditional communities and groups

An early step in any effort to identify historic properties is to consult with groups and individuals who have special knowledge about and interests in the history and culture of the area to be studied. In the case of traditional cultural properties, this means those individuals and groups who may ascribe traditional cultural significance to locations within the study area, and those who may have knowledge of such individuals and groups. Ideally, early planning will have identified these individuals and groups, and established how to consult with them. As a rule, however, the following steps are recommended.

Background research

An important first step in identifying such individuals and groups is to conduct background research into what is already recorded about the area's history, ethnography, sociology, and folklife. Published and unpublished source material on the historic and contemporary composition of the area's social and cultural groups should be consulted; such source material can often be found in the anthropology, sociology, or folklife libraries of local universities or other academic institutions. Professional and nonprofessional students of the area's social and cultural groups should also be consulted--for example, professional and avocational anthropologists and folklorists who have studied the area. The State Historic Preservation Office and any other official agency or organization that concerns itself with matters of traditional culture--for example, a State Folklorist or a State Native American Commission--should be contacted for recommendations about sources of information and about groups and individuals to consult.

Making contact

Having reviewed available background data, the next step is to contact knowledgeable groups and individuals directly, particularly those groups that are native to the area or have resided there for a long time. Some such groups have official representatives--the tribal council of an Indian tribe, for example, or an urban neighborhood council. In other cases, leadership may be less officially defined, and establishing

This is the second installment of a three-part series concerning Traditional Cultural Properties. For outline of the series please see the following:

Part I:
- What are Traditional Cultural Properties.
- Purpose of this Bulletin

Part II:
- Traditional Cultural Values in Preservation Planning
- Identifying Traditional Cultural Properties
- Establishing the Level of Effort
- Contacting Traditional Communities and Groups
- Background Research
- Making Contact

Part III:
- Culturally Sensitive Consultation
- The Problem of Confidentiality
- Conclusion
(Continued from page 9)

contact may be more complicated. The assistance of ethnographers, sociologists, folklorists, and others who may have conducted research in the area or otherwise worked with its social groups may be necessary in such cases, in order to design ways of contacting and consulting such groups in ways that are both effective and consistent with their systems of leadership and communication.

It should be clearly recognized that expertise in traditional cultural values may not be found, or not found solely, among contemporary community leaders. In some cases, in fact, the current political leadership of a community or neighborhood may be hostile to or embarrassed about traditional matters. As a result, it may be necessary to seek out knowledgeable parties outside the community's official political structure. It is of course best to do this with the full knowledge and cooperation of the community's contemporary leaders; in most cases it is appropriate to ask such leaders to identify members of the community who are knowledgeable about traditional cultural matters, and use these parties as an initial network of consultants on the group's traditional values. If there is serious hostility between the group's contemporary leadership and its traditional experts, however, such cooperation may not be extended, and efforts to consult with traditional authorities may be actively opposed. Where this occurs, and it is necessary to proceed with the identification and evaluation of properties for example, where such identification and evaluation are undertaken in connection with review of an undertaking under Section 106--careful negotiation and mediation may be necessary to overcome opposition and establish mutually acceptable ground rules for consultation. Again, the assistance of anthropologists or others with training and experience in work with the community, or with similar communities, may be necessary.

Federal agencies and others have found a variety of ways to contact knowledgeable parties in order to identify and evaluate traditional cultural properties. Generally speaking, the detail and complexity of the methods employed depend on the nature and complexity of the properties under consideration and the effects the agency's management or other activities may have on them. For example:

* The Air Force sponsored a conference of local traditional cultural authorities to review plans for deployment of an intercontinental missile system in Wyoming, resulting in guidelines to ensure that effects on traditional cultural properties would be minimized.

* The New Mexico Power Authority employed a professional cultural anthropologist to consult with Native American groups within the area to be affected by the Four Corners Power Project.

* The Ventura County (California) Flood Control Agency consulted with local Native American groups designated by the State Native American Heritage Commission to determine how to handle remains to be exhumed from a cemetery that had to be relocated to make way for a flood control project.

* The Utah State Historic Preservation Officer entered into an agreement with the American Folklife Center to develop a comprehensive overview of the tangible and intangible historic resources of Grouse Creek, a traditional Mormon cowboy community.

* The Black Hills National Forest designated a culturally sensitive engineer to work with local Indian tribes in establishing procedures by which the tribes could review Forest Service projects that might affect traditional cultural properties;

* The Forest Service contracted for a full-scale ethnographic study to determine the significance of the Helkau Historic District on California’s Six Rivers National Forest.
How road and bridge improvements save lives

More than 42,000 people are killed in highway crashes each year in the U.S., and more than 3.5 million are injured. Highway crashes are the leading cause of death of people six to 28 years of age and are the cause of more permanent impairments than any other type of accident. More than a quarter of a million people died on our highways from 1996 through 2001.

Studies show that increased investment in road and bridge improvements at the local level save lives. Making road lanes and shoulders wider, adding medians and improving bridges are just a few of the improvements that have been shown to cut fatalities significantly. Highway safety information on this fact sheet is based on data obtained by The Road Information Program from the Federal Highway Administration (FHWA) and the National Highway Traffic Safety Administration. Data are the latest available.

- Every $100 million invested in highway safety improvements will result in approximately 145 fewer traffic fatalities over a 10-year period.
- Approximately 500 people are killed annually in crashes at rail-highway crossings.
- About 12,000 people are killed annually in traffic crashes involving collisions with a fixed object such as a tree, guardrail, utility pole, curb, or light or support pole.
- Listed are key local road and bridge improvements evaluated over a 20-year period by FHWA and the related reduction in fatality rates.

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<tr>
<td>Turning lanes and traffic channelization;</td>
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<td>Sight distance improvements</td>
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<td>New traffic signals</td>
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<td>New bridge</td>
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<td>Upgrade bridge rail</td>
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<td>Widen or improve shoulder</td>
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<tr>
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Reprint from The Gem State Roads Idaho’s Technology Transfer Quarterly. Fall 2004 issue. Adapted from www.brakesonfatalities.org

Alaska Tribal Transportation News Volume 3, Issue 4
Congress Passes Longer Extension

October 5, 2004

The House and Senate approved legislation to extend the federal highway, transit and safety programs through May 31, 2005. The extension passed the House 409-8 and was approved unanimously by the Senate. The President signed the measure into law the evening of Sept. 30. The extension authorizes eight months spending of the final FY 2005 highway and transit appropriated funding levels. The annual appropriations process is ongoing. The House Appropriations Committee has recommended $34.6 billion for the highway program and $7.25 billion for the transit program. The Senate Appropriations Committee has recommended $34.9 billion for highways and $7.75 billion for transit.

The extension bill includes a one-year redirection of revenue generated by the 2.5 cents per gallon excise on ethanol motor fuel sales from the federal General Fund to the Highway Trust Fund. According to the Congressional Budget Office, this action will direct an additional $940 million to the trust fund. The measure also releases the final $2 billion in FY 2004 highway authorizations and extends the budgetary protections, or firewalls, established by TEA-21, around highway investment.

The Federal Lands Highway Program, of which the IRR is a part of, needs both contract authority and limitation in order to operate. The authority was provided by TEA-21 and last years extensions, and continues to be provided by this year's 8-month extension to TEA-21. The numbers used are the TEA-21 numbers (IE $275 million for the IRR Program), so we have 8/12 of $275 million or $183 million in authority. Until another extension or a whole new re-authorization is passed, this will be all the authority available.

The limitation is provided by annual transportation appropriations bills. Congress passed a 51-day continuing resolution (CR) because they could not come to agreement and pass an appropriations bill for FY05. Doing the math provides the IRR Program with 51/365th of $275 million, or about $38.4 million in limitation. Upon passage of an annual appropriations bill, although we will have a full year's worth of limitation, only 8/12 of authority will still be available so that will be the limiting factor. ($183 million).

So, the bottom line is we only have $38.4 million available since that is all the limitation we have. The above numbers are gross numbers and do not reflect any recession, obligation limitation, or other takedowns.

Source: ARTBA October 5, 2004 & FLHO

Reduced estimates of income to the Highway Trust Fund have triggered an estimated $725 million reduction in fiscal year 2004 FHWA apportionments under a statute known as the “Byrd Amendment” enacted in the 1950’s to ensure that federal highway spending did not exceed tax revenue. Since the Byrd test was first created in 1956 and later amended in 1982, the Highway Account for the Trust Fund has only failed the test once in 1961. The Byrd amendment was triggered by the release of new estimates by the US Treasury Department in August, which estimates that the receipts to the Highway Trust Fund through 2009 will actually be $3.3 billion lower than projected in the President’s budget in January. The Treasury Department attributes this decline to the economic impact of higher gas prices and the estimated increased use of ethanol.
SAVE THIS DATE

MARCH 22nd to March 24th, 2005

3rd Annual Alaska Tribal Transportation Symposium

Anchorage Marriott Downtown
820 West 7th Avenue
Anchorage, Alaska 99501

More information coming soon.....

Here are just a few of the topics that will be covered:

- New IRR Regulations 25 CFR 170
- 638 Contracting & compacting
- Road Safety Fundamentals
- Inventory
- Strategic Planning
- CDL Prep Training
- Partnering with other FLH agencies
- Transit
Trail Watchers - Their Story

We strive to improve the safety of our communities daily with improvements in our transportation, and for many of us, trails are a major component of our transportation systems. I’ve been watching the progress of one communities steps at improving the safety and quality of one trail system in particular, the Municipality of Anchorage trail system. In the summer of 2003, residents cried out for safety on their trails. In response, the Municipality of Anchorage worked with the community to develop the Trail Watch program.

Established September 15th 2003, the Trail Watch program of Anchorage Alaska just celebrated its one-year anniversary. Tracking the progress of the program, I was pleased to learn that the Municipality of Anchorage has made considerable progress in addressing the concerns of their community. Prior to the Trail Watch program complaints ranged from poorly lit or overgrown trails and scarcity of signs, to substantial difficulty in location of victims by emergency response teams.

The program developed focused on four main issues: volunteer patrols, a trail maintenance reporting system, enhanced signage, and better tracking system for reporting crime on the trails. So just how well has the program done?

Two levels of volunteerism were developed, Trail Watchers and Trail Watch Ambassadors. Trail Watchers are trained and patrol when time permits. Ambassadors have set schedules and receive additional, on going training. These volunteers are not alone in their patrols. Many community groups, local businesses, and non-profit organizations aid the “watchers”. They have formed partnerships with the volunteers in clean up efforts and maintenance of the trails with impressive results.

Over one ton of garbage has been removed form the trail by the Anchorage Responsible Beverage Retailers’ Association (ARBRA). Alternative funding was sought for increased signage and sponsorship was secured from various local businesses. A crime tracking and reporting system was established as well! Fallen tree limbs were removed, light fixtures repaired, and bridges fixed. Safety was made a community priority.

As we work towards improving the safety of our own communities one thing is clear. Together we can make life safer, together we can get it done.

Happy Anniversary Trail Watch!
### Tribal Transportation National Events Calendar

#### November 2004

**29-12/3**  
**BIA - Alaska Region 14th Annual Tribal Service Providers Conference**  
"Performance Based Tribal Services in 2005 and Beyond", Egan Convention Center Anchorage Alaska. For more information contact Peggy Exendine (907) 586-7171 or Norma Jean Dunne (907) 586-7576. Pre-Registration Due: November 18th, 2004.

**30**  
**RTPO/MPO/WSDOT Coordinating Committee November 2004 Meeting Red Lion SeaTac, 18220 International Blvd., SeaTac, WA**

#### December 2004

**8 - 10**  
**2004 Northern Plains Tribal Transportation Conference**  
Boardwalk Hotel, Las Vegas, NV. Presented by The Northern Plains Tribal Technical Assistance Program. For more information contact NPTTAP (480) 759-6007.

**8 - 10**  
**WSU 42nd Road & Street Maintenance Supervisor’s Conference**  
Double Tree Hotel Bellevue Washington; 300 112th Avenue SE Bellevue, WA 98004 (425) 455-1300. For more information and online registration go to http://capps.wsu.edu/rs.

#### January 2005

**9 - 13**  
**TRB 84th Annual Meeting**  
Washington, D.C. For more information visit TRB web site at: www.trb.org

#### February 2005

**6 - 10**  
**ATNI Winter Conference**  
Embassy Suites Portland Airport. For more information contact: Crystal Varisco ATNI Conference Coordinator at 503-249-5770 or email her at atni@spiritone.com

**7 - 10**  
**19th Annual National Reservation Economic Summit and American Indian Business Trade Fair**  
Las Vegas Hilton, Las Vegas Nevada. For information call Maryl Hamilton at #800-462-2433 ext 228 or visit www.ncaied.org or email events@ncaied.org.

**27-1**  
**ATSSA's 35th Annual Convention & Traffic Expo**  
Phoenix Arizona. For more information visit the web site: www.atssa.com/meetevents/expo/Default.htm

#### March 2005

**13-15**  
**Lifesavers 2005 Conference**  
Charlotte Convention Center, North Carolina. Lifesavers is the premier national highway safety meeting in the United States dedicated to reducing the tragic toll of deaths and injuries on our nation's roadways. For more information visit the web site: http://www.lifesaversconference.org

**22-24**  
**3rd Annual Alaska Tribal Transportation Symposium**  
Anchorage Mariott Downtown. Room Rate $85. For more information contact Dan Moreno at #800-399-6376 or Richard Rolland at 800-586-3187.

#### April 2005

**26-29**  
**12th Annual Northwest Tribal Transportation Symposium**  
Little Creek Casino & Hotel, Shelton WA. For more information contact David Frey at 888-944-5454 or Richard Rolland at 800-586-3187.

#### May 2005

**TBA**  
**ATNI Mid-Year Conference; TBA**

#### September 2005

**19-22**  
**ATNI Conference**  
Coeur d'Alene Casino & Hotel, Coeur d'Alene Idaho
The Alaska Tribal Technical Assistance Program (TTAP) is administered by the Urban Planning Program at Eastern Washington University under contract with the Federal Highway Administration. Funds are provided by the Federal Highway Administration LTAP, the Bureau of Indian Affairs Indian Reservation Roads Program, locally generated resources and individual contributions.

We’re on the Web!!!
www.cbpa.ewu.edu/~ltap