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## Interweave an Enduring Traffic-Safety Culture into Tribal Community Culture

Addressing Drug and Alcohol Abuse & Prevention by  
Developing Data-Driven Traffic Safety Measures

### Tribal/State Transportation Conference 2016

September 28, 2016

Suquamish Clearwater Casino Resort

## Washington State Tribal Traffic Safety Demonstration Project

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# “Lifeways & Lifelines: Linking Traditional Knowledge to Build a Better Future”

- Darrin Grondel – The Human Element
- Every death – not a number = life
- Spokane Tribe – serious injury that led to fatality of elder/language speaker
- Gift of Song
- Gift of Traditional Morals and Story Telling to our Young People



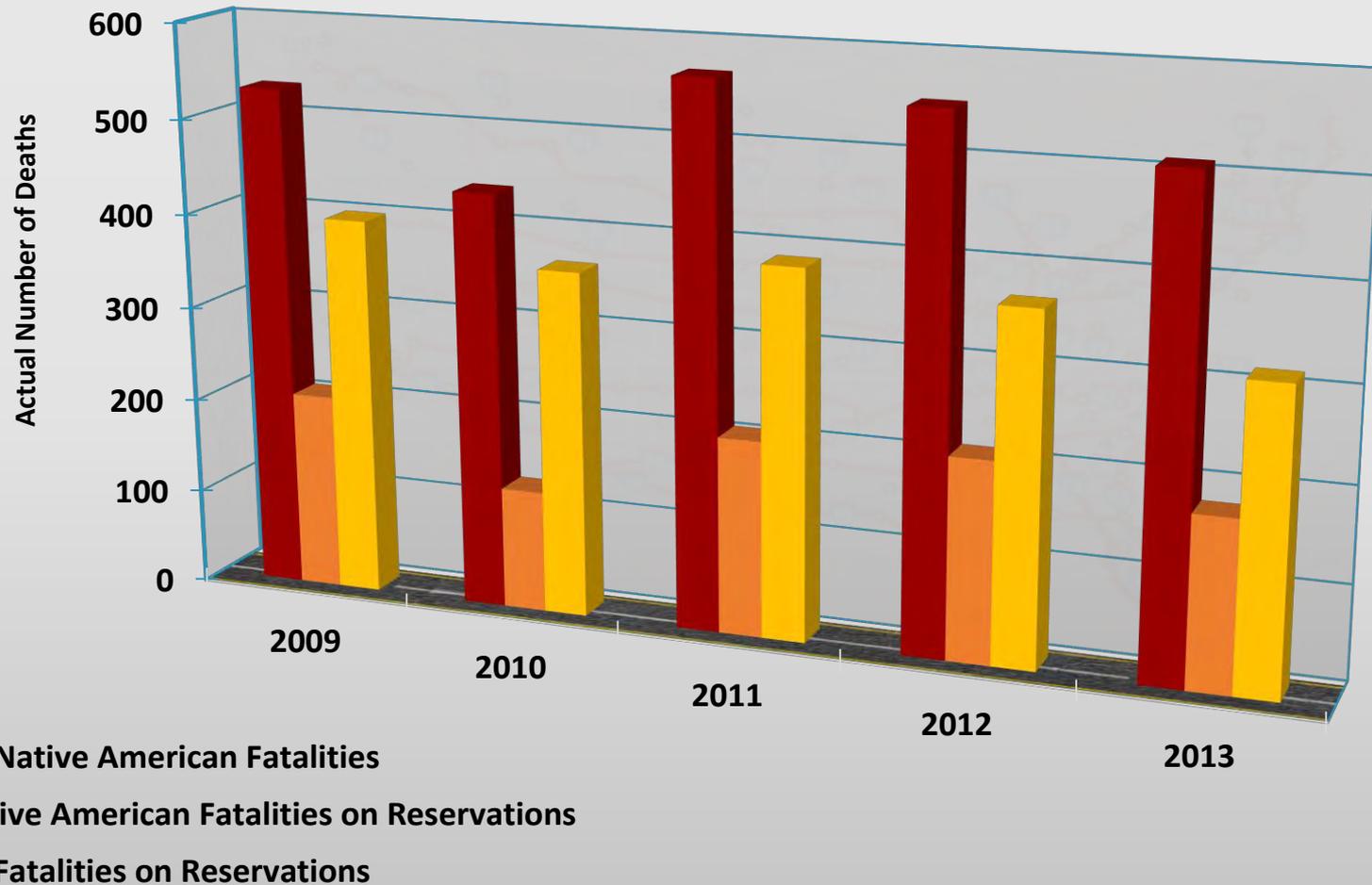
# Complexities of Indian Country

- Data not reported
- All tribes record data
- Different system – Not State systems, IHS
- Ownership of Roads
- Parts of roadway may be owned by Tribe, State, County, or City



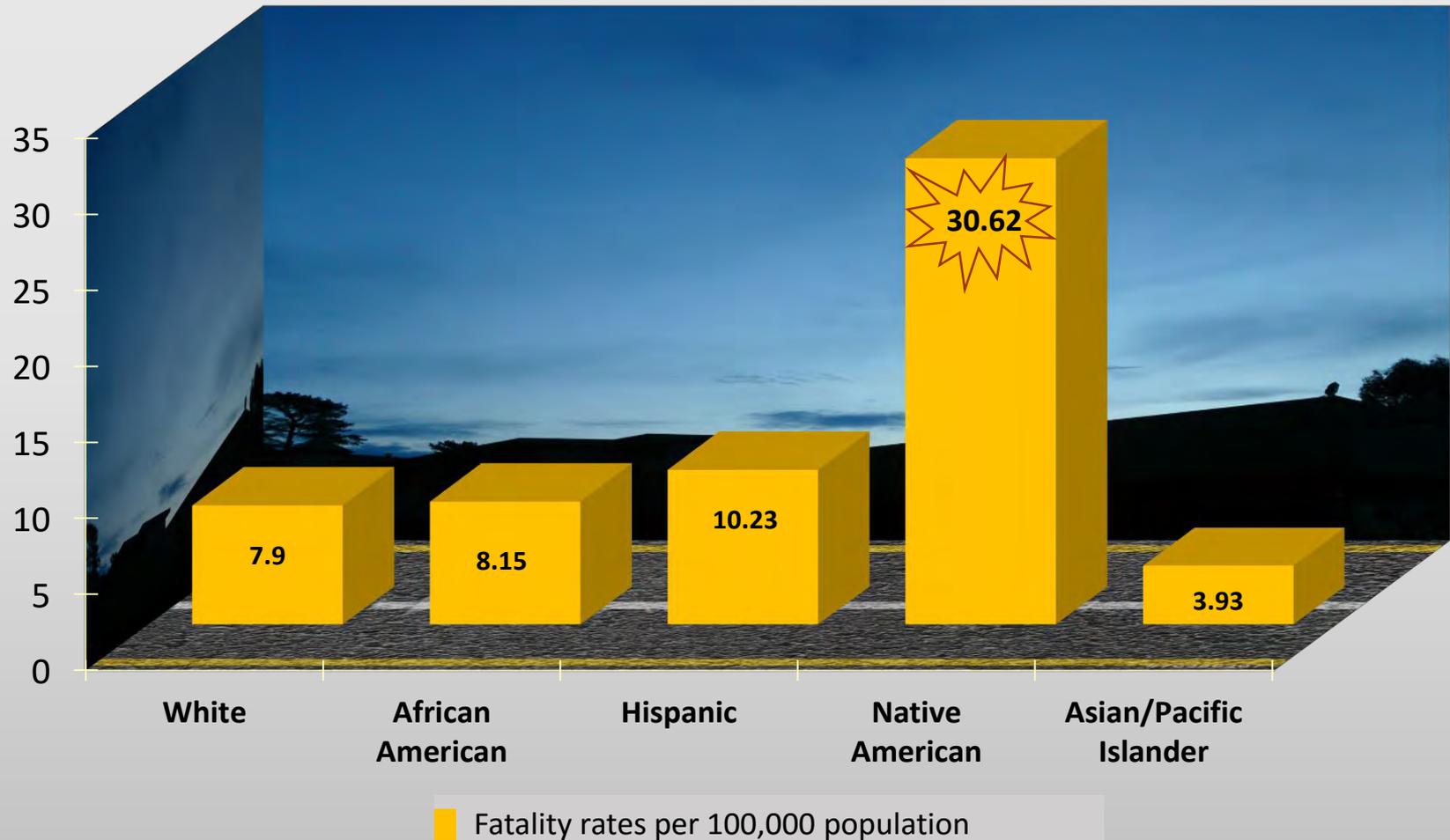
# Native American Traffic Fatalities Nationwide

## On & Off the Reservation, with Non-Indian Fatalities on Reservation 2009 to 2013

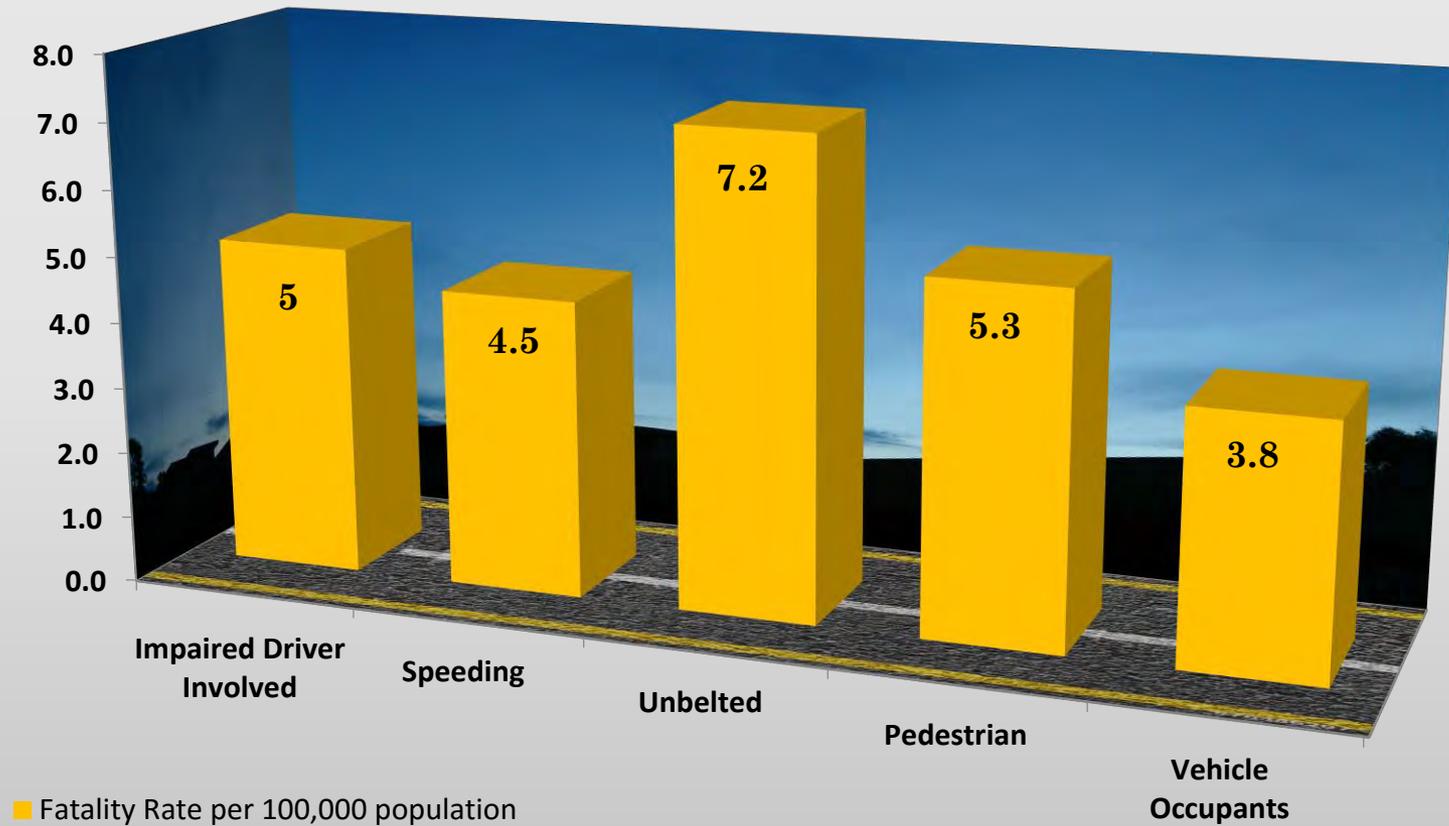


# Phase I

## Washington Traffic Fatality Rates For Population by Race 2002 to 2011



# Top Five Fatality Factors in Washington State American Indian/Alaska Native Population 2003 to 2012

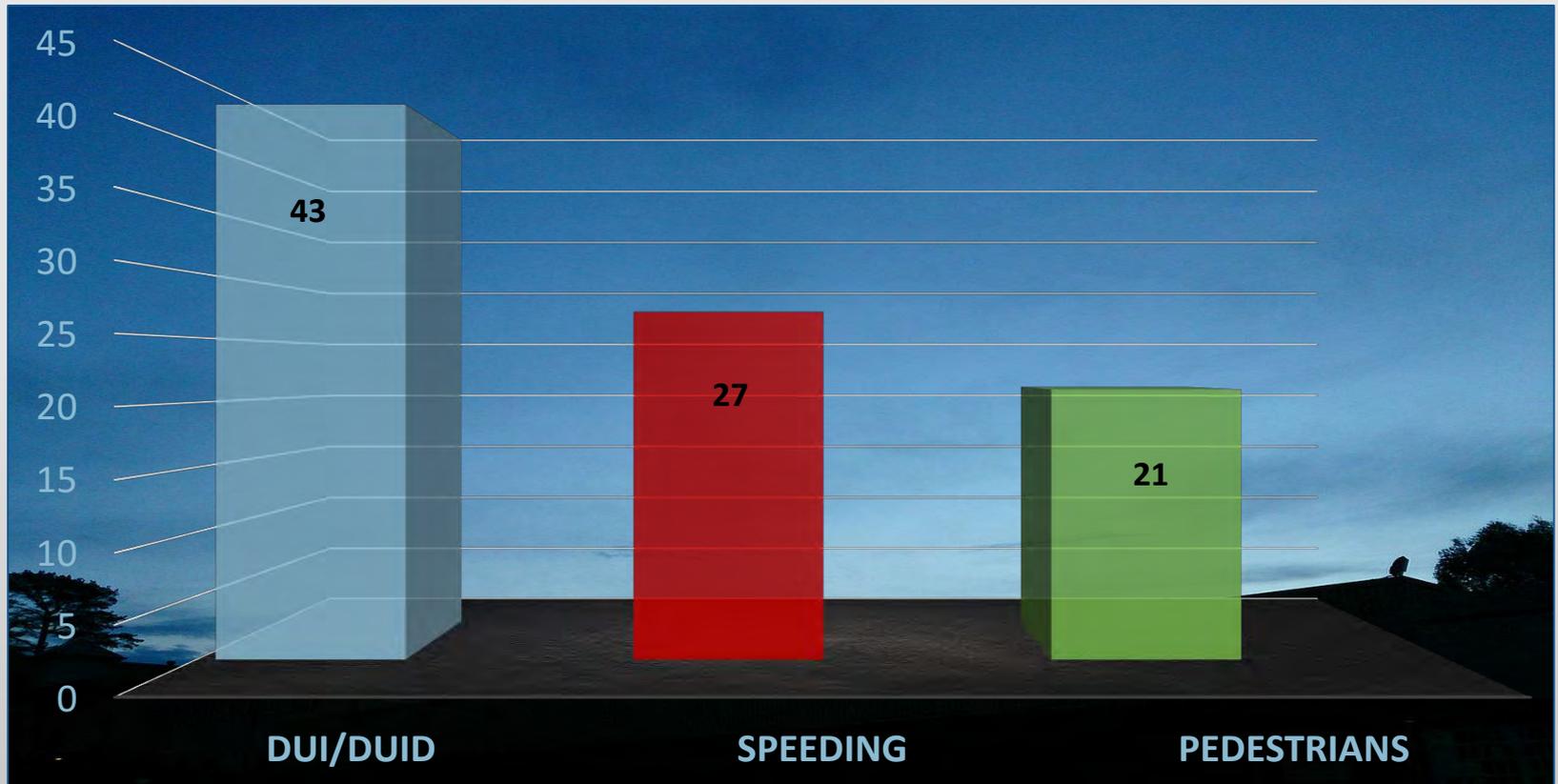


Source: Washington's Fatality Analysis Reporting System (FARS) data 2003-2012.

# Number of Deaths

## Top Three Causes of Fatal Crashes

Within Five Miles of each of the Six Reservations  
(2010 - 2014)

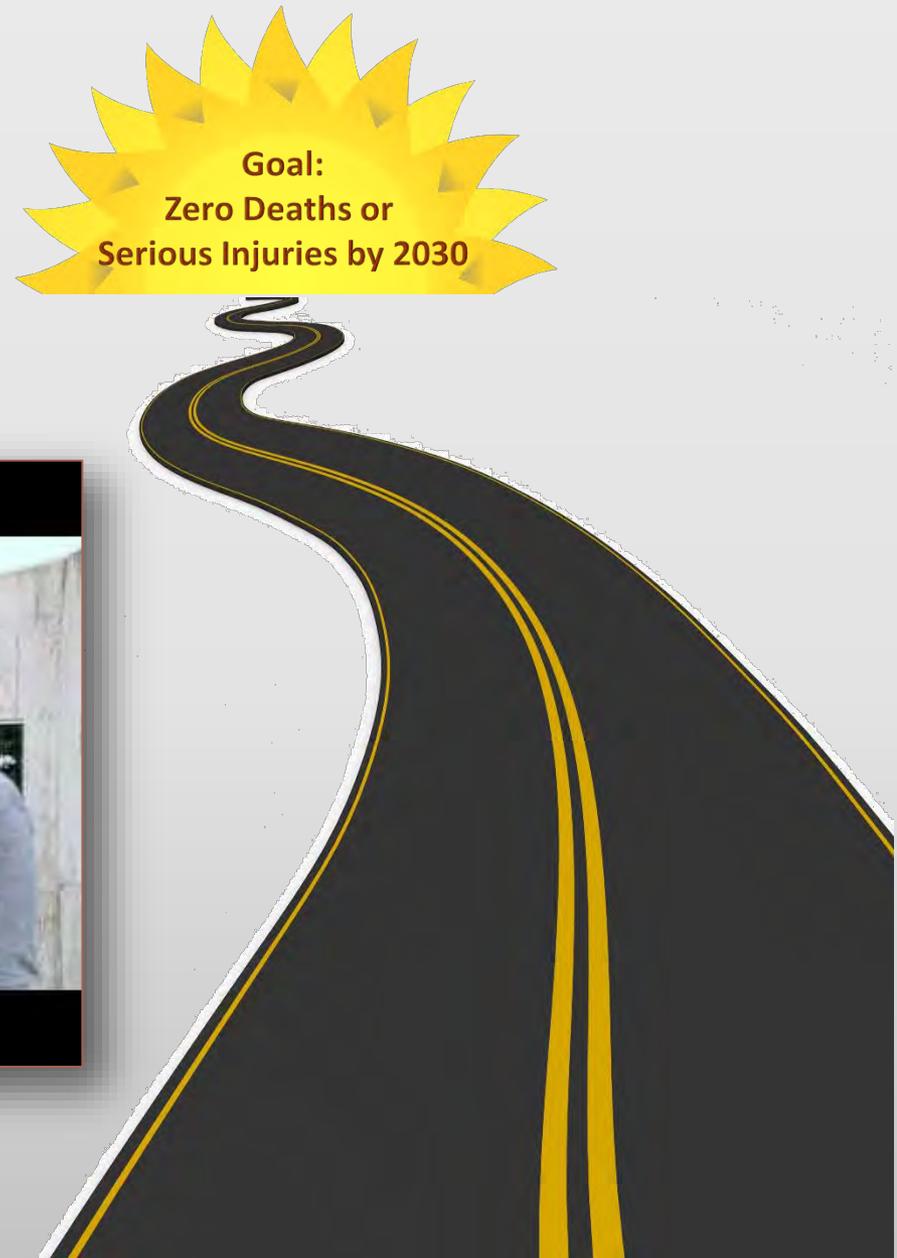


Total 91 Fatalities within 5 Miles of the Reservations in the Study

Source: Washington's Fatality Analysis Reporting System (FARS) data for 2010-2014.

# *Target Zero*® Washington State's Strategic Highway Safety Plan

Goal:  
Zero Deaths or  
Serious Injuries by 2030



# The State's Target Zero® Priorities

## Priority Level One

1. Impaired Driver involved
2. Run-off-the Road
3. Speeding involved
4. Young Driver 16-25 involved
5. Distracted Driver Involved
6. Intersection Related
7. Traffic Data Systems

## Priority Level Two

1. Unrestrained Vehicle Occupant
2. Unlicensed Driver Involved
3. Opposite Direction
4. Motorcyclists
5. Pedestrians
6. EMS & Trauma Care Systems

## Priority Level Three

1. Older Driver 75+
2. Heavy Truck Involved
3. Drowsy Driver Involved
4. Bicyclists
5. Work Zone
6. Wildlife
7. School Bus Involved
8. Vehicle-Train

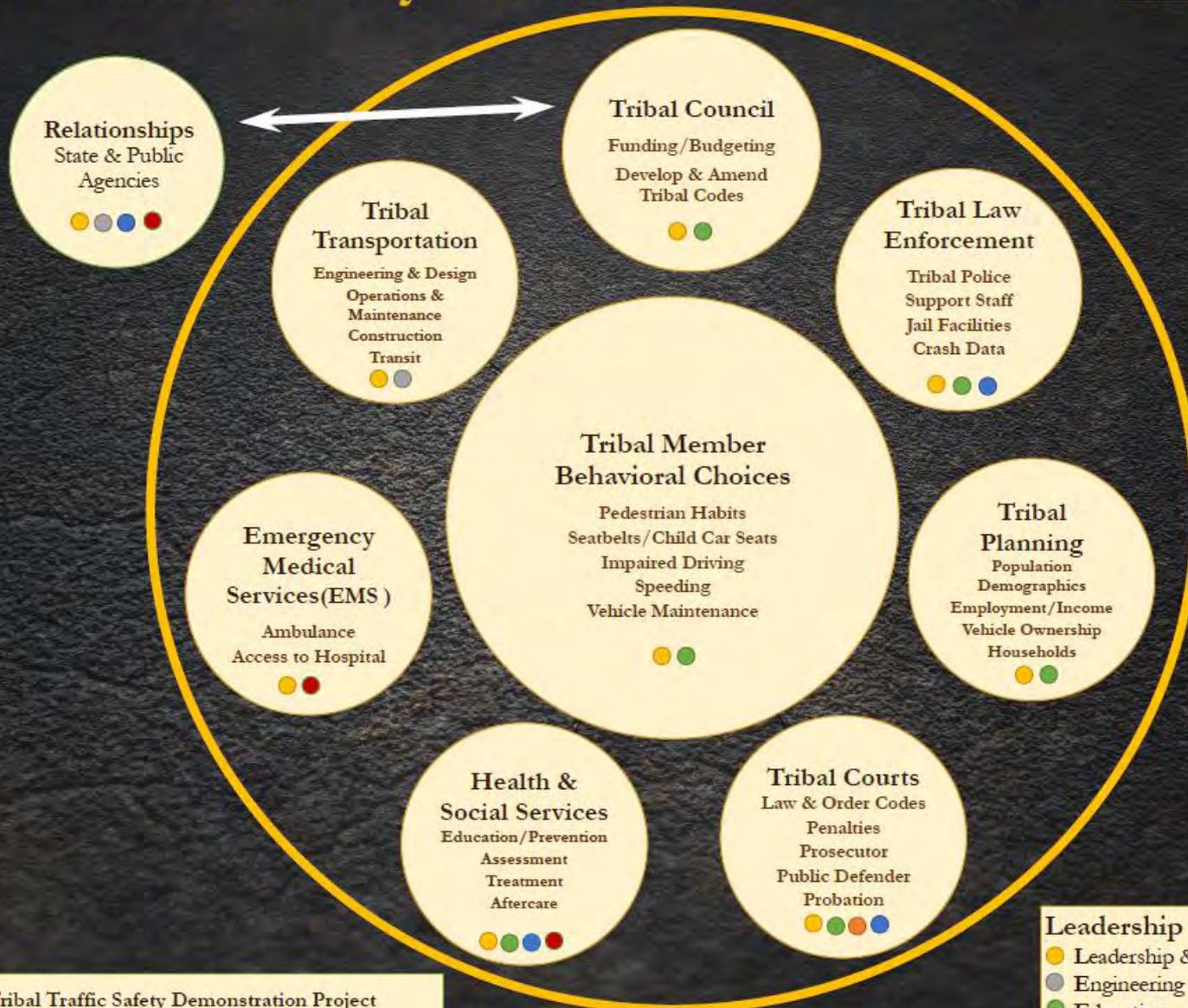
# The Tribe's Target Zero<sup>®</sup> Priorities

- 1. Impairment Involved – Drugged and Drunk Driving
- 2. Lane Departure – No Shoulders, Rural Areas, trees
- 3. Unrestrained Vehicle Occupants
- 4. Intersection Involved
- 5. Young Driver

# Leadership + the Four Es in Indian Country

- Education – Give tribal community the information to make good choices, like not driving while impaired – our people getting killed
- Enforcement – Use data driven analysis to help law enforcement officers pinpoint locations with high number of injury collisions related to driver behaviors
- Emergency Medical Services (EMS) – provide high quality and rapid medical and emergency response to injury collisions.
- Engineering – Design roads and roadsides using practical solutions to reduce collisions
- Leadership/Policy – Not an E, but provide tribal council strategies that involve tribal codes, tribal program improvements and policy changes.

# Tribal Traffic Safety Model



**Leadership + the Four Es**

- Leadership & Policy
- Engineering
- Education
- Enforcement
- Emergency Medical Services (EMS)

# Law and Order Code Review

- Research all areas of codes and laws that can be developed to reduce crashes and improve safety
- Interview key personnel/actors and assess existing codes and law enforcement on each reservation
- Identify codes and law enforcement actions currently used to improve safety and propose any alternative strategies and actions for each tribe to consider in terms of safety actions
- Identify Best Practices – Develop and Provide Model Codes for other tribes to use

# Preliminary Findings: Codes Analysis

- Tribes Formulating their Own Code Language
  - Lummi
  - Spokane
  - Swinomish
  - Yakama
- Tribes Adopting Washington Codes for Traffic Safety by Reference (in whole or in part)
  - Colville
  - Kalispel
- Some Preliminary Findings
  - Lack of clarity in safety belt codes on issues of primary or secondary enforcement
  - Still gaps with impairment (alcohol and/or drug specific) reporting and penalties
  - Gaps in codes for dealing with traffic safety issues and minor persons
  - Complexity of tribal-state speed limit laws due to road ownership issues
  - Questions of Jurisdiction over civil and criminal traffic safety enforcement (who has cross-jurisdictional agreements so that they can enforce traffic safety laws?)
  - How do tribes enforce penalties like suspension of drivers license or occupation license?

# EWU Students



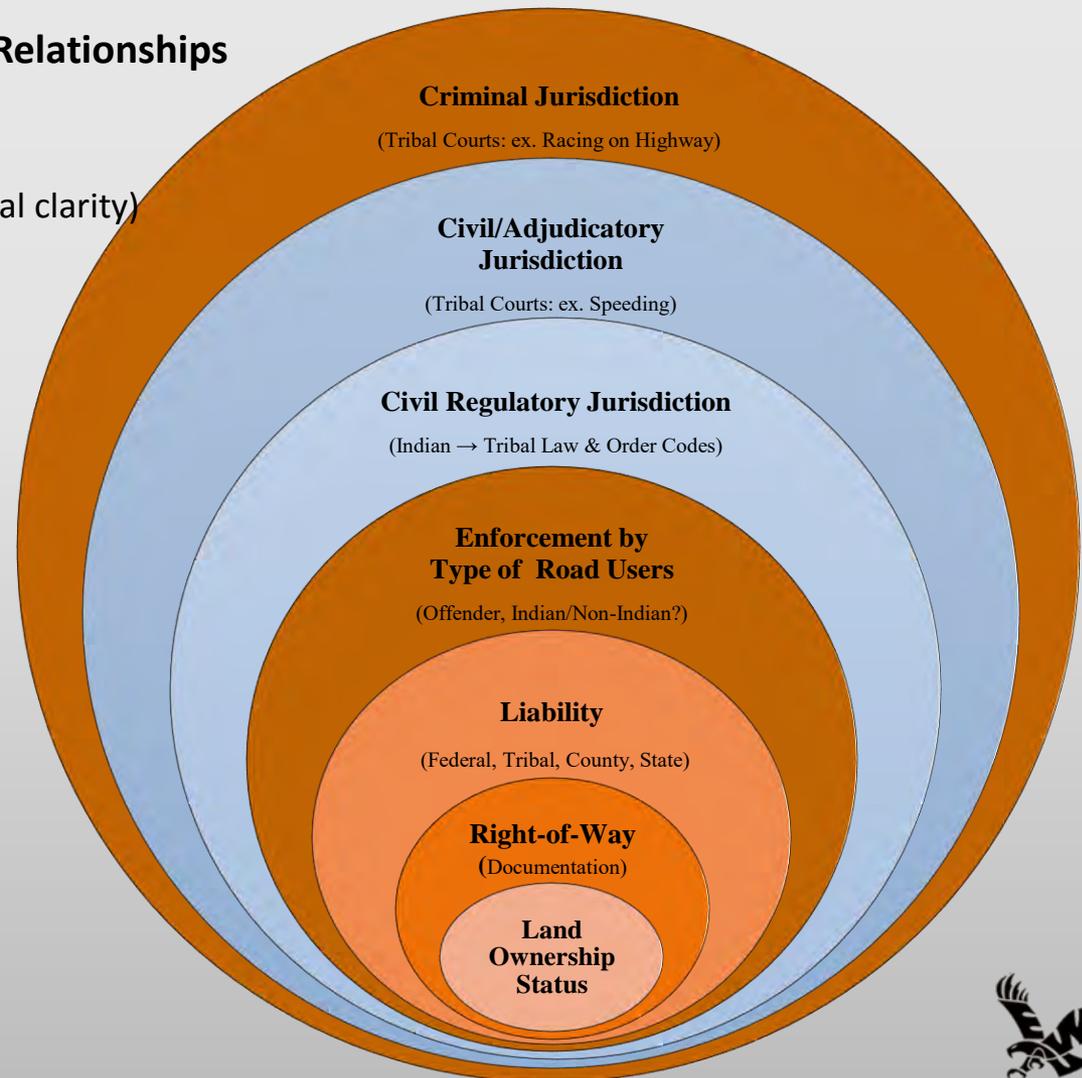
# Jurisdictional Issues

## Tribal Nation's Relationships with State & Local Agencies

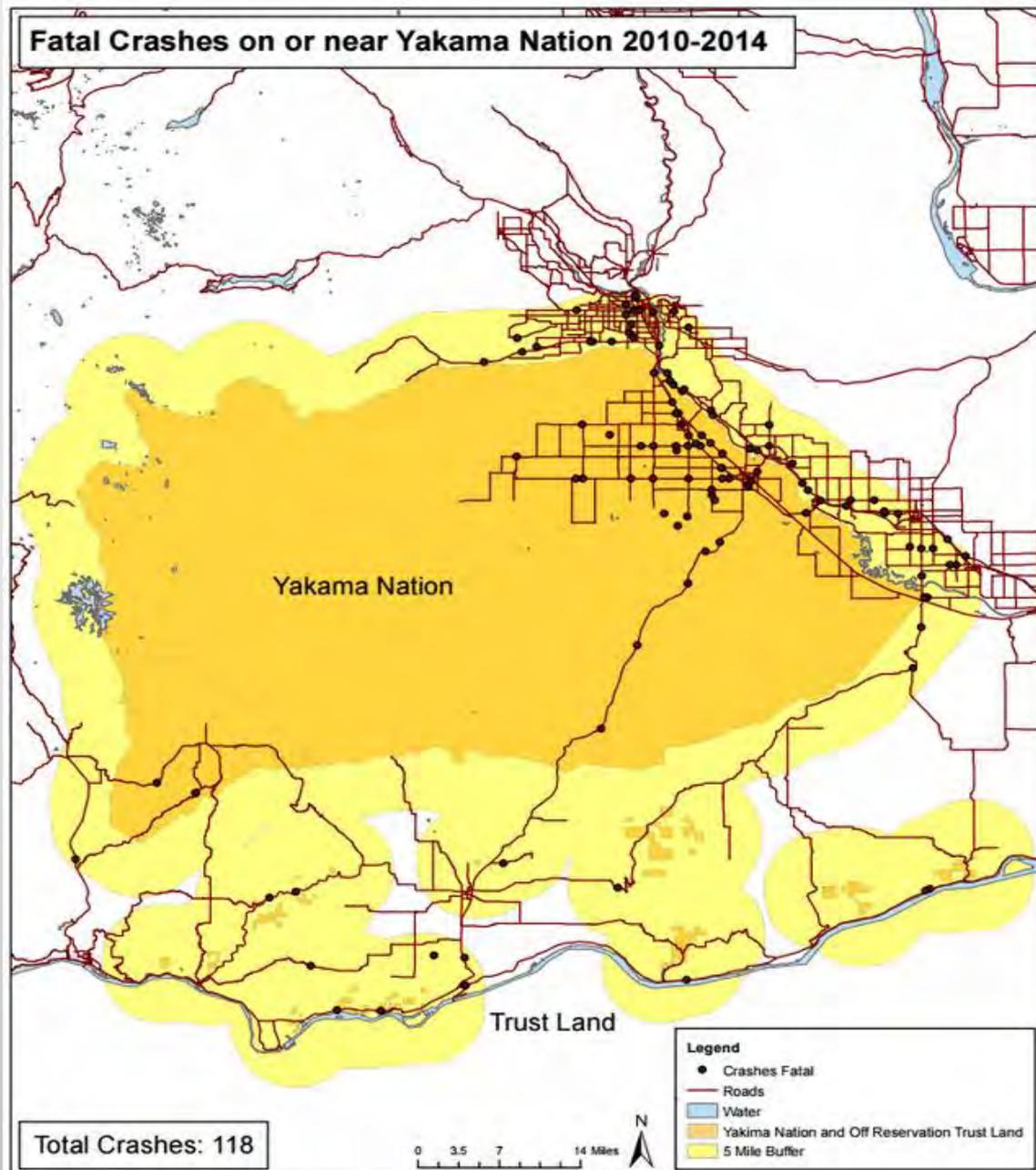
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### The Tools for Intergovernmental Working Relationships

- ✦ **Intergovernmental Cooperative Agreements**  
(Potential regulatory, administrative, or judicial clarity)
- ✦ **Cross-Deputization Agreements**  
(Law Enforcement)
- ✦ **MOU/MOAs**  
(ex. EMS/Fire services)



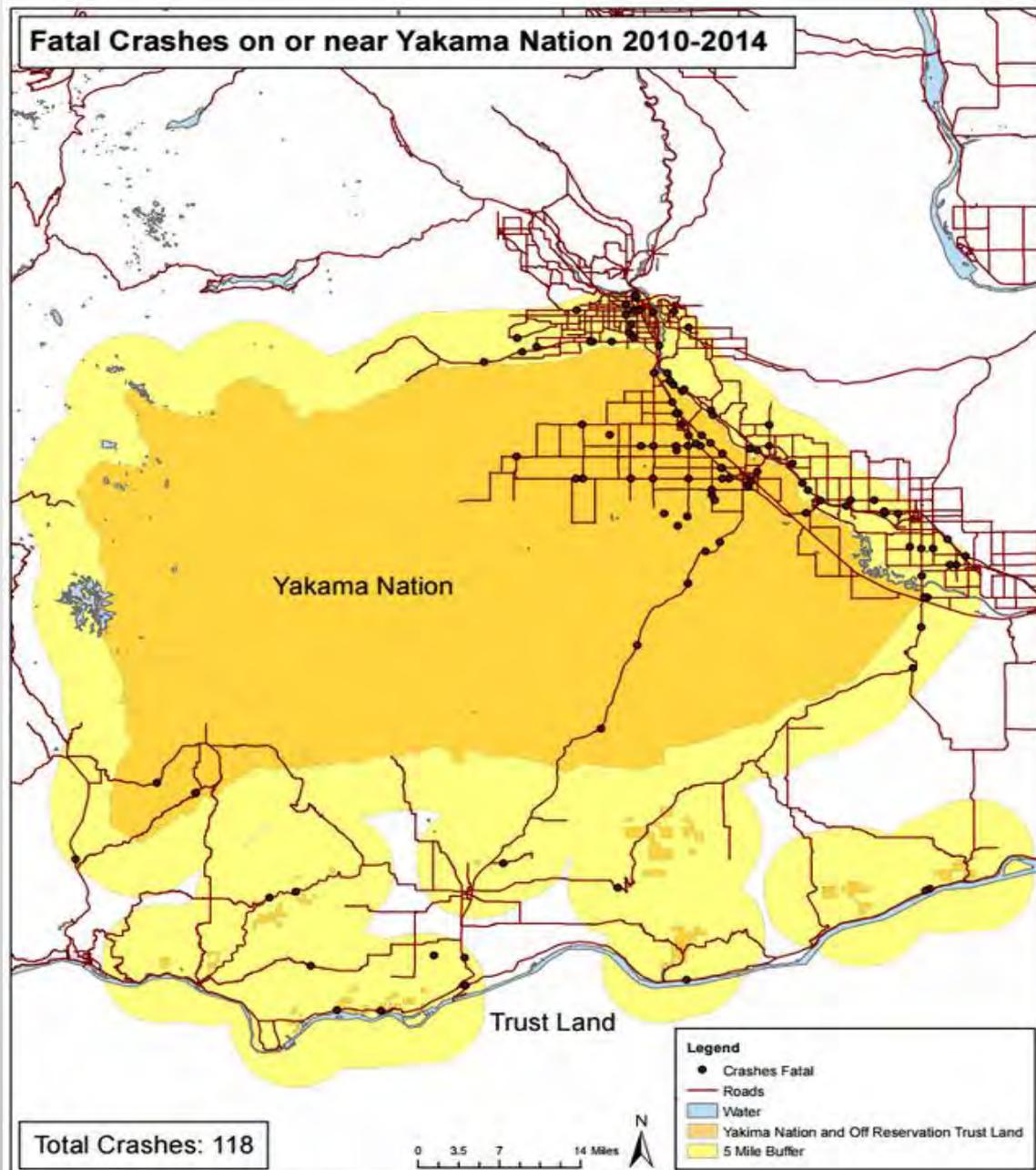
# Fatal Crashes within five miles of the Yakama Reservation 2010-2014



Washington State Tribal Transportation Safety Demonstration Project  
EWU Urban & Regional Planning  
Funded by: The Washington Traffic Safety Commission  
Source: Crash & Data Reporting Branch, WSDOT-TDGO, Multimodal Planning Division, April 1, 2015



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# Tribal EMS

## Best Practices to Reduce Traffic Fatalities

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### ✦ Community Paramedic Program

- ✦ Hire Community paramedics to perform on-site urgent care and nonemergency prevention and public health functions
- ✦ Reduce numbers of transports – one New Mexico program reported a decrease from 77% to just 11% of overall call volume

### ✦ Enhance Community Involvement

- ✦ Work with community in order to obtain the most accurate data
  - ✦ Community Health Assessments

### ✦ Service Integration

- ✦ Integrating EMS with local clinics (Yakama/White Swan)
- ✦ Top-down leadership
- ✦ Integrate administrative functions with county & regional services
  - ✦ Billing and data sharing
- ✦ The same Service should provide Basic Life Services (BLS) and Advanced Life Support (ALS)



# ATNI's Drug & Alcohol Abuse Prevention Summits



- Muckleshoot Tribe
- Lummi Nation
  - Highlights of “Best Practices” across the region
- Followed up at the ATNI Fall Conference in Spokane
  - Presentations and round table discussion
    - Courts, judges, police, Healing Lodge, and recovering addicts
- Designed and distributed a survey
  - Still working on analysis of the results
- Upcoming 2016 ATNI Summer Conference
  - Drug Prevention Summit
    - Location?
    - Ideas?
  - Ad Hoc Committee (Jeanie Louie)
  - Develop a Strategic Plan with ATNI tribes



# Drug and Alcohol Treatment

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**First questions often asked: Are there beds and funding available ?**

**People operating in crisis mode – suicide, drug overdoses, WANT HELP!**

\***\$\$\$** – Most tribal members are low income and cannot pay for treatment

\* Application process involves applying for public assistance

\* **Bureaucratic Barriers** – Extensive paperwork to qualify for Washington’s Alcoholism and Drug Addiction Treatment and Support Act (ADATSA) which provides funding for in-patient treatment

\* **Chemical Dependency Professionals (certified CDP)** – Shortage of CDP certified counselors, tribes having trouble getting certified counselors

\* AppleCare funding - requirement for assessments done by certified CDP counselors



# Coming up with Countermeasures through Leadership & the Four E's

## Tribal Communities Facing Challenges & Sharing Solutions

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### Problem Identification

- 1. Leadership** - Need clear direction from tribal leadership to crack down on impaired driving on the reservation and send a strong message to tribal police and tribal courts to enforce the laws and apply consequences.
- 2. Leadership** - In their legislative capacity Tribal Councils have the power to pass law and order codes, ordinances, and resolutions. If a code is not clear that seatbelts are a primary or secondary offense, then tribal police are not likely to issue tickets.

### Best Practices

- 1. Policy** - Lummi Business Council communicated to the tribal police and court that they do not want drugs on their reservation. "Do what it takes to get drugs off the reservation." Squaxin Island passed legislation to create checkpoints for illegal drugs or harmful substances coming onto the reservation.
- 2. Policy** - Lummi Business Council amended the law and order code that now mandates seatbelt use. Tribal law enforcement now pull over and ticket community members not wearing seatbelts.



# Coming up with Countermeasures through Leadership & the Four E's

## Tribal Communities Facing Challenges & Sharing Solutions

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### Problem Identification

3. **Leadership (Community)** – Youth are getting into drugs and alcohol at very young ages, some as young as 12-13 years old.
4. **Education** - Young adults lack access to driver's education classes on the reservation and are not getting driver's licenses. Financial barriers exist that keep youth from learning the rules of the road.
5. **Education** - There are significant numbers of tribal members who are still making the decision to drive impaired.

### Best Practices

3. **Program** –Spokane Tribe designed a Youth Employment Program where 250 youth of all tribes are hired after passing a pre-employment drug/alcohol screening. Approximately 10 percent of those tested FAIL. Those failing the tests are then given treatment and counseling.
4. **Program** – Nooksack Tribe training their own driver's education instructors, looking to making the program mobile in the future. The Lummi Tribe is working with the Johnson O'Malley (JOM) Program – in order to financially assist eligible tribal youth so that they can access driver's education programs.
5. **Program** -The Lummi Tribal Police received a grant to do DUI education for high school students who participate in a golf-cart obstacle course with "impairment goggles" in order to simulate impaired driving.



# Coming up with Countermeasures through Leadership & the Four E's

## Tribal Communities Facing Challenges & Sharing Solutions

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### Problem Identification

- 6. Enforcement** - Tribes have struggled to retain an adequate number of law enforcement personnel, making significant investments in training only to have other jurisdictions offer higher wages and benefit packages.
- 7. Enforcement** - The number of Impaired Driving offenses on reservation roads continues to be excessively high. This is complicated by inconsistent application of laws or ineffective consequences.

### Best Practices

- 6. Leadership/Policy** - In response, Lummi Business Council increased the salary of police officers. Also they are in the process of developing a pre-employment contract which would require a three-year commitment in exchange for paid training.
- 7. Policy** - Lummi Tribal Police arrest people driving under the influence of alcohol and drugs. After three DUIs, violators are reported to the Washington State Department of Licensing.



# Coming up with Countermeasures through Leadership & the Four E's

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## Tribal Communities Facing Challenges & Sharing Solutions

### Problem Identification

8. **Enforcement** - Tribes lack usable data to facilitate quality data-driven planning.
9. **Enforcement** – Most Tribal Law & Order Codes are lacking clear sentencing guidelines for Driving Under the Influence (DUIs).
10. **Enforcement** - One proven countermeasure used across the nation are checkpoints. However, in Washington State, checkpoints are not legal. Not using ignition lock.

### Best Practices

8. **Leadership/Policy** - Swinomish Law Enforcement implement all portions of SECTOR. Officers can create and submit tickets & collision reports electronically, and review collision reports. The server receives data and sends it on for processing by the appropriate agencies (Tribal Police, Courts, etc). Helps with collecting usable data categories in order to identify issues on the roads.
9. **Policy** – Swinomish provide clear sentencing guidelines for repeat offenders and High BAC. Require Judges to state in writing their reasoning if they do not impose the minimum sentencing.
10. **Program** – Squaxin Island has a law and order code developed to implement checkpoints but it has not been used as yet. Local county prosecutor is reluctant for tribe to implement.



# Coming up with Countermeasures through Leadership & the Four E's

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## Tribal Communities Facing Challenges & Sharing Solutions

### Problem Identification

- 11. Leadership** – Tribal Administration does not require driver's license for all tribal employment positions and does not have a drug testing policy.
- 12. Enforcement** – It can be difficult for tribal law enforcement to distinguish different types of impairment from mere alcohol impairment issues.

### Best Practices

- 11. Policy/Program** – Squaxin Island and Nooksack have solid “Drug-Free Workplace” policies. Employees drug tested at hire and their name goes into the random testing pool. Tribe randomly tests employees quarterly and they test for suspicion. There is a “Last Chance Agreement” for employees who test positive and employees are encouraged to use drug counseling services and treatment.
- 12. Policy** – Suquamish tribal police have Drug Recognition Experts (DREs) on their staff.



There is something our communities can do at every level.

## Tribal Council

- Draft or review the drug testing policy for your tribe – random tests for people driving with CDLs are required by law. Pick drugs you want to screen for and provide assistance to tribal members who need treatment.
- Send a message to tribal court and tribal law enforcement that you want to be tough on drugs and drunk drivers and get tribal members treatment.
- Require a driver's license for tribal jobs. Have relicensing program to help people get their driver's license back– including assistance with legal aid and payment of fines.
- Request a study that evaluates tribal hard liquor sales policies in relation with local and tribal crash data (including high alcohol content malt beverages). Consider re-evaluating the policy in light of the findings.
- Make sure the Executive Director is doing their job: administering quality programs that are adequately supervised and staffed with case workers, probation officers, police officers, etc.. One example is making sure that they are following state regulations to keep alcohol and drug certifications up to date. Is the Executive Director assuring confidentiality is kept by program staff so tribal members are secure in using tribal programs.
- Do the best to provide pivotal jobs competitive wages (police, judge, counselors, attorneys) so you can have quality staff.
- Support education and training – encourage tribal members to become certified Chemical Dependency Professionals (CDP), sending tribal members to the academy, etc..
- Know how local jurisdictions–county sheriff, jail, operate and help foster good relations if possible.
- When complaints about a program are made – inquire generally about the quality of the program – avoid getting involved with specific cases.



There is something our communities can do at every level.

# Tribal Executive Directors & Program Managers

- Make sure the staff is keeping data and records so that problems or success rates can be tracked effectively. For example, case loads, EMS call categories and response times, HHS drug and alcohol recidivism rates, the different courts tracking offense rates, etc. Work together to share data and analysis between tribal programs.
- Follow state procedures to keep programs certified so you can bill insurance and generate additional revenue to operate programs.
- Encourage innovative services: Plan for tribal transit & daycare to be available when drug & alcohol meetings are happening. Provide counseling services to inmates.
- Refrain from promoting employees beyond their capabilities. Train people to be supervisors before putting them in charge.
- Recruit staff that are certified, promote tribal members to be trained and educated in needed health-related fields. For example co-occurring certification that allows the ability to supervise clinics for drug & alcohol and mental health issues. Hire and train Chemical Dependency Professionals (CDPs) and mental health professionals.
- Keep files to state standard and require confidentiality.
- Provide culturally appropriate services to tribal members (ex. sweat house at the jail) and provide opportunities for clients to be involved with culture, incorporate traditional knowledge into court process.
- Advocate for and/or participate in tribal drug task force and tribal traffic safety committees.



There is something our communities can do at every level.

## Uncles and Aunties

- Volunteer to be a Foster parent – either temporary or permanent.
- Offer to help with cultural activities – drumming, beadwork, the canoe journey, share teachings.
- Volunteer to be the tribal “Uber” driver for the reservation – keep drunk drivers off the road.
- Speak at a school or tribal community center for youth groups.
- Participate in prevention – take kids to cultural activities.
- Be a coach of sports – basketball, softball or other contemporary healthy activities.
- Engage youth in cultural activities – storytelling, canoe journey preparation, traditional art, tool-making and natural resources, and teach kids about traditional foods.
- Help someone get their license back by helping them make phone calls.
- Help young people get employment or find an opportunity to volunteer.
- Encourage people to apply for college programs that are relevant to their tribal communities.
- Volunteer to provide tutoring so kids are successful at school.
- Advocate for and/or participate in tribal drug task force and tribal traffic safety committees.



## Phase II – Washington Traffic Safety Commission and Eastern Washington University

- American Indian reservations and the roads leading to them have the highest rates of crashes, serious injury crashes, and fatal crashes in the nation.
- Five crash types show the fatality rate per 100,000 is disproportionately higher for AI/AN populations than the general population rate in 2003-2012 FARS data:

# 2003-2012 FARS data:

- 1. Unbelted drivers, 7.2 times higher for AI/AN population
- 2. Pedestrian deaths, 5.3 times higher
- 3. Impaired Driver Involved, 5.0 times higher
- 4. Speeding fatalities, 4.5 times higher
- 5. Vehicle Occupants, 3.8 times higher
- Not Acceptable

# Major contributing factors are behavioral

- The 2010-2014 crash data identified that the major contributing factors to crashes are behavioral.
- Although engineering can help eliminate safety concerns and promote safe roads, pathways, and transportation;
- Major changes need to occur within the tribal communities and with individual drivers to eliminate traffic deaths and serious injuries.

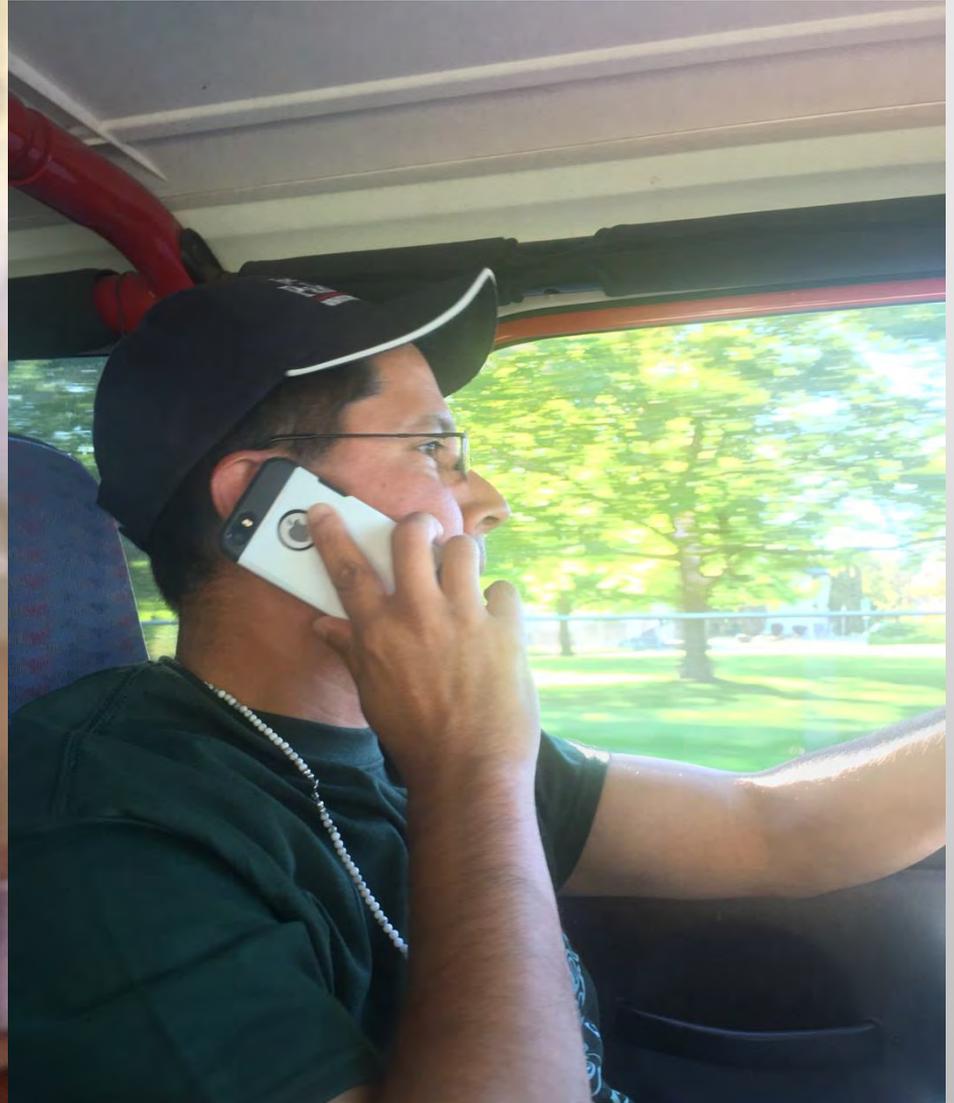
# Tribal Traffic Safety Model



# Habits and Patterns

- These contributing factors involve behavioral issues around habits and patterns of
- 1. Driver education and experience
- 2. Driver perception of punishment or determent to the community by not following traffic safety laws.
- 3. Not recognizing the impact of traffic safety laws for individuals in the community.

# Programming “Heep Good Beverage”



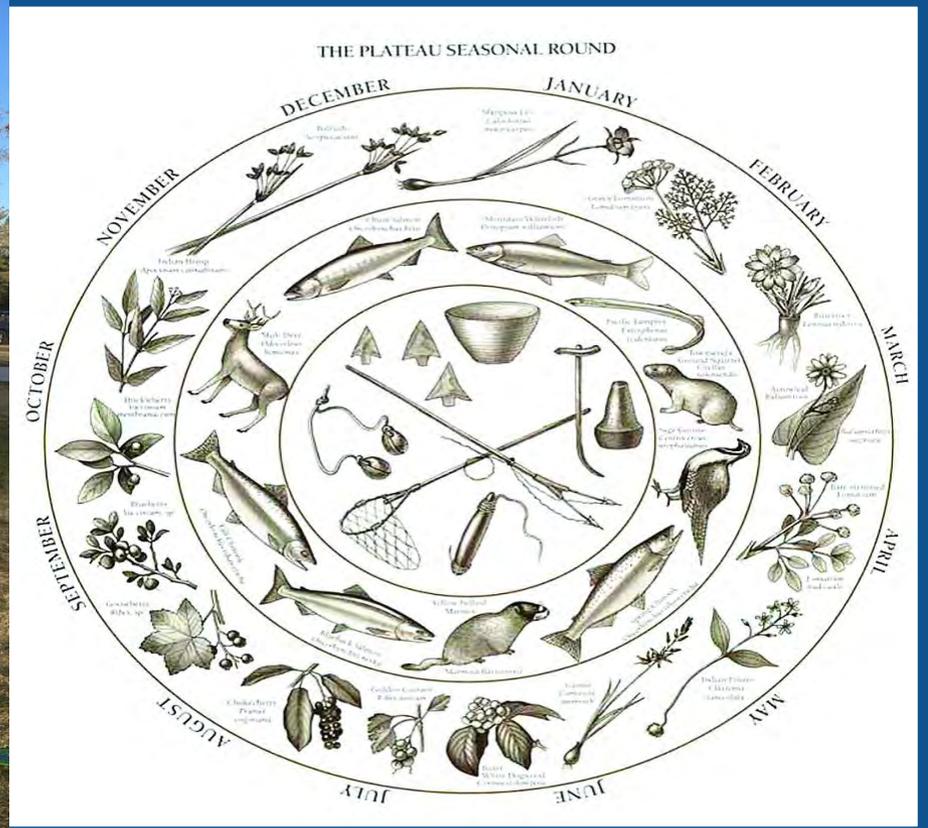
# Complexity of Traffic Safety Issues

- Issues directly related to traffic safety policies – Linking driver's license to employment
- Tribal codes
- Structure of Tribal Departments and Programs
- Offices and services provided to tribes
- Federal and State programs – U.S. Attorney's Office – Prosecutions
- Lack of unifying framework for traffic safety policy

# Traffic Safety Committee

- Tribes have programs that work on traffic safety
- Sometime in silos – not talking
- The best model that we have seen is where tribes have a Traffic Safety Committee – representatives from many departments. Law enforcement, EMS, Court and HHS.
- This helps address the tribal government frameworks and relations to other supporting agencies

# The Power of Cultural Teachings for At Risk Youth



Source: White Earth Nation Cultural Division, retrieved from: <https://www.youtube.com/watch?v=UF0LoUIfeDo>; 1/31/2016.

# Perfect Storm on the Reservation

- Rural areas – no activities for youth
- Peer Pressure – older siblings/cousins introduction substance at young age
- Low supervision – traditionally all relatives involved – even grandma
- Low Religiosity – Moral teachings – tribal culture stripped away
- Lead in drug use – smoking, drinking

# Prescription Drug Abuse -- Opiates

- Prescription pill abuse – all populations
- Tribal communities – Indian Health Service controlling prescriptions across reservations
- Theft & abuse of elders
- Availability leads to Heroin
- Methadone clinics – replacement for heroin.

# Prevention with/and for Youth

- 1. Work with Tribal Elders, Tribal Language Programs, and children to develop a children's book on traffic safety.
- 2. Host a film making experience for tribal youth to develop a script and complete a video of traffic safety issue for youth they feel is important.

# Other Traffic Safety Activities

- 3. Create a model website – traffic safety resources – videos, safety plans
- 4. Create, Conduct and Report on Traffic Safety Attitude, Knowledge and Awareness Survey for each tribe.
- 5. Assist in the development of Tribal Target Zero Safety Committee and assist each tribe to develop a “Strategic Plan” for traffic safety.

# Other Traffic Safety Activities

- 6. Assist the TTZSC to publish articles in Tribal Newspaper on increasing seatbelt use, reducing drugged and drunk driving, reducing speed and distracted driving.
- 7. Encourage improvements in collection, analysis, utilization and sharing of tribe's traffic collision data.

# Traditional Tribal Culture provides Opportunities for Leadership

- Linking Traditional Knowledge to Build a Better Future

