PEDESTRIAN SAFETY IN TRIBAL COMMUNITIES
POLICY ROUND TABLE
(December 7\textsuperscript{th}, 2022)

FINAL REPORT AND RECOMMENDATIONS FOR FURTHER WORK
Policy Round Table
Pedestrian Safety in Tribal Communities
Final Report and Recommendations for Further Work

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Problem Statement

Introduction

According to Safe Transportation Initiative in Jemez Pueblo, NM (a video produced by Pueblo of Jemez), 6,600 speeding citations were issued within the boundaries of the Pueblo in 2017.

With about 3,400 tribal members currently, this community has occupied land along the Jemez River in what is now in north-central New Mexico for more than 700 years. It was during the last century that State Highway 4 was built, transforming the experience of living on the Pueblo of Jemez.

Discussion of Problem

Jemez is far from unique. Numerous tribal communities are bisected by highways, which carry large numbers of high-speed vehicles and usually have no sidewalks or crosswalks.

The communities are harmed in various ways:
- Residents are killed or injured while walking or biking.
- Short trips which involve crossing the highway are completed by driving.
- Parents do not allow their children to play outside without supervision.
- Access to limited physical activity causes/exacerbates chronic disease conditions.
- Noise and air pollution negatively impact mental and physical health.
- Travelers pass through community without any cultural exchange.
- All of these conditions create stress and reduce quality of life.

Most of the damage is caused by the high speed (not necessarily the high volume) of traffic on the highway.

The situation can be summarized by the following Problem Statement:

Tribal communities are often bisected by County, State, or Interstate highways with high-speed traffic, which create safety, health, and quality-of-life problems for residents.
Planning and Preparation

Policy Round Table

To start to address the problem of high-speed highways which bisect tribal communities, plans were developed for a Policy Round Table on Tribal Pedestrian Safety.

The following social justice considerations were incorporated into the planning process:
- Tribal communities have experienced intentional harm, broken promises, and systemic racism.
- As a result, there is a lack of trust between tribal governments and U.S. federal, state, and county governments.
- Therefore, historical harms must be acknowledged and equity must be centered throughout the discussion.
- Each tribe is unique and so it is important not to overgeneralize.

The agenda and format of the Policy Round Table were designed to achieve certain goals:
- Combine plenary presentations, small-group discussions, and report-outs.
- Characterize the problem in terms of the lived experience and professional analyses of participants.
- Explore the background to the problem, conduct a “deep dive” into the policy issues, and identify a range of possible solutions.
- Build consensus among the group and reach agreement on next steps, which may include creation of an action plan and/or more Policy Round Table discussions.
- Center equity throughout the discussion and facilitate an inclusive process.

Several potential solutions were identified in advance of the Policy Round Table:
- Reduce vehicle speeds to 20 miles per hour within communities.
- Create a traffic calming “gateway” at the location where vehicles enter community.
- Use narrow lanes, visual friction, terminating vistas, artistic and cultural designs, informational signs, etc. to encourage/compel drivers to slow down.
- At multiple locations within a community, install landscaped medians, pedestrian crossings with bulb-outs and/or central islands, and intersections with STOP signs.
- Test traffic calming designs by creating and evaluating temporary "pop-up" projects.
- Incorporate all solutions into a Tribal Pedestrian Safety Action Plan (TPSAP).
- Explore Reconnecting Communities and other funding opportunities.

Invitations to participate were sent to approximately 70 community advocates, tribal government leaders, planners and engineers, public health professionals, state and federal DOT officials, researchers, and others.
Reasons for Participating

During the registration process, respondents were asked why they wished to participate in a Policy Round Table on Tribal Pedestrian Safety.

Here are their responses:

- I am Tribal and I work with Tribal communities at the federal level.
- Because I believe the Tribal population experiences dangerous conditions not found in other populations. Moreover, underserved populations most closely related to culture. I believe the voices of those I love deserve to be elevated in events like this.
- Continuous Learning is a necessity!
- Transportation is a Major Barrier in Indian Country for All with disabilities to access needed Services and for obtaining Daily Basic Subsistence
- I am currently working with Eastern Navajo Agency Communities to increase access to physical activity by assisting with walking trails development under a CDC grant.
- This is a very important topic for the Pueblo of Jemez. We are working on a pedestrian trail to mitigate safety risks along the NM-4.
- I am a Tribal Safety Liaison and hope to learn more about concerns of the tribes regarding pedestrian safety. I would like to use what I learn to improve my own understanding to better work with tribes and build trust.
- I am focused on the wellbeing of all communities, especially priority populations, including Tribal communities.
- State routes as main streets thru Tribal land has been a long standing safety concern and policy issue.
- To provide insight through the expertise I possess and participate in meaningful discussions.
- There is much needed work to be done regarding older adult fall prevention and motor vehicle safety. I focus on both of these unintentional preventable injuries and am interested in increasing safety policy in the Albuquerque area and beyond.
- To gain a better understanding of the issues involving tribal pedestrian safety and help to contribute to identifying and implementing solutions
- I would like to learn more from others about what unique or context-sensitive solutions they have used to improve pedestrian safety in tribal communities.
- Discuss concerns re: pedestrian safety in Elmo, MT - Kootenai community
- We work with a number of Tribal Communities and see first-hand the barriers to pedestrians in rural communities.
- In New Mexico, NA/AN are over-represented in pedestrian crashes, and we believe these numbers are under reported.
- Collaborate to reduce fatalities
- Injuries in tribal youth far outpace other demographics.
- To learn more about best practices and what is impacting tribal communities.
• Important subject for our community
• I’d like to learn how I might be able to contribute to an action plan or next steps.
• To hear from others regarding the challenges that pedestrians face in tribal communities
• Yakama Nation has the highest number of fatalities in Washington State
• I am very interested in pedestrian safety and making our community more walkable. We have communities that are rural and have very limited infrastructure. I have been trying to locate funding opportunities to help them fit their needs. I would love to hear from others in similar situations and what they have been working on to improve their communities.
• Help improve traffic safety in Tribal communities
• I am involved in community-based participatory action health promotion research with the Confederated Salish and Kootenai Tribes, and with the Yukon Kuskokwim Health Corporation. In both projects, pedestrian safety has come up as a concern regarding access to, and engagement in, health-generating behaviors. I would like to learn from others about similar concerns, useful strategies and resources, and participate in moving forward to support community health and safety within tribal communities.
• To learn more about the issue.
• To provide input on the needs of our tribal communities.
• Tribal and rural communities have unique challenges to pedestrian safety. These challenges are gaining traction as transportation professionals recognize the need for resources and new paradigms.
• Provide input that can assist to improve tribal community pedestrian safety.
• to learn more on the subject and how our tribe can use this information.
• I work for our local Tribal Roads Program.
• Tribal communities are usually at the end of the road, requiring longer walk and commute times. Improvements to transportation and access is key to successful communities to engage in their region economically and socially.
• I’m interested to learn what tribal communities are prioritizing in terms of needed policy changes, and to share what data and information may be useful to the discussion.
• My unit works with pedestrian safety on highways
• The potential funding opportunity to expand on the pedestrian safety for the community in the tribe.
• To find ways to help plan projects in conjunction with our Tribal partners to increase safety for all users on our state highway network.
• We have two tribes within SW Colorado whose communities are bisected by State and US highways. I am directly involved in the planning of projects to mitigate the effects of these highways.
List of Participants

The following advocates, tribal leaders, planners, engineers, public health professionals, state and federal DOT officials, and researchers attended the Policy Round Table:

- William T. Barnes, Executive Director, Red is the Road to Wellness
- Hoskie Benally, Community and Government Liaison, Native American Disability Law Center
- Sheldon Benally, Research Associate, Univ. New Mexico Prevention Research Center
- Paula Bighorn, HPDP Deputy Director, Fort Peck Tribes
- Sheri Bozic, Planning, Development, Transportation Director, Pueblo of Jemez
- Anna Bosin, Research Engineer & Tribal Relations Liaison, Alaska Department of Transportation & Public Facilities
- Tony Cady, Regional Planning and Environmental Manager, State of Colorado
- Michia Casebier, President, MG Tech-Writing, LLC
- Amar Cid, Program Manager, CalTrans Office on Race and Equity (CORE)
- Esther Corbett, Program Manager, Inter Tribal Council of Arizona
- Bernadette Cuthair, Director of Planning & Development, Ute Mountain Ute Tribe
- Jacob Davis, Tribal Programming Director, Prevent Child Abuse North Dakota
- Kristine Day, US Centers for Disease Control and Prevention
- Sixtus Dominguez, Tribal Injury Prevention Program Coordinator, Albuquerque Area Southwest Tribal Epidemiology Center
- Ron Eck, Director, West Virginia LTAP
- Veronica Farwell, Caltrans
- Nick Foster, Associate Planner, Kittelson & Associates, Inc.
- Tim Funk, Planner, Colorado Department of Transportation
- Frances Gates, Public Health Educator, Confederated Salish-Kootenai Tribes of the Flathead Indian Reservation (CSKT)
- Shannon Glendenning, Active Transportation Programs Supervisor, New Mexico DOT
- Lonora Graves, Native American Liaison Branch, CalTrans
- Emily Hicks, Graduate Assistant, Rural Institute for Inclusive Communities, University of Montana
- Margy Hughes, Alaska Public Health, State of Alaska
- David Kack, Executive Director, Western Transportation Institute
- HollyAnna DeCoteau Littlebull, Tribal Traffic Safety Coordinator, Yakama Nation DNR Engineering Program
- Vernon Lujan, Deputy Tribal Programs Administrator & Transportation Planner, Taos Pueblo
- Hillary Mead, Supervisor, Cherokee Nation Public Health
- Mike McGinn, Executive Director, America Walks
- Patricia Pablo, Grant Writer Supervisor/Planning/Econ Development Dept, Tohono O’odham Nation
Policy Round Table on Tribal Pedestrian Safety

Opening

The Policy Round Table on Tribal Pedestrian Safety was held via video-conference on Wednesday, 7 December, 2022 from 10 am – 12 pm Pacific Time (1 – 3 pm Eastern).

After a land acknowledgement by workshop facilitators Michia Casebier and Ian Thomas, an invocation was delivered by Ron Shutiva, New Mexico Department of Transportation’s Native American Tribal Liaison.

Welcoming remarks were then provided by Hatidza Zaganjor, Behavioral Scientist with the US Centers for Disease Control and Prevention (CDC). In highlighting CDC’s Active People Healthy Nation campaign, Hatidza stated that walking is one of best things anyone can do for their for health, especially when integrated into everyday life. Unfortunately, however, many people do not have access to safe streets, and there is an unequal burden in the epidemic of pedestrian deaths, with American Indians and Alaska Natives (AIAN) disproportionately impacted.
To get a sense of the personal and professional backgrounds of those participating in the Policy Round Table, everyone was asked to complete the following live poll.

A little fewer than half of all participants identified themselves as planners or engineers. Another 24% were public health professionals and 17% were researchers or educators. There were also a few advocates and public safety staff.

Framing the Issue

Ian Thomas provided a framing for the workshop with a slideshow titled *Pedestrian Safety in Communities Bisected by Highways.*

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Starting with pedestrian fatality data illustrating the disproportionate impacts experienced by African Americans and Native Americans, the presentation showed that vehicle speed is the critical factor. When a pedestrian is hit by a car at 20 mph, the fatality risk is only 5%; however, this rises to 85% for a vehicle traveling at 40 mph. This problem is compounded by road designs, especially in tribal communities, which encourage excessive speeds.

All of these data and photographs were presented as evidence for the Policy Round Table’s Problem Statement:

**Tribal communities are often bisected by County, State, or Interstate highways with high-speed traffic, which create safety, health, and quality-of-life problems for residents.**
In response, several participants gave individual testimonials about the specific ways in which this problem is impacting their communities.

- William Barnes (Executive Director, Red is the Road to Wellness) described the high-speed roads in Klamath Falls and Chiloquin, OR, home of the Klamath Tribes, and called for more attention to be given to this problem.
- HollyAnna Littlebull (Traffic Safety Coordinator, Yakama Nation DNR Engineering) reported a large increase in pedestrian fatalities on Highway 97 on the Nation. HollyAnna also announced that the Yakama Nation Heritage Connectivity Trails program recently received more than $1 million in federal funding.
- Anna Bosin (Tribal Relations Liaison, Alaska Department of Transportation and Public Facilities) mentioned the high incidence of “hit and run” pedestrian fatalities in Alaska and explained that many tribal communities in Alaska are ‘off-highway’ with little evaluation of pedestrian and bicycle conditions or needs.
- Vernon Lujan (Transportation Planner, Taos Pueblo) was unable to attend, but provided the following statement: “The construction of sidewalks in Taos is aimed at encouraging tribal community members to feel safe to walk these roadways as in the past – preceding automobile travel on these once wagon and foot trails.”

Documenting the Harms

Following the testimonials, small break-out groups (4-6 persons in each) were formed. Within each group, participants were asked to introduce themselves and then respond to two discussion prompts:
1. Share your lived experience and/or professional analysis of this problem
2. Identify/discuss all of the community harms caused by this problem

Here is a representative selection of excerpts from all of the groups’ written notes:
- High speeds, aggressive drivers, low opportunity to cross
- Drivers texting and not following rules of road
- Speeding, especially by outside contractors (e.g., oil/gas exploration)
- State highways bisecting communities
- Lack of safe places to walk on rural roads
- New Mexico has highest pedestrian fatality rate
- Walking is an important part of communities
- Pedestrians need to cross from residential areas to get to clinic and fitness centers, may hitch hike to town
- Alcohol sales have been prohibited, but folks walk to stores off reservation
- Hidden systemic racism as a layer that blurs our perspective of pedestrian deaths
- Media portrays an uncompassionate view of minorities being killed in communities due to perceptions of minorities being affected by alcohol/drugs
• Elmo has no lighted pedestrian walkways
• Lighting system along road is done by county and can take a long time
• Sidewalks don’t have ADA compliant curb cuts, limited shoulders
• High snow, unplowed areas – lack of snowplows
• 4-lane highway with turning lane, hard to cross
• 700 miles of road, non-tribal vehicle travel through the reservation, tribal members walk, heavy motorcycle traffic, old roads, no shoulders, speeding, lack of lighting, road maintenance (overgrowth), poor traffic vision
• Utah DOT Right Of Way across the reservation a problem, tribal members cannot cross roads, no proper lighting at night, no crosswalk indicators, speeding, no safe walkway
• Limited visibility of school location due to topography (hill limits visual cues)
• Roadway geometry doesn’t reflect a change in design speed within Sells
• Enforcement hasn’t had long term changes in speed.
• AZ revised statutes prioritize movement of people and goods higher than safety – worked on changes in policy, worked with member to get a HAWK signal installed
• Data is a huge policy issue
• Alaska needs better rural data to accurately report on issues - transportation related injuries are under-represented
• Most remote Alaska Native Villages don’t have enforcement so no reported crashes enter the data system. FARS data isn’t totally representative. Trauma Registry and Village Council data needs to be incorporated
• Many projects are focused on improving roads for moving vehicles and not for making them safer for walking
• Limited funding, especially in areas with smaller populations
• Agency standards can limit what is allowed (e.g., not allowing more narrow lane widths, especially on residential roads)
• DOT regulations create barriers to making specific changes on reservations
• Distrust in state agencies is huge

Characterizing the Problem

In addition to the written notes, each of the groups gave a brief, verbal report-out to the entire workshop.

Michia Casebier then summarized the community harms identified and discussed within the groups. These included dangers from high speeds, lack of Safe Routes to School (SRTS), and jurisdictional issues/distrust. She also mentioned the importance of including people with disabilities in local planning processes, and the value of “goat trails” which show the community’s preferred routes walkways.
To wrap up the first part of the Policy Round Table on Tribal Pedestrian Safety, everyone was asked to complete the following live poll.

![Pie chart showing community impacts]

The impact on safety was identified as the most serious negative effect of high-speed roads cutting through communities. However, participants also recognized that significant harm is also caused to public health, quality of life, children and elders, and mobility.

Framing our Response

After a short break, workshop participants reconvened in the main video-conference room.

Michia Casebier gave an overview of different approaches to mitigating the harms caused by high-speed roads in tribal communities. Examples included:

- Communication campaigns such as Pueblo of Jemez’ Safe Transportation Initiative,
- Safe Routes to School programs which focus on improving conditions for children walking to school,
- Complete Streets policies (such as in Pueblo de Cochiti, where sidewalks, curbs and gutters, raised crosswalks, and xeriscaping for drainage have all been installed),
- Vision Zero policies which set the goal of eliminating all traffic fatalities and serious injuries (adopted by some tribes in the US), and
- Traffic calming projects such as community gateways and roundabouts.
The following four practitioners were then invited to describe strategies they have used and/or observed to be effective in addressing the problems caused by high-speed highways which bisect communities:

- **Sheri Bozic** (Director of Planning, Development & Transportation, Pueblo of Jemez) described the process used for the Highway 4 Multi-Use Trail, which started in 2018 by bringing the community together to update the Long-Range Transportation Plan. When pedestrian safety concerns were identified, a trail along and across Highway 4 was prioritized, federal funding through the CMAQ and RTP programs was obtained, and the project is being built with two midblock crossings. Traffic calming is needed – speed limit is 30 mph and yet almost 7,000 speeding tickets are issued each year.

- **Hillary Mead** (Supervisor, Cherokee Nation Public Health) discussed SRTS projects her community has implemented since passing SRTS and Complete Streets policies. With some schools located on major highways, they painted their own crosswalks, turned 2-way stops into 4-way stops, and added speed bumps. They used radar guns to demonstrate that speeds were reduced, and built stronger relationships with the Police Department.

- **Hoskie Benally, Jr** (Community/Government Liaison, Native American Disability Law Center – and recently appointed to the President National Council on Disability) described roundabouts in the Four Corners area of Navajo Nation. In Farmington, roundabouts have been installed along five blocks of Main Street to slow traffic and give pedestrians the opportunity to get across the road safely. Hoskie also gave examples in more rural areas of the Nation.

- **Don Sneed** (Tribal Planning Program Manager and Tribal Liaison, Arizona DOT) talked about the ADOT training on how to work with tribal governments (which he helped develop and is available online). He also advocated for sidewalks along state highways (especially when they are the community’s Main Street), HAWK signals to get drivers’ attention, the addition of shoulders, and better lighting.

### Brainstorming Strategies

New break-out groups were created to consider strategies and solutions, by responding to these two discussion prompts:

1. Share existing strategies you’re familiar with and ideas for new strategies
2. Create/prioritize list of strategies to consider

The following excerpts from the small groups’ notes provide a “flavor” of these discussions:

- **Traffic calming through design does not require enforcement**
- **Speed/speeding is an issue – while education and enforcement can work, need physical changes to the infrastructure to really get people to slow down**
- **Gateway treatments or other treatments “force” drivers to travel at the correct speed**
• Crossing enhancements
• Off-street pathways - get people away from the roads
• Green Streets help manage stormwater, maintain a context-sensitive aesthetic, and can also reduce traffic speeds
• Begin with road safety assessment and develop plans for specific identified problems
• First mile/last mile transit connections can present opportunities for FTA and other funding sources
• Pathways/wayfinding that are safe and use culturally sensitive materials, symbols, etc.
• Tribes should request to have a representative on the State Transportation Board
• Tribes have to manage a delicate balance – preserve cultural heritage and live in modern times
• Tribes who chose to operate under federal funding programs are subject to federal requirements
• The Muscogee Nation performed an intersection safety evaluation across the Reservation, and constructed walking paths within the small, rural tribal communities
• Build long-term relationships between DOT and tribal members – requires resources and time beyond basic information dissemination, but actually spending time in the community in-person and engaging in meaningful dialogue about programs, process, opportunities, policies, issues, and concerns
• Get health folks involved with the transportation department.
• If we believe in and support Vision Zero, then decisions such as lowering speeds should be easy - however, DOTs are often more interested in moving traffic/vehicles
• FHWA recently held a discussion about roundabouts in tribal communities
• Western Transportation Institute at Montana State University hosted 2022 Council of University Transportation Centers (CUTC) Summer Meeting - included sessions on:
  o Building successful collaborations with tribal colleges, governments, and other agencies
  o Rural Safety – How it’s different than Urban Safety
• Other resources:
  o National Center for Rural Road Safety (FHWA Center of Excellence)
  o New Mexico Pedestrian Safety Action Plan (New Mexico Department of Transportation Statewide Plan)
  o New Mexico Department of Transportation Gateway Monument Guidelines (New Mexico Department of Transportation Guidelines)
• Respect sovereignty, advocate for needs, and have meaningful conversations
• Need to create models and examples from entities that are working (e.g. maintenance agreements, universal lighting agreement, donations from railroad)
• States will pay for roads, but not sidewalks - we need values shift in our culture
• Education on resources, how to apply for infrastructure funding
• Replicate ADOT’s Tribal Transportation Training for all DOTs
• Develop a Tribal Specific Walking College through America Walks
Summarizing the Solutions

Michia Casebier facilitated a report-out from several of the small groups.

One common theme was the importance of building intentional, long-term relationships between state and tribal agencies. Programmatic ideas focused on community engagement with children, older adults, and people with disabilities were discussed, as were first and last mile to transit strategies. It’s important to note that Tribal Transportation Program funds can be used for more than just road capacity expansion projects. And Pam Jurney emphasized the potential opportunities made available by making initiatives scalable.

Infrastructures designs which reduce vehicle speeds directly, such as roundabouts and narrower lanes, are promising strategies. Merrill Yazzie noted that the Pueblo de Cochiti had received “pushback” from the Bureau of Indian Affairs to reducing lane widths as a way to slow down vehicles. There was support for the Green and Complete Streets approach because it can achieve multiple goals, including traffic calming and safety improvements.

Planning Next Steps

To wrap up the Policy Round Table on Tribal Pedestrian Safety, participants were asked to provide input on next steps by responding to this final “live polling” question.

Which of the following “Next Steps” do you feel this Policy Round Table (as a group) should take?

- Develop Tribal Pedestrian Safety Action Plan training
- Develop fact-sheets/guidance for communities
- Hold another Policy Round Table on Tribal Pedestrian Safety
- Construct a “pop-up” gateway or roundabout model project
- Write sign-on letters to US and/or State DOTs
- Other
Recommendations for Further Work

Based on input received during the Policy Round Table on Tribal Pedestrian Safety, the following “next steps” are recommended:

1. Hold a follow-up Policy Round Table on Tribal Pedestrian Safety
2. Use this event to plan, design, and prepare for:
   (A) Development of various trainings and guidance documents
   (B) Installation of a “pop-up” gateway or roundabout model project
3. Create a timeline to complete these activities in 2024

Resources

The following resources were referenced during the planning and implementation of the Policy Round Table on Tribal Pedestrian Safety:

- Pedestrian Safety in Native America (Federal Highway Administration, 2004)
- Understanding Roadway Safety in American Indian Reservations (research article by Quick and Narvaez, 2018)
- Safe Transportation Initiative in Jemez Pueblo, NM (12-minute video by Pueblo of Jemez, 2019)
- Tribal Injury Prevention Program (presentation by Albuquerque Area Southwest Tribal Epidemiology Center, 2019) - PDF format only
- Walking and Bicycling in Indian Country: Safe Routes to School in Tribal Communities (Toolkit by Safe Routes to School National Partnership, 2015)
- Walking Towards Justice in Indian Country (America Walks webinar series, 2020):
  o Part 1: Tribal Transportation Planning and Pedestrian Safety
  o Part 2: Missing and Murdered Indigenous Women and Girls
- Inclusive Planning in Tribal Communities: Engaging People with Disabilities in Designing Safe and Accessible Transportation Systems (white paper by America Walks, 2021)
- Walkability in Indian Country (story map by Pamela Skraastad-Jurney, 2021)
- Complete Streets and Tribal Transportation (story map by Pamela Skraastad-Jurney, 2022)
• [National Center for Rural Road Safety](#) (FHWA Center of Excellence)
• [New Mexico Pedestrian Safety Action Plan](#) (New Mexico Department of Transportation Statewide Plan, 2021)
• [New Mexico Department of Transportation Gateway Monument Guidelines](#) (New Mexico Department of Transportation Guidelines, 2021)
• [ADOT Tribal Transportation Consultation Online Training Course](#) (Arizona Department of Transportation training program)
• [Tribal-State Relations Training](#) (program facilitated by Minnesota Department of Transportation)
• [Chiloquin Community Pedestrian and Bicycle Plan](#) (City of Chiloquin, OR planning document, 2019)
• [Roundabouts and Tribal Governments Brief](#) (FHWA brief)
• [Roundabouts with Pedestrians and Cyclists Brief](#) (FHWA brief)
• [Team Safe Roundabout Brief](#) (FHWA brief)