

# **GREAT PLAINS REGION ROAD MAINTENANCE PROPOSAL**

Tribal Interior Budget Council

2018 Budget Formulation

Washington, D.C.

March 22-23, 2016

# Road Maintenance Program

- Issue:** Separate Road Maintenance from the Tribal Government budget activity.
- Recommendation:** Create a new budget activity called “Highways and Streets” and retain the \$26 million allocation and increase funding levels by 25% to address maintenance and repair backlogs and safety standard issues.
- Justification:** Historical Budget Reductions, MAJOR Impacts, View of State of South Dakota budget versus BIA’s budget structure, Unable to address SAFETY Standard Issues, Integrate Department of Transportation Performance Management Principles into BIA Road Maintenance Budget, Benefits of a Performance Budget, and Impact to Tribal Transportation Program Funding

# Unique Event, Common Practice or a Perception

The actual Road Maintenance percentage is not a true and accurate reflection of Road Maintenance funding due to the supplemental of the Tribal Transportation Program funding; the Deferred Maintenance Report will provide justification.

The Tribal Transportation Program is already an underfunded construction program that is supplementing an underfunded Road Maintenance facility/program.

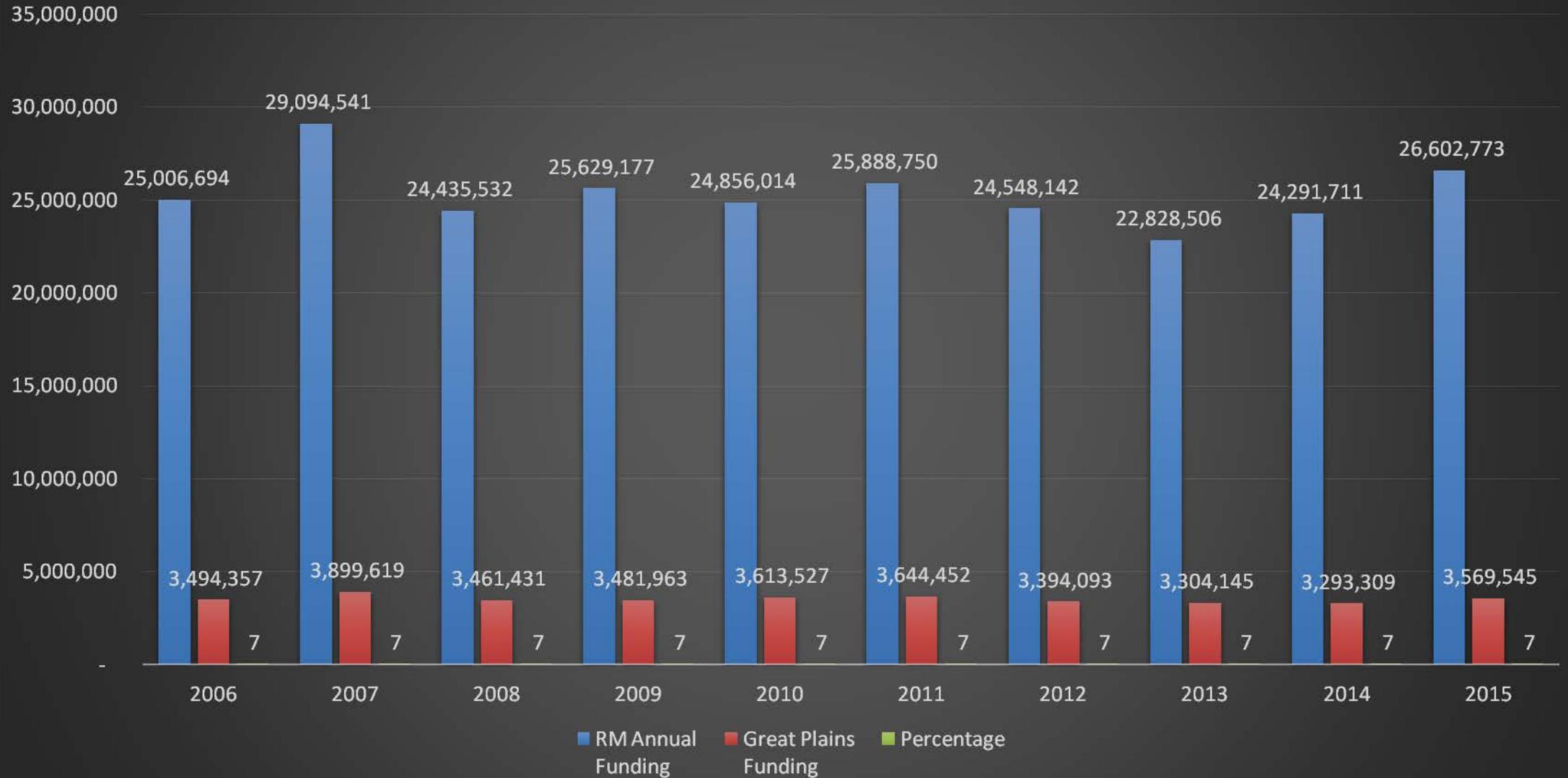
# Road Maintenance Goals and Performance Measures

Separate Road Maintenance from the Tribal Government budget activity. State and Federal Government identify “Transportation” as Departments, separate from other activities in their budgets.

Create a new budget activity called “Highways and Streets” and place Road Maintenance as a sub-activity under it. This will give the program greater visibility and cushion it from potential cuts from other budget activities.

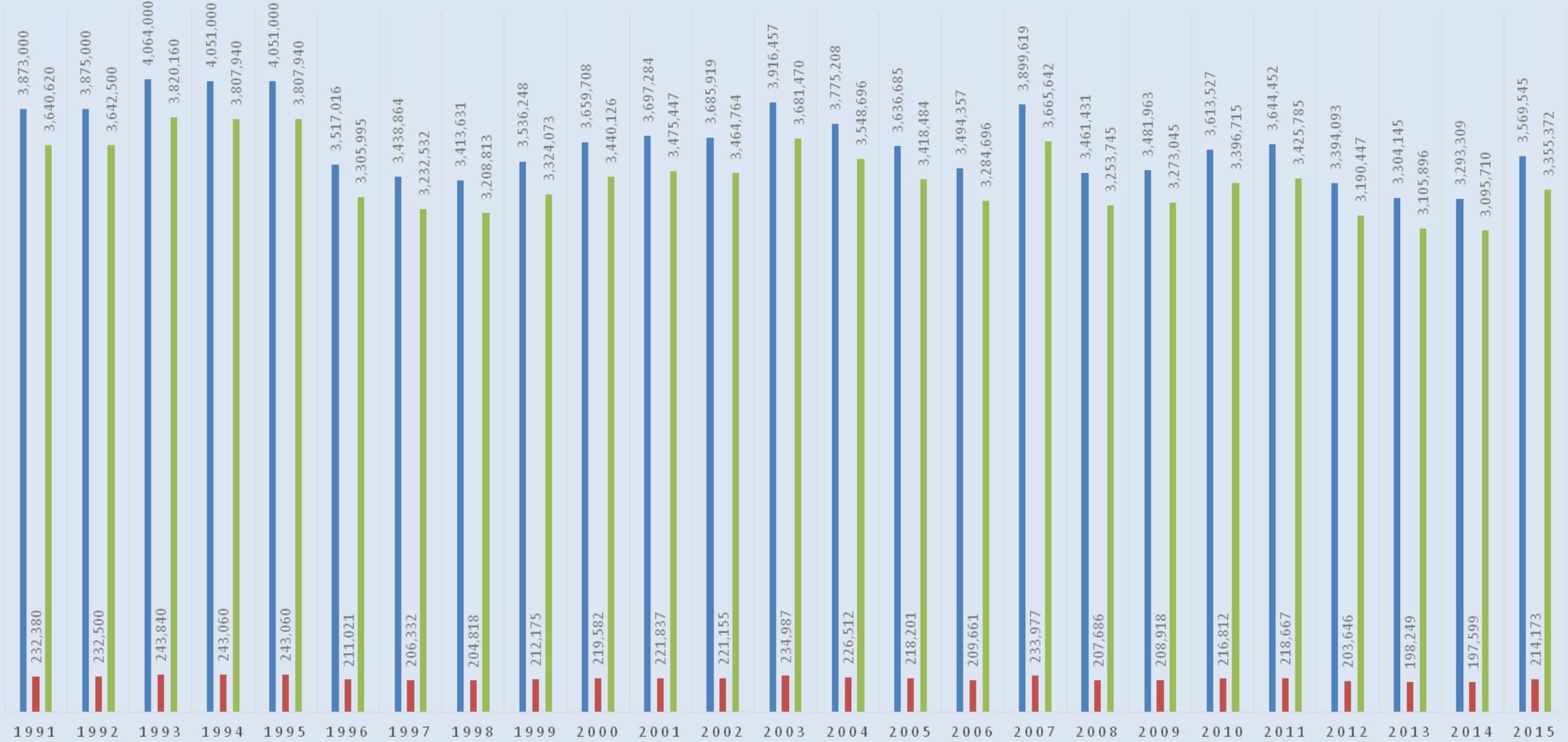
Road Maintenance does not fit in the Tribal Government activity or the Community & Economic Development activity where is previously resided. State governments do not group transportation with other activities in their budgets.

# Historical Road Maintenance Annual Funding



# GREAT PLAINS REGION ROAD MAINTENANCE FUND DISTRIBUTION 1991-2015

■ Funding Amount    
 ■ 6% Obligation Limit to BIA    
 ■ Great Plains Tribes



## Example of a Proposed Reduction Harmful to Road Maintenance

Attached is an example of a competing program within the Tribal Government activity that hurt Road Maintenance in the 2013 Indian Affairs Budget Request Greenbook.

**New Tribes (TPA) (+\$320,000):**

Once a tribe attains Federal recognition, IA formulates a recurring funding level by using the established tribal population. For tribes with a population of 1,700 members or less, a TPA funding level of \$160,000 is recommended. This increase will provide \$160,000 each for two recently recognized tribes, the Shinnecock Indian Nation and the Wilton Rancheria.

**Road Maintenance (TPA) (-\$320,000):**

The proposed reduction of \$320,000 will have a minimal impact on the current condition road maintenance activities. The reduction is a result of a shift in identified priorities by the Administration. Preventive maintenance and rehabilitation for deteriorated roads are crucial for the IA transportation system and the current service delivery will be maintained in FY 2013. BIADOT and the tribes will continue to keep IA-owned streets, roads, highways, and bridges at the target levels for acceptable roads in accordance with the Service Level Index of 14 percent and 62 percent. Regular maintenance activities such as sealing cracks, repairing pavement, cleaning and repairing drains, fixing signals, and sweeping streets will continue in FY 2013.

# MAJOR Impacts to Road Maintenance Program

Funding for the Road Maintenance Program for BIA roads and bridges is \$26,206,773

Previous budget reductions created MAJOR impacts to the Road Maintenance Program:

- Less funding for maintenance and repair.
- Shortfalls.
- Backlog.
- Equipment needs.
- Outdated equipment.
- Staff needed.
- Despair between Northern and Southern hemisphere tribes (harsh weather).
- No start up funds when tribes first contract the program from BIA.
- No start up funds for new tribes.

# Example of the State of South Dakota Budget

As you can see, the State of South Dakota, their transportation department/budget is a stand alone. BIA's Road Maintenance budget is a sub-activity within the Tribal Government Activity.

## Individual Department Budget Book Pages

Funding for each program is presented as general funds, federal funds, and other funds. In addition, expenditures for each program are broken down into personal services and operating expenses. Staffing levels equivalent employees (one FTE = 2,088 hours worked in FY2015.)

[Executive Management](#) (includes the Governor, Bureaus and Office of Economic Development)

[Department of Revenue](#)

[Department of Agriculture](#)

[Department of Tourism](#)

[Department of Game, Fish and Parks](#)

[Department of Tribal Relations](#)

[Department of Social Services](#)

[Department of Health](#)

[Department of Labor and Regulation](#) (includes SD Retirement System)

[Department of Transportation](#)

[Department of Education](#)

[Department of Public Safety](#)

[Board of Regents / Higher Education](#)

[Department of the Military](#)

[Department of Veterans' Affairs](#)

[Department of Corrections - \(Budget Drivers/Performance Measures\)](#)

[Department of Human Services](#)

[Department of Environment and Natural Resources](#)

[Public Utilities Commission](#)

[Unified Judicial System](#)

[Legislature](#) (includes Legislative Research Council and Legislative Audit)

[Attorney General](#)

[School and Public Lands](#)

[Secretary of State](#)

[State Treasurer](#) (includes Investment Council)

[State Auditor](#)

## Example of BIA's Budget Activity Structure

Where do you see Road Maintenance or references to Transportation?

Where does it fit?

|   |  |
|---|--|
| PROGRAM ACTIVITY SUMMARY  |  |
| <b>OPERATION OF INDIAN PROGRAMS</b>   |  |
| Tribal Government   |  |
| Human Services  |  |
| Trust - Natural Resources Management  |  |
| Trust - Real Estate Services  |  |
| Public Safety and Justice   |  |
| Community and Economic Development  |  |
| Executive Direction and Administrative Services                                       |  |
| <b>BUREAU OF INDIAN AFFAIRS</b>   |  |
| <b>BUREAU OF INDIAN EDUCATION</b>   |  |
| Indian Arts and Craft Board   |  |
| <b>OPERATION OF INDIAN PROGRAMS</b>   |  |
| <b>CONSTRUCTION</b>   |  |
| Education Construction  |  |
| Public Safety and Justice Construction  |  |
| Resources Management Construction   |  |
| Other Program Construction  |  |
| <b>CONSTRUCTION</b>   |  |
| <b>INDIAN LAND AND WATER CLAIMS SETTLEMENTS AND MISCELLANEOUS PAYMENTS TO INDIANS</b> |  |
| <b>INDIAN GUARANTEED LOAN PROGRAM</b>   |  |
| <b>TOTAL, DIRECT APPROPRIATED FUNDS</b>   |  |

# Proposed Budget Restructure

## Current

| INDIAN AFFAIRS                      |   | 2013          | 2014          | 2015          |
|-------------------------------------|---|---------------|---------------|---------------|
|                                     |   | Enacted       | Enacted       | Enacted       |
| <b>OPERATION OF INDIAN PROGRAMS</b> |   |               |               |               |
| <b>BUREAU OF INDIAN AFFAIRS</b>     |   |               |               |               |
| TRIBAL GOVERNMENT                   |   |               |               |               |
| A0T90                               | Aid to Tribal Government (TPA)          | 1,455         | 1,422         | 1,304         |
| A0T91                               | Consolidated Tribal Gov't Program (TPA) | 12,348        | 12,305        | 12,344        |
| A0T92                               | Self Governance Compacts (TPA)          |               |               |               |
| A0T93                               | Contract Support (TPA)                  | 19,001        | 21,040        | 21,472        |
| A0T94                               | Indian Self-Determination Fund (TPA)    | 129           | 572           |               |
| A0T95                               | New Tribes (TPA)                        |               |               |               |
| A0T97                               | Small & Needy Tribes (TPA)              |               |               |               |
| A0T96                               | Road Maintenance (TPA)                  | 3,392         | 3,779         | 3,682         |
|                                     | Tribal Government Program Oversight     | 940           | 1,338         | 854           |
| A0T50                               | Central Oversight                       |               |               |               |
| A0T60                               | Regional Oversight                      | 940           | 1,338         | 854           |
|                                     | <b>Total, Tribal Government</b>         | <b>37,265</b> | <b>40,456</b> | <b>39,656</b> |
| <b>HUMAN SERVICES</b>               |   |               |               |               |
| A0H90                               | Social Services (TPA)                   | 4,841         | 5,536         | 5,796         |
| A0H91                               | Welfare Assistance (TPA)                | 13,809        | 12,871        | 12,815        |
| A0H92                               | Indian Child Welfare Act (TPA)          | 844           | 1,054         | 1,095         |
| A0H93                               | Housing Program (TPA)                   | 2,368         | 1,930         | 2,196         |
| A0H94                               | Human Services Tribal Design (TPA)      |               |               |               |
|                                     | Human Services Program Oversight        | 402           | 178           | 221           |
| A0H50                               | Central Oversight                       | 200           |               |               |
| A0H60                               | Regional Oversight                      | 202           | 178           | 221           |
|                                     | <b>Total, Human Services</b>            | <b>22,264</b> | <b>21,569</b> | <b>22,123</b> |

## Proposed (appropriately positioned in the budget structure)

| INDIAN AFFAIRS                      |   | 2013          | 2014          | 2015          |
|-------------------------------------|---|---------------|---------------|---------------|
|                                     |   | Enacted       | Enacted       | Enacted       |
| <b>OPERATION OF INDIAN PROGRAMS</b> |   |               |               |               |
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| A0T50                               | Central Oversight                       |               |               |               |
| A0T60                               | Regional Oversight                      | 940           | 1,338         | 854           |
|                                     | <b>Total, Tribal Government</b>         | <b>33,873</b> | <b>36,677</b> | <b>35,974</b> |
| <b>HIGHWAYS AND STREETS</b>         |   |               |               |               |
| A0S96                               | Road Maintenance (TPA)                  | 3,392         | 3,779         | 3,682         |
|                                     | <b>Total, Highways and Streets</b>      | <b>3,392</b>  | <b>3,779</b>  | <b>3,682</b>  |
| <b>HUMAN SERVICES</b>               |   |               |               |               |
| A0H90                               | Social Services (TPA)                   | 4,841         | 5,536         | 5,796         |
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|                                     | <b>Total, Human Services</b>            | <b>22,264</b> | <b>21,569</b> | <b>22,123</b> |

# SAFETY Standard Issues of Road Maintenance Program

- School bus routes (non-BIA routes)
- Outdated equipment needs
- Retro-reflective signs
- Anti-skid surfaces (chip seals)
- Road surfaces should be stripped annually
- Vegetation control (removal, mowing)
- Pedestrian crosswalks, stripped bi-annually (should be done annually)
- Escalated materials costs (rural tribes)
- Most funds are depleted at the beginning of the 3<sup>rd</sup> quarter in the current fiscal year

# Why Integrate the DOT Performance Management Principles into BIA Road Maintenance Budget?

- A performance driven budget proposal establishes goals and measures that support achievements or objectives.
- A good Performance Management budget supports that the “NEED” is there.
- Require Tribes to report progress.
- **The Deferred Maintenance Report should be considered a measure of accountability of spending (service level index %).**
- If States could be penalized if they fail to report or meet targets then so should Tribes.
- Performance Management is a continual improvement process.

# Benefits of a Performance Budget

- Presenting the facts and statistics gives greater credibility to what you are asking for.
- Greater credibility increases the chances of sustained funding and potential budget increases (how does it benefit the public and taxpayer?)
- More bang-for-the-buck results due to specific targets or measures.

# Impact to Tribal Transportation Program Funding

- If “Road Maintenance” was designated within a stand alone activity (Highways and Streets) AND incorporating DOT performance budgeting principles, a well presented budget would benefit TTP.
- Construction projects are underfunded and delayed when TTP funds are utilized to supplement the Road Maintenance Program.
- TTP funds are not recovered.
- Winter equipment needs.
- Safety issues.
- TTP funding could be reserved only for it’s intended purpose which is **construction**.
- Currently all tribes in the Great Plains Region and nationally take some and up to the 25% share for Road Maintenance.
- **The FAST Act now requires supplemented TTP funds to be reported on to the Secretary of Transportation annually.**

# Tribal Transportation Supplement to Road Maintenance

## Tribes that programmed TTP construction funds for Road Maintenance in FY15

|                         | Programed Amount | Percentage of annual allocation |
|-------------------------|------------------|---------------------------------|
| CHEYENNE RIVER          | \$575,000        | 25%                             |
| FLANDREAU SANTEE        | \$5,000          | 3%                              |
| THREE AFFILIATED TRIBES | \$200,000        | 13%                             |
| SPIRIT LAKE NATION      | \$235,550        | 25%                             |
| ROSEBUD                 | \$911,000        | 25%                             |
| PINE RIDGE              | \$150,000        | 3%                              |
| YANKTON                 | \$205,000        | 19%                             |
| PONCA                   | \$190,000        | 6%                              |
| SISSETON                | \$164,091        | 5%                              |
| STANDING ROCK           | \$500,000        | 22%                             |
| TURTLE MOUNTAIN         | \$100,000        | 5%                              |
| OMAHA                   | \$65,000         | 10%                             |
| WINNEBAGO               | \$35,000         | 11%                             |
| SANTEE                  | \$1,500          | 1%                              |
| CROW CREEK              | \$1,000          | 0%                              |
| LOWER BRULE             | \$163,134        | 25%                             |

\$3,501,275

# Road Maintenance Per Mile Funding Analysis

- After Administrative and Overhead expenses at 2 BIA agencies/reservations, the true funding per mile is approximately \$650, without the TTP Supplement. This must cover gravel material, asphalt patching, oil and diesel fuel, repair work, signage, culvert replacements, blading operations, mowing, snow removal, salt and sand costs. One major snow storm can consume an entire year's budget.

| Tribe                                    | Reservation                 | BIA Road Miles | Tribal Road Miles | Bridge Count | FY 2015 Funded Level | Per Mile Funding |
|--|-----------------------------|----------------|-------------------|--------------|----------------------|------------------|
| Three Affiliated Tribes                  | Fort Berthold Reservation   | 242            | 19                | -            | 438,539              | 1,812            |
| Standing Rock Sioux Tribe                | Standing Rock Reservation   | 220            | 28                | 12           | 444,041              | 2,018            |
| Spirit Lake Tribe                        | Spirit Lake Reservation     | 76             | 23                | -            | 196,881              | 2,591            |
| Turtle Mountain Band of Chippewa Indians | Turtle Mountain Reservation | 176            | -                 | -            | 323,884              | 1,840            |
| Cheyenne River Sioux Tribe               | Cheyenne River Reservation  | 307            | 52                | 24           | 469,865              | 1,531            |
| Crow Creek Sioux Tribe                   | Crow Creek Reservation      | 53             | 2                 | 3            | 136,212              | 2,570            |
| Lower Brule Sioux Tribe                  | Lower Brule Reservation     | 109            | 7                 | 2            | 199,782              | 1,833            |
| Flandreau Santee Sioux Tribe             | Flandreau                   | 8              | -                 | -            | 7,739                | 967              |
| Oglala Sioux Tribe                       | Pine Ridge Reservation      | 519            | 1,457             | 20           | 541,600              | 1,044            |
| Rosebud Sioux Tribe                      | Rosebud Reservation         | 162            | 161               | 11           | 294,115              | 1,816            |
| Yankton Sioux Tribe                      | Yankton Reservation         | 29             | 1                 | -            | 16,141               | 557              |
| Sisseton-Wahpeton Oyate                  | Lake Traverse Reservation   | 92             | 5                 | 1            | 171,447              | 1,864            |
| Ponca Tribe of Nebraska                  | Ponca                       | -              | 4                 | -            | -                    | -                |
| Omaha Tribe                              | Omaha Reservation           | 54             | -                 | 6            | 116,539              | 2,158            |
| Santee Sioux Nation                      | Santee Sioux Reservation    | 15             | 10                | -            | 2,152                | 143              |
| Winnebago Tribe                          | Winnebago Reservation       | 43             | 6                 | 2            | 111,907              | 2,602            |
| <b>TOTALS</b>                            |                             | <b>2,105</b>   | <b>1,775</b>      | <b>81</b>    | <b>\$ 3,470,846</b>  | <b>1,649</b>     |

# Challenges to Creating a Separate “Highways and Streets” Activity within the BIA Budget

A consensus of all tribes/regions for starters.

Acceptance of the idea from BIA, the Department, OMB and Congress.

# Examples of Road Deterioration, Cheyenne River Reservation



# Fort Berthold Reservation



# Spirit Lake Reservation



# Flooded Road Water Rescue, Pine Ridge Reservation, BIA 41 *(Play Audio Clip)*



# Flooded Road Water Rescue, Pine Ridge Reservation, BIA 41



# Flooded Road Water Rescue, Pine Ridge Reservation, BIA 41



# BIA 27 (X U Hill) – Emergency /Urgent, Pine Ridge Reservation



# Sundance Road (Community Road), Pine Ridge Reservation



# Lone Elk Road (Individual residential), Pine Ridge Reservation



# Lake Traverse Reservation of the Sisseton-Wahpeton Oyate



**The End**