SCOTTSBLUFF SAFE STREETS FOR ALL



SAFETY ACTION PLAN



SAFE STREETS | STRONG COMMUNITY

City of SCOTTSBLUFF
A Place of Opportunity

For those we have lost —
and for those we will protect



Acknowledgements

A special thank you to all of our partners and stakeholders who contributed to this Safety Action Plan:

City of Scottsbluff (SB)
Administration
Police Department
Fire Department
Public Works Department
Finance Department

Nebraska State Patrol

Regional West Medical Center (RWMC) Emergency Medical Services (EMS)

Scottsbluff Public and Private Schools
Scottsbluff High School
Bluffs Middle School
Community Christian School
Lincoln Heights Elementary
Longfellow Elementary
Roosevelt Elementary
St. Agnes Catholic School
Westmoor Elementary

Panhandle Public Health District (PPHD)

Tri-City Roadrunner Transit

Consultant Partners
M.C. Schaff & Associates, Inc
JNW Consulting

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Jeanne McKerrigan, Vice-Mayor
Jerry Stricker, City Council Member
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Scott Phillips, City Council Member
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Stakeholders
Nebraska State Patrol
RWMC EMS (RWMS)
Scottsbluff Public School District
Tri-City Roadrunner Transit
Panhandle Public Health District

This Safety Action Plan was developed with support from the U.S. Department of Transportation's SS4A program and reflects the Safe System Approach. Scottsbluff is committed to using this plan to pursue future SS4A implementation funding and carry out data-driven, equity-focused safety improvements across our community.



VISION ZERO

OUR COMMUNITY COMMITMENT TO A FUTURE WHERE NO ONE IS KILLED OR SERIOUSLY INJURED ON OUR STREETS.

CITY OF SCOTTSBLUFF
A Place of Opportunity

308-632-4136
2525 Circle Drive
Scottsbluff, NE 69361

The safety of our residents is one of the City of Scottsbluff's highest priorities. Every crash affects more than statistics—it impacts families, businesses, and our broader community. While many crashes result only in property damage, even one serious injury or fatality is too many.

Even crashes that do not result in serious injury carry significant consequences. Property damage, rising insurance costs, emergency response demands, traffic delays, and damage to public infrastructure—such as signal cabinets, signage, and roadway features—place financial and operational burdens on our community. Every crash has a cost.

Over the past year, Scottsbluff has taken a comprehensive, data-driven look at where and why crashes occur. By analyzing ten years of crash data, mapping our High Injury Network, and listening to more than a thousand residents, stakeholders and regional community members, this Safety Action Plan reflects both lived experience and objective analysis. The findings are clear: crashes are concentrated on a limited number of corridors and intersections, speed plays a critical role in crash severity, and vulnerable road users—including pedestrians, bicyclists, children, and older adults—face disproportionate risk.

This plan moves beyond identifying problems. It outlines targeted, systemic strategies to reduce fatal and serious injury crashes through safer street design, improved crossings, speed management, and stronger community partnerships. Just as importantly, it reinforces that street safety is a shared responsibility. Together, we can reach a future with zero fatalities or serious injuries on Scottsbluff roadways.

On behalf of the City of Scottsbluff, I thank every resident, school, business, and community partner who contributed to this effort. Together, we are building a safer transportation system that protects all who live, work, and travel here.

We are committed not just to planning, but to action.

Sincerely,

Betsy Vidlak

Betsy Vidlak
Mayor, City of Scottsbluff



ELIMINATE FATAL AND SEVERE CRASHES BY **2036**.

REDUCE THE NUMBER OF SEVERE ROADWAY CRASHES AND FATALITIES **50%** BY **2031**.

IMPLEMENT A SAFE SYSTEM APPROACH, EMPHASIZING **SAFER SPEEDS, SAFER STREETS, AND SAFER PEOPLE**.

UTILIZE DATA-DRIVEN DECISION MAKING TO PRIORITIZE AND IMPLEMENT **SAFETY IMPROVEMENTS**.

CONTENTS

BUILDING A SAFER TRANSPORTATION SYSTEM FOR ALL

II DEDICATION

III ACKNOWLEDGEMENTS

V LETTER FROM MAYOR

VI LEADERSHIP COMMITMENT AND GOALS

XV EXECUTIVE SUMMARY

XXIII INTRODUCTION

01 1. WHY SCOTTSBLUFF NEEDS SAFER STREETS

15 2. EVERYONE HAS A ROLE IN STREET SAFETY

27 3. WHERE AND WHY CRASHES HAPPEN

63 4. WHAT WE CAN DO TO MAKE STREETS SAFER

85 5. IMPLEMENTING AND SUSTAINING SAFER STREETS IN SCOTTSBLUFF

APPENDICES

A1 ENGAGEMENT

A2 COLLISIONS

A3 CRASH MAPS

A4 FINDINGS

A5 BASELINE DATA

A6 MAPS

A7 METHODS

A8 PROJECTS

A9 COUNTERMEASURES

A10 SUPPORT

A11 DOCUMENTATION

A12 SUPPLEMENTAL ASSESSMENTS

APPENDICES CAN BE FOUND ONLINE AT: BIT.LY/SCOTTSBLUFFSS4A

CHAPTER SUBSECTIONS

1 Why Scottsbluff Needs Safer Streets

1.1 THE IMPORTANCE OF SAFE STREETS 1
1.2 THE SAFE SYSTEM APPROACH 3
1.3 A SHARED VISION FOR CHANGE 5
1.4 COMPARISON CITIES 7
1.5 EQUITY AND URGENCY 11
1.6 NEIGHBORHOOD CONTEXT AND EQUITY CONSIDERATIONS 14
1.7 FEDERAL SUPPORT FOR LOCAL ACTION 14

2 Everyone Has A Role In Street Safety

2.1 COMMUNITY INPUT SUMMARY 16
2.2 WHO WE HEARD FROM 19
2.3 WHAT PEOPLE SAID 21
2.4 PERCEPTION VS. CRASH DATA 23
2.5 ENGAGEMENT TIMELINE 26
2.6 HOW INPUT SHAPED THE PLAN 26
2.7 ONGOING ROLE OF THE COMMUNITY 26

3 Where And Why Crashes Happen

3.1 UNDERSTANDING PATTERNS TO PREVENT SERIOUS INJURY 27
3.2 CRASH OVERVIEW 28
3.3 THE HIGH INJURY NETWORK (HIN) 29
3.4 SPACIAL DISTRIBUTION OF CRASHES THROUGHOUT TIME 35
3.5 5-YEAR KSI CRASH TREND ANALYSIS 37
3.6 ENFORCEMENT DATA INTEGRATION 38
3.7 CRASH TYPE BREAKDOWNS 39
3.8 ANGLE CRASHES 41
3.9 SINGLE VEHICLE CRASHES 42
3.10 FRONT-REAR CRASHES 43
3.11 FRONT-FRONT CRASHES 44
3.12 SIDESWIPE (SAME) CRASHES 45
3.13 SIDESWIPE (OPPOSITE) CRASHES 46
3.14 REAR-REAR AND REAR-SIDE CRASHES 47
3.15 UNKNOWN/OTHER CRASHES 48
3.16 CRASH SPECIFICS AND CONTRIBUTING FACTORS 49
3.17 WHO IS MOST AFFECTED 53
3.18 AGE AND GENDER 54
3.19 WHEN CRASHES OCCUR 55
3.20 VULNERABLE ROAD USERS – PEDESTRIANS, BICYCLISTS, & MOTORCYCLISTS 57
3.21 WHAT THE DATA TELLS US 62



4

What We Can Do To Make Streets Safer

4.1 FROM FINDINGS TO STRATEGY 63
4.2 A SAFE SYSTEM FRAMEWORK 63
4.4 SAFER INTERSECTIONS 64
4.5 CORRIDOR SAFETY IMPROVEMENTS 65
4.6 SCHOOL ZONE AND YOUTH SAFETY ENHANCEMENTS 67
4.7 VULNERABLE ROAD USER PROTECTION 67
4.8 REGIONAL CONNECTIVITY AND MULTIMODAL SPINE IMPROVEMENTS 67
4.9 BEHAVIORAL AND POLICY STRATEGIES 68
4.10 PROJECT PRIORITIZATION FRAMEWORK 68
4.11 SHORT-, MID-, AND LONG-TERM ACTION PLAN 69
4.12 IMPLEMENTATION TIERS: FROM PRIORITY TO DELIVERY 70
4.13 PROJECT, PROGRAM & POLICY ACTION SUMMARIES 71
4.14 GOVERNANCE, MONITORING, AND PLAN UPDATES 84

5

Implementing and Sustaining Safer Streets in Scottsbluff

5.1 FROM STRATEGY TO SAVED LIVES 85
5.2 IMPLEMENTATION FRAMEWORK 86
5.3 WHO DOES WHAT: GOVERNANCE & ROLES 87
5.4 WHAT HAPPENS FIRST: PHASED DELIVERY PLAN 89
5.5 ACTION PLAN ACTIONS & IMPLEMENTATION GUIDE 90
5.5.1 ACTION CATEGORIES 90
5.5.2 IMPLEMENTATION ACTION MATRIX 91
5.6 HOW WE PAY FOR IT: FUNDING & GRANT READINESS 97
5.7 HOW WE MEASURE SUCCESS PERFORMANCE & ACCOUNTABILITY 99
5.8 WORKING ACROSS BOUNDARIES: INTER-AGENCY COORDINATION 100
5.9 SUSTAINING MOMENTUM: FROM PLAN TO ACTION 100
5.10 FEDERAL COMPLIANCE & SS4A ALIGNMENT 101
5.11 COUNCIL ADOPTION SUMMARY PURPOSE 103

GLOSSARY OF ACRONYMS

- ADA - Americans with Disabilities Act
- BNSF – Burlington Northern and Santa Fe Railway
- CIP – Capital Improvement Planning
- CM – Countermeasure
- EMS – Emergency Medical Services
- ETJ – Extraterritorial Jurisdiction
- FHWA – Federal Highway Administration
- GIS – Geographic Information System
- HIN – High Injury Network
- HSIP – Highway Safety Improvement Program
- HSO – Highway Safety Office
- Injury A (Inj-A) – Severe Injury
- Injury B (Inj-B) – Observed Injury
- Injury C (Inj-C) – Possible Injury
- KSI – Killed or Seriously Injured
- LTAP – Local Technical Assistance Program
- LTL – Left Turn Leaving
- NDOT – Nebraska Department of Transportation
- PDO – Property Damage Only
- RRFBs – Rectangular Rapid Flashing Beacons
- RWMS – Regional West Medical Services
- SAP – Safety Action Plan
- SBPS — Scottsbluff Public Schools
- SS4A – Safe Streets for All
- TAP – Transportation Alternatives Program
- USDOT – United States Department of Transportation

LIST OF FIGURES

Figure 1-1. Ten Year Average - Fatalities per 100k Population (2014-2023) 2
Figure 1-2. Scottsbluff Fatalities vs. National Average (2014-2023) 2
Figure 1-3. The Safe System Approach (FHWA) 3
Figure 1-4. Project Area: Scottsbluff SS4A Safety Action Plan 6
Figure 1-5, 1-6, and 1-7. Scottsbluff and Comparison City Crash Rates 8
Figure 1-8. Crash Heat Maps by Community 9
Figure 1-9. Community Engagement Areas 11
Figure 1-10. Income Overview 12
Figure 1-11. Ethnicity and Population by Census Tract 12
Figure 1-12. Disadvantaged Census tracts in Scottsbluff, NE. 13
Figure 2-1. Community Engagement Event Locations 16
Figure 2-2. Survey Participation by Area 20
Figure 2-3. Scottsbluff Population by Area 20
Figure 2-4. Survey Response Compared to Population 20
Figure 2-5. Public Comment Heat Map 23
Figure 2-6. Crash Density Heat Map (2014–2023) 24
Figure 3-1. Crash Severity Distribution for the Project Area (City and ETJ, 2014–2023) 28
Figure 3-2. Tier 1 & Tier 2 HIN (2014–2023) 29
Figure 3-3. HIN Network Statistics 29
Figure 3-4. High Injury Network and Traffic Control 31
Figure 3-5. KSI Crashes, Posted Speed Limits and Traffic Control 32
Figure 3-6. Disadvantaged Census tracts and Killed and Seriously Injured Crash Locations. 33
Figure 3-7. Hot Spots 36
Figure 3-8. 2017 - 2021 KSI Crashes 37
Figure 3-11. 2020 - 2024 KSI Crashes 37
Figure 3-9. 2018 - 2022 KSI Crashes 38
Figure 3-10. 2019 - 2023 KSI Crashes 38
Figure 3-12. 2021 - 2025 KSI Crashes 38
Figure 3-13. Angle Crashes 39
Figure 3-14. Single Vehicle Crashes 40
Figure 3-15. Total Crash Type Distribution (2014–2023) 40
Figure 3-16. Angle Crashes 41
Figure 3-17. Single Vehicle Crashes 42
Figure 3-18. Front-Rear Crashes 43
Figure 3-19. Front-Front Crashes 44
Figure 3-20. Sideswipe Same Crashes 45
Figure 3-21. Sideswipe Opposite Crashes 46
Figure 3-22. Rear-Rear & Rear-Side Crashes 47
Figure 3-23. Unknown/Other Crashes 48
Figure 3-24. Why Speed Matters 50
Figure 3-25. Crash Severity Key Factors 51
Figure 3-26. Clear Weather KSI Crashes 52
Figure 3-27. Lighting: Non-KSI Crashes 52
Figure 3-28. Lighting: KSI Crashes 52



Figure 3-29. Vulnerable Road User Crashes 53
Figure 3-30. KSI Crash Distribution by Age Group 54
Figure 3-31. KSI Crash Distribution by Gender 54
Figure 3-32. KSI Crash Distribution by Gender 54
Figure 3-33. Crashes: Days of the Week 55
Figure 3-34. Crashes: Monthly 55
Figure 3-35. Crashes: Annually 56
Figure 3-36. Crashes: Time of Day 56
Figure 3-37. All Crashes Involving Vulnerable Road Users (2014-2023) 58
Figure 3-38. Vulnerable Road User Crashes 59
Figure 3-39. Current Trails, Schools, and Points of Interest 60
Figure 4-1. Tier 1 PROJECT Actions — Immediate Safety Improvements 77
Figure 4-2. Tier 1 PROGRAM Actions — Immediate Safety Improvements 78
Figure 4-3. Tier 2 PROJECT Actions — Corridor & System Expansion 80
Figure 4-4. Tier 3 PROJECT Actions — Long-Term Safety Improvements 82
Figure 5-1. Project Partners and Stakeholder Organizations 87
Figure 5-2. Phased Implementation Strategy 89
Figure 5-3. Funding Strategy & Sources 97
Figure 5-4. Performance Monitoring and Accountability 99
Figure 5-5. Scottsbluff Safety Action Plan adopted by City Council, May 18, 2026 104
Figure 5-6. Vision Zero Resolution adopted May 4, 2026. 105

LIST OF TABLES

Table ES-1. Priority Projects (J1–J6): Near-Term and High-Impact Safety Investments xix
Table ES-2. Priority Projects (J7–J11): Network Expansion and System Connectivity xx
Table ES-3. Programs and Policies (P1–P5, O1): Supporting Implementation and Long-Term Safety xxi
Table 2-1. SS4A Engagement Activities 25
Table 3-1. KSI Crashes Contributing Factors (2014–2023) 49
Table 3-2. Vulnerable Road Users 59
Table 4-1. Plan-Wide Countermeasure Toolkit 66
Table 4-2. Why These Safety Focus Areas? 70
Table 4-3.1. Priority & Alignment Matrix — Capital Projects 71
Table 4-3.2. Priority & Alignment Matrix — Programs 73
Table 4-3.3. Priority & Alignment Matrix — Policies 73
Table 4-4. Tier 1 Actions Summary — Immediate Safety Improvements 76
Table 4-5. Tier 2 Actions Summary — Corridor & System Expansion 79
Table 4-6. Tier 3 Actions Summary — Long-Term System Improvements 81
Table 5-1. Implementation Priorities 98

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SEVERE CRASHES ARE NOT
RANDOM.
THEY ARE PREDICTABLE –
AND PREVENTABLE.

EXECUTIVE SUMMARY

Scottsbluff serves as the economic and mobility hub of Western Nebraska. Major corridors, including US-26, Avenue I (Highway 71), Broadway, and 20th Street carry regional traffic, freight movement, school travel, and local trips that support commerce and community life. However, these corridors also carry predictable safety risks.

Between 2014 and 2023, Scottsbluff experienced 5,361 reported crashes, including 79 serious injury crashes and 14 fatal crashes.

Analysis of ten years of crash data (2014–2023) confirms that fatal and serious injury crashes are concentrated along a limited number of corridors and intersections.

> *These patterns are not random—they are systemic, predictable, and preventable.*

Between 2014 and 2023, severe crashes clustered along US-26, Avenue I, Broadway, and East Overland, and near school campuses and rail crossings. These locations share common characteristics:

- Higher operating speeds
- Multi-lane crossings
- Complex turning movements at signalized intersections
- Limited pedestrian protection and crossing enhancements
- Visibility challenges at night
- Exposure near schools and commercial centers

While eliminating fatal and serious injury crashes is the central goal of this plan, all levels of traffic crashes impact the community. Property-damage-only crashes disrupt traffic flow, strain emergency services, damage public infrastructure, increase insurance premiums, and impose financial hardship on families and businesses. The economic and operational cost of crashes extends far beyond the crash scene.

The Scottsbluff Safe Streets and Roads for All (SS4A) Safety Action Plan establishes a Vision Zero–aligned roadmap to eliminate fatal and serious injury crashes on Scottsbluff City streets. Grounded in crash data, High Injury Network (HIN) analysis, school safety assessments, and extensive community engagement, the plan applies Safe System principles to manage speed, reduce conflict exposure, improve visibility, and protect vulnerable road users.

FROM DATA TO ACTION

The plan translates documented risk into a coordinated implementation framework that includes:

- Targeted corridor and intersection modernization along Tier 1 High Injury Network segments
- School zone and youth mobility protections
- Sidewalk, ADA, and pathway network improvements
- Rail crossing safety and system resilience strategies
- Lighting and visibility upgrades
- Quick-build and interim treatments
- Education, enforcement coordination, and performance monitoring
- Policy and ordinance updates to institutionalize safety

Rather than focusing solely on isolated crash locations, the plan prioritizes corridor-level and network-level strategies where severe crashes are most likely to occur.

HOW SCOTTSBLUFF WILL ACT:

A SYSTEMIC IMPLEMENTATION STRATEGY

To move from planning to measurable safety improvements, Scottsbluff has organized its highest-priority actions into three coordinated **Safety Focus Areas**. Together, these focus areas address immediate risk, protect vulnerable users, and modernize high-severity corridors.

1. **School & Youth Safety Protection**
2. **High-Severity Corridor Modernization**
3. **Systemic Citywide & Network Improvements**

These focus areas allow the City to:

- Advance near-term quick-build improvements
- Pursue major corridor and signal upgrades
- Strengthen school environments
- Improve pedestrian and ADA continuity
- Coordinate with NDOT and rail partners
- Build long-term institutional safety capacity

This scalable framework supports phased implementation and aligns with SS4A Implementation Grant priorities.

A SHARED COMMITMENT

In a community the size of Scottsbluff, serious crashes have personal impact. This Safety Action Plan recognizes that reality and commits to proactive, data-driven change—ensuring that roadway design, policy, and operations work together to prevent future tragedies.

By focusing on predictable risk environments and applying proven countermeasures consistently across the network, Scottsbluff is positioned to make measurable progress toward eliminating fatal and serious injury crashes.

Detailed projects, programs, policies, cost estimates, and implementation matrices are provided in **CHAPTER 4** and **APPENDIX A8**.

> *To implement this Safety Action Plan, the City of Scottsbluff has organized its highest-priority actions into three coordinated implementation safety focus areas. Each focus area addresses a different aspect of traffic safety risk, while working together to reduce fatal and serious injury crashes across the city.*



PRIORITY SAFETY FOCUS AREAS

FOCUS AREA 1 – SCHOOL & YOUTH SAFETY PROTECTION

Critical Community Focus

Why This Matters

School travel creates predictable, high-exposure conditions during concentrated arrival and dismissal periods near campuses and along walking routes. Children are among the most vulnerable roadway users.

Primary Risks Addressed

- Peak-hour pedestrian congestion near campuses
- Child pedestrian exposure at crossings
- Inconsistent crossing visibility
- Sidewalk gaps near schools
- Vehicle turning conflicts during drop-off/pick-up

Core Strategies

- School zone standardization
- Crossing visibility upgrades
- Circulation and access improvements
- ADA ramp and sidewalk gap closure
- Education and enforcement coordination

Who Benefits

- Students, families, school staff, and nearby residents.

FOCUS AREA 1 protects children and vulnerable users.

FOCUS AREA 2 – HIGH-SEVERITY CORRIDOR MODERNIZATION

High Impact Priority

Why This Matters

A disproportionate share of Scottsbluff's fatal and serious injury crashes occur along major arterial corridors, including US-26, Avenue I, Broadway, and 20th Street.

Primary Risks Addressed

- Signal visibility and turning conflicts
- Angle and rear-end crashes
- Red light running
- Multi-lane pedestrian crossings
- High operating speeds
- Freight and truck interactions

Core Strategies

- Signal modernization and visibility upgrades (backplates, improved timing, advance warning)
- Intersection design enhancements (protected turns, conflict reduction treatments)
- High-visibility pedestrian crossings and refuge improvements
- Corridor lighting and nighttime visibility upgrades
- Access management and turn-lane improvements
- NDOT coordination for phased corridor modernization

Who Benefits

- Drivers, freight operators, pedestrians, bicyclists, transit riders, regional travelers.

FOCUS AREA 2 reduces risk on the highest crash severity corridors.

FOCUS AREA 3 – SYSTEMIC CITYWIDE & NETWORK IMPROVEMENTS

Foundational System Strategy

Why This Matters

Many severe crashes are linked to underlying network-wide conditions—lighting gaps, incomplete sidewalks, rail interfaces, and speed management inconsistencies.

Primary Risks Addressed

- Nighttime severity
- Discontinuous pedestrian facilities
- Rail crossing exposure
- Neighborhood speeding
- Inconsistent treatments across corridors

Core Strategies

- Targeted lighting upgrades
- Sidewalk and ADA gap elimination
- Pathway network completion
- Rail crossing enhancements
- Quick-build traffic calming
- Ongoing safety performance monitoring

Who Benefits

- Residents across all neighborhoods and travel modes.

FOCUS AREA 3 strengthens the entire transportation network for lasting safety.

FROM STRATEGY TO ACTION:

WHAT WILL BE BUILT

To move from planning to implementation, the Safety Action Plan organizes projects, programs, and policies into a clear, trackable action framework. Each action is assigned a unique identifier (J, P, or O), along with a delivery tier and an indication of whether it can be implemented as a quick-build improvement.

- **Projects** (J) represent physical infrastructure improvements
- **Programs** (P) represent ongoing initiatives, partnerships, and education efforts
- **Policies** (O) represent ordinance updates and institutional changes

To support implementation, all actions are organized into three tiers that reflect priority, readiness, and coordination needs, as well as a Quick Build identifier.

- **Tier** — indicating timing and priority (Tier 1 = near-term, Tier 2 = mid-term, Tier 3 = long-term)
- **Quick Build** (QB) — actions that can be implemented rapidly using low-cost, flexible materials



Tier 1 focuses on near-term, high-impact improvements



Tier 2 advances corridor and system upgrades



Tier 3 represents long-term investments that complete the network.

Together, these tiers provide a clear, phased roadmap for moving from strategy to implementation.

The following tables provide a comprehensive, implementation-ready roadmap, linking high-level safety strategies to specific, deliverable actions. They are designed to help City staff, elected officials, and partners quickly understand:

- What comes first
- What can be implemented quickly
- What requires coordination, design, or funding
- How individual actions contribute to broader safety goals

See **CHAPTER 4** for more information. Detailed descriptions, cost estimates, and mapping for each item are provided **APPENDIX A8**.

Table Key
QB Quick Build
● ***Tier 1 = Act Now***
● ***Tier 2 = Scale Up***
○ ***Tier 3 = Build Long-Term***



Table ES-1. Priority Projects (J1–J6): Near-Term and High-Impact Safety Investments

Priority infrastructure projects J1—J6 focus on corridor modernization, intersection safety, school access, and early implementation opportunities. Many Tier 1 actions include quick-build treatments that can be deployed rapidly to address immediate risk while longer-term improvements are developed.

Projects		Tier	Quick Build
J1	**US-26 Signal & Intersection Modernization**	**1**	
	Signal Visibility Modernization	●	QB
	Signal Operations & Phasing Review	●	QB
	Pedestrian Crossing Modernization	●	QB
	Unsignalized Tier 1 Intersections Enhancements (14th Ave & E 20th St)	●	QB
J2	**Targeted Corridor & Intersection Safety Corrections**	**1, 2**	
	Signing & Striping Corrections	● ◐	QB
	Targeted Signal Operations Review (City Signals)	●	QB
	Avenue I Corridor Enhancements	●	QB
	Tier 2 Neighborhood Stop/Yield Review	●	QB
J3	**East Overland Targeted Improvements**	**1, 3**	
	9th Avenue & East Overland	●	
	Mid-Block Crossing East of 14th Avenue and 21st Avenue	● ○	QB
	21st Avenue & East Overland	●	QB
J4	**North Broadway & Bluffs Middle School Safety Improvements**	**1-2-3**	
	Enhanced / Raised Pedestrian Crossing (Priority Action)	● ◐	
	Median Configuration Review	◐	
	School Zone Speed Reinforcement	●	QB
	Lighting & Visibility Enhancements	◐ ○	
J5	**Active Transportation Network Completion**	**1-2-3**	
	East US-26 Pedestrian/Bicycle Separation Feasibility	●	
	Southeast Neighborhood Pathway Spine	●	
	South Beltline Pathway Completion (East Side)	●	
	US-26 East Parallel Shared-Use Path	○	
	Perimeter Bikeway Treatments	◐	
	Monument Pathway Connectors at Avenue I	◐	
	Quick-Build On-Street Bike Bicycle Routes / Bicycle Lanes / Share the Road	●	QB
J6	**School Circulation & Access Safety Program**	**1-2-3**	
	Scottsbluff High School Access & Parking Optimization		
	Parking Lot Operations Refinement	◐	QB
	Residential Spillover Mitigation Study	◐	
	Northwest Connector Road – Feasibility & Conceptual Design	◐	
	School Zone Signage Enhancements	●	QB
	High Visibility Crosswalks	●	QB
	RRFB Enhancements (select locations where warranted)	○	QB
	Parking reconfiguration (select locations where warranted)	○	
	Pullout (select locations where warranted)	○	
	Circulation Evaluation and Improvements (select locations where warranted)	◐	QB
	Pedestrian Lighting Enhancements	◐	
	Review existing study of E 27th Street Roadway @ SHS	◐	

Table ES-2. Priority Projects (J7–J11): Network Expansion and System Connectivity

Priority projects J7—J11 expand system connectivity, improve transit access, enhance rail corridor safety, and advance pedestrian and bicycle infrastructure. These projects support both near-term improvements and longer-term system completion across the network.

Projects		Tier	Quick Build
J7	**Transit Stop Upgrade Program**	**1-2-3**	
	ADA Boarding Pads & Accessibility Improvements	◉	**QB**
	Shelter Installation Program	●	**QB**
	Lighting Enhancements at Stops	○	
	Bus Stop Location Optimization	◉	**QB**
	Feasibility Review for Select Pull-Out Locations	◉	
J8	**Rail Corridor Safety & Accessibility Upgrades**	**1-2-3**	
	In-Town Rail Grade Separation Feasibility Study	◉ ○	
	Pedestrian/Bicycle Rail Separation Feasibility (SE Pathway Connection)	◉	
	Crossing surface rehabilitation	●	
	ADA sidewalk completion & ramp upgrades	●	
	Pedestrian delineation enhancements	●	**QB**
	LED lighting upgrades	●	
	Pavement marking refresh (RR Crossing, STOP bars)	●	
	Advance warning signage improvements	◉	**QB**
J9	**Pathway Master Plan**	**1**	
	Network & Connectivity Assessment	●	
	Risk & Exposure Analysis	●	
	Alignment Development	●	
	Cost & Phasing Strategy	●	
	Policy & Development Integration	●	
	Community Engagement	●	
	Plan Document and GIS Deliverables	●	
J10	**Sidewalk & ADA Gap Elimination Program**	**1**	
	Sidewalk Gap Closure	●	
	ADA Curb Ramp Upgrade	●	**QB**
	Southeast Neighborhood Focus	●	**QB**
	School-Adjacent Accessibility Improvements	●	**QB**
	Transit Stop Accessibility Integration	●	**QB**
J11	**Southeast Neighborhood Safety Improvements**	**1, 2**	
	Stop/Yield Review & Signing Corrections	●	**QB**
	High-Visibility Crosswalk Treatments	●	**QB**
	Targeted Traffic Calming (HIN-Based Only) Build Curb Extension Enhancements (Paint & Post)	●	**QB**
	Pedestrian Lighting Improvements (Targeted Locations)	◉	
	Sidewalk Tie-Ins - Into SE Pathway Spine (J5b)	●	

Table Key

QB Quick Build

● ***Tier 1 = Act Now***

◉ ***Tier 2 = Scale Up***

○ ***Tier 3 = Build Long-Term***



Table ES-3. Programs and Policies (P1–P5, O1): Supporting Implementation and Long-Term Safety
Programs P1—P5 and policy actions included in O1 reinforce infrastructure investments through education, enforcement, coordination, and institutional change. These actions are essential to sustaining safety improvements and aligning the transportation system with Safe System principles.

Programs		Tier	Quick Build
P1	**School Zone Standardization Program**	**1**	
	Citywide School Zone Standard Template	●	**QB**
	School Speed Consistency Initiative	●	**QB**
	Engineering Enhancements (Coordinated with Capital Projects)	●	
	Enforcement Coordination	●	**QB**
	Bilingual Outreach & Education	●	**QB**
P2	**Targeted HIN Lighting Program**	**1**	
	HIN-Based Lighting Assessment	●	
	Intersection Lighting Enhancements	●	
	Pedestrian-Scale Lighting (Targeted Only)	●	
	Rail Crossing Lighting Coordination	●	
P3	**Quick-Build Demonstration Program**	**1**	
	Paint & Delineator Treatments	●	**QB**
	Speed Management & Traffic Calming Pilots	●	**QB**
	School-Area Interventions	●	**QB**
	Pilot Evaluation & Data Collection	●	
P4	**Safety Performance Monitoring & Implementation Program**	**1**	
	Annual Crash & HIN Review	●	
	Citation & Behavioral Data Review	●	
	Project Performance Tracking	●	
	Implementation Task Force Continuation	●	
	Annual Public Reporting	●	
P5	**Transportation Safety Education & Outreach Program**	**1**	
	Safe Routes to School (SRTS) Coordination	●	
	Teen Driver Education & Coordination Initiative	●	
	Speed & Distracted Driving Campaign	●	**QB**
	Older Driver Safety (CarFit & Awareness)	●	**QB**
	Micromobility Education Component (if adopted via O1)	●	**QB**
	Trail Wayfinding & Connectivity Awareness	●	**QB**
	Community Walk Audit Program	●	**QB**
Policies		**Tier**	**Quick Build**
O1	**Transportation Safety Ordinance Update Package**	**1**	
	Micromobility Operating Standards	●	**QB**
	Bus Stop No-Parking Buffer Ordinance	●	**QB**
	ADA-at-Bus-Stop Requirement	●	**QB**
	Work Zone “Fines Double” Posting Authority	●	**QB**
	Signalized Right-Turn-on-Red (NRTOR) Review Framework	●	**QB**
	Stop/Yield Review Authority (Tier 2 HIN Focus)	●	**QB**
	Optional Complete Streets Policy (OPTIONAL)	●	



UNDERSTANDING THE RISKS.
DESIGNING THE RESPONSE.

INTRODUCTION

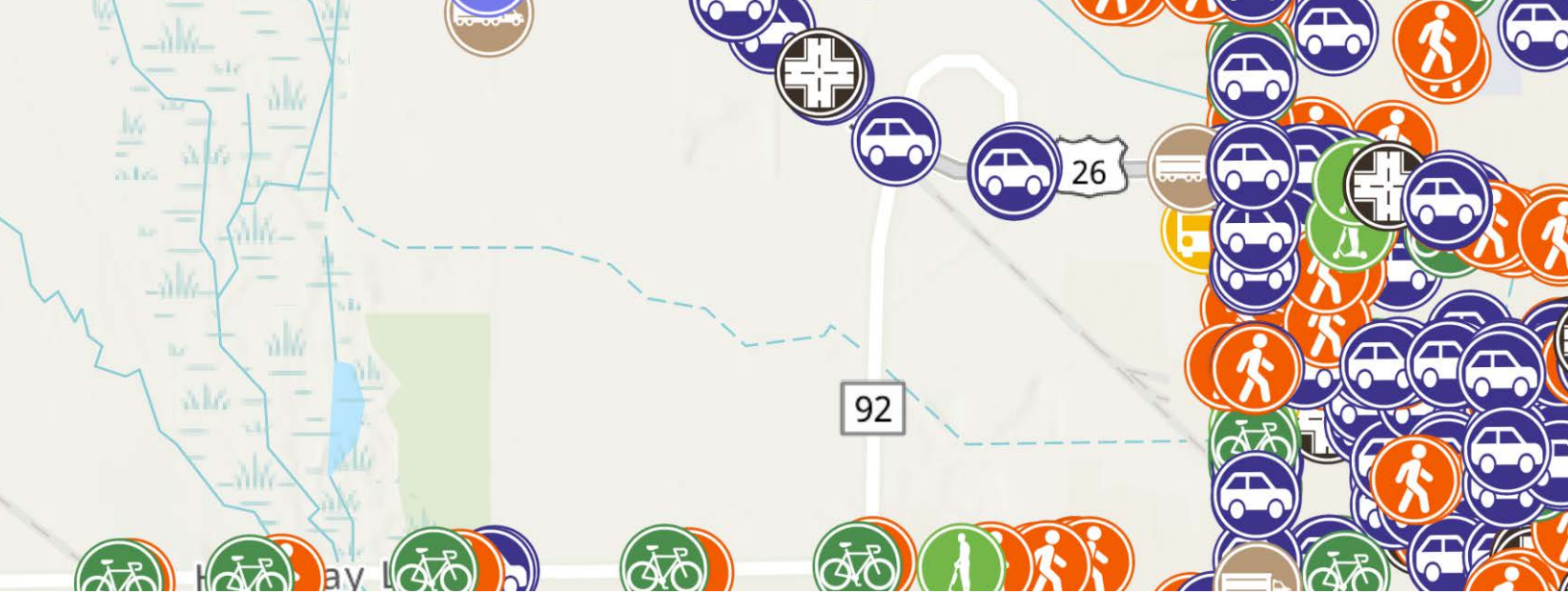
BUILDING A SAFER TRANSPORTATION SYSTEM FOR ALL

A COMPREHENSIVE SAFETY ACTION PLAN

The City of Scottsbluff received funding through the U.S. Department of Transportation's Safe Streets and Roads for All (SS4A) program to develop this Safety Action Plan. The purpose of this plan is simple and urgent: eliminate fatal and serious injury crashes on Scottsbluff's transportation network.

Grounded in ten years of crash data (2014–2023), High Injury Network analysis, school safety assessments, and extensive community engagement, this document establishes a data-driven, implementation-ready framework aligned with the Safe System Approach.

This plan moves beyond identifying problems. It defines clear priorities, measurable outcomes, and coordinated strategies designed to reduce risk where it is highest.



A COMMUNITY-DRIVEN COMMITMENT TO SAFER STREETS

The City of Scottsbluff received federal funding through the U.S. Department of Transportation's (USDOT) Safe Streets and Roads for All (SS4A) program to develop this comprehensive Safety Action Plan. The SS4A initiative supports communities across the country in reducing fatal and serious injury crashes through data-driven analysis, meaningful public engagement, and implementation-focused planning.

> ***Every serious crash impacts a family, a school, or a neighborhood. Safer streets protect us all.***

Between 2014 and 2023, Scottsbluff experienced 5,361 reported crashes within the City and its three-mile extraterritorial jurisdiction, including 93 crashes involving fatal or serious injuries, which resulted in a total of 14 fatalities and 146 severe injuries.

Severe crashes are not random—they concentrate along specific corridors, at complex intersections, near schools, and at rail interfaces.

And while most crashes result in property damage only, these incidents still carry real consequences—vehicle repair costs, damaged signal equipment, emergency response time, traffic delays, and long-term financial strain for those involved.

This Safety Action Plan identifies crash patterns and establishes targeted, implementable strategies to reduce crash risk systemwide.

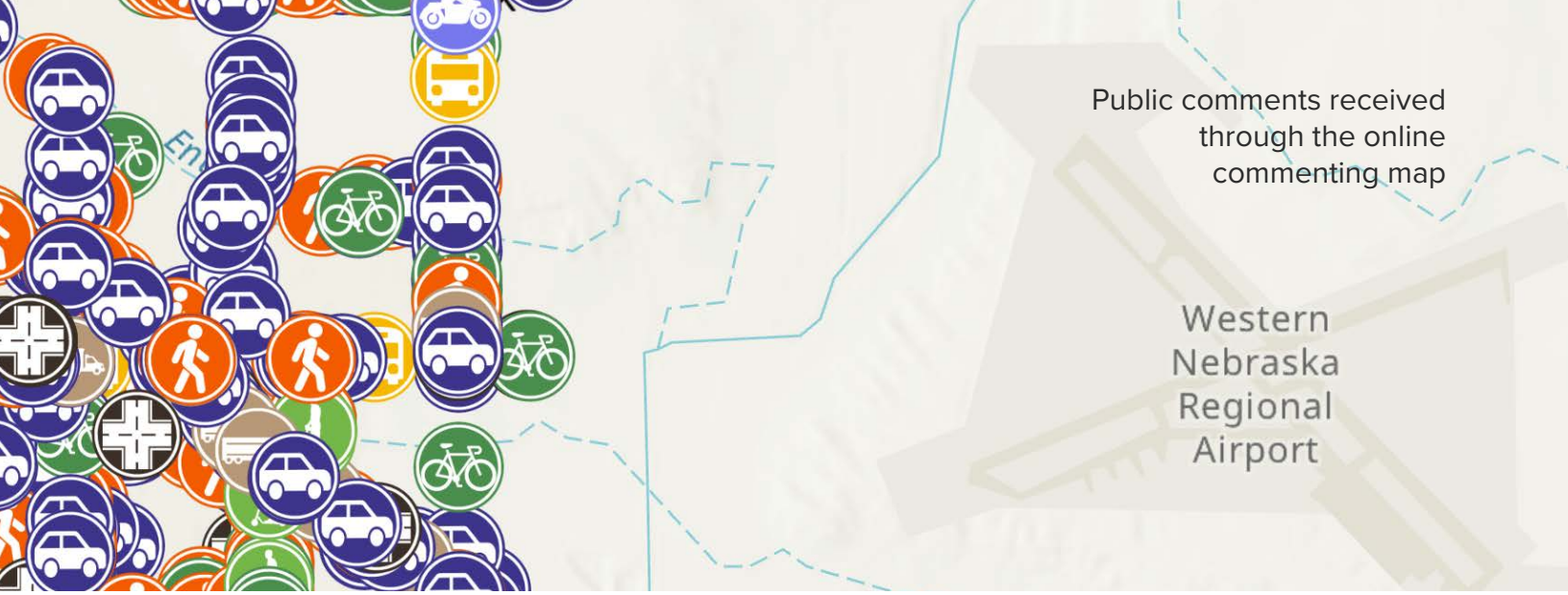
These are not abstract statistics. Each crash represents a neighbor, classmate, coworker, or family member.

Grounded in the Safe System Approach, this plan recognizes that:

- People make mistakes.
- Roadway design influences behavior.
- Speed determines injury severity.
- Serious injuries are preventable.

By combining crash data analysis, High Injury Network (HIN) mapping, school safety assessments, stakeholder collaboration, and extensive public engagement, Scottsbluff has developed a coordinated framework to eliminate fatal and serious injury crashes.

This document moves beyond identifying problems. It establishes prioritized projects, policy actions, performance measures, governance structures, and funding pathways to guide safety improvements over the next decade.



BUILT WITH THE COMMUNITY

The Scottsbluff SS4A Safety Action Plan was not just developed behind a desk. It was shaped in classrooms, at community festivals, in school gyms, at Rotary meetings, at hospital employee fairs, and through conversations with first responders, educators, business leaders, and families.

A multi-disciplinary team—including City staff, a four-meeting SS4A Task Force, public safety partners, school administrators, regional health representatives, and residents—worked collaboratively to identify Scottsbluff's most urgent safety needs and realistic implementation strategies.

Community engagement was intentionally broad and place-based. Outreach included:

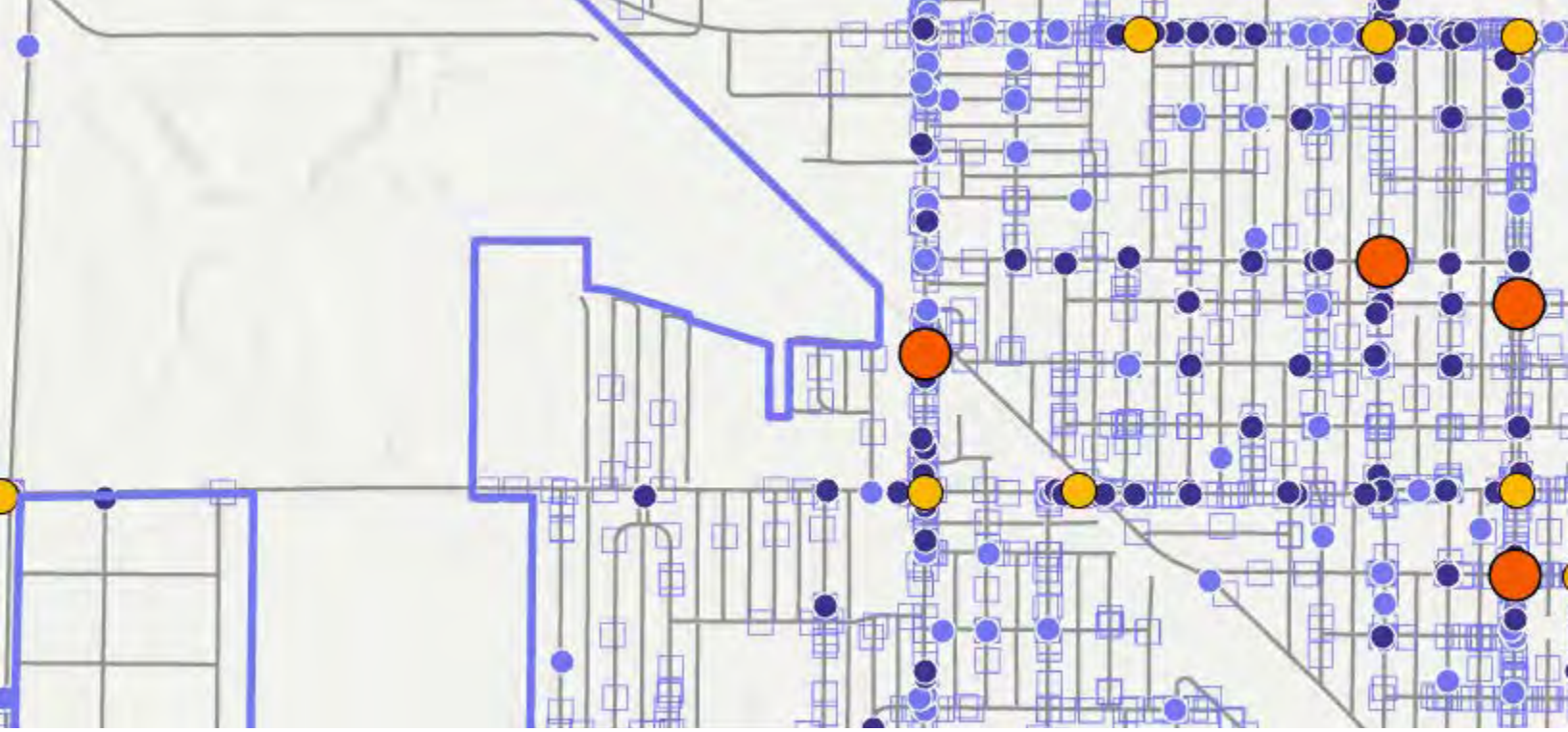
- Four formal Task Force meetings
- Stakeholder sessions with Police, Fire, EMS, and Nebraska State Patrol
- Discussions with all public and private schools in Scottsbluff
- Classroom presentations at Scottsbluff High School and middle schools
- School PTO meetings and student orientation events
- Community pop-ups at National Night Out, Oregon Trail Days (Gering), Beef, Beans & Bluegrass, Bands on Broadway, Cinco de Mayo Festival, and 18th Street Plaza events
- Rotary presentations and employee benefit fairs
- Two online surveys and a crowdsource public comment map
- Direct mail postcards, newspaper notices and stories, website updates, and social media outreach

This strategy met residents where they already gather—ensuring participation from youth, seniors, working families, regional commuters, and community members from neighboring communities including Gering and Terrytown who live, work, shop, walk, bicycle, and drive in Scottsbluff.

To support inclusive geographic input, the City was divided into five engagement zones separated by census tracts. Participants could identify their general area of residence, allowing responses to be mapped and cross-referenced with crash data and demographic characteristics. This approach ensured representation across neighborhoods.

> ***When classrooms, first responders, families, and business leaders all point to the same concerns, the direction becomes clear.***

All engagement activities—including methods, attendance, comments, and reoccurring themes—are fully documented in **APPENDIX A1**.



HOW THIS PLAN WAS BUILT

A DATA-DRIVEN AND POLICY-ALIGNED PROCESS

The identification of Scottsbluff's key safety issues followed a comprehensive, layered process consistent with USDOT SS4A guidance.

Crash data from 2014–2023 were analyzed to identify:

- High-severity corridors and intersections
- Contributing factors such as speed, turning conflicts, and visibility
- Patterns involving vulnerable road users
- Temporal trends and exposure conditions

Severe crashes are concentrated, predictable, and preventable. This plan turns data into action.

High Injury Network (HIN) screening was conducted to identify corridors where fatal and serious injury crashes are concentrated. Citation data (2025), Annual Average Daily Traffic (AADT), functional classification, speed limits, and roadway geometry were incorporated into a GIS-based crash risk model.

Additional datasets were integrated to evaluate safety in context, including:

- Land use and corporate limits (City of Scottsbluff)
- Roadway centerlines and functional classifications
- Speed limits, lane counts, road width, and parking conditions
- Pathway networks and sidewalk gaps
- Transit stops and points of interest
- Signage inventories
- 2020 U.S. Census demographic data

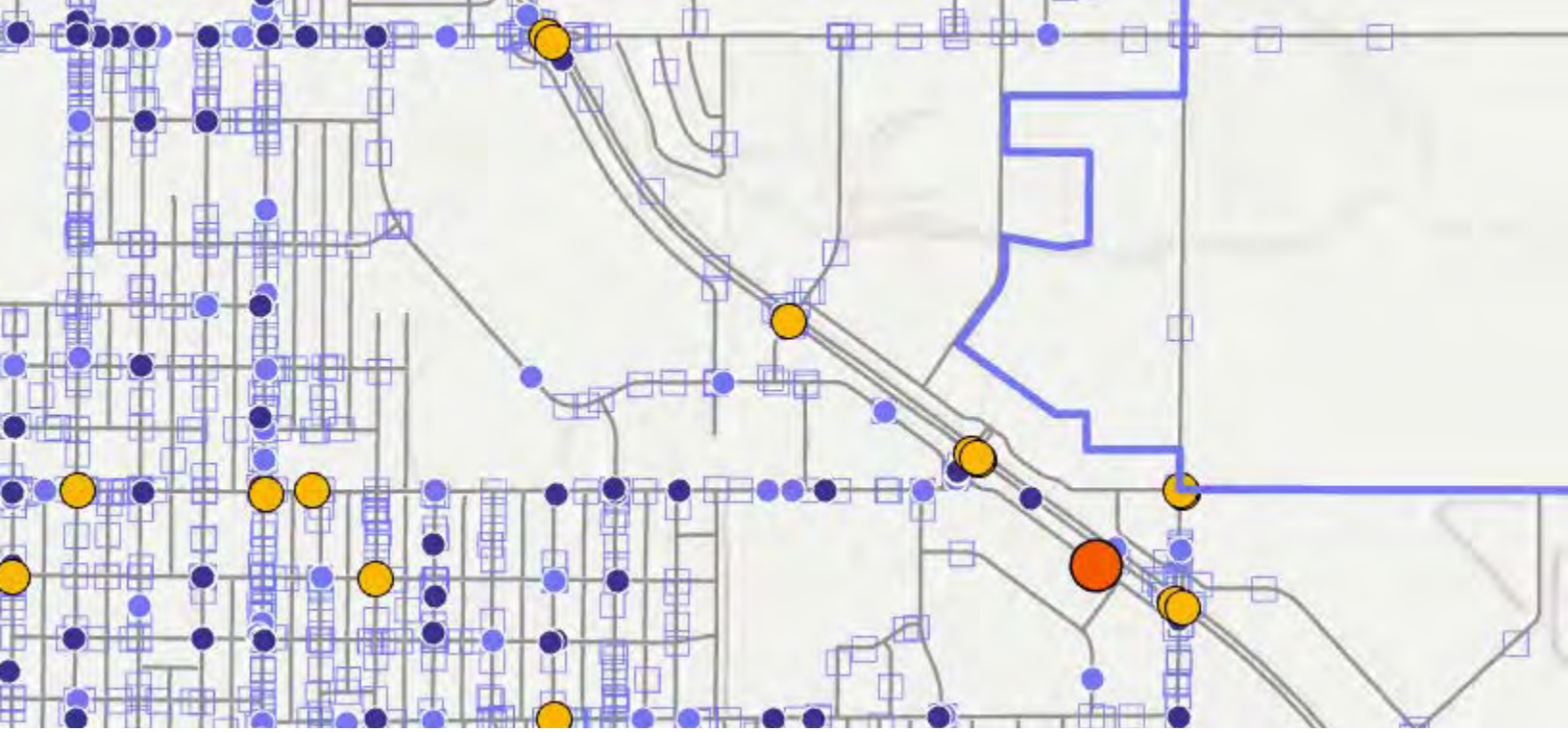
This integrated crash data model allowed safety conditions to be analyzed not only by severity, but also by exposure, land use, and community context.

BUILDING ON PREVIOUS WORK

The Safety Action Plan builds upon extensive prior planning and policy efforts, including:

- Scottsbluff Comprehensive Plan (2016 & 2026 Update)
- Scottsbluff Municipal Code
- East Overland Corridor Revitalization Plan (2017)





- Downtown Streetscape Master Plan (2014)
- Multi-County Regional Housing Study (2022)
- Scottsbluff School Safety Assessment (2020)
- Master Pathway Map
- Standards & Specifications (1996)

The plan also aligns with state-level initiatives, including:

- Nebraska Department of Transportation (NDOT) Strategic Highway Safety Plan (SHSP)
- Nebraska Vision Zero Initiative
- Safe Routes to School Program
- Nebraska Bicycle and Pedestrian Master Plan
- Nebraska Local Transportation Assistance Program (LTAP)
- Nebraska Complete Streets initiatives

By aligning with these policies and initiatives, the City ensures that its safety investments complement broader regional and state safety objectives while positioning Scottsbluff for future funding opportunities.

Detailed documentation of prior plans and policy alignment is provided in **APPENDIX A4** (Findings) and **APPENDIX A10** (Support & Alignment).

EQUITY AND ACCESSIBILITY

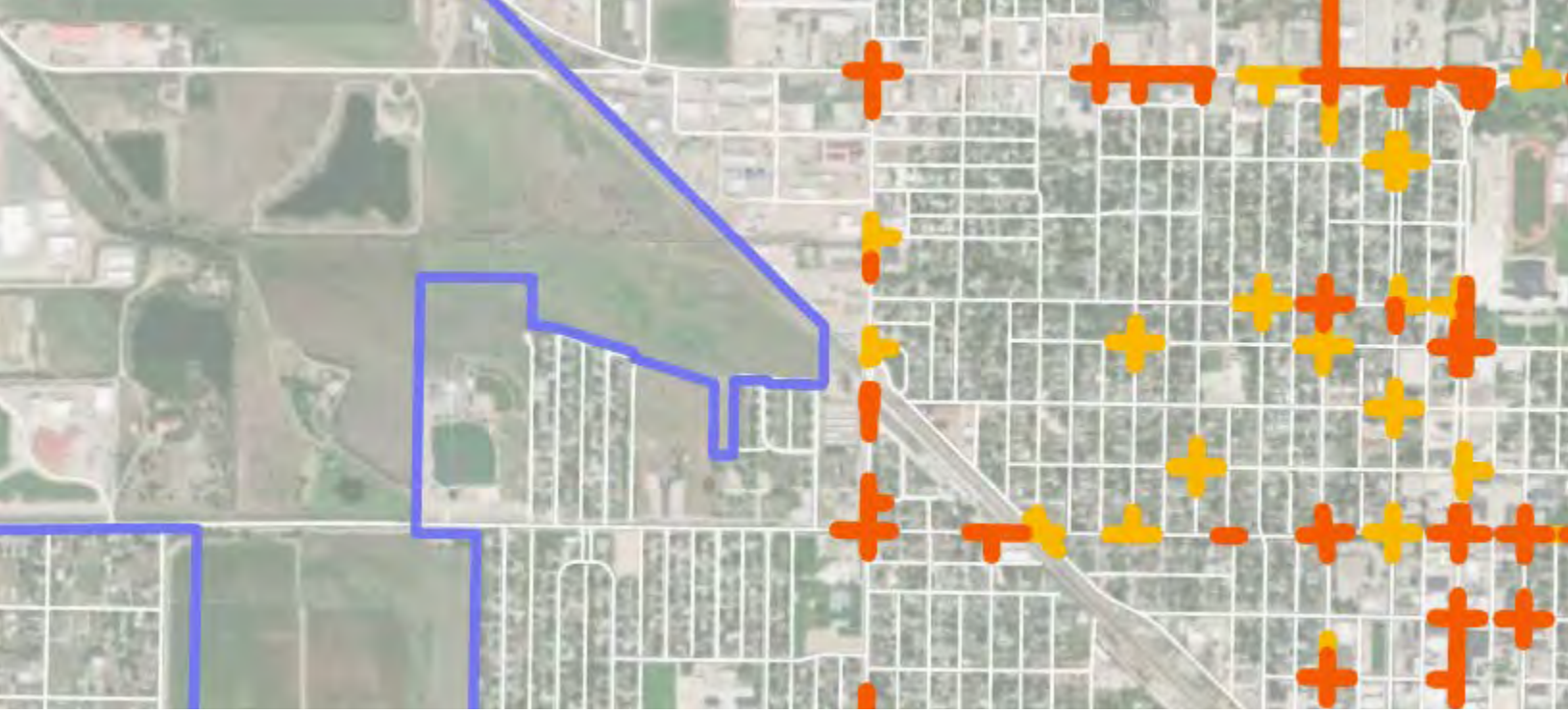
Equity considerations were central to the planning process. Safety improvements prioritize:

- Routes to schools and youth-serving facilities
- Access to parks and recreation
- Connections to downtown and commercial areas
- Neighborhoods with elevated pedestrian exposure
- Locations with documented crash severity

By focusing on predictable exposure environments and vulnerable users—including youth, seniors, transit users, and individuals without access to private vehicles—the plan advances both safety and mobility equity.

The engagement strategy intentionally included students, families, seniors, public safety personnel, business owners, and regional partners to ensure that safety improvements reflect the lived experience of the entire community.

> ***This plan is grounded in data, shaped by community input, and built for implementation.***



HOW THIS PLAN IS ORGANIZED

This Safety Action Plan is structured to move from vision to implementation:

CHAPTER 1 – COMMUNITY CONTEXT AND VISION

Chapter 1 introduces Scottsbluff's transportation environment, establishes the Vision Zero commitment, and outlines why equity, urgency, and federal partnership matter in advancing safety.

CHAPTER 2 – COMMUNITY ENGAGEMENT

Chapter 2 summarizes public outreach, stakeholder input, and key themes heard from residents, schools, businesses, and regional partners who live, work, and travel in Scottsbluff.

CHAPTER 3 – CRASH ANALYSIS AND FINDINGS

Chapter 3 presents a detailed review of crash data (2014–2023), including the High Injury Network, contributing factors, vulnerable user impacts, and temporal trends. This chapter identifies where and why severe crashes occur.

CHAPTER 4 – STRATEGIES AND PRIORITY SAFETY BUNDLES

Chapter 4 translates data findings into coordinated strategies aligned with the Safe System Approach, including corridor modernization, school safety protection, and systemic network improvements.

CHAPTER 5 – TURNING STRATEGY INTO ACTION

Chapter 5 outlines implementation structure, roles and responsibilities, phased delivery, funding strategies, performance measures, and federal alignment.



The streets we design today shape the lives we protect tomorrow.





TECHNICAL FOUNDATIONS AND APPENDICES

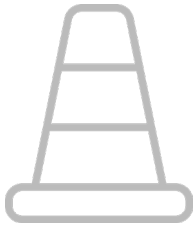
Supporting materials are provided in the Appendices to ensure transparency, technical rigor, and federal compliance. These include:

- Detailed crash data tables and methodology
- High Injury Network calculations and severity scoring
- Public engagement summaries and survey instruments
- Project scoring criteria and prioritization matrices
- Cost assumptions and implementation timelines
- Performance monitoring framework
- Federal SS4A compliance documentation
- Supplemental technical assessments

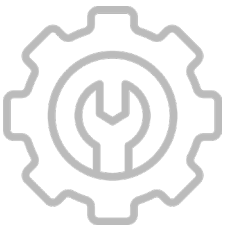
APPENDICES INCLUDE:

- **A1** — Engagement Documentation
- **A2** — Collision Data Tables
- **A3** — Crash Maps and High Injury Network Analysis
- **A4** — Findings and Previous Planning Review
- **A5** — Baseline Conditions and Metrics
- **A6** — Supporting Maps
- **A7** — Methods and Analytical Approach
- **A8** — Projects, Programs, and Policy Actions, and Cost Estimates
- **A9** — Countermeasure Toolbox
- **A10** — Project Support and Alignment
- **A11** — Federal Documentation and Compliance Materials
- **A12** — Supplemental Assessments

Together, the chapters and appendices provide a complete, data-driven, and implementation-ready roadmap to reduce fatal and serious injury crashes in Scottsbluff.









1 WHY SCOTTSBLUFF NEEDS SAFER STREETS

1.1 THE IMPORTANCE OF SAFE STREETS

Every day, people in Scottsbluff walk, bike, drive, or roll along our community's streets to get where they need to go—work, school, the grocery store, a neighbor's house. These are ordinary trips on familiar roads. But too often, these routine trips come with real risk. Crashes occur in predictable places, under predictable conditions, and sometimes with devastating consequences.

These are not just numbers on a spreadsheet—they are real families, friends, and neighbors whose lives are changed in lasting ways.

Even crashes that do not result in fatal or serious injury reshape lives. A damaged vehicle can mean missed work, missed school, unexpected repair bills, higher insurance premiums, and lost mobility. When crashes damage signal cabinets, signage, or roadway infrastructure, taxpayers bear the cost. When traffic is shut down along US-26 or near a school, commerce slows, emergency response is delayed, and daily life is disrupted. The impact of crashes—large and small—touches the entire community.

Between **2014** and **2023**, the City of Scottsbluff experienced **4,907** traffic crashes, including **71** fatal or severe injury crashes that resulted in **9** fatalities and **128** severe injuries—collectively referred to as KSI (Killed or Seriously Injured) crashes.

When including the City's full 3-mile extraterritorial jurisdiction, the total rises to **5,361** crashes over the same ten-year period. Within that area, **93** KSI crashes resulted in fatal or serious injury, leading to **14** lives lost and **146** people severely injured. Across all crashes, **1,690** people received some level of injury. These numbers underscore the urgent need for a more focused and comprehensive approach to traffic safety.

Scottsbluff's 10-year average fatal crash rate is **5.59** per



100,000 residents. Compared to similar-sized Nebraska communities, this rate is concerning (***see Figure 1-1***). While year-to-year fatality rates can fluctuate significantly in smaller communities, the data shows that in 2015, 2018, and 2022, Scottsbluff's fatality rate exceeded the national average (see ***Figure 1-2***).

The Scottsbluff SS4A Safety Action Plan is built on the belief that these tragedies are preventable. Even one life lost is one too many.

> *That is where this plan — and a new way of thinking about street safety — begins.*

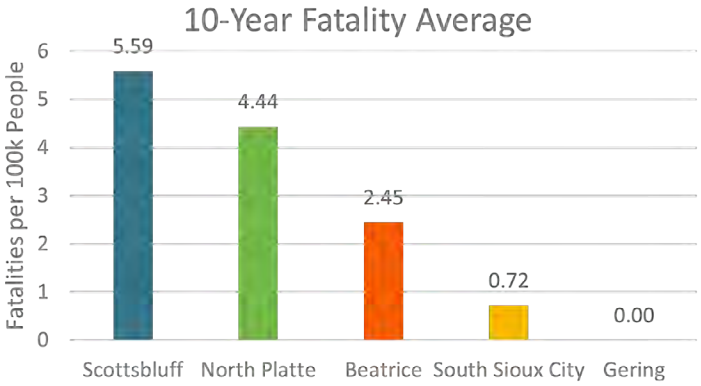


Figure 1-1. (left) Ten Year Average - Fatalities per 100k Population (2014-2023)

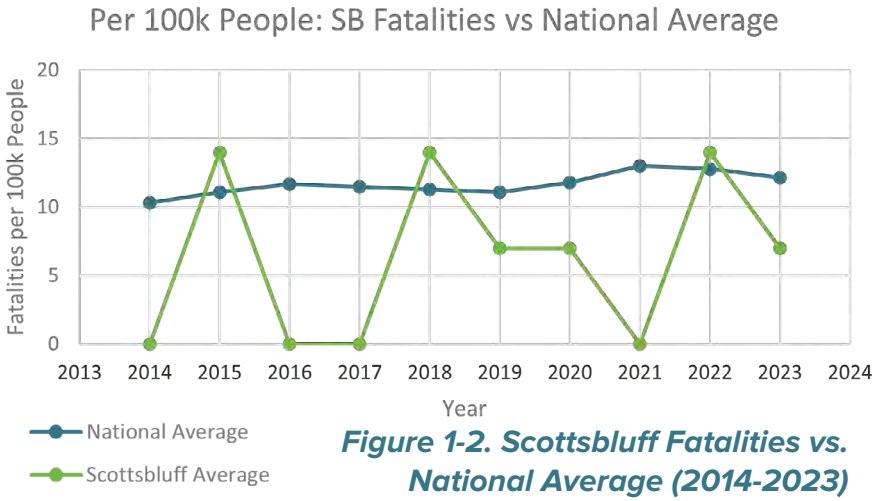


Figure 1-2. Scottsbluff Fatalities vs. National Average (2014-2023)



Figure 1-3. The Safe System Approach (FHWA)

1.2 THE SAFE SYSTEM APPROACH

Scottsbluff is embracing the Safe System Approach — a strategy rooted in the belief that while human mistakes are inevitable, deaths and serious injuries are not. A Safe System works by building layers of protection: safer roads, safer speeds, safer vehicles, and improved post-crash care, all supported by a culture that prioritizes safety for everyone (see ***Figure 1-3***).

This plan marks a shift in mindset — from viewing crashes as unavoidable to recognizing that they follow predictable patterns and can be prevented through better design, data-driven decision-making, and community-informed solutions. That shift is the core of Vision Zero: a public commitment to eliminate fatal and serious injury crashes.

The old approach accepted crashes as the cost of mobility. We now understand that crashes also carry financial, operational, and community-wide costs that no community should accept as inevitable.

Severe crashes are not random — they occur where speed, exposure, and conflict intersect. This means they can be predicted and reduced.

Across the country, communities are already applying Vision Zero strategies to reduce speeds, improve crossing visibility, modernize intersections, and strengthen enforcement and emergency response.

> *Scottsbluff refuses to accept traffic deaths as inevitable. We are aiming for zero.*

Figure 1.3 Source: Federal Highway Administration, Safe System Approach Framework, 2021.





DEATH/SERIOUS INJURY
IS UNACCEPTABLE



HUMANS
MAKE MISTAKES



HUMANS
ARE VULNERABLE



RESPONSIBILITY
IS SHARED



SAFETY
IS PROACTIVE



REDUNDANCY
IS CRITICAL

No one should die or be seriously injured while using our streets — **every life matters**.

Because people will make mistakes, our transportation system must be **designed to reduce the consequences** of those mistakes.

Our bodies can only withstand so much force; the system must **protect everyone, especially those most at risk**.

Creating safer streets is **a shared responsibility** — between planners, engineers, policymakers, enforcement, emergency responders, and every road user.

We prevent crashes before they happen by **identifying risk patterns and addressing them early**.

Multiple layers of protection — design, enforcement, education, and emergency response — help keep people safe even when one layer fails.



The Scottsbluff SS4A Task Force meets to discuss street safety

1.3 A SHARED VISION FOR CHANGE

This Safety Action Plan lays the foundation for meaningful progress. Our vision is clear: eliminate fatal and serious injury crashes by **2036**. Achieving this goal will take time, coordination, and investment, but it begins by changing how we view traffic safety. We must treat safety as a shared responsibility—one that affects people of all ages, abilities, and backgrounds.

Streets should be safe for everyone:

- A child walking to school
- A teenager biking to the park
- A delivery driver navigating busy intersections
- An older adult crossing the street with a walker

When one person is seriously injured or killed in a crash, our entire community feels the impact. **Any life lost is one too many.**

In alignment with the federal Safe Streets and Roads for All (SS4A) grant requirements, the City of Scottsbluff formally adopted a Vision Zero goal to **eliminate** traffic-related fatalities and serious injuries by **2036**. This commitment was approved by the City Council on **May 4, 2026** through resolution 26-05-02 (see **APPENDIX A10 - SUPPORT**) and establishes the City's intent to integrate safety into future planning, project development, and decision-making processes. This Safety Action Plan serves as the roadmap for achieving that goal.

To achieve this shared vision, we must understand the area we are working to improve. The Safety Action Plan covers not only the City of Scottsbluff but also its 3-mile extraterritorial jurisdiction (ETJ), which includes key corridors, neighborhoods, and regional destinations. The map in ***Figure 1-4*** shows the full project area where crash data was analyzed and safety improvements will be prioritized.

> *This plan is Scottsbluff's commitment to act.*

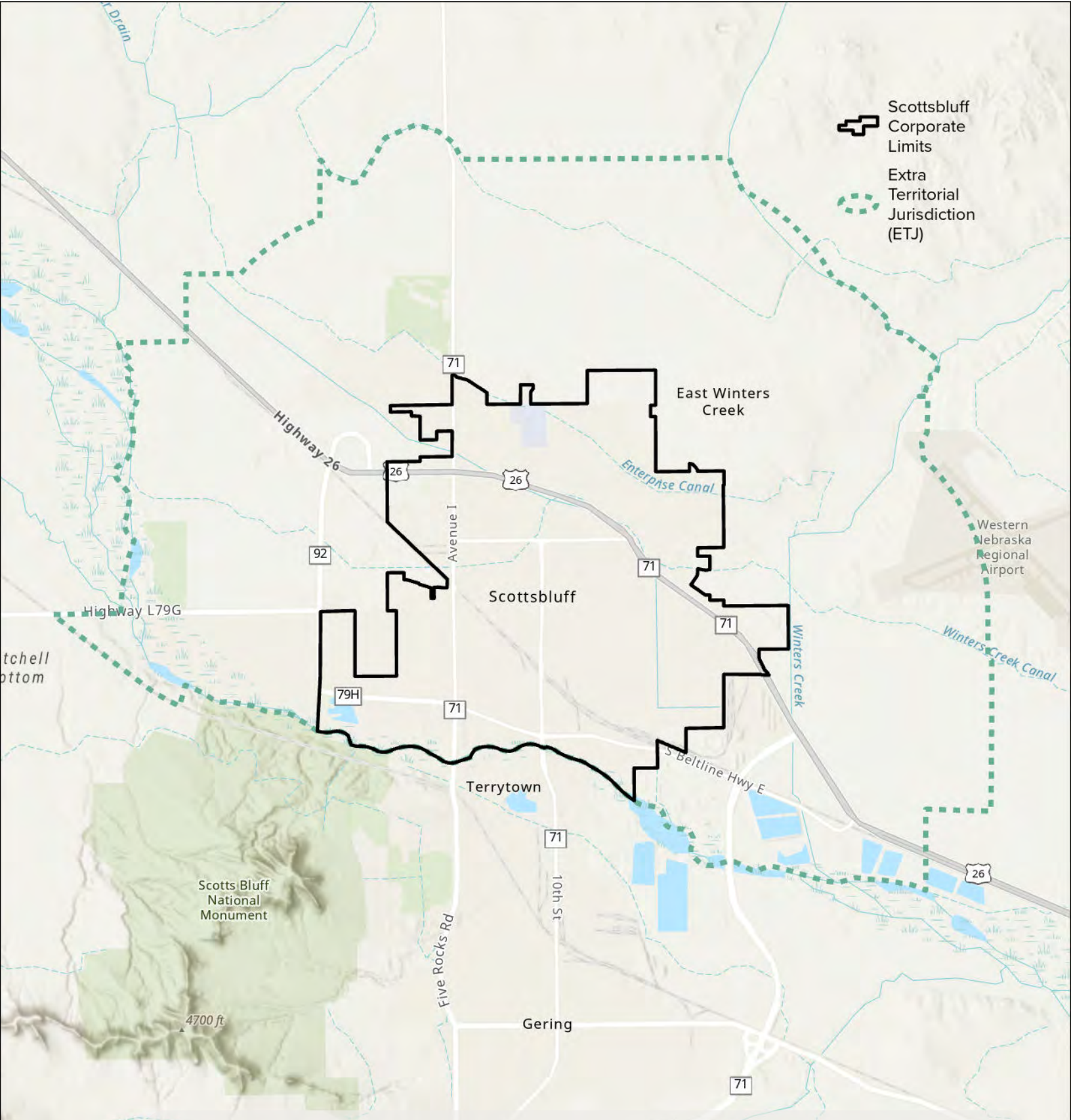


Figure 1-4. Project Area: Scottsbluff SS4A Safety Action Plan

This map shows the geographic area included in the plan: the City of Scottsbluff corporate limits and its 3-mile extraterritorial jurisdiction (ETJ). These boundaries reflect where crash data analysis, safety improvements, and community engagement efforts were concentrated.



1.4 COMPARISON CITIES

To better understand how local crash trends compare regionally, the planning team analyzed data from four peer cities: Beatrice, Gering, North Platte, and South Sioux City. These communities were selected based on similar population size, regional function, and roadway context.

- Gering has a population of 8,531, making it the smallest of the comparison cities selected for comparison. However, there is an overlap of drivers in Scottsbluff and in Gering. Including Gering ensures representation of the broader Panhandle region.
- Beatrice is close to Scottsbluff in population with a size of 12,262, and is on several well traveled highways.
- South Sioux City has a population of 13,856, and is a southern sister city of Sioux City, Iowa (pop. ~86K).
- North Platte is the largest comparison city, with a population of 22,523, and is intersected by I-80

Because the cities vary in population, crash rates were compared in order to get an accurate sense of the relative number of crashes occurring. Rates are expressed as crashes per year per 100,000 residents to provide a consistent basis for evaluation.. The graphs shown in ***Figure 1-5, 1-6,*** and ***1-7*** are set at a standard of the expected number of crashes per 100,000 people.

Heatmaps of the crashes for each city with an overlay of KSI crashes are shown in ***Figure 1-8***.

> *Compared to Nebraska communities of similar sizes, Scottsbluff's crash rate is concerning.*

Figure 1-5.

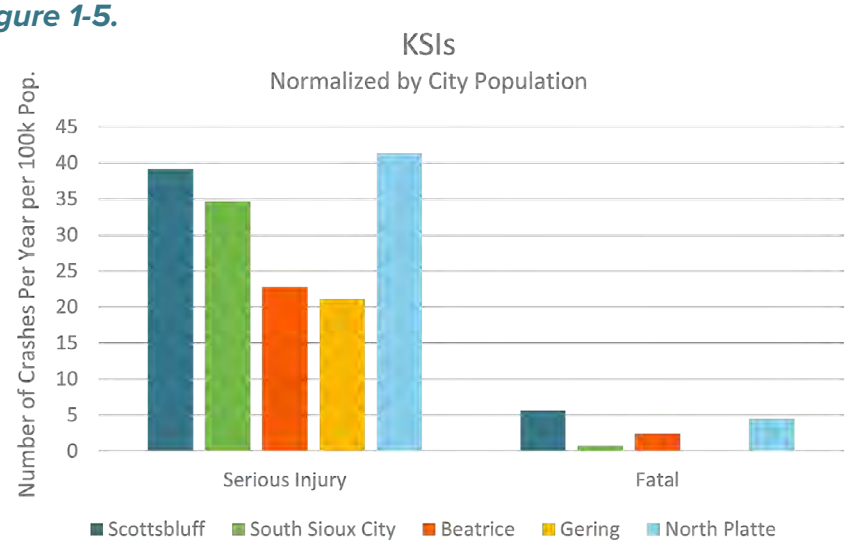


Figure 1-6.

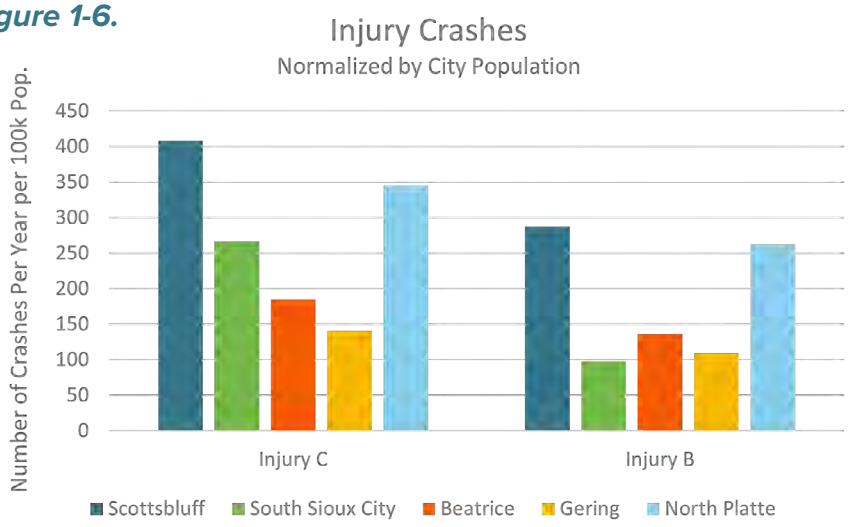
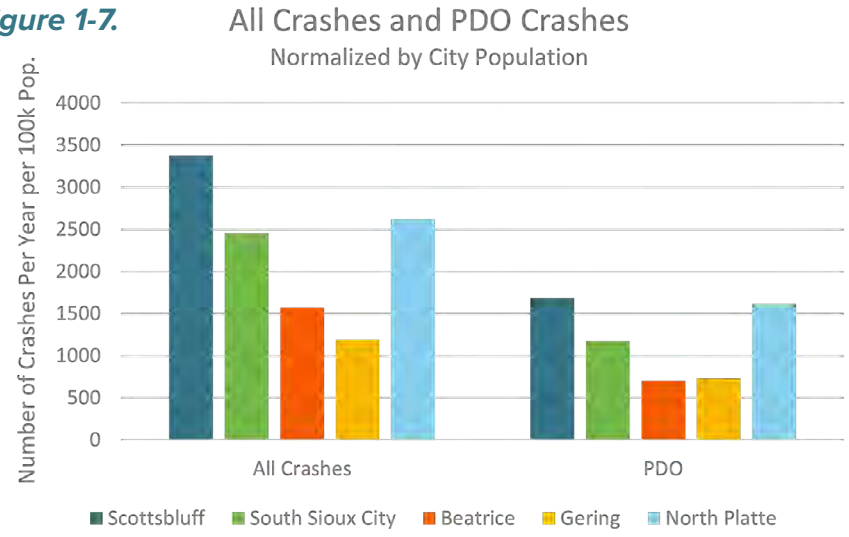


Figure 1-7.



The comparison city analysis included:

- Crashes resulting in fatalities or serious injuries (KSI)
- Crashes involving injuries
- Total reported crashes (regardless of severity)

The crash rate for each category was analyzed to determine which cities have the most prevalent crash types. Normalization ensures that population size does not distort the comparison.

Scottsbluff has the highest rate of crashes in most categories analyzed. Scottsbluff has the highest rate of crashes overall, as well as the highest rate of Fatal, Observed Injury (Inj-B), Possible Injury (Inj-C), and Property Damage Only (PDO) crashes.

The only category in which Scottsbluff did not rank highest was Serious Injury crashes (Injury A), where North Platte recorded a slightly higher rate.

This comparison reveals that, while all communities face safety challenges, Scottsbluff experiences a disproportionately high frequency of serious injury crashes per capita.

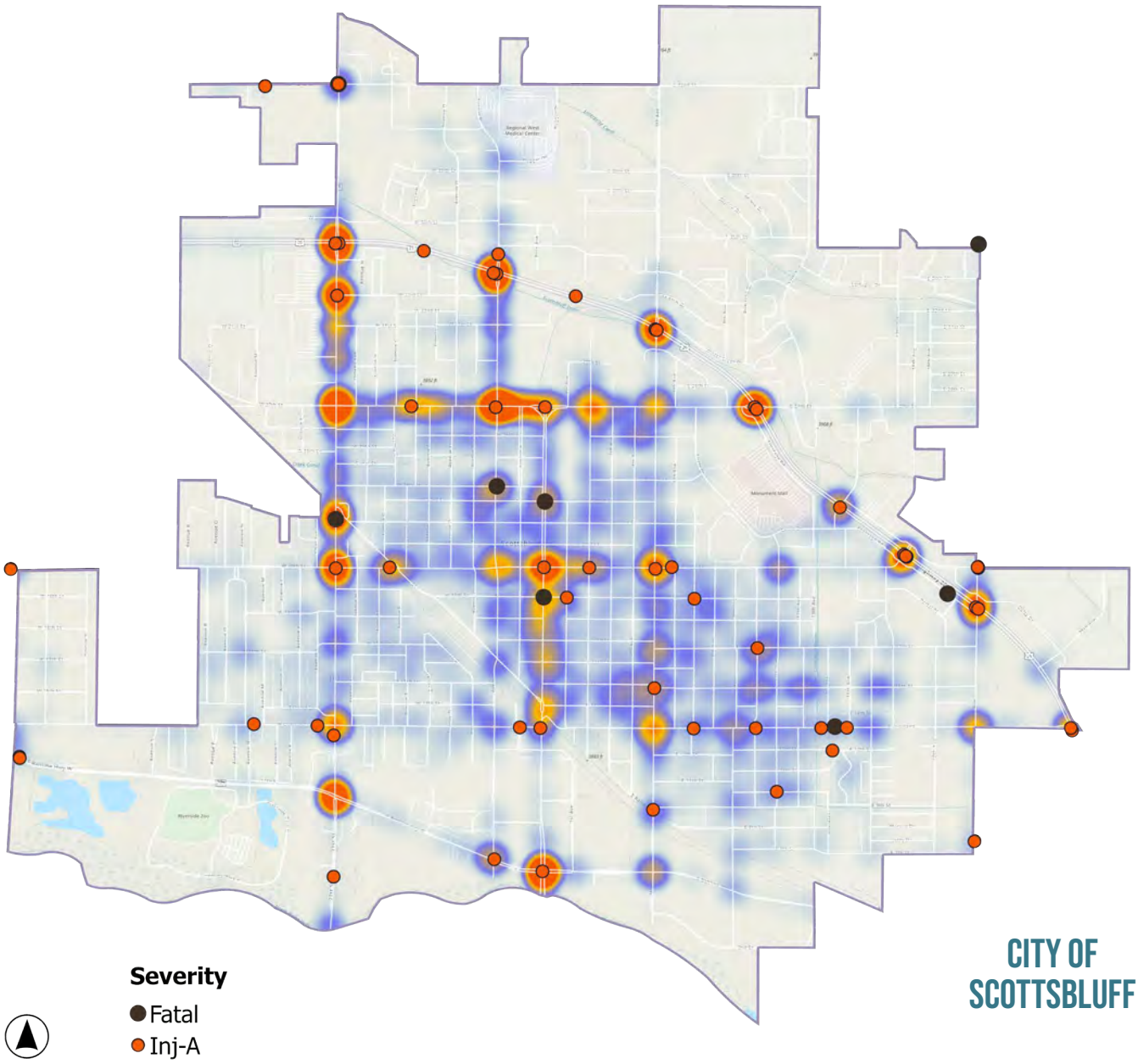
These findings confirm what residents and local data already indicate: the risk of severe crashes is real and systemic. Under a Safe System Approach, this data becomes a call to action.

Figure 1-5, 1-6, and 1-7. Scottsbluff and Comparison City Crash Rates

Graphs showing the breakdown of crashes by crash rate (crashes per person per year - based on a standard population of 100,000 people) for Scottsbluff and the comparison cities

Figure 1-8. Crash Heat Maps by Community

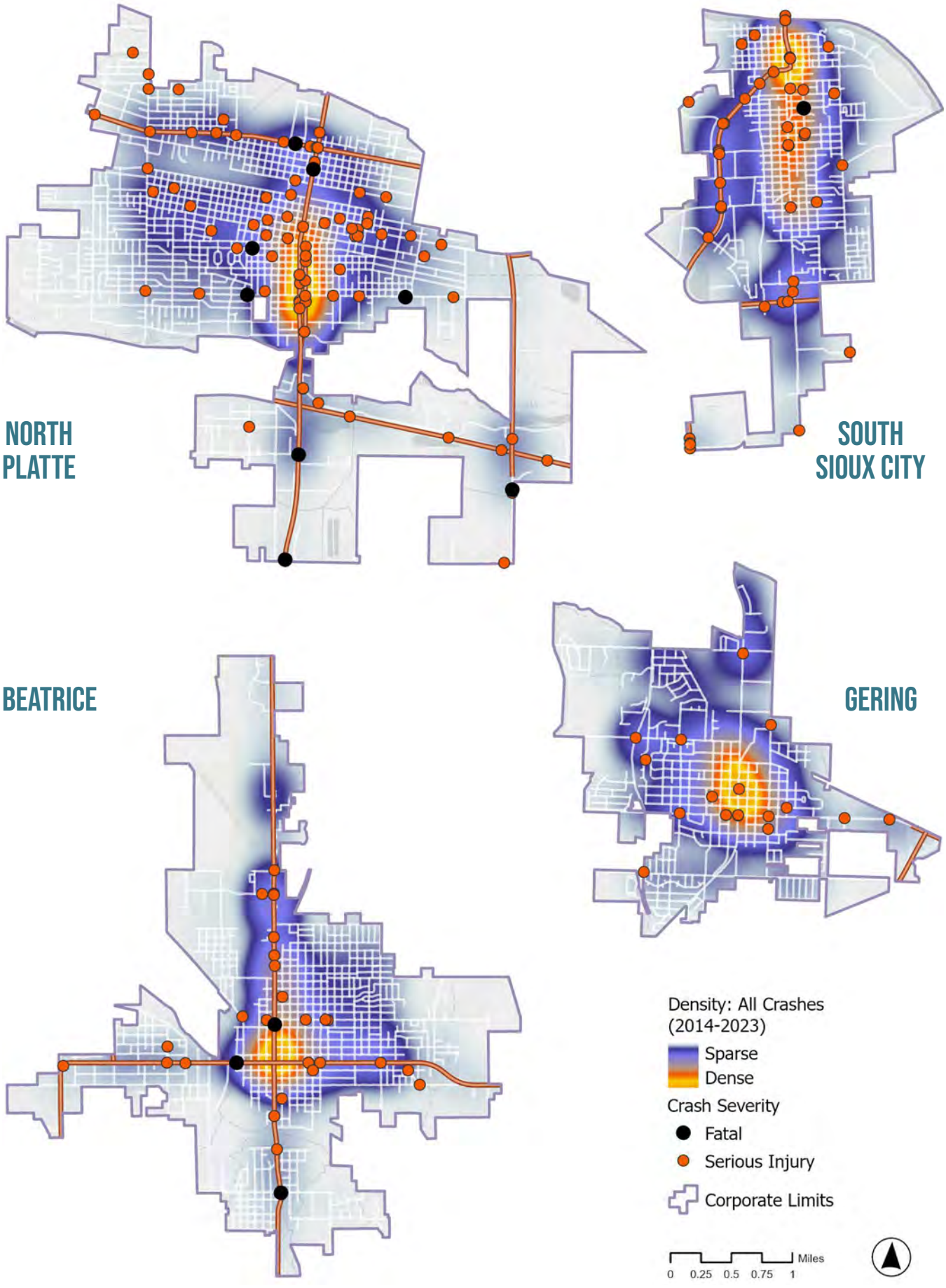
Crash density maps illustrate where collisions concentrate within each city, with severe crashes overlaid to highlight high-risk intersections and corridors.



Across all comparison cities, crash density patterns concentrate along major corridors and signalized intersections. In Scottsbluff, these clusters are especially prominent along US-26, Avenue I (Highway 71), Broadway, 20th Street, and East Overland. The concentration of serious injury crashes along these corridors reinforces the need for corridor-level and systemic safety strategies rather than isolated spot treatments.

Severe crashes are not evenly distributed — they cluster along specific corridors and intersections.

Note: In NDOT crash data, "Injury A (Inj-A)" refers to Serious Injury, as defined by the Model Minimum Uniform Crash Criteria (MMUCC) 5th Edition, adopted by Nebraska in January 2021.


NORTH PLATTE
SOUTH SIOUX CITY
BEATRICE
GERING
Density: All Crashes (2014-2023)
Sparse
Dense
Crash Severity
Fatal
Serious Injury
Corporate Limits
Miles
0 0.25 0.5 0.75 1

1.5 EQUITY AND URGENCY

While crashes affect the entire community, the impacts are not felt equally. In Scottsbluff, residents living in low-income neighborhoods, walking along high-speed roads without sidewalks, biking without protected lanes, or using scooters to get around face greater risk.

Many lower-income residents rely on bikes, scooters, or walking as affordable transportation options — yet they often must navigate streets that were not designed with their safety in mind. Children, older adults, people with disabilities, and those without access to a car are more vulnerable — and more likely to be left behind if safety improvements are not made with equity in mind.

A truly safe system must identify who is most at risk and ensuring safety investments are distributed where they are needed most.

In order to fully understand risk patterns across Scottsbluff, the project area was divided into five sub-areas (***Figure 1.9***).

This allowed the planning team to analyze key demographic indicators, including median income (***Figure 1-10***), ethnicity (***Figure 1-11***), and population distribution.

This analysis supports more intentional decision-making by identifying areas where transportation safety challenges intersect with social and economic vulnerability.

Additional demographic and community context information relevant to transportation safety planning is provided in **APPENDIX A1 - ENGAGEMENT** and **APPENDIX A6 - MAPS**.

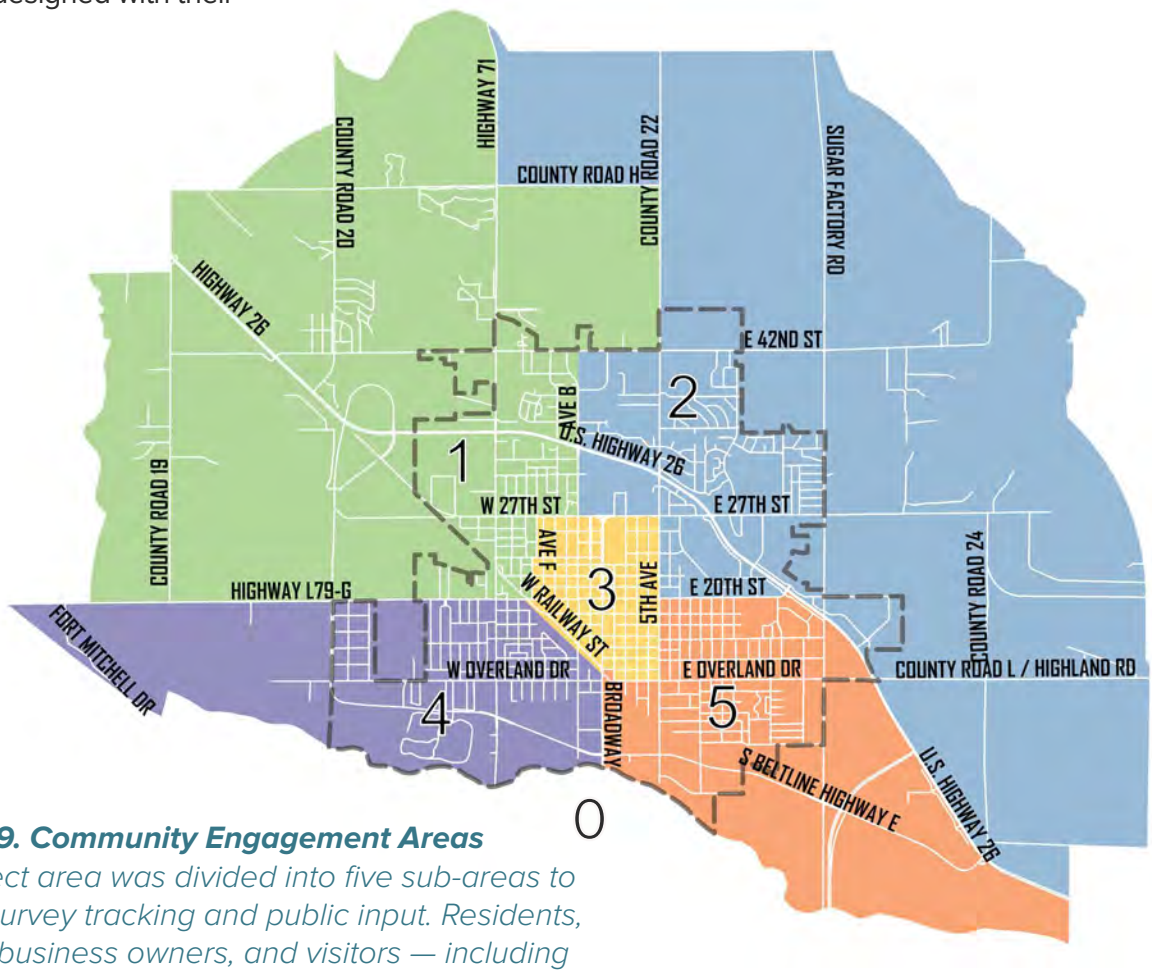


Figure 1-9. Community Engagement Areas

The project area was divided into five sub-areas to support survey tracking and public input. Residents, workers, business owners, and visitors — including those from neighboring communities such as Gering and Terrytown (Area 0) were invited to provide feedback based on where they live, work, or travel.

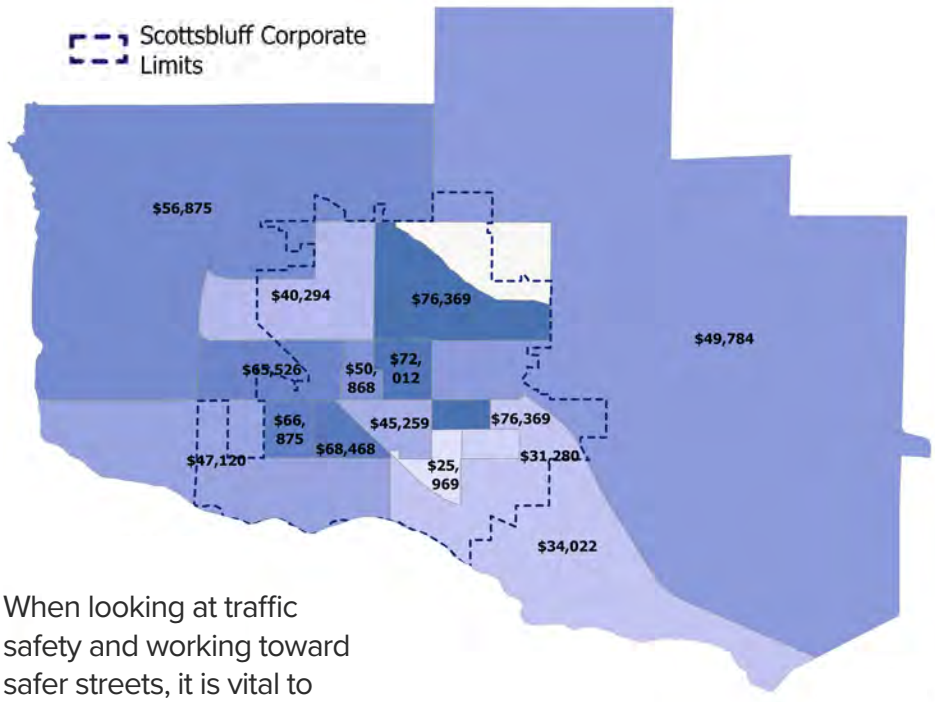


Figure 1-10. Income Overview

From the 2020 census, income data was visualized in order to show which census tracts have higher median incomes. Each census tract has a black label showing the median income of the area, as well as being visualized via color. The darker the purple, the higher the median income, the lighter the purple, the lower the median income. The Scottsbluff corporate limits are shown by a dashed line.

When looking at traffic safety and working toward safer streets, it is vital to understand the underlying social pressures that may exist in a community. In Scottsbluff, identifying lower-income areas allows for a deeper understanding of project need.

Lower-income areas often experience increased exposure to traffic risk due to higher rates of walking, biking, and reliance on transit. Understanding these patterns helps ensure that safety investments reduce risk where vulnerability is greatest.

Population totals and demographic distribution are shown by census tract to help identify areas where safety improvements may have the greatest impact for historically underserved or higher-risk communities (see ***Figure 1-10*** and ***1-11***).

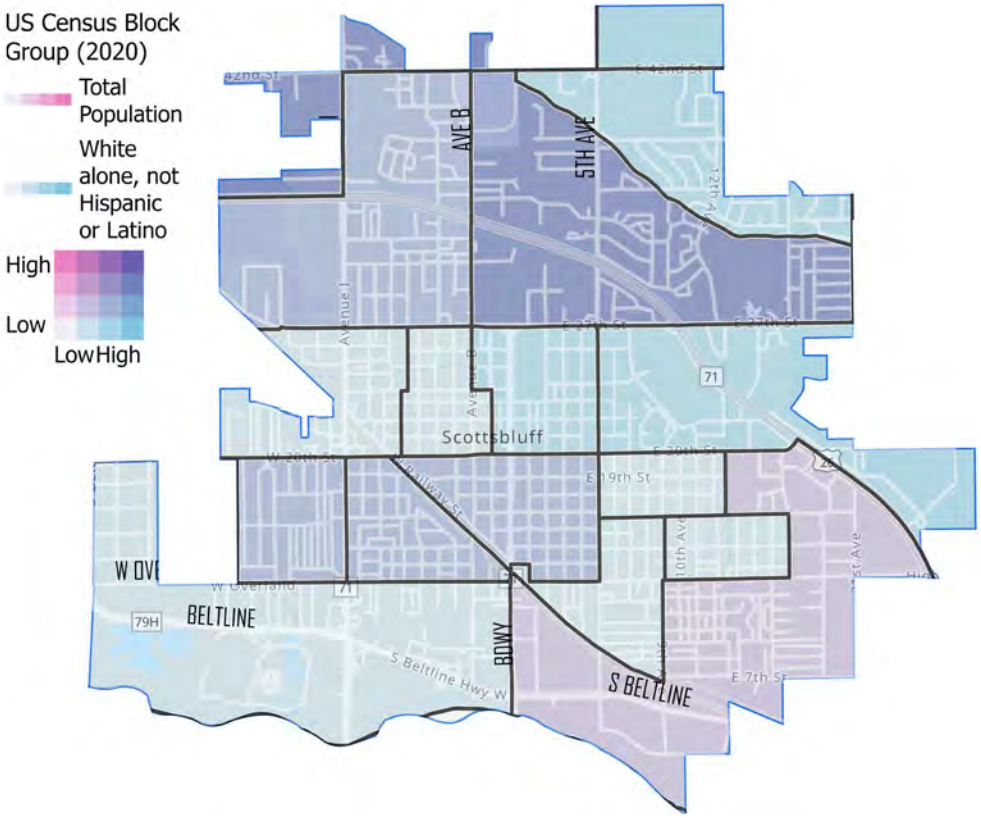


Figure 1-11. Ethnicity and Population by Census Tract

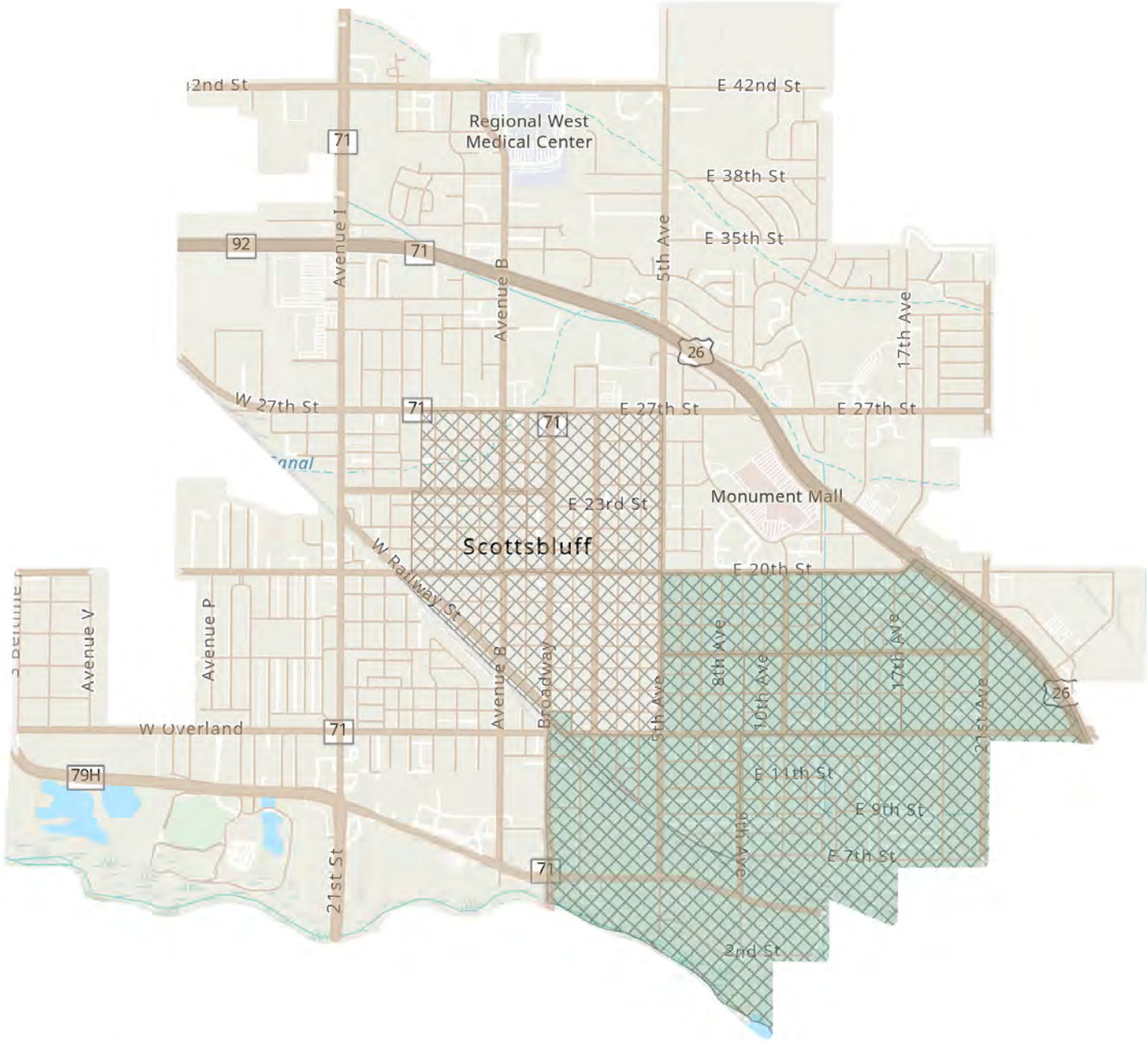


Figure 1-12. Disadvantaged and Underserved Census tracts in Scottsbluff, NE.

Disadvantaged census tracts according to the USDOT. Disadvantaged areas may include transportation, health, economic disadvantage, and equity. Source: SS4A Underserved Communities Census Tracts (Historically Disadvantaged Communities)

1.6 NEIGHBORHOOD CONTEXT AND EQUITY CONSIDERATIONS

The USDOT Equitable Transportation Communities (ETC) Explorer was used as one of several tools to help understand neighborhood conditions that may influence transportation safety within Scottsbluff (***Figure 1-12***).

The ETC screening evaluates census tracts across five components:

- Transportation Insecurity
- Climate and Disaster Risk Burden
- Environmental Burden
- Health Vulnerability
- Social Vulnerability

Together, these indicators provide insight into community characteristics that may affect how people travel, access daily destinations, and experience transportation safety risks.

Analysis of socioeconomic indicators and USDOT equity screening tools identified several census block groups in central and eastern Scottsbluff that meet or approach federal disadvantaged community thresholds. These areas generally correspond with older, established neighborhoods near downtown and along the East Overland corridor, where housing patterns are more compact, and on-street parking is more common. These characteristics often result in higher pedestrian activity and greater interaction between roadway users, particularly near schools, local businesses, and community destinations.

Safety improvements in these areas—especially along key pedestrian corridors and school routes—can therefore provide meaningful benefits by improving visibility, reducing conflicts between travel modes, and strengthening connections to everyday destinations.

It is important to note that these neighborhoods receive street maintenance and infrastructure improvements on the same schedule as other areas of the city. However, the combination of older street layouts, higher residential density, and greater pedestrian activity can create conditions where targeted safety improvements may provide additional benefit.

> *Historically disadvantaged neighborhoods often align with areas of higher pedestrian activity and greater transportation safety needs.*

1.7 FEDERAL SUPPORT FOR LOCAL ACTION

This Safety Action Plan was made possible through a Safe Streets and Roads for All (SS4A) planning grant of $240,000 from the U.S. Department of Transportation.

The SS4A program empowers communities like Scottsbluff to take bold steps toward Vision Zero by providing funding to develop Action Plans that lead to measurable safety improvements.

With federal support, local leadership, and strong community engagement, Scottsbluff is taking a proactive approach to creating safer streets for everyone.

This plan identifies priority projects, aligns funding opportunities, and establishes a clear path toward reducing fatal and serious injury crashes in the city.

This plan moves Scottsbluff from understanding the problem to acting on it — identifying where risk is highest, selecting proven countermeasures, and establishing a clear roadmap to eliminate fatal and serious injury crashes.

Scottsbluff's Vision Zero target year of **2036** aligns with the City's long-range planning horizon and provides a measurable timeframe for sustained implementation.



2 EVERYONE HAS A ROLE IN STREET SAFETY

Creating safer streets isn't just about engineering, enforcement, or policy — it's about people. This plan was built on the voices, concerns, and ideas of those who know Scottsbluff best: families, students, workers, business owners, and neighbors who use these streets every day.

Throughout this process, the community played a central role in shaping the plan's direction, identifying safety challenges, and defining what safer streets should look like in Scottsbluff.

Vision Zero and the Safe System Approach emphasize shared responsibility — from City leaders and planners to drivers, bicyclists, and pedestrians. Everyone has a role in making our streets safer.

> *Creating safer streets isn't just about engineering, enforcement, or policy — it's about people.*

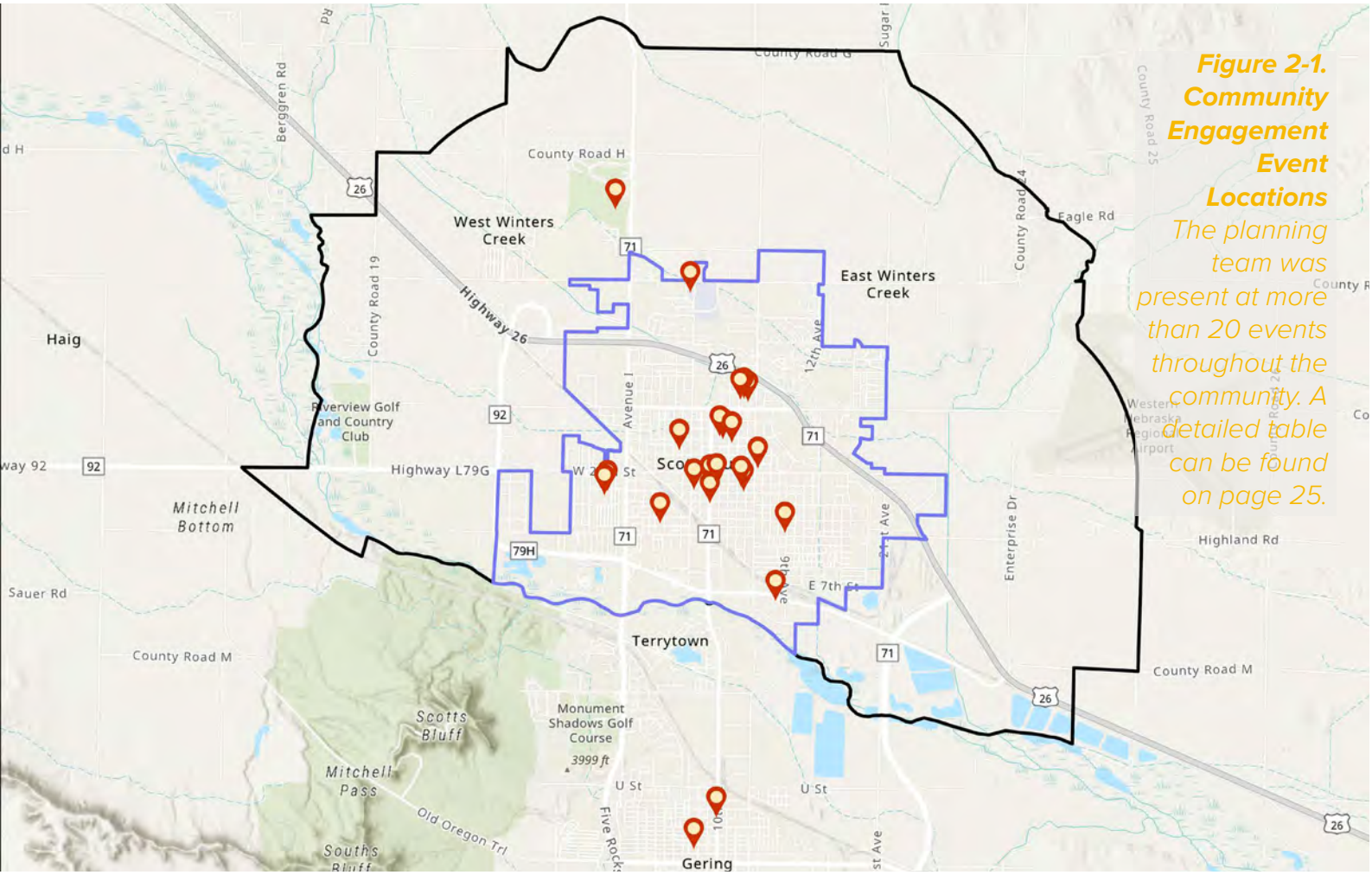


Figure 2-1. Community Engagement Event Locations

The planning team was present at more than 20 events throughout the community. A detailed table can be found on page 25.

2.1 COMMUNITY INPUT SUMMARY

From the very beginning, this planning effort was grounded in public engagement. The first public-facing event was held on July 10, 2025, and since then, the project team has gathered input at more than 20 events throughout the community (see ***Figure 2-1.***), as well as through online outreach and targeted stakeholder meetings.

Engagement activities included:

- Open house events and pop-up booths
- School outreach meetings with staff, students, and parents
- Stakeholder meetings with local agencies, businesses, and civic groups
- Social media outreach
- Citywide bilingual mailers
- Community bilingual surveys (online and in-person)
- An interactive bilingual Traffic Safety Comment Map

In addition to SS4A-specific outreach, the City's ongoing Comprehensive Plan Update Survey (October 2024 – March 2025) included transportation and traffic safety questions. Findings from that effort were reviewed and integrated into this Safety Action Plan.

More than 480 survey responses and 2,100 map comments were received during the SS4A engagement process.

1300+

total participants across surveys, events, and stakeholder input

483

total long and short community survey responses (online and in-person)

3,213

in-person jar votes over three distinct voting locations

2,166

location-specific comments on the interactive safety map

community engagement at a glance

Hundreds of Scottsbluff residents participated, sharing their experiences, frustrations, and ideas for improvement. This input provided a foundation for identifying key safety issues and developing a plan that reflects local needs.

Stakeholder participants—including school administrators, law enforcement officers, fire and EMS responders, hospital staff, and public health professionals—offered additional perspective on emergency access, school operations, visibility constraints, seasonal conditions, and response delays that are not always reflected in crash data alone.

This Community Engagement at a Glance summarizes key participation metrics, themes, and takeaways across engagement methods.

See **APPENDIX A1 - ENGAGEMENT** for more information on all engagement and stakeholder activities, summaries, totals, methods.



US & NEBRASKA HIGHWAY CORRIDORS

246 Supporting Comments

Most Cited Issues

- US 26 repeatedly identified as most dangerous corridor
- High-speed angle and rear-end crashes
- Heavy truck volumes and stopping distance
- Difficult pedestrian crossings
- Signal spacing and visibility concerns

Stakeholder Reinforcement:
Public Safety and transit stakeholders independently identified US 26 as the highest-risk corridor due to crash severity, freight exposure, and pedestrian conflict.



key takeaways across all engagement methods

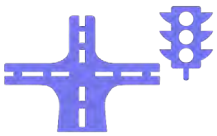


SPEEDING & AGGRESSIVE DRIVING

195 Documented Comments

Most Cited Issues
- Excessive speeds on major corridors
- Distracted driving
- Red-light and stop-sign violations
- Aggressive behavior and unsafe passing
- 146 distracted driving mentions
- 111 speeding mentions
- 106 red-light/stop sign violations
- Short survey reinforcement
- Map comments referencing excessive speed

Stakeholder Reinforcement
Police identified speeding, distraction, and impairment as primary crash contributors across Scottsbluff.



INTERSECTION & SIGNAL OPERATIONS

178 Documented Comments

Most Cited Issues
- Inadequate protected left-turn phases
- Short yellow intervals
- Poor visibility at skewed intersections
- Angle crashes at signalized locations
- 131 requests for dedicated left-turn arrows
- 96 signal timing concerns
- 95 roundabout/operational improvements
- School intersection-specific feedback
- High-injury intersection references

Stakeholder Reinforcement
Crash patterns show angle collisions at high-volume signalized intersections as a leading severe crash type.



SCHOOL ZONE & YOUTH SAFETY

164 Documented Comments

Most Cited Issues
- Congestion during arrival and dismissal
- Inconsistent school-zone signage and speeds
- Crossing visibility and guard coverage
- Parent queuing conflicts
- All six school meetings referencing congestion and safety
- Structured pedestrian crossing concerns near schools
- School-zone signage consistency concerns
- Parent queuing behavior themes

Stakeholder Reinforcement
Every school stakeholder session emphasized predictable, standardized school-zone operations and enhanced crossing visibility.



PEDESTRIAN INFRASTRUCTURE & CROSSINGS

160 Documented Comments

Most Cited Issues
- Missing or uneven sidewalks
- Unsafe crossings of US 26 and Broadway
- ADA gaps
- Drivers failing to yield
- 139 “cars going too fast” (pedestrian context)
- 128 failure to stop at crosswalks
- 89 sidewalk condition issues
- 84 difficulty crossing busy roads
- Map ADA gap comments

Stakeholder Reinforcement
Transit and school stakeholders highlighted accessibility gaps and visibility limitations as systemic safety barriers.



LIGHTING & VISIBILITY

120 Documented Comments

Most Cited Issues
- Dark crossings near schools
- Corridor lighting deficiencies
- Faded pavement markings
- Nighttime railroad crossing visibility
- 120 lighting upgrade responses
- 19 subpar lighting pedestrian mentions
- Railroad crossing nighttime visibility
- Map comments referencing dark corridors

Stakeholder Reinforcement
Police and school stakeholders noted poor nighttime visibility at major corridors and crossings as recurring concerns.



ENFORCEMENT, EDUCATION & DRIVER BEHAVIOR

83 Documented Comments

Most Cited Issues
- Desire for visible enforcement
- Youth driver education gaps
- Signal compliance issues
- 183 requests for stronger enforcement presence
- Youth driver education gaps
- Transit stop compliance issues
- Short survey emphasis

Stakeholder Reinforcement
Public safety partners emphasized enforcement sustainability and ordinance clarity as essential complements to engineering improvements.



BICYCLE & ACTIVE TRANSPORTATION GAPS

80 Documented Comments

Most Cited Issues
- Dedicated bike lanes
- Trail connectivity
- Lack of separation from traffic
- 80 requests for dedicated bike lanes
- 59 trail-width sidewalks
- 50 share-the-road signage
- Safe Routes to School interest

Stakeholder Reinforcement
Schools and transit partners expressed interest in improved walk/bike connectivity for students and riders.



RAILROAD CROSSINGS & EMERGENCY ACCESS

47 Documented Comments

Most Cited Issues
- Train delays blocking response
- Rough crossings
- Visibility limitations
- Interest in grade separation
- Map comments regarding train delay
- Public safety emergency response concerns
- Rough crossing complaints
- Grade separation interest

Stakeholder Reinforcement
Fire and police partners cited rail blockages as contributors to delayed emergency response and congestion.



2.2 WHO WE HEARD FROM

The planning team prioritized inclusive engagement to ensure broad representation across Scottsbluff and its 3-mile ETJ. Outreach efforts included events in all five sub-areas of the City and in the adjacent community of Gering, bilingual mailers to households, targeted school engagement, stakeholder meetings, and pop-up events across age groups and neighborhoods.

Input was sought from individuals who walk, bike, drive, use scooters, ride transit, or rely on mobility aids. The team heard from:

- Families with school-aged children
- Teenagers and students
- Older adults
- People with disabilities
- Residents of low-income and underserved neighborhoods
- Local business owners and employees
- City staff and emergency responders

Importantly, participation extended beyond Scottsbluff residents. As the regional employment and service hub for Western Nebraska and parts of eastern Wyoming, Scottsbluff's transportation system serves a broader daily population. Residents from Gering, Terrytown, and surrounding communities contributed input that helped shape the plan.

A special effort was made to engage areas with elevated crash risk or known infrastructure gaps. A transit-focused survey was developed and distributed. Materials were provided in both English and Spanish, and physical copies were made available at the public library to reach residents with limited internet access.

In addition to the surveys collected specifically for this effort, input was also received from the 2025 Comprehensive Plan Update Survey. The Comprehensive Plan Update Survey captured feedback from a broad cross-section of residents across age groups,

neighborhoods, and travel modes, providing additional perspective on everyday transportation safety concerns experienced throughout the community. A full overview of the survey can be found in Appendix **A1 - ENGAGEMENT.**

By collecting input across geographic areas, age groups, income levels, and travel modes, the planning process achieved broad representation across the community. Survey distribution and event placement were intentionally structured to reduce geographic or demographic bias and ensure balanced participation.

Figure 2.4 shows the number of surveys received versus population in each subarea. Although survey response may seem low in Tract 5 (light blue), substantial outreach occurred with individuals from Tract 5 at the Empowering Families Halloween Event. This event included voting for project categories with jars, but is not included in the survey totals.

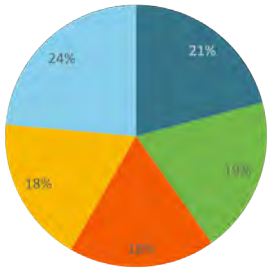


Figure 2-2. Survey Participation by Area

Survey responses were tracked by geographic sub-area to ensure balanced representation across Scottsbluff and its ETJ.

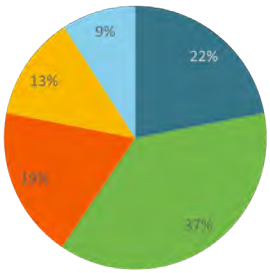


Figure 2-3. Scottsbluff Population by Area

In order to compare survey responses, the population of five areas of Scottsbluff were collected from U.S. Census Data

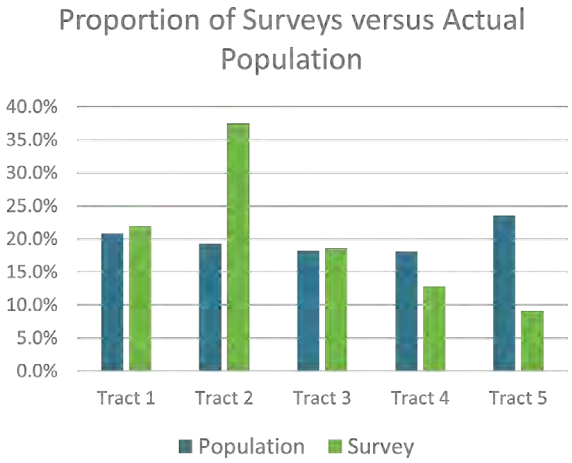


Figure 2-4. Survey Response Compared to Population

Survey responses were compared to population in order to get a sense of over and under-represented areas.









2.3 WHAT PEOPLE SAID

Public input revealed consistent and recurring safety concerns across all engagement methods —including surveys, pop-up events, school outreach, stakeholder meetings, and the online comment map. While residents referenced different neighborhoods and corridors, the themes were strikingly similar.

> *"Highway 26 is dangerous. People run red lights constantly, and trucks can't stop in time."*

Common concerns included:

- Speeding in residential neighborhoods
- Red-light running and stop sign violations
- Distracted driving
- Unsafe or unclear pedestrian crossings
- Sidewalk gaps and accessibility barriers
- Limited lighting at intersections and along corridors

> *"Speed limits don't work without enforcement."*

Participants frequently described near-miss experiences, unsafe turning movements, and difficulty crossing higher-speed roadways — particularly in areas where children walk to school or families cross major streets.

These lived experiences provided important context to the crash analysis and helped elevate concerns that may not always be fully captured in reported crash data.



SS4A Community Survey

In addition to in-person outreach, the City conducted a detailed SS4A community survey to gather structured input on traffic safety concerns, perceived high-risk locations, and priorities for improvement.

Survey responses consistently identified Highway 26 and other major corridors as the most significant safety concerns in Scottsbluff. Residents cited speeding, red-light running, distracted driving, heavy-truck braking, and limited visibility at signalized intersections as recurring issues. High-volume intersections — including Avenue I, 27th Street, 5th Avenue, Avenue B, and connections to Highway 71 and West Overland — were frequently mentioned.

Participants emphasized the need for:

- Stronger enforcement
- Improved signal timing and visibility
- Protected left-turn phasing
- Longer clearance intervals
- Clearer lane guidance and "turn into nearest lane" signage

Concerns were not limited to major corridors. Survey respondents also highlighted school areas and residential neighborhoods, noting speeding during pick-up and drop-off times, blocked or poorly marked crosswalks, and inconsistent traffic control.

> *School pickup and drop-off times are chaos. We need slower speeds and better crossings.*

Respondents also expressed discomfort walking or bicycling due to missing or discontinuous sidewalks, inadequate lighting, and limited separation from vehicle traffic. These concerns reinforced the plan's emphasis on corridor-based safety improvements, school zone enhancements, pedestrian and bicycle infrastructure, lighting upgrades, and a balanced approach combining engineering, enforcement, and education.

> *"I am scared to bicycle in most parts of town... cars and bikes don't know how to share the road."*

> *"Pathway network completion."*



SS4A Short Survey (In-Person Events)

To reach residents who may not participate in online engagement, short paper surveys were collected at multiple community events, including National Night Out, downtown pop-up outreach, school orientation events, Rotary Club presentations, and the Regional West Medical Center employee benefit fair.

> *"Pedestrian safety with button-activated crosswalks, like by the high school."*

These in-person responses echoed the online survey findings. Highway 26 and its major intersections were repeatedly identified as unsafe, with respondents citing speeding, unclear signal timing, limited visibility, and heavy truck traffic. Participants called for slower speeds, longer yellow and all-red intervals, improved lighting, and clearer pedestrian crossings.

> *"Broadway & 24th Street: frequent driver non-compliance with the crossing guard."*

School areas and neighborhood intersections were also frequently mentioned, particularly concerns about speeding during drop-off and pick-up times and limited crossing protection for children.

> *"Adoption of a no-parking buffer near bus stops to maintain accessibility and reduce operational conflict."*

Across events, respondents emphasized that enforcement and driver behavior are as critical as infrastructure improvements. Distracted driving, failure to yield, and disregard for signals were commonly cited as contributing to near misses and crashes.

Overall, short survey responses reinforced the priorities identified through crash analysis and the online SS4A survey, demonstrating consistency across engagement methods.

Comprehensive Plan Update Survey

Public input from the Comprehensive Plan Update Survey (October 2024–March 2025) further validated these themes.

Residents emphasized:

- Speeding and unsafe intersections, particularly along Highway 26
- ScHool-area safety concerns
- Limited walking and bicycling comfort
- Sidewalk gaps
- Lighting deficiencies

While the Comprehensive Plan survey provided broader citywide context, the SS4A engagement offered more location-specific detail. Together, these inputs reinforced the need for corridor-based safety improvements, school zone enhancements, lighting upgrades, and systemic speed management strategies.

> *"Railroad crossing safety and delay concerns, affecting both daily travel and emergency response."*

Importantly, many of the corridors and intersections identified through public input align closely with the High Injury Network (HIN) findings presented in Chapter 3. This alignment underscores the consistency between community experience and crash data.

Additional engagement details are provided in **APPENDIX 1**.

2.4 PERCEPTION VS. CRASH DATA

What people feel and what the data shows

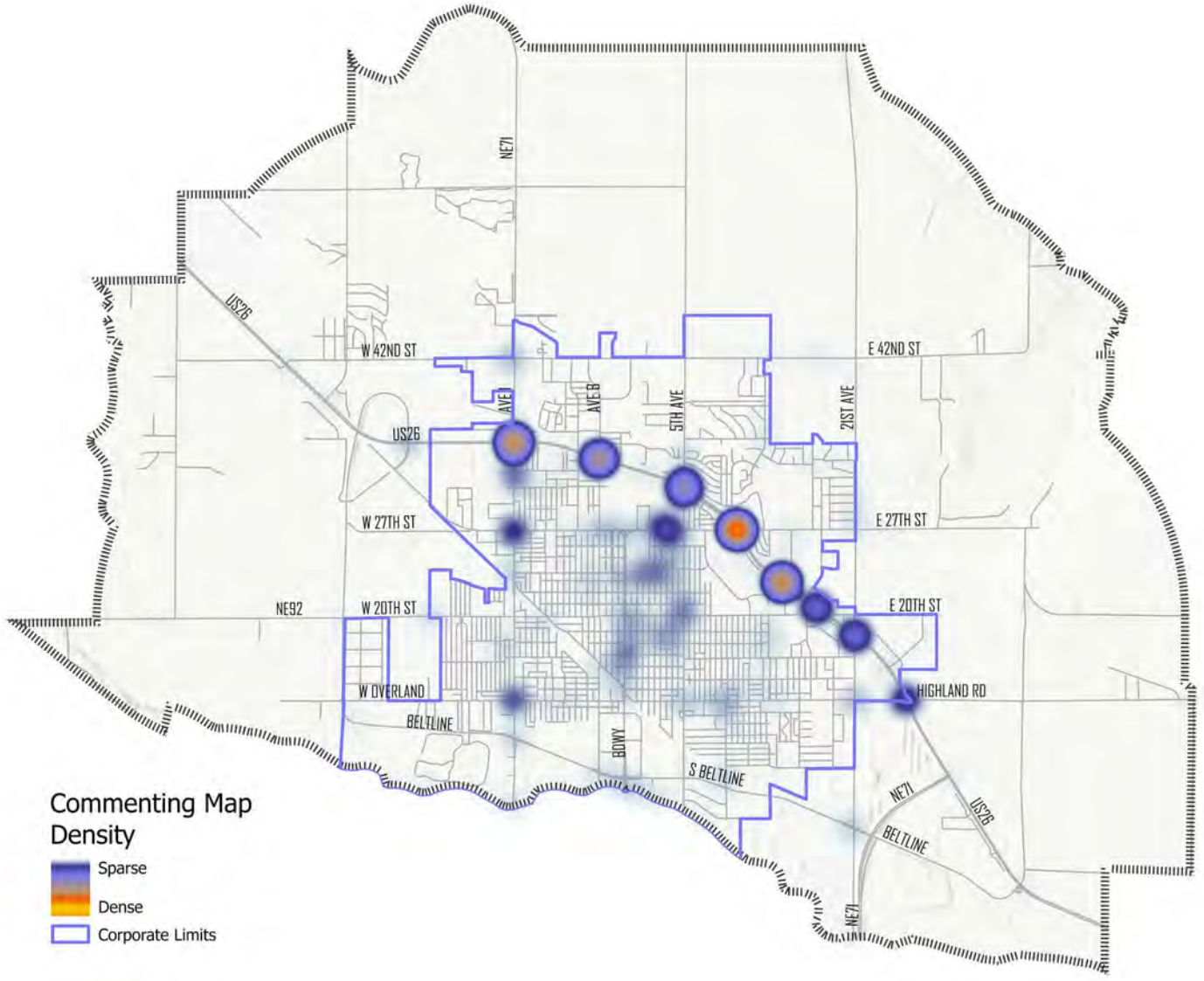
Comparing the public comment heat map with the crash heat map reveals a powerful pattern: the locations residents perceive as dangerous largely align with where severe crashes are occurring.

Corridors such as Highway 26, Avenue I (Highway 71), 27th Street, and West Overland were repeatedly identified by both crash data and public input as high-risk areas. Intersections along these corridors show concentrations of angle crashes, turning conflicts, and speed-related incidents — concerns echoed in survey responses and map comments.

At the same time, public input highlights areas that may not yet appear as high-crash locations but are perceived

Figure 2-5. Public Comment Heat Map

Locations where residents identified safety concerns through surveys and the online comment map.



as unsafe due to near misses, visibility issues, or school-related traffic. These perceptions provide critical insight into emerging risk conditions that traditional crash data alone may not capture.

Together, the crash analysis and community feedback create a more complete picture of safety in Scottsbluff — combining measurable outcomes with lived experience.

This integrated approach ensures that safety investments respond both to documented crash patterns and to the locations where residents feel most vulnerable.

Several of the highest-commented locations also appear within the Tier 1 High Injury Network (HIN) identified in **Chapter 3**.

Figure 2-6. Crash Density Heat Map (2014–2023)

Concentrations of reported crashes across the same geographic area.

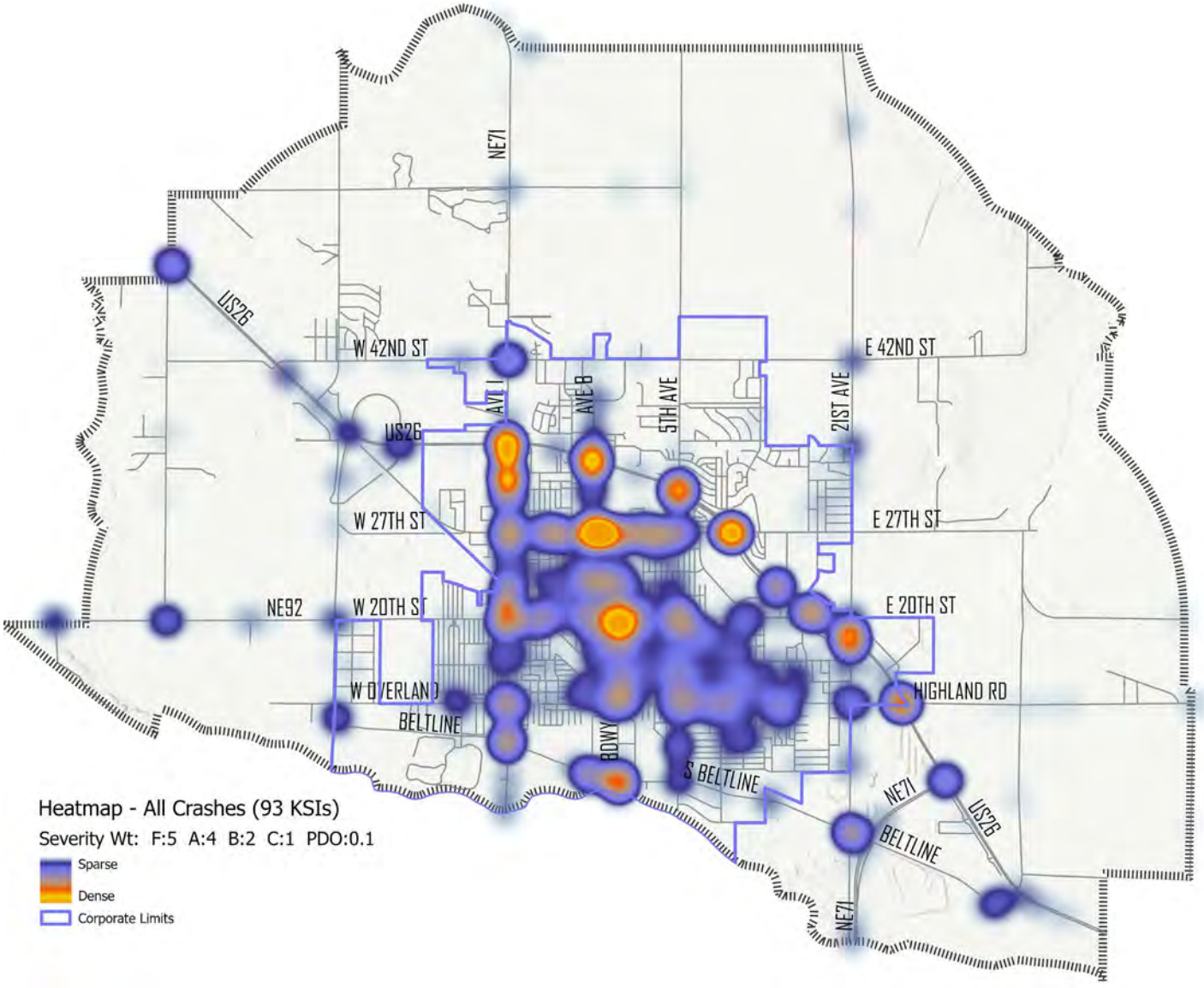


Table 2-1. SS4A Engagement Activities

Date	Event / Activity	Location	Audience / Focus	Approximate Participation Counts
2025-06-25	Task Force Meeting #1	Scottsbluff	Core stakeholders	4
2025-07-10	Bands on Broadway Pop-Up	18th Street Plaza, Scottsbluff	General public	30
2025-07-11	Oregon Trail Days Food Festival & Car Show	Gering	Regional public	75
2025-07-12	Oregon Trail Days Craft Fair	Gering	Regional public	200
2025-07-22	Summer Reading Wrap-Up Party	Scottsbluff Library	Families & youth	80
2025-08-01	Teen Advisory Council	Scottsbluff Library	Youth	7
2025-08-05	National Night Out	Downtown Scottsbluff	Families & residents	400
2025-08-11	SHS Outreach	Scottsbluff High School	Students	20
2025-08-13	Bluffs Middle School Outreach	Bluffs Middle School	Students	30
2025-08-13	Westmoor Orientation Open House	Westmoor Elementary	Students & parents	70
2025-08-20	SHS Enrichment Math Presentation	Scottsbluff High School	Students	12
2025-08-23	Beef, Beans & Bluegrass Festival	Downtown Scottsbluff	General public	275
2025-09-16	Roosevelt PTO Meeting	Roosevelt Elementary	Parents	8
2025-09-25	Westmoor School Discussion	Westmoor Elementary	Students	1
2025-09-25	Lincoln Heights School Discussion	Lincoln Heights Elementary	Students	1
2025-09-25	Bluffs Middle School Discussion	Bluffs Middle School	Students	1
2025-10-01	Task Force Meeting #2	Scottsbluff	Core stakeholders	7
2025-10-02	SHS Physics Classes	Scottsbluff High School	Students	50
2025-10-06	Longfellow School Discussion	Longfellow Elementary	Students	1
2025-10-07	Scottsbluff/Gering Rotary	Regional	Business & civic leaders	20
2025-10-07	St. Agnes School Discussion	St. Agnes School	Students	1
2025-10-16	Community Christian School Discussion	Scottsbluff	Students	1
2025-10-30	Tri-City Roadrunner Transit Stakeholder Meeting	Scottsbluff	Transit services	1
2025-10-31	Empowering Families Halloween Event	18th Street Plaza	Families	300
2025-11-06	EMS, Police & Fire Stakeholder Meeting	Scottsbluff	Emergency services	8
2025-11-6&7	Regional West Employee Benefit Fair	Scottsbluff	Regional workforce	125
2025-11-12	Task Force Meeting #3	Scottsbluff	Core stakeholders	6
2026-02-25	Task Force Meeting #4	Scottsbluff	Core stakeholders	6
2026-05-02	Los Guadalupanos Cinco de Mayo Celebration	Guadalupe Center	General public	10



2.5 ENGAGEMENT TIMELINE

Community engagement for the Scottsbluff SS4A Safety Action Plan occurred between June 2025 and May 2026—see ***Table 2-1***. Outreach activities included public pop-up events, school-based discussions, stakeholder meetings, youth engagement, regional festivals, and recurring Task Force meetings. The planning team intentionally engaged residents across age groups, neighborhoods, and travel modes to ensure broad and balanced participation.

> *Engagement activities were distributed across community events and regional gatherings to reach residents who may not participate in traditional public meetings.*

2.6 HOW INPUT SHAPED THE PLAN

Public input was not only collected — it directly influenced project selection, prioritization, and design strategies.

Community concerns informed:

- Identification of priority corridors and intersections
- Development of scoring criteria for capital projects
- Emphasis on speed management and visibility improvements
- Focus on school zone safety and neighborhood access
- Integration of sidewalk and ADA gap closure into corridor strategies

The engagement process reinforced the importance of equitable investment — ensuring improvements are directed to areas of greatest need rather than areas of greatest convenience.

> *Safety priorities identified through the SS4A engagement process closely align with findings from the City's Comprehensive Plan Update, demonstrating consistent and sustained public concern over time.*

2.7 ONGOING ROLE OF THE COMMUNITY

This plan is not the end of the conversation. Street safety requires continued partnership among residents, City leadership, schools, businesses, and regional stakeholders.

As projects move from planning to implementation, the City will continue to:

- Seek public feedback during design development
- Monitor safety performance metrics
- Adjust priorities as conditions change
- Coordinate with neighboring communities and regional partners

While the Task Force is expected to meet less frequently following plan adoption, it will continue to serve as an important forum for implementation coordination, progress updates, and continued community input.

The project website will remain available as a resource for residents to review plan materials, follow implementation progress, and stay informed about future engagement opportunities.

Ongoing engagement will remain essential to sustaining progress toward the City's Vision Zero commitment.

Safer streets are achieved through shared responsibility — and through consistent follow-through.



3 WHERE AND WHY CRASHES HAPPEN

3.1 UNDERSTANDING PATTERNS TO PREVENT SERIOUS INJURY

Behind every crash statistic is a person — a family disrupted, a child injured, a neighbor lost. Understanding where and why crashes occur is essential to preventing them.

This chapter translates community concern into crash data analysis, examining patterns in location, severity, and contributing factors. By identifying recurring risk environments, the City of Scottsbluff can focus resources on conditions most likely to result in serious injury or fatal outcomes.

Crashes are not random events. They tend to occur in predictable locations, under familiar conditions, and often involve similar conflict types. Recognizing these patterns allows proactive interventions — addressing systemic risks before additional tragedies occur.

Fatal and serious injury crashes (KSI) represent only 1.3% of total crashes, but they change countless lives.



A **fatal** crash results in at least one death, either at the scene or as a result of crash-related injuries.

A **serious injury** (Injury A) crash involves life-altering harm requiring urgent medical attention, consistent with MMUCC definitions adopted by NDOT.

An **observed injury** (Injury B) includes visible but less severe injuries such as cuts or bruises.

A **possible injury** (Injury C) includes reported discomfort without visible injury at the scene.

A **property damage only** (PDO) crash involves damage to vehicles or property without reported injuries.

3.2 CRASH OVERVIEW

Crash data for Scottsbluff was analyzed for the years 2014–2023 using both the corporate limits and the expanded ETJ project area to reflect real travel patterns influencing local safety.

Across the expanded project area (City + ETJ):

- 5,361 total crashes
- 14 fatal crashes
- 79 severe injury (Inj-A) crashes
- 476 visible injury (Inj-B) crashes
- 658 possible injury (Inj-C) crashes
- 4134 property-damage-only (PDO) crashes

Within corporate limits alone:

- 4,907 total crashes
- 9 fatal crashes
- 62 severe injury (Inj-A) crashes
- 423 visible injury (Inj-B) crashes
- 592 possible injury (Inj-C) crashes
- 3821 PDO crashes

While the majority of Project Area crashes (77.1%) were classified as property damage only (PDO), even a single severe crash carries significant human and community consequences. Fatal and serious injury crashes represent a small share of total crashes but account for the most severe impacts.

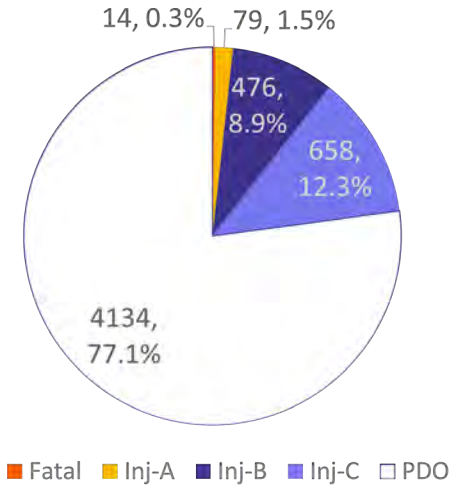


Figure 3-1. Crash Severity Distribution for the Project Area (City and ETJ, 2014–2023)

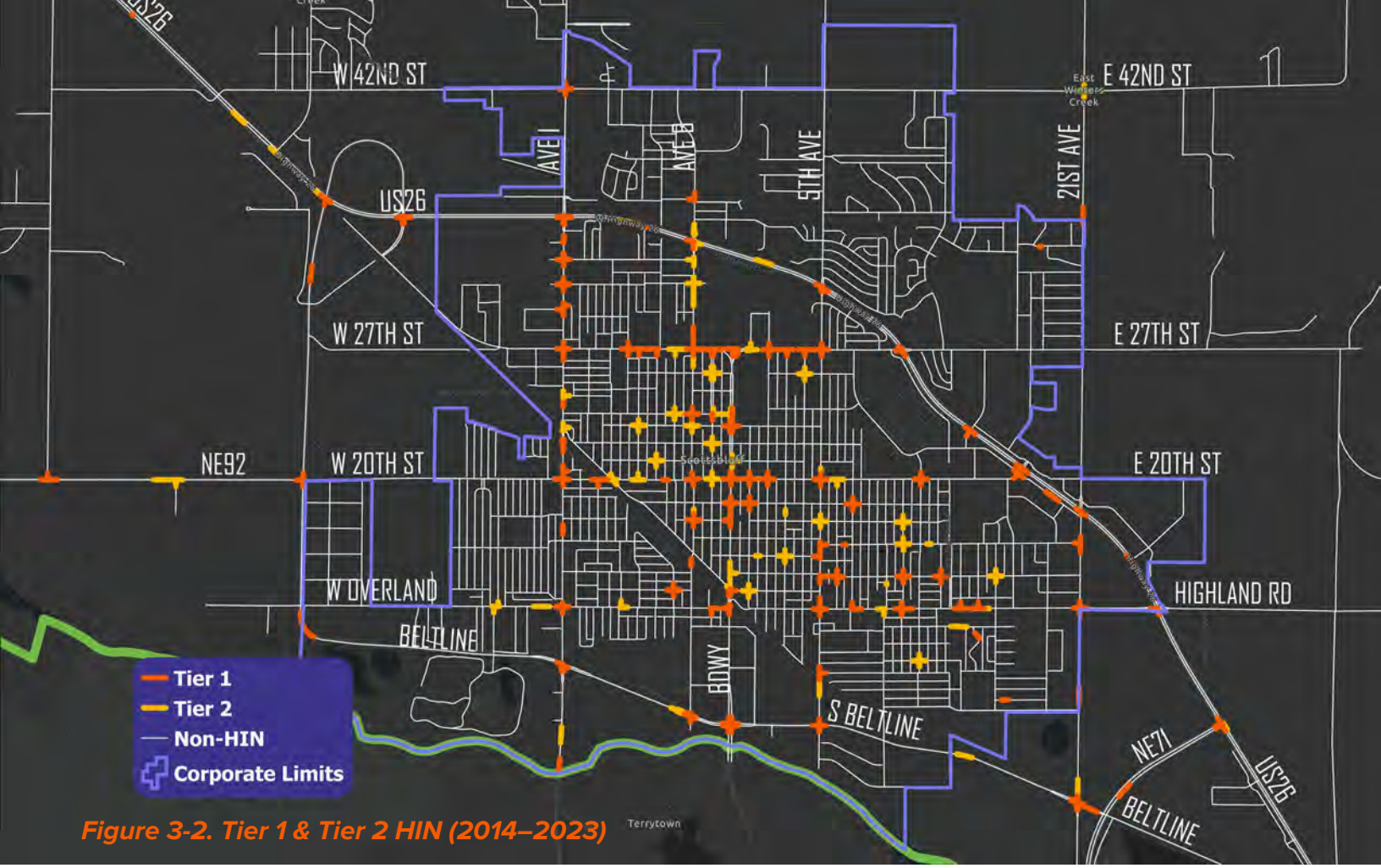


Figure 3-2. Tier 1 & Tier 2 HIN (2014–2023)

3.3 THE HIGH INJURY NETWORK (HIN)

To identify where fatal and serious injury crashes are most concentrated, the planning team developed a High Injury Network (HIN) (see ***Figure 3-2***). A HIN is a data-driven map of roadway segments and intersections with elevated crash severity patterns.

The HIN analysis used ten years of crash data (2014–2023) and applied a crash severity ranking. Roadway segments were assigned a severity sum by adding the number of fatal, serious injury, observed injury, possible injury, and PDO crashes, weighted appropriately. Each location was then ranked by severity sum per mile, with Tier 1 representing locations above the 90th percentile and Tier 2 representing locations between the 85th and 90th percentile.

Tier 1 corridors represent approximately 3.9% of the roadway network but account for 84% of all fatal and serious injury crashes (KSI).

Tier 2 corridors represent an additional 2.1% of roadway mileage and capture nearly all remaining KSIs.

Together, the Tier 1 and Tier 2 HIN comprise approximately 6.0% of the roadway network yet account for 97% of fatal and serious injury crashes during the 2014–2023 analysis period.

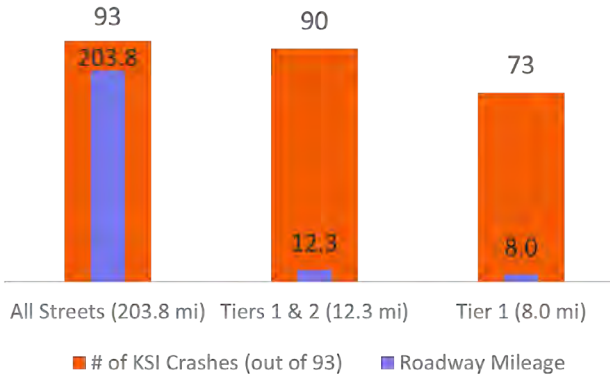


Figure 3-3. HIN Network Statistics
By using the Tier 1 and Tier 2 HIN network as a tool for analyzing crash concerns, the number of miles of roadway needing urgent action is vastly reduced, while still maintaining high priority on KSI crashes.

KEY FINDINGS FROM THE HIN

The HIN identifies several continuous crash corridors where multiple high-risk intersections and roadway segments occur along the same route. Primary east-west corridors followed by north-south corridors include:

Primary East–West KSI Corridors

- US Highway 26 (US-26)
- West 27th Street
- 24th Street (Bluffs Middle School / Lincoln Heights area)
- 20th Street
- East and West Overland
- South Beltline Highway

Primary North–South KSI Corridors

- Avenue I (Highway 71)
- Avenue B
- Broadway
- 5th Avenue
- 10th Avenue
- 21st Avenue

Geographic Distribution of KSI Crashes (East vs. West patterns)

Spatial analysis indicates that the central and southeastern portions of Scottsbluff experience a higher concentration of fatal and serious injury crashes compared to other areas of the city. These areas include segments of US Highway 26, Avenue I (Highway 71), Broadway, and key school-adjacent corridors.

Several contributing factors likely influence these patterns, including higher traffic volumes, greater speed differentials, signalized intersections, and multimodal activity near commercial areas and schools. While residential neighborhoods may experience localized crash occurrences, severe crashes are more frequently associated with arterial facilities where exposure and operating speeds are higher.

Across the community, fatal and serious injury crashes are disproportionately concentrated along arterial roadways and higher-speed corridors. These facilities carry greater traffic volumes, include multiple travel lanes, and experience higher operating speeds than residential streets. The combination of traffic exposure, turning movements, signalized intersections, and access density contributes to elevated crash severity risk.

In contrast, residential streets generally experience lower speeds and traffic volumes, resulting in fewer severe crashes despite occasional higher crash frequencies related to access, parking, or local circulation. Residential neighborhoods in the southwest, northwest, and northeast areas show relatively few KSI crashes occurring on local streets. This is likely due to a combination of factors, including street width, speed limits, populations, higher pedestrian presence. Across the community, the majority of KSI crashes are concentrated along arterial roadways and higher-speed facilities rather than local residential streets. Both volume and speed likely have an impact on this, as arterials are designed to carry more traffic at higher speeds than local streets or collector roads.

HIN INTERSECTIONS

To further examine the HIN, intersections were ranked by summing the weighted severity scores of crashes occurring within each intersection area. Using 10 years of crash data, from 2014–2023, the highest-ranked intersections include:

#1. US-26 & E 27th Street
#2. 20th Street & Broadway
#3. US-26 & Avenue I
#4. US-26 & 5th Avenue

When evaluated using only 5 years of crash data from 2019–2023, rankings shift slightly, reflecting recent crash trends. Across both the 10-year and 5-year analyses, the following intersections consistently rank among the highest severity locations:

- South Beltline & Broadway
- W 27th Street & Avenue B
- South Beltline & 21st Avenue

A full list of the top 26 HIN intersections can be found in **APPENDIX A3 - CRASH MAPS**.

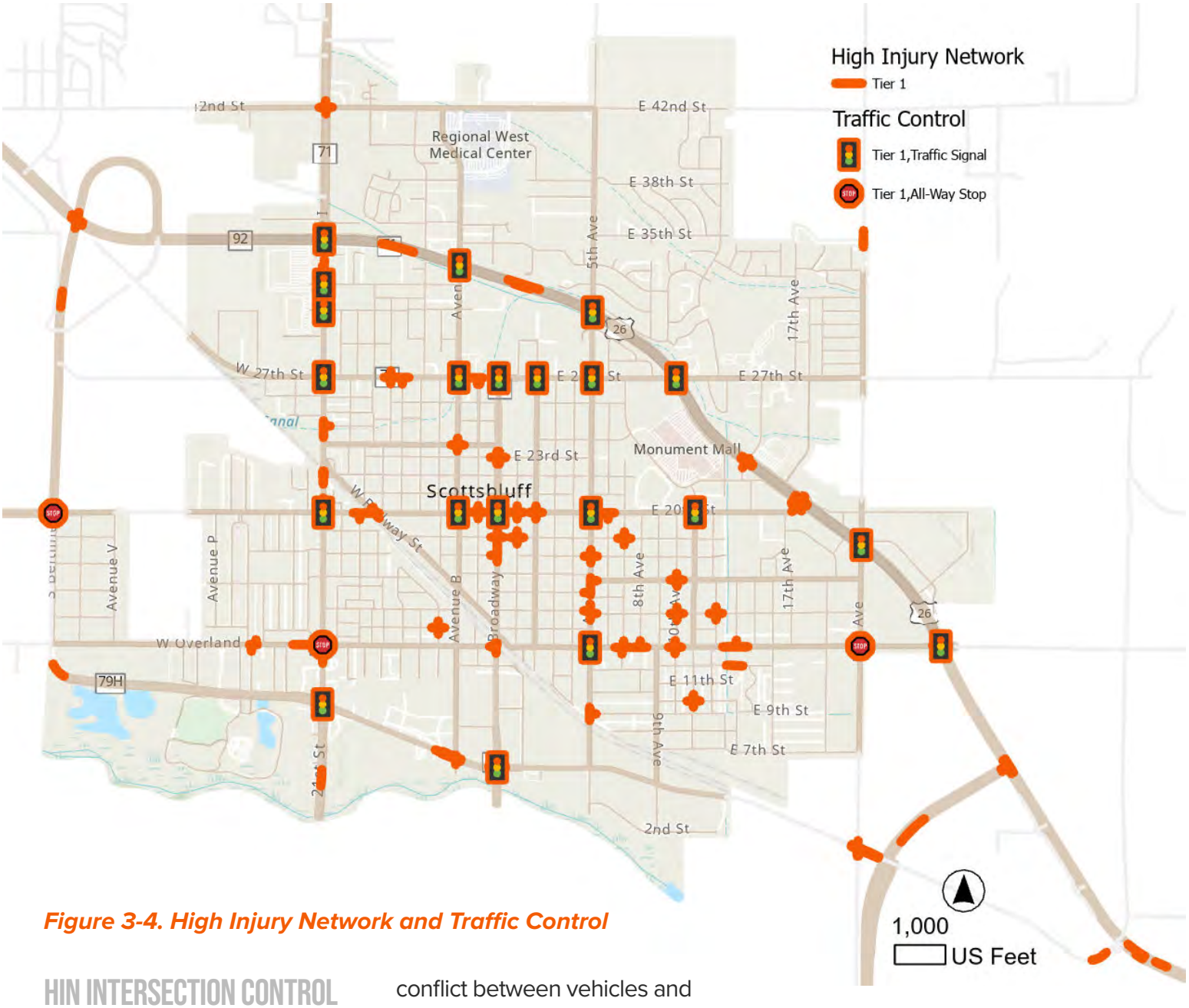


Figure 3-4. High Injury Network and Traffic Control

HIN INTERSECTION CONTROL

Intersection control patterns reinforce the need for targeted corridor improvements along Scottsbluff's highest-risk roadways. Of the City's 24 traffic signals, 21 (88%) are located along Tier 1 High Injury Network (HIN) corridors and intersections, demonstrating a strong relationship between signalized, higher-volume intersections and severe crash occurrence. These locations typically involve multiple turning movements, higher speeds, and increased conflict between vehicles and pedestrians.

In contrast, only 3 of the City's 10 all-way stop-controlled intersections (30%) fall within the Tier 1 HIN, indicating that lower-speed, stop-controlled environments are less frequently associated with severe crashes.

As shown in ***Figure 3-4***, signalized intersections and KSI crashes are heavily concentrated along the same major corridors. These findings directly support the focus of Focus Area 2 – High-Severity Corridor Modernization, which prioritizes improvements where traffic control complexity, volume, and speed intersect. Strategies such as signal visibility upgrades, protected turning phases, access management, corridor lighting, and conflict reduction treatments are intended to address the underlying conditions present at these high-risk locations.

By focusing on these corridors as a priority, Scottsbluff is

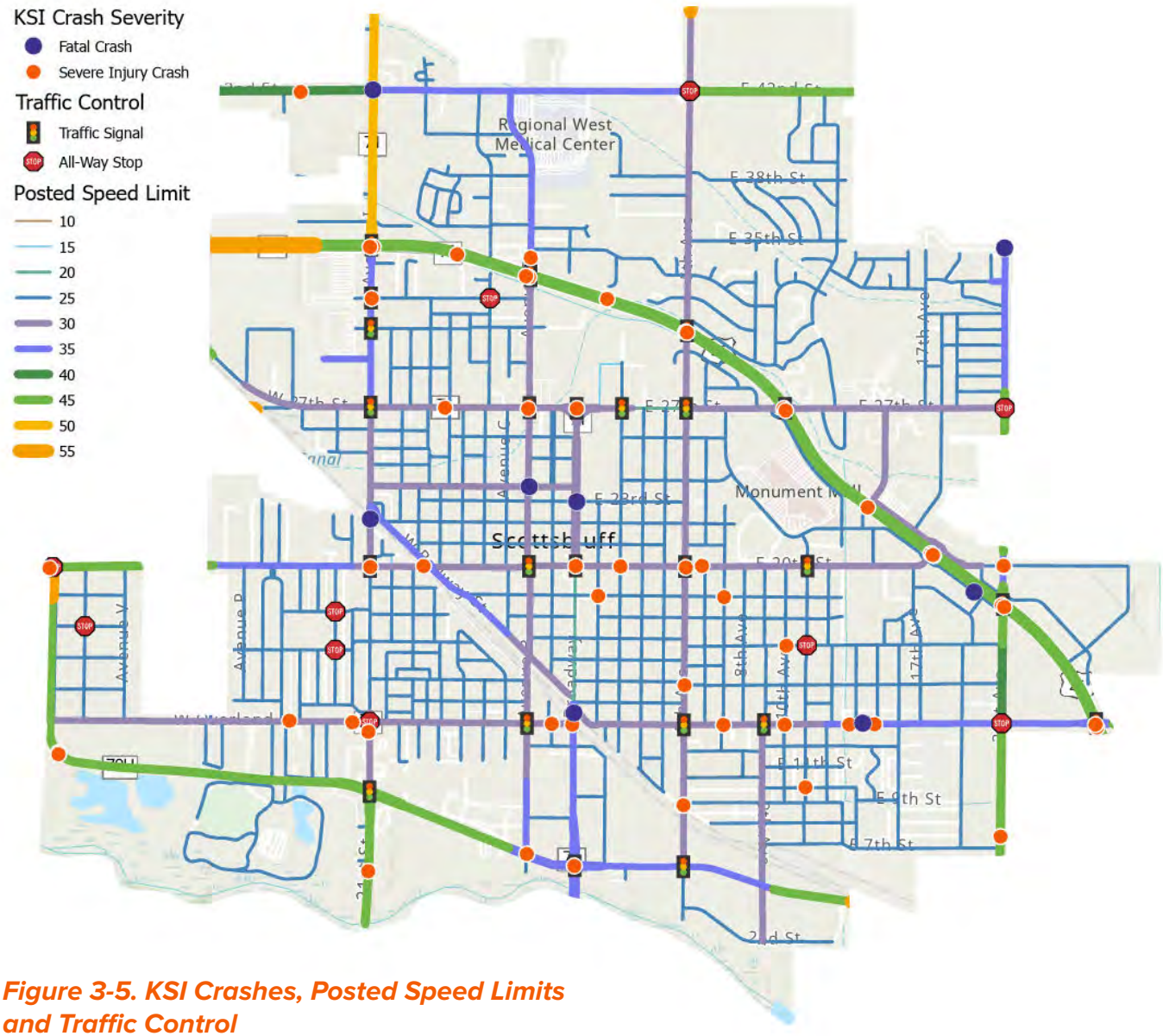


Figure 3-5. KSI Crashes, Posted Speed Limits and Traffic Control

targeting the locations where safety improvements can have the greatest impact—moving the community closer to its goal of eliminating fatal and serious injury crashes.

HIN AND POSTED SPEED LIMIT

Posted speed is a critical factor influencing crash severity across the High Injury Network. As shown in ***Figure 3-5***, KSI crashes and HIN segments are distributed across a range of speed environments, but clear patterns emerge.

The largest share of HIN segments occurs on roadways with posted speeds of 30 mph (35%), reflecting the number of crashes occurring on streets that serve both neighborhood access and connections to major destinations. However, higher-speed corridors are disproportionately represented in severe crashes, with 45 mph segments accounting for 26% of the HIN. Roadways posted at 55 mph and above account for an additional 17%, highlighting the elevated risk associated with higher-speed travel.

The overlap of higher posted speeds, signalized intersections, and KSI crash locations—particularly along corridors such as US-26, Avenue I, and Broadway—illustrates how speed, exposure, and roadway design combine to influence crash severity.

These findings reinforce the importance of speed management, corridor design improvements, and intersection safety treatments as core strategies for reducing fatal and serious injury crashes in Scottsbluff.



High Incidence Network

- Tier 1
- Highway
- Arterial
- Collector
- Local
- County

2024 Census Block Groups

- Historically Disadvantaged Neighborhoods
- SS4A Underserved Community

KSI Crash Severity

- Fatal
- Inj-A

Figure 3-6. Disadvantaged Census tracts and Killed and Seriously Injured Crash Locations.

Disadvantaged census tracts and KSI crash locations (2014–2023) showing the relationship between high-injury corridors and areas experiencing historical underinvestment.

HIN AND DISADVANTAGED AREAS

Crash analysis conducted for this Safety Action Plan found that 27 of the 71 KSI crashes occurring within the Scottsbluff corporate limits between 2014 and 2023 (38 percent) happened within or adjacent to census tracts identified through the ETC screening as historically disadvantaged (***see Figure 3-6***), including 3 fatal crashes and 24 severe injury crashes. This pattern reflects the relationship between crash risk and areas where roadway users—drivers, pedestrians, and bicyclists—interact more frequently.

Overlaying USDOT historically disadvantaged census tracts with Scottsbluff's High Injury Network (HIN) further illustrates their relationship.

Portions of several Tier 1 HIN corridors and intersections fall within or along central neighborhoods in disadvantaged census tracts, reinforcing the importance of addressing safety conditions in locations where exposure and crash risk are highest.

For this reason, neighborhood context and ETC screening results were considered alongside HIN segments and high-injury intersections during the project prioritization process.

This approach helps ensure that safety improvements address locations with both elevated crash risk and higher concentrations of everyday travel activity, directing resources where they can deliver the greatest safety benefit for the community

HIN NON-INTERSECTION LOCATIONS

The High Injury Network provides the geographic foundation for the countermeasure selection and project prioritization described in **Chapter 4**. By focusing on a small share of roadway mileage where the majority of severe crashes occur, the City can direct resources where they will have the greatest life-saving impact.

Across both the 10-year and 5-year HIN, the following non-US Hwy 26 intersections possessed high severity score sums, meaning they possessed a high number and/or a high severity of crashes:

- S Beltline and Broadway (5th and 9th)
- W 27th St and Avenue B (11th and 10th)
- S Beltline and 21st Avenue (12th and 13th)

A full list of Tier 1 and Tier 2 HIN segments and intersections is provided in **APPENDIX A3 - CRASH MAPS**.

While intersections represent a significant share of severe crash locations, not all Tier 1 and Tier 2 HIN segments are intersection-based. Non-intersection Tier 1 segments are located on US Hwy 26 in between Ave I and Ave B, as well as between Ave B and 5th Ave. Several high-severity roadway segments occur midblock, including portions of:

- South Beltline Highway
- East and West Overland
- South Frontage Road
- 20th Street
- 21st Avenue
- Sugar Factory Road

These segments often reflect higher operating speeds, access density, turning conflicts, or transitions between roadway classifications.

In contrast, many Tier 1 and Tier 2 intersections are concentrated along US Highway 26 and key north–south arterials such as Avenue I (Highway 71), Broadway, and Avenue B. These locations experience a combination of traffic volume, turning movements, signal control, and multimodal activity that increase crash exposure.

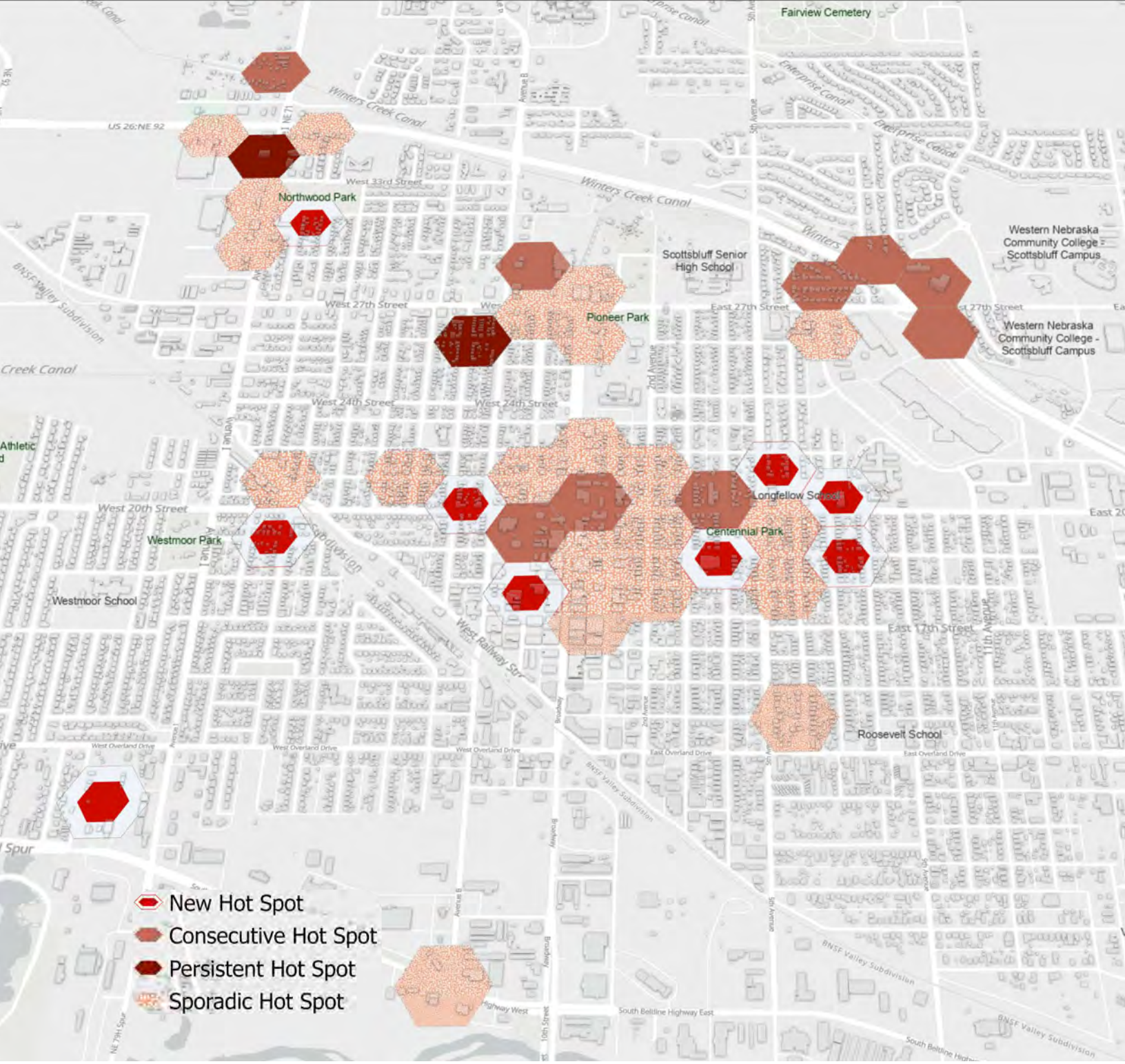
> *Crashes occur at intersections and on corridor segments — this reinforces the need for both intersection-level improvements and systemic corridor improvements.*

3.4 SPACIAL DISTRIBUTION OF CRASHES THROUGHOUT TIME

Understanding where and why crashes occur is essential to improving roadway safety in Scottsbluff. In addition to the HIN, crash data from 2014-2023 was analyzed using advanced spatial and statistical tools in ArcGIS Pro by applying a space-time cube method to group crashes by location and time, followed by Emerging Hot Spot Analysis to detect statistically significant patterns. These trends were classified as new, consecutive, persistent, or sporadic hot spots—revealing how crash risks evolve over time and where targeted interventions are most needed.

The map on the following page (***Figure 3-7***) illustrates these hot spots by type and location. New and consecutive hot spots show where crashes have become increasingly frequent in recent years, while persistent hot spots highlight locations with a long history of crash activity. These areas are key indicators for where safety improvements—such as reconfigured intersections, traffic calming, or pedestrian enhancements—can have a measurable impact.





Unlike simple crash counts, this approach focuses on statistically significant clusters, helping identify patterns that are unlikely to be due to chance alone. For example, repeated crashes at a particular intersection may point to issues like poor visibility, missing signage, or design flaws. Understanding these trends allows Scottsbluff to move from reactive responses toward proactive solutions that address underlying causes and reduce future risk.

Figure 3-7. Hot Spots
New, Consecutive, Persistent, and Sporadic Hot Spots were identified through a space-time analysis of the crashes from 2014-2023, weighted by crash severity.

3.5 5-YEAR KSI CRASH TREND ANALYSIS

As part of the Safety Action Plan, fatal and severe injury (KSI) crashes were evaluated using rolling five-year periods to better understand how severe crash patterns shift over time. This approach provides a consistent basis for tracking trends while smoothing year-to-year variability.

The series of maps illustrates five-year KSI crash patterns for the City of Scottsbluff from 2017–2021 through 2021–2025. While overall crash locations remain generally consistent with the High Injury Network, several notable trends emerge across the rolling periods.

US-26 continues to show persistent crash levels, with increasing severity in recent years, including multiple fatal crashes occurring since 2024. Arterial corridors such as Avenue I and Broadway consistently exhibit clusters of severe crashes, reflecting higher speeds, traffic volumes, and turning conflicts. More recent periods also show an increased presence of KSI crashes on local streets and select collector roadways, indicating that severe crash risk is not limited to major corridors.

These patterns reinforce the need for a balanced safety strategy that addresses both high-speed arterial corridors and localized neighborhood conditions. The rolling five-year analysis supports the plan's focus on systemic improvements, corridor-level treatments, and targeted neighborhood safety interventions.

> ***Severe crashes remain concentrated, but their locations shift over time—reinforcing the need for both corridor and neighborhood safety improvements.***

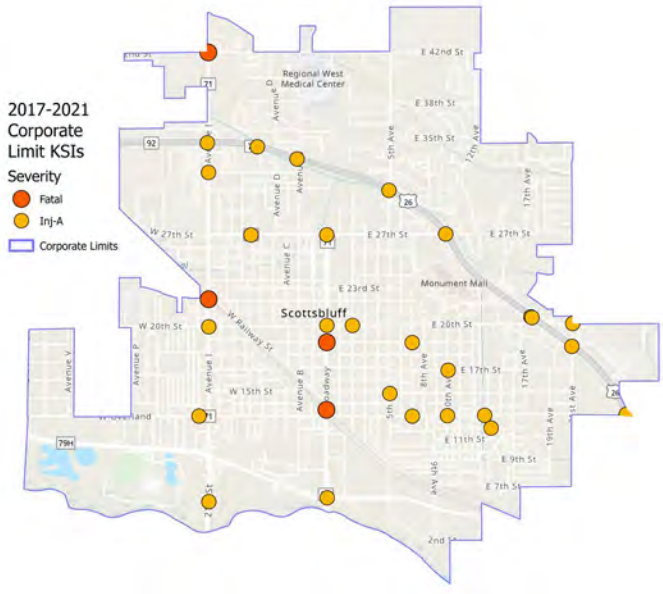


Figure 3-8. 2017 - 2021 KSI Crashes
Five-year KSI crash locations within Scottsbluff corporate limits (2017–2021), illustrating baseline severe crash patterns.

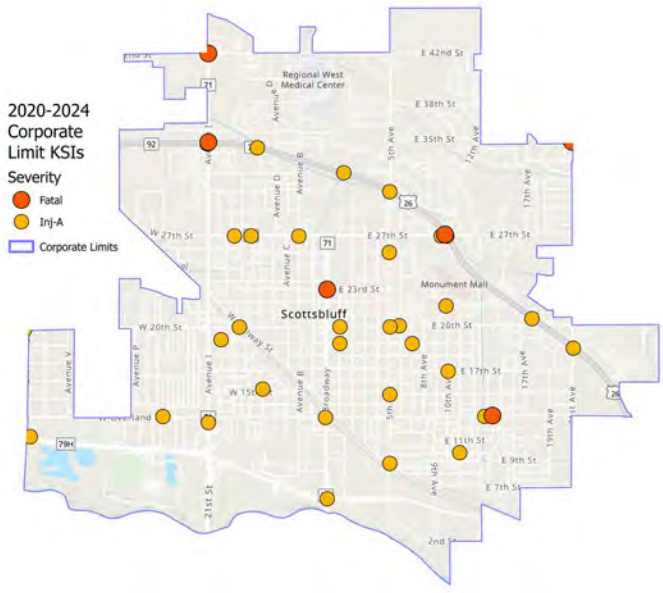


Figure 3-11. 2020 - 2024 KSI Crashes
Five-year KSI crash locations (2020–2024), showing distribution across arterial and local roadways, including US-26.

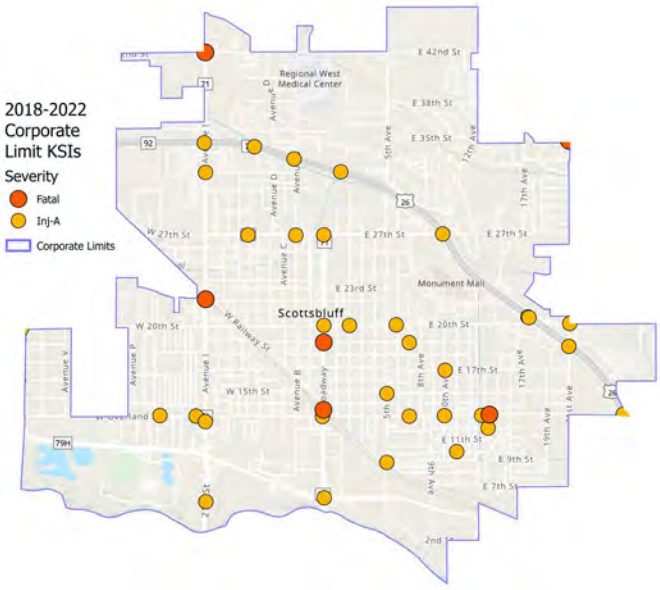


Figure 3-9. 2018 - 2022 KSI Crashes
Five-year KSI crash locations (2018–2022), showing continued concentration along major corridors and emerging residential crash locations.

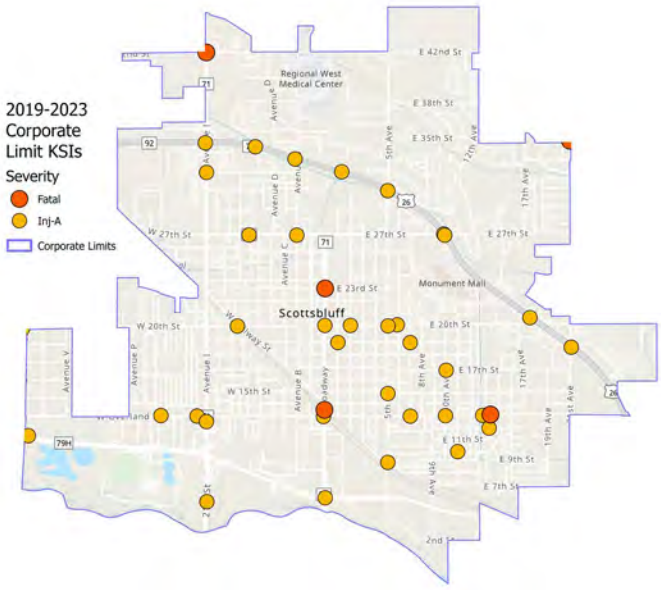


Figure 3-10. 2019 - 2023 KSI Crashes
Five-year KSI crash locations (2019–2023), with increased clustering along arterial corridors.

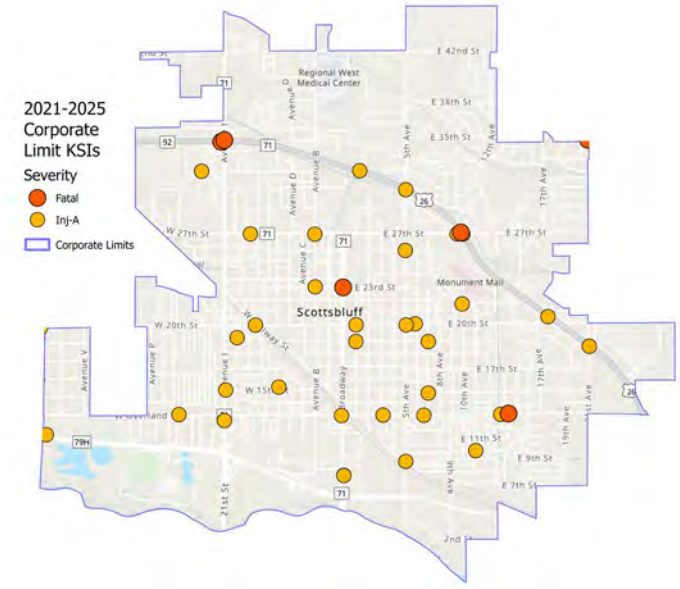


Figure 3-12. 2021 - 2025 KSI Crashes
Five-year KSI crash locations (2021–2025), reflecting continued activity along US-26 and local streets, with emerging patterns along key corridors such as Avenue I.

3.6 ENFORCEMENT DATA INTEGRATION

As part of ongoing safety monitoring, the City will work to incorporate traffic citation and enforcement data into its analysis framework. Mapping citation activity alongside crash data and the High Injury Network will help identify where enforcement is occurring, where gaps may exist, and how enforcement strategies align with locations of elevated crash risk.

Over time, integrating citation data will support a more coordinated approach to safety by informing targeted enforcement, evaluating the effectiveness of education and enforcement programs, and strengthening data-driven decision-making. This effort will complement engineering improvements by helping the City better understand driver behavior patterns and focus resources where they can have the greatest impact on reducing severe crashes. See **APPENDIX A6 - MAPS** for visualized citation data.

3.7 CRASH TYPE BREAKDOWNS

While the HIN identifies priority corridors where high volumes and high severity crashes occur, to further understand risk patterns, the planning team evaluated crash types across the full study area.

Across all crashes, angle crashes represent the largest share (35%), followed by single-vehicle crashes (28%) and rear-end crashes (24%). Other crash types include sideswipe, front-to-front, and unknown/other categories. (***see Figure 3-15***).

Angle crashes primarily occur at intersections and are often associated with turning conflicts, signal timing, or failure to yield.

Single-vehicle crashes are more common along higher-speed segments and may reflect roadway departure, driver behavior, or environmental conditions.

Rear-end crashes frequently occur along higher-volume corridors with signalized intersections.

When evaluated geographically, the highest concentration of angle crashes aligns with major corridors including:

- US Highway 26
- Avenue I (Highway 71)
- W 27th Street
- Broadway and 20th Street

This pattern reinforces the emphasis for intersection safety upgrades, signal timing improvements, access management, and speed management strategies along arterial facilities.

Crash type analysis was completed for each crash type, and can be seen on the following pages.

Figure 3-13. Angle Crashes
Heatmap of all angle crashes, weighted by severity, highlighting concentration along Tier 1 and Tier 2 HIN corridors.

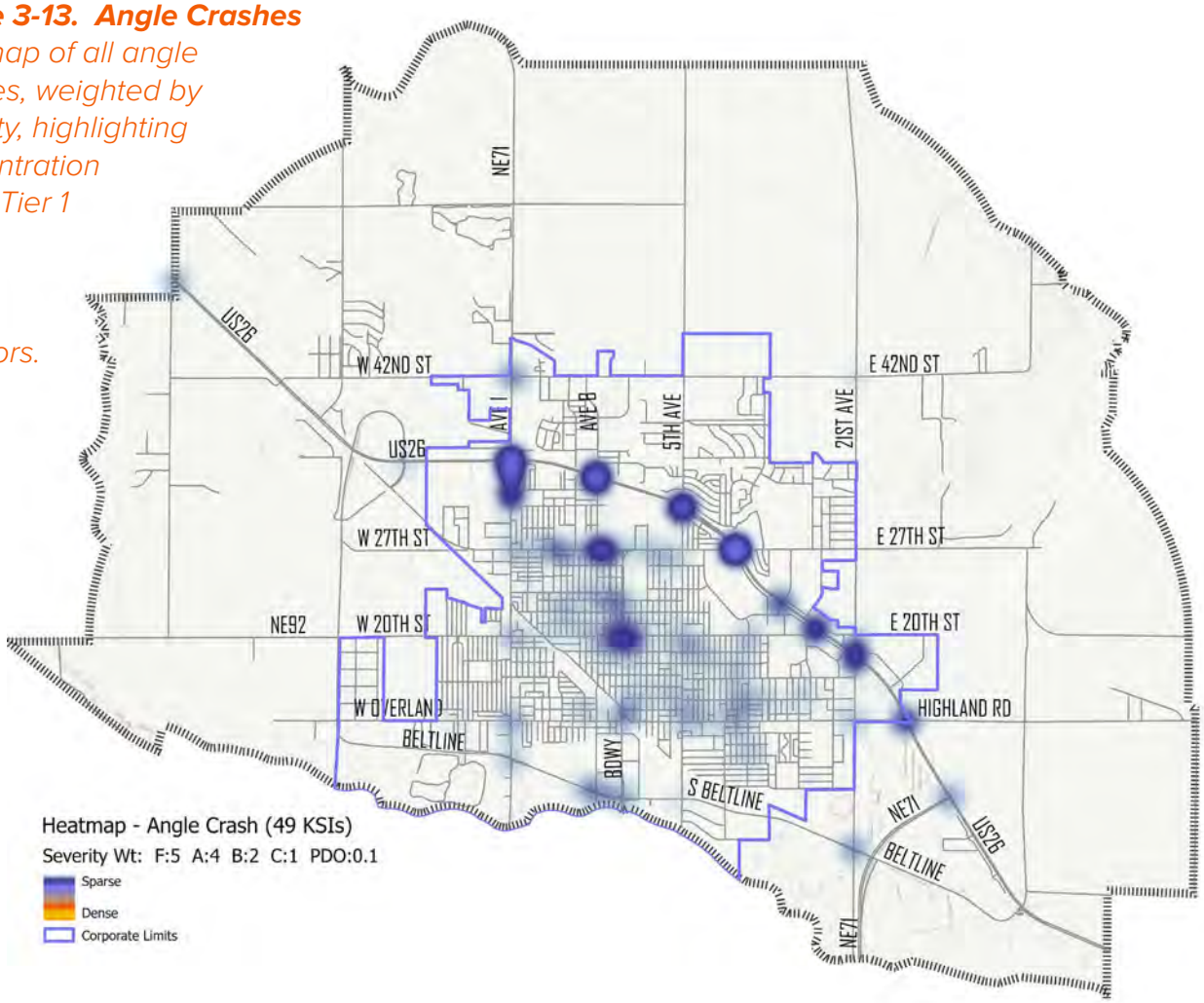
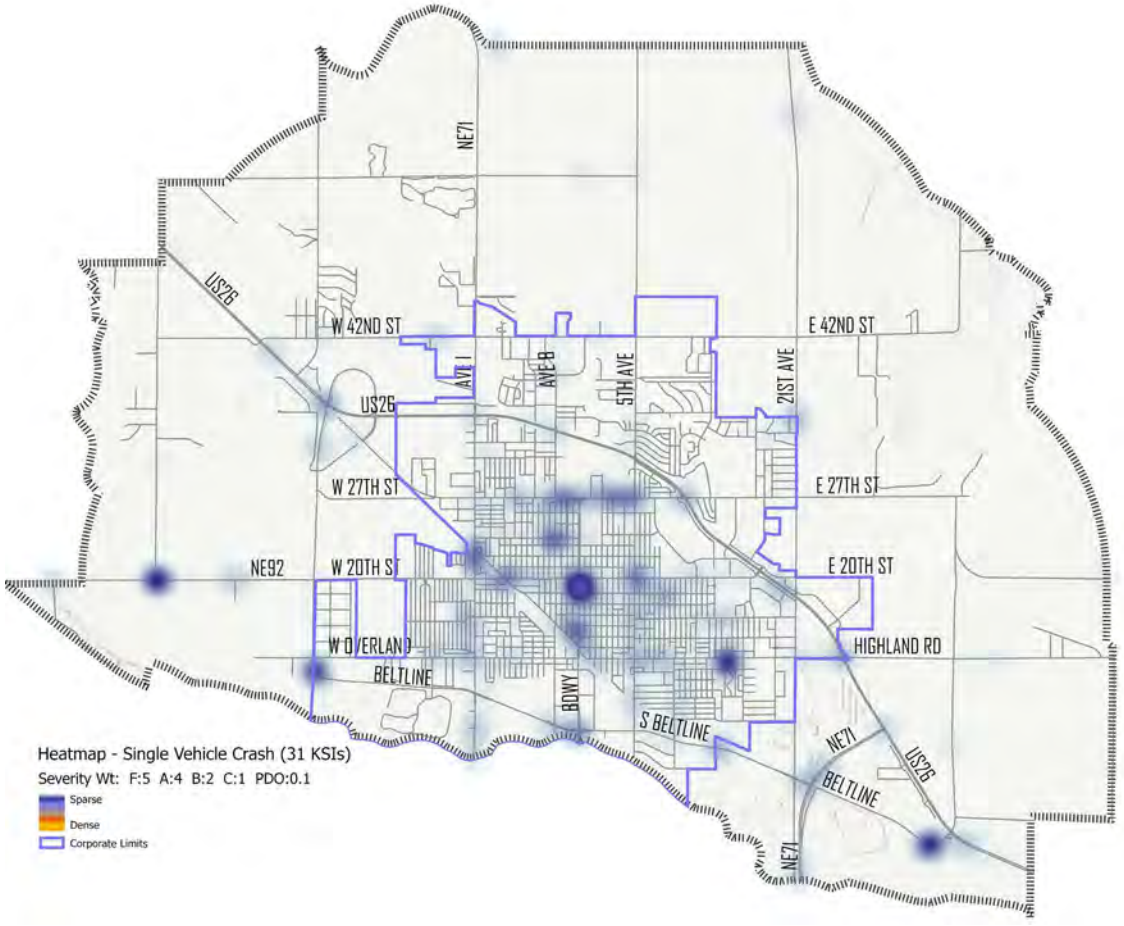


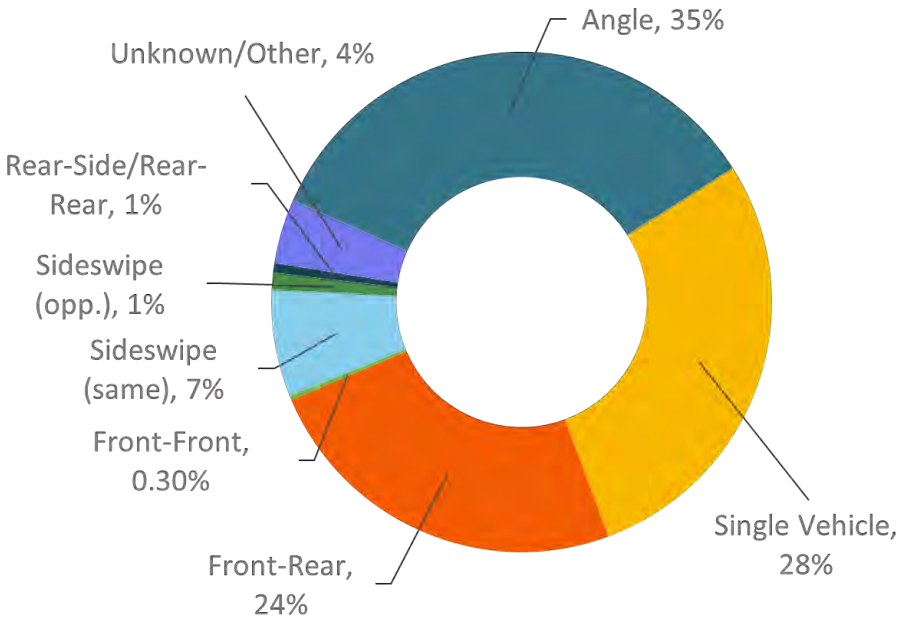
Figure 3-14. Single Vehicle Crashes
Heatmap of all single vehicle crashes, weighted by severity. Single vehicle crashes often occur due to rollover or overturn crashes, as well as including crashes involving pedestrians or bicyclists.



This analysis supports the selection of countermeasures outlined in Chapter 4, including protected left-turn phasing, signal timing modifications, pedestrian crossing enhancements, corridor speed management, and improved lighting.

A full breakdown of crash types by corridor and severity classification is provided in **APPENDIX A2**.

Figure 3-15. Total Crash Type Distribution (2014–2023)



> ***Key Insight**: Angle and rear-end crashes account for nearly 60% of all crashes citywide, reinforcing the need for intersection conflict reduction and speed management strategies.*

3.8 ANGLE CRASHES



Angle (Broadside, T-Bone, Right Angle, etc)



Left Turn Leaving

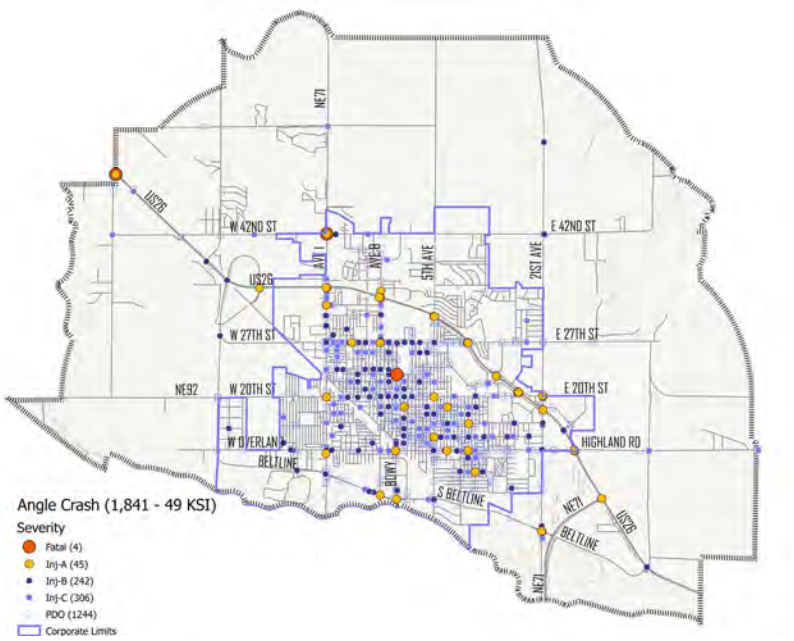


Figure 3-16. Angle Crashes

Scottsbluff Statistics (2014-2023)

1,841 Total Crashes

49 KSI Crashes

4 Fatalities (28.6% of citywide fatalities)

45 Severe Injuries

242 Visible Injuries

306 Possible Injuries



98% of Angle KSI crashes occurred at intersections.



52.3% of all KSI crashes were angle crashes



Nationwide, 36% of all crashes occur at intersections.

Left-turn movements are frequently involved in fatal intersection crashes.

Common Causes

- Failure to yield
- Signal violations (ran red light / failed to stop)
- Left-turn conflicts
- Speeding and aggressive driving
- Distracted driving
- Poor visibility or sight distance

Countermeasures

- Intersection Control (signal upgrades / all-way stop evaluation)
- Protected Left-Turn Phasing
- Reduced Left-Turn Conflict Intersections (RCUT / J-turn where appropriate)
- Corridor Access Management
- Reduce Parking Near Intersections
- Raised Medians
- Road Diet (where context appropriate)

Left-turn movements are frequently associated with severe intersection crashes.

3.9 SINGLE VEHICLE CRASHES



Rollover / Overturn



Single Vehicle (Object)



Single Vehicle (Parked MV)

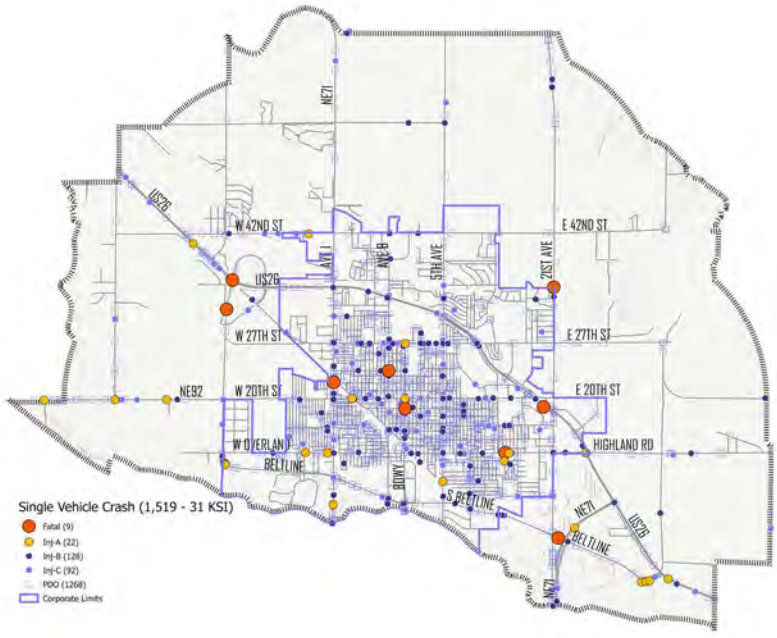


Figure 3-17. Single Vehicle Crashes

Scottsbluff Statistics (2014-2023)

1,519 Total Crashes

31 KSI Crashes

9 Fatalities (64.3% of citywide fatalities)

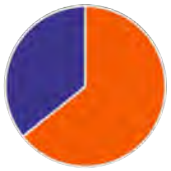
22 Severe Injuries

128 Visible Injuries

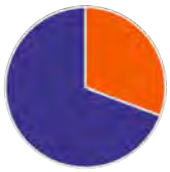
92 Possible Injuries



1/3 of total KSI crashes were Single Vehicle



64% of total fatal KSI crashes were Single Vehicle Crashes



31% of all Single Vehicle Injury crashes involved pedestrians or bicyclist - more than 1/4 crashes

Common Causes

- Speeding and loss of control
- Impaired driving
- Distracted driving
- Weather conditions
- Medical events
- Loss of control is key for single vehicle.

Countermeasures

- Speed Feedback Signs
- USLIMITS2 Speed Study Evaluation
- High Friction Surface Treatment
- Enhanced Delineation for Horizontal Curves
- Shoulder Rumble Strips
- Safety Edge
- Median Barriers (where warranted)
- Lane Reduction (where appropriate)
- Targeted Enforcement

While angle crashes represent the most common severe crash type at intersections, single vehicle crashes account for the majority of fatalities citywide, highlighting the need for both intersection conflict reduction and corridor speed management strategies.

3.10 FRONT-REAR CRASHES



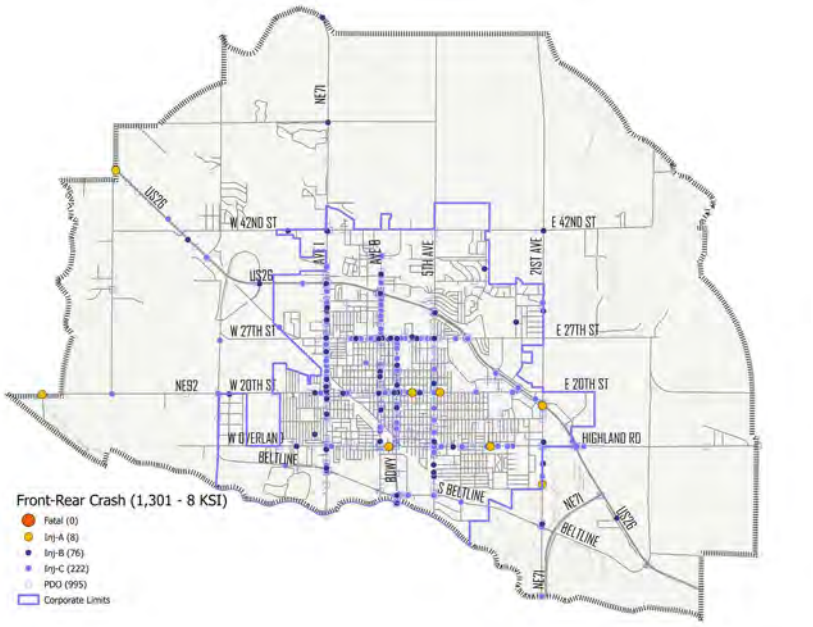


Figure 3-18. Front-Rear Crashes

Scottsbluff Statistics (2014-2023)

1,301 Total Crashes

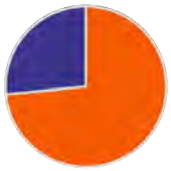
8 KSI Crashes

0 Fatalities

8 Severe Injuries

76 Visible Injuries

222 Possible Injuries



73% of Front-Rear crashes occurred on dry roads with clear weather

Front-rear crashes represent one of the most common crash types in Scottsbluff, accounting for a substantial share of total reported crashes. These crashes are typically associated with signalized intersections, corridor congestion, speed variability, and sudden stopping conditions.

Although front-rear crashes contributed to 8 serious injuries during the 2014–2023 period, they did not result in fatalities. This pattern suggests that while frequent, front-rear crashes generally produce lower severity outcomes compared to single-vehicle or angle crash types.

Common Causes

- Following too closely
- Driver inattention
- Speed variability
- Sudden braking at signalized intersections
- Congestion and queue spillback

Countermeasures

- Signal timing optimization to reduce abrupt stopping
- Advanced warning flashers on high-speed approaches
- Improved signal visibility
- Access management to reduce turning conflicts
- Speed management strategies along corridors

Front-rear crashes are concentrated along higher-volume arterial corridors, reinforcing the importance of corridor-level signal coordination and speed management improvements identified in the High Injury Network analysis.

3.11 FRONT-FRONT CRASHES



Head-on Collisions

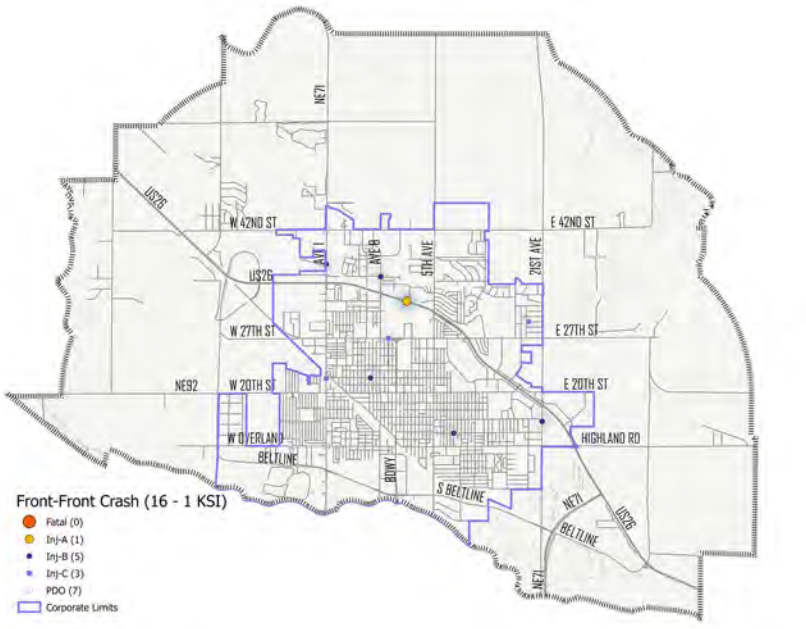


Figure 3-19. Front-Front Crashes

Scottsbluff Statistics (2014-2023)

16 Total Crashes

1 KSI Crash

0 Fatalities

1 Severe Injury

5 Visible Injuries

3 Possible Injuries

Front-front crashes are rare in Scottsbluff, accounting for only 16 reported crashes during the 10-year analysis period. One crash resulted in a serious injury, and no fatalities were recorded.

While limited in frequency locally, front-front crashes are typically associated with higher-speed, head-on conflict conditions and carry elevated severity risk. Maintaining clear centerline delineation and reducing roadway departure potential remain important systemic strategies to prevent this crash type.

Common Causes

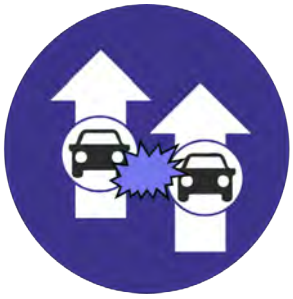
- Lane departure
- Impairment
- Distracted driving
- Speeding
- Limited visibility

Countermeasures

- Centerline rumble strips
- Enhanced pavement markings
- Shoulder rumble strips
- Safety Edge treatments
- Speed management in higher-risk segments

Front-rear crashes contribute significantly to overall crash frequency, while front-front crashes, though rare, carry higher severity risk. Together, these patterns reinforce the importance of corridor-level speed management, signal optimization, and roadway departure prevention strategies.

3.12 SIDESWIPE (SAME) CRASHES



Sideswipe Same Side

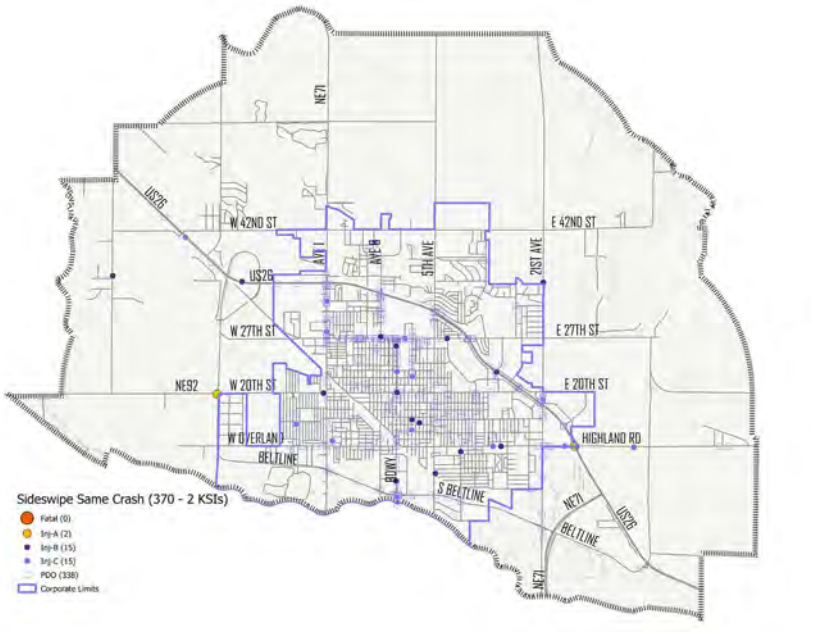


Figure 3-20. Sideswipe Same Crashes

Scottsbluff Statistics (2014-2023)

370 Total Crashes

2 KSI Crashes

0 Fatalities

2 Severe Injuries

15 Visible Injuries

15 Possible Injuries



3/4 crashes occurred on dry roads with clear weather. This suggests driver behavior and lane discipline — rather than environmental conditions — are primary contributing factors.



National research from the Insurance Institute for Highway Safety (IIHS) indicates that lane departure warning systems are associated with a 21% reduction in injury crashes involving sideswipe, head-on, and single-vehicle conflicts. (IIHS)[1]

Common Causes

- Failure to maintain lane
- Improper or unsafe lane changes
- Distracted driving
- Impairment
- Aggressive driving or speeding
- Inattention to blind spots

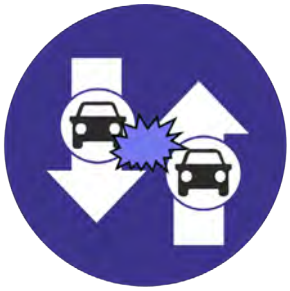
Countermeasures

- Failure to maintain lane
- Improper or unsafe lane changes
- Distracted driving
- Impairment
- Aggressive driving or speeding
- Inattention to blind spots

While sideswipe crashes account for a measurable share of total crash frequency, they represent a very small proportion of fatal and serious injury crashes. This distinction supports prioritizing intersection conflict reduction and speed management strategies over lane-departure-focused interventions for life-saving impact.

[1]According to a 2017 study from the Insurance Institute for Highway Safety (IIHS)

3.13 SIDESWIPE (OPPOSITE) CRASHES



Sideswipe Opposite Side

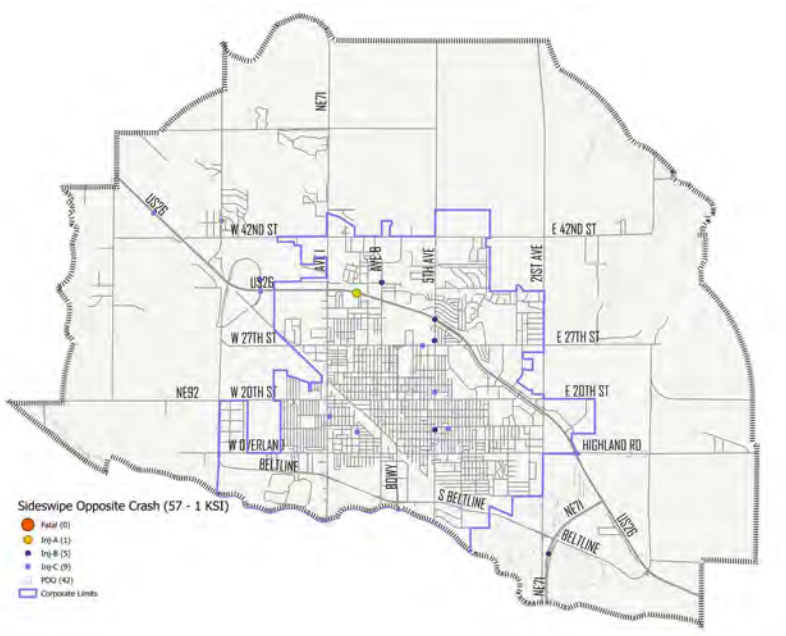


Figure 3-21. Sideswipe Opposite Crashes

Scottsbluff Statistics (2014-2023)

57 Total Crashes

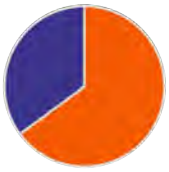
1 KSI Crash

0 Fatalities

1 Severe Injury

5 Visible Injuries

9 Possible Injuries



65% of crashes occurred on dry roads with clear weather

The majority of crashes occurring on dry roads with clear weather indicates that driver behavior—rather than environmental conditions—is the primary contributing factor to Sideswipe crashes.

The most severe crash (Injury A) occurred on a 45 mph roadway, while Injury B and C crashes were primarily on 30 mph arterials, with some on 25 mph local streets. This pattern suggests that opposing-direction sideswipe crashes are influenced by lane departure and roadway context, and may signal elevated risk for more severe head-on conflicts on higher-speed corridors.

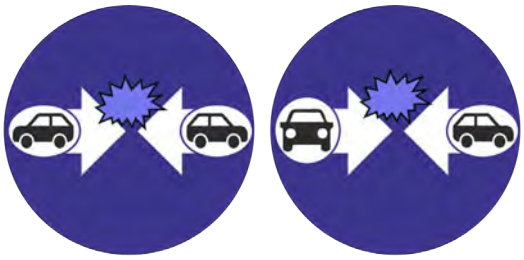
Common Causes

- Driver inattention or distraction (drifting out of lane)
- Fatigue or drowsy driving
- Impaired driving (alcohol/drugs)
- Speeding, especially on higher-speed corridors
- Narrow lanes or limited shoulder width
- Poor visibility, including nighttime conditions or faded markings
- Horizontal curves or subtle alignment shifts
- Weather conditions (snow, ice, wind drift)

Countermeasures

- Longitudinal Rumble Strips and Stripes, Center Line Rumble Strips, Shoulder Rumble Strips
- Enhanced pavement markings
- Delineation improvements
- Edge line striping on all rural and higher-speed corridors
- Reflective/retro-reflective pavement markings (wet-night visibility)
- Lane width standardization where feasible
- Speed management (targeted enforcement or design-based)
- Curve warning signage and advisory speed plaques (where applicable)
- Centerline widening or buffered centerlines (in constrained corridors)

3.14 REAR-REAR AND REAR-SIDE CRASHES



Rear-Rear Collisions

Rear-Side Collisions

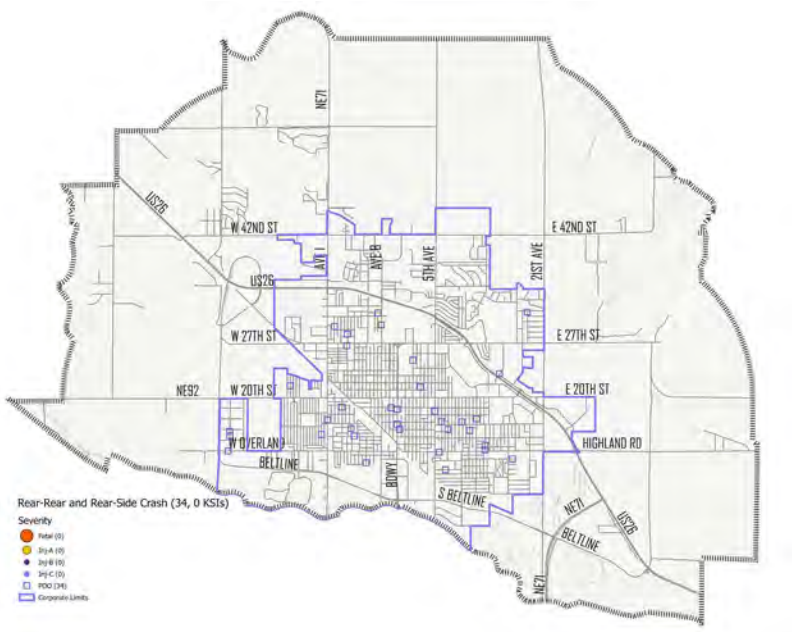


Figure 3-22. Rear-Rear & Rear-Side Crashes

Scottsbluff Statistics (2014-2023)

34 Total Crashes

0 KSI Crashes

0 Fatalities

0 Severe Injuries

0 Visible Injuries

0 Possible Injuries

34 Property Damage Only



100% of crashes were Property Damage Only

Rear-end and rear-side crashes represent a small share of total crashes in Scottsbluff and did not result in fatal or serious injury outcomes during the 2014–2023 analysis period. These crash types are typically associated with low-speed environments, queuing conditions, or minor turning conflicts.

Although these crashes may contribute to congestion and property damage, they do not represent a primary driver of fatal or serious injury risk within the city.

Common Causes

- Following too closely
- Driver inattention
- Sudden stopping or queue formation
- Minor turning conflict

Countermeasures

- Signal timing adjustments to reduce sudden stopping
- Advance warning signage in high-volume corridors
- Improved intersection visibility
- Access management in commercial areas

3.15 UNKNOWN/ OTHER CRASHES



Unknown/Other

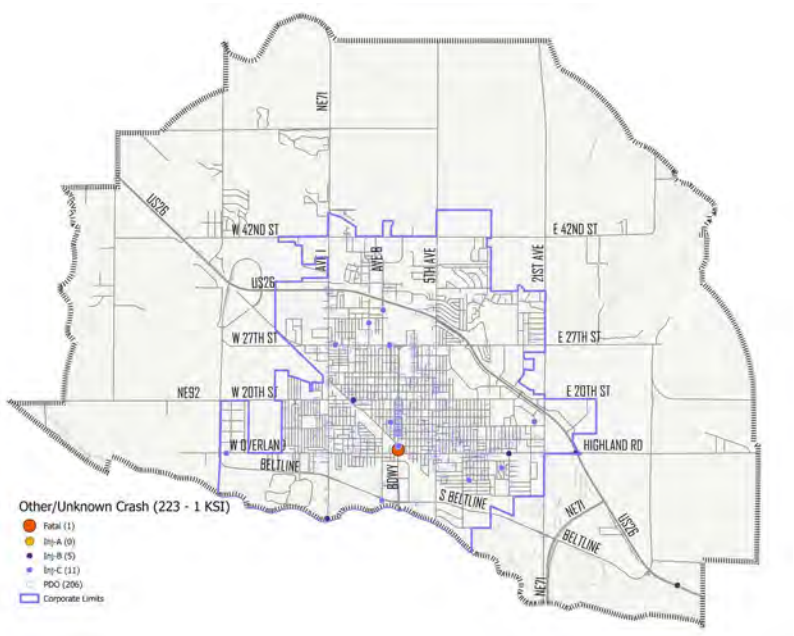


Figure 3-23. Unknown/Other Crashes

Scottsbluff Statistics (2014-2023)

223 Total Crashes

1 KSI Crash

1 Fatality

0 Severe Injuries

5 Visible Injuries

11 Possible Injuries

Unknown or Other crash classifications account for a moderate share of total reported crashes but represent a minimal share of fatal and serious injury outcomes. These crashes often reflect reporting limitations, atypical collision patterns, or insufficient crash-type coding.

Because this category does not represent a distinct or recurring crash pattern, it does not drive specific countermeasure selection. Instead, these crashes are addressed through systemic safety strategies applied across high-risk corridors.

Common Causes

- Incomplete crash reporting
- Unusual or mixed collision patterns
- Environmental factors
- Driver behavior inconsistently coded

Countermeasures

- Speed management
- Improved lighting
- Corridor-level visibility enhancements
- Enforcement of traffic control compliance

> *Rear-end, rear-side, and unknown crash categories account for a measurable share of total crashes but contribute minimally to fatal and serious injury outcomes. As a result, they are addressed through broader systemic improvements rather than targeted corridor-specific interventions.*

3.16 CRASH SPECIFICS AND CONTRIBUTING FACTORS

Crashes rarely result from a single cause. They typically reflect a combination of roadway design, environmental conditions, vehicle interaction, and human behavior. To better understand patterns contributing to fatal and serious injury crashes (KSI) in Scottsbluff, contributing factors were reviewed for the 2014–2023 analysis period.

A few key factors stand out in Scottsbluff's most severe incidents:

- **Speeding** – Vehicle speed is one of the most critical factors influencing crash severity. Higher speeds reduce reaction time, increase stopping distance, and dramatically increase impact force.

  National research shows that the risk of fatal injury for a pedestrian increases sharply at vehicle speeds above 30 mph[1]. In Scottsbluff, many Tier 1 High Injury Network corridors are higher-speed arterial facilities, reinforcing the need for speed management strategies along these routes.

  Speeding and speed-related behaviors were present in at least **9.7%** of KSI crashes; however, the number may be much higher. It is unknown whether speeding was a factor in almost half (**48.4%**) of KSI crashes.

  This shows the importance of establishing more thorough data collection methods, as well as underscoring the importance of systemic speed reduction strategies.

- **Impairment** – Alcohol and drug impairment remain significant contributors to crash severity nationwide[2] and are present in a **14.0%** of fatal and serious injury crashes in Scottsbluff. Impairment reduces reaction time, judgment, and vehicle control, increasing the likelihood of severe outcomes.

- **Failure to Yield/Red Light Running** – Failure to yield and red-light running are common contributing factors in angle crashes at signalized intersections, with failure to yield being present in **100**% of KSI angle crashes at signalized intersections.

  These conflicts frequently occur along major corridors such as US Highway 26, Avenue I (Highway 71), and Broadway — locations identified in the High Injury Network analysis. These violations increase conflict exposure, particularly during left-turn movements and pedestrian crossings.

- **Distracted Driving**– Driver distraction, including mobile device use, reduces awareness and reaction time. National data indicates that distracted driving remains a persistent safety concern[3].

  Locally, distracted driving occurred during at least **9.7%** of KSI crashes; however, crash reports may under-represent distraction due to reporting limitations. In **71%** of local KSI crashes, it was unknown if distracted driving played a role.

Contributing Factor	Percent Involved	Percent Unknown
Failure to Yield	57.0%	2.2%
Speeding	9.7%	48.4%
Impairment	14.0%	5.4%
Red Light or Stop Sign Running	20.4%	10.8%
Distracted Driving	9.7%	71.0%

Table 3-1. KSI Crashes Contributing Factors (2014–2023)



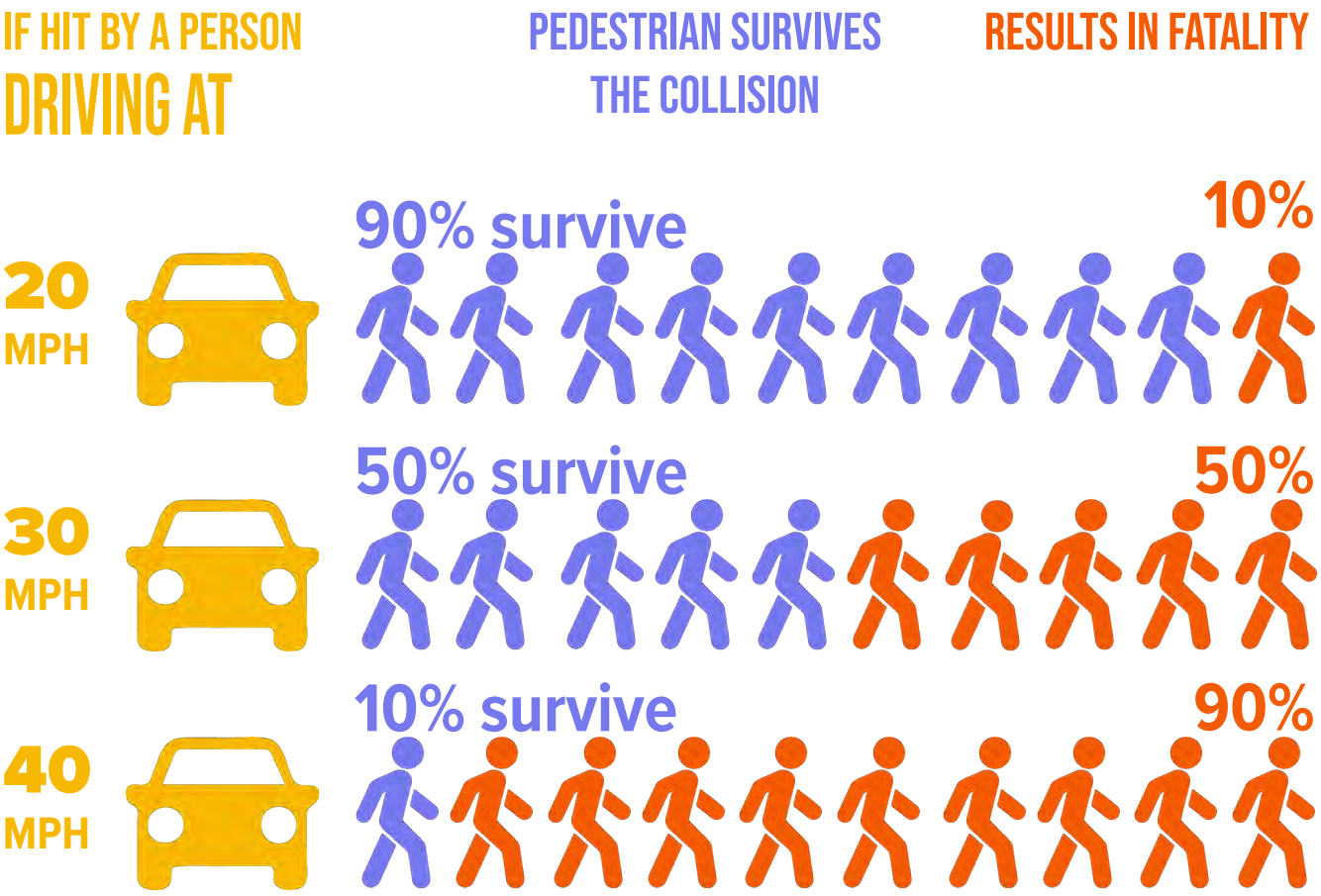


Figure 3-24. Why Speed Matters
Source: Vision Zero Network[1]

Slower Speeds Save Lives



Many arterial corridors in Scottsbluff operate at speeds of 30–40 mph or higher. Along these corridors, particularly within the High Injury Network, reducing operating speeds is one of the most effective strategies for preventing fatal and serious injuries.

Contributing factor analysis reinforces the importance of speed management, intersection conflict reduction, enforcement coordination, and visibility improvements identified in **Chapter 4**.

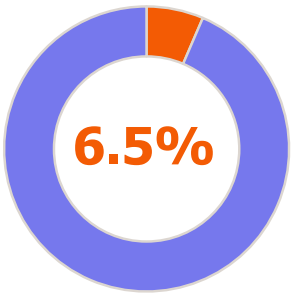
1: https://visionzeronetwork.org/safety-over-speed/
2: https://www.nhtsa.gov/risky-driving/drunk-driving
3: https://www.nhtsa.gov/risky-driving/distracted-driving

In Scottsbluff...

Key characteristics of fatal and serious injury crashes (2014–2023)

HEAVY VEHICLE INVOLVEMENT

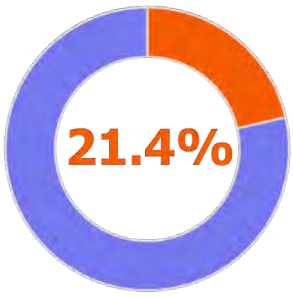




OF **KSI** CRASHES INVOLVED A SEMI-TRUCK

IMPAIRMENT

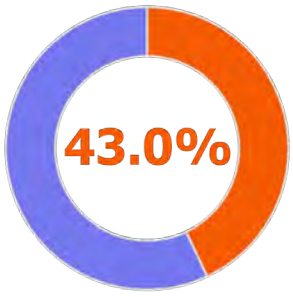




FATAL CRASHES INVOLVED ALCOHOL

RESTRAINT USE

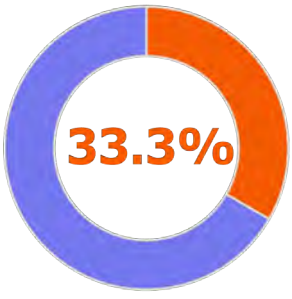




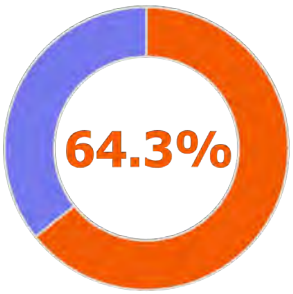
A SUBSTANTIAL SHARE OF **KSI** CRASHES INVOLVED UNRESTRAINED OR PARTIALLY RESTRAINED OCCUPANTS (43%), INCREASING INJURY SEVERITY RISK.

SINGLE-VEHICLE RISK





OF **ALL KSI** CRASHES INVOLVED ONLY ONE MOTOR VEHICLE, AND



OF **FATAL** CRASHES INVOLVED ONLY ONE MOTOR VEHICLE

Figure 3-25. Crash Severity Key Factors
Several key factors contribute to the severity of crashes in Scottsbluff. Nearly one in five fatal crashes (21.4%) involved alcohol, while 43% of fatal and serious injury crashes involved unrestrained or partially restrained occupants, highlighting the importance of safe driving behavior and occupant protection.

Crash patterns show that one-third of KSI crashes (33.3%) and nearly two-thirds of fatal crashes (64.3%) involved only a single vehicle, indicating that roadway conditions, speed, and driver behavior all play a role even without multi-vehicle conflicts. Additionally, 6.5% of KSI crashes involved a semi-truck, reflecting the influence of freight traffic on key corridors. Together, these factors reinforce the need for a Safe System approach that addresses both human behavior and roadway design.



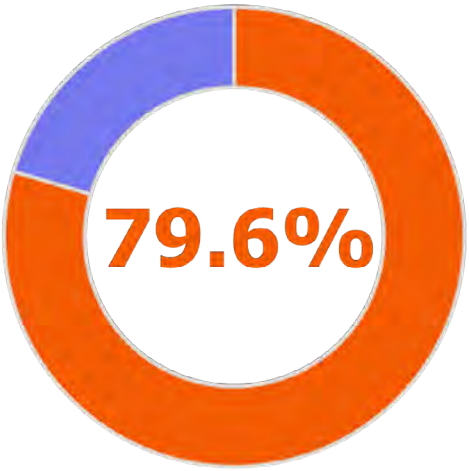


Figure 3-26. Clear Weather KSI Crashes

MOST SEVERE CRASHES OCCUR IN CLEAR, DRY CONDITIONS.

79.6% of KSI crashes in Scottsbluff occurred during clear weather and on dry pavement.

This indicates that environmental conditions alone do not drive severe crash risk. Human behavior and roadway design play a greater role in fatal and serious injury outcomes.

WEATHER

Although severe weather can contribute to crash risk, the majority of KSI crashes in Scottsbluff occurred with favorable weather conditions. This reinforces the importance of systemic design improvements rather than reliance on weather-related mitigation alone.

Crash characteristics in Scottsbluff reinforce that speed management, roadway departure prevention, impaired driving enforcement, and visibility improvements are essential components of a comprehensive safety strategy.

LIGHTING CONDITIONS

- 39% of KSI crashes occurred during dark conditions
- 23% occurred during dawn/dusk
- Nighttime KSI crashes are more likely to involve alcohol or impairment
- Reduced visibility increases risk for pedestrians and turning conflicts

Improved lighting and visibility enhancements remain important safety strategies along high-risk corridors.

Figure 3-27. Lighting: Non-KSI Crashes

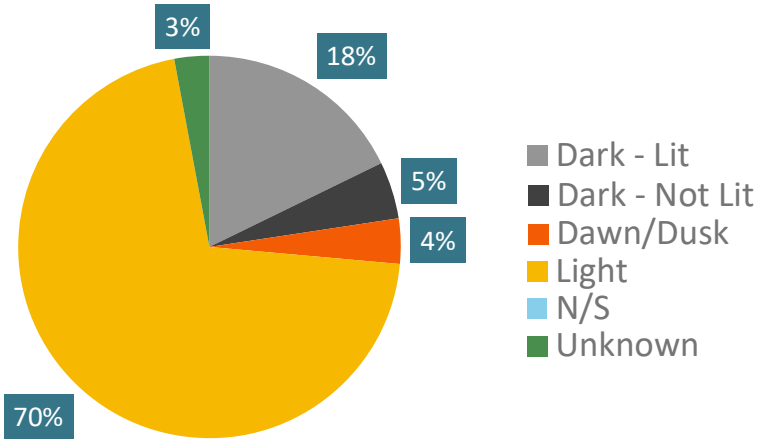
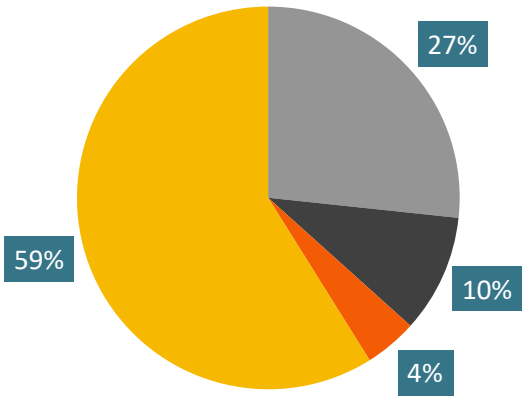


Figure 3-28. Lighting: KSI Crashes



3.17 WHO IS MOST AFFECTED

Crash risk is not evenly distributed across all users. Pedestrians, bicyclists, motorcyclists, children, and older adults face elevated injury risk due to increased vulnerability and reduced physical protection. Understanding who is most affected helps prioritize investments that reduce harm for those at greatest risk.



Pedestrians were involved in 52 crashes from 2014-2023, with 9 crashes resulting in death or serious injury. This means almost 1 out of every 5 pedestrian crashes was a KSI crash, versus 1 out of every 50 vehicular only crashes.

Pedestrian crashes represent a disproportionately high share of fatal and serious injury outcomes relative to their total crash frequency. These crashes most commonly occur during turning movements at intersections or mid-block crossings along higher-volume corridors.



Bicyclists were involved in 36 crashes between 2014 and 2023, including one serious injury. Common contributing factors included failure to yield and improper overtaking by motor vehicles. Many of these crashes occurred along corridors without dedicated bicycle infrastructure or where visibility and separation are limited. Although less frequent than pedestrian crashes, bicycle crashes highlight the need for clearer lane delineation, improved crossing treatments, and enhanced driver awareness.



For **motorcycles,** the data only included information on motorcycle inclusion for KSI crashes. Of the 93 KSI crashes, 15 involved a motorcycle. Of the 15 motorcycle KSI crashes, 2 resulted in fatalities and 13 resulted in serious injury. Motorcycle-involved crashes represent a disproportionately high share of severe outcomes relative to their presence in overall traffic volumes. These crashes frequently involve higher operating speeds and reduced visibility.

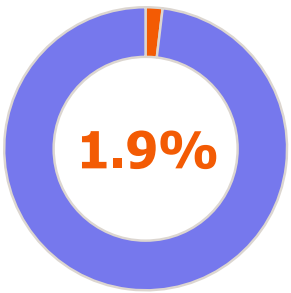


Children and youth are particularly vulnerable near school zones, parks, and residential corridors. Crash clustering near school-adjacent intersections and during pick-up/drop-off periods reinforces the need for standardized school zone treatments, crossing protection, and speed management strategies.



Older adults also face elevated risk due to slower walking speeds, longer crossing times, and increased susceptibility to injury. Intersections with wide crossing distances and limited refuge space present particular challenges. Enhancements such as longer pedestrian clearance intervals, refuge islands, and improved lighting are especially beneficial for aging populations.

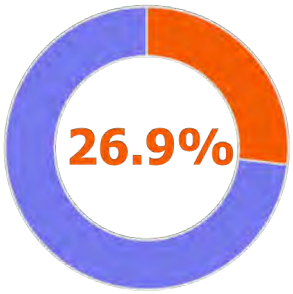
A SAFE SYSTEM MUST PROTECT ALL USERS – ESPECIALLY THOSE MOST VULNERABLE TO SERIOUS INJURY.



of all crashes involved vulnerable road users

Although vulnerable road users represent only 1.9% of total crashes, they account for 26.9% of fatal and serious injury crashes.

VS



of all KSI crashes involved vulnerable road users

This disproportional impact underscores the need to prioritize pedestrian and bicycle safety improvements along high-risk corridors.

Figure 3-29. Vulnerable Road User Crashes





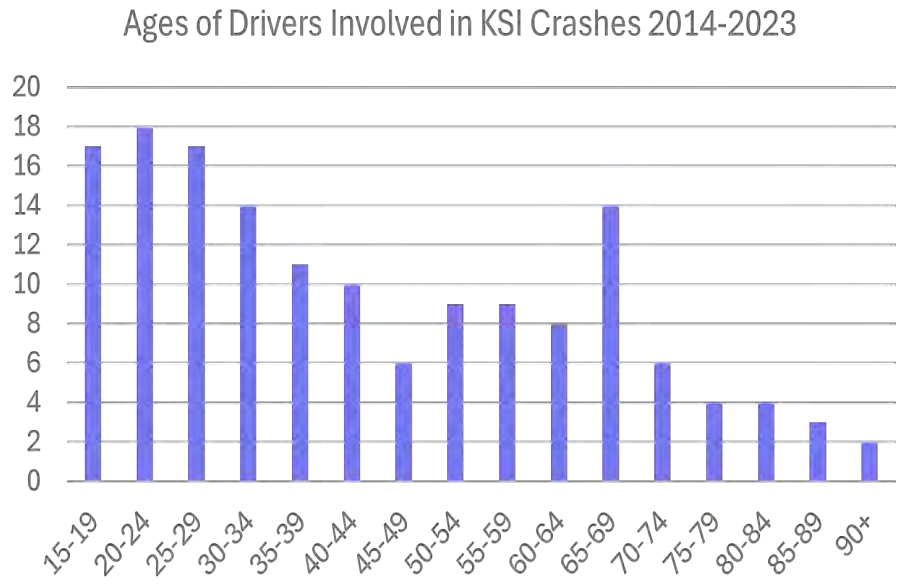


Figure 3-30. KSI Crash Distribution by Age Group
(above) KSI crashes are most prevalent among adults aged 15-29, with crashes decreasing in age excepting a spike in ages 65-69.

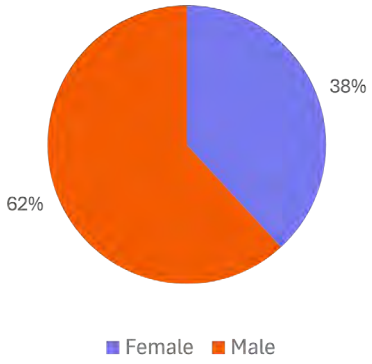


Figure 3-31. KSI Crash Distribution by Gender
(above) Males account for a higher share of KSI crashes than females.

3.18 AGE AND GENDER

Within the KSI crashes, the planning team analyzed the ages and gender of all KSI crashes. The data shows that there were significantly more male drivers involved in KSI crashes than female drivers. (62% and 38% respectively).

The age groups most frequently involved in KSI crashes are 20–24 year olds, followed by 25–29 year olds and 15–19 year olds. Overall, KSI involvement generally decreases with age; however, the 65–69 age group stands out as a notable exception, with involvement rates nearly double those of surrounding age groups. These trends suggest that younger drivers are disproportionately represented in severe crashes and highlight the potential benefit of expanded driver education, awareness, and safe driving initiatives targeted toward younger motorists.

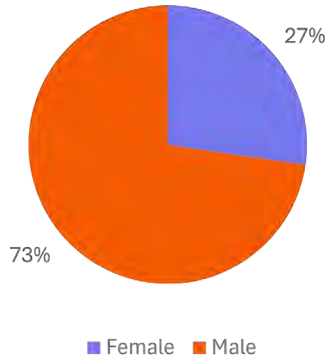


Figure 3-32. KSI Crash Distribution by Gender
(above) Males account for a higher share of KSI crashes than females.

Figure 3-33. Crashes: Days of the Week

Weekday crash volumes exceed weekend totals, reflecting higher daily travel demand. KSI crashes are distributed across all days, indicating that severe crash risk is not limited to a specific day but tied to overall exposure and system conditions.

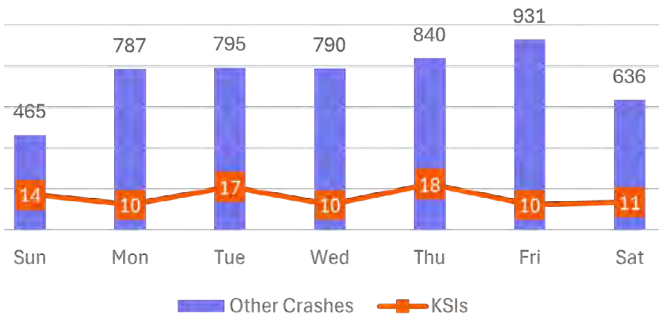
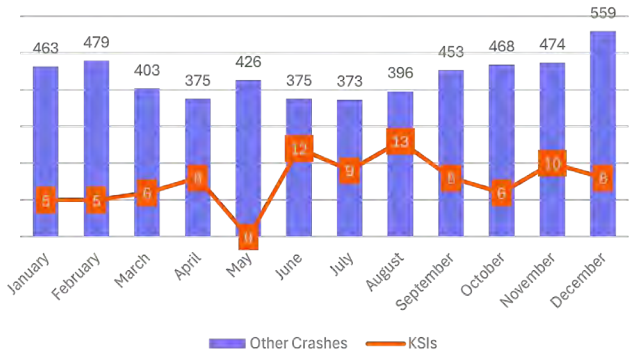


Figure 3-34. Crashes: Monthly

Total crashes increase in winter months, likely due to weather conditions and roadway surface factors. However, KSI crashes show a relative increase during summer months, potentially reflecting higher speeds, increased pedestrian activity, and greater recreational travel.



3.19 WHEN CRASHES OCCUR

In addition to where and how crashes occur, crash data also reveals clear temporal patterns, identifying **when** risk is highest. To better understand these patterns in Scottsbluff, the planning team analyzed the time of day, day of the week, month, and year for all crashes from 2014-2023.

Day of the Week: KSI crashes are distributed across all days of the week, with increases during weekdays when commuting and school-related travel are highest. Non-KSI crashes follow a similar pattern, reflecting overall exposure and travel demand. (***See Figure 3-33***).

Months and Seasonality: Total crash volume tends to increase during winter months, likely influenced by weather conditions such as snow, ice, and reduced daylight. However, KSI crashes are more prevalent during summer months (***see Figure 3-34***). This may reflect increased travel activity, higher operating speeds in clear weather conditions, recreational travel, and greater pedestrian and bicycle exposure.

Time of day: Crash frequency increases throughout the day, with clear peaks during typical travel demand period: 7–8 a.m., 12–1 p.m., and 3–6 p.m. These correspond to morning commute, midday travel, school dismissal, and evening commute periods. KSI crashes follow a similar pattern, with the highest concentration occurring in the late afternoon and early evening hours (4–6 p.m.). (***See Figure 3-36***).

KSI crashes follow a similar time of day pattern, with the highest number of KSI crashes occurring in the evening 5-6 p.m. period. This alignment with peak travel periods suggests that traffic volume, turning movements, and exposure, rather than random occurrence, are key contributors to crash risk.

LOCATION TYPES

Intersections account for a substantial share of serious crashes, particularly those involving turning movements and signalized operations.

Key Corridors where high volumes of crashes occur include:

- U.S. Hwy 26
- West 27th Street
- East and West Overland
- South Beltline Highway
- Avenue I (Highway 71)
- Avenue B
- Broadway
- 21st Avenue

A full list of corridors can be found in **APPENDIX A3**.

Figure 3-35. Crashes: Annually

2020 has the fewest number of overall crashes (possibly due to lower traffic volumes from COVID-19); however, 2020 is also tied for the second highest number of KSIs

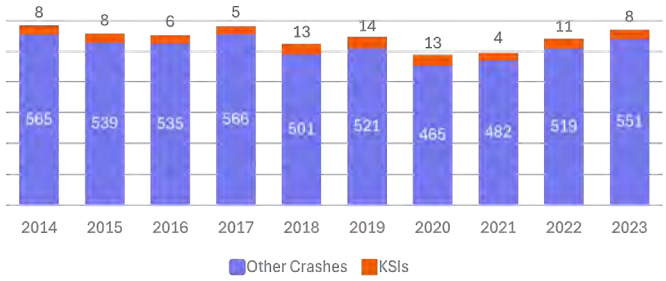
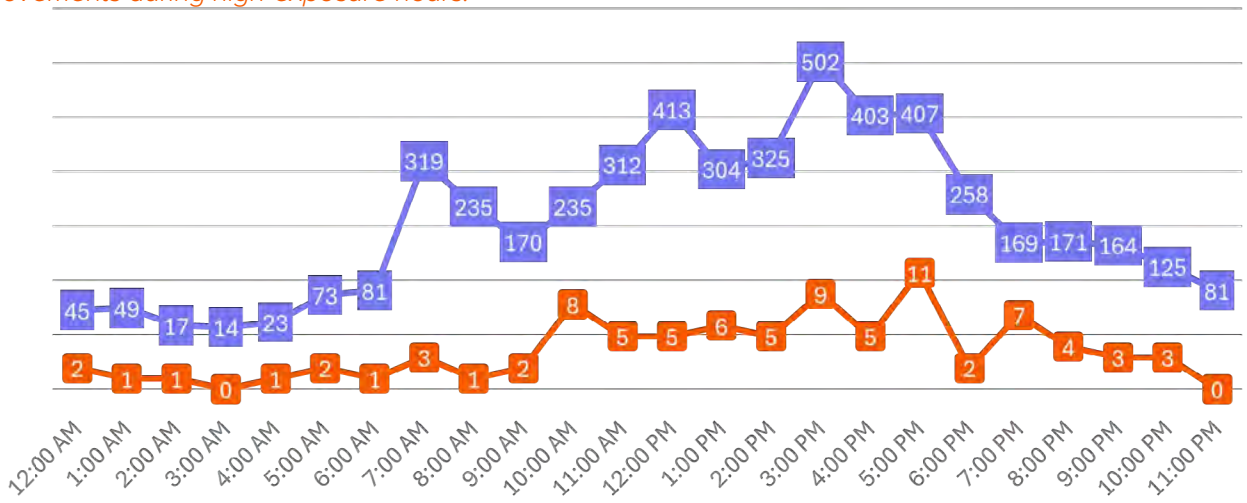


Figure 3-36. Crashes: Time of Day

(below) Crash frequency rises sharply beginning at 7 a.m., peaks in the late afternoon (4–6 p.m.), and declines after 8 p.m. KSI crashes mirror this pattern, highlighting the need for speed management and visibility improvements during high-exposure hours.



School zones present risk during concentrated drop-off and pick-up periods when vehicle congestion, distraction, and pedestrian activity overlap.

> *Understanding both the "when" and the "where" of crashes helps the City identify countermeasures that are time-sensitive, location-specific, and responsive to real-world travel patterns and exposure.*

DATA SHOWS IMPORTANT TRENDS:

Total crashes remained relatively stable over the 10-year period. Fatal and severe injury crashes have also remained relatively steady year-to-year, reinforcing that severe crash risk persists even as total volumes fluctuate. (***See Figure 3-35***).

Specific corridors and signalized intersections consistently demonstrate elevated crash volumes and severity, aligning with the High Injury Network findings presented earlier in this chapter.

These numbers reflect the human cost of outdated infrastructure, unsafe speeds, and roadway designs that don't account for all users.

Temporal crash patterns in Scottsbluff reinforce that severe crashes are closely tied to peak travel demand, intersection activity, and higher-speed corridors — not random occurrence. These findings further support corridor-based safety improvements and speed management strategies outlined in **Chapter 4**.

3.20 VULNERABLE ROAD USERS – PEDESTRIANS, BICYCLISTS, & MOTORCYCLISTS

Pedestrians and bicyclists are among the most vulnerable users of Scottsbluff's transportation system. Unlike vehicle occupants, they lack structural protection, making crash outcomes highly dependent on vehicle speed, visibility, and roadway design.

Between 2014 and 2023, pedestrian-, bicycle-, and motorcycle-involved crashes occurred primarily along arterial corridors and near major intersections — particularly along US Highway 26, Avenue I (Highway 71), Broadway, and near school campuses and activity centers.

Although these crashes represent a smaller share of total crash frequency, they carry disproportionately high injury severity risk.

Spatial analysis indicates that pedestrian and bicycle crashes are concentrated in the central urban grid and along higher-volume corridors. These areas combine higher traffic volumes, signalized intersections, driveway density, and multimodal activity. School-adjacent corridors and routes connecting residential neighborhoods to commercial areas also show recurring crash locations.

SCOTTSBLUFF STATISTICS (2014-2023)

Pedestrian-Involved

- Crashes: 52
- Fatalities: 4
- Severe Injuries (Inj-A): 5
- Visible Injuries (Inj-B): 28
- Possible Injuries (Inj-C): 13

Bicycle-Involved

- Crashes: 36
- Fatalities: 0
- Severe Injuries (Inj-A): 1
- Visible Injuries (Inj-B): 17
- Possible Injuries (Inj-C): 10

Motorcycle-Involved

- KSI Crashes*: 15
- Fatalities: 2
- Severe Injuries: 13



***Additional injury-level crash numbers are not known for motorcycles due to data restraints**

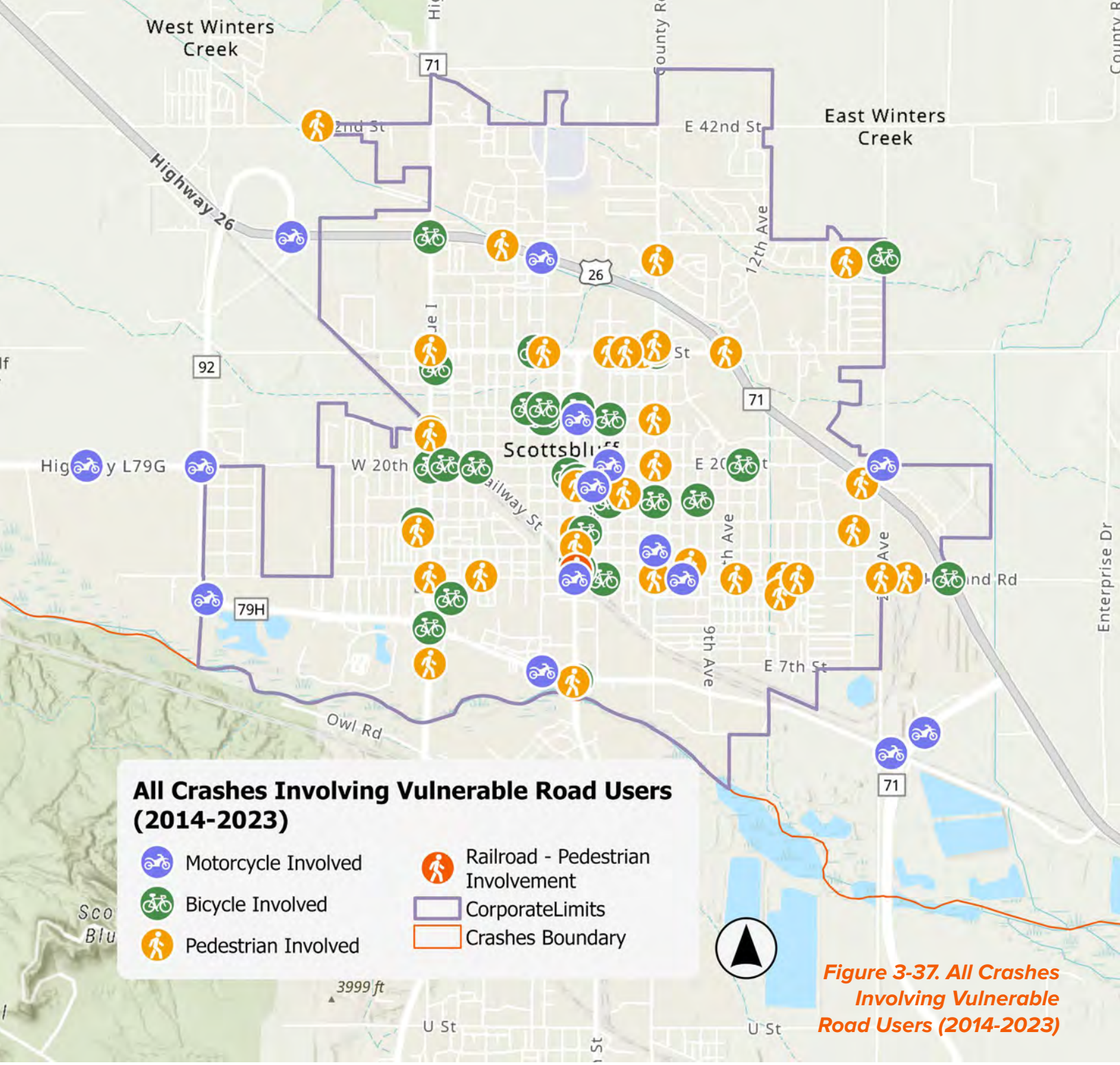


Figure 3-37. All Crashes Involving Vulnerable Road Users (2014-2023)

> *Every trip to school, to a park, or across town should feel safe — whether by foot, bicycle, or vehicle. The safety of children and families depends not only on individual behavior but on roadway design that anticipates mistakes and reduces harm.*
>
> *Protecting vulnerable users is not a special initiative — it is a core measure of a safe transportation system.*

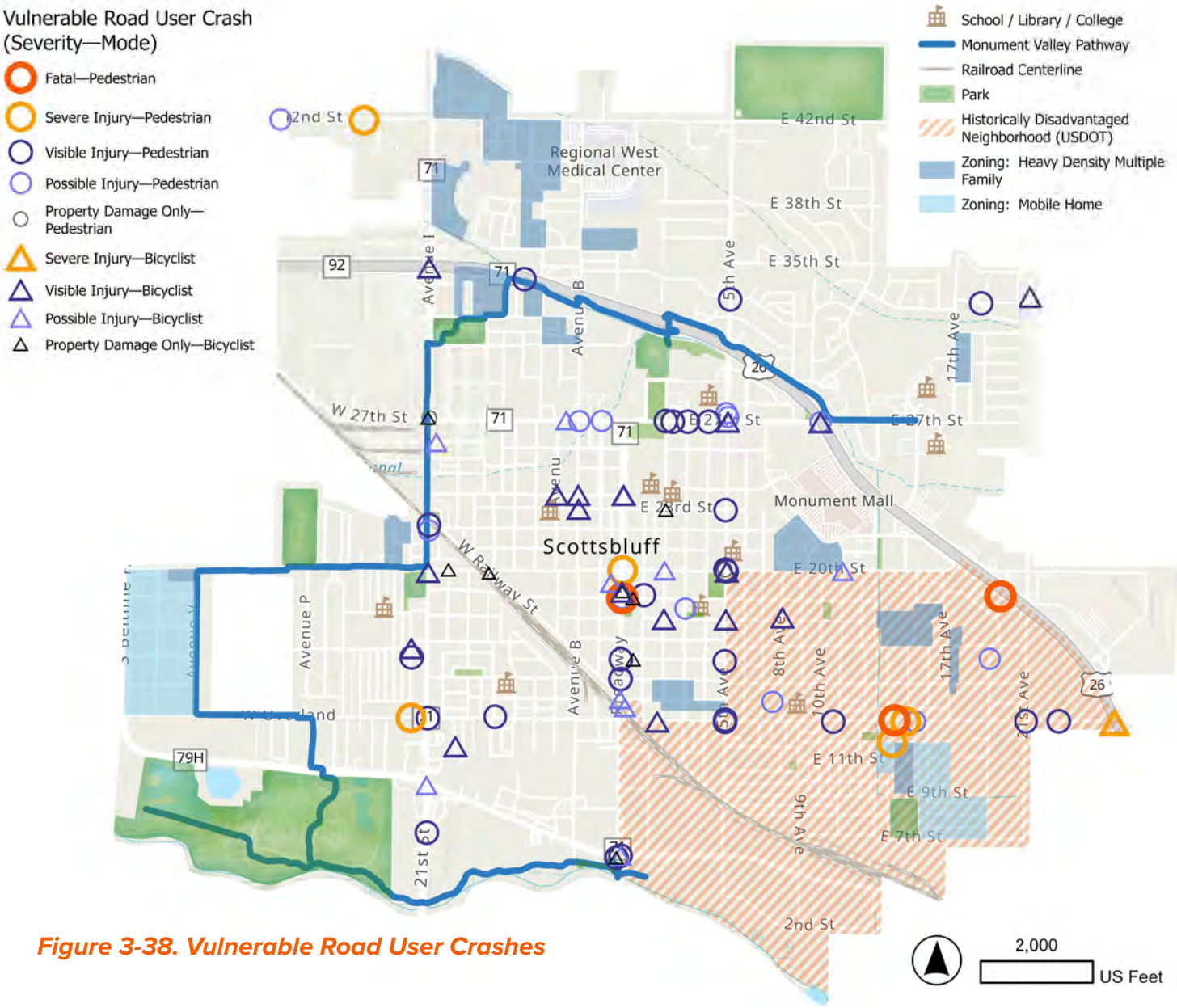


Figure 3-38. Vulnerable Road User Crashes

VULNERABLE ROAD USERS: PEDESTRIANS AND BICYCLISTS

Pedestrians and bicyclists represent some of the most vulnerable users of Scottsbluff's transportation system, with limited physical protection and greater exposure to traffic. As shown in ***Figure 3-38***, pedestrian and bicycle involved crashes are distributed across the community but tend to cluster along key corridors, near intersections, and in areas with higher activity such as downtown, schools, multi-family housing and commercial destinations. These locations reflect environments where vehicle speeds, turning movements, and crossing demand intersect.

Pedestrian Bicyclist	Disadvantaged Census Blocks	Non-Disadvantaged Census Blocks	Total
Fatal Crash	2	1	3
Severe Injury Crash	3	3	6
KSI Crash	5	4	9
Visible Injury Crash	11	34	45
Possible Injury Crash	6	17	23
Property Damage Only	0	10	10

Table 3-2. Vulnerable Road Users

Analysis of vulnerable road user crashes by location shows that both pedestrians and bicyclists experience risk across the community, with



Figure 3-39. Current Trails, Schools, and Points of Interest

important differences between areas. As summarized in ***Table 3-2***, **9** pedestrian and bicycle related KSI crashes occurred between 2014 and 2023, with a slightly higher share occurring within or adjacent to USDOT historically disadvantaged census block groups compared to other areas.

While non-disadvantaged areas account for a greater number of lower-severity crashes—likely reflecting higher overall traffic volumes and activity levels—more severe outcomes, including fatal crashes, are present in both areas, reinforcing that risk is not isolated to a single part of the community.

These findings highlight the need for citywide improvements to pedestrian and bicycle safety, while also ensuring that investments prioritize locations where vulnerable users face greater exposure and fewer transportation options.

Scottsbluff's pathway system provides important recreational opportunities and supports active transportation, particularly along the Monument Valley Pathway and park system. As shown in ***Figure 3-39***, trails connect several parks, schools, and community destinations, contributing to quality of life and offering alternatives to driving for some trips. However, the network is not yet fully connected or consistently designed for daily transportation use.

Notably, gaps exist in southeastern Scottsbluff and along key corridors, limiting access to schools, the college, downtown, and other destinations.

Several locations were identified where trail and street crossings could be improved to provide safer and more intuitive connections for users of all ages and abilities. While recent improvements—such as a trail railroad crossing upgrade and separated trail crossing over US-26—have enhanced safety in specific locations, additional opportunities remain to improve crossing visibility, reduce conflict points, and strengthen connectivity between neighborhoods and destinations.

Public and stakeholder input consistently emphasized the need for expanded and better-connected pathways.

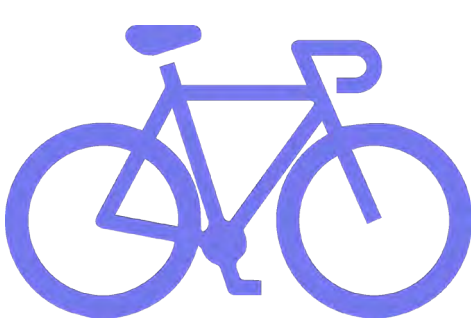
Desired improvements include:

- Connections to and from southeastern Scottsbluff neighborhoods
- A safer crossing of US-26 near 14th Avenue
- Expanded routes along South Beltline east of Broadway
- Improved east-west and north-south connections to downtown
- Stronger links between neighborhoods, schools, parks, and Western Nebraska Community College

Currently, Scottsbluff does not have a formal, adopted Trails Master Plan beyond conceptual mapping and corridor ideas, including potential extensions along the Scottsbluff Drain. The City has expressed interest in developing a comprehensive trails master plan to guide future investments, improve connectivity, and support both recreation and everyday travel.

In addition to network expansion, both stakeholders and the public identified a need for enhanced signing, pavement markings, and safety treatments along existing pathways and crossings. These improvements, combined with continued coordination with NDOT on treatments such as leading pedestrian intervals along US-26, will help create a more predictable and safer environment for vulnerable users.

Together, these findings highlight the importance of improving both connectivity and crossing safety. Expanding the pathway network, strengthening connections to key destinations, and enhancing visibility at crossings will be critical to reducing crash risk and supporting safe, accessible travel for pedestrians and bicyclists throughout Scottsbluff.









3.21 WHAT THE DATA TELLS US

The crash data reveals consistent and actionable patterns:

- Crashes are concentrated on a relatively small portion of the roadway network.
- Speed, impairment, distraction, and visibility are key contributors to crash severity.
- Vulnerable road users — including pedestrians, bicyclists, and motorcyclists — experience disproportionately severe outcomes.
- Children and older adults face elevated risk in areas with high exposure and limited protection.
- School zones and arterial corridors represent priority locations for intervention.

These findings directly shaped the Safety Action Plan's priorities — from project identification and scoring criteria to the selection of countermeasures. The focus is not solely on isolated crash locations, but on systemic risk factors such as speed management, intersection design, corridor visibility, and network connectivity.

By aligning community input with objective crash data, Scottsbluff is advancing a data-driven, equitable approach to reducing fatal and serious injury crashes.

> *The data confirms what residents experience every day — and provides the roadmap for change.*

The next chapter translates these findings into targeted strategies, policies, and projects designed to create safer streets for everyone.



Trail crossing at Avenue I and BNSF Railroad.



4 WHAT WE CAN DO TO MAKE STREETS SAFER

4.1 FROM FINDINGS TO STRATEGY

Crash analysis, High Injury Network (HIN) screening, stakeholder coordination, and community engagement consistently identified the same systemic safety concerns throughout Scottsbluff. Severe crashes are concentrated along a limited number of corridors and intersections where higher speeds, turning conflicts, limited visibility, and vulnerable road user exposure increase crash risk.

Community input closely aligned with these findings, particularly along US-26, Avenue I (Highway 71), Broadway, East Overland, 20th Street, South Beltline Highway, southeast neighborhood corridors, and near school-area crossings.

This chapter outlines the projects, programs, policies, and countermeasures recommended to reduce fatal and serious injury crashes through speed management, conflict reduction, improved visibility, safer crossings, and stronger multimodal connectivity.

4.2 A SAFE SYSTEM FRAMEWORK

Scottsbluff's Safety Action Plan is grounded in the Safe System Approach, which recognizes that while human error is inevitable, roadway systems can be designed to reduce conflict severity and improve survivability.

Rather than focusing only on isolated crash locations, the plan prioritizes corridor-level and network-level improvements where severe crashes are most likely to occur.

In Scottsbluff, this includes:

- Managing speed along Tier 1 HIN corridors
- Reducing intersection conflict density
- Improving pedestrian visibility and crossing protection
- Standardizing school-zone treatments
- Addressing rail interface and multimodal exposure risks
- Supporting long-term implementation through policy and coordination



These strategies are reflected throughout the plan's recommended projects, including corridor modernization along US-26, school-access improvements, southeast neighborhood connectivity enhancements, and multimodal crossing improvements near rail and highway barriers.

The following sections summarize the primary safety strategies and countermeasures incorporated in this plan.

4.3 SPEED MANAGEMENT STRATEGIES

Higher operating speeds and speed differentials contribute significantly to crash severity in Scottsbluff, particularly along arterial corridors and Tier 1 HIN segments.

Managing speed to survivable levels is one of the most effective ways to reduce fatal and serious injury crashes.

Strategies include:

- Corridor speed reductions aligned with land use and pedestrian activity
- Lane reconfiguration and road diets
- Traffic calming and speed management treatments
- Speed feedback devices
- High-friction surface treatments
- Access management
- Targeted enforcement partnerships

These strategies are prioritized along corridors such as US-26, Avenue I, Broadway, East Overland, and South Beltline Highway where speed, turning movements, and multimodal exposure overlap, and school areas near Bluffs Middle School, Roosevelt Elementary, and Longfellow Elementary.

4.4 SAFER INTERSECTIONS

Intersections account for a substantial share of severe crashes in Scottsbluff, particularly angle and left-turn conflict crashes at signalized locations.

Signal timing, turning conflicts, multi-lane crossing exposure, and visibility limitations contribute to elevated crash risk at high-volume intersections along HIN corridors.

Strategies focus on:

- Protected left-turn phasing
- Leading pedestrian intervals (LPIs)

- Signal visibility and operations improvements
- High-visibility pedestrian crossings and stop bars
- Rectangular Rapid Flashing Beacons (RRFBs)
- Pedestrian-scale lighting at intersections
- Curb extensions
- Access management

These treatments reduce conflict points, improve visibility, and clarify right-of-way expectations for all roadway users.

See Table 4-1 for the Plan-Wide Countermeasure Toolkit.

Because many severe crashes occur along continuous corridor segments rather than isolated intersections, intersection improvements are paired with broader corridor-based strategies.

Priority locations include intersections along US-26, Broadway, Avenue I, 27th Street, and South Beltline Highway, including several intersections consistently identified among the City's highest-severity crash locations:

- US-26 & East 27th Street
- 20th Street & Broadway
- US-26 & Avenue I
- US-26 & 5th Avenue
- South Beltline & Broadway
- W 27th Street & Avenue B

4.5 CORRIDOR SAFETY IMPROVEMENTS

Crash concentrations are clustered along arterial and collector corridors that combine higher speeds, turning movements, commercial access points, and pedestrian activity.

Strategies include:

- Systemic lighting upgrades
- Median refuge islands
- Crossing consolidation
- Driveway management
- Roadway reconfiguration
- Rail crossing safety improvements
- Transit stop safety and ADA accessibility improvements

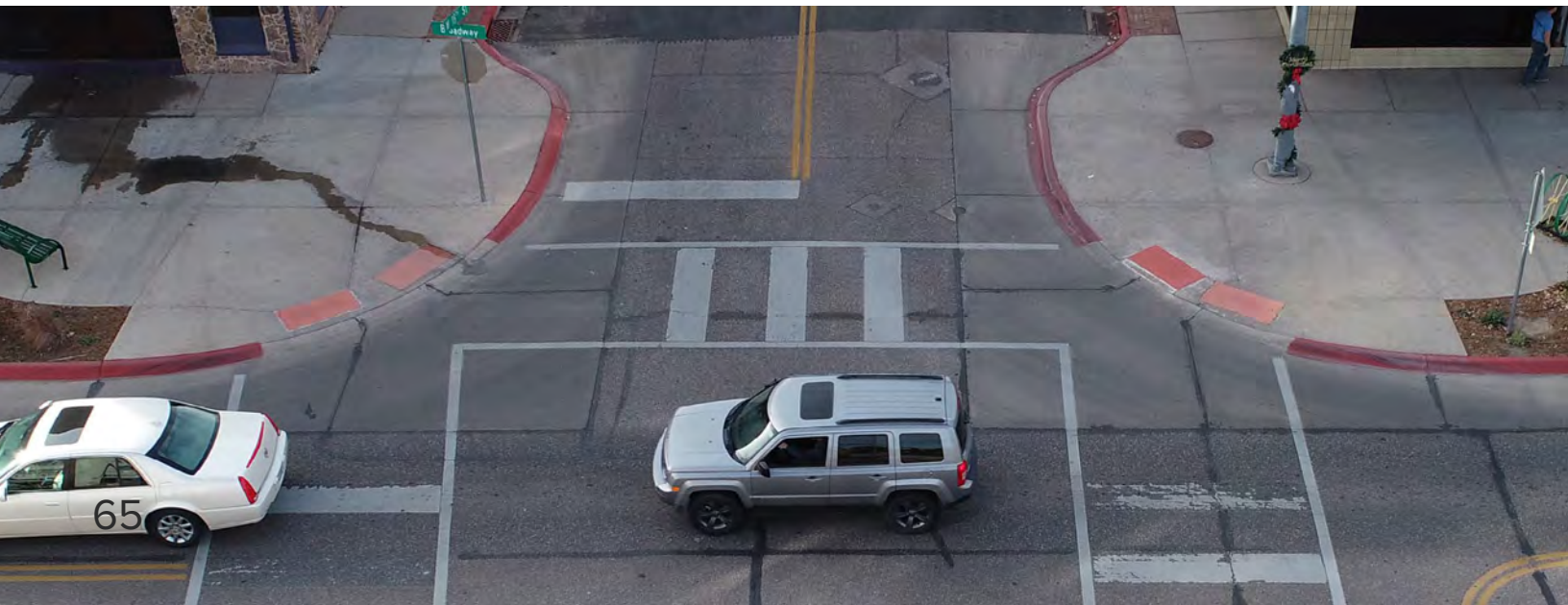
A corridor-based approach allows improvements to function together as a coordinated safety system rather than isolated spot treatments.

Within these corridor environments, certain locations present especially high exposure and vulnerability — particularly school zones.

Recommended improvements include coordinated corridor treatments along US-26, East Overland, Broadway, South Beltline Highway, and Avenue I where crash exposure, access density, and multimodal activity overlap.

Projects that will include corridor safety improvements:

- US-26 Signal & Intersection Modernization
- East Overland Improvements
- Active Transportation Network Completion



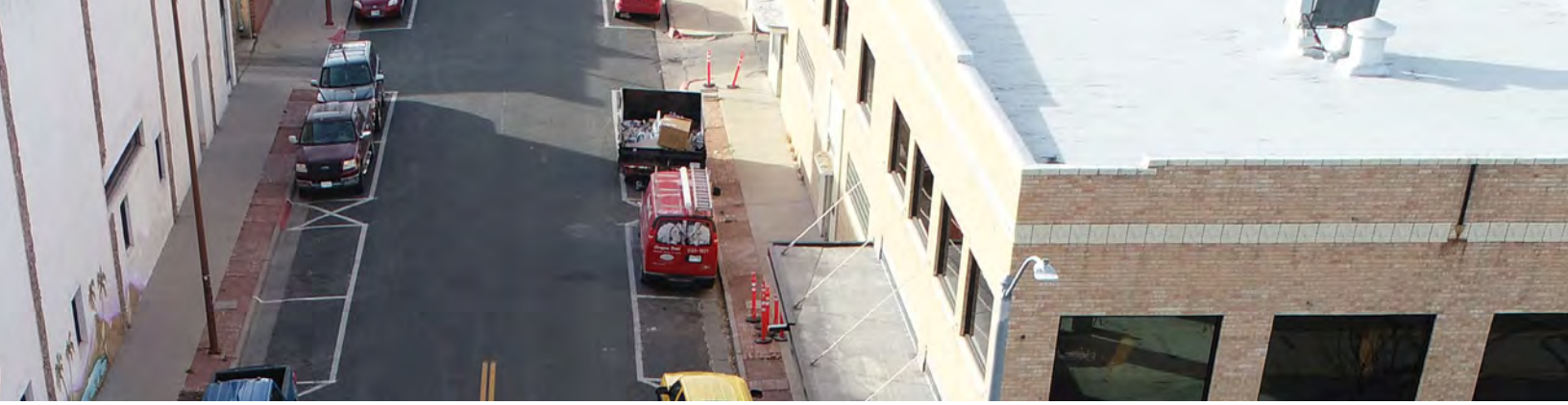


Table 4-1. Plan-Wide Countermeasure Toolkit

Individual projects may apply multiple countermeasures in combination to provide layered safety benefits consistent with the Safe System Approach—proven, FHWA-endorsed strategies selected to address Scottsbluff's most common crash patterns. Each capital project and program described in this chapter applies one or more of these countermeasures based on local context and documented need.

CM ID	Countermeasure (CM)	Primary Safety Issues Addressed	Typical Applications	Primary Bundles
CM-1	High-Visibility Pedestrian Crossings & Stop Bars	Poor driver yielding, unclear crossing priority, stop-line compliance	Intersections, mid-block crossings, downtown, school areas	1, 2, 3
CM-2	Rectangular Rapid Flashing Beacons (RRFBs)	Driver failure to yield at uncontrolled crossings	Multilane roadways, school crossings, high-speed corridors	1, 3
CM-3	Signal Visibility & Operations Improvements	Angle crashes, red-light running, left-turn conflicts	Signalized intersections, arterial corridors	2
CM-4	School Zone Safety Treatments	Child pedestrian exposure, speeding, congestion	All school zones and adjacent streets	1
CM-5	Pedestrian-Scale & Intersection Lighting Improvements	Nighttime crashes, poor visibility	Intersections, crossings, corridors, rail approaches	1, 2, 3
CM-6	Quick-Build & Interim Safety Measures	Immediate risk reduction, pilot testing	Citywide, near schools, corridors	3
CM-7	Traffic Calming & Speed Management	Speed-related crashes, cut-through traffic	Neighborhoods, corridors, school areas	1, 2, 3
CM-8	Sidewalk & ADA Accessibility Improvements	Accessibility barriers, pedestrian exposure	Routes to schools, downtown, transit stops	1, 2, 3
CM-9	Rail Crossing Safety Improvements	Vehicle–train conflicts, visibility, surface issues	At-grade rail crossings	3
CM-10	Transit Stop Safety & Accessibility Improvements	Pedestrian exposure, ADA deficiencies	High-use transit stops and corridors	3



4.6 SCHOOL ZONE AND YOUTH SAFETY ENHANCEMENTS

School areas were consistently identified through crash analysis, stakeholder coordination, and public input as priority safety locations. Children are especially vulnerable during peak arrival and dismissal periods when traffic volumes and crossing activity increase.

The following strategies are prioritized near schools:

- Standardized school-zone signage
- Speed transition treatments
- Raised crossings
- RRFBs
- Circulation improvements
- Pedestrian-scale lighting
- ADA gap closures

These improvements are designed to reduce speed, increase driver awareness, and provide clearer crossing opportunities during peak school travel times.

Although school zones represent concentrated areas of youth exposure, vulnerable road users are present throughout the transportation network.

Priority school-area improvements are concentrated near Roosevelt Elementary, Longfellow Elementary, Bluffs Middle School, Lincoln Heights, and Scottsbluff High School where student exposure and traffic conflicts are highest. All schools are a priority and will benefit from school zone standardization as well as access and circulation projects.

4.7 VULNERABLE ROAD USER PROTECTION

Although vulnerable road users represent a smaller percentage of total crashes, they account for a disproportionate share of fatal and serious injury outcomes. Pedestrians, bicyclists, transit users, older adults, and individuals with disabilities require consistent protection across corridors, intersections, and neighborhood streets..

Strategies include:

- Sidewalk infill
- ADA ramp upgrades
- Buffered bike lanes
- Shared-use paths
- Protected intersections
- Pedestrian lighting improvements
- Transit stop accessibility upgrades

Improving comfort, visibility, and predictability for vulnerable users is essential to reducing severe crash risk across the network. Key focus areas include improving crossings along high-speed corridors, enhancing access near schools and transit routes, addressing sidewalk and ADA gaps, and reducing barriers created by rail corridors and highways.

4.8 REGIONAL CONNECTIVITY AND MULTIMODAL SPINE IMPROVEMENTS

Several priority corridors identified through the Safety Action Plan provide opportunities to strengthen

regional multimodal connectivity between Scottsbluff, Gering, and Terrytown while improving safety for all users.

One of the region's most important multimodal connections is the Broadway corridor and bridge linking Scottsbluff and Gering/ Terrytown. Broadway in Scottsbluff transitions to 10th Street in Gering at the Broadway bridge, and the corridor already includes a separated pedestrian facility on both sides of this bridge. This existing infrastructure provides a strong foundation for enhanced pedestrian and bicycle connectivity between the two communities.

Additional regional connectivity opportunities exist along the Avenue I corridor bridge in southwest Scottsbluff, where Avenue I transitions to Five Rocks Road in Terrytown at the Avenue I bridge. Connections to the Monument Valley Pathway system, the South Beltline Highway East, and the Southeast Spine corridors in Scottsbluff also create opportunities to improve multimodal access between neighborhoods, schools, parks, employment areas, transit routes, and community destinations.

Strengthening these regional corridors through safer crossings, pathway connections, ADA accessibility improvements, and multimodal gap closures in southeast Scottsbluff can support a more connected and safer regional transportation network.

4.9 BEHAVIORAL AND POLICY STRATEGIES

Behavioral factors such as speeding, distraction, impairment, and failure to yield contribute to many severe crashes in Scottsbluff.

Reducing fatal and serious injury crashes requires engineering improvements supported by enforcement, education, and policy coordination. Behavioral and policy strategies include:

- Targeted enforcement along HIN corridors
- Public education and outreach
- Impairment prevention initiatives
- Data monitoring and performance reporting
- Crash review protocols
- Transportation safety ordinance updates

These actions reinforce physical improvements and support long-term crash reduction.

Enforcement and education efforts are prioritized along HIN corridors, school zones, and other locations with recurring speeding and failure-to-yield concerns identified through crash analysis and public input.

With multiple documented risk patterns and a broad toolkit of countermeasures, the City developed a structured process to prioritize investments.

4.10 PROJECT PRIORITIZATION FRAMEWORK

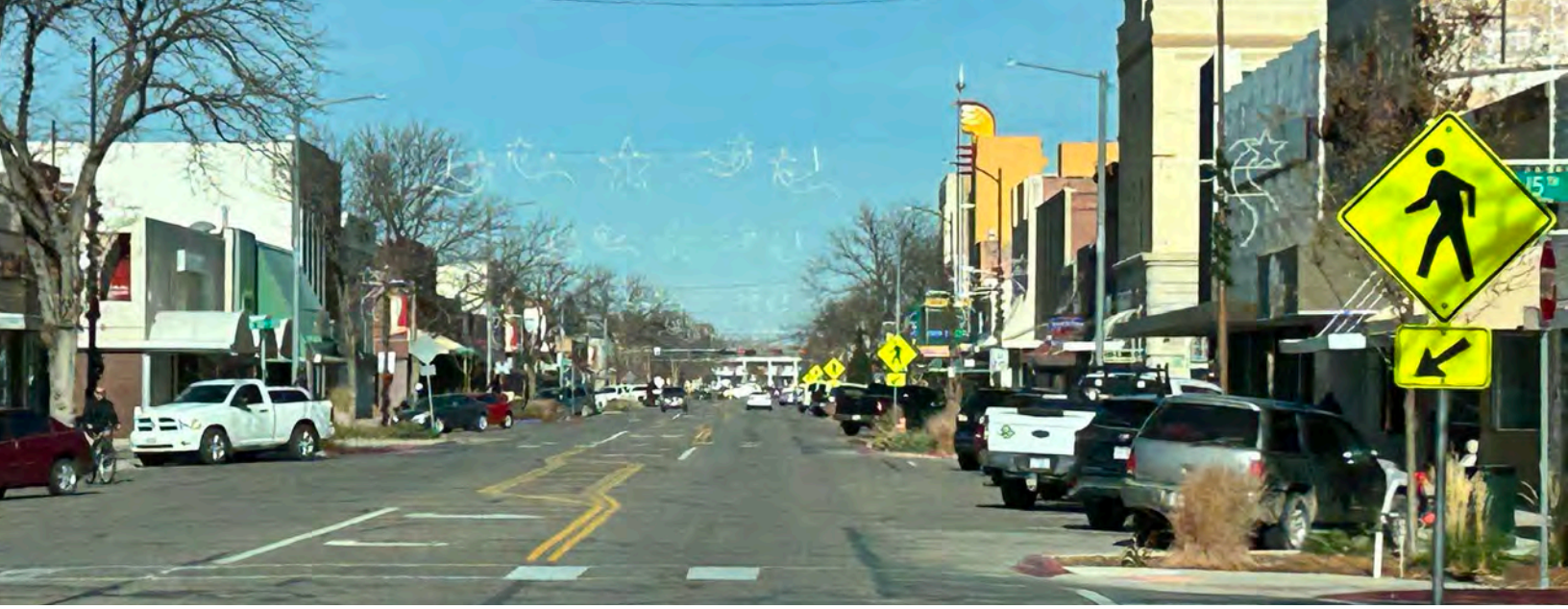
Given limited funding and implementation capacity, Scottsbluff established a structured prioritization framework incorporating:

- High Injury Network location data
- Crash severity trends
- Vulnerable road user involvement
- Proximity to schools and high-exposure areas
- Community input
- Feasibility and funding readiness

Projects were scored using a weighted matrix that emphasized Tier 1 HIN corridors and documented fatal and serious injury concentrations while incorporating equity, youth exposure, and implementation feasibility considerations.

This approach ensures investments are directed to locations where they can achieve the greatest impact.

Prioritization establishes where and what to implement. The next step is determining when and how these actions will be delivered. The Safety Action Plan organizes capital projects, programs, and policy updates into short-, mid-, and long-term phases to align urgency, feasibility, and funding readiness.



4.11 SHORT-, MID-, AND LONG-TERM ACTION PLAN

Reducing fatal and serious injury crashes will require sustained investment, coordination, and phased implementation.

Actions are organized into:

- Capital Projects (J-Series)
- Programs (P-Series)
- Policy Actions (O-Series)

IMPLEMENTATION SAFETY FOCUS AREAS

To translate documented risk into coordinated action and provide layered safety benefits, Scottsbluff's actions are organized its highest-priority strategies into three Safety Action Focus Areas:

- *Focus Area 1* – **School & Youth Safety Protection**
- *Focus Area 2* – **High-Severity Corridor Modernization**
- *Focus Area 3* – **Systemic Citywide & Network Improvements**

These focus areas allow the City to address its highest-severity crash environments while strengthening overall system performance.

SAFETY FOCUS AREA 1 – SCHOOL & YOUTH SAFETY PROTECTION

Prioritizes predictable, high-exposure school travel environments through circulation improvements, crossing upgrades, ADA improvements, and speed management.

Includes projects near Roosevelt, Longfellow, Bluffs Middle, Lincoln Heights, and Scottsbluff High School.

SAFETY FOCUS AREA 2 – HIGH-SEVERITY CORRIDOR MODERNIZATION

Focuses on Tier 1 HIN highest fatal and serious injury crash segments including US-26 and other high-exposure corridors and intersections (Broadway, Ave I, E Overland, S Beltline). Strategies include signal modernization, visibility improvements, access management, and enhanced pedestrian crossings.

SAFETY FOCUS AREA 3 – SYSTEMIC CITYWIDE & NETWORK IMPROVEMENTS

Strengthens the broader transportation system through lighting upgrades, sidewalk and pathway improvements, rail crossing enhancements, quick-build treatments, and supportive policy actions. Southeast Scottsbluff if a focus for the connected network.

Each focus area aligns with documented crash patterns and Safe System principles.

Implementation does not end with project delivery. Sustained reductions in fatal and serious injury crashes require ongoing performance monitoring, inter-agency coordination, and plan updates. The following section outlines how Scottsbluff will track progress and maintain accountability over time.

Table 4-2, provides an *Implementation Safety Focus Areas Overview,* summarizing how each focus area addresses documented safety risks and why it aligns strongly with SS4A objectives.

Table 4-2. Why These Safety Focus Areas?

Together, these safety **focus areas** *address Scottsbluff's highest risk locations, protect vulnerable users, balance immediate action with long-term change, and align directly with SS4A Implementation Grant eligibility.*

Safety Focus Area	Why It Matters	Safety Risks Addressed	Why SS4A Is a Strong Fit
Safety Focus Area 1 – School & Youth Safety Protection	Protects children and families in predictable, high-exposure travel environments	Speeding near schools, dismissal congestion, unsafe crossings, ADA gaps, multilane crossing risk	Aligns with Safe Routes to School principles; strong equity and youth impact; clear community support
Safety Focus Area 2 – High-Severity Corridor Modernization	Concentrates on corridors with the highest fatal and serious injury crash exposure, including US-26 and other Tier 1 HIN segments	Angle crashes, red-light running, turning conflicts, multilane pedestrian exposure, freight interactions	Targets documented KSI concentrations; supports systemic corridor treatments; enables NDOT partnership and SS4A Implementation funding
Safety Focus Area 3 – Systemic Citywide & Network Improvements	Strengthens the broader transportation system to reduce risk across neighborhoods and corridors	Nighttime severity, incomplete sidewalks, rail crossing exposure, neighborhood speeding, inconsistent treatments	Scalable, data-driven, cost-effective; supports quick-build pilots; reinforces long-term Safe System implementation

4.12 IMPLEMENTATION TIERS: FROM PRIORITY TO DELIVERY

Reducing fatal and serious injury crashes requires more than identifying what to do—it requires a clear and practical understanding of when and how actions will be implemented.

To support coordinated delivery, the projects, programs, and policy actions are organized into three implementation tiers.

These tiers translate the prioritization framework into a phased, implementation-ready strategy aligned with crash risk, project readiness, and coordination requirements.

The tiered approach ensures that:

- The highest-risk locations are addressed first
- Near-term opportunities are advanced quickly
- More complex projects are developed strategically over time
- Funding and coordination efforts are aligned with project readiness

Each tier reflects a combination of:

- Crash severity and High Injury Network (HIN) location
- Exposure to vulnerable users, particularly near schools and activity centers
- Project feasibility and readiness for implementation
- Level of coordination required (e.g., NDOT, rail, transit, or regional partners)

IMPLEMENTATION TIERS



4.13 PROJECT, PROGRAM & POLICY ACTION SUMMARIES

The following summaries and ***4-3 Tables*** provide a concise overview of all capital projects (J-series), programs (P-series), and policy actions (O-series) included in the Scottsbluff SS4A Safety Action Plan.

Each action is evaluated based on alignment with crash history and the High Injury Network (HIN), community and stakeholder input, policy consistency, equity and youth impact, estimated planning-level cost, implementation timeframe, and responsible lead agency. This matrix allows decision-makers to understand how documented safety risk translates into prioritized, implementable actions.

Detailed project sheets, cost basis documentation, and implementation notes are provided in **APPENDIX A8**.

Table 4-3.1. Priority & Alignment Matrix — Capital Projects

ID	PROJECTS	Crash & HIN Alignment	Community Support	Policy Alignment	Equity / Youth Impact	Overall Tier	Planning Cost Range	Time Frame	Lead Dept /Org
J1	US-26 Signal & Intersection Modernization	●●●●	●●●	●●●	●●●	Tier 1	$1.6M –$2.6M	Mid	NDOT / City Eng
J2	Targeted Corridor & Intersection Corrections	●●●	●●●	●●●	●●	Tier 1, 2	$300K –$600K	Short–Mid	City Eng
J3	Targeted East Overland Improvements	●●●	●●●	●●●	●●●	Tier 1, 3	$150K –$600K	Short	City Eng
J4	North Broadway & Bluffs Middle School Safety Improvements	●●●	●●●●	●●●	●●●●	Tier 1, 2, 3	$450K –$700K	Short	City Eng / SBPS
J5	Active Transportation Network Completion	●●	●●●	●●●	●●●	Tier 1, 2, 3	$5.7M –$14M	Mid–Long	City Eng
J6	School Circulation & Access Safety Improvements	●●●	●●●●	●●●	●●●●	Tier 1, 2, 3	$1.5M	Short	City Eng / SBPS
J6a	SHS Access & Parking Optimization	●●	●●●	●●●	●●●	Tier 1, 2, 3	$1.6M-$6M	Mid	SBPS / City
J7	Transit Stop Upgrade Program	●●	●●	●●●	●●●	Tier 1, 2, 3	$750K –$1M	Short–Mid	City / Transit
J8	Rail Crossing Accessibility Upgrades	●●	●●	●●	●●	Tier 1, 2	$1.6M	Mid	City / Rail
J8a	In-Town Grade Separation Feasibility	■	●●	●●●	●●●	Tier 2	$400K	Long	City / NDOT
J8b	Ped/Bike Rail Separation Feasibility	●●	●●	●●●	●●●	Tier 2, 3	$300K	Mid	City
J9	Pathway Master Plan	■	●●●	●●●	●●●	Tier 1	$300K	Short	City
J10	Sidewalk & ADA Gap Elimination	●●	●●●	●●●	●●●●	Tier 1	$85K –$500K annually	Short–Mid	City PW
J11	Southeast Neighborhood Safety Improvements	●●	●●	●●	●●●	Tier 1, 2	$582K	Short	City Eng

■ Systemic ●● Moderate ●●● Strong/High ●●●● Very Strong / Very High

Capital Projects (J-Series) – Location-Based Infrastructure Improvements

Capital Projects (J-Series)

J1 – US-26 Signal & Intersection Modernization
US-26 functions as both a regional highway and a city street, carrying high traffic volumes and accounting for a disproportionate share of severe crashes. This project modernizes signal operations, improves visibility and stop bar placement, enhances pedestrian crossings, and strengthens coordination with NDOT to reduce angle and rear-end crash risk.

J2 – Targeted Corridor & Intersection Safety Corrections
Focused improvements at Tier 1 and Tier 2 High Injury Network intersections along Avenue I, 27th Street, 20th Street, and other corridors. Treatments address signal timing, lane-use confusion, turning conflicts, and pedestrian exposure.

J3 – East Overland Targeted Improvements
Addresses school access, truck activity, and mid-block crossing exposure along East Overland near 9th Avenue, 14th Avenue, and 21st Avenue. Enhancements include crossing visibility upgrades and speed management treatments.

J4 – North Broadway & Bluffs Middle Safety Improvements
Improves multi-lane pedestrian crossing conditions and school-zone speed compliance near Bluffs Middle School. Treatments emphasize crossing visibility, speed reduction, and predictable driver behavior.

J5 – Active Transportation Network Completion
Expands and connects pathways, perimeter bikeways, and neighborhood spines — particularly in the southeast portion of the City and along key corridor connectors — reducing pedestrian exposure and improving multimodal continuity.

J6 – School Circulation & Access Safety Program
Improves traffic circulation, drop-off conditions, and pedestrian conflict reduction at Roosevelt, Longfellow, Lincoln Heights, Bluffs Middle, and other campuses.

J6a – SHS Access & Parking Optimization
Addresses congestion and student driver exposure near Scottsbluff High School, improving access, parking operations, and dismissal safety.

J7 – Transit Stop Upgrade Program
Improves ADA compliance, lighting, and pedestrian access at high-use transit stops along Avenue I, 20th Street, 27th Street, and East/West Overland.

J8 – Rail Crossing Accessibility Upgrades
Enhances at-grade rail crossings throughout the City, addressing surface condition, visibility, lighting, and ADA deficiencies.

J8a – In-Town Grade Separation Feasibility
Evaluates long-term solutions for rail delay, emergency access, and system resilience through grade separation analysis.

J8b – Pedestrian/Bicycle Rail Separation Feasibility
Assesses opportunities to improve pathway continuity and safe non-motorized rail crossings in southeast Scottsbluff.

J9 – Pathway Master Plan
Establishes a comprehensive strategy for long-term pathway expansion and network connectivity.

J10 – Sidewalk & ADA Gap Elimination Program
Closes sidewalk gaps and upgrades non-compliant ramps along HIN corridors, school routes, downtown, and transit corridors.

J11 – Southeast Neighborhood Safety Improvements
Implements traffic calming and pedestrian safety enhancements in local Tier 1 and Tier 2 neighborhood corridors.

> *Projects located on state-controlled facilities, including US-26 and Nebraska Highway 71 (Avenue I), will require coordination with the Nebraska Department of Transportation (NDOT) and are structured to support joint implementation and funding alignment.*

Programs (P-Series) – Systemic Operational & Education Strategies

Table 4-3.2. Priority & Alignment Matrix — Programs

ID	PROGRAM	Crash & HIN Alignment	Community Support	Policy Alignment	Equity / Youth Impact	Overall Tier	Planning Cost Range	Time Frame	Lead Dept /Org
P1	School Zone Standardization	●●●	●●●●	●●●	●●●●	Tier 1	$243K	Short	City Eng / SBPS
P2	Targeted HIN Lighting	●●●●	●●●	●●	●●●	Tier 1	$1M	Short–Mid	City PW
P3	Quick-Build Demonstration	●●	●●●	●●	●●●	Tier 1	$380K	Short	City Eng
P4	Safety Monitoring & Evaluation	■	●●	●●●	●●	Tier 1	$50K annually	Ongoing	City Eng
P5	Education & Outreach	■	●●	●●	●●	Tier 1	$40K annually	Ongoing	PD / Admin

Programs (P-Series)

P1 – School Zone Standardization Program

Creates consistent, enforceable school-zone treatments citywide, reducing driver confusion and improving compliance.

P2 – Targeted HIN Lighting Program

Improves lighting along corridors and crossings with elevated nighttime severity risk.

P3 – Quick-Build Demonstration Program

Deploys low-cost, interim treatments to test safety concepts before permanent construction.

P4 – Safety Performance Monitoring & Evaluation

Establishes ongoing crash tracking, High Injury Network updates, and public reporting to maintain accountability.

P5 – Transportation Safety Education & Outreach

Supports behavior-focused strategies aligned with engineering improvements, particularly in school zones and high-exposure corridors.

Policy (O-Series) – Governance & Administrative Framework

Table 4-3.3. Priority & Alignment Matrix — Policies

ID	POLICY	Crash & HIN Alignment	Community Support	Policy Alignment	Equity / Youth Impact	Overall Tier	Planning Cost Range	Time Frame	Lead Dept /Org
O1	Transportation Safety Ordinance Update	■	●●●	●●●	●●●	Tier 1	$40K	Short	City Admin / Legal

Policy (O-Series)

O1 – Transportation Safety Ordinance Update Package

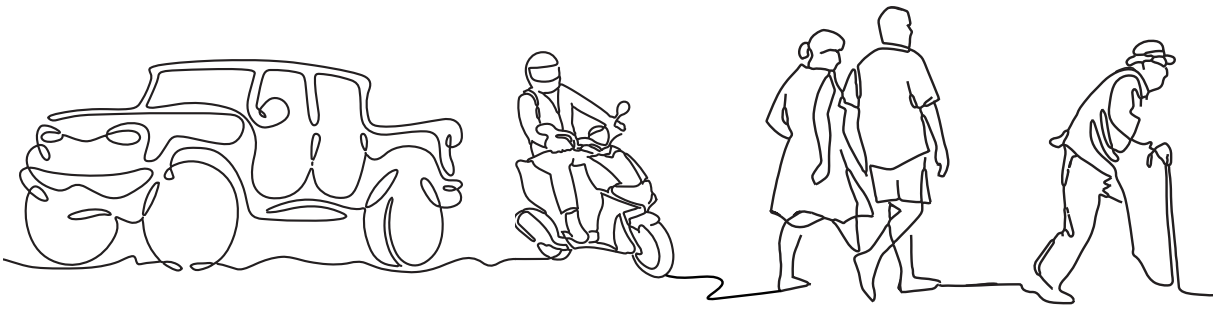
Modernizes regulatory tools to support speed management, micro mobility rules, work zone compliance, and bus stop safety standards.

Table 4-3.3 provides a consolidated overview of all capital projects, programs, and policy actions included in this plan.

Together, these projects, programs, and policies translate documented crash risk into coordinated, implementable actions. Detailed cost assumptions and implementation notes are provided in **APPENDIX A8**.







TIER 1

– IMMEDIATE ACTION: HIGH IMPACT, HIGH READINESS

Tier 1 includes Scottsbluff's highest-priority safety actions—projects and programs that address documented crash risk and can be advanced in the near term. These improvements (***see Table 4-4***) focus on high-injury corridors, school environments, and locations with concentrated pedestrian activity.

TIER 1 EMPHASIS

- School and youth safety improvements
- Targeted corridor and intersection corrections
- Systemic upgrades such as lighting, ADA improvements, and rail crossing enhancements
- Neighborhood-level safety improvements in areas with elevated crash risk
- Key active transportation connections that close critical gaps in the network

Priority segments of the active transportation network focus on completing a continuous shared-use pathway spine through southeast Scottsbluff and along South Beltline. These segments connect residential neighborhoods, parks, schools, and Western Nebraska Community College to the existing pathway system while providing safer alternatives to travel along higher-risk roadways and local streets with documented crash activity.

Several **Tier 1** projects also improve continuity across major barriers and connect neighborhoods to existing facilities and destinations. These improvements support safer daily travel and position the City to pursue near-term implementation funding.

Projects along US-26 and other state-controlled corridors are led in coordination with the Nebraska Department of Transportation (NDOT). While these improvements align with Tier 1 priorities based on crash risk and corridor importance, their implementation timing will depend on coordination, funding, and programming through NDOT.

IMPLEMENTATION APPROACH

Tier 1 actions are advanced through a combination of:

- Quick-build and near-term improvements
- Preliminary engineering and design development
- Coordination with partner agencies and stakeholders
- Immediate pursuit of grant funding opportunities

EXPECTED OUTCOMES

Tier 1 represents the City's opportunity to achieve early, visible safety improvements. These projects reduce crash risk in the most critical locations while building momentum for long-term investment.



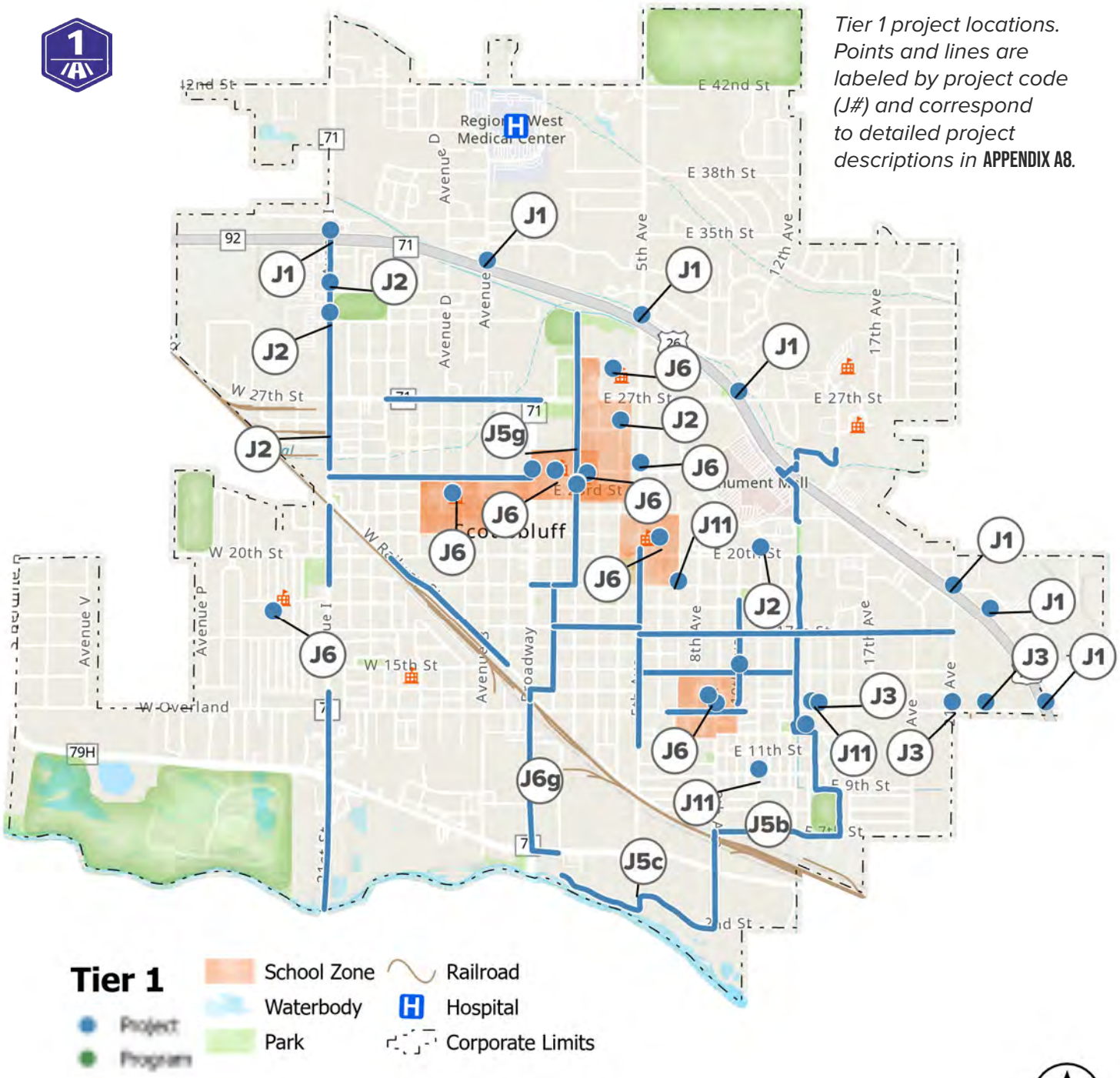


Table 4-4. Tier 1 Actions Summary — Immediate Safety Improvements

Category	Representative Actions	Project Codes	What This Includes
Signal & Intersection Safety	Signal upgrades, timing, phasing, turn treatments	J1, J2, J3	Mast arms, LPIs, signal timing, turn lanes, striping
Corridor Safety Corrections	Targeted intersection and mid-block improvements	J3, J4	Striping, crossings, RRFBs, access adjustments
Active Transportation (Priority Segments)	SE pathway spine, Beltline path, bike routes	J5 (Tier 1)	Shared-use paths, crossings, bridge, signage
School Safety Improvements	Signing, crossings, ADA, circulation	J6, P1	School zone signage, HV crosswalks, audits
Transit Improvements	Install Transit Shelters	J7	Donated shelters
Rail Crossing Safety	Crossing upgrades and visibility improvements	J8	Lighting, markings, ADA access
Pathway Planning	Complete Pathway Master Plan	J9	Planning
Sidewalk & ADA Improvements	Gap closure and accessibility upgrades	J10	Sidewalks, ramps, tie-ins
Neighborhood Safety	Local street treatments in high-risk areas	J11	Markings, signage, curb extensions
Lighting Improvements	Corridor and intersection lighting	P2	HIN lighting, pedestrian-scale lighting
Quick-Build Projects	Low-cost rapid deployment treatments	P3	Paint & post, striping, refuge islands
Data & Monitoring	Ongoing evaluation and tracking	P4	HIN updates, reporting
Education & Programs	Behavior change and outreach	P5	SRTS, campaigns, walk audits
Policy Actions	Ordinance updates and standards	O1	Complete Streets, NRTOR, ADA

***Focused on immediate, high-impact improvements that reduce risk where crashes are most concentrated. Detailed project descriptions, locations, and cost estimates are provided in* APPENDIX A8.**

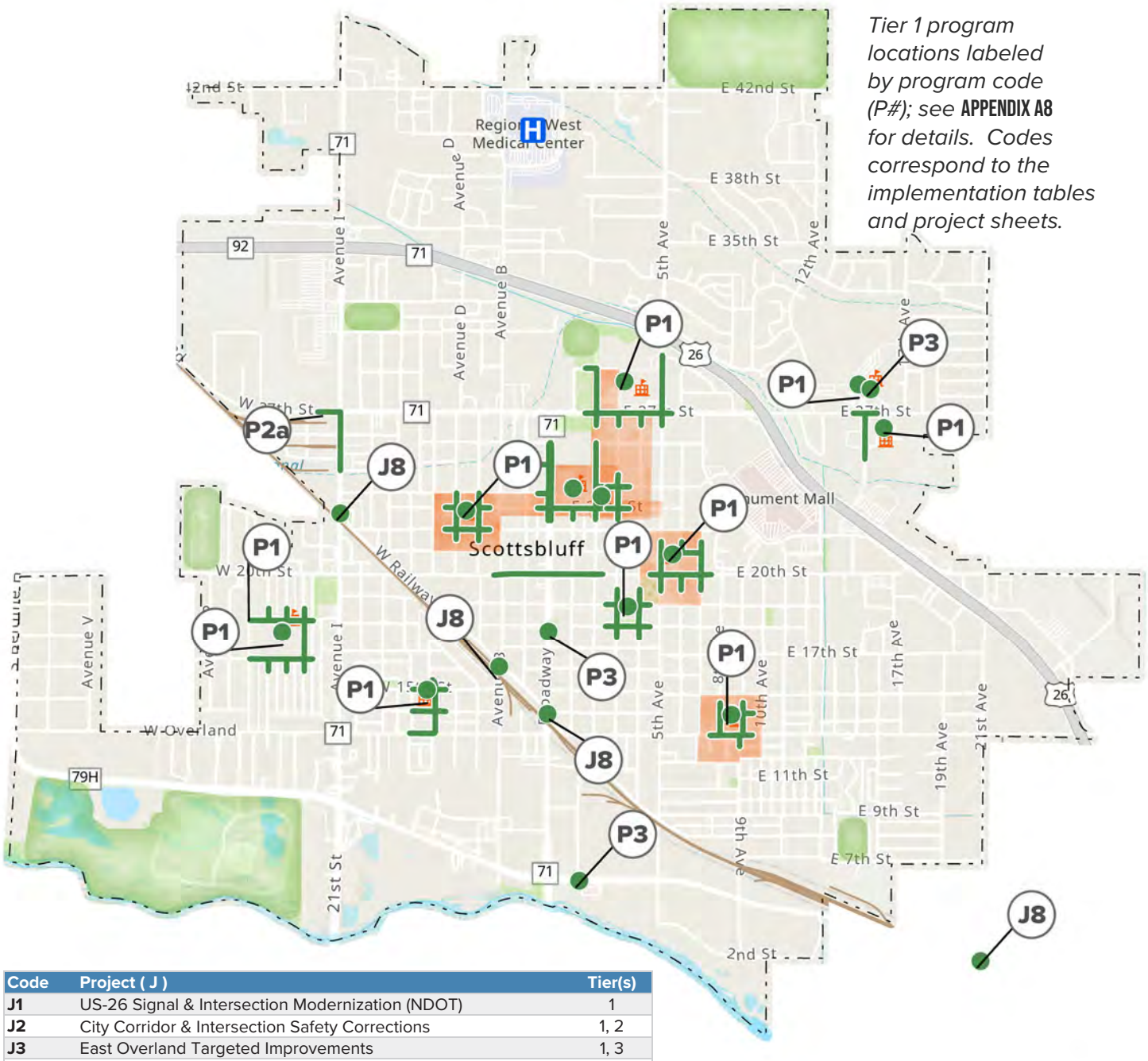
Figure 4-1. Tier 1 PROJECT Actions — Immediate Safety Improvements



Tier 1 project locations. Points and lines are labeled by project code (J#) and correspond to detailed project descriptions in **APPENDIX A8.**

Tier 1 projects are directly informed by the High Injury Network (HIN) and crash analysis. These actions prioritize locations where fatal and serious injury crashes are most concentrated, as well as areas with high exposure for vulnerable users, including school zones and key pedestrian corridors. These projects target the underlying conditions identified in the crash analysis—such as speed, conflict points, and visibility—rather than isolated crash locations. In addition to addressing the highest-risk locations, Tier 1 projects were selected based on their ability to be implemented in the near term and to deliver measurable safety benefits quickly.

Figure 4-2. Tier 1 PROGRAM Actions — Immediate Safety Improvements



Tier 1 program locations labeled by program code (P#); see **APPENDIX A8** *for details. Codes correspond to the implementation tables and project sheets.*

Code	Project (J)	Tier(s)
J1	US-26 Signal & Intersection Modernization (NDOT)	1
J2	City Corridor & Intersection Safety Corrections	1, 2
J3	East Overland Targeted Improvements	1, 3
J4	North Broadway & Bluffs Middle Safety Improvements	1, 2, 3
J5	Active Transportation Network Completion	1, 2, 3
J6	School Circulation & Access Safety	1, 2, 3
J6a	SHS Access & Parking Optimization	1, 2, 3
J7	Transit Stop Upgrade Program	1, 2, 3
J8	Rail Crossing Accessibility Upgrades	1, 2, 3
J9	Pathway Master Plan	1
J10	Sidewalk & ADA Gap Elimination	1
J11	Southeast Neighborhood Safety Improvements	1, 2
Code	**Program (P)**	**Tier(s)**
P1	School Zone Standardization Program	1
P2	Targeted HIN Lighting Program	1
P3	Quick-Build Demonstration Program	1
P4	Safety Performance Monitoring & Implementation Program	1
P5	Transportation Safety Education & Outreach Program	1
Code	**Policy (O)**	**Tier(s)**
O1	Transportation Safety Ordinance Update Package	1

***Tier 1** focuses on the locations where crashes are most severe, most frequent, and most preventable—reflecting both data analysis and public and stakeholder input.*

TIER 2
— STRATEGIC EXPANSION: CORRIDOR AND SYSTEM IMPROVEMENTS

Tier 2 includes projects that address significant safety risks but require additional coordination, design development, or funding before implementation. These projects (***see Table 4-5***) expand upon Tier 1 efforts by focusing on corridor-level improvements and system-wide upgrades.

TIER 2 EMPHASIS

- Corridor modernization and signal system upgrades
- Expanded school circulation and access improvements
- Transit stop and rail crossing enhancements
- Lighting and visibility program expansion
- Additional network connections and facility upgrades

These projects often involve state-controlled facilities, higher construction costs, or more complex design considerations, requiring additional preparation prior to implementation.

IMPLEMENTATION APPROACH

Tier 2 projects typically require:

- Feasibility analysis and preliminary engineering
- Inter-agency coordination (NDOT, rail, transit providers)
- Refined cost estimates and project scoping
- Strategic bundling for competitive funding applications

EXPECTED OUTCOMES

Tier 2 investments deliver broader corridor-level safety improvements, addressing the conditions that contribute to recurring severe crashes and strengthening the overall transportation network.

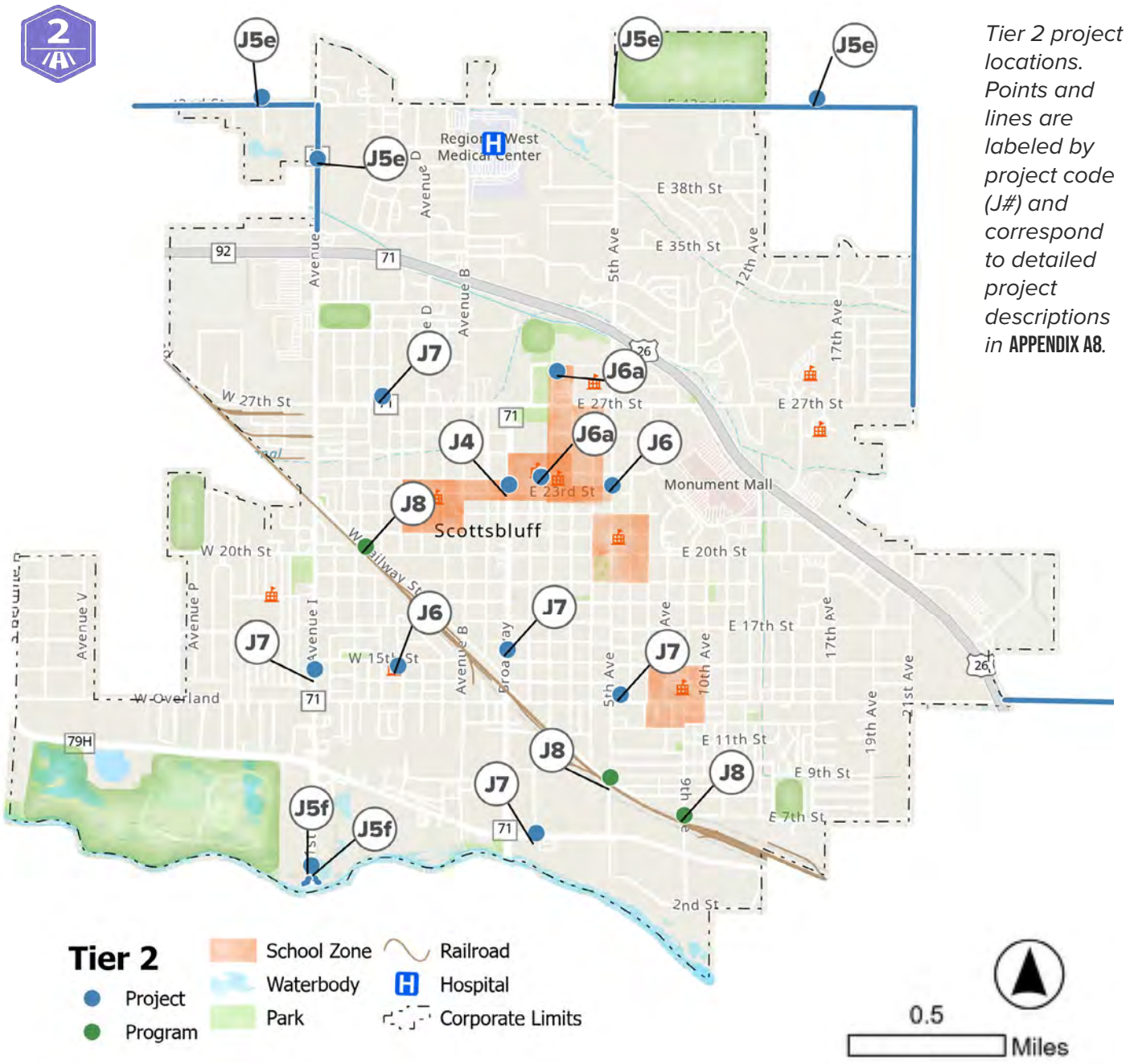
Table 4-5. Tier 2 Actions Summary — Corridor & System Expansion

Category	Representative Actions	Project Codes	What This Includes
Corridor Enhancements	Raised crossings, median improvements	J2, J4	Geometric upgrades
Expanded Bike Network	Perimeter bikeways, connectors	J5e, J5f	Shoulders, shared-use paths
School Circulation	Parking, drop-off, access changes	J6, J6a	Internal circulation improvements
Transit Improvements	Stop upgrades and relocations	J7	ADA pads, relocations
Rail Planning	Feasibility and coordination	J8, J8a, 8b	Analysis and alternatives
Lighting Expansion	Additional corridor lighting	J6, J11	Targeted enhancements

Advances corridor-level improvements that require coordination, design, and strategic funding. Detailed project descriptions, locations, and cost estimates are provided in APPENDIX A8.



Figure 4-3. Tier 2 PROJECT Actions — Corridor & System Expansion



Tier 2 project locations. Points and lines are labeled by project code (J#) and correspond to detailed project descriptions in **APPENDIX A8.**

Code	Project (J)	Tier(s)
J2	City Corridor & Intersection Safety Corrections	1, 2
J4	North Broadway & Bluffs Middle Safety Improvements	1, 2, 3
J5	Active Transportation Network Completion	1, 2, 3
J6	School Circulation & Access Safety	1, 2, 3
J6a	SHS Access & Parking Optimization	1, 2, 3
J7	Transit Stop Upgrade Program	1, 2, 3
J8	Rail Crossing Accessibility Upgrades	1, 2, 3
J8a	In-Town Grade Separation Feasibility Study	2
J8b	Ped/Bike Rail Separation Feasibility (SE Pathway)	2, 3
J11	Southeast Neighborhood Safety Improvements	1, 2

***Tier 2** advances coordinated corridor improvements that address the underlying causes of severe crashes.*

TIER 3
— LONG-TERM VISION: SYSTEM COMPLETION AND TRANSFORMATION

Tier 3 includes long-term projects that address systemic safety challenges and require sustained planning, coordination, and funding. These projects (***see Table 4-6***) focus on completing the transportation network and addressing structural barriers to safe travel.

TIER 3 EMPHASIS

Full active transportation network buildout

- Major corridor reconstruction or long-range improvements
- Rail separation or major crossing improvements
- Long-term connectivity and system integration

These projects are typically more complex and may require right-of-way acquisition, regional coordination, or significant capital investment.

IMPLEMENTATION APPROACH

Tier 3 projects are advanced through:

- Long-range planning and feasibility studies
- Right-of-way preservation and coordination
- Regional partnerships and funding strategies
- Phased implementation over time

EXPECTED OUTCOMES

Tier 3 represents Scottsbluff's long-term commitment to a safe, connected, and resilient transportation system, ensuring that future growth supports safety for all users.

> ***Tier 3*** *completes the system with long-term investments that address complex barriers and support safer travel by design.*

Table 4-6. Tier 3 Actions Summary — Long-Term System Improvements

Category	Representative Actions	Project Codes	What This Includes
Major Crossing Enhancements	RRFBs, advanced lighting	J3, J4, J6	High-cost crossing treatments
Parallel Pathways	US-26 corridor shared-use path	J5d	Separated facility
School Infrastructure	Parking expansion, pullouts	J6a	Capacity improvements
Transit Enhancements	Lighting and stop upgrades	J7	Pedestrian-scale improvements
Rail Separation	Structural feasibility and design	J8b	Long-term grade separation

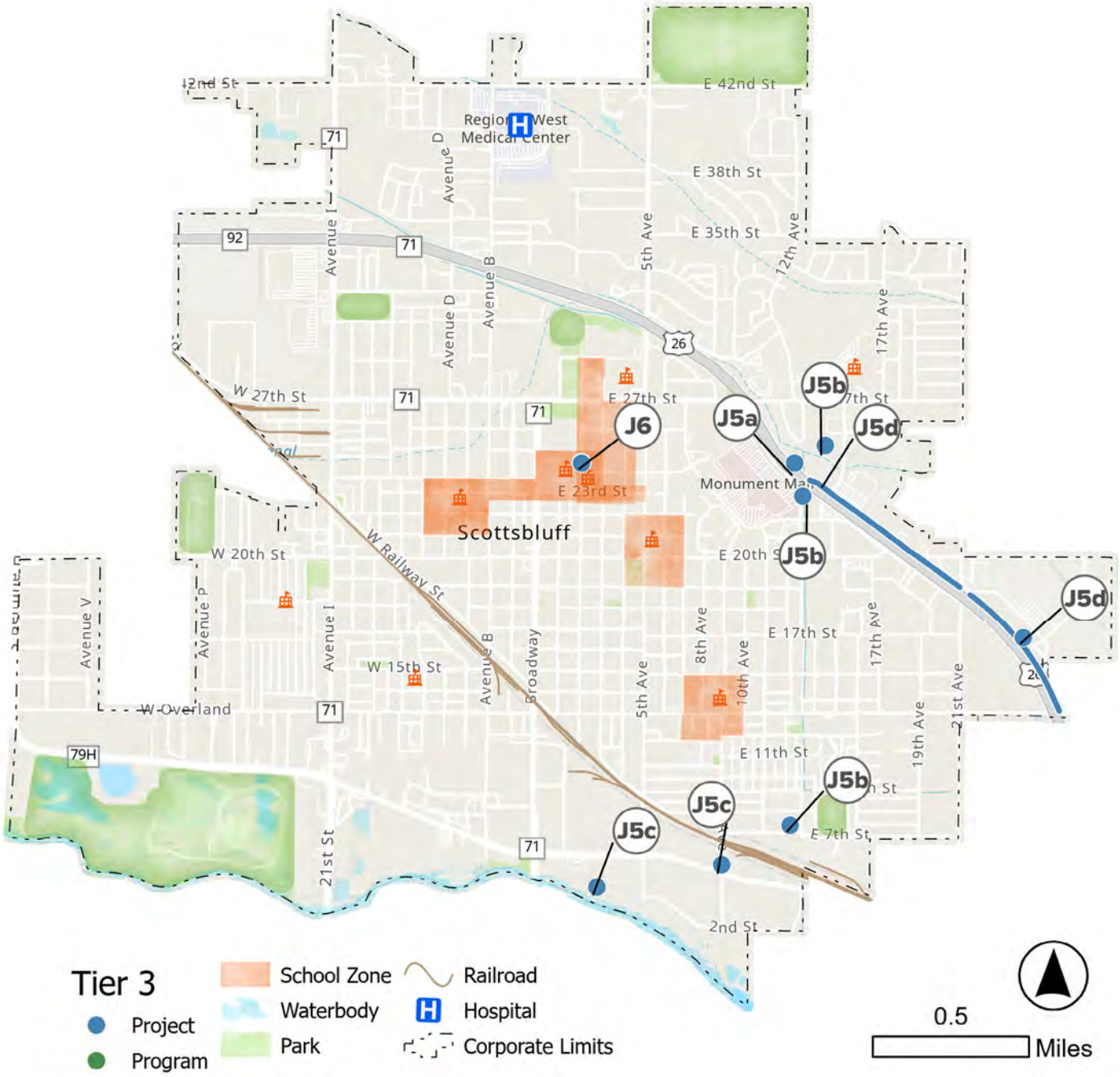
Long-term investments that complete the network and address complex safety challenges. Detailed project descriptions, locations, and cost estimates are provided in APPENDIX A8.



Figure 4-4. Tier 3 PROJECT Actions — Long-Term Safety Improvements

Tier 3 project locations labeled by project code (J#). Programs and policies support implementation across all tiers and are not location-specific; see **APPENDIX A8** *for details.*

Code	Project (J)	Tier(s)
J4	North Broadway & Bluffs Middle Safety Improvements	1, 2, 3
J6	School Circulation & Access Safety	1, 2, 3
J6a	SHS Access & Parking Optimization	2, 3
J7	Transit Stop Upgrade Program	2, 3
J8b	Ped/Bike Rail Separation Feasibility (SE Pathway)	3
Code	**Program (P)**	**Tier(s)**
P2	Targeted HIN Lighting Program	1, 2, 3
P3	Quick-Build Demonstration Program	1, 2, 3
P4	Safety Performance Monitoring & Implementation Program	1, 2, 3
P5	Transportation Safety Education & Outreach Program	1, 2, 3



HOW THE TIERS WORK TOGETHER

The three implementation tiers are designed to function as a coordinated delivery system:

- **Tier 1** delivers immediate safety improvements and early results
- **Tier 2** expands and strengthens corridor-level performance
- **Tier 3** completes the system and addresses long-term challenges

Together, these tiers align with the Safety Focus Areas and provide a scalable, realistic path toward achieving Scottsbluff's Vision Zero goal.

FROM PLANNING TO IMPLEMENTATION

The tiered structure ensures that the Safety Action Plan is not a static document, but an active framework for decision-making. By aligning priorities, funding, and implementation readiness, Scottsbluff is positioned to advance safety improvements in a deliberate and measurable way.

CHAPTER 5 builds on this framework by defining the roles, responsibilities, funding strategies, and performance measures needed to move these actions from concept to construction.

> *This coordinated strategy enables Scottsbluff to deliver safety investments as a system—targeting the locations, conditions, and behaviors that contribute most to severe crashes.*



4.14 GOVERNANCE, MONITORING, AND PLAN UPDATES

This Safety Action Plan is not a one-time checklist — it is a living roadmap.

The prioritization framework identifies where safety improvements are most needed; the implementation Tiers 1 through 3 define when and how those improvements are advanced. As projects are refined, funded, and coordinated, they may advance between tiers based on readiness and opportunity.

To ensure accountability and sustained progress, the City will:

- **Monitor** crash trends and High Injury Network conditions annually
- **Track** implementation progress using measurable safety outcomes
- **Report** publicly on completed actions and performance indicators
- **Update** the plan every five years or sooner if crash trends shift
- **Continue** community engagement to inform future updates

Project phasing reflects planning-level cost considerations, implementation complexity, and coordination requirements. **Programs** and **Policies** are implemented continuously across all tiers and support the effectiveness of infrastructure investments.

Through coordinated implementation and performance monitoring, Scottsbluff advances its **Vision Zero** commitment to eliminating fatal and serious injury crashes





5 IMPLEMENTING AND SUSTAINING SAFER STREETS IN SCOTTSBLUFF

5.1 FROM STRATEGY TO SAVED LIVES

A plan does not save lives. Implementation does.

Chapter 3 documented a clear pattern: fatal and serious injury crashes in Scottsbluff are not random. They are concentrated along US-26, Avenue I (Highway 71), Broadway, East Overland, and in areas where children, pedestrians, and drivers interact near schools and rail crossings. These locations represent the highest combination of crash severity and exposure — and they will receive priority focus as implementation begins.

Chapter 4 translated those findings into targeted strategies, countermeasures, and bundled investments aligned with the Safe System Approach. Chapter 5 now defines how those strategies move from concept to construction — and from policy to measurable safety outcomes.

The Scottsbluff SS4A Safety Action Plan is intentionally structured to convert documented risk into built improvements, adopted ordinances, coordinated enforcement, and sustained partnerships. This chapter outlines:

- Who leads and who supports implementation
- What projects advance first and why
- How funding will be secured and bundled
- How performance will be monitored and reported
- How the plan will remain active over time

As a regional hub serving Western Nebraska and eastern Wyoming, Scottsbluff's transportation system carries both



neighborhood trips and significant regional traffic. Implementation must therefore balance local safety improvements with corridor-level investments that require coordination with NDOT, rail operators, transit providers, and regional partners.

Strategy defines what to do. Implementation defines how it gets done.

5.2 IMPLEMENTATION FRAMEWORK

The actions outlined in this Safety Action Plan are structured to be realistic, phased, and achievable for a community of approximately 14,000 residents. Implementation sequencing reflects documented crash severity, High Injury Network (HIN) prioritization, funding readiness, and inter-agency coordination requirements.

Tier 1 High Injury Network corridors — including US-26, Avenue I (Highway 71), and other high-severity segments identified in Chapter 3 — will receive priority sequencing when funding opportunities align. School-area safety improvements and high-exposure pedestrian locations will also advance early where feasible to reduce immediate risk.

This implementation framework translates strategy into action by defining:

- Clear leadership roles and decision authority
- Phased project delivery aligned with readiness and risk
- Funding alignment and bundling strategy
- Performance monitoring and accountability measures

Implementation capacity

reflects Scottsbluff's size, staffing structure, and reliance on contracted engineering services for capital project development and delivery. As a mid-sized community with limited in-house design capacity, Scottsbluff's approach emphasizes careful scoping, phased advancement, and grant alignment to maximize impact per dollar invested.

Together, Chapters 4 and 5 form a complete safety delivery system:

Policy direction + Implementation structure = Real safety change.

5.3 WHO DOES WHAT: GOVERNANCE & ROLES

Successful implementation in Scottsbluff requires coordinated leadership across City leadership and departments, state partners, schools, rail operators, transit providers, and community stakeholders. Because several of the highest-risk corridors fall under state jurisdiction or intersect active rail infrastructure, responsibilities are distributed based on legal authority, operational control, and technical expertise.

CITY COUNCIL

The City Council provides policy direction, adopts ordinances, approves funding allocations, and formally endorses grant applications and inter-agency agreements.

Figure 5-1. Project Partners and Stakeholder Organizations

CITY ADMINISTRATION

City Administration coordinates implementation across departments, advances funding opportunities, oversees reporting, and ensures that safety priorities are integrated into capital improvement planning.

> *Implementation sequencing will be integrated into the City's annual budget cycle and Capital Improvement Planning process.*

ENGINEERING (CONSULTING SERVICES)

Engineering services, provided by the City's contracted consulting firm, will lead design development, cost refinement, project scoping, grant support documentation, and coordination with NDOT and other agencies for capital improvements.

> *Engineering will also support grant narrative preparation, benefit-cost documentation, and safety performance forecasting when required for competitive funding programs.*

PUBLIC WORKS

Public Works will support implementation of lighting upgrades, signage improvements, striping, and maintenance-related safety enhancements.

Public Works will also be responsible for maintaining installed safety treatments,

including pavement markings, signage, lighting systems, and pedestrian visibility enhancements to ensure long-term effectiveness.

POLICE DEPARTMENT

The Police Department will support targeted enforcement aligned with documented crash patterns, school zone standardization efforts, and public safety education initiatives.

SCOTTSBLUFF PUBLIC SCHOOLS (SBPS)

SBPS will coordinate on school zone treatments, circulation improvements, Safe Routes strategies, and youth-focused safety programming.

NEBRASKA DEPARTMENT OF TRANSPORTATION (NDOT)

NDOT maintains jurisdiction over US-26 and Nebraska Highway 71 (Avenue I). Projects affecting these facilities will require NDOT coordination and approval. The Safety Action Plan is structured to support joint implementation and HSIP alignment where applicable.

BNSF RAILWAY

BNSF coordination will be required for rail crossing accessibility improvements, lighting enhancements, and feasibility studies related to grade separation.

TRI-CITY ROADRUNNER (TRANSIT PROVIDER)

Tri-City Roadrunner will coordinate on transit stop upgrades, ADA compliance, and safety improvements at high-use stops located along HIN corridors.

PANHANDLE PUBLIC HEALTH DISTRICT (PPHD)

PPHD can support walk audits, Safe Routes–style programming, community engagement, and grant application assistance. As a regional partner working across Scottsbluff, Terrytown, and Gering, PPHD can also help align safety messaging and funding strategies across jurisdictional boundaries.

WESTERN NEBRASKA COMMUNITY COLLEGE (WNCC)

WNCC may support driver education, youth safety outreach, and community engagement efforts aligned with enforcement and education programs included in this plan.



5.4 WHAT HAPPENS FIRST: PHASED DELIVERY PLAN

Short-term projects focus on environments with immediate vulnerability and high risk exposure, including school zones, neighborhood corridors, and documented pedestrian conflict locations.

Implementation sequencing is based on risk severity, funding readiness, and inter-agency coordination requirements. Implementation is structured in three timeframes aligned with project tiers and readiness levels.

SHORT-TERM (0–2 YEARS)

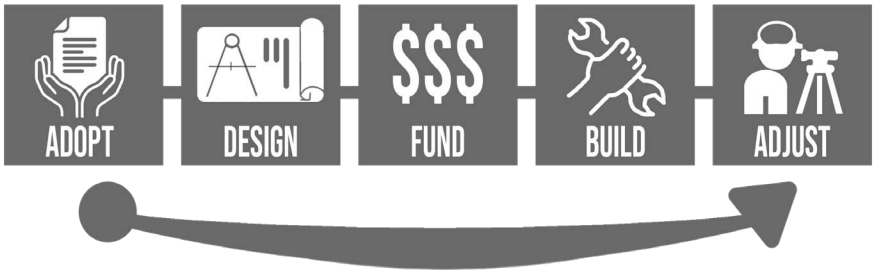
Focus: Quick-build improvements, school zone standardization, policy adoption, and high-readiness projects.

Priority actions include:

- School Zone Standardization Program (P1)
- Quick-Build Demonstration Projects (P3)
- High-Visibility Crosswalk & ADA Upgrades (J10 – initial phases)
- East Overland Improvements (J3)
- North Broadway & Bluffs Middle Safety Improvements (J4)
- Southeast Neighborhood Safety Improvements (J11)
- Pathway Master Plan (J9)

Figure 5-2. Phased Implementation Strategy

Advancing projects from concept to construction, aligned with project readiness, coordination, and funding



- Transportation Safety Ordinance updates (O1)
- Safety Performance Monitoring framework launch

These projects are scalable, cost-effective, and suitable for rapid deployment.

MID-TERM (3–5 YEARS)

Focus: Corridor-level improvements and bundled grant implementation.

Priority actions include:

- US-26 Signal & Intersection Modernization (J1)
- Targeted Corridor Safety Corrections (J2)
- Lighting & Visibility Program expansion (P2)
- School Circulation & Access Improvements (J6)
- Rail Crossing Accessibility Upgrades (J8)
- Transit Stop Upgrade Program (J7)

These projects may require NDOT coordination, engineering development, and external funding support.

Mid-term investments prioritize Tier 1 and Tier 2 High Injury Network corridors requiring signal modernization, lighting expansion, and access management.

LONG-TERM (5+ YEARS)

Focus: System-scale investments and feasibility-driven projects.

Priority actions include:

- Active Transportation Network Completion (J5)
- In-Town Grade Separation Feasibility (J8a)
- Pedestrian/Bicycle Rail Separation Feasibility (J8b)

These projects require sustained funding strategy, right-of-way review, and potential inter-agency cost sharing.

Long-term projects reflect structural risk factors identified in the crash analysis, including rail interface conflicts and network connectivity gaps.

5.5 ACTION PLAN ACTIONS & IMPLEMENTATION GUIDE

FROM PLAN TO PRACTICE

Successful implementation of the Scottsbluff SS4A Safety Action Plan requires more than project delivery. It requires ongoing coordination, defined responsibilities, and repeatable actions that integrate safety into everyday City operations.

While **CHAPTERS 3** and **4** identify where and what to improve, this section defines how those improvements will be advanced, funded, delivered, and sustained over time.

These **actions** are intentionally structured to:

- Be realistic for a community of Scottsbluff's size
- Align with existing City roles and processes
- Support grant competitiveness and funding readiness
- Provide clear, step-by-step direction for implementation

5.5.1 ACTION CATEGORIES

Action Plan Actions are organized into three categories:

1. Implementation Actions

Implementation actions advance physical improvements (projects, quick-builds, corridor upgrades)

2. Programmatic Actions

Programmatic actions support education, enforcement, and community partnerships

3. Institutional Actions

Institutional actions embed safety into City policy, budgeting, and decision-making

IMMEDIATE IMPLEMENTATION MILESTONES (FIRST 12 MONTHS)

Within the first year following plan adoption, the City will:

- Initiate School Zone Standardization (P1)
- Launch Safety Performance Monitoring framework
- Identify and scope at least one Quick-Build Demonstration Project
- Begin preliminary engineering coordination with NDOT for Tier 1 corridor projects
- Refine cost estimates for top-priority capital projects
- Identify local match strategy for grant submittals

5.5.2 IMPLEMENTATION ACTION MATRIX

A. IMPLEMENTATION ACTIONS

PROJECTS → BUILT IMPROVEMENTS

ACTION 1 Advance Tier 1 Priority Projects into Design and Construction

Lead: City Administration / Engineering

Support: NDOT, Consultant, Public Works

Timeframe: Short–Mid (0–5 years)

Tracking: # of projects advanced to design, funded, constructed

Steps (What this actually means):

1. Confirm final scope of Tier 1 projects (J1–J11 priority elements)
2. Identify which can move forward immediately (ready vs not ready)
3. Initiate preliminary engineering (10–30%)
4. Coordinate early with NDOT (for US-26, Hwy 71)
5. Develop cost estimates suitable for grant applications
6. Package projects into grant-ready bundles
7. Submit for SS4A / HSIP / TAP funding
8. Upon award → finalize design → bid → construct

ACTION 2 Deliver Quick-Build Demonstration Projects

Lead: Public Works

Support: Engineering, Police, Schools

Timeframe: Short (annual)

Tracking: # of quick-builds installed, before/after evaluation

Steps:

1. Identify 1–2 locations annually (school zones, intersections)
2. Select low-cost treatments:
   - Striping
   - Posts / delineators
3. Temporary curb extensions
4. Install using in-house crews where possible Monitor:
   - Speeds
   - Conflicts
   - Public feedback
5. Adjust or convert to permanent improvements

ACTION 3 Integrate Safety into Capital Improvement Planning (CIP)

Lead: City Administration

Support: Engineering, Finance

Timeframe: Annual

Tracking: % of CIP projects incorporating safety elements

Steps:

1. Review upcoming CIP projects annually
2. Cross-reference with:
   - HIN
   - School areas
   - Public concerns
3. Add safety elements:
   - Crosswalks
   - Lighting
   - Turn lanes
   - ADA upgrades
4. Prioritize projects that address Tier 1 risks
5. Document safety justification for funding





B. PROGRAMMATIC ACTIONS

BEHAVIOR → PARTNERSHIPS

ACTION 4 Implement School Safety and Safe Routes Programming

Lead: Scottsbluff Public Schools

Support: PPHD, Police, City

Timeframe: Ongoing

Tracking: # of schools participating, improvements implemented

Steps:

1. Conduct walk audits at priority schools
2. Identify:
   - Crossing gaps
   - Drop-off conflicts
   - Visibility issues
3. Coordinate improvements (quick-build + capital)
4. Implement education:
   - Students
   - Parents
5. Align enforcement during peak times



ACTION 5 Coordinate Targeted Enforcement and Education

Lead: Police Department

Support: PPHD, City Admin

Timeframe: Ongoing

Tracking: Enforcement activity + behavior trends

Steps:

1. Identify high-risk behaviors:
   - Speeding
   - Red-light running
   - Impairment
2. Focus on:
   - HIN corridors
   - School zones
3. Use:
   - STEP grants
   - Coordinated campaigns
4. Pair enforcement with:
   - Education messaging
   - Community outreach

ACTION 6 Conduct Ongoing Community Engagement

Lead: City Administration

Support: PPHD, Schools, WNCC

Timeframe: Annual

Tracking: # of engagements, participation levels

Steps:

1. Maintain project website updates
2. Conduct periodic surveys
3. Host:
   - Open houses
   - School outreach
4. Use:
   - Map-based feedback tools
5. Incorporate feedback into project prioritization

C. INSTITUTIONAL ACTIONS

POLICY, DATA & COORDINATION

ACTION 7 Maintain and Update the High Injury Network (HIN)

Lead: Engineering / GIS

Support: NDOT

Timeframe: Annual

Tracking: Updated HIN map

Steps:

1. Update crash data annually
2. Recalculate:
   - Severity
   - Crash rates
3. Adjust Tier 1 / Tier 2 priorities
4. Share with:
   - City leadership
   - Task Force
5. Use to guide funding + projects

ACTION 8 Establish Ongoing SS4A Coordination (Task Force)

Lead: City Administration

Support: All partners (PPHD, NDOT, Schools, etc.)

Timeframe: 2–4 meetings/year

Tracking: Meeting frequency + action follow-up

Steps:

1. Maintain Task Force structure
2. Set standing agenda:
   - Crash trends
   - Project updates
   - Funding opportunities
3. Assign action items
4. Track progress between meetings



ACTION 9 Track Performance and Report Progress

Lead: City Administration

Support: Engineering, Police

Timeframe: Annual
(or quarterly if grant-funded)

Tracking: Published report

Steps:

1. Compile:
   - Crash trends
   - Project status
2. Update:
   - HIN
   - Implementation metrics
3. Publish summary:
   - Website
   - Council updates
4. Use findings to adjust priorities

ACTION 10 Prepare and Submit Grant Applications

Lead: Engineering / Administration

Support: Consultant, PPHD

Timeframe: Annual cycles

Tracking: # of applications submitted / awarded

Steps:

1. Monitor funding cycles:
   - SS4A
   - HSIP
   - TAP
2. Select ready projects
3. Bundle projects strategically
4. Develop:
   - Cost estimates
   - Benefit justification
5. Submit applications
6. Track outcomes and refine approach

HOW PROGRESS WILL BE TRACKED

Progress will be measured using:

- Project delivery milestones
- Annual crash trend analysis
- High Injury Network updates
- Program participation metrics
- Grant funding secured

Results will be reviewed annually and used to adjust priorities, funding strategies, and implementation sequencing.

WHY THIS MATTERS

These actions ensure that the Safety Action Plan is not a static document, but an active, evolving program that continuously translates data into decisions and decisions into safer streets.

By pairing capital investments with ongoing coordination, performance tracking, and community partnerships, Scottsbluff is positioned to deliver measurable, sustained reductions in fatal and serious injury crashes.

5.6 HOW WE PAY FOR IT: FUNDING & GRANT READINESS

The Safety Action Plan is structured to support diverse funding pathways and competitive grant positioning.

> *The total planning-level capital investment identified in this plan is approximately $18–$30 million, structured across phased tiers.*

Planning-level cost ranges reflect 2026 dollars and will be refined through preliminary engineering and grant development.

FEDERAL FUNDING OPPORTUNITIES

- **SS4A Implementation Grants** – Tier 1 corridor modernization, school safety bundles, lighting programs
- **Highway Safety Improvement Program (HSIP)** – NDOT-aligned corridor and intersection treatments
- **Transportation Alternatives Program (TAP)** – Sidewalk, pathway, and ADA gap closure projects
- **Safe Routes to School funding** – School-area improvements and youth mobility protection
- **Highway Safety Office (HSO)** – Education and enforcement programming
- **Rail Safety Funds** (where applicable) – Rail crossing improvements and feasibility studies

GRANT CYCLE AWARENESS

Federal grant programs such as SS4A, HSIP, and TAP operate on competitive annual or biennial cycles. Scottsbluff will monitor USDOT and NDOT funding announcements and align preliminary engineering schedules to ensure projects are ready for submission when opportunities arise.

Early engineering development improves competitiveness by demonstrating readiness, cost clarity, and inter-agency coordination.

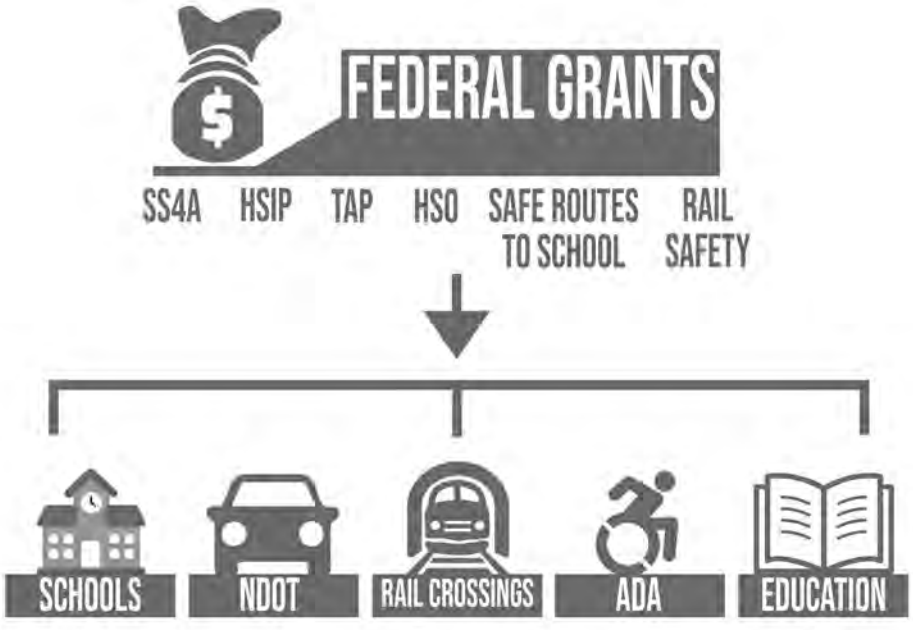


Figure 5-3. Funding Strategy & Sources *Scottsbluff will leverage local, state, and federal funding sources to advance projects across all implementation tiers.*

LOCAL & STATE FUNDING

Local match may include:

- General Fund allocations for policy and quick-build projects
- In-kind design services
- Phased Capital Improvement Programming (CIP)
- Potential public-private regional partnerships where appropriate

BUNDLING STRATEGY

Scottsbluff's funding strategy is built on bundling, readiness, and alignment with federal safety priorities. Projects are structured to maximize competitiveness by pairing corridor-level risk reduction with systemic improvements and equity considerations.

> *If fully implemented, these actions are expected to substantially reduce fatal and serious injury crashes along Tier 1 HIN corridors and high-exposure school environments.*

Crash reduction outcomes will depend on full deployment, sustained enforcement alignment, and ongoing maintenance of implemented treatments.

Projects are intentionally grouped into bundles to strengthen grant competitiveness. Corridor-based applications (e.g., US-26 modernization + lighting + intersection visibility improvements) increase safety impact and funding justification.

ADVANCING SS4A IMPLEMENTATION FUNDING

To pursue SS4A Implementation Grants, the City will:

- Confirm Tier 1 project scope and cost refinement through preliminary engineering
- Coordinate early with NDOT for state-controlled corridor elements
- Bundle related projects to strengthen safety impact justification
- Document crash reduction expectations using HIN and crash data
- Finalize proposed grant budget
- Identify local match sources where required

Upon award, the City will comply with all USDOT reporting requirements, including quarterly progress reporting, performance metric tracking, and adherence to federal procurement and documentation standards.

Engineering documentation and planning-level cost estimates provided in **APPENDIX A8** support grant application readiness.

IMPLEMENTATION RISKS AND CONSTRAINTS

Implementation timelines may be influenced by:

- Federal and state funding availability
- Inflation and construction cost fluctuations
- Right-of-way acquisition needs
- Utility coordination requirements
- Rail scheduling constraints
- Contractor availability

The phased structure of this plan allows Scottsbluff to adjust sequencing while maintaining focus on documented high-risk corridors.

Table 5-1. Implementation Priorities

Focus Area	Investment Focus	Risk Addressed	Priority Focus
1	School & Neighborhood Corridors	Pedestrian exposure	Critical Community Focus
2	US-26 & Ave I Corridors	Highest KSI concentration	High Impact Priority
3	Network Improvements	Systemic, Citywide Focus	Foundational System Strategy

5.7 HOW WE MEASURE SUCCESS PERFORMANCE & ACCOUNTABILITY

Baseline crash data (2014–2023) provides the reference point for performance tracking. Performance monitoring is not a compliance exercise — it is a decision-making tool. Results will directly inform future funding prioritization, engineering design refinements, and policy updates.

The City will monitor implementation progress and safety outcomes through:

- Annual crash trend analysis
- High Injury Network (HIN) updates
- Tracking of completed capital projects and program milestones
- Monitoring pedestrian and school-area crash trends
- Public reporting of implementation status

Performance indicators may include:

- Reduction in fatal and serious injury crashes
- Reduction in pedestrian-involved crashes along HIN corridors
- School zone compliance improvements
- Number of upgraded crossings and lighting installations

Monitoring results will inform phased adjustments and funding prioritization.

For federally funded projects, the City will comply with USDOT performance reporting requirements, including documentation of safety outcomes, expenditure tracking, and milestone reporting consistent with SS4A guidance.

The City will evaluate whether implemented projects remain consistent with Safe System principles and adjust future phases accordingly.

The City will consider publishing an annual safety summary report summarizing project progress, crash trends, and High Injury Network updates to maintain transparency and public accountability.



Figure 5-4. Performance Monitoring and Accountability
Scottsbluff will evaluate progress, track safety performance, and adjust strategies over time to support continuous improvement.

5.8 WORKING ACROSS BOUNDARIES: INTER-AGENCY COORDINATION

Implementation on state-controlled corridors and rail interfaces requires sustained coordination.

Because US-26 and Highway 71 function as both regional freight corridors and local main streets, corridor improvements must balance mobility and safety objectives through coordinated design review.

Rail-related improvements will require coordination with federal rail safety standards and BNSF scheduling constraints.

The City will:

- Engage NDOT early in corridor design discussions
- Coordinate with BNSF on crossing enhancements and feasibility studies
- Partner with SBPS on school-area improvements
- Coordinate with Tri-City Roadrunner on transit stop upgrades
- Maintain alignment between safety investments and Comprehensive Plan updates

This Safety Action Plan will be reviewed annually and formally updated at least every five years, or sooner if crash trends, funding conditions, or development patterns change significantly.

High Injury Network mapping will be refreshed annually to identify shifting crash concentrations or emerging corridors of concern.

5.9 SUSTAINING MOMENTUM: FROM PLAN TO ACTION

With corridors identified, countermeasures selected, and priorities established, Scottsbluff is prepared to begin advancing safety improvements immediately. Early efforts will focus on high-readiness, high-impact projects, while mid- and long-term investments will move forward through coordinated engineering development, funding alignment, and inter-agency partnership.

By combining corridor modernization, school safety protection, systemic citywide improvements, and policy reinforcement, Scottsbluff is positioned to achieve measurable reductions in fatal and serious injury crashes.

> *Implementation will require sustained leadership beyond election cycles, cross-agency collaboration, and continued community engagement.*

Implementation will occur in coordination with future Comprehensive Plan updates, zoning decisions, and development review processes to ensure new growth supports safety objectives.

Progress will depend on steady funding alignment, coordinated design development, and consistent application of Safe System principles.

Early visible improvements, particularly in school zones and high-exposure corridors, will help build community trust and support for longer-term investments.

ONGOING COMMUNITY INVOLVEMENT

Residents will continue to play a role in implementation by:

- Participating in corridor design input sessions
- Reporting safety concerns through City platforms
- Engaging in school safety and Safe Routes initiatives
- Supporting behavior change through community education efforts

Safety improvement is a shared responsibility between infrastructure design and user behavior.

5.10 FEDERAL COMPLIANCE & SS4A ALIGNMENT

This Safety Action Plan satisfies SS4A planning requirements by:

- Identifying a High Injury Network (HIN)
- Applying a Safe System–based methodology
- Integrating disadvantaged community considerations
- Incorporating meaningful public engagement
- Establishing a prioritized implementation strategy
- Providing planning-level cost estimates
- Defining performance monitoring procedures
- Outlining a five-year update cycle

The City of Scottsbluff is prepared to advance these actions into implementation phases consistent with FHWA guidance and SS4A program objectives.

This plan positions Scottsbluff to compete effectively for implementation funding while maintaining compliance with FHWA guidance and federal safety performance standards.

> *Scottsbluff's size and governance structure allow for nimble implementation once funding is secured.*

WHAT THIS PLAN MEANS FOR RESIDENTS

- Phased improvements, not overnight change
- Safer and more visible crossings
- Clearer and more consistent school zones
- Improved lighting along key corridors
- Better walking, biking, and accessibility connections
- A long-term roadmap for reducing fatal and serious injury crashes

WHAT THIS PLAN DOES NOT DO

- Does not immediately raise taxes
- Does not eliminate all traffic congestion
- Does not commit to projects without funding
- Does not require every project to be built at once
- Does not shift responsibility away from safe driving behavior





SCOTTSBLUFF SS4A SAFETY ACTION PLAN

5.11 COUNCIL ADOPTION SUMMARY PURPOSE

The Scottsbluff Safe Streets and Roads for All (SS4A) Safety Action Plan establishes a data-driven, phased strategy to reduce fatal and serious injury crashes within the community. The plan aligns with the Federal Safe System Approach and supports the City's Vision Zero goal of eliminating traffic-related deaths and severe injuries.

WHY THIS PLAN IS NEEDED

Crash analysis (2014–2023) identified that fatal and serious injury crashes in Scottsbluff are concentrated along:

- US-26
- Avenue I (Highway 71)
- Broadway
- East Overland
- School zones and rail crossings

These corridors and intersections represent the highest combination of crash severity and user exposure. The Safety Action Plan prioritizes improvements where risk is greatest.

WHAT THE PLAN DOES

The plan:

- Identifies a High Injury Network (HIN)
- Applies Safe System principles
- Establishes prioritized capital projects: **J-Series**
- Defines programmatic actions: **P-Series**
- Updates policy tools: **O-Series**
- Provides planning-level cost estimates ($18–$30 million total)
- Structures improvements into short-, mid-, and long-term phases
- Establishes a performance monitoring framework

IMPLEMENTATION APPROACH

Implementation will:

- Advance school-zone safety improvements early
- Prioritize Tier 1 High Injury Network corridors
- Bundle projects to maximize grant competitiveness
- Coordinate with NDOT on state-controlled highways
- Coordinate with BNSF on rail crossing improvements
- Align with annual Capital Improvement Planning

Short-term actions focus on quick-build improvements and school safety standardization.

Mid-term actions advance corridor modernization and lighting expansion.

Long-term actions address system-scale improvements and rail interface feasibility.

FUNDING STRATEGY

The plan positions Scottsbluff to compete for:

- SS4A Implementation Grants
- Highway Safety Improvement Program (HSIP) funds
- Transportation Alternatives Program (TAP) funds
- Highway Safety Office (HSO) funding
- Rail safety programs

Local match may include General Fund allocations, CIP funding, and in-kind services.

PERFORMANCE & ACCOUNTABILITY

The City will:

- Conduct annual crash trend analysis
- Update the High Injury Network annually
- Track project implementation progress
- Monitor pedestrian and school-zone safety outcomes
- Publicly report safety performance

Baseline Scottsbluff crash data (2014–2023) will serve as the reference point for measuring progress.

COUNCIL ACTION

Adoption of the Scottsbluff SS4A Safety Action Plan:

- Authorizes staff to pursue implementation funding
- Integrates safety priorities into capital planning
- Positions the City for federal and state grant competitiveness

This plan does not commit the City to immediate construction expenditures but establishes a structured framework for phased, fundable safety improvements.

STATEMENT OF COMMITMENT

By adopting this Safety Action Plan, the City of Scottsbluff affirms its commitment to reducing fatal and serious injury crashes through coordinated engineering, enforcement, education, and partnership.

Strategy defines what to do. Adoption authorizes how it begins.



Figure 5-5. *Scottsbluff Safety Action Plan adopted by City Council, May 18, 2026*

CITY OF SCOTTSBLUFF
A Place of Opportunity

308-632-4136
2525 Circle Drive
Scottsbluff, NE 69361

May 22, 2026

U.S. Department of Transportation
Safe Streets and Roads for All Program
Washington, DC

RE: City of Scottsbluff Council approval of the Scottsbluff Safe Streets for All (SS4A) Safety Action Plan

To whom it may concern:

On May 18, 2026, the City Council of Scottsbluff, Nebraska, held a regularly scheduled meeting during which they discussed, approved, and accepted the "Scottsbluff Safe Streets for All Safety Action Plan." The plan was approved by unanimous vote, with all council members present.

Sincerely,

K. Spencer

Kevin Spencer
City Manager

Figure 5-6. *Vision Zero Resolution adopted May 4, 2026.*

RESOLUTION NO. 26-05-02

A RESOLUTION ADOPTING A VISION ZERO POLICY AND AFFIRMING THE CITY'S COMMITMENT TO REDUCING FATAL AND SERIOUS INJURY CRASHES

WHEREAS, the life and health of all persons living and traveling within the City of Scottsbluff are our utmost priority, and no one should die or be seriously injured while traveling on our city streets; and

WHEREAS, Vision Zero is the concept that traffic deaths and serious injuries on our roadways are unacceptable; and

WHEREAS, Vision Zero is a data-driven collaborative approach aimed at eliminating all traffic fatalities and severe injuries suffered by all road users while supporting safe, accessible, and equitable mobility for all users of the transportation system; and

WHEREAS, thirteen people lost their lives to traffic crashes within the corporate limits of the City of Scottsbluff between 2014-2025, and traffic crashes remain a leading cause of death nationwide; and

WHEREAS, improving safety for all users — including people walking, bicycling, driving, and using transit supports public health, economic vitality, and overall quality of life; and

WHEREAS, Vision Zero resolutions have been adopted by many jurisdictions across the United States to guide coordinated safety efforts and investments;

NOW, THEREFORE, BE IT RESOLVED, by the City Council of the City of Scottsbluff, State of Nebraska, that:

The City of Scottsbluff hereby adopts a Vision Zero goal that no loss of life or serious injury is acceptable on its transportation system.

The City establishes a target to reduce traffic fatalities and serious injuries by 50 percent by 2031 and to eliminate traffic fatalities and serious injuries by 2036 on its transportation system.

The City commits to implementing a **Safe System approach**, emphasizing safer speeds, safer streets, safer people, safer vehicles, and post-crash care.

The City will utilize data-driven decision-making, interdepartmental coordination, and community engagement to prioritize and implement safety improvements.

The City supports the implementation of the Scottsbluff Safety Action Plan and will pursue funding, partnerships, and policies necessary to achieve these goals.

The City Clerk shall certify the adoption of this Resolution, which shall take effect immediately upon passage.

PASSED AND APPROVED ON May 4, 2026

ATTEST:

Kimberley Wright, City Clerk

City of Scottsbluff, Nebraska CORPORATE SEAL Incorporated June 10, 1916

Betsy Vidlak, Mayor


SAFER STREETS.
STRONGER CONNECTIONS.
A BETTER FUTURE FOR ALL.



A VISION FOR SAFER STREETS

Scottsbluff Safe Streets for All