A4

findings

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A4.1 Purpose and Organization of A4

Findings that informed development of the Scottsbluff SS4A Safety Action Plan are documented, which included integrating crash analysis, High Injury Network identification, and review of adopted plans, policies, standards, and public input. Systemic safety risks were identified, including gaps in infrastructure, policy, and operations. How these findings directly informed the selection and prioritization of SS4A strategies and actions are also provided.

Detailed crash maps and intersection summaries are provided in **APPENDIX A3 - CRASH MAPS**, with supporting methods in **APPENDIX A7 - METHODS**.

Transportation safety objectives and multimodal priorities embedded throughout the draft 2026 Scottsbluff Comprehensive plan draft and related documents provide clear policy support for SS4A implementation. This appendix is organized to establish a transparent, data-driven foundation linking documented risk, existing conditions, and community priorities to the Safety Action Plan and its implementation framework, consistent with FHWA SS4A program guidance.

A4.2 Key Findings from Data Analysis

Crash History and Severity Patterns

Crash history analysis demonstrates that fatal and serious injury (KSI) crashes in Scottsbluff are predictable and systemic, rather than randomly distributed across the roadway network. While most reported crashes result in property damage only, a relatively small number of corridors and intersections account for a disproportionate share of severe outcomes.

KSI crashes are most frequently associated with:

- Higher-speed arterial roadways
- Highway-adjacent corridors
- Locations with complex turning movements and high traffic volumes

These patterns indicate that crash severity in Scottsbluff is strongly influenced by roadway function, operating speed, and conflict exposure, rather than isolated behavioral factors. The findings support a network-based, Safe System approach focused on corridor- and intersection-level risk reduction, consistent with SS4A guidance.

High Injury Network (HIN) Summary

High Injury Network (HIN) analysis identified a limited number of corridors and intersections that collectively represent a concentrated share of fatal and serious injury crashes. These locations form a connected network of risk rather than isolated hotspots, reflecting systemic design and operational characteristics.

Key HIN corridors and areas include:

- US Highway 26, which functions as a principal east–west arterial through the community
- Adjacent arterial corridors that intersect or parallel the highway
- Commercial and activity centers with elevated turning movements and access demand

Within the project limits, US-26 is a four-lane divided facility with a raised median, and all public street connections are stop-controlled or signalized. While pedestrian countdown signals are present at major signalized intersections (including Avenue B, Avenue I, 5th Avenue, East 27th Street, 21st Avenue, and East Overland), the corridor generally operates with:

- Permissive turning movements
- Long pedestrian crossing distances
- Limited pedestrian priority features (e.g., leading pedestrian intervals or protected turn phases)

HIN intersections along and near US-26 include locations such as 14th Street near the Target/WNCC area and East 20th Street near Staples, where stop-controlled side-street movements must cross high-volume, high-speed traffic. These locations present challenges for vehicles, pedestrians, and bicyclists attempting to cross or access the corridor.

The HIN provides a defensible, data-driven basis for prioritizing safety investments where they are most likely to reduce fatal and serious injury crashes, directly informing the SS4A project prioritization process.

Vulnerable Road User Trends

Pedestrian and bicyclist crash analysis indicates that vulnerable road user risk is concentrated in specific, predictable environments, rather than dispersed evenly throughout the city. Elevated risk occurs where pedestrian demand intersects with higher-speed traffic

and where crossing opportunities are limited or widely spaced.

Key contributing conditions include:

- Long crossing distances on multi-lane arterials
- Limited grade-separated pedestrian crossings
- Land uses that generate pedestrian activity without corresponding crossing infrastructure

US-26 illustrates this pattern clearly. While the corridor includes multiple signalized intersections with pedestrian countdown signals, pedestrian crossings are widely spaced, and only one pedestrian bridge exists, located between Avenue B and 5th Avenue serving the west side of the community. No comparable grade-separated pedestrian crossing exists on the east side of Scottsbluff near 14th Street or East 20th Street, where commercial activity and pedestrian demand are present.

These trends indicate that vulnerable road user risk is driven primarily by system design and exposure, not individual behavior. The data support prioritizing pedestrian safety improvements—such as enhanced crossing treatments, pedestrian priority features, and potential grade separation—at locations identified through HIN and activity-based analysis.

Corridor- and Intersection-Level Risk

Corridor-level analysis shows that crash severity increases where roadway design prioritizes vehicular throughput over conflict reduction and speed management. On facilities such as US-26, wide cross-sections, median separation, and coordinated signals support regional mobility but also create environments where severe crashes are more likely when conflicts occur.

Intersection-level risk is elevated at:

- Locations with high turning volumes and permissive phasing
- Stop-controlled side streets crossing multi-lane facilities
- Areas with high commercial access demand and turning conflicts

These risks are evident at several US-26 intersections and commercial access points, particularly in the eastern portion of the city. While access is generally limited to public streets rather than private driveways, the combination of high speeds, turning movements, and long pedestrian crossings creates conditions where errors are more likely to result in serious injury.

Importantly, US-26 is a Nebraska Department of Transportation (NDOT)–controlled corridor. While the City performs routine maintenance activities, geometric design, signal phasing, speed management, and major safety improvements require NDOT coordination and approval. This jurisdictional structure is a critical factor shaping safety outcomes and reinforces the need for interagency collaboration.

Link to Project Prioritization

The findings in this section directly inform the SS4A project prioritization framework by:

- Identifying corridors and intersections where systemic risk is highest
- Linking crash severity to speed, exposure, and conflict density
- Highlighting locations where pedestrian and bicyclist risk is elevated
- Establishing the need for corridor-scale solutions and interagency coordination

By grounding project selection in crash history, HIN analysis, and corridor-level risk factors, the SS4A Safety Action Plan creates a clear, defensible line from data ➔ risk ➔ strategy ➔ projects, consistent with FHWA SS4A NOFO expectations and the Safe System approach. This prioritization structure is carried forward into the Action Plan project sheets and countermeasure crosswalk (**APPENDIX A8 - PROJECTS** and **A9 - COUNTERMEASURES**).

A4.3 Summary of Risk Factors and Systemic Safety Issues

Why SS4A Is Critical on State-Controlled Corridors

Scottsbluff's highest-risk corridor, US Highway 26, is owned and controlled by the Nebraska Department of Transportation (NDOT). While the City performs routine maintenance within this corridor, key safety decisions—such as roadway geometry, signal phasing, speed management, and pedestrian priority treatments—require state coordination and approval.

The SS4A Safety Action Plan provides a formal, data-driven framework to document safety needs on state-controlled facilities using FHWA-recognized methods, including crash history analysis, High Injury Network (HIN) mapping, and systemic risk assessment. This

approach supports interagency collaboration, strengthens project justification, and improves eligibility for implementation funding.

By aligning local safety priorities with state-controlled infrastructure through SS4A, Scottsbluff can advance corridor-level safety improvements that reduce fatal and serious injury risk, even where direct local control is limited—consistent with the Safe System principle of shared responsibility among system owners.

Why SS4A Is Critical for School Zones and Rail Corridors

School zones and rail corridors represent predictable, high-risk environments where exposure, complexity, and vulnerable road users converge. In Scottsbluff, these areas involve multiple jurisdictions and stakeholders, including the City, school districts, rail operators, and state agencies, which can complicate implementation of safety improvements.

The SS4A Safety Action Plan provides a coordinated framework to align engineering, education, enforcement, and operations across agencies. By using crash data, risk screening, and systemic analysis, SS4A helps prioritize improvements near schools and rail crossings—such as speed management, visibility enhancements, safer crossings, and access controls—where they can most effectively reduce fatal and serious injury risk.

Through SS4A, Scottsbluff can move beyond isolated, reactive measures toward proactive, system-level safety strategies that protect children, pedestrians, bicyclists, and drivers in complex operating environments, consistent with the Safe System approach and Vision Zero goals.

This section summarizes the primary risk factors and systemic safety issues identified through crash analysis, High Injury Network (HIN) mapping, public engagement, and review of adopted plans, ordinances, and standards. These findings explain the underlying causes of fatal and serious injury crashes in Scottsbluff and directly inform the strategies and priorities of the SS4A Safety Action Plan.

Systemic Nature of Safety Risk

Crash data and network screening demonstrate that severe crashes are not randomly distributed, but instead cluster along a limited number of corridors and intersections with common characteristics related to speed, exposure, and conflict density (see **APPENDIX A6 - MAPS**: A6.17, A6.18, A6.19). This pattern is consistent with national research and supports a Safe System approach.

Key Risk Factors

1. Speed and Speed Differential

Higher operating speeds—particularly on arterial roadways and highway corridors—are a dominant contributor to crash severity. Wide cross-sections, long block lengths, and corridor designs that prioritize vehicle throughput increase both actual and perceived speeds. Speed differentials between through traffic, turning vehicles, and pedestrians further elevate crash risk.

Systemic issue: Roadway geometry and function often permit or encourage speeds that exceed the safe operating environment for mixed-use corridors.

Supporting evidence: High Injury Network corridors correspond closely with higher-speed facilities and highway-adjacent roadways (see **APPENDIX A3 - CRASH MAPS**: HIN Corridor/Intersection Maps). Severe crashes are highly concentrated on these corridors, with approximately 96.8% of KSI crashes occurring on just 12.3 miles (about 6%) of the roadway network, demonstrating a disproportionate concentration of risk.

2. Intersection Conflict Density

Intersections along major corridors exhibit elevated risk due to:

- High turning volumes
- Closely spaced access points
- Limited pedestrian crossing opportunities
- Complex signal or priority conditions

These environments increase the likelihood of severe angle, turning, and pedestrian-involved crashes.

Systemic issue: Intersection design and spacing patterns concentrate conflict points without corresponding safety treatments.

Supporting evidence: A substantial share of fatal and serious injury crashes occur at or near intersections, with angle crashes alone accounting for 1,841 crashes and 49 KSIs, representing one of the largest contributors to severe outcomes in the system.

3. Exposure of Vulnerable Road Users

Pedestrians and bicyclists face heightened risk in areas where:

- Sidewalks or pathways are incomplete or discontinuous

- Crossings are long, unprotected, or widely spaced
- Land uses generate pedestrian activity without supporting infrastructure

This risk is amplified near schools, parks, commercial centers, and transit access points.

Systemic issue: Infrastructure has not consistently evolved to match how people move within and across the city.

Supporting evidence: Crash data indicates 51 pedestrian-involved crashes (including 3 fatalities and 5 serious injuries) and 36 bicycle crashes, with these incidents concentrated along higher-speed corridors and areas lacking continuous pedestrian infrastructure.

4. Corridor and Access Management Challenges

Many high-risk corridors feature frequent driveways, closely spaced intersections, and multiple conflict points. These conditions increase crash likelihood and severity, particularly for turning and crossing movements.

Systemic issue: Access management has not always been coordinated with safety outcomes, especially along commercial corridors.

Supporting evidence: Corridors identified on the HIN—representing approximately 6% of the network—account for nearly all (96.8%) KSI crashes, and commonly include areas with high access density and turning activity, reinforcing the relationship between corridor design and crash risk.

5. Visibility and Nighttime Conditions

Public input and crash patterns indicate that limited visibility—due to lighting gaps, roadway geometry, roadside development, and parking close to intersections—contributes to conflicts involving both vehicles and pedestrians.

Systemic issue: Visibility considerations have not been consistently addressed as a safety priority across corridors and intersections.

Supporting evidence: Evening and nighttime periods account for a smaller share of total crashes but a disproportionate share of severe crashes, with 25 KSIs occurring between 7 p.m. and 5 a.m. despite lower overall traffic volumes.

6. Railroad and Highway Interfaces

Rail crossings and highway corridors create complex operating environments with:

- High speeds
- Limited crossing opportunities
- Competing vehicle, pedestrian, and freight movements

These interfaces require coordinated, multi-agency safety strategies.

Systemic issue: Jurisdictional complexity can delay or complicate implementation of safety improvements.

Supporting evidence: Spatial analysis shows recurring crash patterns near US-26 and rail-adjacent corridors, where higher speeds and constrained crossing opportunities create concentrated areas of elevated risk.

7. Enforcement and Behavioral Limitations

While enforcement plays an important role in traffic safety, existing conditions indicate that enforcement alone cannot offset roadway designs that encourage speeding or risky behavior. Public input reflects concern about speeding and red-light running, particularly in predictable locations.

Systemic issue: Roadway design and operations require reinforcement through design-based speed management rather than reliance on enforcement alone.

Public input highlights speeding, red-light running, and failure to yield as persistent concerns. Data shows that enforcement alone has limited long-term impact without supportive roadway design.

Supporting evidence: Contributing factor analysis shows that behaviors such as speeding, failure to yield, and distracted driving account for a majority of severe crashes, but these behaviors occur most frequently in consistent, high-risk corridor environments, indicating systemic conditions rather than isolated incidents.

> *These risk factors consistently overlap along the same corridors and intersections, reinforcing that severe crash risk in Scottsbluff is driven by systemic conditions related to speed, exposure, and conflict density.*

Table A4-1. Risk Factor Matrix: Evidence and SS4A Response

Purpose: *The table below summarizes the primary systemic risk factors identified through crash data, High Injury Network analysis, and plan review, and documents how each risk factor is directly addressed through corresponding SS4A strategies and actions.*

Risk Factor	Evidence from Data & Plans	SS4A Safety Action Plan Strategy	Representative SS4A Actions in This Plan
Speed and speed differential	HIN corridors align with higher-speed arterials and highway facilities; speed-related crashes overrepresented in KSI totals	Speed management through roadway design, corridor reconfiguration, and targeted operational changes	Corridor speed management treatments; entry/gateway enhancements; signal timing and progression review; targeted geometric modifications on priority corridors
Intersection conflict density	High concentration of KSI crashes at signalized and unsignalized intersections on the HIN	Systemic intersection safety improvements; conflict reduction; pedestrian protection	Intersection safety upgrades; turn-lane and channelization concepts; signal timing/phasing evaluation; high-visibility crosswalk and pedestrian signal improvements
Vulnerable road user exposure	Pedestrian and bicycle crashes clustered where sidewalks, paths, and crossings are incomplete	Sidewalk and pathway gap closure; enhanced crossings; safer routes to schools and parks	Sidewalk and ADA gap elimination; enhanced crossing treatments (RRFB/PHB where warranted); pathway network completion; school-area crossing improvements
Corridor access density	Commercial corridors with frequent driveways align with HIN segments	Access management strategies; consolidation of driveways; improved turning controls	Access management and driveway consolidation concepts; improved turn controls; signing and striping to reduce conflict points; corridor reconfiguration studies
Visibility and lighting	Nighttime and low-visibility crashes show disproportionate severity	Lighting upgrades; improved sight distance; parking and curb management near intersections	Targeted lighting improvement program on HIN corridors; intersection illumination upgrades; parking and sight-distance management near high-conflict areas
Railroad and highway interfaces	Crash clustering near rail crossings and highway junctions	Targeted rail crossing safety improvements; interagency coordination	Rail crossing surface and accessibility upgrades; signing/marking improvements; coordination framework with NDOT and rail operators; crossing prioritization program
Enforcement limitations	Repeated public concerns about speeding and red-light running in predictable locations	Design-based speed reduction paired with targeted, data-driven enforcement	Targeted enforcement support aligned with HIN locations; quick-build demonstration projects; school-zone standardization and compliance support
Network inconsistency	Discontinuous pedestrian and bicycle facilities across the system	Systemic, network-based prioritization rather than isolated spot treatments	Citywide network gap analysis; prioritized sidewalk and pathway implementation program; integration of safety criteria into capital planning

Why These Risks Matter

Vision Zero recognizes that traffic deaths and serious injuries are preventable, not inevitable. The risk factors identified in this Safety Action Plan reflect systemic conditions—such as roadway design, operating speeds, and exposure—that shape how and why severe crashes occur.

Rather than focusing solely on individual behavior, a Safe System approach acknowledges that people will make mistakes and that the transportation system must be designed to anticipate errors and reduce the likelihood that those mistakes result in fatal or serious injuries. Addressing these risk factors through data-driven, systemic strategies is essential to achieving Scottsbluff's long-term goal of eliminating fatal and serious injury crashes.

What the Data Tells Us

Crash data and High Injury Network analysis consistently show that:

- Severe crashes cluster along specific corridors and at intersections
- Speed and conflict exposure are dominant severity factors
- Vulnerable road users experience higher risk in areas lacking protective infrastructure

These patterns confirm that Scottsbluff's safety challenges are predictable and preventable, aligning with the Safe System approach.

Connection to SS4A Safety Action Plan Goals

The SS4A Safety Action Plan responds directly to these systemic risk factors by:

- Prioritizing corridor- and network-level safety improvements
- Addressing speed through design, not just enforcement
- Improving pedestrian and bicycle safety where exposure is highest
- Using data to guide investment toward locations and treatments with the greatest safety impact
- Supporting a long-term Vision Zero goal of eliminating fatal and serious injury crashes

A4.4 Overview of gaps in infrastructure, policy, or enforcement

A. Infrastructure Gaps Summary

Corridor spot assessments (East Overland, North Broadway, school areas, and railroad crossings) provide location-specific examples of these systemic gaps (APPENDIX A8 - PROJECTS).

What existing plans and documents show

Across the Comprehensive Plan, parks and trails planning, corridor discussions, public input summaries, and related municipal documents, Scottsbluff's transportation system has historically been designed primarily for vehicle mobility. While recent projects demonstrate progress toward pedestrian-oriented design, the broader network reflects inconsistent accommodation of pedestrians, bicyclists, and other vulnerable users.

Key infrastructure gaps identified include:

- Incomplete and discontinuous sidewalk and pathway networks
- Limited safe pedestrian crossings on wide, high-speed corridors
- Inconsistent lighting and visibility, particularly along arterial roadways and near activity centers
- Corridor designs that prioritize throughput over conflict reduction and speed management
- Railroad crossings and highway interfaces that create complex, higher-risk environments

What the data is telling us

Crash analysis and High Injury Network (HIN) results reinforce these observations, showing that severe crashes are concentrated along major corridors and at intersections where exposure, speed, and conflict points are highest. Pedestrians and bicyclists are disproportionately affected in locations lacking continuous facilities, protected crossings, or context-sensitive design.

Connection to SS4A goals

These findings directly support SS4A goals related to:

- Reducing fatal and serious injury crashes through systemic corridor and intersection improvements
- Improving safety for people walking and bicycling
- Prioritizing infrastructure investments that address known risk factors, not just isolated crash locations

B. Policy and Planning Gaps Summary

What existing plans and ordinances show

Scottsbluff's planning documents consistently express support for walkability, connectivity, Complete Streets concepts, and safer access to parks, schools, and commercial areas. However, many of these goals are framed at a high level and are not consistently translated into enforceable standards, performance measures, or implementation requirements.

Identified policy gaps include:

- Limited codified requirements for Complete Streets or multimodal design
- Inconsistent linkage between land use decisions and transportation safety outcomes
- Lack of formalized, data-driven safety prioritization criteria across departments
- Minimal integration of safety performance measures into routine capital planning and maintenance decisions

These gaps are addressed through the Transportation Safety Ordinance Update Package and related imple-

mentation processes (see **Policy O1** in **APPENDIX A8**)."

What the data is telling us

Crash patterns indicate that roadway context, land use intensity, and access density play a significant role in crash severity. Without clear policy direction tying safety outcomes to design and operational decisions, these risk factors persist even as development patterns evolve.

Connection to SS4A goals

The SS4A Safety Action Plan fills this gap by:

- Establishing a Vision Zero–aligned framework
- Introducing measurable safety goals and performance metrics
- Providing a consistent methodology to prioritize projects based on risk, exposure, and equity
- Creating a bridge between adopted planning goals and on-the-ground implementation

C. Enforcement and Operations Gaps Summary

What existing documents and public input show

Public engagement results and supporting documents repeatedly cite concerns related to speeding, red-light running, and unsafe driver behavior along major corridors and near schools. While enforcement is recognized as important, existing documents indicate that enforcement alone has not been sufficient to address persistent safety issues.

Identified gaps include:

- Reliance on reactive enforcement, rather than proactive or systemic strategies
- Limited coordination between enforcement, engineering, and education efforts
- Corridor designs that make speed compliance difficult without continuous enforcement
- Few documented mechanisms to evaluate enforcement effectiveness relative to crash outcomes

What the data is telling us

Crash severity trends indicate that speed and conflict exposure are dominant contributors to serious injuries and fatalities. This suggests that enforcement must be paired with roadway design, operational changes, and education to produce lasting safety improvements.

Connection to SS4A goals

SS4A emphasizes a Safe System approach, where enforcement is one component of a broader strategy that includes:

- Speed management through design
- Clear, predictable intersection operations
- Targeted enforcement informed by crash and risk data
- Education and outreach aligned with documented safety challenges

D. Data and Analysis Findings Summary

What the data shows

Crash history analysis, HIN mapping, and supporting demographic and land use data consistently indicate that:

- A small subset of corridors and intersections account for a disproportionate share of fatal and serious injury crashes
- Higher-risk locations align with areas of increased speed, access density, and multimodal conflict
- Vulnerable road users face elevated risk in locations lacking continuous infrastructure or protected crossings

What this means

These patterns confirm that Scottsbluff's safety challenges are systemic, not random. Addressing them requires moving beyond isolated spot fixes toward corridor-level strategies and policy-supported investment decisions.

- Connection to SS4A goals
  The SS4A Safety Action Plan uses these findings to:
- Define a High Injury Network
- Prioritize projects and programs based on risk and exposure
- Align investments with the city's long-term safety vision

E. Connection Between Findings and Plan Goals

Collectively, the review of existing plans, ordinances, standards, and data demonstrates a strong foundation of community support for safer streets, paired with clear gaps in infrastructure continuity, policy implementation, and systemic safety practices.

The Scottsbluff SS4A Safety Action Plan responds directly to these conditions by:

- Translating community priorities into data-driven actions
- Bridging policy intent with measurable safety outcomes
- Establishing a clear path toward eliminating fatal and serious injury crashes
- Providing an implementation framework that complements and strengthens existing plans

A4.5 Relationship of Adopted Plans, Policies, and Standards to Safety Findings



2026 Scottsbluff Comprehensive Plan

Transportation and traffic safety summary (not including Chapter 14 Transportation, which has not been completed/available for review):

What the community said the priorities are:

Transportation concerns show up as recurring "key improvement items," especially:

- Road conditions and traffic safety as recurring issues
- Highway 26 intersections repeatedly cited as unsafe—especially at/near 27th Street, Avenue I, and Target
- Requests for expanded pedestrian infrastructure and better traffic control measures
- Broader public-safety themes tied to traffic: inadequate lighting, and calls for traffic enforcement

Transportation perceptions (survey results):

The public participation appendix includes quantified views on roadway and safety conditions, including:

- Roads in good condition: mixed (notably 44.25% Agree vs 33.80% Disagree)
- "Intersections are safe": more negative than positive (39.58% Disagree, 23.61% Strongly Disagree)
- "Pathway system should be expanded": strong support (30.66% Strongly Agree, 35.19% Agree)
- "City is doing enough to address transportation safety": leans negative (29.51% Disagree, 15.97% Strongly Disagree)

Policy direction that supports SS4A (even outside the missing Transportation chapter):

The plan ties transportation to health and community design, explicitly pointing to:

- Complete Streets policies, a robust sidewalk program, improved development requirements, shared-use agreements (schools), and support for transit as ways to make walking/biking easier
- The idea that a connected street/block network helps create a complete sidewalk system and improves bicycling/transit access

Multimodal connectivity and crossings (parks/trails + corridors):

Several sections reinforce the need for trail connections and safer crossings, including:

- Parks that connect to the Monument Valley Pathway and crossings of US Highway 26
- Riverside neighborhood goals call for safe, accessible, and attractive crossings and trail connections to Riverside Park
- Corridor/entryway emphasis: South Beltline Highway and Highway 26 should be safe, attractive, and reflect city character—with mentions of pedestrian infrastructure and right-of-way enhancements

Transportation projects list (recommendations plus project ideas)

A) Plan-supported improvements (described as desired characteristics / needs)

1. Provide safe, accessible, attractive crossings and trail connections to Riverside Park
2. Improve trail connections (noted as lacking) and create safe, attractive crossings for Riverside Park users
3. Entryway/corridor improvements on South Beltline Hwy / Hwy 26 areas (landscaping and better pedestrian infrastructure are specifically cited)
4. Highway 26 entryway enhancements in the Southeast 26 district (e.g., monument signs, landscaping, "small right-of-way improvements")
5. Expand the pathway system citywide (survey-supported)

B) Completed/ongoing transportation-relevant projects explicitly described

6. 18th Street Plaza pedestrianization (18th

Street closed/converted to a pedestrian plaza; opened 2023)

C) Community-identified project ideas and location-specific fixes (from the participation appendix)

These appear as specific suggestions in the public participation appendix; they're useful to carry into the SS4A plan as "community-identified needs":

7. 2nd Ave safety/operations near schools: add a parking lot east/north of the SBPS 81 building to reduce constrained passing/parking conflicts on 2nd Ave
8. Traffic signal need near Target/ Staples to "cross safely"
9. Turn lanes at Hwy 26 signals and potentially additional traffic lights by Target
10. Intersection improvements (Hwy 26 @ 27th St)
11. Intersection improvements (Hwy 26 @ 14th Ave)
12. Broadway pedestrian crossing upgrades (better crosswalk identification and a "button to press" crossing)
13. Lighting improvements on East Overland (visibility/safety)
14. Railroad crossing condition/ safety concerns, especially on the east side
15. Apply "20th Street was incredible" style improvements to 5th Avenue (commentary suggesting similar corridor investment)
16. Speed/signage/enforcement focus on Hwy 26, including concerns about speeding and red-light running and calls for better warning signage and speed enforcement

Relationship of the 2026 Scottsbluff Comprehensive Plan to the SS4A Safety Action Plan

The 2026 Scottsbluff Comprehensive Plan establishes a clear policy framework that supports improved transportation safety, multimodal connectivity, and equitable access to the city's street network. While the **Transportation** chapter is under separate development, transportation- and traffic safety–related goals, needs, and recommendations are embedded throughout the Comprehensive Plan's community engagement results, neighborhood plans, land use policies, parks and trail planning, and corridor and entryway guidance. These elements provide strong policy justification for the Scottsbluff SS4A Safety Action Plan and its recommended safety strategies.

Community-Identified Transportation and Safety Needs

Public engagement conducted as part of the Comprehensive Plan consistently identified transportation safety as a top community concern. Residents frequently cited roadway conditions, unsafe intersections, and challenges for pedestrians and bicyclists. Survey results show that perceptions of intersection safety are notably negative, while there is strong community support for expanding the city's pathway and trail system and improving pedestrian infrastructure.

Specific locations and themes raised through public input include:

- Safety concerns at and near US Highway 26, particularly at major intersections and commercial access points.
- Requests for improved traffic control, turn lanes, and crossing opportunities along high-volume corridors.
- The need for better lighting, improved visibility, and safer pedestrian crossings in commercial and neighborhood areas.
- Ongoing concerns related to railroad crossings, especially on the east side of the city.
- Safety issues near schools, including constrained roadways, parking conflicts, and vehicle–pedestrian interactions.

These concerns align closely with SS4A emphasis areas such as systemic intersection safety, pedestrian and bicyclist protection, speed management, and roadway visibility.

Multimodal Connectivity and Active Transportation

The Comprehensive Plan repeatedly emphasizes the importance of a connected, walkable, and bikeable community. Policies and recommendations across multiple chapters highlight:

- Expansion of the city's pathway and trail system, including improved connections to parks, neighborhoods, and community destinations.
- The importance of safe and accessible pedestrian crossings, particularly where trails intersect with major roadways

such as US Highway 26.

- Integration of sidewalk and pathway planning with land use decisions to support daily walking, biking, and transit use.
- Support for Complete Streets–style approaches that balance vehicular mobility with pedestrian, bicycle, and transit safety.

These elements directly reinforce SS4A goals related to creating safer routes for people walking and bicycling and reducing serious injury and fatal crashes through design-based solutions.

Corridors, Entryways, and High-Risk Locations

The Comprehensive Plan identifies several key corridors and gateways where transportation function, safety, and community character intersect. These include:

- US Highway 26 and the South Beltline Highway, which are described as critical entryways that should be safe, attractive, and supportive of multiple travel modes.
- Areas near commercial centers, schools, and parks where higher pedestrian activity creates increased conflict potential.
- Neighborhood access points to major parks, including Riverside Park, where safe crossings and trail connections are needed.

These corridor and area-based priorities are consistent with SS4A's focus on High Injury Network corridors, systemic risk reduction, and targeted safety improvements at locations with elevated exposure and conflict potential.

Implementation Actions and Project Concepts

Although the Comprehensive Plan does not include a standalone transportation project list in this version, it identifies or references a range of transportation-related actions and project concepts, including:

- Expansion and improvement of pedestrian and trail connections, including safer crossings.
- Intersection improvements and traffic control enhancements along US Highway 26.
- Corridor upgrades that include pedestrian facilities, lighting, and access management.
- Safety-focused improvements near schools and community destinations.
- Continued investment in pedestrian-oriented spaces, such as the completed 18th Street Plaza.

These concepts provide documented community support and policy backing for the SS4A Safety Action Plan's recommended projects and countermeasures.

Relationship to the SS4A Safety Action Plan

The Scottsbluff SS4A Safety Action Plan builds directly upon the needs, priorities, and policy direction established in the Comprehensive Plan. The SS4A plan advances the Comprehensive Plan's goals by:

- Translating community-identified safety concerns into data-driven analysis, including crash history and High Injury Network identification.
- Advancing systemic safety strategies that address speeding, intersection conflicts, pedestrian visibility, and access management.
- Prioritizing projects and programs that improve safety for all users, with particular emphasis on pedestrians, bicyclists, school-aged children, and older adults.
- Providing an implementation framework that complements future transportation planning efforts, including the forthcoming Transportation chapter of the Comprehensive Plan.

The 2026 Scottsbluff Comprehensive Plan Transportation Chapter, which became available in Spring 2026, provides an updated overview of the community's transportation system, emphasizing the interconnected roles of regional mobility, local access, safety, freight movement, and multimodal connectivity. The chapter identifies US-26 as the community's primary east-west corridor and highlights Avenue I, 27th Street, Broadway, 20th Street, East/West Overland, and South Beltline Highway as key arterial routes supporting daily travel, commercial activity, and regional connectivity.

The chapter recognizes that Scottsbluff functions as a regional employment and service center with significant inbound and outbound commuting patterns, reinforcing the importance of maintaining reliable regional corridors and efficient intersections. It also identifies transportation affordability and vehicle dependence as important community considerations, noting that transportation costs represent a substantial share of household expenses and that limited multimodal options reinforce reliance on personal vehicles.

The major focus is improving multimodal connectivity and addressing barriers created by US-26, the BNSF rail corridor, drainage features, and wide arterial roadways.

> *The plan notes that sidewalks, bicycle facilities, and shared-use pathways remain fragmented, with gaps in ADA accessibility, limited dedicated bicycle infrastructure, and constrained crossing opportunities reducing comfort and safety for pedestrians and bicyclists.*

The Monument Valley Pathway is identified as a major regional asset, while future improvements emphasize better connectivity between neighborhoods, schools, parks, transit stops, and regional destinations.

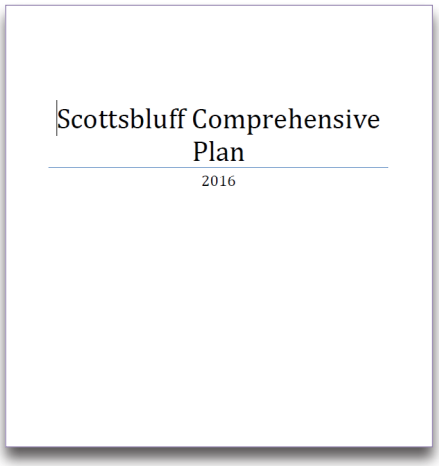
Transit service provided through the Tri-City Roadrunner system is recognized as an essential mobility resource, particularly for older adults, individuals with disabilities, and households without reliable vehicle access. However, the plan identifies limitations related to service frequency, stop amenities, and first- and last-mile pedestrian access.

Transportation safety is identified as a major priority throughout the plan. The 2026 Comprehensive Plan highlights recurring concerns related to intersection operations, speeding, turning conflicts, visibility, railroad crossings, pedestrian safety, and school access. There are specific references to the ongoing Scottsbluff SS4A Safety Action Plan and the importance of corridor-based safety improvements, intersection modernization, access management, multimodal upgrades, and systemic safety strategies to reduce fatal and serious injury crashes.

The Comprehensive Plan also summarizes current and planned investments, including NDOT improvements along US-26, implementation of the Heartland Expressway corridor, local One- and Six-Year Street Improvement Program projects, and corridor-focused planning efforts such as the East Overland Corridor Revitalization Plan.

> *Collectively, the 2026 Comprehensive Plan supports a long-term vision focused on balancing regional mobility with local access, improving safety and resilience, enhancing multimodal transportation options, and strengthening connections between Scottsbluff, Gering, Terrytown, and surrounding regional destinations.*





2016 Comprehensive Plan — Transportation & Safety Findings Summary

The 2016 Scottsbluff Comprehensive Plan establishes a long-term vision for a more connected, equitable, and multimodal transportation system. Transportation-related policies emphasize improving safety, mobility, and access for all users, particularly pedestrians, bicyclists, seniors, and residents without access to a personal vehicle. While the plan strongly supports multimodal transportation and Complete Streets principles, many recommendations remain high-level and lack implementation specificity, creating gaps that the SS4A Safety Action Plan is positioned to address.

Key Transportation Themes

The plan identifies several recurring transportation and safety challenges:

- Heavy reliance on personal vehicles and limited public transit options
- Incomplete pedestrian and bicycle infrastructure, particularly in school zones and underserved neighborhoods
- Safety concerns at railroad crossings that regularly block arterial traffic
- The need for Complete Streets designs that support children, older adults, and people with disabilities
- Long-term strategies include expanding active transportation options, improving intersection safety, addressing storm water impacts on roadways, and ensuring equitable access to public amenities.

Transportation Safety Review Through the 5 E's Framework

Engineering

The Comprehensive Plan supports multimodal roadway design, pedestrian and bicycle connectivity, traffic calming, and safer streetscapes. It references tools such as traffic calming, improved crossings, and context-sensitive street design near schools and residential areas.

Gaps Identified

Engineering guidance remains largely conceptual, with limited corridor- or intersection-specific design direction. The plan does not establish clear standards for school zone design, arterial road diets, or shared street applications.

SS4A Relevance

SS4A provides the data-driven prioritization, corridor focus, and systemic design strategies needed to translate these goals into implementable safety projects.

Education

The plan emphasizes public engagement, school zone awareness, and general traffic safety education. Community involvement is framed as an important component of transportation planning.

Gaps Identified

Education strategies are not targeted to specific risk groups or behaviors, and there is no defined mechanism for sustained safety education tied to crash trends.

SS4A Relevance

SS4A supports targeted, data-informed education and outreach efforts aligned with documented risk factors such as speeding, pedestrian exposure, and school-area conflicts.

Enforcement

The plan recognizes the role of law enforcement in maintaining traffic safety, particularly in school zones and along major corridors.

Gaps Identified

Enforcement strategies are not clearly defined or tied to specific locations, behaviors, or performance measures. There is limited discussion of automated or systemic enforcement tools.

SS4A Relevance

SS4A emphasizes enforcement as part of a broader Safe System approach, pairing targeted enforcement with roadway design and operational changes.

Encouragement

The plan encourages walking, biking, and transit use through improved infrastructure and reduced reliance on automobiles

Gaps Identified

Few concrete incentive or encouragement programs are identified, and transit promotion strategies are limited.

SS4A Relevance

SS4A supports encouragement through safer, more comfortable infrastructure and improved access to everyday destinations.

Evaluation

The plan references monitoring safety conditions using crash data, traffic counts, and community feedback.

Gaps Identified

There is no formal performance framework or defined set of safety metrics to evaluate outcomes over time.

SS4A Relevance

SS4A establishes measurable safety goals, performance tracking, and ongoing evaluation consistent with Vision Zero principles.

Safe System & Vision Zero Alignment Review

When reviewed through USDOT's Safe System framework, the 2016 Comprehensive Plan demonstrates strong intent but limited operationalization:

Strengths

- Supports multimodal networks and accessibility
- Acknowledges speed management and traffic calming
- Prioritizes school routes and vulnerable users
- Recognizes equity and ADA considerations

Key Gaps

- Limited focus on crash severity reduction and forgiving infrastructure
- No explicit speed reduction targets or systemic speed management policies
- Lack of detailed protective treatments for vulnerable users
- No formal cross-departmental safety governance structure
- Equity considerations not consistently tied to data-driven risk

Role of SS4A

The SS4A Safety Action Plan builds upon the Comprehensive Plan's vision by:

- Applying data-driven analysis to identify systemic risk
- Prioritizing corridors and intersections with the greatest safety need
- Advancing Safe System strategies that reduce crash severity
- Establishing a clear implementation and evaluation framework

Summary of Key Gaps and Opportunities

Gaps Identified

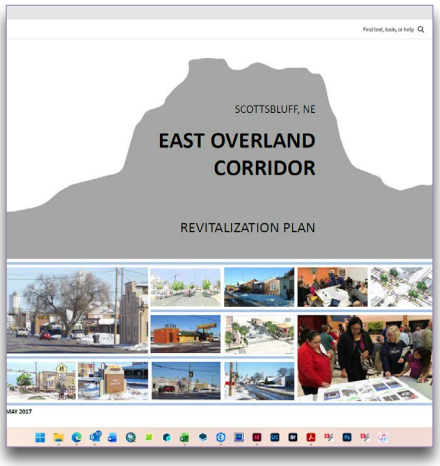
- Limited implementation-level engineering guidance
- Lack of targeted education and enforcement strategies
- Absence of performance metrics and evaluation framework
- Generalized equity language without data-driven prioritization

Opportunities for Advancement

- Systemic corridor safety improvements and road diets
- School zone safety standards and treatments
- Design-based speed management
- Data-driven equity and safety prioritization

Why This Matters for SS4A

The 2016 Comprehensive Plan provides strong policy support for safer, more equitable transportation in Scottsbluff but lacks the tools needed to systematically reduce fatal and serious injury crashes. The SS4A Safety Action Plan directly fills this gap by converting long-standing community goals into prioritized, data-supported actions aligned with Vision Zero and the Safe System approach.



East Overland Corridor Revitalization Plan – Transportation & Safety Findings Summary

The East Overland Corridor Revitalization Plan addresses long-standing safety, access, and mobility challenges along one of Scottsbluff's most historically underserved commercial corridors.

Public engagement consistently identified pedestrian safety, walkability, and transportation infrastructure deficiencies as priority concerns, particularly near Roosevelt Elementary School, where high vehicle speeds, narrow sidewalks, and unsafe crossings create elevated risk for vulnerable users.

The plan emphasizes corridor revitalization through multimodal infrastructure, streetscape improvements, and traffic calming strategies intended to improve safety, support local businesses, and promote reinvestment in the Southeast Neighborhood. While some proposed roadway reconfigurations—such as a potential road diet—received mixed community support, the plan establishes a clear policy foundation for future safety-focused corridor improvements as funding and consensus allow.

Key Transportation and Safety Themes

Primary transportation priorities identified in the plan include:

- Improving pedestrian safety and crossing conditions along East Overland
- Addressing speeding and traffic operations near schools and commercial uses
- Enhancing the East Overland and 9th Avenue intersection
- Redesigning school pick-up and drop-off circulation at Roosevelt Elementary
- Improving corridor walkability, visibility, and access management

The plan reinforces the role of multimodal transportation as a tool for equity, economic vitality, and community health.

Transportation Safety Review – Integrated 5 E's Summary

Engineering

The plan proposes a pedestrian-oriented streetscape with wider sidewalks, curb extensions, improved crossings, driveway consolidation, bike lanes, lighting, and public realm enhancements. These measures are intended to reduce conflicts, slow traffic, and improve comfort for pedestrians and bicyclists.

Gaps Identified

Engineering recommendations stop short of defining specific speed management or crash-severity–reduction treatments. Protected bike facilities, pedestrian refuge islands, and forgiving roadside elements are not consistently detailed.

SS4A Relevance

SS4A provides the framework to advance corridor-level safety treatments, including protected crossings, speed management, and context-sensitive roadway design.

Education and Encouragement

Community engagement and corridor branding are core components of the revitalization strategy, supported by improved signage and wayfinding. Streetscape improvements are intended to encourage walking, biking, and use of public space.

Gaps Identified

Targeted safety education and encouragement programs—particularly for drivers, pedestrians, and school-related travel—are not fully developed.

SS4A Relevance

SS4A supports targeted education and encouragement strategies aligned with documented risk factors and school-area safety needs.

Enforcement

The plan acknowledges the need to manage speeding and improve compliance with pedestrian right-of-way laws through traffic calming and corridor design.

Gaps Identified

Enforcement strategies are not operationally defined, and there is limited discussion of automated

enforcement or sustained corridor-focused enforcement efforts.

SS4A Relevance

SS4A emphasizes pairing design-based speed management with targeted, data-informed enforcement strategies.

Evaluation

The plan includes intent to monitor pedestrian and bicycle activity and collect community feedback to guide future adjustments.

Gaps Identified

There is no comprehensive data-driven evaluation framework tied to safety performance measures such as crash reduction, speed compliance, or pedestrian exposure.

SS4A Relevance

SS4A establishes measurable safety outcomes and ongoing performance tracking consistent with Vision Zero principles.

Safe System & Vision Zero Alignment

Strengths

- Supports multimodal corridor design and pedestrian safety
- Recognizes the role of speed management on a high-speed arterial
- Improves access for vulnerable users and transit riders
- Advances equity and reinvestment goals in an underserved area

Key Gaps

- Limited emphasis on forgiving infrastructure and crash severity reduction
- No explicit speed reduction targets or systemic calming strategy
- Incomplete protection for pedestrians and bicyclists in higher-risk segments
- Lack of formal, multi-agency safety coordination

Role of SS4A

The SS4A Safety Action Plan builds on the corridor plan by:

- Using crash and HIN data to prioritize East Overland safety improvements
- Advancing Safe System strategies that reduce speed and conflict severity
- Supporting phased implementation of corridor safety treatments
- Aligning equity-focused revitalization with measurable safety outcomes

Summary of Key Gaps and Opportunities

Gaps Identified

- Limited protected facilities for pedestrians and bicyclists
- Underdeveloped enforcement and education strategies
- Lack of defined safety performance metrics
- Dependence on future funding and consensus for major roadway changes

Opportunities for Advancement

- Corridor-level speed management and access control
- School-area safety improvements near Roosevelt Elementary
- Enhanced pedestrian crossings and lighting
- Data-driven evaluation of corridor safety outcomes

Why This Matters for SS4A

The East Overland Corridor Revitalization Plan establishes strong policy support for safer, more walkable streets in a high-risk, underserved area. The SS4A Safety Action Plan provides the data, prioritization, and implementation framework needed to advance these goals and reduce fatal and serious injury crashes along the corridor.



Downtown Streetscape Master Plan – Transportation & Safety Findings Summary

The Downtown Streetscape Master Plan establishes a long-term vision to transform downtown Scottsbluff into a safer, more walkable, and more inviting district through Complete Streets design and phased implementation. The plan emphasizes pedestrian comfort and accessibility while maintaining downtown function for motorists, deliveries, and transit. Recommended improvements focus on streetscape design, safer crossings, ADA compliance, and multimodal accommodations that support downtown activity and economic vitality.

Rather than relying on full reconstruction, the plan recommends incremental, opportunity-driven implementation aligned with maintenance schedules and utility upgrades. This approach supports steady progress toward a people-centered downtown while acknowledging funding and construction realities.

Key Transportation and Safety Themes

Primary transportation priorities include:

Widened sidewalks, enhanced curb ramps, and pedestrian-scale amenities

Curb extensions and other design measures to shorten crossing distances and calm traffic

Improved lighting and visibility to support safe use during evening hours

Bicycle accommodations, bicycle parking, and improved connections within downtown

Parking and circulation refinements to reduce conflicts and improve access to businesses

The plan's emphasis on comfort, accessibility, and phasing aligns well with a Safe System approach when paired with measurable safety outcomes and implementation prioritization.

Transportation Safety Review – Integrated 5 E's Summary

Engineering

The plan advances a strong set of downtown safety-supportive design strategies, including wider sidewalks, curb extensions, enhanced crossings, lighting, ADA improvements, and bicycle facilities. These elements reduce pedestrian exposure and improve comfort and visibility.

Gaps Identified

While the plan uses design concepts that can reduce speed, it does not consistently specify proven speed management treatments (e.g., raised crossings, protected intersections) or define cycling protection levels needed in higher-traffic areas.

SS4A Relevance

SS4A can strengthen downtown implementation by prioritizing systemic safety treatments, defining bikeway protection approaches, and aligning phased projects with crash and risk data.

Education and Encouragement

The plan reflects strong community engagement and supports downtown as a walkable destination. Wayfinding and signage improvements are intended to help users navigate safely and comfortably.

Gaps Identified

Targeted education for new downtown circulation patterns, pedestrian priority areas, and bicycle interactions is not fully defined, and encouragement strategies are largely indirect (design-based).

SS4A Relevance

SS4A can support targeted safety education and behavior campaigns paired with infrastructure changes (e.g., yielding, crosswalk compliance, downtown speed expectations).

Enforcement

The plan relies heavily on design to influence behavior (lane narrowing, curb extensions, crossing upgrades), but enforcement approaches are not operationalized.

Gaps Identified

No detailed strategy is provided for managing speeding, parking

compliance, or pedestrian right-of-way enforcement, and automated enforcement is not addressed.

SS4A Relevance

SS4A can define a downtown-focused enforcement approach aligned with crash patterns and supported by design-based speed management.

Evaluation

The plan supports monitoring and feedback to guide future improvements.

Gaps Identified

There is no defined performance framework for downtown safety outcomes (e.g., speed compliance, yielding behavior, conflict rates, crash reduction, and pedestrian counts).

SS4A Relevance

SS4A provides measurable safety performance metrics and evaluation methods consistent with Vision Zero and Safe System principles.

Safe System & Vision Zero Alignment

Strengths

- Strong emphasis on pedestrian safety, ADA access, and improved crossings
- Streetscape design elements that can reduce conflicts and improve visibility
- Supports multimodal travel and downtown vitality through Complete Streets principles
- Phased approach supports implementability and continuous improvement

Key Gaps

- Limited explicit linkage between design choices and crash severity reduction
- Lack of defined downtown speed management targets and enforcement approach
- Bicycle safety treatments could be strengthened through physical separation where needed
- No formal safety governance structure for ongoing downtown oversight

Role of SS4A

The SS4A Safety Action Plan strengthens and implements the downtown vision by:

- Prioritizing downtown safety treatments based on risk and exposure
- Advancing Safe System strategies that reduce speed and crash severity
- Pairing phased streetscape work with measurable safety outcomes
- Coordinating education and enforcement with infrastructure changes

Summary of Key Gaps and Opportunities

Gaps Identified

- Incomplete definition of bicycle protection and crossing treatments
- Limited enforcement and education implementation detail
- Lack of performance measures to evaluate safety outcomes over time

Opportunities for Advancement

- Systemic downtown speed management using proven design treatments
- Enhanced pedestrian crossings (including visibility and compliance improvements)
- Stronger bicycle separation and conflict reduction at key locations
- Formal monitoring framework to track outcomes and guide phased investments

Why This Matters for SS4A

The Downtown Streetscape Master Plan provides clear policy support for a safer, people-centered downtown. The SS4A Safety Action Plan complements this vision by supplying data-driven prioritization, Safe System–aligned countermeasures, and measurable performance tracking to ensure phased downtown investments deliver meaningful reductions in fatal and serious injury crash risk.



School Safety Assessment Study (2020) Scottsbluff High School & Bluffs Middle School – Transportation & Safety Findings Summary

The 2020 Final School Safety Assessment Study provides a focused, data-driven evaluation of pedestrian and vehicular safety conditions surrounding Scottsbluff High School, Bluffs Middle School, Bear Cub Preschool, and St. Agnes School. Conducted in response to documented pedestrian crashes near Scottsbluff High School, the study identifies systemic safety deficiencies along 27th Street, 2nd Avenue, and adjacent roadways and recommends targeted infrastructure, operational, and policy improvements.

The study reinforces the need to address school-area safety as a system, where roadway design, parking availability, circulation patterns, and behavior interact to create predictable risk during peak school travel times.

Key Transportation and Safety Themes

Primary safety challenges identified include:

- Excessive vehicle speeds on 27th Street despite reduced school-zone speed limits
- Unsafe pedestrian crossings and frequent crossing at non-designated locations
- Insufficient on-campus parking contributing to unsafe off-campus crossings
- Congestion and operational conflicts caused by school driveway access and circulation
- Over-reliance on signage and enforcement without complementary design measures

These issues are concentrated along a small number of corridors and intersections, aligning with SS4A principles of systemic risk identification.

Systemic Risk and Safety Findings

Speed and Roadway Design

Traffic counts and speed studies showed that average vehicle speeds on 27th Street exceeded the posted 20 mph school-zone limit. The four-lane roadway configuration creates a visual and operational environment that encourages speeding and produces the “shadowing” effect, reducing pedestrian visibility.

Systemic issue

Roadway geometry undermines posted speed limits and pedestrian safety.

SS4A relevance

Supports design-based speed management, including road diets and lane reconfiguration.

Pedestrian Safety and Crossing Behavior

Students frequently cross at unsignalized or informal locations, often ignoring pedestrian signals. This behavior was observed consistently and is directly tied to crossing placement, convenience, and perceived safety.

Systemic issue

Pedestrian behavior reflects infrastructure layout rather than noncompliance alone.

SS4A relevance

Aligns with consolidating crossings, installing pedestrian-activated signals (e.g., HAWKs), and using fencing or channelization to guide safe crossings.

Parking and Pedestrian Exposure

Insufficient on-campus student parking forces off-campus parking on 3rd and 4th Avenues, increasing pedestrian exposure and unsafe midblock crossings.

Systemic issue

Parking availability directly influences pedestrian risk and route choice.

SS4A relevance

Recognizes parking management as a safety strategy, not just a land-use issue.

Traffic Circulation and Access Management

The primary high school driveway on 27th Street creates congestion and queues that spill into nearby intersections. Multiple pickup/drop-off points further increase conflicts between vehicles and pedestrians.

Systemic issue

School access points are not aligned with current traffic volumes or safety needs.

SS4A relevance

Supports access relocation, circulation redesign, and conflict reduction strategies.

Recommended Safety Strategies Identified in the Study

Key recommended improvements include:

- Road diet on 27th Street (four lanes to three with center turn lane)
- Consolidated, signalized pedestrian crossings, including HAWK signals
- Pedestrian fencing to reduce unsafe midblock crossings
- Standardized, flashing school-zone signage
- Expanded student parking through reallocation of underutilized lots
- Relocation of school access to reduce congestion and conflicts

These recommendations are directly implementable and align closely with SS4A eligible project types.

Safe System & Vision Zero Alignment

Strengths

- Grounded in observed behavior and crash history
- Prioritizes speed reduction and exposure management
- Emphasizes design solutions over education or enforcement alone
- Identifies school zones as predictable, high-risk environments

Key Gaps

- Limited discussion of protected bicycle or micro-mobility facilities
- No formal automated speed enforcement strategy
- Lack of institutionalized monitoring framework

Role of SS4A

The SS4A Safety Action Plan advances this study by:

- Embedding school-area improvements within a citywide High Injury Network
- Pairing design changes with performance monitoring and evaluation
- Formalizing cross-agency coordination and Safe System implementation
- Supporting equity-focused prioritization of school safety investments

Summary of Key Gaps and Opportunities

Gaps Identified

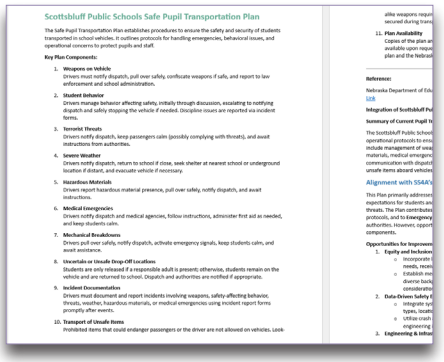
- Roadway design encourages speeding
- Unsafe pedestrian crossings driven by layout and access
- Parking shortages increase pedestrian exposure
- Fragmented coordination and limited evaluation

Opportunities for Advancement

- Design-based speed management and road diets
- Protected and consolidated pedestrian crossings
- Integrated parking and circulation strategies
- Data-driven monitoring and continuous improvement

Why This Matters for SS4A

The 2020 Final School Safety Assessment Study provides clear, actionable evidence that school-area safety challenges in Scottsbluff are predictable, systemic, and preventable. The SS4A Safety Action Plan supplies the structure and funding pathway needed to implement these recommendations comprehensively and equitably, advancing the city's Vision Zero goals.


Scottsbluff Public Schools Safe Pupil Transportation Plan

The Safe Pupil Transportation Plan establishes procedures to ensure the safety and security of students transported in school vehicles. It outlines protocols for handling emergencies, behavioral issues, and operational concerns to protect pupils and staff.

Key Plan Components:

1. Weapons on Vehicle
Drivers must notify dispatch, pull over safely, confiscate weapons if safe, and report to law enforcement and school administration.
2. Student Behavior
Drivers manage behavior affecting safety, initially through discussion, escalating to notifying dispatch and safely stopping the vehicle if needed. Discipline issues are reported via incident forms.
3. Terrorist Threats
Drivers notify dispatch, keep passengers calm (possibly complying with threats), and await instructions from authorities.
4. Severe Weather
Drivers notify dispatch, return to school if close, seek shelter at nearest school or underground location if distant, and evacuate vehicle if necessary.
5. Hazardous Materials
Drivers report hazardous material presence, pull over safely, notify dispatch, and await instructions.
6. Medical Emergencies
Drivers notify dispatch and medical agencies, follow instructions, administer first aid as needed, and keep students calm.
7. Mechanical Breakdowns
Drivers pull over safely, notify dispatch, activate emergency signals, keep students calm, and await assistance.
8. Uncertain or Unsafe Drop-Off Locations
Students are only released if a responsible adult is present; otherwise, students remain on the vehicle and are returned to school. Dispatch and authorities are notified if appropriate.
9. Incident Documentation
Drivers must document and report incidents involving weapons, safety-affecting behavior, threats, weather, hazardous materials, or medical emergencies using incident report forms promptly after events.
10. Transport of Unsafe Items
Prohibited items that could endanger passengers or the driver are not allowed on vehicles. Look-

alike weapons require secured during transp

11. Plan Availability
Copies of the plan ar available upon reque plan and the Nebras

Reference:
Nebraska Department of Edu
Link

Integration of Scottsbluff Pu

Summary of Current Pupil Tr
The Scottsbluff Public School operational protocols to ens include management of vio materials, medical emergenc communication with dispatch unsafe items aboard vehicles.

Alignment with SS4A's

This Plan primarily addresses expectations for students and threats. The Plan contributes protocols, and to Emergency authorities. However, opport components.

Opportunities for Improvem
1. Equity and Inclusion
- Incorporate needs, recei
- Establish ove diverse backg considerations
2. Data-Driven Safety I
- Integrate sys types, locati
- Utilize crash engineering
3. Engineering & Infras

Scottsbluff Public Schools Safe Pupil Transportation Plan – Transportation & Safety Findings Summary

The Scottsbluff Public Schools Safe Pupil Transportation Plan establishes operational procedures to protect students and staff during school transportation activities. The plan focuses on emergency response, student behavior management, communication protocols, and incident documentation to ensure consistent and safe pupil transportation operations across the district.

While the plan is primarily operational in nature, it provides an important policy and procedural foundation that complements infrastructure-based safety efforts addressed in the SS4A Safety Action Plan.

Key Transportation and Safety Themes

The plan addresses safety risks associated with:

- Student behavior and prohibited items on school vehicles
- Emergency situations, including severe weather, medical incidents, hazardous materials, and security threats
- Mechanical breakdowns and unsafe drop-off conditions
- Communication and coordination with dispatch, law enforcement, and emergency responders
- Incident reporting, documentation, and accountability

The plan emphasizes clear roles, rapid communication, and consistent procedures to minimize risk during transportation-related incidents.

Transportation Safety Review – Integrated 5 E's Summary Engineering

The plan indirectly supports safety through procedures that require safe stopping locations, controlled loading and unloading, and coordination with authorities during roadway-related incidents.

Gaps Identified

The plan does not include guidance on roadway or infrastructure design near bus stops, nor does it address physical treatments that reduce crash risk or severity around pupil loading zones.

SS4A Relevance

SS4A provides the framework to connect operational safety needs with engineering solutions such as safer bus stop design, traffic calming, lighting, sidewalks, and pedestrian refuge areas.

Education

The plan clearly defines expectations for drivers and students and outlines training and communication requirements related to safety, emergency response, and incident handling.

Gaps Identified

Education efforts are focused internally and are not explicitly tied to broader community education for drivers traveling near school buses and bus stops.

SS4A Relevance

SS4A supports expanded education and outreach addressing driver behavior near school buses, stops, and routes.

Enforcement

The plan establishes enforcement mechanisms through reporting requirements, coordination with law enforcement, and defined disciplinary processes.

Gaps Identified

Enforcement related to roadway behavior near bus stops (e.g., speeding, illegal passing of stopped buses) is not explicitly integrated with citywide traffic enforcement strategies.

SS4A Relevance

SS4A strengthens enforcement by aligning school transportation safety needs with data-driven, location-specific traffic enforcement.

Encouragement

Encouragement is implicit through procedures designed to promote orderly, predictable behavior and safe decision-making during transport.

Gaps Identified

The plan does not include incentive-based or encouragement strategies for safe behavior by motorists near school transportation routes.

SS4A Relevance

SS4A supports encouragement through safer system design that makes correct behavior easier for all users.

Evaluation

The plan requires incident documentation and reporting, providing a basic mechanism for tracking safety events.

Gaps Identified

Incident data is not clearly integrated into a broader, data-driven evaluation framework to identify trends, hotspots, or recurring risk locations.

SS4A Relevance

SS4A establishes performance monitoring and data integration across agencies to guide continuous safety improvement.

Safe System & Vision Zero Alignment

Strengths

- Clear operational protocols for managing risk and emergencies
- Strong emphasis on communication, documentation, and accountability
- Focus on protecting vulnerable users during boarding, alighting, and transport
- Alignment with state and federal pupil transportation standards

Key Gaps

- Limited integration with roadway design and infrastructure safety
- No formal process to link incident data with engineering or enforcement actions
- Equity considerations not explicitly tied to prioritization of safety improvements

Role of SS4A

The SS4A Safety Action Plan enhances the Safe Pupil Transportation Plan by:

- Linking operational safety needs to physical infrastructure improvements
- Using crash and incident data to prioritize safety investments near bus stops and routes
- Supporting cross-agency coordination between schools, city departments, and law enforcement
- Advancing Vision Zero goals through a Safe System approach that reduces exposure and crash severity

Summary of Key Gaps and Opportunities

Gaps Identified

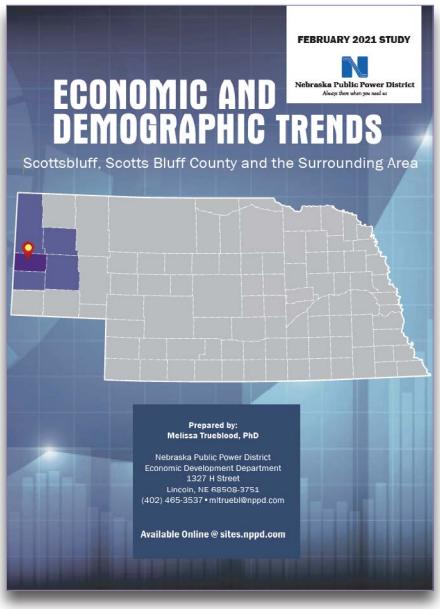
- Lack of engineering standards for safe bus stop environments
- Limited speed management and enforcement integration near routes and stops
- Incident data not systematically analyzed for safety planning
- Equity considerations not explicitly embedded in prioritization

Opportunities for Advancement

- Safer bus stop design with traffic calming and pedestrian protections
- Data-driven identification of high-risk routes and stops
- Integrated enforcement strategies targeting bus-related safety risks
- Formalized multi-agency coordination and performance monitoring

Why This Matters for SS4A

The Scottsbluff Public Schools Safe Pupil Transportation Plan establishes strong operational safeguards for student transportation. The SS4A Safety Action Plan complements this work by addressing the systemic roadway, speed, and infrastructure conditions that influence safety outside the vehicle, ensuring that students are protected not only during transport, but throughout their entire trip to and from school.



Economic and Demographic Trends (2021) – Transportation & Safety Findings Summary

Scottsbluff, Scotts Bluff County, and Surrounding Area

The Economic and Demographic Trends analysis provides important context for understanding transportation safety needs in Scottsbluff and the surrounding region. Travel behavior, population characteristics, and economic conditions identified in this analysis directly influence exposure, vulnerability, and equity considerations within the transportation system and reinforce the need for a data-driven, context-sensitive approach to safety planning.

Key Transportation and Safety Context

Several regional trends have direct implications for transportation safety:

Short, local trip patterns: A large share of the workforce lives and works within the region, with most daily commutes under 10 miles. This results in frequent, short trips concentrated on local streets and arterials, increasing interaction between vehicles, pedestrians, and bicyclists.

Regional traffic draw: Scottsbluff functions as a regional employment and retail hub. A retail pull factor nearly double the state average generates higher traffic volumes along key commercial corridors and access routes.

Aging population: The county's median age exceeds the state average, indicating a growing proportion of older adults who may experience increased vulnerability to crashes and mobility challenges.

Lower household incomes: Median household income trails state averages, suggesting a higher reliance on walking, biking, shared transportation, and older vehicles, with equity implications for safety investment.

Transportation Safety Implications

Travel Patterns and Exposure

Short trip lengths and high internal commuting mean residents regularly use the same corridors, intersections, and commercial access points. This increases cumulative exposure to risk, particularly on arterial streets that serve both local and regional traffic.

SS4A relevance

Supports prioritizing systemic corridor and intersection improvements rather than isolated spot fixes.

Regional Retail and Employment Traffic

As a regional destination, Scottsbluff experiences elevated traffic volumes that are not solely driven by local residents. This intensifies conflict points along commercial corridors, particularly where pedestrian activity is present.

SS4A relevance

Reinforces the need for safety treatments on corridors with high exposure, turning movements, and mixed user types.

Aging Population and Accessibility

An aging population increases the importance of:

- Shorter crossing distances
- Longer signal timing
- Improved lighting and visibility
- ADA-compliant sidewalks and crossings

Older adults are more vulnerable to serious injury in crashes, even at lower speeds.

SS4A relevance

Aligns with Safe System principles that emphasize reducing crash severity and designing for the most vulnerable users.

Equity and Economic Considerations

Lower median household incomes indicate that a significant portion of residents may depend on non-driving modes or older vehicles

with fewer safety features. Transportation investments therefore have a direct equity and public health dimension.

SS4A relevance

Supports equity-focused prioritization of safety investments and improvements to walking, biking, and transit access.

Safe System & Vision Zero Alignment

Key Takeaways

- Travel behavior and demographics shape where and how safety risk occurs
- Vulnerable users—older adults, pedestrians, and lower-income households—face disproportionate risk
- Regional traffic patterns increase exposure on specific corridors and intersections

Role of SS4A

The SS4A Safety Action Plan responds to these conditions by:

- Using crash and exposure data to identify a High Injury Network
- Prioritizing corridors that serve both local and regional traffic
- Advancing equitable, multimodal safety improvements
- Aligning safety investments with the needs of an aging population
- Summary of Key Gaps and Opportunities

Gaps Identified

- Transportation system historically oriented toward vehicle mobility over accessibility
- Limited accommodation for aging users and those reliant on active modes
- Elevated exposure on commercial corridors serving regional traffic

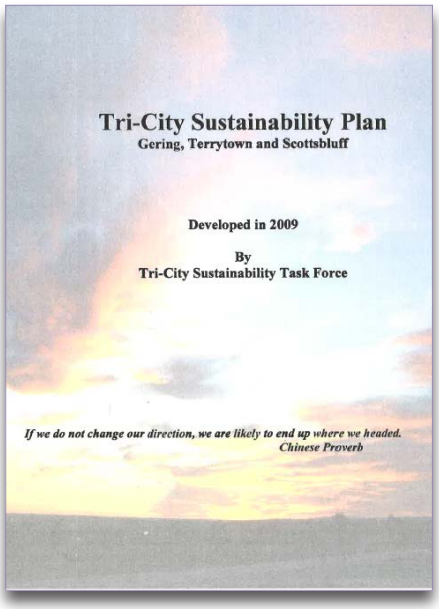
Opportunities for Advancement

- Context-sensitive corridor design that balances mobility and safety
- Improved pedestrian and ADA infrastructure
- Equity-driven prioritization of safety projects
- Systemic speed and conflict management on high-exposure routes

Why This Matters for SS4A

Economic and demographic conditions shape who is exposed to traffic risk and where severe crashes are most likely to occur. By grounding safety strategies in local and regional trends, the SS4A Safety Action Plan ensures that investments address real-world travel behavior, protect vulnerable populations, and advance Scottsbluff's long-term Vision Zero goals.





Tri-City Sustainability Assessment (2009) – Transportation & Mobility Findings Summary

Scottsbluff, Gering, and Terrytown

The Tri-City Sustainability Assessment provides an early regional evaluation of transportation, land use, and infrastructure conditions across Scottsbluff, Gering, and Terrytown. Developed by the Tri-City Sustainability Task Force, the assessment identifies systemic transportation and mobility challenges that continue to influence safety, access, and sustainability outcomes in the region.

While the assessment predates more recent planning efforts, its findings remain highly relevant to understanding long-standing patterns of vehicle dependency, limited multimodal infrastructure, and the need for coordinated, context-sensitive transportation planning.

Key Transportation and Mobility Themes

The assessment identifies several transportation-related strengths and deficiencies with direct safety implications:

- High reliance on personal vehicles, with limited cohesive strategies to reduce single-occupancy vehicle travel
- Underdeveloped walkability and bicycle networks, with streets rarely designed for safe walking or biking
- Limited use of trail systems for transportation, despite their potential to support active travel and connectivity
- Minimal integration of land use and transportation planning, resulting in dispersed development patterns and increased vehicle trips
- Emerging but limited alternative transportation options, including carpooling, handi-bus service, and remote work

The Buildings & Transportation subtest score of 19 out of 50 reflects the need for significant improvement in mobility design, connectivity, and sustainability practices.

Transportation Safety and Systemic Risk Implications

Vehicle Dependency and Exposure

The assessment highlights a regional transportation system oriented primarily toward vehicle travel. This dependency increases exposure to traffic risk by concentrating travel on arterial roadways and limiting safer alternatives for short, local trips.

SS4A relevance

Supports shifting from vehicle-only mobility toward safer, multimodal networks that reduce exposure and conflict.

Walkability, Bicycling, and Connectivity Gaps

Streets and corridors are generally not designed to support walking or biking as everyday transportation. Trail systems are underutilized for mobility purposes and lack integration with destinations and street networks.

SS4A relevance

Aligns with SS4A emphasis on filling sidewalk and bikeway gaps, improving crossings, and creating connected networks for vulnerable users.

Land Use and Transportation Coordination

The assessment identifies limited use of compact development, building clustering, and connectivity strategies, which contributes to longer trips and increased traffic volumes.

SS4A relevance

Reinforces the importance of context-sensitive corridor design and coordination between land use and transportation safety planning.

Environmental Conditions and Roadway Design

Impervious surfaces, limited storm water treatment, and corridor design practices contribute to runoff and environmental degradation in street environments. These conditions can also affect

roadway condition, visibility, and pedestrian comfort.

SS4A relevance

Supports incorporating green infrastructure and corridor design improvements that enhance safety, comfort, and resilience.

Safe System & Vision Zero Alignment

Strengths

- Early recognition of the need to reduce vehicle dependency
- Acknowledgement of the importance of walkability and alternative transportation
- Regional perspective across multiple jurisdictions

Key Gaps

- Limited implementation mechanisms for multimodal infrastructure
- Minimal focus on traffic safety outcomes or crash severity
- No data-driven prioritization of high-risk corridors or users

Role of SS4A

The SS4A Safety Action Plan advances the assessment's sustainability goals by:

- Translating mobility and sustainability concerns into safety-focused actions
- Prioritizing corridors and locations with elevated crash risk
- Supporting multimodal infrastructure that reduces vehicle dependence and exposure
- Aligning safety improvements with long-term sustainability and equity goals

Summary of Key Gaps and Opportunities

Gaps Identified

- Persistent vehicle dependency
- Limited walkable and bikeable street design
- Underutilized trail systems for transportation
- Weak integration of land use, transportation, and safety planning

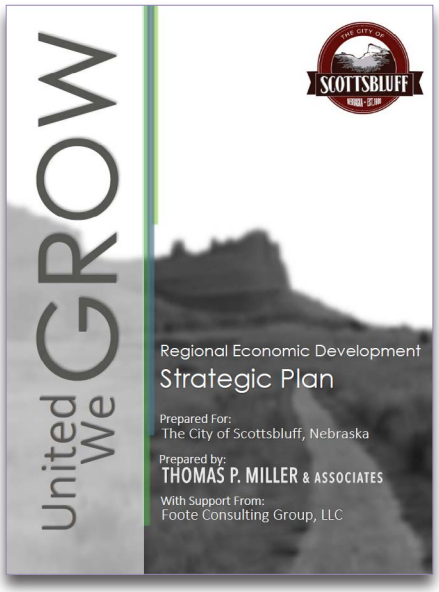
Opportunities for Advancement

- Expansion of connected pedestrian and bicycle networks
- Corridor redesign to balance safety, access, and sustainability
- Integration of green infrastructure in roadway projects
- Regional coordination on multimodal and safety investments

Why This Matters for SS4A

The Tri-City Sustainability Assessment underscores that many of today's transportation safety challenges stem from long-standing system design choices. The SS4A Safety Action Plan provides the mechanism to address these legacy conditions by advancing safer, more sustainable, and more equitable transportation networks consistent with Vision Zero and Safe System principles.





United We GROW Regional Economic Development Strategic Plan – Transportation & Safety Findings Summary

City of Scottsbluff and Regional Labor Shed

The United We GROW Regional Economic Development Strategic Plan highlights the essential role that transportation systems play in supporting economic growth, workforce development, and regional competitiveness across Scotts Bluff County and the surrounding labor shed. The plan emphasizes that safe, reliable, and connected transportation infrastructure is a foundational requirement for attracting employers, supporting key industry sectors, and connecting residents to jobs and education.

Key Transportation and Mobility Themes

The plan identifies several transportation-related priorities with direct safety implications:

- **Regional connectivity and corridor function:** Major corridors linking Scottsbluff, Terrytown, and Gering are critical for freight movement, commuter travel, and economic integration.
- **Cross-jurisdictional workforce access:** A large share of the workforce commutes from surrounding counties in Nebraska and Wyoming, increasing reliance on regional highways and arterials.
- **Freight and industrial access:** Target industries require safe, efficient truck access to industrial sites and regional highway connections.
- **Access to education and training:** Career Academies, technical schools, and job training facilities must be safely accessible for students, young workers, and underserved populations.
- **Equity and inclusion:** Transportation barriers disproportionately affect low-income, transit-dependent, and younger populations, limiting access to economic opportunity.

Transportation Safety and Systemic Risk Implications

Regional Corridors and Exposure

Corridors that support freight and commuter travel carry higher traffic volumes and heavier vehicles, increasing crash severity risk—particularly where local access and multimodal activity occur.

SS4A relevance

Supports prioritizing systemic safety improvements on high-exposure regional corridors within the High Injury Network.

Workforce Mobility and Reliability

Safe and predictable travel conditions are essential for workforce retention and access. Crash-related delays, unsafe conditions, and limited multimodal options can create barriers to employment and training.

SS4A relevance

- Aligns safety investments with economic resilience and workforce access goals.
- Freight Movement and Conflict Management
- Industrial and agribusiness activity requires truck access that is compatible with surrounding land uses. Poorly managed access points and mixed-use corridors increase conflict risk.

SS4A relevance

Reinforces the need for access management, intersection safety improvements, and context-sensitive corridor design.

Youth, Education, and Equity

Safe access to Career Academies, training centers, and employment sites is especially important for youth and underserved populations who may rely on walking, biking, transit, or shared rides.

SS4A relevance

Supports equity-focused safety investments and multimodal access improvements.

Safe System & Vision Zero Alignment

Strengths

- Strong linkage between transportation performance and economic success
- Emphasis on regional coordination and corridor investment
- Recognition of workforce access and equity considerations

Key Gaps

- Limited focus on crash risk and safety outcomes within economic corridors
- No explicit safety performance measures tied to mobility investments
- Multimodal access discussed conceptually but not operationalized

Role of SS4A

The SS4A Safety Action Plan strengthens the United We GROW framework by:

- Embedding safety as a core criterion in regional mobility investments
- Using crash and risk data to prioritize corridor and intersection improvements
- Advancing multimodal access to jobs and education
- Aligning economic development goals with Vision Zero and Safe System principles

Gaps Identified

- Safety not consistently integrated into economic corridor planning
- Elevated exposure on regional commuter and freight routes
- Limited multimodal access to employment and training sites

Opportunities for Advancement

- Systemic safety improvements on key regional corridors
- Safer access to industrial and employment centers
- Multimodal connectivity for workforce and youth access
- Equity-driven transportation safety investments

Why This Matters for SS4A

Economic vitality depends on safe, reliable transportation. The United We GROW Strategic Plan confirms that reducing crash risk, improving access, and strengthening corridor safety are not only transportation goals but economic imperatives. The SS4A Safety Action Plan provides the framework to ensure transportation safety investments directly support regional growth, workforce development, and equitable access to opportunity.





Tax Increment Financing (TIF) Program – Transportation & Safety Findings Summary

City of Scottsbluff

The City of Scottsbluff's Tax Increment Financing (TIF) Program is a critical implementation tool for addressing infrastructure deficiencies and advancing redevelopment in blighted or substandard areas. Transportation and public infrastructure improvements are eligible TIF expenditures, positioning the program as a key funding mechanism to support mobility, accessibility, and traffic safety improvements in areas with documented need.

Key Transportation and Mobility Themes

The TIF Program supports transportation safety and mobility through several core functions:

- Funding for public infrastructure improvements, including streets, sidewalks, utilities, public parking, and right-of-way enhancements
- Targeted investment in underserved areas, where infrastructure deficiencies often contribute to elevated safety risk
- Alignment with Comprehensive Plan goals, including Complete Streets, walkability, and multimodal access
- Improved site access and circulation, supporting both vehicular operations and non-motorized safety
- Leveraging private investment to deliver public safety benefits that may otherwise be cost-prohibitive

By directing reinvestment toward areas with aging or inadequate infrastructure, the TIF Program can help address long-standing transportation safety gaps.

Transportation Safety and Systemic Risk Implications

Infrastructure Deficiencies in Redevelopment Areas

Blighted and redevelopment areas frequently exhibit outdated street geometry, incomplete sidewalks, poor lighting, and substandard intersections—all of which contribute to increased crash risk for pedestrians, bicyclists, and drivers.

SS4A relevance

Supports directing safety investments to locations with systemic infrastructure deficiencies and elevated risk.

Access, Circulation, and Conflict Reduction

Redevelopment projects often involve changes to site access, driveway configuration, and internal circulation. Without safety-focused design, these changes can increase conflict points.

SS4A relevance

Aligns with access management, intersection redesign, and multimodal safety strategies identified in the SS4A Safety Action Plan.

Equity and Community Reinvestment

Because TIF districts are often located in underserved areas, transportation improvements funded through TIF can improve safety, accessibility, and mobility for residents who may rely more heavily on walking, biking, or transit.

SS4A relevance

Supports equity-focused prioritization and investment consistent with Vision Zero principles.

Safe System & Vision Zero Alignment

Strengths

- Provides a dedicated funding mechanism for infrastructure improvements
- Encourages integration of transportation upgrades into redevelopment projects
- Aligns redevelopment with Comprehensive Plan mobility goals
- Enables public–private partnerships that advance safety outcomes

Key Gaps

- Safety performance outcomes are not explicitly required as part of TIF project evaluation

- Transportation improvements may vary in quality without consistent safety standards

Role of SS4A

The SS4A Safety Action Plan strengthens the TIF Program by:

- Providing data-driven prioritization to guide TIF investments toward high-risk locations
- Establishing safety performance goals that can be integrated into redevelopment agreements
- Identifying specific countermeasures eligible for TIF funding (e.g., ADA upgrades, crossings, lighting, quick-build treatments)
- Ensuring redevelopment projects contribute to citywide Vision Zero objectives

Gaps Identified

- Safety outcomes not consistently embedded in redevelopment decision-making
- Variable application of multimodal and pedestrian safety standards

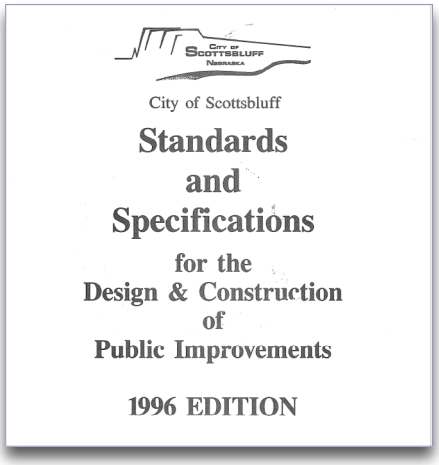
Opportunities for Advancement

- Use TIF to fund SS4A-priority safety projects in redevelopment areas
- Integrate safety criteria into TIF project selection and design
- Leverage private investment to deliver public safety benefits
- Advance equitable infrastructure improvements in underserved neighborhoods

Why This Matters for SS4A

Achieving lasting reductions in fatal and serious injury crashes requires both strong planning and reliable implementation tools. Scottsbluff's TIF Program provides a practical pathway to fund and deliver transportation safety improvements identified in the SS4A Safety Action Plan, ensuring that redevelopment contributes not only to economic revitalization but also to safer, more accessible streets for all users.





City of Scottsbluff Standards and Specifications (1996) Transportation & Safety Findings Summary

City of Scottsbluff Standards and Specifications (1996) Transportation & Safety Findings Summary (SS4A Review)

The City of Scottsbluff's Standards and Specifications (Sections 100–800) establish the technical foundation for the design, construction, testing, and acceptance of public infrastructure, including streets, traffic signals, sidewalks, landscaping, and major utility systems within the public right-of-way. As the City's primary design and construction reference, these standards influence roadway geometry, pedestrian environments, operating conditions, and long-term maintenance practices across Scottsbluff.

This review considers the standards through the lens of the SS4A framework, the 5 E's, and the USDOT Safe System Approach, identifying core strengths that support infrastructure reliability and opportunities to modernize provisions that affect multimodal safety, speed management, equity, and data-driven decision-making.

Key Strengths Relevant to Transportation Safety

Engineering

Robust specifications for materials, construction methods, inspections, and maintenance support long-term infrastructure performance and consistent delivery.

Traffic signal provisions include pedestrian signalization elements consistent with common national practices.

Accessibility is addressed through sidewalk, curb ramp, and related placement standards.

Landscaping and streetscape elements support corridor comfort, visibility, and maintainability.

Enforcement and Evaluation

Clear authority for the City Engineer and inspectors supports permitting, inspection, and compliance.

Defined testing, inspection, and warranty requirements provide quality control and post-construction accountability.

These strengths provide a solid technical baseline upon which modern safety practices can be built.

Key Gaps and Systemic Limitations

Despite their technical rigor, the standards reflect an era when roadway design often prioritized vehicle operations over multimodal safety and injury prevention.

Multimodal and Complete Streets Integration

Limited explicit requirements to design for pedestrians, bicyclists, transit users, or micro-mobility.

No consistent requirement to document how projects accommodate vulnerable users.

Speed Management and Traffic Calming

Limited design guidance for managing speeds through context-sensitive geometry and traffic calming treatments.

Speed setting is not explicitly linked to crash severity and Safe System principles.

Pedestrian and Crossing Safety

Minimal specifications for crosswalk visibility, pedestrian refuge islands, curb extensions, lighting, or reduced crossing distances.

No routine requirement for pedestrian safety assessments during design review.

Equity and Data-Driven Safety

Accessibility is addressed, but equity-driven prioritization and safety outcomes for underserved populations are not embedded.

Crash data, High Injury Network analysis, and safety performance measures are not routinely integrated into design and investment decisions.

Safe System and Vision Zero Alignment

Strengths

- Strong construction quality and inspection framework
- Clear accountability for infrastructure delivery
- Pedestrian signal elements already present

Key Gaps

- Limited explicit tolerance for human error in roadway design
- Speed management not addressed as a system-level safety function
- Safety outcomes not explicitly prioritized or measured

Strategic Opportunities for the SS4A Safety Action Plan

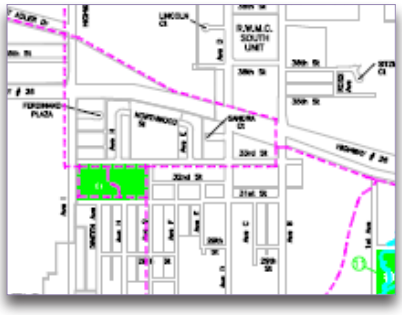
The Standards and Specifications represent a high-impact leverage point for institutionalizing safety improvements citywide. Key opportunities include:

- Integrating Complete Streets and multimodal design requirements into street projects
- Embedding traffic calming and speed management criteria into design standards
- Requiring pedestrian-focused intersection and crossing treatments
- Establishing safety performance metrics tied to fatal and serious injury reduction
- Using HIN mapping and equity data to guide design and investment decisions
- Formalizing coordination across engineering, enforcement, education, and emergency response

Why This Matters for SS4A

Lasting reductions in fatal and serious injury crashes require more than individual projects—they require institutional change. Updating Scottsbluff's Standards and Specifications to reflect Safe System principles helps ensure that future maintenance, reconstruction, and development-driven projects advance Vision Zero goals by default, not by exception.

> *Many pathways identified in 2005 remain incomplete, reinforcing current SS4A findings related to network gaps and exposure risk.*



City of Scottsbluff Master Pathways Plan (2005) – Map Narrative Summary

The City of Scottsbluff Master Pathways Plan (2005) map illustrates a long-standing vision for a connected, citywide network of shared-use paths, on-street routes, and trail corridors intended to support walking, bicycling, and recreational travel throughout the community. The map identifies both existing pathways and proposed future connections linking neighborhoods, schools, parks, commercial areas, and regional destinations.

As shown on the Master Pathways Plan map, the envisioned network emphasizes east–west and north–south connectivity, trail connections along natural corridors, and linkages between residential areas and community activity centers. The map also highlights gaps where pathways were proposed but not constructed, particularly along arterial corridors, near highway and rail crossings, and at transitions between neighborhoods and major destinations.

2005 Master Pathway 05-03-05

Relevance to Current Safety Conditions

While the Master Pathways Plan reflects a strong early commitment to active transportation, many of the proposed connections remain incomplete or fragmented. As a result, pedestrians and bicyclists are often required to navigate high-speed roadways, indirect routes, or discontinuous facilities, increasing exposure to traffic conflicts. Several of the corridors shown as pathway gaps on the 2005 map correspond with locations now identified through crash analysis and High Injury Network mapping as higher-risk areas for vulnerable road users.

Relationship to SS4A Findings

The pathway gaps illustrated on the 2005 map reinforce broader findings from crash data, public input, and corridor studies that Scottsbluff's pedestrian and bicycle network lacks continuous, protected, and intuitive routes. The persistence of these gaps over time underscores that safety challenges for people walking and bicycling are systemic rather than isolated.

Connection to SS4A Goals

The SS4A Safety Action Plan builds upon the intent of the Master Pathways Plan by:

- Prioritizing completion of missing pedestrian and bicycle links in high-risk corridors
- Aligning pathway investments with crash risk, exposure, and equity considerations
- Shifting from recreational connectivity alone toward safe, everyday transportation routes
- Integrating pathway planning with intersection safety, speed management, and crossing improvements

By revisiting the Master Pathways vision through a Safe System lens, the SS4A plan advances a more targeted, safety-focused approach to closing network gaps and reducing serious injury and fatal crash risk for pedestrians and bicyclists.

A4.6 Transportation Projects and Improvements Supported by the 2026 Comprehensive Plan

The following transportation projects and improvement concepts are explicitly identified or supported within the adopted Comprehensive Plan through public engagement results, neighborhood and corridor guidance, parks and pathway planning, and implementation discussions. These projects form a policy-supported foundation for SS4A implementation.

A. Intersection & Corridor Safety Improvements

- US Highway 26 Intersection Safety Improvements
- Turn lane additions or modifications
- Signalized intersection enhancements
- Improved pedestrian crossings
- Access management where feasible
- US Highway 26 Corridor Enhancements
- Safety-focused entryway improvements
- Pedestrian facilities and crossings
- Lighting and visibility improvements
- South Beltline Highway Safety & Entryway Improvements
- Pedestrian accommodations
- Corridor safety and access enhancements
- Target / Major Commercial Area Crossing Improvements
- Enhanced pedestrian crossings
- Signalization or crossing control improvements

B. Pedestrian, Bicycle, and Trail Projects

- Citywide Pathway and Trail System Expansion
- New shared-use paths
- Connections between neighborhoods, parks, schools, and commercial areas
- Riverside Park Access & Crossing Improvements
- Safer roadway crossings
- Improved trail connections to surrounding neighborhoods
- Pedestrian Crossing Improvements on Major Streets
- High-visibility crosswalks
- Pedestrian warning signage
- Signalized or user-activated crossings where warranted

C. School-Area Safety Projects

- School Area Traffic & Pedestrian Safety Improvements
- Intersection and crossing upgrades near schools
- Parking and circulation improvements to reduce conflicts
- Speed management and visibility improvements

D. Lighting, Visibility, and Speed Management

- Corridor and Neighborhood Lighting Improvements
- Focus on areas with documented visibility and safety concerns
- Speed Management and Enforcement Support
- Corridor-specific speed mitigation strategies
- Enhanced signage and warning treatments

E. Railroad Crossing Safety

- Railroad Crossing Safety Enhancements
- Evaluation and prioritization of crossings
- Warning device and visibility improvements
- Coordination with rail operators and state partners

F. Pedestrian-Oriented Street Projects

- 18th Street Plaza (Completed Project)
- Demonstrates community support for pedestrian-oriented street design
- Serves as a precedent for future safety-focused, people-first street projects

Table A4-2. Comprehensive Plan → SS4A Policy & Action Crosswalk

Purpose: *This table documents how transportation- and traffic safety–related policies, needs, and recommendations in the 2026 Scottsbluff Comprehensive Plan directly support and inform the Scottsbluff SS4A Safety Action Plan strategies, projects, and programs.*

Comprehensive Plan Policy / Direction	Source within Comp Plan	SS4A Safety Action Plan Alignment
Improve safety at major intersections, particularly along high-volume corridors such as US Highway 26	Community engagement results; key improvement items; corridor discussions	Systemic intersection safety analysis; prioritization of high-risk intersections; countermeasures such as turn lanes, signal timing, access management, and enhanced pedestrian crossings
Address public concerns related to unsafe intersections and traffic operations	Community survey results and written comments	High Injury Network (HIN) identification and targeted intersection improvements
Expand the citywide pathway and trail system	Community survey support for pathway expansion; parks and open space policies	SS4A pedestrian and bicycle network safety improvements; closing sidewalk and pathway gaps; safer trail-roadway crossings
Improve pedestrian crossings on major streets and near activity centers	Public comments; park access and corridor guidance	Pedestrian crossing safety countermeasures (high-visibility markings, RRFBs, refuge islands, improved signage)
Improve safety and accessibility near parks, including Riverside Park	Neighborhood plans and parks/trails sections	Focused pedestrian safety improvements near parks and recreational destinations
Improve visibility, lighting, and streetscape conditions along key corridors	Public input and corridor/entryway guidance	Lighting upgrades, visibility improvements, and speed management as SS4A emphasis areas
Improve safety near schools and school travel routes	Public comments and neighborhood concerns	School-area safety audits, traffic calming, crossing improvements, and Safe Routes to School–style strategies
Address railroad crossing safety concerns	Public input identifying east-side railroad crossings	Railroad crossing safety evaluation, data-driven prioritization, and coordination with rail agencies
Promote Complete Streets–style development and connected street networks	Land use and health-related policy sections	SS4A emphasis on designing streets for all users and reducing crash severity through context-sensitive design
Enhance corridor entryways to be safe, functional, and reflective of community character	Entryway and corridor planning sections	Corridor-level SS4A projects combining safety, access management, and pedestrian improvements

Note: This crosswalk will be updated to incorporate specific Transportation chapter policies once that chapter is adopted.

A4.7 Synthesis: Connection Between Findings and the SS4A Safety Action Plan

The review of crash data, High Injury Network (HIN) analysis, public engagement, adopted plans, municipal standards, and supporting studies demonstrates that Scottsbluff's traffic safety challenges are systemic, predictable, and preventable. Fatal and serious injury crashes are concentrated along a limited number of corridors and intersections where speed, exposure, and conflict density converge—particularly along major arterials, state-controlled highways, commercial activity centers, school areas, and rail interfaces.

Across multiple planning documents—including the Comprehensive Plan, corridor and streetscape guidance, school safety discussions, pathway planning efforts, economic and demographic analyses, and engineering standards—there is consistent recognition of the need for safer pedestrian crossings, improved multimodal connectivity, speed management, and stronger coordination between infrastructure design and safety outcomes. However, these documents also reveal persistent gaps between policy intent and implementation, particularly where roadway design standards, jurisdictional authority, or funding constraints limit the City's ability to address risk proactively.

Crash history and HIN analysis confirm that severe crashes are not isolated incidents but instead occur in repeatable environments shaped by roadway geometry, operating speeds, turning movements, land use context, and multimodal exposure. Vulnerable road users—especially pedestrians—face elevated risk in locations with long crossing distances, limited pedestrian priority features, incomplete networks, and widely spaced crossing opportunities. These conditions are especially pronounced along US Highway 26, near commercial centers, and in school- and rail-adjacent environments.

The SS4A Safety Action Plan directly responds to these findings by applying a Safe System approach, recognizing that human error is inevitable and that the transportation system must be designed to prevent those errors from resulting in fatal or serious injury. Rather than relying on isolated spot fixes or enforcement alone, the plan prioritizes corridor- and network-level strategies that manage speed, reduce conflict exposure, improve visibility, and strengthen protection for vulnerable road users.

Importantly, some of Scottsbluff's highest-risk corridors—including US Highway 26—are controlled by external agencies such as the Nebraska Department of Transportation (NDOT). The SS4A framework provides a formal, data-driven structure to document safety needs on state-controlled facilities using federally recognized methods, including crash analysis and HIN mapping. This strengthens interagency coordination and supports advancement of projects requiring shared jurisdiction and approval. Similarly, the SS4A framework enables coordinated safety strategies in complex environments such as school zones, rail corridors, and commercial activity centers where multiple stakeholders influence outcomes.

Action Plan Response Summary

The Scottsbluff SS4A Safety Action Plan translates these findings into a coordinated package of capital projects (J-series), programs (P-series), and policy actions (O-series) (see **APPENDIX A8 - PROJECTS**) designed to reduce fatal and serious injury risk across the transportation system.

Collectively, the plan advances the following strategic response areas:

A. Reduce Severe Crashes at High-Risk Intersections and Corridors

The plan prioritizes intersection- and corridor-level safety improvements along the High Injury Network. These strategies focus on managing speed, reducing turning conflicts, improving signal operations, clarifying lane guidance, and strengthening pedestrian protection at locations where crash severity and exposure are highest.

data → risk → strategy → implementation

B. Improve Pedestrian, Bicycle, and ADA Connectivity as a Safety Strategy

Recognizing that network gaps contribute directly to crash risk, the plan advances targeted sidewalk, ADA, and pathway improvements that reduce exposure on high-speed corridors. Enhanced crossings, improved accessibility, and safer connections to parks, schools, neighborhoods, and commercial destinations are prioritized where demand and risk overlap.

C. Address School Circulation, School-Zone Consistency, and Youth Safety

School-area findings identified recurring congestion, visibility, and crossing challenges. The plan supports structured school-area safety improvements, circulation refinements, consistent school-zone treatments, and Safe Routes–style strategies that reduce conflict exposure during peak travel periods.

D. Improve Rail Crossing Safety and Accessibility Through Coordinated Upgrades

Railroad crossings and adjacent corridors present complex operating environments involving vehicle, pedestrian, and freight movements. The plan establishes a prioritized, data-informed approach to crossing surface improvements, visibility enhancements, and coordinated implementation with rail operators and state partners.

E. Deliver Near-Term Safety Gains While Building Long-Term Implementation Capacity

The plan incorporates quick-build and phased implementation concepts to allow the City to test, refine, and advance safety treatments efficiently. It also establishes performance monitoring, prioritization criteria, and coordination mechanisms that support long-term progress toward eliminating fatal and serious injury crashes.

F. Align Ordinances, Standards, and Operational Practices with Safe System Principles

Policy and implementation gaps identified in these findings are addressed through ordinance updates, standardized safety review processes, and integration of safety performance considerations into capital planning and maintenance decisions. This ensures that future investments consistently reflect the City's Vision Zero–aligned safety goals.

Direct Line from Findings to Implementation

These findings provide a foundation for project prioritization and action selection by:

- Identifying corridors and intersections with the highest concentration of fatal and serious injury crashes
- Linking crash severity to speed, exposure, visibility, and conflict density
- Highlighting locations where vulnerable road users are disproportionately affected
- Documenting infrastructure, policy, and operational gaps that contribute to systemic risk

By translating documented risks into coordinated, prioritized actions, the Scottsbluff SS4A Safety Action Plan establishes a clear, transparent line from data → risk → strategy → implementation. This approach is consistent with FHWA SS4A Notice of Funding Opportunity (NOFO) expectations and reflects a long-term commitment to eliminating fatal and serious injury crashes across the community.

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