

ORDINANCE NO. 3618

BILL NO. 57

AN ORDINANCE ENACTED BY THE CALDWELL CITY COUNCIL, REPEALING AND REPLACING CHAPTER 13, ARTICLE 5, SECTIONS 13-05-01 THROUGH 13-05-13, CALDWELL CITY CODE, PERTAINING TO ACCESS MANAGEMENT STANDARDS FOR CITY STREETS; PROVIDING AN EFFECTIVE DATE; PROVIDING FOR SEVERABILITY; AND REPEALING ALL ORDINANCES, RESOLUTIONS, ORDERS AND PARTS THEREOF, IN CONFLICT HEREWITH.

BE IT ORDAINED by the Mayor and Council of the City of Caldwell, County of Canyon, State of Idaho:

Section 1. That Chapter 13, Article 5, Sections 13-05-01 through 13-05-13 of the Caldwell City Code is hereby *REPEALED AND REPLACED* with the following:

**CHAPTER 13, ARTICLE 5
ACCESS MANAGEMENT STANDARDS FOR CITY STREETS**

SECTION:

13-05-01: Title and Applicability

13-05-02: Purpose, Benefits and Goals of Access Management

13-05-03: Principles of Access Management

13-05-04: Access Management Tools

13-05-05: Access Management Requirements for Spacing and Driveway Separation

13-05-06: Access Considerations for Principal and Minor Arterials

13-05-07: Access Considerations for Collector Streets

13-05-08: Access Considerations for Local Streets

13-05-09: Appeal Procedure

13-05-10: Repeal and Rescission

13-05-01: TITLE AND APPLICABILITY

This article shall be known and may be referred to as the CALDWELL ACCESS MANAGEMENT STANDARDS FOR CITY STREETS.

For access management standards along state-owned highways within or near Caldwell, the Idaho Transportation Department has authority for those highways, and may be reached at their District 3 – Southwest Idaho office.

13-05-02: PURPOSE, BENEFITS AND GOALS OF ACCESS MANAGEMENT

Access management is the control of the location, spacing, design and operation of driveways, median openings, and street connections to the public rights-of-way. Access management principles also help guide decisions involving land use planning, corridor design, the movement of people, goods, and services by all modes of transportation, and land development.

The purpose of access management is to support the desired land use patterns as identified in established City planning documents, and support the safe and efficient movement of people, goods, and services by all modes of transportation.

Successful access management should support land use plans and priorities and enhance the improvements to benefit all modes of transportation. Access management benefits all modes of transportation, such as walking, biking, transit, and motorized vehicle use of all types.

Using a combination of strategies derived from land use planning, transportation planning, motorized and non-motorized transportation engineering, livable street design and performance measurements, and law, access management accomplishes the following:

1. Advances land use and transportation plans and priorities of the City by maintaining travel mobility for the efficient movement of people, goods, and services by all modes of transportation.
2. Helps preserve public investment in transportation facilities for all users by maintaining the functional performance of these facilities as intended.
3. Promotes sustainable land use patterns while preserving the investment in commercial, residential, and other developments that depend on all modes of safe and reliable transportation.
4. Improves safety and capacity by the appropriate use of turn lanes to enter and exit the public right-of-way, thereby limiting motor vehicle speed differences, decreasing the likelihood of traffic collisions, and promoting reasonable travel times.
5. Increases safety by reducing the number of potential traffic collisions by reducing conflict points.

13-05-03: PRINCIPLES OF ACCESS MANAGEMENT

The following general principals apply to proper access management:

1. Provide appropriate land use access based on desired street purpose. Different types of streets serve different functions. It is important to design and manage streets according to the primary functions by which they are expected to serve land use and transportation plans.
2. Limit conflict points for all users. Driveways, unsignalized intersections, and commercial access provide more opportunity for different street users to cross paths. Access management seeks to limit these conflicts to only those locations necessary to support the adjacent land uses.

3. Limit direct access onto Arterials (Principal and Minor) defined in the most recently adopted Community Planning Association of Southwest Idaho (COMPASS) Long-Range Planning Functional Classification Map for Canyon County, including future updates to said map.
4. Be coordinated with land use plans. Frequent and direct property access is more compatible with the function of local and collector streets. Some arterials support locations identified as activity centers by land use jurisdictions. The City should seek to balance access management principles with the vision of the land use plan.
5. Promote intersection hierarchy. An efficient transportation network that supports an efficient, diverse, and productive system of land uses provides appropriate transitions from one classification of street typology to another.
6. Locate signals (or other intersection improvements) to support local land uses determined by the partner agency to promote reasonable travel times. Long, uniform spacing of intersections and signals on mobility arterials and some major roadways enhances the ability to coordinate signals and ensure continuous movement of motor vehicle traffic to promote reasonable travel times. Failure to carefully locate access connections or median openings can undermine land use values and public investment in those uses and may unreasonably increase travel times.
7. Limit conflicts near intersections and interchanges. Intersections and interchanges require the greatest attention from all users. Safe movement is paramount in these locations as all users are at the greatest risk of conflicts. Limiting direct access in close proximity to intersections decreases complexity and promotes increased awareness of other users.
8. Limit the number of conflict points and help drivers pay attention to the context of where they are driving. All users of the right-of-way make more mistakes and are more likely to have collisions when they are not given cues to expect the presence of people in or approaching the right-of-way.
9. Separate conflict areas. All users traveling in the public rights-of-way need sufficient time to address one potential set of conflicts before facing another. The necessary spacing between conflict areas increases as travel speed increases, helping to provide drivers adequate perception and reaction time.
10. Use non-traversable medians to manage left-turn movements in appropriate locations. Medians channel motor vehicle turning movements on mobility corridors and some arterials to designated locations. Therefore, non-traversable medians and other techniques that minimize left turns or reduce conflicts can be especially effective in improving safety. Full median openings, which allow left turns by motor vehicles from either direction, are best provided at signalized intersections and unsignalized junctions of arterial and collector streets. Full median openings in other unsignalized locations can adversely affect the safety of people in the public rights-of-way and travel time but may be appropriate in some areas where analysis indicates that traffic operations and the safety of people in the public right-of-way would be improved.
11. Provide connectivity by a supporting street and circulation system. Well-planned communities provide a supporting network of local and collector streets to accommodate development, as well as unified property access and circulation systems. The most recently adopted COMPASS Long-Range Planning Functional Classification Planning Map for Canyon County identifies the desired collector network, which should be preserved with rare exception. Interconnected street and circulation systems provide safe low-stress routes

for people traveling by all modes of transportation. In locations where this connectivity has not been provided for, the arterial network bears an undue burden. Commercial strip development with separate driveways for each business and without the facilities to allow people to safely access and navigate those developments by non-motorized transportation modes forces even short trips to be made by motorized vehicle onto arterial streets, thereby impeding safety and mobility and increasing travel times for all users of the public rights-of-way. Connectivity and access management together help provide for a well-functioning street network for all users.

12. Utilization of modern roundabouts, particularly for collector and local streets, shall be considered, and have advantages of fewer conflict points and lower speeds. Intersection and driveway spacing at roundabouts is treated similar to that for un-signalized intersections.
13. Promote the maximum accessibility of properties, while recognizing the City's right to restrict access, control traffic flow and assure safe conditions, utilizing such items as traffic control devices, lane configurations, and changes to access locations.

13-05-04: ACCESS MANAGEMENT TOOLS

1. Cross Motor Vehicle Access Easements/ Shared Motor Vehicle Access

Cross motor vehicle access utilizes a single vehicular connection that serves two or more adjoining lots or parcels so that the driver of a motor vehicle does not need to re-enter the street system. The City may require cross access or require the preservation of locations for future cross access.

2. Temporary Access

Access by people using any mode of transportation that is permitted for use until appropriate alternative access becomes available. Temporary access by people using any mode of transportation appropriate for the context may be granted through a development agreement or similar method, and the developer shall be responsible for providing a financial guarantee for the future closure of the driveway.

3. Frontage/Backage and Local Access Service Roads

A frontage/backage road is an access road that generally parallels an arterial between the arterial and the front building setback line, or behind a building. A frontage/backage road provides direct lot access to private properties while separating them from the principal roadway. Access on frontage/backage roads may include access by pedestrians and people using non-motorized vehicles.

13-05-05: ACCESS MANAGEMENT REQUIREMENTS FOR SPACING AND DRIVEWAY SEPARATION

Proper spacing of access points and driveway separation vary with such factors as street classification, speed limit, distance from intersections that are either signalized or unsignalized, volume of traffic using a driveway, whether the driveway is a full movement or restricted movement driveway, along with other situational factors.

Table 13.1 shows criteria for access spacing and driveway separation for various factors listed above. Judgment must be applied by professionals and City staff for unusual circumstances, but the criteria in Table 13.1 is the applied standard. Variances from the standard must be justified and approved by the City Engineer.

Table 13.1 Access Spacing / Driveway Separation Criteria						
	From a Near Signalized Intersection		Away From a Signalized Intersection/ Successive Spacing			
Street Classification	Full Movement	Right-in/Right-out	Posted Speed	Separation for Local Streets	Driveway Separation	
Principal Arterial	Only at signalized intersection or Roundabout	Same as away from intersection	30-35	1320	Right-in/Right Out 355 400 450 520	
			40	1320		
			45	1320		
			50	1320		
Minor Arterial	660 (710 for dual left turns); or Roundabout	330			Full Movement	
			25-40	660	330	
			45	660	380	
			50	660	425	
Collector	Greater of: *AOI or 440. If Stop Control intersection: > AOI or 150	220		Separation for Local Streets	Driveways >150VTD**	Driveways <150VTD
			25	330	245	150
			30	330	260	150
			35	330	285	150
Local	150 from arterial/collector intersection 75 from local street intersection Local streets must match or offset 125					
*area of influence of intersection **vehicle trips/day generated by driveway						
<p>Notes:</p> <p>All measurements are centerline-to-centerline.</p> <p>All distance numbers are in feet and are considered the minimum distance.</p> <p>This criteria applies to new development and redevelopment.</p> <p>Access shall be taken off lesser-classified street if available, unless otherwise approved by the City Engineer.</p> <p>Access is not allowed in the vision triangle of a street intersection.</p> <p>New access points on principal arterials may be approved as temporary full movement and may be restricted in the future with roadway widening or as traffic conditions warrant.</p> <p>New access points within City adopted corridor plans may be governed by the requirements of the corridor plan.</p>						

13-05-06: ACCESS CONSIDERATIONS FOR PRINCIPAL AND MINOR ARTERIALS

1. General Considerations

- a. **Principal arterials** serve the major regional centers of activity of a metropolitan area, higher traffic volume corridors, and longer trips. Principal arterials carry the major portion of trips entering and leaving the urban area, as well as the majority of through

movements. To preserve the long-term functionality of such roadways, they should have more access control than a minor arterial.

- b. **Minor arterials** interconnect with and augment the principal arterial system and provide service to trips of shorter length at a lower level of travel mobility than principal arterials. Minor arterials also distribute travel to geographic areas smaller than those identified with the higher systems. This classification includes all arterials not included in a higher classification and places more emphasis on land access than principal arterials. Such roadways should still have limited access with less access control than a principal arterial, but more than a collector.
- c. Due to the higher volume of vehicular traffic expected on arterial roadways, additional care should be taken in providing safe facilities for bicyclists and pedestrians. The preferred treatment for bicyclists and pedestrians is a multi-use path. In some situations, alternative facilities may be used based on existing roadway and land use conditions. City staff will identify the bike and pedestrian facility that will be required through development. For purposes of this policy, a multi-use path qualifies as a side path as defined in Idaho Code.

2. Access Points

- a. All access points associated with development applications shall be determined in accordance with the policies in this Article 5, Access Management Standards for City Streets. Access points shall be reviewed only for a development application that is being considered. Approved access points may be relocated and/or restricted in the future if the land use intensifies, changes, or the property redevelops. Notwithstanding any provision herein, the City Engineer may approve access to be taken off of higher classified streets to support corresponding land use plans, if it is found that allowing such access does not reduce the safety of users of the public rights-of-way.
- b. If an application does not substantially increase the intensity of use, and no reasonable alternative exists to reduce or eliminate the deficiency, the City Engineer may allow the deficient driveway approach to be retained at the same location.

3. Signalized Collector Street Intersection Spacing on Minor and Principal Arterials

- a. The optimum spacing for new signalized collector roadways intersecting minor arterials is one half-mile. In order to maintain the function of the arterial street system, the goal is to allow no more than one signal per mile (with connectivity within the square mile to that signal location). The spacing of signalized intersections on arterials is critical to traffic progression and the optimization of the arterial street system.
- b. Deviations from the ½ mile spacing may be considered:
 - i. To accommodate the design and layout of an existing collector street system.
 - ii. Within existing central business districts.
 - iii. If specified by an adopted corridor study or specific area plan.
 - iv. If there are no other reasonable site design, access or circulation alternatives eliminating the need for a signal; and if there is a proven public necessity

for the intersection; and a traffic signal study and traffic analysis reviewed and approved by the City verifies the need.

4. **Local Street Intersection Spacing on Arterials.** New local streets should not typically intersect arterials. Local streets should typically intersect collectors. If it is necessary, as determined by the City, for a local street to intersect an arterial, the minimum allowable offset shall be as identified in Table 13.1.
5. **Number of Driveways on Arterials.** The intent of this policy is to limit the number of access points to those that are warranted or necessary to serve the development, while maintaining the function and performance of the arterial. The guidelines below shall be used when more than one access point is being requested with a development.

Additional driveways may be considered when one or more of the following conditions are met:

- a. The daily volume using one driveway exceeds 5,000 vehicles (total volume for entering and exiting traffic).
 - b. Traffic using one driveway exceeds the volume to capacity ratio (v/c) equal to or greater than 1.0 of a STOP controlled intersection during either the peak hour of the street or the peak hour of the site traffic generation.
 - c. A City approved traffic impact study and analysis determines that conditions warrant additional driveways.
6. **Driveway Spacing on Minor Arterials from Existing or Future Signalized Intersections.** To determine if there is a single or dual left turn lane planned, refer to the most recently adopted Caldwell Area Transportation System Plan. If the intersection is not listed in that plan, then assume a single left turn lane. Dimensions shall be measured from the centerline of the intersection to the centerline of the driveway.
 7. **Single Left Turn Lane.** If a driveway is approved by the City based on the policies listed above, then driveways located near a signalized intersection with an existing or planned single left turn lane shall be located:
 - a. A minimum of 330-feet from the intersection for a right-in/right-out driveway; and,
 - b. A minimum of 660-feet from the intersection for a full-movement driveway.
 8. **Dual Left Turn Lane.** Driveways located near a signalized intersection with an existing or planned dual left turn lane shall be located:
 - a. A minimum of 330-feet from the intersection for a right-in/right-out driveway; and,
 - b. A minimum of 710-feet from the intersection for a full-movement driveway
 9. **Driveway Spacing on Minor Arterials (away from a signalized intersection)**
 - a. Direct lot or parcel access to a minor arterial is typically prohibited.
 - b. If a property has frontage on more than one street, access shall be taken from the street having the lesser functional classification.
 - c. Driveways located on an arterial may be prohibited when the property has frontage on one or more other public streets.
 - d. For property with frontage on more than one street, access shall be provided from the street having the lower current or projected Average Daily Traffic Volume (ADT), and/or the lesser functionally classified street (i.e., frontage on arterial and collector, access shall be from collector). The City shall determine which street has the lower volume.

If it is necessary to take access to the higher classified street due to a lack of frontage, the minimum allowable spacing shall be based on Table 13.1. The spacing shall be measured from all other existing or approved driveways or intersecting streets on either side of the Minor Arterial.

10. Driveway Spacing on Principal Arterials

- a. Direct lot or parcel access to a principal arterial is typically prohibited.
- b. If a property has frontage on more than one street, access shall be taken from the street having the lesser functional classification.
- c. Driveways located on arterials may be prohibited when the property has frontage on one or more other public streets.
- d. For property with frontage on more than one street, access shall be provided from the street having the lower current and projected Average Daily Traffic Volume (ADT), and/or the lesser functionally classified street (i.e., frontage on arterial and collector, access shall be from collector). The City shall determine which road has the lower volume.
- e. If it is necessary to take access to the higher classified street due to a lack of frontage, the minimum allowable spacing shall be based on Table 13.1. The spacing shall be measured from any other existing or approved driveway or street on either side of the street.
- f. Driveways, when approved on a principal arterial shall operate as right- in/right-out only. The City will require the construction of a raised median in the Principal Arterial to restrict the left turning movements on the principal arterial. Deceleration/right-turn lanes may be required by the City, even if a traffic impact study does not warrant it.
- g. The City may consider a temporary full access driveway when the following conditions are met:
 - i. It is a single lane principal arterial (one lane in each direction of travel); AND,
 - ii. The road has less than 24,000 ADT, OR
 - iii. Traffic safety, operations and site conditions provide reasonable access to a parcel without placing an undue burden on the surrounding road network, as determined by the City. The City Engineer shall have authority to grant temporary full access under this policy, upon first making findings of fact, and conclusions based thereon, that:
 1. A parcel of real property proposed for development is so unusual in size, shape, location and/or physical condition that strict enforcement of one or more of the access standards contained in this policy would result in extraordinary economic and design hardships and practical difficulties, as distinguished from a mere inconvenience; and
 2. Modifications of such standards will not jeopardize pedestrian and motorist safety or otherwise be injurious to other adjacent property or detrimental to public safety, health, or welfare; and
 3. Conditions for the request for modification are unique to the property for which the modification is sought and are not applicable generally to other property; and

4. The modification will not contravene the overall intent or effect of this policy.
- iv. If granted, temporary access will be administered per Section 13-05-04.b (Temporary Access).

13-05-07: ACCESS CONSIDERATIONS FOR COLLECTOR STREETS

1. General considerations for Collector Streets

- a. The primary function of a collector is to intercept traffic from the local street system and carry that traffic to the nearest arterial. A secondary function is to service adjacent property. Access will be limited or controlled.
- b. Due to the higher volume of vehicular traffic expected on collector roadways, additional care should be taken in providing safe facilities for bicyclists and pedestrians.

2. Access Points

- a. All access points associated with development applications shall be determined in accordance with the policies in this Article 5, Access Management Standards for City Streets. Access points shall be reviewed only for a development application that is being considered. Approved access points may be relocated and/or restricted in the future if the land use intensifies, changes, or the property redevelops.
- b. If an application does not substantially increase the intensity of use, and no reasonable alternative exists to reduce or eliminate the deficiency, the City Engineer may allow the deficient driveway approach to be retained at the same location.

3. Signalized Intersection Spacing on Collectors. The preferred spacing for new collectors intersecting existing collectors is 1/4 mile to allow for adequate signal spacing and alignment. Access points on a collector that require signalization shall be public streets.

4. Driveway Spacing on Collectors near Existing or Future Signalized Intersections and Roundabouts. Access is typically prohibited within the influence area of the intersection. For roundabouts, the area of influence is generally considered the area from the intersection to the far end of the splitter islands.

5. Driveways located near a signalized intersection shall be located in accordance with one of the following, whichever is greater:

- a. Outside the area of influence; OR
- b. 220-feet for a right-in/right-out driveway and 440-feet for a full-movement driveway.

Dimensions shall be measured from the centerline of the intersection to the centerline of the driveway.

6. Driveway Spacing on Collectors Near Stop-Controlled Intersections. Access is typically prohibited within the influence area of the intersection. For roundabouts, the area of influence is generally considered the area from the intersection to the far end of the splitter islands.

7. Driveways located near a STOP controlled intersection shall be located in accordance with one of the following, whichever is greater:

- a. Outside the area of influence; OR

- b. 150-feet.

Dimensions shall be measured from the centerline of the intersection to the centerline of the driveway.

- 8. **Driveway Spacing on Collectors** (away from a signalized intersection). Access restrictions to collectors shall be based upon the type of access that is being proposed according to Table 13.1. The spacing shall be measured from any other existing or approved driveway or street on either side of the street.

13-05-08: ACCESS CONSIDERATIONS FOR LOCAL STREETS

- 1. **General considerations for local streets.** The primary function of a local (residential) street is to serve adjacent property. Adjacent property will usually have unrestricted access to the street and ADT will typically be less than 2,000. Access to local streets is generally unrestricted, except near intersections.
- 2. **Driveway Spacing**
 - a. **Near Intersections.** Driveways on a local street shall be located a minimum of 75-feet (measured centerline to centerline) from the nearest local street intersection, and 150-feet from the nearest collector or arterial street intersection. This is not applicable for single family dwelling units.
 - b. **Successive Driveways.** Away from an intersection there are no minimum spacing requirements for access points along a local street, but the City does encourage shared access points where appropriate.
- 3. **Local Street Intersections.** Local streets intersecting other local streets shall either align with another street or provide a minimum offset of 125-feet from any other street (measured centerline to centerline).

13-05-09: APPEAL PROCEDURE

- 1. Any party aggrieved by a decision of the City Engineer in administering Caldwell access management standards provided for herein may appeal said decision to the City Council by filing a written notice of such appeal with the City Clerk within ten (10) days of the date of such decision except that such appeal shall be applicable only to items at the City Engineer's discretion as granted herein.
- 2. Appeals to the City Council shall be processed as a Contested Case, pursuant to Caldwell City Code 01-05-11.

Section 2. This ordinance shall be in full force and effect from and after its passage, approval, and publication, according to law.

Section 3. This ordinance is hereby declared to be severable. If any portion of this ordinance is declared invalid by a court of competent jurisdiction, the remaining provisions shall continue in full force and effect and shall be read to carry out the purposes of the ordinance before the declaration of partial invalidity.

Section 4. All ordinances, resolutions, orders and parts thereof in conflict herewith are repealed.