



Appendix I

Access Management & Land Use Zoning Strategies Memo



Route 96

Access Management and Land Use/Zoning Strategies

The Town of Victor has access management guidelines in Section 5.0 of the *2014 Design and Construction Standards* document. These Standards effectively state that they are intended to be used for new development only. The standards focus mostly on driveway access to roadways and the spacing requirements between driveways, but there are additional standards that can be added related to access management. The Village does not currently have a specific access management standards guideline, though some access management techniques are found within sections of the existing zoning ordinance.

The following document is intended to reinforce the guidelines for implementation during new development but also consider the potential to improve existing conditions along the Route 96 corridor. These ideas have been considered in parallel with zoning and subdivision regulation changes, which could combine to help improve traffic flow, safety and minimize potential conflict points along the Route 96 corridor. The recommendations herein are also supported by recommendations from the Town of Victor Comprehensive Plan.

The goal of access management, according to the Federal Highway Administration (FHWA) is to “bring attention to the importance and value of proactive management of access point...and to incorporate good access management principles whenever land development is pursued, and to revisit and improve upon existing facilities operations.” According to the FHWA website, the informal definition of Access Management is “Where the road meets the driveways” while they quote the Transportation Research Board for a formal definition - “the programmatic control of the location, spacing, design, and operation of driveways, median openings, interchanges, and street connections to a roadway (TRB Manual).”

There is a wealth of information already available regarding access management, including the following:

FHWA – Safe Access is Good for Business:

https://ops.fhwa.dot.gov/publications/amprimer/access_mgmt_primer.htm

FHWA – Benefits of Access Management:

https://ops.fhwa.dot.gov/access_mgmt/docs/benefits_am_trifold.htm

FHWA – Access Management Principles Presentation:

https://ops.fhwa.dot.gov/access_mgmt/presentations/am_principles_intro/index.htm

TRB Access Management Manual (2014):

Available in print form only. TRB does link to the Center for Transportation Research and Education (CTRE) at Iowa State University for their Access Management Handbook which is available online:

<http://www.ctre.iastate.edu/Research/access/amhandbook/index.htm>

The discussion below provides a summary listing of access management techniques. Some, if not many, of these techniques are already in place in some locations, however this effort seeks to reinforce the importance of access management and to identify complementary potential zoning and regulation changes that could help encourage, or possibly in some cases require, access management to support the recommendations of this Plan. As a low-cost and typically un-noticed design feature, this is an effort that typically requires minimal up-front costs to implement (through code and land development process changes) but can provide significant benefits to both safety and traffic flow. That said, any changes to the design of the road must consider all existing conditions and assess the likely outcome(s).

Access Management Recommendations

There are several reasons to consider access management in this study. Specifically, FHWA access management principles presentation found on their website (Source: https://ops.fhwa.dot.gov/access_mgmt/presentations/am_principles_intro/index.htm) lists eight distinct benefits of access management which are, as would be expected from such a document, directly relevant to the Route 96 corridor and this study:

- Preserve integrity of the roadway system
- Improve safety and capacity
- Extend functional life of the roadways
- Preserve public investment in infrastructure
- Preserve private investment in properties
- Provide a more efficient (and predictable) motorist experience
- Improve "through" times through a corridor
- Improve aesthetics (less pavement, more greening)

In addition, the CTRE Iowa Access Management Handbook (Source: <http://www.ctre.iastate.edu/Research/access/amhandbook/index.htm>), states that the goal of a local access management effort is to reduce traffic conflicts through three basic elements:

- Limiting the number of conflict points that a vehicle may experience in its travel
- Separating conflict points as much as possible (if they cannot be eliminated); and
- Removing slower turning vehicles that require access to adjacent sites from the through traffic lanes as efficiently as possible

With these ideas in mind, the following access management options are recommended for consideration. We have developed the below summary to include a high-level checklist for use during a land development proposal or as an initial assessment for access management implementation on existing sites.

The end of this section provides an assessment of the current zoning ordinance and potential revisions to existing codes that exist within the Route 96 corridor.

- Driveway Access & Width Needs

Generally, limit the number of driveways to only one per property unless it is demonstrated that a second is needed due to capacity or a safety needs. Close extra curb cuts if not needed. The current Town Design and Construction Standards detail driveway spacing requirements by road segment, however, do not apply to a driveway serving 3 or fewer residential lots and *may* apply to 3 to 10 units. While the intent of these exemptions is understandable, the net effect could be detrimental over time.

Additionally, the Design and Construction Standards do not discuss reduction of existing driveway widths to direct traffic ingress and egress to reduce potential conflicts that can come about from excess paving area. Excessively wide curb cuts permit traffic to enter or leave the road from any number of locations which can potentially increase conflict points.

For locations that have a driveway connection to a lower-classification roadway, consideration should be given to making the entrance on the higher-classification road (i.e. Rt. 96) right-in/right-out only, forcing left turns to utilize the lower-classification road, make left turns at an intersection and thus reducing potential conflict points on the more congested corridor.



Can the proposed development utilize an existing driveway from a physical perspective?



Can the proposed development utilize an existing driveway from a legal perspective?



Does the site just need a reduced curb width to better define ingress & egress?



Can the site physically access a lower-classification roadway?



Can the site legally (ROW, deed restrictions, etc.) access a lower-classification roadway?



Example right-in/right-out well-defined access to a commercial structure in Malta, NY

- Connection of Adjacent Properties

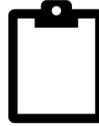
Encourage connections between adjacent properties using cross-access easements, access driveways, or stub-outs. These should be used to connect developments that are proposed, if an adjacent property is developed, or delineate where properties should connect when future development occurs on an adjacent site. These connections should also be considered for existing sites where cross-access makes sense and will provide an opportunity to keep "local" traffic off Route 96.

Connecting adjacent properties can reduce the number of necessary curb-cuts minimizing the potential conflict points, and enhance both safety and corridor mobility. If several locations are connected, especially if connected to a corner lot, traffic can utilize the cross-access drives to use a lower-classification roadway for ingress/egress, particularly for left turns.

Connections should be utilized to minimize the need for new driveway access to Route 96, or potentially to remove an existing access in favor of a shared driveway to be used by two or more sites. They should also consider both vehicular and non-vehicular connectivity needs and opportunities.



Is it physically feasible to connect to an adjacent parcel? Is this going to be simple or require significant engineering/design?



Is there more than one connection possible? Will this site be able to extend to more than one adjacent site?



Are there any legal issues (ROW, deed restrictions, etc.) to consider?



Can such a connection remove an existing or potential Route 96 driveway?



Is there adequate room to provide both vehicular and bike/pedestrian infrastructure? Even with a sidewalk at the street, people are likely to take the shortest route and pedestrian facilities.



Example of shared access and parking

- Shared Parking

Parking is regulated by Section 211-32 of the Town Code and Sections 50, 158 and 170 of the Village Code. Shared parking does not appear to be specifically permitted by either the Town or Village in their zoning code(s). However, the Village encourages shared parking in its Chapter 50, Central Business District site organization standards.

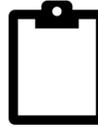
Shared parking is the ability of more than one site, business, or entity to share a parking lot among several uses that typically don't all require parking at the same time. In doing so, each use does not individually need to provide all the parking typically required for the use. There must be enough parking for each use when needed, but shared parking takes advantage of the different peak times of each use to lower the total number of spaces required of all uses sharing a lot. A single lot serving multiple uses that require parking at the same time, like a shopping center, is a form of shared parking, but the parking requirements are not reduced as these uses all typically require parking at the same time.

Often times these lots are shared among uses that have variable parking needs throughout the day – unlike say, an office building where workers generally all show up in the morning and leave in the evening. Uses typically include local government buildings, libraries, restaurants, smaller retail or service uses, and mixed-use, particularly where there are apartments above retail or commercial.

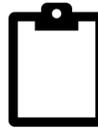
Shared parking is often permitted only by approval of a Village or Town Board and/or the Planning Board and requires specific guarantees such as a contractual agreement between users and location siting within a specific distance of certain types of uses.



Is it feasible to provide shared parking in close proximity to all proposed uses that will share parking?



Are the uses complimentary in terms of parking need throughout the day?



Are there any legal issues (ROW, deed restrictions, etc.) to consider? Are all parties willing to sign a contractual agreement to share parking, maintenance responsibilities, etc.?



Can shared parking remove an existing or potential Route 96 driveway?



What are the benefits of shared parking over separated parking in this situation?



Example of shared parking for mixed-use buildings in Darien, Connecticut

- Frontage Road

A frontage road is defined in the Town Design and Construction Standards but not explicitly detailed as a design option. These access roads – in front or in back - can be developed between multiple businesses to connect them via a more defined travel-way than is typically found with cross-access driveways.

These can be developed as a “frontage road” which is an additional route that would technically run parallel to Route 96 in front of buildings or drive lanes behind structures or through larger parking lots. There is an example or two of this in the Route 96 corridor (Doodle Bugs/Sherwin Williams/Finger Lakes Dental & Wendy’s, Denny’s & the Royal Inn) but additional opportunities exist to expand upon this access management technique.

- New Access Road Proposal

Separate from access management specifically, but related to this discussion of road connections between sites, is the recommendation to consider a new access road along the current railroad line/ROW west of Route 96 that would provide access to sites on the southwest side of Route 96.

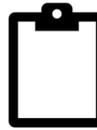
It is important to note this potential because a new access road presents an opportunity to create a route that includes all the fundamentals of access management (and Complete Streets, detailed below). Access management technique(s) implementation along this route will help ensure that the intent of developing the access road for congestion mitigation, improved safety, and accessibility to existing and future sites, is maintained. Additionally, development of this route will also fundamentally change how the corridor functions and the needs and opportunities for access management among existing and future development(s).



Is it feasible to provide a frontage road or access road?



If so, where is the appropriate location?



Are there any legal issues (ROW, deed restrictions, etc.) to consider?



Will a frontage road or access road connect to cross-access driveways?



What are the benefits of a frontage road or access road?



Example frontage & backstage roads (yellow labels) along a major arterial - Albany, NY

- Medians

Medians are areas between opposite lanes of traffic – typically considered to be more than just a double-yellow painted line delineating opposing directions of traffic. There are several different types of medians – painted, raised, landscaped, paved, wide, narrow, continuous, etc. Painted medians are found along Route 96 already and help delineate travel lanes and turn lanes. These are effective in conveying the message of where travel should and should not occur but they do not stop someone from utilizing the space in a way that is not intended.

Raised medians on the other hand are medians that extend vertically from the road surface. These can be low paved or concrete mountable elements, curbed, and paved areas, barriers (Jersey, bollard), grassy or landscaped area. Medians prevent vehicles from crossing the road and keep vehicles from making left turns, except where explicitly permitted by providing physical breaks in the median.

Medians should be considered regarding a long-term corridor-wide access management plan/vision and future land use plan as medians are a significant element in site access and thus often dictate what types of land uses/layouts are possible/desirable.



Is it feasible to provide a median?



If so, where is the appropriate location(s)?



Is there enough ROW?



What are the maintenance requirements for a median?



What are the benefits of a median?



Example raised and planted narrow median in Buffalo, NY



Example curbed grassy and planted wide median in Schenectady, NY

- Corner Clearance

Corner clearance minimizes conflicts between driveways and intersections. Driveways should not be allowed in the clearance area as these limits sight lines. In cases where a driveway is permitted, it should be limited to right-in and right-out turning movements.

Corner Clearance is specifically detailed in the Town Design and Construction Standards.

Carefully consider landscaping/plantings and signage locations in relation to vehicle visibility from the driveway to the street as signs and/or landscaping on an adjacent property, particularly if in close proximity, which can have an impact in visibility even though it is off-site. Landscaping that may grow taller than when originally planted should be considered so that a problem does not come about in the future when vegetation is full-size.



How much corner clearance is needed for a site? What do the Town Design and Construction Standards require? Can these requirements be met?



What is the location of landscaping/plantings and signage?



Example(s) of corner clearance

- [Complete Streets](#)

Related to Access Management is the principle of Complete Streets. Complete Streets refer to a set of street design concepts that ensures that all users are safely accommodated regardless of how they travel or what their special needs may be (NYSAMPO Fact Sheet).

According to a 2010 Future of Transportation National Survey, 66% of Americans wanted more transportation options so that they have the freedom to choose how to get where they need to go.

Why do we need Complete Streets?

- Safety: Pedestrian crashes decrease significantly with complete streets improvements.
- Mobility: Provides options for everyone.
- Economic Development: Proven to increase private sector investment, support and grow jobs & the economy.
- Social Equity: People have more control over expenses. Transportation is the 2nd largest expense for families.
- Health: We are moving without moving!

One of the first steps that can be taken by a municipality is to adopt a Complete Streets Policy that helps to ensure the right-of-way is planned, designed, and constructed, operated and maintained to provide safe access for all users. In addition, better coordination between offices to help ensure infrastructure improvements are better coordinated.

There are also potential efficiencies in using municipal staff instead of contractors – for example municipal staff can often times clear, grade, and seed and area where sidewalks will be constructed, leaving the sidewalk installation to a professional contractor.

Development projects can be leveraged to help implement Complete Streets (and access management) through the design review process. A Business Improvement District, the Victor LDC, or similar operation could be used/developed where local government and businesses to work together to implement specific improvements on a voluntary basis.

There are many published and online resources available that provide detailed information regarding Complete Streets, including the following:

NYSAMPO Fact Sheets:

http://nysmpos.org/wordpress/?page_id=1548

National Complete Streets Coalition:

<https://smartgrowthamerica.org/program/national-complete-streets-coalition/>

American Planning Association Complete Streets Resource Database:

planning.org/research/streets

Institute of Transportation Engineers (Designing Walkable Urban Thoroughfares):

library.ite.org/pub/e1cff43c-2354-d714-51d9-d82b39d4dbad

NYS Complete Streets Act:

<https://www.nysenate.gov/legislation/bills/2011/s5411/amendment/a>

USDOT (A Residents Guide for Creating Safe and Walkable Communities:

https://safety.fhwa.dot.gov/PED_BIKE/ped_cmunity/ped_walkguide/residents_guide2014_final.pdf

Land Use Recommendations

- Encourage Infill Development & Mixed Use Development

In order to encourage infill development in areas with existing infrastructure the Town and Village could consider amending their zoning ordinances.

Town

As described in the Town Comprehensive Plan, the Town identified looking at higher density residential infill or redevelopment. The Town might want to consider reducing front yard setbacks and increasing building height if a priority is to increase infill development potential and encourage walkability. It may also want to consider mixed use by right rather than special use permit.

Current zoning in the Commercial/Light Industrial District has a permitted lot coverage of 40%. To achieve greater infill and density, this number could be revised to allow greater coverage, likely for lots fronting on Route 96 only. Two stories is the maximum building height and the front yard minimum is 80 feet (which the Planning Board may reduce the front setback if there is no need for a future service road or road widening).

The Route 96/Route 251 Corridor Overlay District is not required. Many of the standards in this Overlay District could be made required elements in the underlying zoning or alternatively the overlay district could replace the underlying zoning entirely.

Village

As described above, the Village could allow greater lot coverage. The B District only allows 40% lot coverage. Mixed use should be considered specifically as a permitted use.

- Require Sidewalks and Encourage Bicycle and Pedestrian Infrastructure

In order to further promote the development of bicycle and pedestrian infrastructure, a review of the sidewalk requirements in the Subdivision and Land Development Ordinance(s) and specific zoning district(s) should be undertaken to ensure consistency within each municipality and preferably across municipal lines.

For the Town and Village, sidewalks should be required, alternatively shared-use paths and trails could also be included as options in areas where sidewalks are not preferred.

In the Village’s Subdivision and Land Development Ordinance, Section A174-34 notes that the Planning Board may require easements for pedestrian access. Sidewalks are noted in discussion in the Chapter 50 Central Business District section.

In the Town, sidewalks are also only required on one-side of the street in the Route 96/251 Corridor Overlay. Sidewalks are also not required in the Town’s Design and Construction Standards. Revising standards to provide additional sidewalk width in areas with higher pedestrian traffic (greater than 5 feet) should be considered. The Village has some of these requirements in its Chapter 50, Central Business District.

VILLAGE OF VICTOR PLANNING BOARD
Design Standards checklist for Central Business District
(South High Street EAST to Church Street)

Project Address: _____

Applicant: Name: _____

Address: _____

§ 50-12, E, (1) District intent:

This district encompasses a large portion of the Village’s core area and is immediately adjacent to residential single-family neighborhoods, natural features, and high-density residential and commercial development. The purpose of this district is to preserve, protect, and enhance the image and quality of the core areas by encouraging mixed-use commercial and residential development with strong pedestrian elements in a coordinated manner, and to serve as the civic, social, and commercial hub of the community through a mixture of retail establishments, commercial services, office development, and public spaces. The district should also possess strong pedestrian linkages to the surrounding residential developments, as presented in the Walkable Community Overlay District Map, produced by the Village of Victor Walkable Communities Committee, a joint committee of the Town and Village of Victor.

Please provide an area map showing the parcel under consideration for site plan review and all properties, subdivisions, streets, right-of-way easements and other pertinent features within 200 feet of the boundaries of the parcel. Minimum scale is one inch equals 20 feet.

§ 50-13 Site Organization:	Item Submitted	Modification Required	Modification Approved
Title of the drawing, including the name and address of the applicant and the person responsible for preparation of such drawing.	<input type="checkbox"/>		<input type="checkbox"/>
North arrow, scale, and date.	<input type="checkbox"/>		<input type="checkbox"/>
Boundaries of the property plotted to scale.	<input type="checkbox"/>		<input type="checkbox"/>
Existing buildings.	<input type="checkbox"/>		<input type="checkbox"/>
A. Building Placement.	<input type="checkbox"/>		<input type="checkbox"/>
(1) Maximum two feet from right-of-way/property line.	<input type="checkbox"/>		<input type="checkbox"/>
(2) Building may be perpendicular to sidewalk to allow parking at the side (see off-street parking graphics).	<input type="checkbox"/>		<input type="checkbox"/>
B. Street organization, on-street parking, and restrictions for new planning.	<input type="checkbox"/>		<input type="checkbox"/>
(1) On-street parking encouraged with "bulb" out of the sidewalk at the end of each block.	<input type="checkbox"/>		<input type="checkbox"/>
(2) Primary street dimensions (maximum distances in order):	<input type="checkbox"/>		<input type="checkbox"/>
(a) Two eleven-foot travel lanes = 22 feet.	<input type="checkbox"/>		<input type="checkbox"/>
(b) Two two-foot bike lanes = four feet.	<input type="checkbox"/>		<input type="checkbox"/>
(c) Two ten-foot parking lanes = 20 feet.	<input type="checkbox"/>		<input type="checkbox"/>

- Update Parking Requirements

The Village has a shared parking encouragement in its Chapter 50 Central Business District site organization standards. We recommend that the Town and Village consider additional standards to encourage shared parking. Additionally, parking maximums would ensure that excess parking is not created.

Bicycle parking and bike requirements could also be added. The Town could consider installing additional pedestrian walkway standards within parking lots as well. While the Town and Village have some districts that require parking to the side and rear of the building, consider adopting this requirement in other zoning districts where walkability is encouraged.



Example shared parking for municipal functions and the public plus a bike rack

- Enhance Victor's Streetscape

The Village of Victor has a Tree Board, which requires an approved plan prior to approval of a land development. The Town should similarly have additional requirements related to trees.

The Town's Overlay District has some good standards related to streetscaping but additional requirements could be added to other districts and be included as required regulations including elements such as street furniture to greening elements (in addition to street trees. The Village also has the Chapter 50 Central Business District site design requirements that have a number of streetscape requirements. The Town may want to consider incorporating similar elements to what is within the Village's Central Business District site design requirements as this would create consistency across municipal boundaries.



Greening elements in Ithaca, NY

- Review and Amend the Design and Construction Standards for Land Development related to Access Management

Town

It is recommended that the Town review and amend the design and construction standards for land development related to access management to provide more detailed guidance for more access management techniques.

There are a few standards within the Route 96/251 Overlay District related to cross easements and access points around the Bonesteel House. Because the Overlay District is optional and not mandatory, the Town could consider requiring additional access management provisions.

While the *Design and Construction Standards for Land Development* provide some access management standards, it is recommended that this section be reviewed regarding the following:

Existing Regulations

Section 2.0: Design Requirements - 2.9.14.1, Policy (Road Dedication Requirements): All primary roads, collector roads and local streets serving a development shall be built to the appropriate Town design standards and dedicated to the Town. Common driveways serving not more than three (3) properties shall be privately owned and maintained. All driveways must be built to the appropriate design standards of the Town.

Setting a cap based only on the number of properties without consideration of use, size or potential vehicular use/counts could create a conflict with the intent of this section. Consideration should be given to further defining this policy.



Example of commercial development access from collector street, not individual driveways in Hamden, CT

Existing Regulations

Section 5.0: Access Management Guidelines

While looking individually at three or less residential units for access management improvements is not the intent of this section and would not generally provide a good basis for access management reviews or actions, conceivably at some point should several separate three unit or less developments be constructed the aggregate impact may require, or at least require the consideration of, at a minimum an access management review. Consideration should be given to revising this section to allow for assessment of access management review needs (or of site-design options that would allow for easier implementation of access management opportunities - such as shared access driveways - in the future) of all proposals based on the overall condition in the area but not necessarily require access management related changes or implementation unless specifically required by the Planning Board.

As described previously, the Design and Construction Standards do not discuss reduction of existing driveway widths to direct traffic ingress and egress to reduce potential conflicts that can come about from excess paving area. Excessively wide curb cuts permit traffic to enter or leave the road from any number of locations which can potentially increase conflict points.

For locations that have a driveway connection to a lower-classification roadway, consideration should be given to making the entrance on the higher-classification road (i.e. Rt. 96) right-in/right-out only, forcing left turns to utilize the lower-classification road, make left turns at an intersection and thus reducing potential conflict points on the more congested corridor.

In addition, as the Town reviews this document, it is recommended that Complete Street elements (accommodations for bicycle, transit, and pedestrians) are added.

Village

In the Village, we recommend that the Subdivision and Land Development Ordinance be updated to address access management as described in the beginning of this section. While the Planning Board may require a combined access driveway, it is not required.

There are also some standards relating to corner clearance (Section A174-22 Intersections) and this should be reviewed further.