May 2015

US 160 Access Study
Town of Bayfield

Town of Bayfield Colorado

CDOT Colorado Department of Transportation

La Plata County Colorado

Stolfus

US 160 Access Study
Town of Bayfield

May 2015

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List of Acronyms

AASHTO	American Association of State Highway and Transportation Officials
ACP	Access Control Plan
ADT	Average Daily Traffic
ATR	Automatic Traffic Recorder
CDOT	Colorado Department of Transportation
CR	County Road
EIS	Environmental Impact Statement
FHWA	Federal Highway Administration
IGA	Intergovernmental Agreement
MP	Mile Point
mph	Miles per hour
MUTCD	Manual on Uniform Traffic Control Devices for Streets and Highways
ROD	Record of Decision
STIP	Statewide Transportation Improvement Program
US	United States Highway
v/c	Volume-to-Capacity ratio

Glossary

¾ **Movement Access** - An access that is configured to accommodate partial movements (i.e. left-turn in or out, right-turn in, and right-turn out)

Access – Any driveway or other point of entry and/or exit such as a street, road or highway that connects to the general street system

Access Category – one of eight categories described in Section Three of the State Highway Access Code, determining the degree to which access to a state highway is controlled

ACP – A plan which designates access locations and levels of access for the purpose of bringing those portions of roadway included in the planning area into conformance with the highway functional classification to the extent feasible

Access Management – Systematic control of the location, spacing, design, and operation of driveways, median openings, and street connections to a roadway

Access Permit – Means by which access improvements are reviewed, approved and constructed in accordance with the State Highway Access Code

Average Daily Traffic Volume (ADT) – The total 24-hour volume of vehicular traffic at a particular location measured in vehicles per day

Driveway – An access that is not a public street, road, or highway

Full Movement Access – An access without turn restrictions

Functional Intersection Area – The area beyond the physical intersection of two controlled access facilities that comprises decision and maneuver distance, plus any required vehicle storage length, and is protected through corner clearance standards and connection spacing standards

Intergovernmental Agreement (IGA) – A legally-binding agreement between two or more governmental agencies

Issuing Authority – The entity responsible for issuing access permits for a segment of state highway. The board of county commissioners, the governing body of a municipality, or the department of transportation may be the Issuing Authority.

Volume-to-capacity ratio (v/c) – A calculated measure indicating the quality of traffic operations by comparing the volume of traffic demand for an intersection or specific vehicle movement to the maximum amount that can be accommodated.

Median – That portion of a highway separating opposing traffic flows

Right-in, Right-out Access – An access that is configured to accommodate only right-turns in and right-turns out

Right-of-way (ROW) – The entire width between the boundary lines of every way publicly maintained when any part thereof is open to the use of the public for purposes of vehicular travel

State Highway Access Code – A manual containing the access regulations that apply to state highways within Colorado

Turning Movement Count – A tally of the number of vehicles turning left, right, or traveling through an intersection, usually reported for a one-hour time period

Executive Summary

US 160 serves as the most prominent east-west regional transportation route for southern Colorado. In October 2006, the Federal Highway Administration (FHWA) issued a Record of Decision (ROD), concluding the Environmental Impact Statement (EIS) process for approximately 16 miles of improvements on US 160 from Durango to just east of Bayfield. Subsequently, in 2013 the Town of Bayfield and CDOT collaborated, in cooperation with La Plata County, to develop an Access Control Plan (ACP) for US 160 between Gem Lane and the Town's eastern limits at approximately Mile Point 103.82. The intent of this plan was to address recent and anticipated growth in the area while maintaining alignment with project goals agreed upon by the partners. The ACP for US 160 was prepared with consideration of the previous ROD and current conditions.

The Colorado Transportation Commission assigns a category to each state highway segment within Colorado. US 160 from MP 100.3 to MP 103.8 is categorized E-X: expressway and major bypass. This segment of US 160 falls under a combination of Town of Bayfield and La Plata County jurisdiction. Land use within the project limits is predominantly rural residential and agricultural outside of the urbanized areas of the Gem Village and Bayfield. There are currently 39 full movement access points on US 160 within the study area.

Since no development plans had been submitted to the Town or County at the time of traffic forecasting, a generalized traffic growth rate consistent with both the EIS and current CDOT estimates was applied to determine traffic volumes at the 2035 planning horizon. Localized growth is included in this estimate, but it is recognized that development of various magnitude may occur at multiple locations within the corridor. An aggressive local growth scenario focused on the US 160/Bayfield Parkway (West) intersection was analyzed in the 2013 *US 160 Traffic Feasibility Study*. Similar growth projections are not likely to occur across the entire corridor within the 20-year planning horizon.

These future traffic estimates were used in conjunction with highway engineering principles to form a draft ACP. Access for parcels located between major intersections was either limited or provided via a local road. In cases where multiple access points serve a single ownership, access was reduced to one per ownership. Shared access between parcels was maintained to the extent feasible.

The draft ACP was then presented at multiple public open houses. Attendees consisted of corridor stakeholders including property owners, tenants, potential developers and the general public. Improvements incorporated into the Plan based on public comments include a new connection to the future US 160 alignment with CR 507 instead of Homestead Drive along with modifications to conditions at specific access points. The ACP provides that access to specific properties will not be closed without alternative access to the public street network.

Once the ACP was refined through the public process, a compatibility index was used to determine whether established project goals were met. This evaluation was conducted using a simple rating system identifying the ACP's treatment of each objective as favorable, neutral or unfavorable. Overall, the ACP rates favorably by improving upon the "no ACP" alternative for nine of the seventeen criteria evaluated. ACP adoption by the three entities (Town of Bayfield, La Plata County, and CDOT) is recommended along with execution of a three-way Intergovernmental Agreement (IGA).

1.0 Introduction

1.1 Project Background

United States Highway 160 (US 160) serves as the most prominent east-west regional transportation route for southern Colorado. The highway enters the southwest corner of the state and continues on to Interstate 25. After jogging to the south along the interstate, US 160 continues east across the border with Kansas. In southwest Colorado, US 160 is the primary connection between communities such as Cortez, Durango, Pagosa Springs, and Alamosa. The Colorado Department of Transportation (CDOT) is responsible for managing the highway throughout the state.

Shown in Figure 1, the Town of Bayfield is located along US 160 in La Plata County. The Town's western limit crosses US 160 at approximately the Pine River. The eastern limit crosses US 160 at

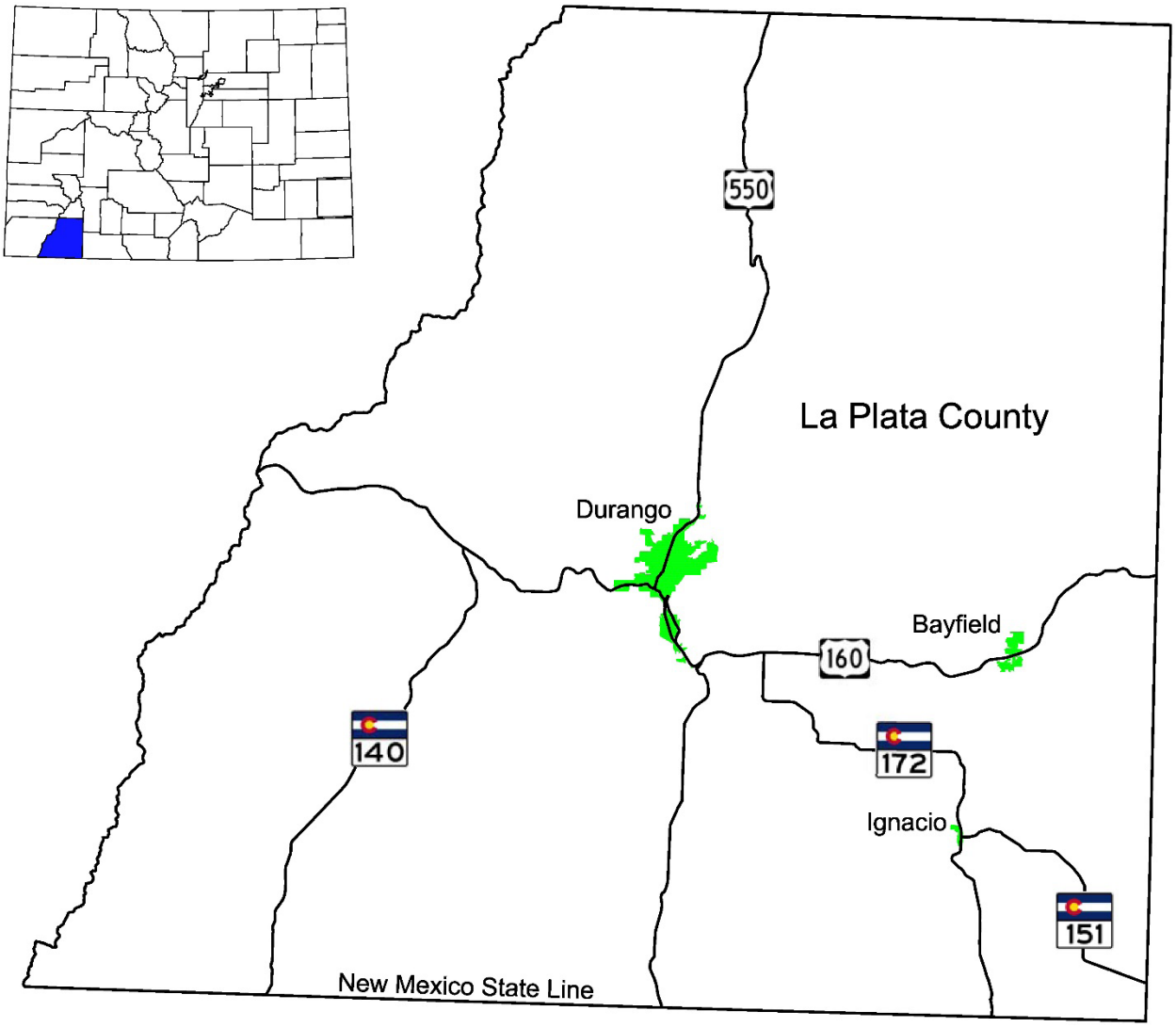


Figure 1. Vicinity Map

approximately Mile Point (MP) 104.

In October 2006, the Federal Highway Administration (FHWA) issued a Record of Decision (ROD), concluding the Environmental Impact Statement (EIS) process for approximately 16 miles of improvements on US 160 from Durango to just east of Bayfield.

Specifically, the ROD states that the purpose of the project was to:

- *Increase travel efficiency/capacity to meet current and future needs*
- *Improve safety for the traveling public by reducing the number and severity of accidents*
- *Control access*

Subsequently, in 2013 the Town of Bayfield and CDOT collaborated, in cooperation with La Plata County, to develop an Access Control Plan (ACP) for US 160 between Gem Lane (MP 100.30) and the Town's eastern limits at approximately MP 103.82 to address recent and anticipated growth in the area. The ACP for US 160 was prepared with consideration to the previous ROD and current conditions.

The purpose of this study effort is to coordinate anticipated growth with the transportation needs of the local community and traveling public. The specific goals for the ACP project are as follows:

- *Provide safe, effective, and efficient travel for traffic on US 160.*
- *Provide a safe, effective and efficient access to and from US 160 for businesses, residents, and emergency responders.*
- *Maintain compatibility with existing and proposed off-highway circulation routes*
- *Provide a plan that can be implemented in phases.*
- *Support economic viability of the project area.*
- *Maintain compatibility with the intent of previous planning efforts.*
- *Identify locations and level of access for existing and future highway intersections that balance state and local transportation planning objectives.*
- *Provide a plan that is adoptable by all entities through a respectful and collaborative partnership.*

This report summarizes the study process, analysis, findings and recommendations for access modifications within the US 160 corridor.

1.2 Project Coordination

The project area falls within the jurisdictional boundaries of both the Town of Bayfield and La Plata County. Operations and maintenance of US 160 are managed by CDOT – Region 5. The process was a cooperative effort between the three entities.

The primary project team for the development of the ACP consisted of representatives from the Town of Bayfield, La Plata County and CDOT – Region 5, Traffic and Safety Departments. Coordination with local elected officials and project stakeholders, including property owners, tenants, developers and the general public is described in the next section.

1.3 Public Involvement

Input from corridor stakeholders, including property owners, tenants, potential developers and the general public was a critical element of the project. Multiple techniques were used to engage stakeholders including a presentation to the Town Board, advertised public open houses, acceptance of written comments, and development of direct response letters to individual comments.

The Draft ACP was initially presented to the Bayfield Town Board in an open work session held on July 15, 2014. Multiple public open houses were held at Bayfield Town Hall to present and discuss the recommended Draft ACP for US 160, review access management principles, and gather public input on the draft plans. The first meeting was held on August 14th, 2014. Follow-up public open houses with focuses on Gem Village and Commerce Drive areas were held on September 18, 2014 and October 23, 2014, respectively. A final public open house covering the entire revised Draft ACP was held on December 4th, 2014.

Notifications of the open houses were mailed to the property owners adjacent to the highway via US mail. Additional notifications were sent to business owners and residents in Gem Village and along Commerce Drive for the open houses specifically regarding those locations. Announcements for the open houses were also published in the Durango Herald and/or Pine River Times newspapers to provide community-wide notification of the project.

Exhibits presenting access management principles, the study process, and the recommended draft ACP were displayed at the public open houses. Formal presentations with question/answer opportunities were held at the August and December open houses. Open house exhibits were publically available on the Town of Bayfield website. Comment sheets were available at meeting and online to allow attendees to raise concerns and ask questions. Twenty three people signed in at both the August and December open houses. Open House sign-in sheets, submitted comment sheets, and comment response letters can be found in Appendix A.

2.0 Access Management – Benefits, Principles and Techniques

As defined in the *Access Management Manual* published by the Transportation Research Board, "Access management is the systematic control of the location, spacing, design and operation of driveway median openings, and street connections to a roadway." Access management along Colorado State Highways is generally administered by CDOT on a case by case basis, as prescribed in the *State of Colorado State Highway Access Code.* Per Section 2.12 of the Access Code, CDOT or a local authority may develop an ACP for a segment of highway that defines access locations, level of access and traffic control for future conditions. Developing an ACP provides CDOT and the local authorities with the opportunity to develop a single transportation plan that considers multiple access points along a segment of highway as a roadway network rather than as individual access points. Corridor-specific issues such as intersection spacing, traffic movements, circulation, land use, topography, alternative access opportunities, and other local planning documents may be considered in developing an ACP. The ACP does not define capacity improvements, off-network improvements, or funding sources for access improvements. However, local governments often consider off-network improvements for their communities in conjunction with an ACP. The ACP is a long-range planning document that identities access conditions that will be implemented as highway and land-use characteristics change. ACPs for State Highways are adopted by executing an Inter-Governmental Agreement (IGA) between CDOT and the local authorities.

2.1 Access Management Benefits

Access management provides the means to balance mobility along the highway with local access needs. Implementation of access management principles and techniques on State and local transportation networks can provide the following long-term benefits for highway users, residents, and businesses:

Safety - Fewer conflict points result in a reduced number of crashes.

Traffic capacity – Improves conditions for highway through traffic by strategically identifying locations for vehicles to enter and exit the corridor.

Property values and the economic viability - Provides a more predictable and consistent development environment

Encourages development of local streets - Allows traffic to access local amenities without using the highway, thereby providing improved circulation and reduced volumes on the highway.

2.2 Guiding Principles

Access management centers around limiting and consolidating access along major roadways and focusing access for development on a supporting local street network and circulation system. The following guiding principles to access management were applied in the development of the ACP for US 160:

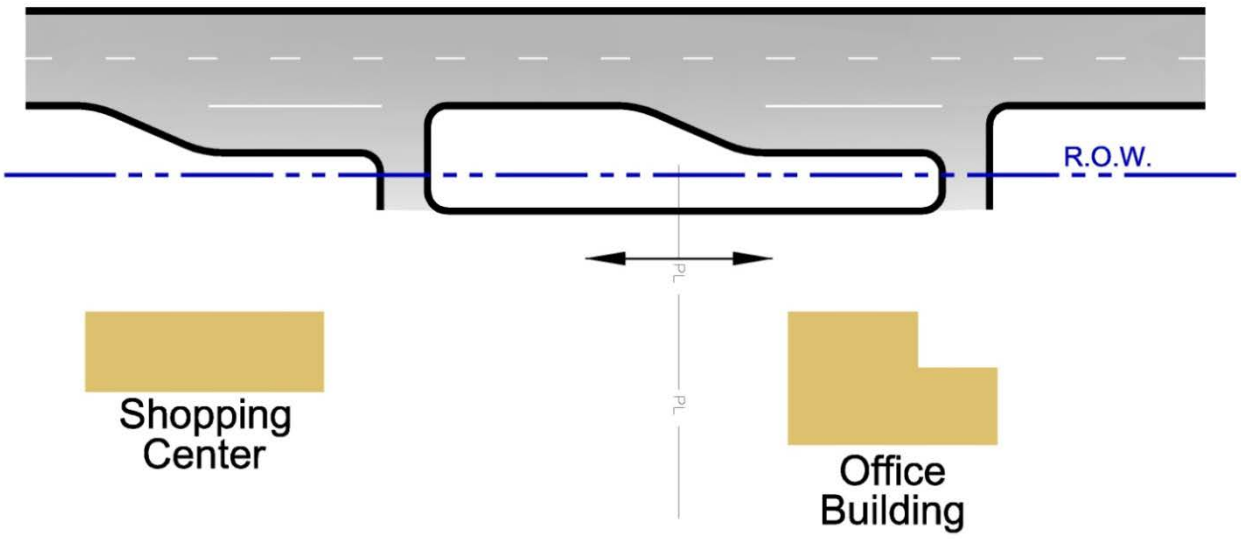
- Limit the number of direct access points to major roadways
- Locate signals and intersections to favor through movements
- Minimize the number of locations where vehicles merge, split, or cross
- Remove turning vehicles from through traffic lanes
- Provide a supporting local street network and circulation system

2.3 Techniques

Several access management techniques, illustrated below, may be used to achieve the principles outlined above and to realize the benefits of access management along US 160

2.3.1 Principle: Limit the number of direct access points to major roadways

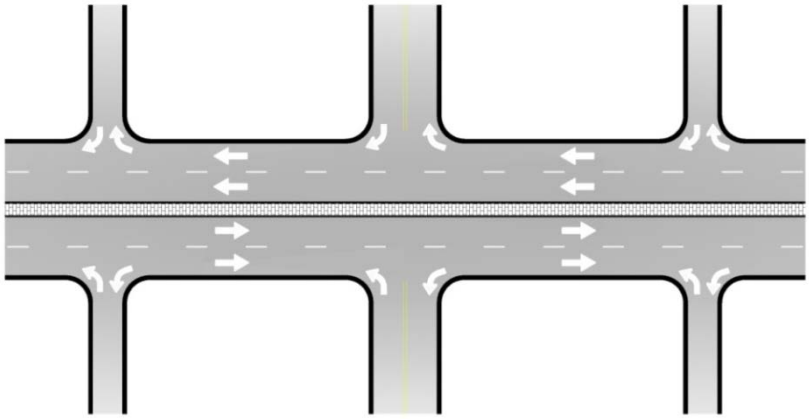
Technique: Connect Adjacent Properties



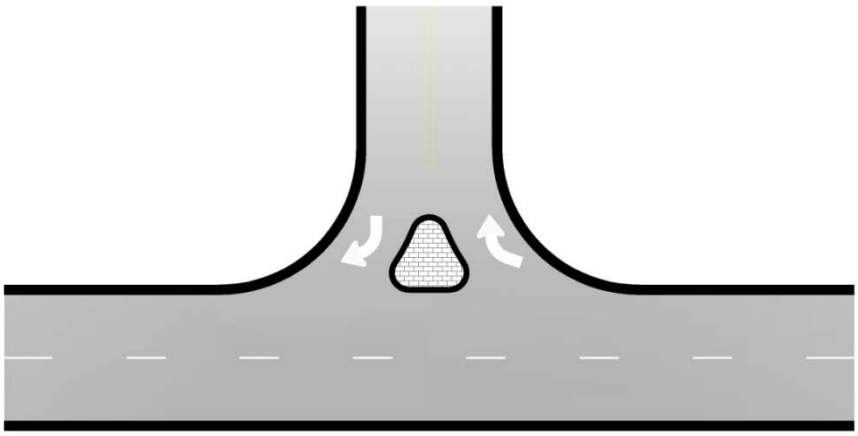
Connect adjacent properties to provide circulation between properties and increase access opportunities for multiple properties.

2.3.2 Principle: Minimize locations where vehicles merge, spilt or cross

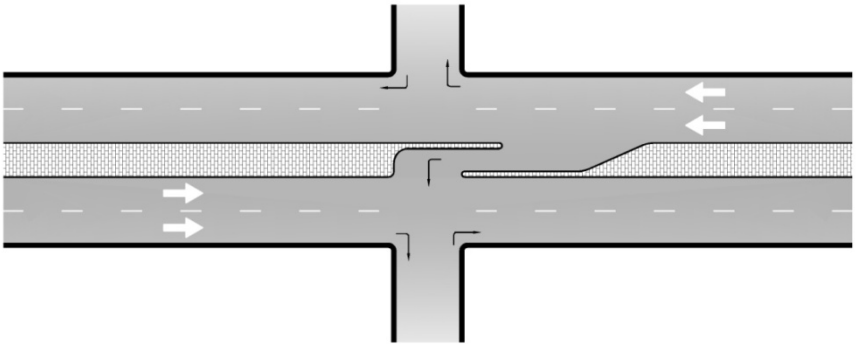
Technique: Install Medians and Islands



Right-in/right-out with raised median eliminates left turn movements between major intersections throughout a corridor.



Right-in/right-out with channelizing island eliminates left turn movements at individual access points.



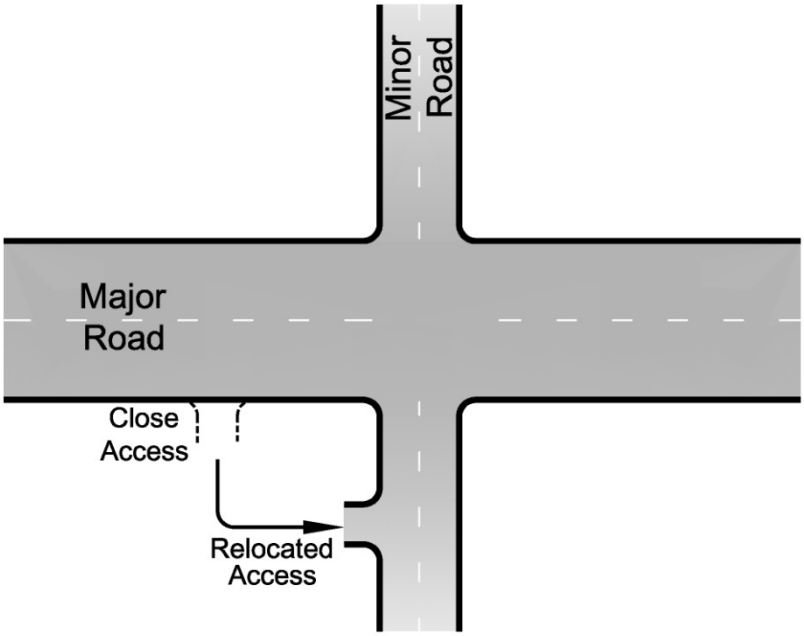
Directional median opening or a ¾ movement limits left turn movements to one direction at strategic locations where increased access is beneficial for safety or operational reasons.

2.3.3 Principle: Provide a supporting local street network & circulation system

Technique: Provide Cross Street Access

Relocate access to a side street to:

- Reduce the number of direct access points to the major roadway.
- Provide safe and easy access to a minor roadway intersection with the major roadway.
- Provide opportunities to use an alternate local route, thereby avoiding use of the major roadway completely.



3.0 Existing Conditions

3.1 Land Use Characteristics

The study area encompasses approximately 3.5 miles of State Highway that falls under a combination of the Town of Bayfield and La Plata County jurisdiction. Land use within the project limits is predominantly rural residential and agricultural outside of the urbanized areas of the Gem Village and the Bayfield. Gem Village is part of unincorporated La Plata County and is located at the western edge of the project. In this area, both commercial and single family residential land uses access the highway via the adjacent frontage roads. Within the town limits of Bayfield, residential land use with some commercial properties exist adjacent to the highway. Limited agricultural use also exists within the town boundary.

3.2 Highway Characteristics

The posted speed limit on US 160 ranges from 60 miles per hour (mph) at the east end of the project to 45 mph through the Town of Bayfield. Approximate locations of speed limit changes within the study area are summarized in Table 1 and Table 2.

Table 1. Eastbound Speed Limits

Approximate Reference Point	Approximate Location	Eastbound Speed Limits (MPH)
100.30-100.84	Gem Lane to 400 feet east of US 160 Frontage Roads at the east end of Gem Village	50
100.84-102.43	400 feet east of US 160 Frontage Roads at the east end of Gem Village) to 1,070 feet east of CR 502	55
102.43-103.20	1,070 feet east of CR 502 to 560 feet east of Commerce Drive	45
103.20-103.72	560 feet east of Commerce Drive to 500 feet east of Bayfield Parkway (East)	55
103.72-103.82	500 feet east of Bayfield Parkway (East) to 1,520 feet east of Bayfield Parkway (East)	60

Table 2. Westbound Speed Limits

Approximate Reference Point	Approximate Location	Eastbound Speed Limits (MPH)
103.82-103.50	1,520 feet east of Bayfield Parkway (East) to 500 feet east of Bayfield Parkway (East)	60
103.50-103.21	500 feet east of Bayfield Parkway (East) to 560 feet east of Commerce Drive	55
103.21-102.65	560 feet east of Commerce Drive to 1,070 feet east of CR 502	45
102.65-100.95	1,070 feet east of CR 502 to 400 feet east of US 160 Frontage Roads at the east end of Gem Village	55
100.95-100.30	400 feet east of US 160 Frontage Roads at the east end of Gem Village to Gem Lane	50

The horizontal alignment of US 160 from MP 100.3 to MP 103.8 is generally straight with the exception of two gradual curves, one at MP 101.4 and one at MP 101.8. The elevation profile along this segment of highway is gradual enough to not impede sight distance at any locations. However, the roadside cut slope at MP 102.2 limits sight distance for County Road (CR) 502.

From MP 100.3 to MP 102.6 the highway is undivided with one travel lane in each direction. A westbound passing lane also exists from MP 101.9 to 102.2. At MP 102.6,the highway enters the Town of Bayfield and a raised median is introduced along with auxiliary lanes for the signalized intersection at CR 501. The raised median ends at MP 103.0, however auxiliary lanes are in place at the unsignalized Commerce Drive intersection (MP 103.1).

3.3 Access Category

Section Three of the State of Colorado State Highway Access Code establishes a system of eight highway categories for the purpose of defining the level of access for a highway segment based on the intended function of that segment. The Colorado Transportation Commission assigns a category to each state highway segment within Colorado. US 160 from MP 100.3 to MP 103.8 is categorized E-X: expressway and major bypass.

According to Section 3.7 of the Access Code, the major control characteristics of a highway segment of Category E-X are as follows:

- Provide for interstate, interregional, intra-regional, and intercity travel needs and to a lesser degree, some intracity travel needs. Direct access service to abutting land is subordinate to providing service to through traffic movements.
- Typical spacing of intersecting streets, roads and highways shall be on intervals of one mile. One-half mile spacing of public ways may be permitted to the highway if no reasonable alternative access to the general street system exists.
- No access to private property may be permitted unless reasonable access cannot be obtained from the general street system.
- When allowed, auxiliary turn lanes shall be installed according to the criteria listed by the Access Code.
- Private direct access should be prohibited to any state highway, unless specifically categorized.
- No additional access rights shall accrue, and no additional access shall be provided upon the splitting or dividing of existing parcels of land under the same ownership.
- All access provided shall be done so with the understanding that if the highway is reconstructed, the direct access location may be closed and alternative access may be required by other available means.
- Signals for cross-streets of lesser importance do not need to be optimized equally with streets of greater importance.

3.4 Existing Access Inventory

There are currently 39 access points on US 160 within the study area. All existing access points are full movement. 15 of the access points provide field access, 4 provide business access, 14 provide public road access, 1 provides private road access and 7 provide residential access. Approximately 23% of the existing access points are within or abutting Town of Bayfield limits.

For the purpose of identifying the location of access points for this plan, all access points are defined by the approximate reference point (in hundredths of a mile) shown in the 2013 CDOT Windshield for Route 160A. All access points are located at the approximate centerline of the access (+/- 50 feet). A complete inventory of existing access points is provided in Appendix B.

The following provides a description of the accesses by type:

Public Road Signalized (PRS) – Full movement, signal-controlled intersection providing direct access to a publicly owned roadway. Buck Highway (CR 521) and CR 501 are classified as PRS access points.

Public Road Unsignalized (PRU) –Full movement, stop-controlled intersection providing direct access to a publicly owned roadway. The PRU access points in the study area include the following public streets:

- Gem Lane
- US 160 Frontage Road (South) (MP 100.376)
- CR 507
- US 160 Frontage Road (South) (MP 100.555)
- US 160 Frontage Road (North) (MP 100.799)
- US 160 Frontage Road (South) (MP 100.799)
- Homestead Drive
- Bayfield Parkway (West)
- CR 506
- CR 502
- Commerce Drive
- Bayfield Parkway (East)

Private Road Unsignalized (PVRU) – Unsignalized full movement intersection providing direct access to one or more private properties. These roadways are maintained privately. There is only one PVRU located at the eastern end of the study area at MP 103.82 and serving multiple properties on the north side of the highway.

Business Access (BA) – Full or partial movement highway access points serving businesses within the study area. These types of access points are typically used multiple times daily by a variety of traffic types. There are a total of 4 BA points in the study area, including two accesses to parks owned by the Town of Bayfield.

Residential Access (RA) – Full or partial movement private highway access points used on a regular basis by limited traffic. These types of access points include single-family private driveways. There are 7 RA points in the study area.

Field Access (FA) – Full or partial movement access points that provide direct access from the highway to agricultural land. These types of access points are typically not well-defined and are used infrequently. There are 14 FA points in the study area.

4.0 Existing Traffic Conditions

Daily traffic counts were collected at ten locations within the study area on Wednesday, August 14, 2013 and Thursday August 15, 2013. CDOT Automatic Traffic Recorder (ATR) data from July 31, 2013 indicated peaks in highway traffic during the two hour periods beginning at 7:00 a.m. and 4:00 p.m. Turning movement counts were collected during those times on August 13 and August 15, 2013 at seven locations along US 160. Existing traffic volumes are presented in Figure 2. Traffic volumes estimated at additional locations based on historic traffic count data provided by La Plata County.

4.1 Existing Traffic Operations

Traffic operations analyses were conducted at all intersections where turning movement counts were collected or estimated. Analyses at unsignalized intersections were carried out using the methods described in the *Highway Capacity Manual 2010 (HCM)* published by the Transportation Research Board of the National Academies. Rather than typical Level-of-Service analyses, Volume-to-Capacity (v/c) ratio was determined in order to maintain compatibility with the *CAP-X – Capacity Analysis for Planning of Junctions (CAP-X)* tool created by FHWA. *CAP-X* is used to evaluate the operations of alternative intersection configurations at a planning level and was applied at intersections where stop-control would not yield acceptable operations.

When using the CAP-X tool, v/c results are reported at the three levels shown in Table 3. These levels can also be correlated to those calculated using the *HCM* in order to qualitatively evaluate operations and determine whether mitigation measures might be needed.

Table 3. v/c Ratios in CAP-X

Intersection v/c	Traffic Operations
v/c ≤0.75	Demand is below intersection capacity
0.75 < v/c < 1.00	Demand approaches intersection capacity
v/c ≥ 1.00	Demand exceeds intersection capacity

For signalized intersections, v/c is reported for the intersection as a whole using *CAP-X*. At unsignalized intersections, v/c for the worst performing movement is reported per the *HCM*. Typically, left-turn or through traffic from the stop-controlled approach performs worst. The results reported in Table 4 indicate that existing traffic demands are well below capacity at all intersections along US 160 in the study area. Calculation output sheets are included in Appendix C.

Table 4. v/c at Existing Intersections

US 160 Intersection	AM Peak Hour	PM Peak Hour
CR 507	*0.03*	*0.09*
Homestead Dr.	*0.03*	*0.09*
Bayfield Pkwy (West)	*0.26*	*0.38*
CR 506	*0.03*	*0.01*
CR 502	*0.11*	*0.04*
CR 501	*0.29*	*0.31*
N. Commerce Dr.	*0.28*	*0.48*
Bayfield Pkwy (East)	*0.14*	*0.17*

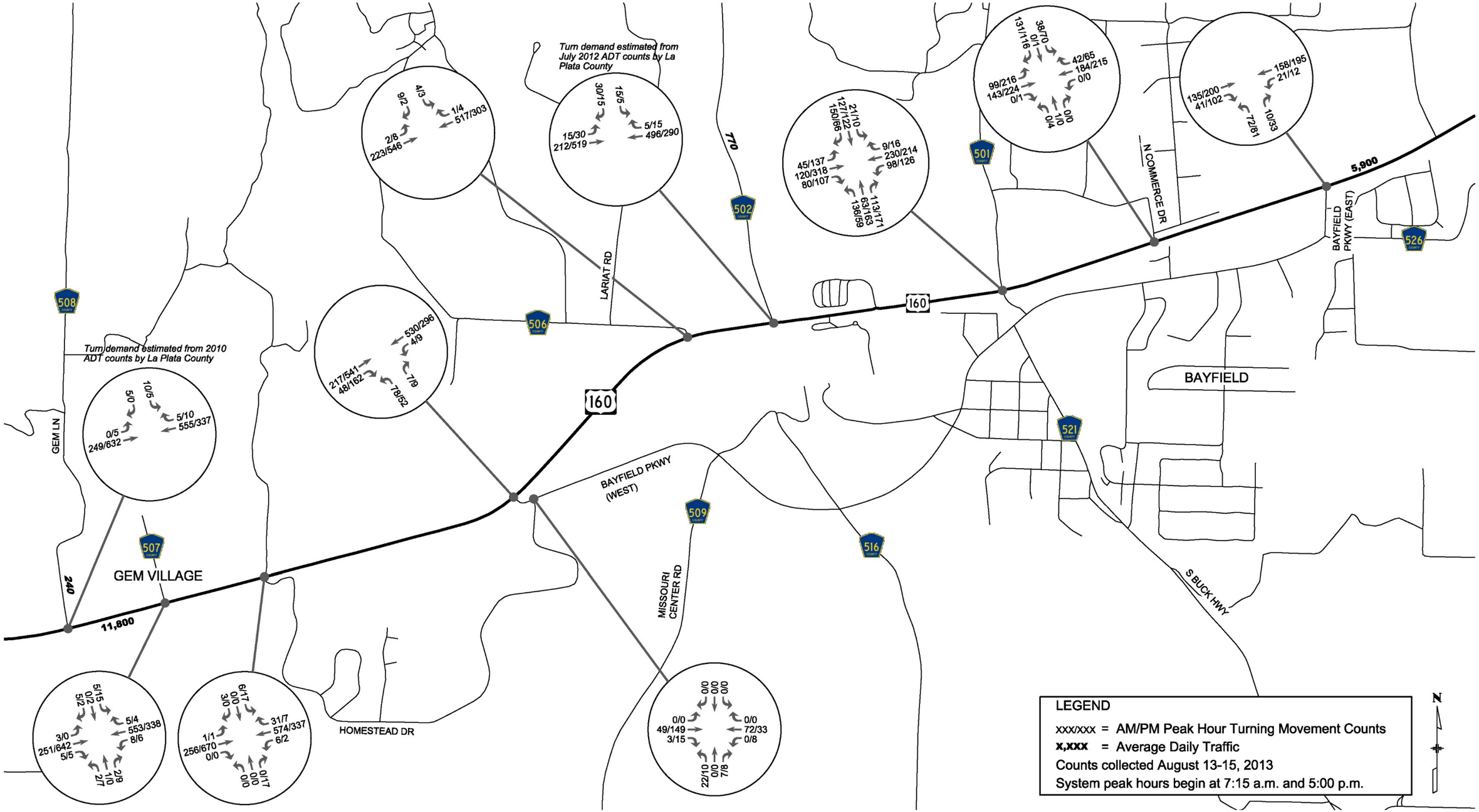


Figure 2. Existing Traffic Volumes

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5.0 Future Traffic Conditions

5.1 Traffic Growth

In the US 160 EIS, future traffic demands were estimated by growing traffic 1.79% per year. Consistent with this growth rate assumption, the CDOT estimate of 20-year growth at ATR 000217 was a factor of 1.43, which equates to 1.80% compounded annually. A straight line analysis of historical data from the ATR shows August Average Daily Traffic (ADT) increasing from 7,700 in 1992 to 10,600 in 2012. This equates to an annual compound growth rate of 1.60%.

To provide consistency with the EIS and current CDOT growth estimates, an annual compound growth rate of 1.80% was applied to 2013 traffic counts to predict future highway traffic volumes. At this rate, 2025 p.m. peak hour traffic demands at the US 160/CR 501 intersection are estimated to be approximately 11% lower than projected in the EIS. At the 2035 design year for this plan, traffic demands at the intersection are forecasted to be 3% greater than the 2025 demands from the EIS.

Daily traffic counts were previously collected by La Plata County on roads in the study area. This data indicates varying growth patterns along the county roads. Using counts between 1991 and 2012, the growth rate on CR 502 was equivalent to 1.45% compounded annually. This historical rate is thought to be reasonably representative of likely growth in the study area and was applied to existing traffic on all county roads.

Since no development plans had been submitted to the Town or County at the time of this traffic forecasting, no specific development within the project area was considered in the projection of future traffic. Localized growth is included in the background traffic projections described above, but it is recognized that development of various magnitude may occur at multiple locations within the corridor. An aggressive local growth scenario focused on the US 160/Bayfield Parkway (West) intersection was analyzed in the 2013 *US 160 Traffic Feasibility Study*. Similar growth projections are not likely to occur across the entire corridor within the 20-year planning horizon.

The resulting 2035 traffic forecast, shown without the implementation of any public street, highway, or access changes, is presented in Figure 3. This same traffic demand relocated to the future roadway network proposed in the ACP, including highway modifications, future public streets, and access restrictions, is presented in Figure 4.

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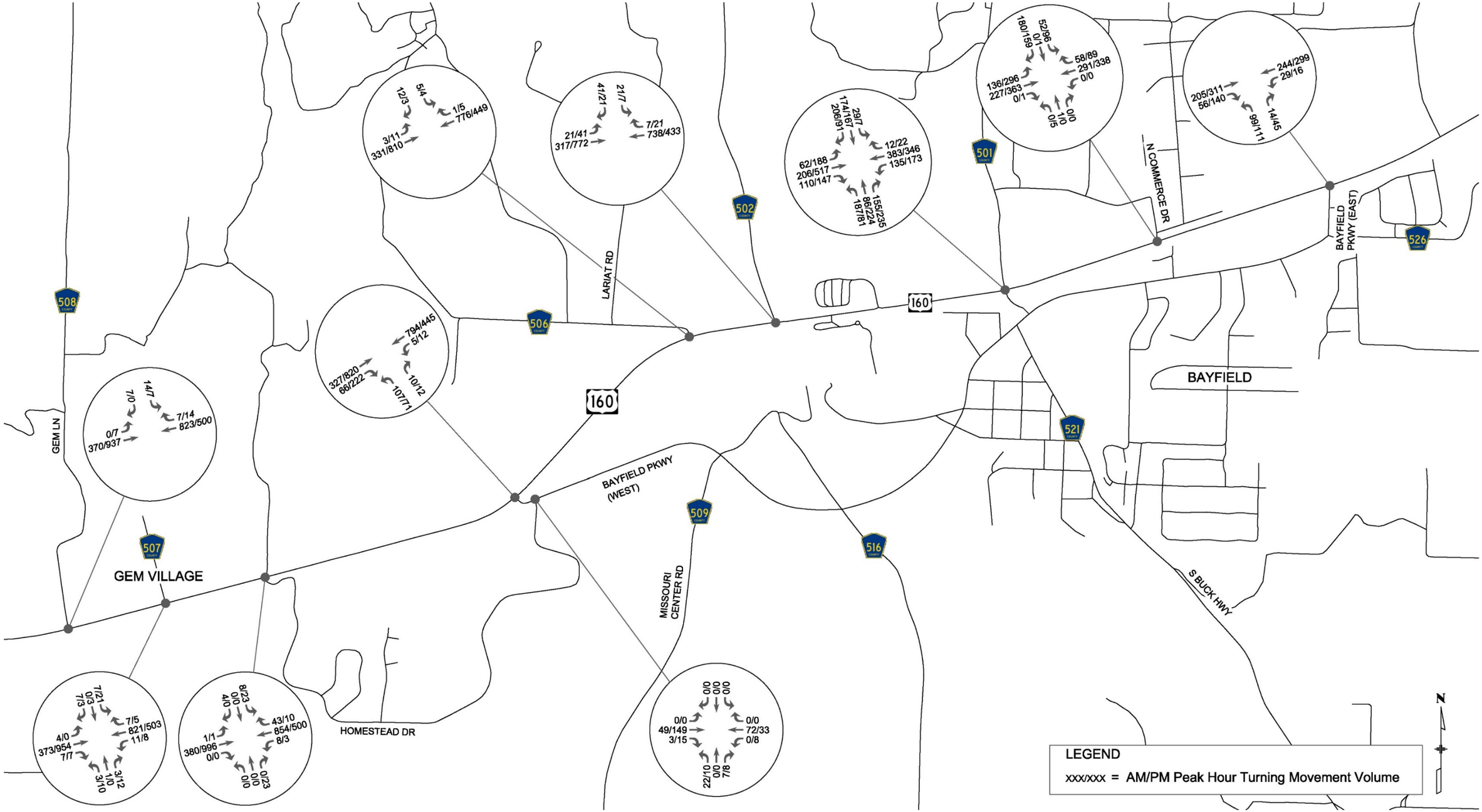

Figure 3. 2035 Traffic with Existing Roadway Network

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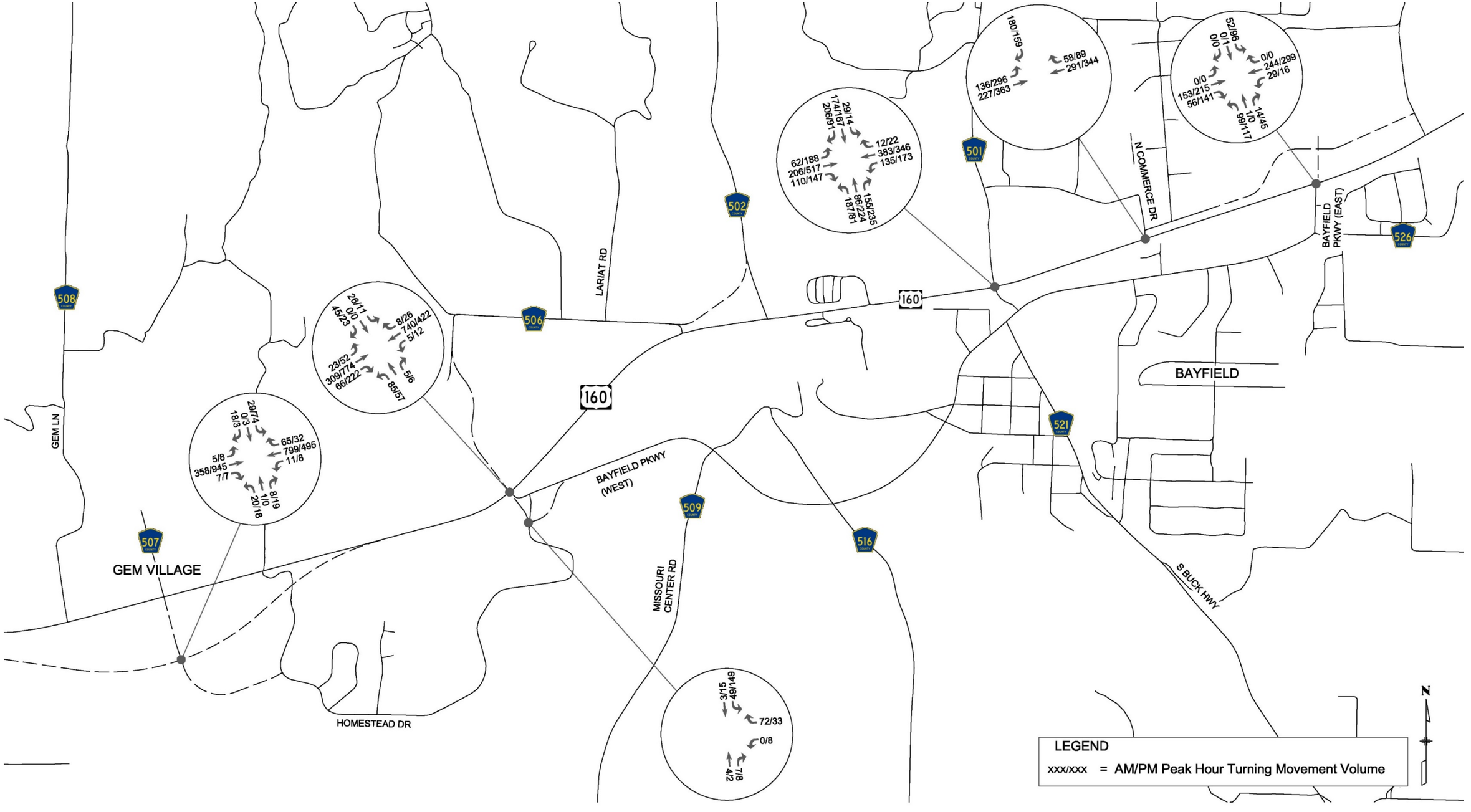

Figure 4. 2035 Traffic with ACP Improvements

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5.2 Future Traffic Operations

Future traffic operations were evaluated for two scenarios using projected traffic volumes in 2035. The first scenario assumes no changes from the existing local street network including access restrictions, additional lanes, and traffic control. The second scenario assumes improvements to the local street network and access restrictions shown in the ACP are implemented. Additional travel lanes called for in the US 160 EIS are also included in this analysis scenario.

Forecasted condition v/c ratios shown in Table 5 reflect the operations of the worst-case movement at unsignalized intersections and the intersection as a whole for signalized intersections. Currently, only the US 160/ CR 501 intersection is signalized. This intersection signalized is assumed to remain while all other intersections operate under stop-control without approaching capacity. Southbound left turns from Commerce Drive are projected to operate at capacity during the afternoon peak hour, but will be mitigated with the ACP improvements by redirecting traffic demand to full-movement intersections. Consolidation of multiple existing access points in Gem Village does raise the v/c at CR 507, however traffic at the relocated intersection is not expected to approach capacity.

Table 5. Future v/c Comparison

US 160 Intersection	With Existing Roadways		With ACP*	
	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour
Gem Ln.	0.07	0.05	N/A	N/A
CR 507	0.08	0.27	0.21	0.44
Homestead Dr./Frontage Rd.	0.08	0.29	N/A	N/A
Bayfield Pkwy (West)	0.63	0.64	0.39	0.44
CR 506	0.05	0.03	N/A	N/A
CR 502	0.23	0.08	N/A	N/A
CR 501	0.46	0.61	0.40	0.44
Commerce Dr.	0.28	1.00	0.23	0.28
Bayfield Pkwy (East)	0.27	0.35	0.20	0.23

*Assumes all ACP, local road, and US 160 improvements are in place

In addition to intersection capacity evaluations, a queuing analysis was conducted at the Commerce Drive intersection to determine if adequate separation from the CR 501 intersection will exist with projected 2035 traffic demands. The intersections are currently separated by approximately 1,930 feet measured from the westbound stop bar at CR 501 to the end of the eastbound median at Commerce Drive. Future demand for the left-in turn movement at Commerce Drive is estimated at 296 vehicles in the afternoon peak hour.

Table 4-5 of the Access Code calls for Expressway category highways to provide left turn lane length sufficient for a taper, deceleration, and vehicle storage. At the posted 45 mile per hour speed, this

equates to approximately 800 feet needed to develop the left turn lane to Commerce Drive. This allows approximately 400 feet between the end of the eastbound acceleration lane from CR 501 and the beginning of the taper for the improved left turn lane at Commerce Drive. This 400-foot separation exceeds the 165-foot perception-reaction distance between intersections recommended in Table 8-3 of the *Access Management Manual*. Sufficient distance therefore exists from CR 501 to allow left turns to Commerce Drive in the 2035 design year.

6.0 ACP Development and Evaluation

Using traffic volume forecasts developed for the study, findings from the 2013 *US 160 Traffic Feasibility Study*, input from the Town, County, and CDOT, comments from the public outreach program; and guidance from the State Highway Access Code, an ACP was developed for the project. This plan considers circulation opportunities via the existing and potential future local street system.

6.1 ACP Development

A compatibility index was developed to provide a logical means for determining whether the ACP meets the established project goals. The index identified a set of evaluation criteria that correspond with each project objective, as listed in Section 1.1. The evaluation was conducted using a simple rating system identifying the ACP's treatment of each objective as favorable, neutral or unfavorable. The ACP compatibility index can be found in Appendix D.

The existing inventory of access points was reviewed with existing parcel and ownership information. This review determined which parcels adjacent to US 160 lacked access to the highway, which parcels had multiple accesses to consider for consolidation, and which parcels had access or potential access to an existing or proposed local road. Future public street connections and access points developed in the 2013 *US 160 Traffic Feasiblility Study* were also accounted for in the development of the plan.

Access solutions were developed by applying access management principles and techniques discussed in Section 2.3. Major full movement intersections were located based on existing traffic volumes, Town planning documents, anticipated growth patterns, and analysis of functional intersection areas. Functional intersection area was analyzed using American Association of State Highway and Transportation Officials (AASHTO) guidance on deceleration and taper lengths and existing speed limits to provide proposed improvements that will meet current design standards.

Access for parcels located between major intersections was either limited (right-in/right-out or ¾ movement) or provided via a local road. In cases where multiple access points serve a single ownership, access was reduced to one per ownership. Shared access between parcels was maintained to the extent feasible.

The draft ACP was presented at multiple public open houses. Attendees consisted of corridor stakeholders, including property owners, tenants, potential developers and the general public. Improvements incorporated into the ACP based on public comments include a new connection to the future US 160 alignment with CR 507 instead of Homestead Drive along with modifications to conditions at specific access points.

6.2 Evaluation Results

The ACP was evaluated using the compatibility index described above. The results of the evaluation, by objective, are listed in Table 6. Overall, the ACP rates favorably by improving upon the "no ACP" alternative for nine of the criteria evaluated. ACP adoption by the three entities (Town of Bayfield, La Plata County, and CDOT) is recommended as well as creation of an IGA. Adoption by CDOT is also recommended. Details of the ACP evaluation can be found in Appendix D. A graphical representation of the ACP is shown in Section 7.1.

Table 6. Evaluation Compatibility Summary

Project Goal	**Evaluation Criteria**	**Rating**
Provide effective through travel for traffic on US 160	Highway LOS	Favorable
	Number of Access Points	Favorable
Provide safe and effective access to and from US 160 for businesses, residents, and emergency responders	Intersection Sight Distance	Favorable
	Intersection v/c	Favorable
	Conformance with State Highway Access Code Auxiliary Lane Requirements	Neutral
	Out of Direction Travel Distance	Unfavorable
	Intersection Crash Risk	Favorable
Maintain compatibility with existing and proposed off-highway circulation routes	Local Route Connectivity	Unfavorable
	Serviceability of Local Routes to Developments and Properties within the Study Area	Favorable
Provide a plan that can be implemented in phases	Funding Opportunities	Neutral
	Phasing Opportunities	Favorable
Support the economic viability of the project area	Business Access	Neutral
Maintain compatibility with the intent of previous planning efforts	Compatibility with Local Planning	Favorable
	Compatibility with the US 160 EIS	Neutral
Provide a plan that is consistent with local intersection priorities	Compatibility with the improvement priorities of Town and County staff	Favorable
Endeavor to provide a plan that is adoptable by all entities	Physical Constraints	Neutral
	Support from Town Board and County Commission	Favorable

7.0 Plan Recommendations

This section presents details of the recommended ACP for US 160. The ACP has been developed with considerable participation from the Town of Bayfield, CDOT, La Plata County, and the public. After evaluating both existing and future conditions, the ACP defines each access configuration in the future. In general, the ACP limits full movement access to major intersections. Access for parcels between major intersections is either limited or relocated to an alternate route/cross street. In addition, highway access is generally reduced to one location per ownership. Where feasible, access is shared between adjacent properties. ¾ movement intersections are identified at key access points where providing the left-turn movement from the highway improves circulation.

Traffic control measures that may be used to achieve proposed conditions include dividing the highway with unpaved or raised medians, driveway channelizing islands at limited access points, directional median openings at ¾ movement access points, signage and striping. To avoid turn movement violations and potential enforcement issues, construction of physical access control measures is recommended to divide the highway, potentially as part of construction of the US 160 EIS improvements. Prior to those improvements, turning movement restrictions may occur as dictated by traffic safety or operational circumstances at each access point.

The narratives in this section are intended to serve as a summary of the key features of the ACP while figures provide a graphical representation. A detailed explanation of the control measures for each access in the study area is presented in the ACP Table, Exhibit A of the IGA. Reference the exhibits in Appendix E for specific access configurations and conditions.

Recognizing that this plan is a long-term planning document and not a detailed engineering design, reference point designations are intended to be approximate. As more detailed information is available, these designations may be modified (generally within 0.05 miles of the specified reference point designation) without formal amendment of the ACP.

7.1 ACP

Key features of the ACP are summarized below and illustrated in Figure 5a through Figure 5e. Auxiliary lanes shall be provided at access points as prescribed by the State Highway Access Code. Full movement intersections with potential for future signalization have been identified in the ACP; however, traffic control treatments will be evaluated on a case-by-case basis as future conditions warrant. Potential traffic control may include stop signs, traffic signals, interchanges, or others recognized by the *Manual on Uniform Traffic Control Devices for Streets and Highways* (MUTCD) published by FHWA. Traffic signals may be implemented at intersection only if warranted per current MUTCD standards and when funding is available. Once a signal is warranted and until such time as it is constructed, movements may be restricted if operational or safety issues develop.

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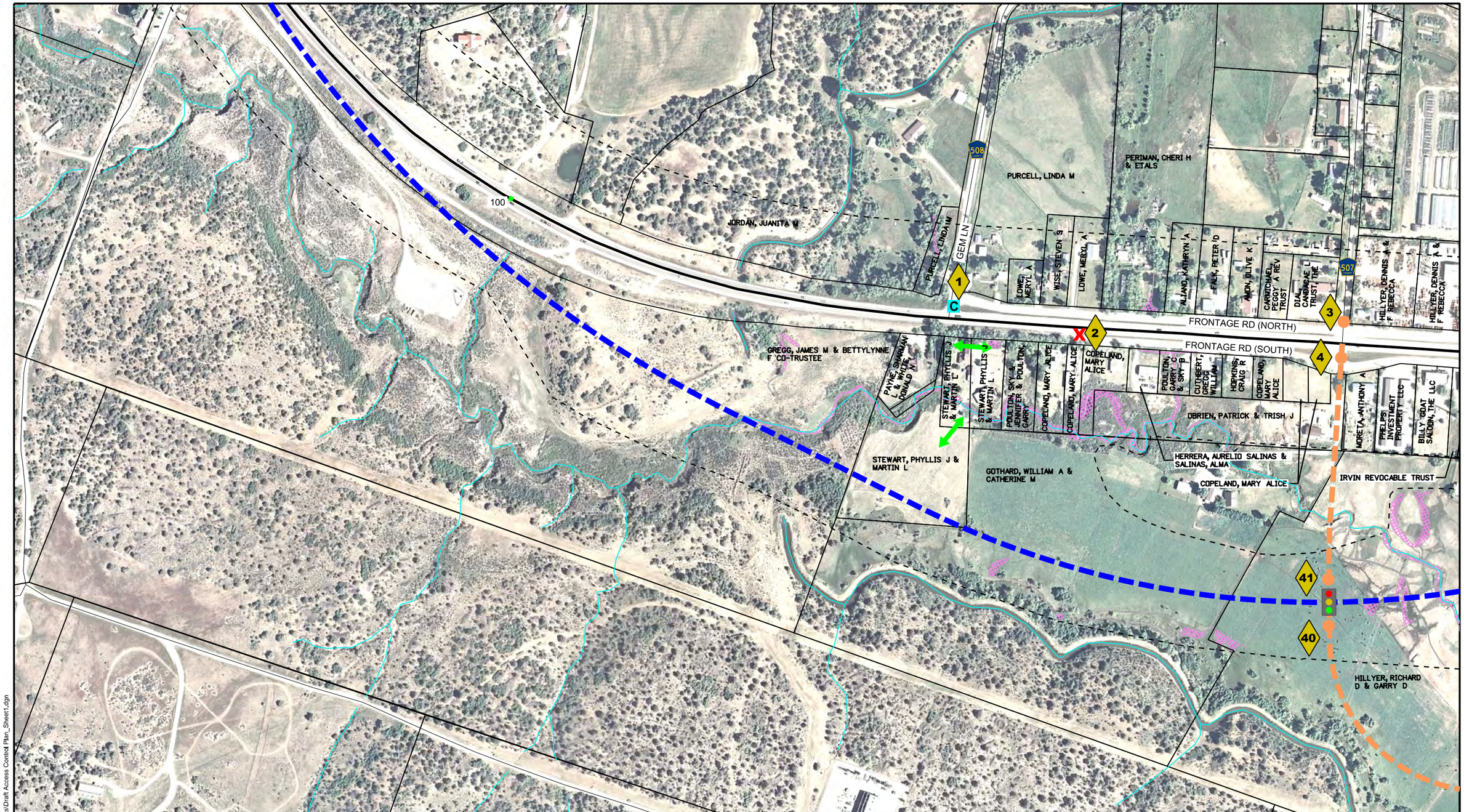

LEGEND:

- Access Point
- Full Movement
- C Conditional
- Potential Signal
- Existing Signal
- Right-In, Right-Out
- 3/4 Movement Left-In
- X Access closed with change in land use or alternative connection
- Cross Access for Shared Access Point
- Cross Access by Common Ownership
- Milepost
- Future US 160 EIS Alignment
- Future Public Street (Conceptual Alignment)
- Town Limits
- US 160 EIS Wetland Survey Limits
- Documented Wetland
- Potential Wetland Area

N

0' 150' 300'

FIGURE 5
US 160 ACCESS EXHIBIT
1 OF 5

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FRONTAGE RD (NORTH)
FRONTAGE RD (SOUTH)
101
BAYFIELD PKWY (WEST)
HOMESTEAD DR
HILLYER, DENNIS A & REBECCA F
HILLYER, DENNIS A & REBECCA
HILLYER, RICHARD D & CARRY D
COOK, CASEY & CAROLYN
GEN VILLAGE LLC
WARD, EDWARD C
LAKE PROPERTY HOLDINGS LLC
DAMTECH HOLDINGS LLC
567715200807 SMITH, CALVIN L & CECELIA E TRUSTEES
567715200111 PERKINS, JAMES B & GWEN B
567715200021 BEAVER, PHYLLIS A
567710300800 PEEPLES, PEYTON PAUL & DIANNE M
567710400033 PEEPLES, PEYTON PAUL & DIANNE M
567710400034 PEEPLES, PEYTON PAUL & DIANNE M
PEEPLES, PEYTON PAUL & DIANNE M 567710400801
SELPHS CATTLE COMPANY INC
DEXTER, RICHARD M & LINDA DEE
DEXTER, RICHARD M & LINDA DEE
HIEBCO, LLC
HIEBCO, LLC
HERTEL, ROGER J & JOAN
HOMESTEAD TRAILS PROPERTY OWNERS ASSOCIA
567715201800 HOMESTEAD TRAILS PROPERTY OWNERS ASSOCIA
567715202801 HOMESTEAD AT BAYFIELD LLC, THE
567715202800 HOMESTEAD AT BAYFIELD LLC, THE
567710400803 HOMESTEAD AT BAYFIELD LLC, THE
567715100082 TUCKER, DON
HOMESTEAD AT BAYFIELD LLC, THE
567710400002 CLEVER, PAULINE M

LEGEND:

- Access Point
- Full Movement
- C Conditional
- Potential Signal
- Existing Signal
- Right-In, Right-Out
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0' 150' 300'

FIGURE 5
US 160 ACCESS EXHIBIT
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MARTIN, CARROL J & JOANNE B

PARRISH, JAMES L & VICKY G

567711200005
BURSEY, LYNNE T TRUSTEE & GOODLOE, HELEN

FUTURE GRADE SEPARATION
(ALIGNMENT TO BE DETERMINED)

567711200053
RIVERSIDE RV LLC

567710400044
SIVERS, ROBERT R

MARTIN, ROBERT & DENISE L

567711300800
GRUSH, KEVIN R & TERRY S & TROUT, CAROL

567710400018
CASPER, CHARLES C & SHIRLEY A

TRI STATE GENERATION &

HUBBLE-TAFOYA, JANE O &

BAYFIELD PKWY (WEST)

WALLACE, BRUCE B

567711300105
BAYFIELD, TOWN OF

BROWN, WARREN JOE & NAOMI JEAN

WALLCO LLC

506 502 509 509 102

18 19 20 21 22 23 24 25

LEGEND:

- Access Point
- Full Movement
- C Conditional
- Potential Signal
- Existing Signal
- Right-In, Right-Out
- 3/4 Movement Left-In
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- Cross Access for Shared Access Point
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- Potential Wetland Area

N

0' 150' 300'

FIGURE 5
US 160 ACCESS EXHIBIT
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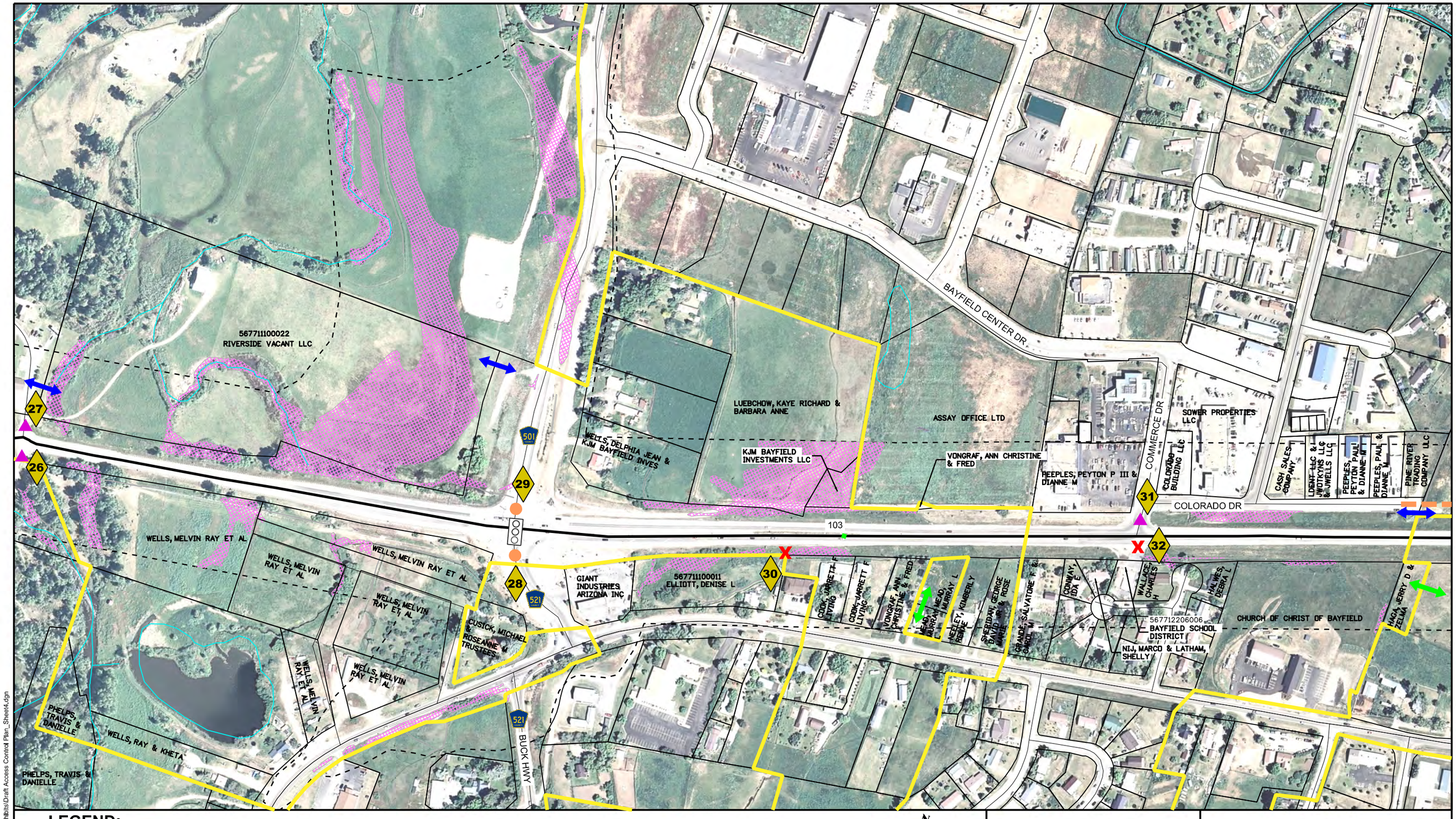

LEGEND:

- Access Point
- Full Movement
- C Conditional
- Potential Signal
- Existing Signal
- Right-In, Right-Out
- 3/4 Movement Left-In
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- Documented Wetland
- Potential Wetland Area

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0' 150' 300'

FIGURE 5
US 160 ACCESS EXHIBIT
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567701300016
BAYFIELD SCHOOL DISTRICT

FUTURE PUBLIC STREET
(ALIGNMENT TO BE DETERMINED)

567712200029
SOUTH-WESTERN FOODS INC

567701400017
KOINONIA PROPERTIES LLC

567701400020
GOFF, HARRY L & MERLENE E

567712200004
PEEPLES REAL ESTATE INVESTMENTS LLLP

567712200028
LEE W PROPERTIES LLC

104

35

33

37

39

C

38

34

36

PESTER MARKETING COMPANY

CINNAMON HEIGHTS HOMEOWNERS ASSOC INC

BAYFIELD RENTALS LLC

LORENZ, RICK

VALENCIA, TRAVIS

VACANT, THOMAS J & VICKI J

VAGNEUR, DONNY & LESLIE

567712115010
YARINA, DAVID P & BRENDA A

KIRKPATRICK, TRAVIS & CARRIE

MAXEY, ELDEN G & REBA C REVOCABLE TRUST

BEATY, JOHN & DAVYLOU A

GAVRY, WALTER N

HOLLEY, EDWIN & HEIDI

567712200007
HAGA, JERRY D & ZELMA

BAYFIELD PKWY (EAST)

526

LEGEND:

- Access Point
- Full Movement
- C Conditional
- Potential Signal
- Existing Signal
- Right-In, Right-Out
- 3/4 Movement Left-In
- X Access closed with change in land use or alternative connection
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- Documented Wetland
- Potential Wetland Area

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FIGURE 5
US 160 ACCESS EXHIBIT
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7.1.1 County Road 507

At the current US 160 alignment, full movement to and from CR 507 will be maintained, potential for future signalization does not exist given the limited distance between the highway and frontage roads. If an operational or safety issue develops prior to realignment of US 160, turn movement restrictions may be required to mitigate those issues. Existing accesses west of CR 507 will be restricted to Right-In, Right-Out or closed and those immediately to the east will be restricted to ¾ access in order to allow for heavy vehicle circulation.

With realignment of US 160 to the south of Gem Village, CR 507 will be extended to provide a new full-movement intersection. At the realigned highway, the intersection with CR 507 does have the potential for signalization when warranted under current MUTCD standards. This new intersection also allows for a potential local street connection from the extended CR 507 to Homestead Drive. Upon realignment of US 160, the existing highway could become a locally managed roadway with different access requirements.

7.1.2 Bayfield Parkway (West)

Full-movement access will be maintained on both the north and south sides of US 160 at the existing Bayfield Parkway (West) intersection. A future public street connection to CR 506 is anticipated on the north side of the intersection and was evaluated at a conceptual level in the 2013 *US 160 Traffic Feasibility Study*. As noted in that study, existing intersection geometry is not suitable for signalization. In order for signalization at the intersection to occur, Bayfield Parkway (West) must be realigned to provide adequate queue storage. While a concept for the Bayfield Parkway (West) realignment to Homestead Drive was identified as feasible, a more detailed engineering study will be required to determine precise requirements and design constraints. If safety or operational issues develop at the US 160 intersection prior to realignment of Bayfield Parkway (West), turning movement restrictions may be implemented to mitigate those issues. Signalization of the intersection will not occur unless warranted under current MUTCD standards.

7.1.3 Commerce Drive

On the north side of US 160, Commerce Drive will be restricted to ¾ access when secondary roadways provide a connection to the full-movement Bayfield Parkway (East) intersection with the highway. Alternatively, if US 160 is improved to a divided highway section prior to construction of the secondary roadway connection, access will be restricted and eastbound traffic from Commerce Drive will access US 160 at CR 501. The restriction of movements at Commerce Drive reduces conflict points, which is conventionally understood to reduce the opportunity for crashes. Particularly, the elimination of the more difficult crossing movements has the potential to reduce both crash frequency and severity. In the case that a safety or operational issue at the Commerce Drive intersection with US 160 develops prior to either of those improvements, access additional restrictions may be required to mitigate the issue.

On the south side of US 160 opposite Commerce Drive is a driveway serving the commercial property currently owned by the Bayfield School District and operated by the Pine River Trading Company. Access to this driveway will be restricted to Right-In, Right-Out when a safety or operational issue develops at the driveway or may be restricted when Commerce Drive access is restricted to ¾ access, as described above. If ownership of the property changes, the current land use on the property is

expanded, or enlarged, highway access will be closed and the property will access the local street system at E. Pony Lane only.

7.1.4 Bayfield Parkway (East)

On the south side of US 160, Bayfield Parkway (East) will remain a full-movement access. North of the highway, full-movement access will be provided to a future public street that will ultimately connect to the rest of the local street network. Future local streets shown in the ACP are conceptual only and will require further engineering study to determine alignments and ultimate connectivity to the roadway network. This intersection does have the potential for signalization when warranted under current MUTCD standards; however, if an operational or safety issue develops prior the satisfaction of signal warrants, turn movement restrictions may be required to mitigate those issues.

Access Control Lines, also referred to as “A-lines,” run the length of US 160 through this corridor and restrict access to specific locations. An opening in the A-line for the purpose of access is referred to as a “deeded access opening.” The width of the A-line opening provides CDOT with guidance on the level and type of land use potentially allowed by the State. Properties that have an access to their property other than the highway are generally not allowed direct access to the highway even if an A-line opening exists.

Currently, there is not an A-line opening at the proposed Bayfield Parkway (East) north leg access, although an opening at this location is inferred in this ACP. In order to open the A-line for a future public street at this location, the local jurisdiction and/or property owner must submit an application for an A-line opening to CDOT. CDOT in turn must receive approval from FHWA. Section 7.2.11 of the CDOT Right-Of-Way Manual identifies the steps involved for this request. While the IGA and the ACP may be used in support, the application must demonstrate that the opening of the A-line provides "improved highway design, operation and public safety, long term benefits to the highway and necessary highway Right of Way for future highway reconstruction." The ACP identifies new off-system streets and connectivity to help achieve these goals.

7.2 Other Recommended Improvements

In support of the recommended ACP, development of a local street network that serves the areas north of US 160 at Bayfield Parkway (West) and Bayfield Parkway (East) is recommended. At the western location, the local street system should provide a continuous connection from US 160 to CR 506 and ultimately on to CR 502. At the eastern location, the local street system should provide a connection from the commercial area of Bayfield focused at Commerce Drive to the highway. Connections to the north serving existing residential use and future development closer to the highway are also desirable. New connections to the existing private road to the east should also be considered as part of the roadway planning.

8.0 Implementation

The improvements recommended in the Access Study represent a long-range plan that will be implemented in phases as changes and growth occur. Construction of the recommended improvements may be completed using public and/or private funding. Portions of the plan will be implemented based on the following triggers:

1. A property develops, redevelops, or changes use, resulting in a change in traffic operations or safety. In this case, limited improvements at the specific access point may be required by CDOT. As part of the Town or County's development review process, additional transportation improvements may also be necessary to address specific traffic-related impacts created by the development. These improvements will be compatible with the ACP. If a property does not redevelop, the property owner will not be required to construct access modifications. (Private Funding)

2. The Town and/or County obtain funding to complete improvements to a segment of the US 160 corridor or a local route. (Public Funding)

3. State and/or Federal Funds are obtained to complete improvements to a segment of the US 160 corridor as identified in the Statewide Transportation Improvement Program (STIP) and the US 160 EIS. (Public Funding)

4. A safety or operational issue develops that can be mitigated through the implementation of access management techniques consistent with the ACP. Depending on the extent and type of safety or operational issue, improvements may address a segment of the US 160 corridor, a local route, or may be limited to an isolated location or access point. Public funding from any combination of agencies may be obtained to construct improvements. (Public Funding)

5. Any combination of 1, 2, 3, or 4.

Under case 1, a property owner must follow the access permit process as defined by Section 2 of the *State of Colorado State Highway Access Code, latest edition*. CDOT will remain the issuing authority for US 160. In short, the process requires owners to submit an application for an access permit when developing, redeveloping, or changing the use of their property. Once the access permit is issued, construction plans for permitted improvements must be developed and submitted to CDOT for review. A Notice to Proceed will be issued following acceptance of the Construction Documents by CDOT, thereby allowing the applicant to proceed with construction. As determined by the CDOT Permit Unit, access permits may allow for construction of interim conditions and define requirements for future conditions that match the ACP depending upon individual circumstances specific to each permit.

Under case 2, the Town and/or County may obtain funds either through local government budgeting, grants, or other funding sources. Once funding is available, the Town and/or County will work through the CDOT planning process to develop a highway improvement project. The project will follow the process and procedures for design, construction, and management detailed in CDOT's *Local Agency Manual*. If a Town/County project is developed off of the State Highway System, such as completion of an alternate local route not intersecting with US 160, CDOT will not be involved in the project. The Town and/or County will administer the project according to their own standards and procedures.

Under case 3, a project receiving State and/or Federal funds must be identified in the STIP. In Colorado, six years of transportation projects and their funding sources must be identified in the STIP. The STIP is updated every four years through a continuing, comprehensive and cooperative process involving the CDOT, FHWA, Federal Transit Administration, Metropolitan Planning Organizations, Transportation Planning Regions, County and local governments.

Under case 4, any agency may identify a safety or operational issue along the corridor through a crash pattern analysis, documented complaints, direct observation or other manner. A single agency or partnership of agencies may obtain funding to implement access management techniques that are consistent with the ACP and specifically address the issue. Depending on the project's lead agency, administration occurs through the local agency process as described in case 2 or through CDOT's process as described in case 3.

Detailed engineering drawings of exact roadway alignments and access improvements will be required as project funding is identified. Details related to storm drainage, utilities, landscaping, environmental issues, pedestrian/bicycle facilities, roadway sections, and other topographic features will be considered during this design process. Environmental evaluations and permitting appropriate to the size, type, and funding of the project will be completed as part of the design phase.

To provide for continued commitment to the access modifications recommended by this study, it is recommended that the City, County, and CDOT adopt an ACP. The ACP identifies access locations and levels of access by reference point for US 160, within the project limits. In addition, the ACP is considered in future local transportation and land use planning efforts that may involve US 160.

In order to formalize an ACP, an IGA must be developed and adopted by CDOT, the Town of Bayfield and La Plata County. An ACP Table that specifically defines proposed conditions for individual access points will serve as Exhibit A to the IGA. A map showing the location of each access point along with off-highway roadways will serve as Exhibit B. In recognition of the plan's long-range nature and the potential for conditions to change over time, a critical element of the IGA is the definition of a process for plan modifications. Exhibit C to the IGA defines this process, which requires mutual agreement of the IGA parties on modifications to the plan. For the US 160 corridor, the process for administration of the plan shall be as described in the *State of Colorado State Highway Access Code, latest edition.* The IGA with exhibits is presented in Appendix E.