RESOLUTION NO. 21-2026

A RESOLUTION OF THE CITY OF CLINTON, MISSOURI, ESTABLISHING AN ACCESS MANAGEMENT POLICY TO IMPROVE ROADWAY SAFETY AND TRAFFIC FLOW ON CITY-MANAGED STREETS.

WHEREAS, the City of Clinton has completed the Clinton Safety Action Plan (SAP) through the U.S. Department of Transportation's Safe Streets and Roads for All (SS4A) program; and

WHEREAS, the Clinton Safety Action Plan identifies priority strategies, policies, and projects to reduce fatalities and serious injuries on City streets and establishes a framework for data driven and coordinated transportation decision making; and

WHEREAS, Chapter 5 of the Safety Action Plan recommends a set of Transportation Policy and Process improvements to strengthen safety, connectivity, and multimodal mobility while aligning the City's practices with local and regional planning efforts; and

WHEREAS, Resolution No. 29-2025 established the Clinton Transportation Policy, calling for the development of an Access Management Policy.

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND CITY COUNCIL OF THE CITY OF CLINTON, MISSOURI, AS FOLLOWS:

Section 1. The Access Management Policy (Attachment A) is hereby approved.

Section 2. Clinton City Codes retain primacy over Access Management Policy guidelines.

Read and passed this 20th day of October, 2026.

Carla Moberly

Carla Moberly, Mayor

ATTEST

Wendee Seaton

Wendee Seaton, City Clerk

THE CITY OF CLINTON MISSOURI
GREAT PEOPLE, BY NATURE

Access Management Policy

City of Clinton, Missouri

> "An effective access management program can reduce crashes as much as 50 percent, increase roadway capacity by 23 to 45 percent, and reduce travel time and delay as much as 40 to 60 percent."
> — *National Highway Institute*

Introduction

The purpose of the **City of Clinton Access Management Policy** is to ensure safe, efficient, and convenient access for all users while preserving the function, capacity, and safety of arterial, collector, and residential streets. This policy aims to balance mobility, accessibility, and safety. This policy incorporates specific requirements for roadway spacing, driveway spacing, corner clearance, sight triangles, and access classifications to promote safety, reduce conflicts, and accommodate the needs of the City of Clinton.

Goals & Objectives

1. **Safety**: Reduce the likelihood of crashes by minimizing conflict points and improving the design of access points.
2. **Efficiency**: Enhance roadway capacity and traffic flow by managing access points and reducing congestion.
3. **Economic Support**: Provide safe and efficient access to businesses, tourism destinations, and other key locations to support Clinton's economic vitality.
4. **Community Livability**: Integrate access management with pedestrian and multimodal transportation needs to improve quality of life.
5. **Preservation**: Protect the public investment in the city's transportation infrastructure by maintaining the functional performance of roadways over the long term.

Glossary

Acceleration Lane– A speed change lane that enables a vehicle entering a roadway to increase its speed to a rate at which it can safely merge with through traffic.

Access– The ability to enter or leave a public street from or at an adjacent driveway or another public street.

Access Management– The control of driveways and intersections to maintain safety at a roadway's full traffic carrying capacity.

Annual Average Daily Traffic (AADT)– The annual average two-way daily traffic volume. It represents the total annual traffic on a road per year, divided by 365.

Arterial– A street or highway intended primarily for through traffic and where access is carefully controlled.

Backage Road–A local street or road running parallel to an arterial for service to abutting properties and for controlling access to the arterial which provides land access to the rear lot line of the property. Arterial frontage becomes the rear lot and buildings front on the backage road. (See also service roads and frontage roads).

Collector Street– Roads intended to move traffic from local roads to secondary arterials.

Conflict– A traffic-related event that causes evasive action by a driver to avoid collision with another vehicle.

Conflict Point– Any point where the paths of two through or turning vehicles diverge, merge, or cross.

Congestion–See traffic congestion.

Controlled Access Highways– Highways that serve through traffic, have very few access points, and may prohibit direct access from the highway to abutting land.

Corner Clearance– The minimum dimension, measured parallel to a street or highway, between the curb, pavement or shoulder lines of an intersecting Street or highway and the nearest edge of a driveway.

Corner Lot– A single lot with frontage on a road and an intersecting road.

Cross Access– A service drive providing vehicular access between two or more continuous sites, so the driver need not enter the public street system.

Cul-de-sac– A dead-end road with a circular or T-shaped turnaround at the end, usually built to serve a small subdivision.

Deceleration Lane– A speed-change lane that enables a vehicle to leave the through traffic lane at a speed equal to or slightly less than the speed of traffic in the through lane, then to decelerate to a stop or make a slow speed turn.

Driveway– An entrance used by vehicular traffic to access property abutting a public street. As used in this handbook, the term includes private residential driveways as well as commercial and other non-residential driveways.

- Low Volume Driveways: Driveways with a traffic volume of less than 500 vehicle trips per day and less than 50 vehicle trips per peak hour.
- Medium Volume Driveways: Driveways with a traffic volume of 500 to less than 1500 vehicles trips per day and 50 to less than 150 vehicle trips per peak hour.
- High Volume Driveways: Driveways with a traffic volume of 1500 or more vehicle trips per day and 150 or more vehicle trips per peak hour.

Design Hour Volume– The hourly traffic volume used to evaluate or design a public street or driveway.

Driveway Width– The narrowest width of the driveway, measured parallel to the public street right-of way.

Easement– A grant of one or more property rights by a property owner to or for use by the public, or another person or entity.

Frontage– The width of a single lot, measured parallel to the right-of-way.

Frontage Road– A public or private drive that generally parallels a public street between the right-of way and the front building setback time. The frontage road provides access to private properties while separating them from the arterial street (see also service roads and backage roads).

Functional Area (Intersection)– That 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 driveway connection spacing standards.

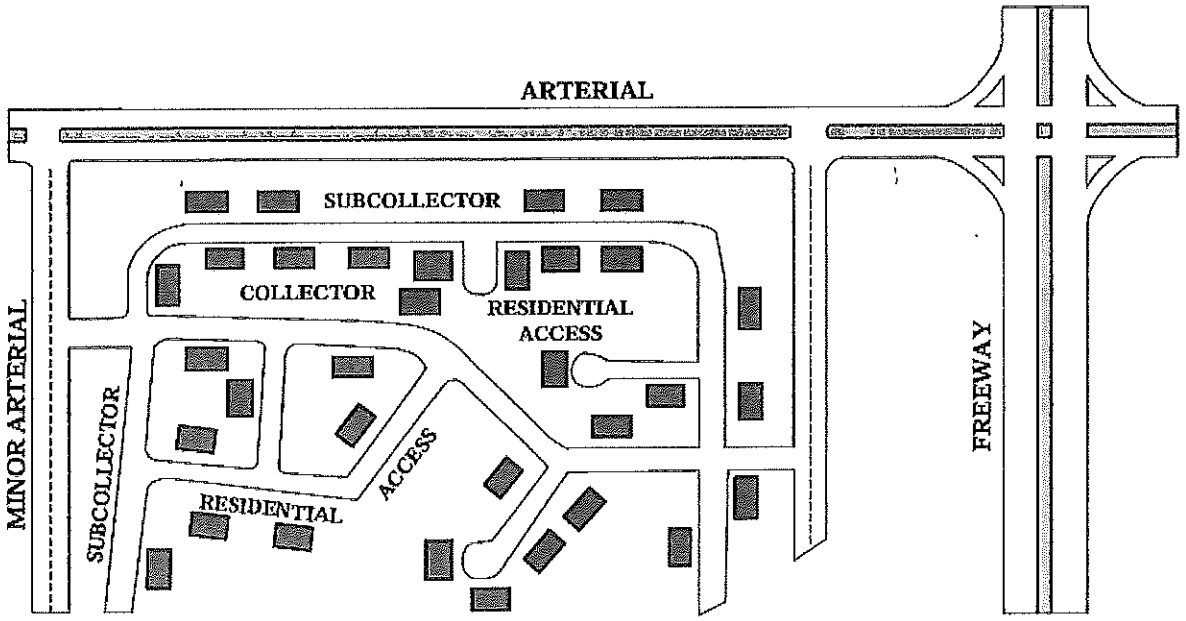
Functional Classification– A system used to group public streets into classes according to their purpose in moving vehicles and providing access; it includes design and operational standards.

Functional Integrity– The principle that the highest speed and highest capacity roads should be reserved for longer distance and higher speed travel.

Highway Capacity– The maximum number of vehicles that a highway can handle during a specific amount of time at a given level of service.

Highway System– All public highways and streets in the City of Clinton. These include controlled access highways, arterials, collector streets, and local streets (**Figure 1**).

Figure 1—The highway system



Joint Access (or Shared Access)–A driveway connecting two or more continuous sites to the public street system.

Lane– The portion of a street for the movement of a single line of vehicles, not including the gutter or shoulder.

Level of Service– The description of traffic conditions along a given street or at a particular intersection. The level of service ranges from "**A**," which is the best, to "**F**," which is the worst. It reflects factors such as speed, travel time, freedom to maneuver, traffic interruptions, and delays.

Local Street– A road whose primary purpose is to provide direct access to abutting properties and to roads of higher functional classification.

Peak Hour Traffic– The highest number of vehicles passing over a section of a lane or street during any 60 consecutive minutes. Typically, there is a peak hour condition in the a.m. and a peak hour condition in the p.m. for which a roadway or intersection is analyzed for capacity and level of service.

Right-of-Way– Land reserved, used, or slated for use for a highway, street, alley, walkway, drainage facility, or other public purposes.

Service Road (Frontage Road, Backage Road)– A public or private street or road, auxiliary to and normally located parallel to a controlled access facility, that maintains local road continuity and provides access to parcels adjacent to the controlled access facility.

Shared Driveway–A single driveway serving two or more lots. A shared driveway may cross a lot line or be on the lot line, and the owners may have an easement for the shared use.

Side Friction– Driver delays and conflicts caused by vehicles entering and exiting driveways.

Storage Length– The additional lane footage added to a turning lane to hold the maximum number of vehicles likely during a peak period so as not to interfere with through travel lanes.

Strip Development– A linear pattern of roadside development. It commonly includes residential and/or commercial development. Typically, no frontage roads are available to reduce the number of driveways that intersect with the arterials.

Subdivision– Any tract of land that is developed by division into a lot or lots along an existing or proposed street, highway, easement, or right-of-way.

Thoroughfare Plan Map– A map that depicts all roadways contained on the long-range traffic circulation map and identifies the right-of-way widths for each roadway. The thoroughfare plan map is the official listing of rights-of-way to be reserved.

Traffic Congestion– A condition resulting from more vehicles trying to use a given street during a specific period of time than the road can accommodate with acceptable levels of delay or inconvenience.

Traffic Impact Study– A report initiated in response to a proposed development that compares the anticipated roadway conditions with and without the development. The report may include an analysis of mitigation measures.

Trip Generation– The estimated volume of traffic going to and from a particular location.

Turn Radius– The radius of an arc that approximates the turning path of a vehicle.

Uncontrolled Access– The unlimited number, spacing, and/or unstandardized design of driveways onto a street or road.

Vehicle Trip– The vehicle moving from an origin point to a destination point.

Volume Warrants– The conditions under which traffic management techniques, such as a left-turn or a right-turn lane, are justified. For example, the need for a left-turn lane will vary according to the volumes of advancing and opposing traffic, and the percentages of traffic turning left.

Driveway Access Location & Design Policy

1. General

a) It shall be unlawful for any person to cut, break, or remove any curb along a street except as herein authorized.

b) It shall be unlawful for any person to construct, alter, or extend, or permit or cause to be constructed, altered, or extend any driveway approach which can be used only as a parking space or area between the curb and private property.

c) This section shall be deemed to be supplemental to other sections regulating the use of public property, and in case of conflict, this section shall govern.

d) Adequate sight distance shall be provided for a passenger motor vehicle making a left or right turn exiting from a driveway. This determination shall be made by the City of Clinton's Community Development Director, or designee.

e) The specifications and guidelines set forth in this ordinance are to be applied to all streets and properties that abut these streets within the city, unless otherwise indicated.

f) As determined by the Community Development Director, or designee, engineering judgment shall override the recommended dimensions set forth in this policy, if warranted by specific traffic conditions.

2. Location of Driveway Access

a) In deciding as to the location of driveway access, the Community Development Director, or designee, shall consider:

- The characteristics of the proposed land use.
- The existing traffic flow conditions and the future traffic demand anticipated for the development and the adjacent street system.
- The sight distance requirements;
- The location of the property.
- The size of the property.
- The orientation of structures on the site.
- The number of driveways needed to accommodate anticipated traffic.
- The number and location of driveways on existing adjacent and opposite properties.
- The location and carrying capacity of intersections.
- The proper geometric design of driveways.
- The spacing between opposite and adjacent driveways.
- The internal circulation between driveways; and,
- The speed of the adjacent roadway.

b) Driveway access to arterials shall not be permitted for parking or loading areas that require backing maneuvers in a public street right-of-way. Driveway access to collector streets for commercial or multifamily developments shall not be permitted for parking or loading areas that require backing maneuvers in a public street right-of-way.

c) One curb cut shall be allowed for access to single family and duplex residential tracts. More than one curb cut may be allowed upon approval by the Community Development Director, or designee.

d) For corner tracts, access to residential tracts shall be provided from the lesser classification street. Access notes on approved subdivision plats shall supersede this requirement. The determination as to the lesser (or greater) street shall be based on the functional street classification.

e) No cuts through a left turn reservoir of a median shall be permitted to provide for left turn movements to driveway approaches.

f) Driveways in right turn lane transition areas shall not be permitted.

g) When a commercial or multifamily development abuts more than one public street, access to each abutting street may be allowed only if the following criteria are met:

- It is demonstrated that such access is required to adequately serve driveway volumes and will not be detrimental or unsafe to traffic operations on public streets.
- The Community Development Director, or designee, may require the submittal of a traffic study which demonstrates that such access is required.
- The minimum requirements for corner clearance for commercial or multifamily driveways are met.

3. **Spacing of Driveway Access**

a) Application of the driveway access location and design policy requires identification of the functional classification of the street on which access is requested and then applying the appropriate spacing requirements in **Table A1**. City streets are classified as follows:

- Major Arterial
- Minor Arterial
- Collector
- Local Streets

b) Arterials, collector, and local streets in the city are indicated on the most updated *Functional Classification System Map* for Clinton (prepared by MoDOT).

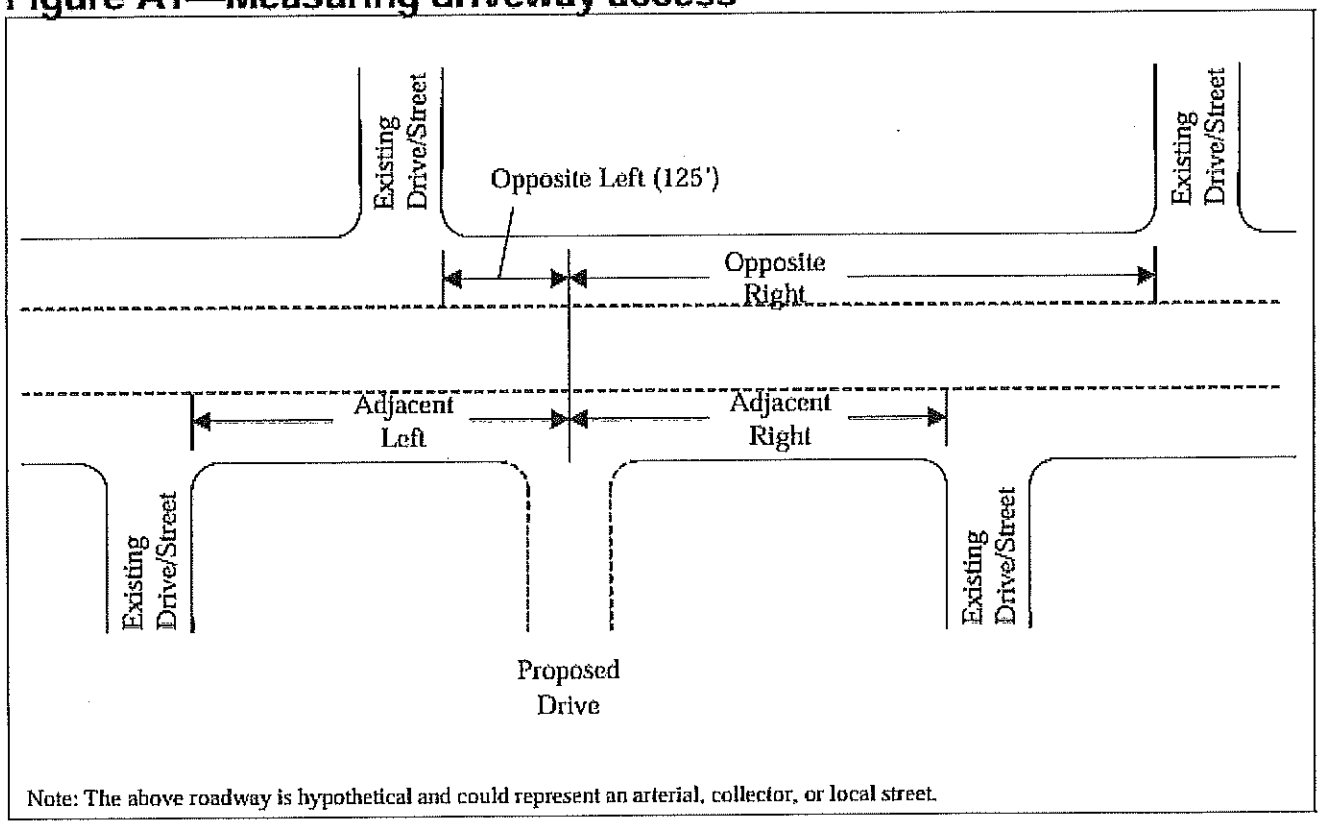
Table A1 – Minimum Driveway Spacing

Street Classification	Minimum Driveway Spacing	
Local Street	30 ft.	Applies to residential & low-volume streets.
Collector Street	100 ft.	Shared access encouraged; spacing may vary based on a traffic study
Minor Arterial	150 ft.	Applies to corridors with speeds of ≤ 40 mph; Driveways are discouraged near signals; MoDOT coordination is required on the state system.
Major Arterial	250 ft.	Access to arterials is strictly limited; MoDOT coordination is required on the state system.

Notes: One (1) driveway per property on Minor Arterial, Collector, and Local Streets (except for corner lots).

c) Driveway access spacing shall be measured from the centerline of the proposed driveway pavement to the nearest edge of the roadway of the adjacent or opposite driveway or street as indicated in **Figure A1**.

Figure A1—Measuring driveway access



Note: The above roadway is hypothetical and could represent an arterial, collector, or local street.

d) Opposite Right Driveways shall be located no closer than the minimum requirements of **Table A2**.

Table A2 – Opposite Right (downstream) Driveway Spacing

Street Classification	**Minimum Spacing** (feet)	**Desirable Spacing**
Major Arterial	250	350+
Minor Arterial	225	300
Collector	150	200
Local	125	150

Note: Desirable Spacing will be required except in older developments with insufficient frontage.

e) Additional opposite right spacing over and above that set forth in **Table A2** may be required if it is determined by the Community Development Director, or designee, that there is insufficient left turn queue storage or weave maneuver area between the opposite right and proposed driveway. This determination shall be made under peak traffic conditions.

f) A minimum spacing of one hundred twenty-five feet (125') shall be required for Opposite Left Drives on arterial and collector streets. On local residential streets serving single-family or duplex lots, lesser spacing may be approved by the Community Development Director, or designee, based on lot layout, expected traffic volumes and safety considerations.

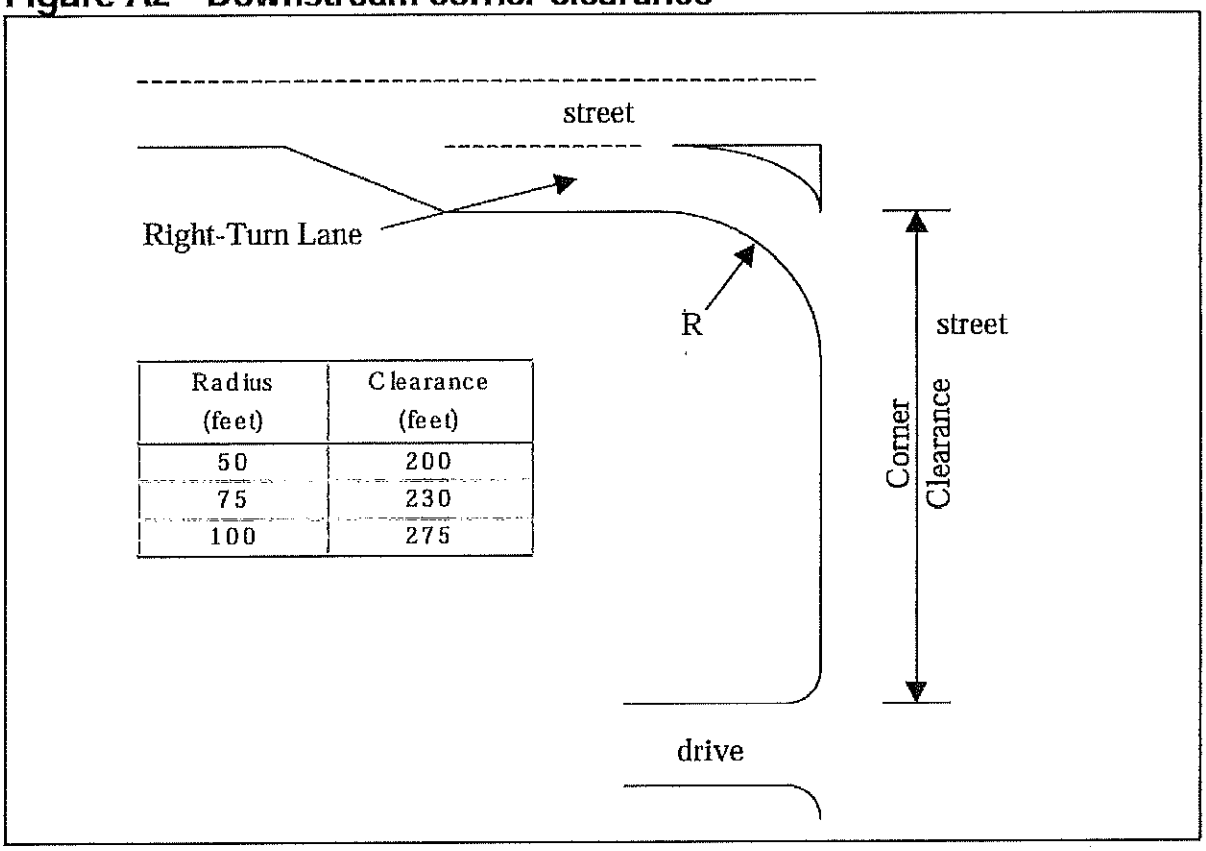
g) If the centerline of an opposite drive is less than fifteen feet (15') from the centerline of the proposed drive, the drives form an intersection, and the minimum spacing requirements shall apply for the closest drive.

h) Adjacent drives shall be located no closer than the minimum requirements of **Table A1**.

4. **Corner Clearance** - Corner clearance for driveway access shall meet or exceed the minimum driveway spacing requirements for that street. When minimum spacing requirements cannot be met due to lack of frontage and all means to acquire shared access drives or cross access easements have been exhausted, the following requirements shall apply.

a) At intersections of arterials with channelized right-turn lanes with yield control, a corner clearance distance in accordance with those set forth in **Figure A2** shall be required for the first downstream driveway. This distance shall be measured from the channelized median to the nearest edge of the proposed driveway as indicated in **Figure A2**.

Figure A2—Downstream corner clearance



Radius (feet)	Clearance (feet)
50	200
75	230
100	275

b) No driveway approach may be located closer to the corner than 30 feet on local streets, 100 feet on collector streets, 150 feet on minor arterials (≤ 40mph), and 250 feet for major arterials. This measurement shall be taken from the intersection of property lines at the corner. When these requirements cannot be met due to lack of frontage, the driveway may be located such that the radius will begin at the farthest property line.

5. **Shared Access**

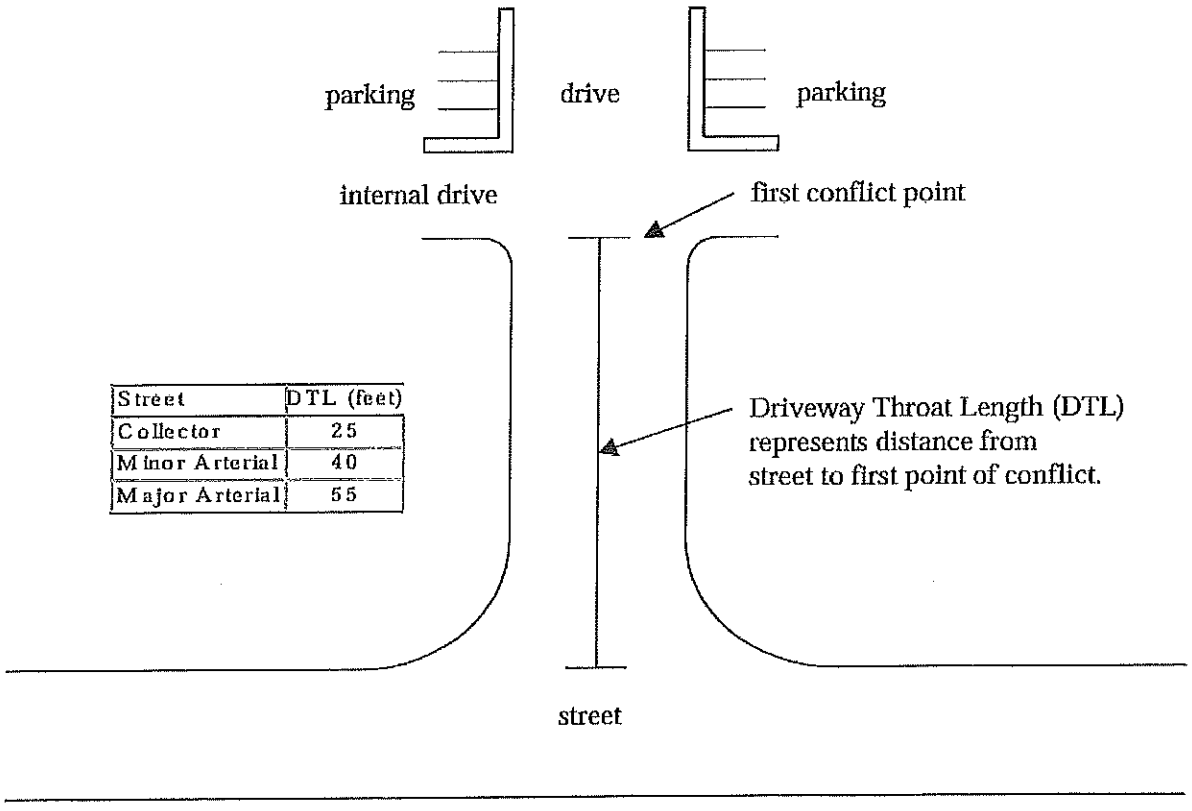
a) A joint private access easement may be required between adjacent lots fronting on arterial and collector streets in order to minimize the total number of access points along those streets and to facilitate traffic circulation between lots. The location and dimensions of said easement shall be determined by the Community Development Director, or designee.

b) Private cross access easements may be required across any lot fronting an arterial or collector street in order to minimize the number of access points and facilitate access between and across individual lots. The location and dimension of said easement shall be determined by the Community Development Director, or designee.

6. Geometric Design of Driveway Access

a) All driveways shall meet the city's standard specifications for street construction and construction standards.
b) Curb cuts for driveways shall not be permitted in the curb return of an intersection.
c) For commercial and industrial developments, a minimum driveway throat length of twenty-five feet (25') for collector streets, forty feet (40') for minor arterials, and fifty-five feet (55') for major arterials, as shown in **Figure A3**, may be required to allow for traffic entering the site to be stored on site in order to avoid a queue of traffic from the development from being out on the roadway causing delays to the through traffic stream. The driveway throat length shall be defined as the distance from the street to the first point of conflict in the driveway.
d) For the benefit of traffic safety and flow on collector and arterial streets, access points may be required to be designed to prohibit certain types of turning movements (for example, left turns). Driveways not meeting the spacing guidelines in **Tables A2** and **A3** may be designed for limited access by the addition of a median to the driveway.

Figure A3 – Minimum Driveway Throat Length



Street	DTL (feet)
Collector	25
Minor Arterial	40
Major Arterial	55

e) For the benefit of traffic safety and flow on collector and arterial streets, tapered or channelized deceleration lanes for vehicles turning right into high volume or intersection type driveways may be required if warranted. The design of right-turn deceleration lanes shall be in accordance with the *AASHTO Green Book* on auxiliary lanes.

   i) The spacing requirements for driveways not meeting the specifications in **Tables A1** and **A2** may be lessened or waived if tapered or channelized deceleration lanes are used.

f) Access points on arterial and collector streets may be required to be signalized to provide safe and efficient traffic flow. A development may be responsible for all or part of any right-of-way, design, hardware, and construction costs of a traffic signal if it is determined that the signal is necessitated by the traffic generated from the development. The procedures for signal installation and the percentage of financial participation required of the development in the installation of the signal shall be in accordance with the criteria set forth in the city's traffic signal policy.

7. Driveway Sight Distance

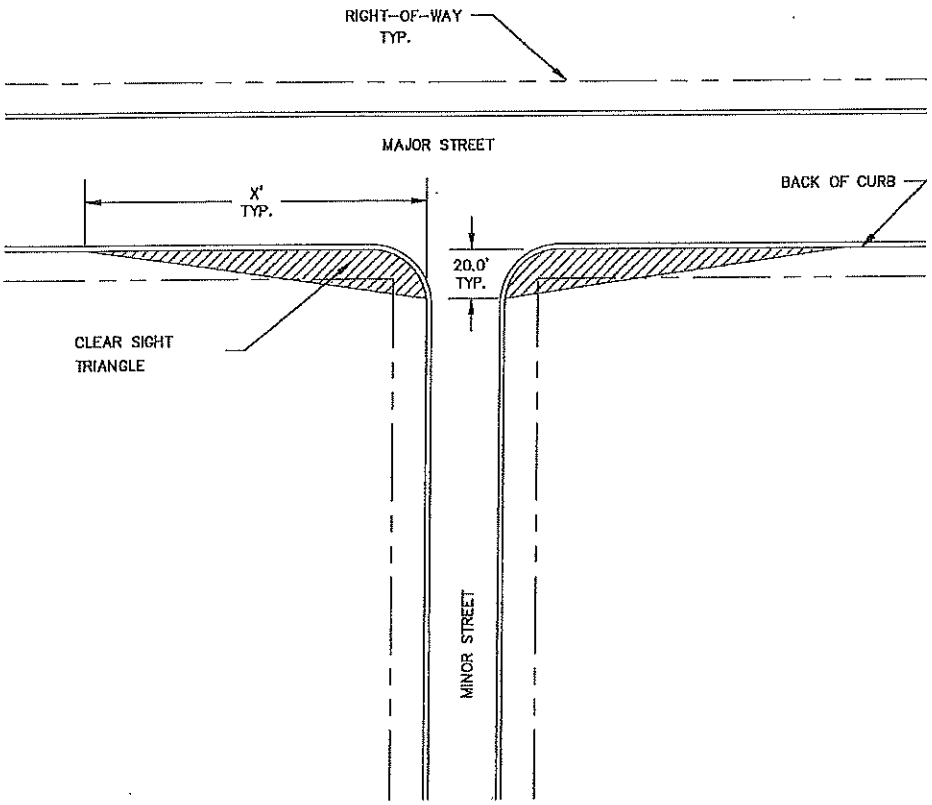
Adequate sight distance shall be provided for all driveways to ensure safe turning movements and minimize conflicts. Sight distance shall be determined based on the design speed of the roadway and measured from a driver's eye height of 3.5 feet to an object height of 3.5 feet above the roadway surface. Driveway intersection sight distances shall meet or exceed the recommendations of the Missouri Department of Transportation (MoDOT) and the *AASHTO Green Book*.

Table A3 - Minimum Driveway Sight Distance Requirements (passenger vehicles exiting driveways)

Design Speed (mph)	**Minimum Sight Distance** (ft)	**Length of Leg Distance** (ft)
≤ 30	335	140
35	390	165
40	445	195
45	500	220
50	555	245
55	610	285

Figure A4 – Intersection Clear Site Triangle

SPEED (MPH)	DISTANCE "X" (FT)
≤30	140
35	165
40	195
45	220
50	245
55	285



8. Street Structures

No driveway shall interfere with municipal facilities such as streetlight or traffic signal poles, signs, fire hydrants, crosswalks, bus loading zones, utility poles, fire alarm supports, drainage structures, or other necessary street structures. The Community Development Director, or designee, is authorized to order and effect the removal or reconstruction of any driveway which is constructed in conflict with street structures. The cost of reconstructing or relocating such driveways shall be at the expense of the abutting property owner.

9. Driveway Permits

a) Any plans submitted for building approval which include or involve driveways shall be referred to the Community Development Director, or designee, for approval before a building permit is issued.

b) A separate written driveway permit is not required for a new development. Approval of driveway location and design for new properties and other developments on a building plan or site plan shall be considered the permit for driveway installation (approved by the Community Development Director or designee).

c) Any property owner desiring a new driveway or an improvement to an existing driveway at an existing residential or other property shall make application for a driveway permit, in writing, and designating the contractor who will do the work, to the Community Development Director, or designee, accompanied by a sketch or drawing showing clearly the driveway, parking area, or doorway to be connected and the location of the nearest existing driveways on the same and opposite sides of the roadway. The Community Development Director, or designee will prescribe the construction procedure to be followed.

d) A permit or building/site plan approval as per the procedure of either 9(b) or 9(c) shall be required for the location of all driveways which provide access to property. Driveway permits will also be required for any significant structure change, land use change, or property boundary change.

e) The driveway permit fee shall be set by resolution of the city council as deemed appropriate by the council and shall be of an amount to cover the cost of licensing and maintaining records.

f) All permits granted for the use of public property under the terms of this section shall be revocable at the will of the city council.

10. Nonconforming Sites & Deviations

As stated in the Introduction, the goal of this Policy is to preserve the mobility, safety and capacity of the roadway network, but also to provide reasonable access for residents and business owners. The City encourages infill development and the redevelopment of older, or underutilized properties. In areas that are already substantially developed, it is often not possible to meet the minimum access spacing and other design requirements described in this Policy in order to allow such infill or redevelopment activity. In such cases, the Community Development Director, or designee, shall have the authority to approve specific cases that do not meet the minimum standards described herein, with the following conditions:

- No other reasonable access to the property is possible, including potential joint or cross access arrangements.
- Any deviation approved below the minimum design standards shall be limited to the minimum necessary to provide reasonable site access, considering the nonconforming conditions of neighboring properties and/or the existing roadway.
- The access does not create unreasonable safety or operational problems as determined by the Community Development Director or their designee.
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- Any deviations are approved only for that specific access point for that site and land use and should not be assumed to be acceptable in any other case.
- Any deviations below the minimum standards on a state highway must have written concurrence from MoDOT prior to approval by the City.

It shall be the responsibility of the Community Development Director, or designee, to coordinate with MoDOT staff to review site issues and seek concurrence prior to issuing any approvals. If MoDOT staff and the Community Development Director, or designee, do not concur on the proposed deviation(s), access that fails to meet minimum standards shall not be permitted.

11. Existing and Nonconforming Access

Driveways and access points that were lawfully established prior to adoption of this Policy may not meet current minimum access standards. The Policy does not require retroactive compliance with these standards solely due to its adoption. When redevelopment, site modification, or access changes are proposed, such access shall be reviewed in accordance with Section 10, Nonconforming Sites & Deviations. Approval of access that does not meet minimum standards shall be subject to the criteria and limitations set forth in Section 10 and shall not be construed as establishing precedent.

12. Appeals Process

If a driveway or building permit application is denied because the Community Development Director, or designee, has determined that minimum access design standards have not been satisfied, and if the applicant is unable or unwilling to reach an agreement with the Community Development Director, or designee, regarding acceptable alternative access, the applicant has the right to appeal the permit denial to the Board of Adjustment in accordance with City Code Section 36-316.

Notwithstanding any provision of this Section to the contrary, if the permit denial relates to an access location on a state highway, then written concurrence from MoDOT is required.

13. Contact Information

For additional information or to discuss an access issue with City staff, contact the Community Development Director @ 660.885.6121.

Thresholds for Requiring a Traffic Impact Study (TIS)

Purpose

A Traffic Impact Study (TIS) is a critical tool for evaluating the potential impacts of new developments or redevelopments on the surrounding transportation network. This section establishes thresholds for when a TIS will be required by the City of Clinton, to ensure that new access points and site-generated traffic do not adversely affect roadway safety, efficiency, or capacity.

1. **General Requirements**

   A Traffic Impact Study will be required for any proposed development, redevelopment, or land-use change that meets or exceeds the thresholds outlined below. The study will assess the effects of the proposed project on traffic operations, safety, and access in the vicinity of the site and recommend mitigation measures if necessary.

2. **Thresholds for Requiring a Traffic Impact Study**

   A TIS will be required if any of the following conditions are met:

- **Trip Generation Criteria**:
  - The development is expected to generate 100 or more peak-hour vehicle trips (based on the trip generation rates provided in the latest edition of the ITE Trip Generation Manual).
  - The development is expected to generate 1,000 or more daily vehicle trips.
- **Proximity to Congested or High-Crash Locations**:
  - The proposed development is located near an intersection or roadway segment that operates at a Level of Service (LOS) D or below during peak hours.
  - The development is located within 1,000 feet of a street or highway segment or intersection with a high crash rate (e.g., crash rate exceeding the statewide or regional average for similar facilities).
- **Significant Change in Land Use**:
  - A substantial change in land use or intensity of an existing development that would result in a 20 percent or more increase in peak-hour trips or daily trips compared to previous use.
- **Special Conditions**:
  - The development proposes direct access to an arterial roadway or a state-maintained highway.

- The development is expected to substantially alter traffic patterns, such as introducing a new access point or requiring modifications to an existing one.
- The development includes a large-scale or phased project (e.g., mixed-use developments, shopping centers, or industrial parks).

3. Scope of the Traffic Impact Study

The scope and level of detail required for the TIS will depend on the size and nature of the proposed development and its anticipated impact on the surrounding transportation network. Key elements of a TIS include:

- Trip generation, distribution, and assignment.
- Intersection capacity and Level of Service (LOS) analysis.
- Evaluation of site access, including driveway spacing, turn lanes, and sight distance.
- Pedestrian, bicycle, and transit considerations.
- Recommendations for roadway, intersection, or access improvements to mitigate impacts.

4. Waiver of Requirements

The City reserves the right to waive the TIS requirement for smaller developments that do not meet the above thresholds or are determined to have minimal impact on the transportation network.

5. Coordination with State & Regional Agencies

If the proposed development affects a state-maintained roadway, the TIS must be coordinated with the Missouri Department of Transportation (MoDOT).