

CITY OF IRONDALE COMPREHENSIVE PLAN



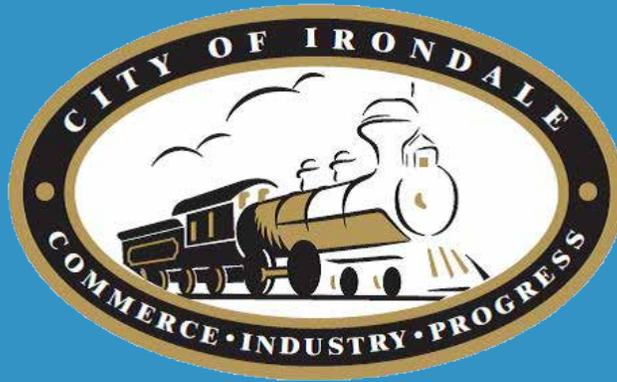
APPENDIX E-1: ACCESS MANAGEMENT GUIDANCE

IRONDALE

ON THE MOVE

EST. 1887

ADOPTED APRIL 2016



IRONDALE ON THE MOVE: CITY OF IRONDALE COMPREHENSIVE PLAN

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This project was supported by funding from the Regional Planning Commission of Greater Birmingham (RPCGB) and the Birmingham Metropolitan Planning Organization (MPO) Building Communities Program. The contents of this document do not necessarily reflect the official views or policies of the Birmingham MPO or the RPCGB. For more information on this program, please visit <http://www.rpcgb.org> or call (205) 251-8139.

This plan was prepared as a cooperative effort of the U.S. Department of Transportation (USDOT), Federal Highway Administration (FHWA), Federal Transit Administration (FTA), the Alabama Department of Transportation (ALDOT), MPO and RPCGB as a requirement of Title 23 USC 134 and subsequent modification under Public Law 109-59 (SAFETEA-LU) August 2005. The contents of the plan do not necessarily reflect the official views or policies of the USDOT.

Adopted by Irondale City Council on April 05, 2016



CONTENTS

Access Management Guidance	7
What is Access Management?	8
10 Principles of Access Management.....	9
Subdivision Regulations that Support Access Management.....	12
Regulatory Environment for Access Management.....	15
Financing Access Management Improvements	20

FIGURES

Figure 1.1: Typical Classified Roadway System	9
Figure 1.2: Access vs. Mobility	9
Figure 1.3: Conflict Points.....	10
Figure 1.4: Non-traversable Medians.....	11
Figure 1.5: Alternative Access Diagram.....	11

TABLES

Table 1.1: Summary of Authorities	16
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ACCESS MANAGEMENT GUIDANCE

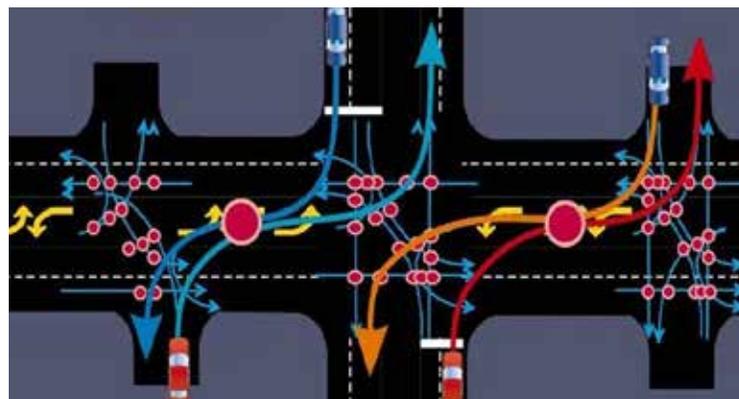
WHAT IS ACCESS MANAGEMENT?

Access management is the systematic control of the location, spacing, design, and operation of driveways, median openings, interchanges, and street connections to a roadway. A roadway system with effective access management serves three primary purposes, traveler safety, operational efficiency and reasonable access to adjoining property. Access Management involves providing (or managing) access to land development while simultaneously preserving the flow of traffic on the surrounding road system in terms of safety, capacity, and speed. Access Management views the highway and its surrounding activities as part of a single system. Access Management extends traffic engineering principles to the location, design, and operation of access roads that serve activities along streets and highways. Access Management addresses the basic questions of when, where, and how access should be provided or denied, and what legal or institutional changes are needed to enforce these decisions. In a broad context, access management is resource management, since it is a way to anticipate and prevent congestion and to improve traffic flow.

In order to implement a comprehensive access management program, agency and government officials need a “toolbox” full of access management techniques to apply system-wide or along a high priority corridor. Over the past several decades, a substantial amount of research has been conducted and compiled on access management techniques that have proven to be successful at both the State level and Local levels. The Alabama Department of Transportation (ALDOT) authorizes a set of standards for managing access to and from state roads and highways in their Access Management Manual, adopted in February 2014. The City of Irondale should adopt the same access management principles as in ALDOT’s Access Management Manual. The techniques presented herein are intended to be used by agency and government officials to implement nationally accepted Principles of Access Management on a system-wide or corridor basis.

In its Simplest Form, Access Management is Conflict Management

If you reduce the rate and severity of conflicts the motorist encounters, you will reduce the crash rate, the injury rate and increase the smooth flow of traffic.



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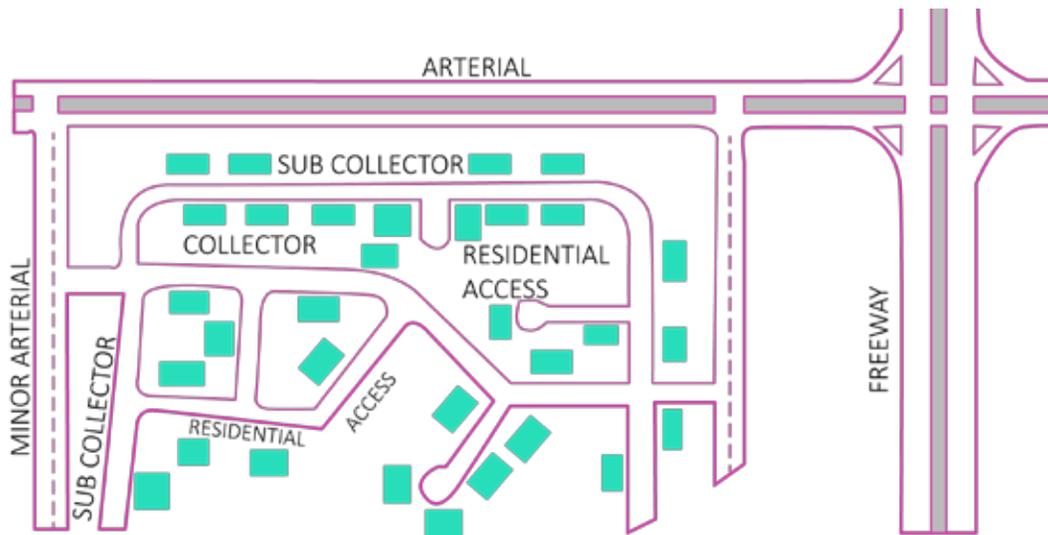
10 PRINCIPLES OF ACCESS MANAGEMENT

1. Provide a specialized roadway system.

All roadways should be classified (freeway, arterial, collector, local, etc.) to establish the planned function of different types of roadways, differing roadway types will have different priorities placed on access versus through traffic movement.

2. Proposed Non-motorized Transportation System

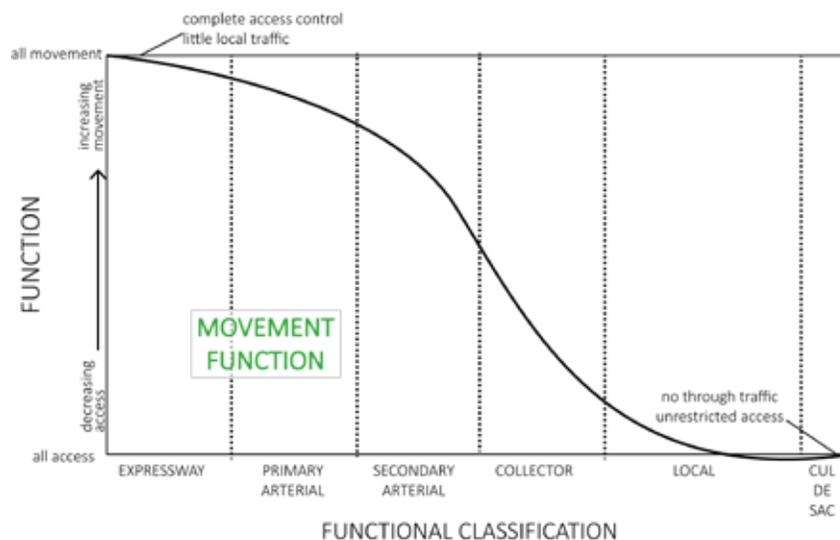
Figure 1.1: Typical Classified Roadway System



3. Limit direct access to major roadways.

Coordinating access spacing for potentially high volume, unsignalized access points with signalized access spacing on high volumes routes, will help ensure traffic signal progression requirements can be achieved. Direct property access is to be provided from a local road, collector roadway or service road system rather than directly from the major roadway.

Figure 1.2: Access vs. Mobility



4. Promote intersection hierarchy throughout the corridor.

The proper selection of the type of intersection or interchange that transitions one classification of roadway to another is very important for any transportation system network to operate efficiently. Freeways connect to freeways through directional interchanges. Major arterials connect to a freeway through an interchange properly designed for the transition.

5. Locate signals to favor through movements.

Signal spacing directly affects roadway efficiency. An essential element for efficient operation along any major arterial is selecting a long, uniform for signalized intersections.

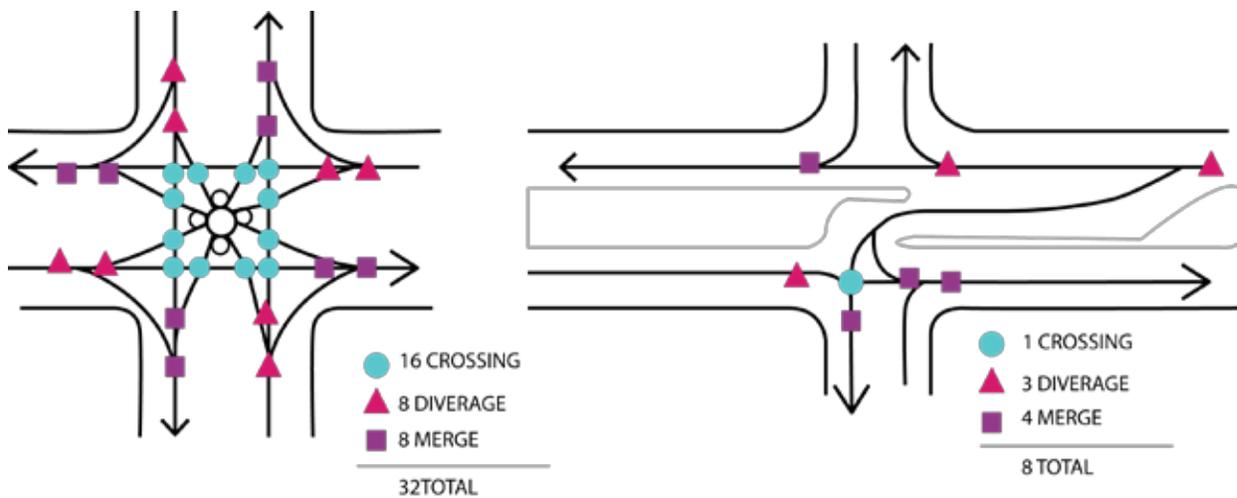
6. Preserve the functional area of intersections and interchanges.

AASHTO states, “Ideally, driveways should not be situated within the functional area of an intersection or in the influence area of an intersection or in the influence area of an adjacent driveway”. The functional area is where motorists are responding to an intersection. It is the area where acceleration, deceleration, turning and maneuvering to stop takes place.

7. Limit the number of conflict points.

Studies have shown that reducing the number and types of conflicts between vehicles, pedestrians and bicyclists contributes improved traffic operations and safety.

Figure 1.3: Conflict Points



8. Separate conflict areas.

Drivers need adequate perception and reaction time to react to conflicts. As speeds increase, the space needed for drivers to react also increases.

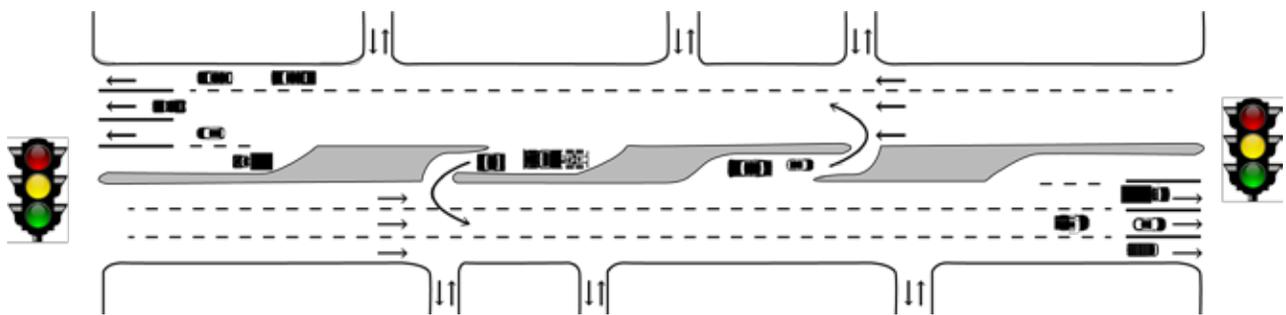
9. Remove turning vehicles from through traffic lanes.

Safety and efficiency is improved when turn lanes are provided allowing vehicles to wait in a protected area and be removed from the through traffic.

10. Use non-traversable medians to manage left-turn/u-turn movements.

Minimizing left turns and channeling turning movements to properly spaced locations will improve safety. Research has shown that the majority of collisions occurring at driveways involve left turning vehicles.

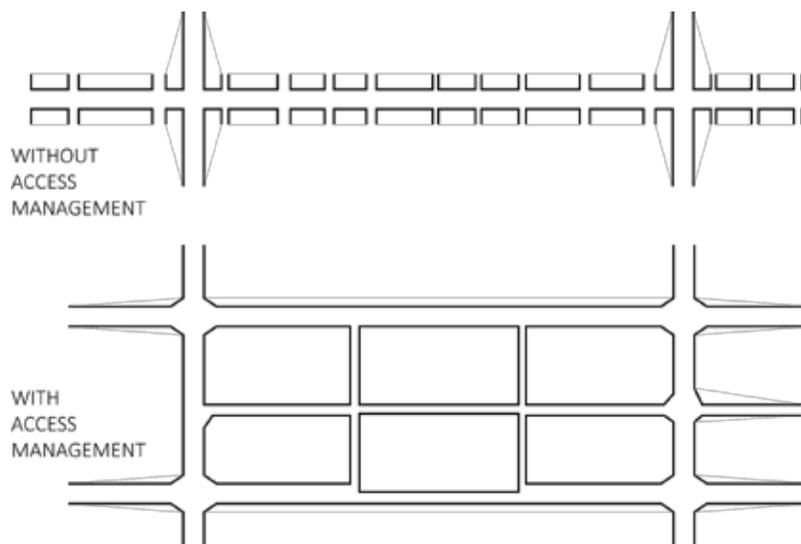
Figure 1.4: Non-traversable Medians



11. Provide a supporting street and circulation system.

Alternative access increases with improved connectivity of the local street system. As development occurs along a corridor, it will be important to promote continuation of alternate routes for short, local trips thereby reducing the demand on the major route.

Figure 1.5: Alternative Access Diagram



SUBDIVISION REGULATIONS THAT SUPPORT ACCESS MANAGEMENT

Subdivision regulations help to ensure proper street layout in relation to existing and planned roadways, adequate space for emergency access and utilities and appropriate site design. In addition, the subdivision ordinance establishes: the administrative review and evaluation procedure for processing conceptual, preliminary, and final plats; information that must be included on the plat; design principles and standards for lots, blocks, streets, public places, pedestrian ways, and utilities; required improvements, including streets, sidewalks, water, sewer, and curbs and gutters; and financing and maintenance responsibilities.

Effective local access management requires both planning and regulatory solutions. Below is a description of how subdivision regulations can enforce good access management principles. These are taken from a review of Model Access Management Ordinances of Kentucky, Florida and Minnesota.

1. Lot Split Requirements

Types of lots that pose special access concerns are flag lots, through lots, and corner lots. A review process for lot splits is intended to prevent creation of unbuildable lots, excessive flag lots, or other land division patterns that can lead to access problems. It further prevents creation of lots with inadequate or inappropriate access to a public road.

2. Flag Lots

The narrow frontages afford inadequate spacing between driveways and increase safety hazards from vehicles turning on and off the high speed roadway. Flag lots shall be avoided at all costs and shall not be permitted when their effect would be to increase the number of properties requiring direct and individual access connections to the State Highway System or other major thoroughfares.

Because flag lots often violate driveway spacing standards on the state highway system, they also create problems for the buyer who later attempts to build on the property and obtain a driveway permit. Under some standards existing flag lots would be nonconforming and allowed to continue.

Flag lots may be permitted, under conditions, for residential development, when deemed necessary to achieve planning objectives, such as reducing direct access to thoroughfares, providing internal platted lots with access to a residential street, or preserving natural or historic resources.

3. Lot Width-to-Depth Ratios

Minimum lot frontage and maximum lot width-to-depth ratios prevent the creation of long and narrow or irregularly shaped lots that can lead to access and circulation problems.

4. Private Roads

Private roads offer an alternative means of access to small subdivisions in rural areas and to lots that are not subject to subdivision review.

These problems can be avoided through private road regulations that address design, construction, joint maintenance agreements, signage, and review. Private roads should be permitted for residential

uses only and standards should be tied to lot split (minor replat) or subdivision regulations. Limitations should be placed upon the number of residences that may be served by a single access to a public road.

5. Single Access Subdivisions

Linear subdivisions served by a single access drive ending in a cul-de-sac may inhibit emergency access and increase traffic congestion during peak hours by providing only one point of ingress and egress.

Single access problems may also result in phased subdivisions where additional access is proposed for future phases. If future phases are not built, the remaining subdivision may have insufficient access.

Listokin and Walker (1989) recommend that when a subdivision on a single access rural road exceeds 20 lots (or 20 dwelling units), it should have at least two access points. The maximum number of dwelling units permitted for residential access streets would be about 50 per loop. A minimum turning radius that accommodates emergency vehicles should be required for cul-de-sacs.

6. Lot Frontage and Dimensional Requirements

Through lots, also known as double frontage lots, are lots with frontage on two streets. Through lots should be required to obtain access on the street with the lower functional classification. When a residential subdivision is proposed that would abut an arterial, it should be designed to provide through lots along the arterial with access from a local road. These requirements are known as reverse frontage.

Sarasota County, Florida provides that when a new subdivision is created, lots abutting an arterial are prohibited from having direct access to that arterial. Instead, access to these lots must be from an interior local street or frontage street and access rights to the arterial must be dedicated to the County and recorded on the deed.

Minimum lot frontage standards should be higher on arterials and collectors to allow for greater spacing between commercial or residential driveways.

Although driveway spacing standards may be used to limit residential driveways along rural highways, land division controls and higher minimum lot frontage requirements can be more effective in controlling residential strips.

Insufficient driveway throat length can result in the formation of queues at the entrance of a site and interfere with through traffic on the abutting roadway.

Minimum lot frontage and maximum lot width-to-depth ratios prevent the creation of long and narrow or irregularly shaped lots. Width-to-depth ratios may be included in the local land development code or subdivision regulations. Rural areas may adopt a maximum width-to-depth ratio of 1:4, meaning that parcels with 100 feet of frontage may not be deeper than 400 feet.

7. Driveway Spacing Requirements

Spacing standards limit the number of driveways on a roadway by mandating a minimum separation distance between driveways. These standards help reduce the potential for collisions as travelers enter or exit the roadway, encourage sharing of access for smaller parcels, and can improve community

character by discouraging haphazard placement of driveways along corridors. Driveway spacing at intersections and corners should provide adequate sight distance and response times and permit adequate stacking space.

Driveway spacing standards should be tied to the state DOT access classification and driveway permitting standards for the state highway system. Driveway spacing standards on other roadways may be tied to the posted speed limit or functional classification of the roadway, with the minimum distance between driveways greater as speed limits increase.

The length of driveways or throat lengths are provided to assure adequate stacking space within driveways for general land use intensities. This helps prevent vehicles from stacking into the thoroughfare as they attempt to access the site

8. Joint Access

Joint access requirements provide for a unified onsite circulation plan and adequate driveway spacing along developing commercial corridors.

Joint use driveways and cross access easements must be established wherever feasible and the building site must incorporate a unified access and circulation system.

All plats, site plans, and other development must meet these standards on designated thoroughfares and property owners must record an easement with the deed allowing cross access to and from other properties in that affected area.

9. Shared Access

Subdivisions served by a single access street ending in a cul-de-sac may inhibit emergency access and increase traffic congestion during peak hours by providing only one point of ingress and egress. Single access problems may also result in phased subdivisions where additional access is proposed for future phases. If future phases are not built, the remaining subdivision may have insufficient access.

10. Nonconforming Properties

Nonconforming access features may continue in the same manner after adoption of land development regulations--a process known as "grandfathering."

Nonconforming properties may pose significant safety hazards, increase traffic congestion, reduce property values, degrade the environment, or undermine community character. To address the public interest in these matters, land development regulations include conditions or circumstances where nonconforming access features may be brought into conformance.

Such conditions may include:

- When new driveway permits are requested;
- An increase in land use intensity;
- Substantial enlargements or improvements;
- Significant change in trip generation; and
- As changes to roadway design allow.

Opportunities to bring nonconforming features into compliance typically occur after a change of ownership when the costs of required improvements may be amortized in the business loan or

mortgage.

11. Limiting New Driveways Along Major Roads

An effective method of managing curb cuts in newly emerging commercial corridors is to restrict the permitted number of future driveways to one driveway per existing lot or parcel. This may be accomplished as follows:

- Identify and map the emerging commercial corridor.
- Verify the boundaries of all existing lots.
- Assign one driveway to each mapped parcel.

The assigned driveway would be permitted by right effective upon adoption of the ordinance and map. Parcels with larger frontages could be permitted more than one driveway and additional driveways could be permitted by special use permit. Under this approach, future division and subdivision of parcels could occur, but each newly created lot would obtain access via the connection permitted by the ordinance.

12. Corridor Overlay Zones

Text that specifies standards for the access management overlay district is included in the land development (or zoning) code and then corridors are designated on the zoning map. Overlay requirements may address any issues of concern, such as joint access, parking lot cross access, reverse frontage, driveway spacing, and limitations on new driveways. Permitted connections should be designated on a map and adopted with the overlay requirements.

Sample regulations for the Grand Traverse Bay Region in Michigan apply to the area 300 feet on either side of the designated corridor, establish minimum lot frontage of 400 feet, and permit only one access per 400 foot lot.

13. Improving Coordination

An effective method of coordinating review and approval is through a tiered review process that begins with an informal meeting and concept review.

A parallel review process should be established in coordination with the state DOT district office where an application involves access to the state highway system.

REGULATORY ENVIRONMENT FOR ACCESS MANAGEMENT

Access management is a function of design policy and legal issues. For this reason, the implementation of access management varies from state to state along with legal and regulatory climates. Alabama’s constitution provides for limited home rule with significant power vested in the State legislature. The powers endowed to counties and cities under the Code of Alabama differ greatly. Both counties and cities, however, have the common authority of subdivision regulations. Cities have zoning authority and the ability to enact ordinances. These different levels of authority at each level of government can be combined to achieve access management. Table 1.1 presents a matrix summarizing the authorities available under current Alabama law.

Table 1.1: Summary of Authorities

Authorities in Support of Access Management	State	County	Municipality
To Plan Future Roadways	X	X	X
To Plan Future Land Use	O	X	X
To Establish Subdivision Regulations	O	X	X
To Approve Driveway Access on State Routes	X	O	O
To Approve Driveway Access on County Controlled or Maintained Routes	O	X	P
To Approve Driveway Access on Local Streets	O	O	X
To Establish A Driveway Ordinance	O	X	X
To Approve Signal Spacing on State Routes	X	O	O
To Approve Signal Spacing on County Routes	O	X	P
To Approve Signal Spacing on Local Streets	O	O	X
To Establish Zoning	O	P	X
To Establish a Major Street Plan	O	O	X
To Develop A Comprehensive Plan	X	X	X
To Establish An Overlay District	O	P	X
To “Reserve” Future Right of Way	O	O	X
X=Authority is Available O=Authority is not Available P= Partial Availability			

STATE AUTHORITIES

The Alabama Department of Transportation (ALDOT) is authorized to determine the appropriate access points to the roadway from public or private property and the appropriate design of that “ingress or egress.” In current practice, an individual seeking to construct a turnout on a state highway from a private, public or commercial facility property must apply for a permit from the Department of Transportation. The design of a turnout must adhere to the design standards set forth by the agency.

Additionally, The Code of Alabama gives the Department of Transportation the authority to formalize coordination with local governments with respect to controlled access facilities. The Code states:

“The Director of Transportation is authorized to enter into agreements with counties, cities and towns or the federal government respecting the financing, planning, establishment, improvement, maintenance, use, regulation or vacation of controlled access facilities or other public ways in their respective jurisdictions to facilitate the purposes of this chapter.” (Code of Alabama Section 23.3.8)

This authority does give the state the ability to support plans developed by counties and municipalities. So let us look a little deeper to the authorities vested with the county level of government.

COUNTY AUTHORITIES

County government does not exercise direct control over access to and from State roadways. County involvement or authority, rather, comes from the ability of each county commission to review and approve site development plans as well as regulate lot size and the construction of public infrastructure. This authority is exercised through subdivision regulations. As such, counties have the authority and discretion to require access management principles be followed in the provision of access to and from private (and public) property developed within a given subdivision provided the provisions are explicitly documented in published subdivision regulations.

Including access management principles into subdivision regulations provides the continuity necessary for effective and consistent implementation of an access management plan. Through subdivision regulations, the county commission or like governing body of each county in the state is authorized to regulate the minimum size of lots, the planning and construction of all public streets, public roads, and drainage structures. Subdivision regulations also require the proper placement of public utilities to be located in proposed subdivisions of land or in proposed additions to existing subdivisions of land, where the subdivisions are situated outside the corporate limits of any municipality in the county.

MUNICIPAL AUTHORITIES

The paragraphs below describe the authorities given by the Code of Alabama to a municipality for their City Planning Commission to revise subdivision regulations.

Code of Alabama 11-52-1 defines a subdivision as “The division of a lot, tract or parcel of land into two or more lots, plats, sites or other divisions of land for the purpose, whether immediate or future, of sale or of building development...”

Code of Alabama 11-52-2(a) states that “Any municipality is hereby authorized and empowered to make, adopt, amend, extend, add to, or carry out a municipal plan as provided in this article and to create by

ordinance a planning commission with the powers and duties herein set forth.”

Code of Alabama 11-52-30(a) states that “The territorial jurisdiction of any municipal planning commission over the subdivision of land shall include all land located in the municipality and all land lying within five miles of the corporate limits of the municipality and not located in any other Municipality; except that, in the case of any such land lying within five miles of more than one municipality having a planning commission, the jurisdiction of each such municipal commission shall terminate at a boundary line equidistant from the respective corporate limits of such municipalities...”

Code of Alabama 11-52-31 states that “The planning commission shall adopt regulations governing the subdivision of land within its jurisdiction. Such regulations may provide for the proper arrangement of streets in relation to other existing or planned streets and to the master plan...”

Code of Alabama 11-52-32(c) states that “The planning commission may, from time to time, recommend to the council amendments of the zoning ordinance or map or additions thereto to conform to the commission’s recommendations for the zoning regulation of the territory comprised within approved subdivisions.”

Code of Alabama 11-52-34 states that “The council may, however, accept any street not shown on or not corresponding with a street on the official master plan or on an approved subdivision plat or an approved street plat; provided, that the ordinance or other measure accepting such street shall be first submitted to the municipal planning commission for its approval and, if approved by the commission, shall be enacted or passed by not less than a majority of the entire membership of the council or, if disapproved by the commission, shall be enacted or passed by not less than two thirds of the entire membership of the council. A street approved by the planning commission upon submission by the council or a street accepted by a two-thirds vote of the council after disapproval by the planning commission shall thereupon have the status of an approved street as fully as though it had been originally shown on the official master plan or on a subdivision plat approved by the commission or had been originally platted by the commission.”

Code of Alabama 11-52-36 states that “From and after the time when a planning commission shall have control over subdivisions as provided in Section 11-52-31, the jurisdiction of the planning commission over plats shall be exclusive within the territory under its jurisdiction, and all statutory control over plats or subdivisions of land granted by other statutes shall, insofar as in harmony with the provisions of this article, be deemed transferred to the planning commission of such municipality, and, insofar as said statutes are inconsistent with the provisions of this article, they are hereby repealed.”

Code of Alabama 11-52-76 states that “The legislative body of such municipality shall provide for the manner in which such regulations and restrictions and the boundaries of such districts shall be determined, established and enforced and from time to time amended, supplemented or changed and may adopt such ordinances as may be necessary to carry into effect and make effective the provisions of this article.”

Code of Alabama 11-52-77 states that “No ordinance shall be passed by any municipal corporation under the authority of this article unless and until the municipal governing body has complied with the procedures set forth in either subdivision (1) or subdivision (2) of this section.

(1) Prior to adoption, the proposed ordinance shall be published in full for one insertion and an additional insertion of a synopsis of the proposed ordinance, one week after the first insertion, which synopsis shall refer to the date and name of the newspaper in which the proposed ordinance was first published; both such insertions shall be at least 15 days in advance of its passage and in a newspaper of general circulation published within the municipality, or, if there is no such newspaper, then by posting the proposed ordinance in four conspicuous places within the municipality, together with a notice stating the time and place that the ordinance is to be considered by the municipal legislative authorities and stating further that at such time and place all persons who desire shall have an opportunity of being heard in opposition to or in favor of such

ordinance.”

(2) No such ordinance shall become effective until after a public hearing in relation thereto, at which parties in interest and citizens shall have an opportunity to be heard.”

Code of Alabama 11-52-78 states that “Such regulations, restrictions and boundaries and ordinances passed under the authority of this article may from time to time be amended, supplemented, changed, modified or repealed.

The provisions of **Section 11-52-77** relative to public hearings and official notices shall apply equally to all changes and amendments.”

Furthermore, municipal governments in Alabama are endowed with several authorities that are unavailable at the state or county level. The City of Alabaster has the authority to review subdivision plans within their corporate boundaries and they also have the right to extra-territorial jurisdiction allowing them to exercise subdivision review authority up to five miles outside their boundaries.

Another tool at the disposal of the City of Alabaster is zoning. As noted above, subdivision regulations are a good mechanism to affect the desired concepts of access management. However, not every commercial development is going to require a legal “subdivision of property”. Therefore, zoning would likely be required as an additional vehicle for the implementation of access management. The use of zoning authority enables the municipality to require cross property access, building setbacks and land use.

The City of Alabaster also has the authority to enact ordinances and the rudiments of access management can be implemented within something as limited as a driveway ordinance that specifies spacing and throat depth.

Another municipal authority is the ability of a municipality to reserve future right-of-way for public streets.

“Any municipal planning commission is empowered once they have adopted a major street plan of the territory within its subdivision jurisdiction or of any major section or district thereof, to make or cause to be made, from time to time, surveys for the exact location of the lines of a street or streets in any portion of such territory and to make a plat of the area or district thus surveyed, showing the land which it recommends be reserved for future acquisition for public streets.” (Code of Alabama, 11-52-50)

This action requires significant public involvement, which is spelled out in the law.

The Code of Alabama (11-52-50) goes on to state that a plat (or plan) should be provided to a city council along with the planning commission’s estimate of the timeframe within which the lands shown on the plat as street locations should be acquired. The council may approve, adopt or reject the plat. Or it may modify it with the approval of the planning commission by a favorable vote of not less than two thirds of its entire membership. The council will then set the period of time for which the street locations will be reserved or acquired for public use. At any rate, a municipality such as the City of Alabaster has the power to set aside land for streets as part of a subdivision plan even if they are not to be immediately built and used. Incorporating them into the plat (or plan) ensures that the access management principles acceptable to the municipality will be adhered to as the subdivision is built. It does not, however, constitute a “taking.” This municipal authority is a standard exercise over provision of public infrastructure necessary to develop and maintain a subdivision to acceptable standards.

COMBINING AUTHORITIES

Successful access management in a U.S. or State Route corridor, such as U.S. 31 or State Route 119, will require a combination of available authorities. And the level of government with the most encompassing authority needs to be in a prominent position, and it is the municipal level of government (City of Alabaster) that would have with the most direct influence on development decisions and the level of government directly impacted by those decisions.

The first step in the process is agreement; it is agreement with the proposed solutions, it is agreement on the goals of an access management plan, and finally it is an agreement to support the implementation of an access management plan. A tool in fostering this process is a strategy identified as a Joint Jurisdictional Agreement. A Joint Jurisdictional Agreement is a memorandum of understanding that includes all stakeholders and in which they commit to cooperating in support of an access management plan for the corridor. It is not a financial commitment but it is a commitment to cooperate. With such an agreement in place the individual stakeholders can proceed with their individual actions.

The second step is to identify various strategies in support of a U.S. or State Route access management plan. Several of the following actions could be taken by the City of Alabaster:

Work to identify the U.S. or State Route as a distinct district within the municipality and the county. This will provide the foundation for changes to the zoning, subdivision regulations, design standards and supporting ordinances. This can be done in a comprehensive plan amendment if necessary. The creation of an overlay district is an excellent example of this concept and can be broadened to be more effective.

In lieu of the overlay district the City of Alabaster could identify special districts based on the functional classification of the roadway in question or create an additional category of functional classification for the purposes of access management.

Include required access roads in subdivision regulations that are specific to the overlay district.

Develop a major street plan that identifies the access roads and future intersection improvements and reserve the right-of-way for future use. Major Street Plans will spell out the volume ranges, geometric improvements and right of way requirements for implementation of this plan.

The third step is defining the role that the ALDOT and Shelby County play in the process of a U.S. or State Route access management plan. ALDOT's role can be to formalize coordination with the City of Alabaster and support the access management plan along the corridor. The role of Shelby County will be one of standard setting, cooperation and support.

FINANCING ACCESS MANAGEMENT IMPROVEMENTS

Implementation requires construction and there are multiple strategies for approaching the financing of any access management supportive infrastructure improvements.

One approach, that has been successful, is utilized by the City of Decatur, Alabama, on SR 67. On SR 67, developers must post a bond for future improvements for their share of a future frontage road. The City collects the bonds and saves them as an area develops. In the interim, the developer has a driveway to SR 67 with the understanding that the driveway will be closed and moved back to the frontage road when it becomes available. The City makes the decision that the time is right for frontage roads, provides the funds,

utilizing the bonds, builds the frontage roads and ties to the existing driveways. This system has worked since the late 1980's, and the SR 67 has good access management. A strategy implemented based on a major street plan and combined with reserved right of way for long term intersection improvements appears to be a variation that can be justified, defended and implemented. The shortcomings in this approach are that it does not have a built in provision for escalating construction costs, and it ties the site developer and the city to a long term financial relationship. Likely the biggest shortcoming is the granting of temporary driveway easements that could be politically difficult to eliminate in the future.

Another approach is the financing of the improvements through the creation of an Alabama Improvement District. An Alabama Improvement District is a special district formed by landowners. The district allows the members to issue tax free bonds and a district may petition the appointing government to assess some or all of the land within the district for the purpose of acquiring, constructing, or installing improvements. Each assessment shall constitute a lien on the property assessed in the amount of the assessment with respect to that parcel of land, as provided in the final assessment and foreclosable as provided in this legislation. The assessment shall be payable either within 30 days after the final assessment or over such term as may be determined by the board. It allows the owners to improve the land and add any improvements, the improvements are then assessed by the municipality, the assessment becomes a lien and when the lien is fully recovered it is removed. It gives the landowner the benefit of having all improvement cost become "taxes" and not fixed asset improvements. This approach has been utilized in a mixed residential and commercial development in unincorporated Shelby County with the assessment going to pay for roadway and educational improvements. This strategy has the benefit of placing the cost of improvements with the developer.

A related approach does not require the formation of a district and is of course restricted to public infrastructure improvements. It is an agreement between the developer and the municipality for a rebate of future sales tax revenues. This approach will be best suited for larger scale retail development that will generate local sales tax revenues that will be rebated to the developer for their cost of improvements. This agreement can be made for all infrastructure costs or as a partial participation in the infrastructure costs. Also, there should be a time limit on the rebating of the sales tax. This method will accomplish the goal of getting the access management improvements in place, but it does require the municipality to forgo an important income stream. Such an agreement could be used in conjunction with an Alabama Improvement District.

Another available financing mechanism is the Tax Increment District. The Tax Increment District is a continuous geographic area within the boundaries of a public entity defined and created by a resolution of the local governing body. Tax increment districts were created to combat economically distressed areas, or blighted areas, that are a threat to public health and safety. Municipalities and counties are authorized to create tax increment districts, prepare project plans, and issue tax increment obligations. One of the conditions that can be documented and used to justify a Tax increment District is an inadequate street layout in the district's redevelopment plan.

The final financing mechanism is the Capital Improvement Cooperative District (CICD). CICDs are intended to encourage and facilitate cooperative efforts by public entities to provide projects for their own use and for the use and benefit of their citizens and users. The financing of access management improvements certainly fits the intent of this legislation. A CICD can do almost anything and can contain within their boundaries Alabama Improvement Districts or Tax Increment Districts. Each member of a CICD brings its' own authorities to the district. One member having a certain power could form a district with another member having such power and the resulting district would have that power. Any county and group of cities can form a district, levy a sales tax within the district and use the proceeds to assist in the construction of access management support facilities. They could combine within a CICD an Alabama Improvement District for the developers to self assess the cost of their portion of access management supportive infrastructure. All of these strategies prove that mechanisms are available for financing access management supportive infrastructure.

**APPENDIX E-1:
ACCESS
MANAGEMENT
GUIDANCE**