



**CENTRAL TEXAS
Regional Mobility Authority**

AGENDA ITEM #9 SUMMARY

Amend the Policy Code to adopt procedures and standards concerning direct access from abutting properties to Mobility Authority frontage roads.

Strategic Plan Relevance: Regional Mobility

Department: Engineering and Law

Associated Costs: None

Funding Source: None

Board Action Required: Yes

Description of Matter:

From time to time, abutting property owners seek to provide direct access from their property to Mobility Authority frontage roads on 183A for a driveway or new street construction. Staff has consistently applied criteria and procedures set forth in the *Access Management Manual* promulgated by the Texas Department of Transportation, pursuant to the Mobility Authority Policy Code.

The existing Policy Code language for access management was adopted by the Board in August 2007. The proposed amendment updates and simplifies the policy. It adopts by reference the criteria and standards of the current TxDOT *Access Management Manual*, except when a specific provision of the Policy Code establishes a different procedure or standard.

Attached documentation for reference:

Current Policy Code Article 3 (to be repealed)
TxDOT Access Management Manual (for reference)
Draft Resolution
Exhibit 1: Proposed new Article 3, Chapter 3, Policy Code

Contact for further information:

Andy Martin, General Counsel

Article 3. FRONTAGE ROAD ACCESS

301.040 Statement of General Policy

(a) The mission of the authority is to implement innovative multi-modal transportation solutions that reduce congestion and create transportation choices that enhance quality of life and economic vitality. It is the policy of the authority that all actions shall be based on achieving the highest degree of regional mobility and transportation safety while encouraging economic development and enhancing the quality of life.

(b) On August 29, 2007, all previously permitted access as a condition of the acquisition process for the 183A facility are “grandfathered” as accepted access. However, property owners must coordinate with the authority or the municipality responsible for access permitting prior to making any property modifications that will result in changes to the traffic patterns associated with the access. To ensure an effective and consistent process for consideration of requests for additional access connections, criteria for establishing driveways to abutting properties shall be in accordance with the criteria established for frontage roads in the *TxDOT Access Management Manual, current issue*, except as may be required otherwise herein.

301.041 Application of Access Criteria

(a) Frontage roads are considered essential elements of the highway facilities being developed in the region by the authority, particularly to provide direct access to abutting property where:

- (1) alternative access is not available and the property might otherwise be landlocked;
- (2) it is not feasible for the authority to purchase the access; and/or
- (3) the frontage road allows for improved mobility together with the property access.

(b) Direct access to the frontage roads is prohibited in the vicinity of existing ramp connections to the mainlane roadways and as proposed on the approved Schematic design, and as proposed and indicated by a “Control of Access” area on the Right-of-Way Maps for the 183A Project, or as described in the *TxDOT Roadway Design Manual, Chapter 3*.

301.042 Driveways

(a) Driveways should provide free and safe access to properties along roadway facilities. Driveways can be classified into two main categories based on the property served:

- (1) Private: serving dwellings, duplexes, and townhouses.
- (2) Commercial & Public: serving either business and commercial establishments or public places (schools, churches, cemeteries, etc.).

(b) Driveways are also classified into urban (curbed) or rural (uncurbed) based on their location along rural or urban facilities. The 183A Turnpike is classified as an Urban Freeway. Moreover, driveways are classified into three categories based on the direction of traffic and the separation of vehicles entering and exiting the served property: one-way, two-way divided, two-way undivided.

301.043 Connection Spacing Criteria for Frontage Roads

(a) Access to the frontage roads shall not be granted or approved in the "Control of Access" areas depicted on maps and drawings on file with the authority. In the event ramp locations for the 183A Turnpike depicted on maps and drawings on file with the authority are moved prior to the design and construction of the 183A Turnpike mainlanes, access points shall not be granted within the areas reasonably designated by the authority as "Control of Access" areas. Nothing herein shall preclude the authority from requiring the expansion of either or both frontage roads if necessary, at the authority's sole discretion, to accommodate traffic volumes or to improve safety.

(b) Outside of the designated "Control of Access" areas, criteria for establishing driveways to abutting properties shall be in accordance with the criteria established for Frontage Roads in *TxDOT Access Management Manual, Chapter 2, Section 5*.

(c) Table 2-1 gives the minimum connection spacing criteria for Frontage Roads. However, a lesser connection spacing may be allowed without deviation in the following situations:

- (1) To keep from land-locking a property where such land-locking is solely the result of action by the authority (for example, design and construction modifications which physically prevent a driveway installation due to grade changes, retaining walls, or barrier installations) where the authority does not control the access; or
- (2) Replacement or re-establishment of reasonable access.

Table 2-1

Access connection is from EOP to EOP

Posted Speed (mph)	One-Way FR(ft)	Two-Way FR(ft)
<30	200	200
35	250	300
40	305	360
45	360	435
≥50	425	510

(d) The above references to land-locking do not apply to circumstances where an existing larger tract of land is subdivided (and the subdivided lots sold to separate owners) after August 29, 2007, and the original tract of land either already has an existing permitted access connection point, or would qualify for such an access connection point based upon the spacing requirements of this section. Potential land-locking caused by subdivision and resale is the result of such subdivision process and will not alone justify variances or deviations in the spacing requirements contained in this section. Therefore, as part of the subdividing process, the party proposing the subdivision (and the municipality approving such subdivisions) should require and provide some type of internal access easements to the existing access connection points (or to such access connection point locations that qualify for future permits based on this section's spacing requirements).

(e) The distance between access connections is measured along the edge of the traveled way from the closest edge of pavement (EOP) of the first access connection to the closest edge of pavement of the second access connection. Additionally, the access connection spacing in the proximity of frontage road U-turn lanes will be measured from the inside edge of the U-turn lane to the closest edge of the first access connection.

(f) A spacing that is shorter than the minimum allowable, as set forth in this section, is considered a deviation from the guidelines. Requests for deviations, accompanied by supporting analyses and documentation, shall be submitted to the authority for consideration.

301.044 Access Management Coordination with Municipalities

(a) The Access Management Plan initially is intended to be tailored to the 183A Turnpike facility. Municipalities wanting authority to govern access connection location decisions within their jurisdiction are encouraged to develop access management guidelines or plans for the 183A Corridor within their jurisdiction acceptable to the authority, or adopt the authority's guidelines.

(b) Granting location permit authority to municipalities does not preclude the need for engineering driveway locations. Any impacts to drainage or hydraulics on the authority's highway system resulting from access connections must be coordinated with the authority prior to any local access location approval. Issuance of access permits by a municipality must address traffic operations, driveway geometrics, utility location/relocation, compliance with the Americans with Disabilities Act (ADA) and Texas Accessibility Standards (TAS), environmental requirements, wetland considerations if appropriate, and all other applicable state and federal laws, rules, and regulations.

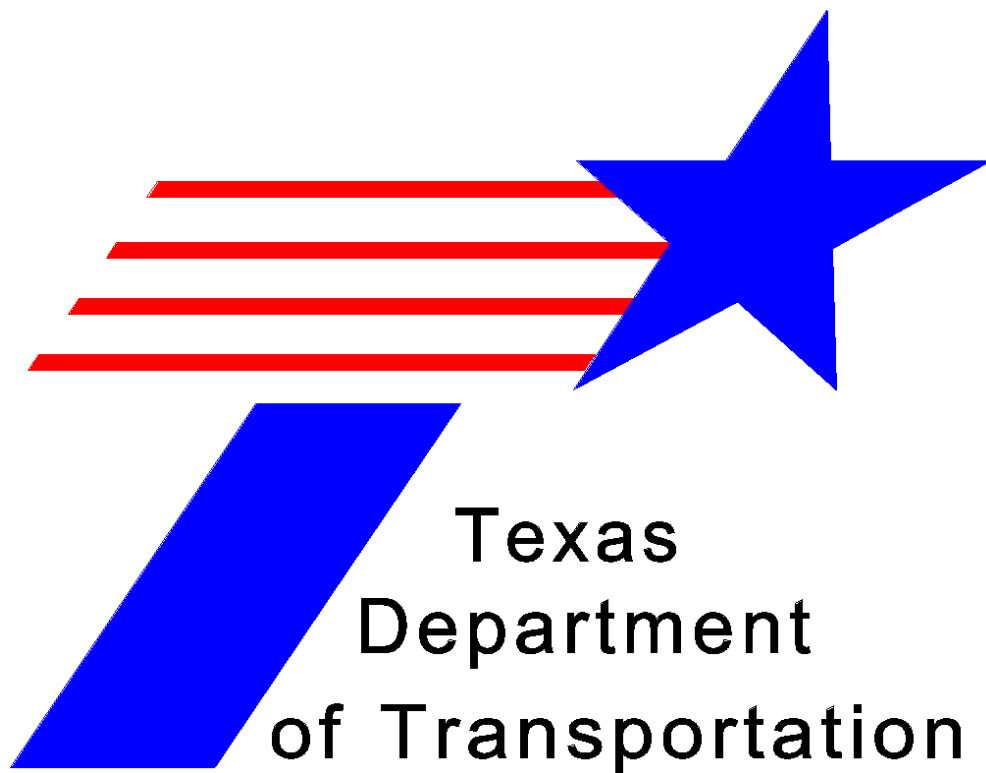
301.045 Access Permit Application Process

(a) In the absence of any safety or operational problems, additional access connections may be considered if the size and trip generation potential of the proposed development requires additional access in order to maintain good roadway traffic operations. Any additional access must not interfere with the location, planning, and operation of the frontage roads and the public street system. Where the property abuts or has primary access to a lesser function road, to an internal street system, or by means of dedicated access easement, any access to the authority's highway system will be considered as an additional access.

(b) If the access connection causes operational problems (i.e. reduced the capacity of the through lanes, etc.) or the operational analysis causes the intersection to exceed a V/C ratio of 1.0, mitigation and/or additional operational improvements may be required as a condition of the permit.

(c) Requests for driveway access shall be initiated with the preparation and submittal of a "Permit to Construct Access Driveway Facilities on Highway Right of Way" form. Forms are available from the authority. Pending review and acceptance of the documentation provided with the permit form, the authority's "*Right of Way Access Application*" form should be submitted for approval. The permit may be issued, accompanied by General Plan Requirements, Special Provisions, and the associated Access Driveway Regulations. Construction and operation of any access granted shall be strictly in accordance with the specific requirements of the issued permit.

Access Management Manual



Texas
Department
of Transportation

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Manual Notice 2011-1

From: Mark A Marek, P.E.

Manual: *Access Management Manual*

Effective Date: July 01, 2011

Purpose

This revision is intended to update the *Access Management Manual*, specifically to include a note to users that recent changes to Chapter 21 of the Texas Property Code and Chapter 2206 of the Texas Government Code, regarding the compensation of buying and selling of access to abutting property owners along state highways, may not be reflected in the manual. These changes will be included in the next revision of the manual estimated to be released by early Fall 2011.

Contact

Address questions concerning the information contained in the manual to the Roadway Design Section in the Design Division.

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Archives

Past manual notices are available in a [PDF archive](#).

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Chapter 1 — Access Management General

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Section 1 — Introduction

NOTE: The information contained in this manual is in the process of being updated to reflect recent changes to Chapter 21 of the Texas Property Code and Chapter 2206 of the Texas Government Code, and may not accurately reflect current law or department procedures. Please contact the Design Division at 512-416-2678 for more information.

Non-discrimination

TxDOT policy is to ensure that no person in the United States of America shall on the grounds of race, color, national origin, sex, age or disability be excluded from the participation in, be denied the benefits of or otherwise be subjected to discrimination under any of our programs or activities.

Applicability

The access management criteria contained in this manual are applicable to all classes of state highways. This manual also provides a mechanism for municipalities to be granted permitting authority to the state highway system. Municipalities that choose to handle access permitting for state highway system roadways within their jurisdiction can either develop their own access management guidelines or they can adopt the guidelines contained in this manual. Because they have authority to implement su

bdivision and zoning regulations, municipalities also have the ability to apply a host of access management techniques: shared access, cross access, lot width requirements, driveway throat length, internal street circulation, and general thoroughfare planning. It is through a cooperative relationship between the Department and municipalities that the safety and operational benefits of access management can be fully realized. The following subsection provides an overview of access management and discusses some of its principles.

Overview

Proper access management assists in protecting the substantial public investment in transportation by preserving roadway efficiency and enhancing traffic safety, thus reducing the need for expensive improvements. Furthermore, access management can significantly reduce traffic accidents, personal injury, and property damage. To appreciate how access management fits into the entire spectrum of the roadway network, one should understand that freeways, arterials, collectors, and local streets serve varying levels of through-traffic movement and access to property (see Figure 1-1).

- ◆ **Freeways** - provide the highest level of mobility and are intended to carry the greatest amount of traffic at the highest speeds. Accordingly, freeway mainlanes provide no direct access to property and access to the freeway mainlanes is provided only at interchanges and ramps.
- ◆ **Arterials** - provide the next highest level of mobility and are intended to carry substantial amounts of traffic over relatively long distances and at relatively high speeds. Direct property access may be provided but must be carefully managed to preserve arterial mobility and avoid creating unsafe and congested traffic operations.
- ◆ **Collectors** - provide lower mobility and are intended to carry lower volumes of traffic at lower speeds. Since most of the trips on collectors are shorter distance local trips, these streets can safely provide a higher amount of property access.
- ◆ **Local streets** - provide the lowest level of mobility and are intended to provide direct access to properties, preserve the neighborhood environment, and enhance pedestrian and bicycle safety.

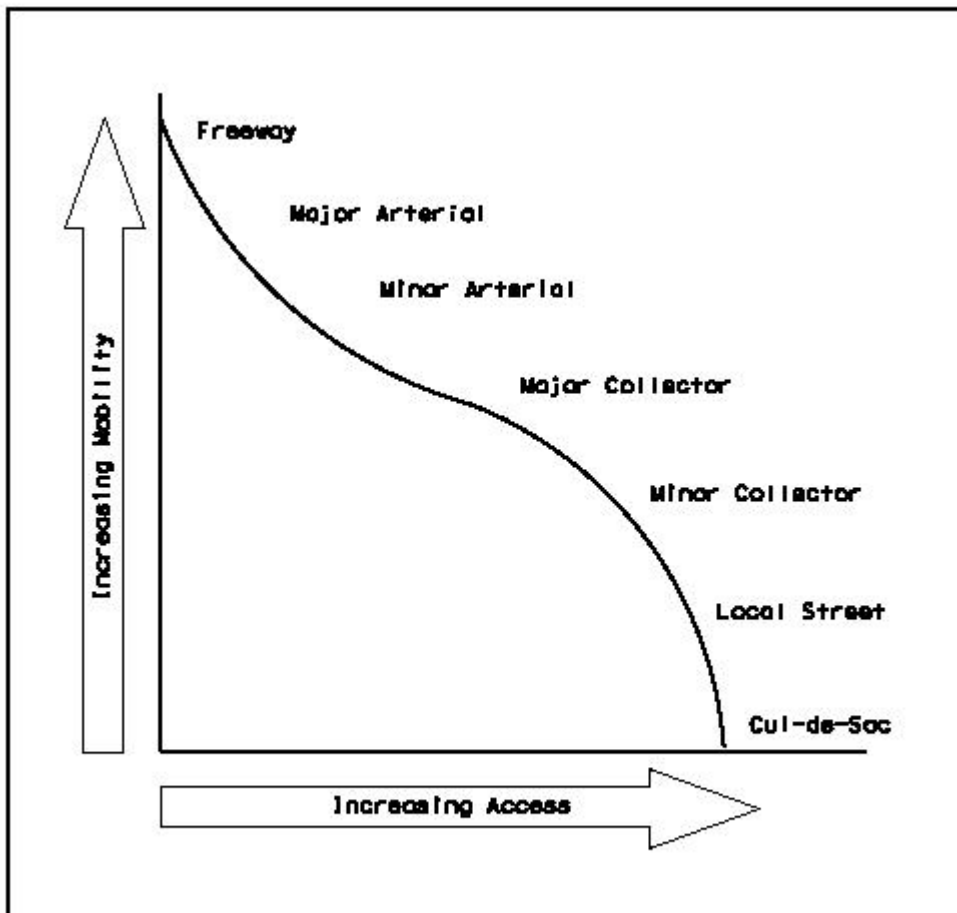


Figure 1-1. Access Function¹

1. TRB Committee on Access Management, Access Management Manual, Transportation Research Board, Washington, D.C., 2003.

Section 2 — The Benefits of Access Management

Overview

Below are some of the benefits that have been realized in communities with effective access management policies:

- ◆ Delaying or preventing costly highway improvements,
- ◆ Improving roadway safety conditions (reduced crash rates),
- ◆ Reducing traffic delay and congestion, which has a positive economic effect on market areas (as seen in Figure 1-4),
- ◆ Promoting properly designed access and circulation systems for development,
- ◆ Improving the appearance of transportation corridors and increasing the area available for landscaping, which can help attract investment and enhance the image of an area,
- ◆ Providing property owners and customers with safe access to roadways,
- ◆ Reducing air pollution, and
- ◆ Making pedestrian and bicycle travel safer.

Another significant benefit is that access management requires a more coordinated, long-term approach to land use and transportation; therefore, effective access management promotes inter-governmental cooperation relating to land development and transportation decisions.

Effects on Safety

More than four decades of research conducted throughout the United States have shown that access management improves roadway safety. These safety benefits are attributable to improved access design, fewer traffic conflict locations, and higher driver response time to potential conflicts. Some key findings on the impacts of arterial access management on safety are summarized below.

- ◆ **As access density increases, crash rates increase.** Relative increases in crash rates are remarkably consistent among the various studies. Figure 1-2 shows composite crash rate indices derived from the analysis of 37,500 crashes, as compared with a synthesis of previous studies¹. The indices were developed by correlating crash rates with access density - using the crash rates for 10 access points per mile as a base and then averaging crash rates for each access density. For example, these indices suggest that an increase from 10 access points to 20 access points per mile would increase crash rates by roughly 30 percent.

1. Gluck, J., H.S. Levinson and V.G. Stover, NCHRP Report 420: Impacts of Access Management Techniques, National Cooperative Highway Research Program, Transportation Research Board, Washington, D.C., National Academy Press, 1999.

Composite Crash Rate Indices

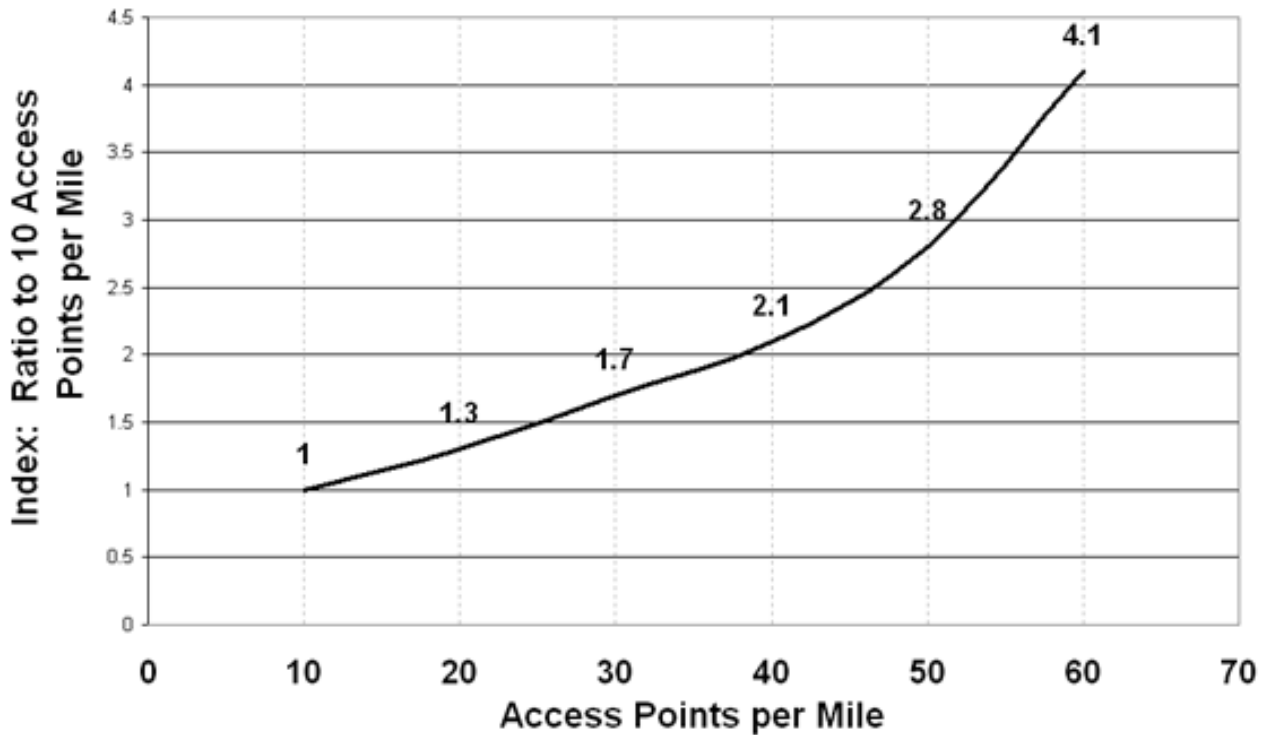


Figure 1-2. Composite Crash Rates

- ◆ **Roadways with nontraversable medians are safer at higher speeds and at higher traffic volumes than undivided roadways or those with continuous two-way left-turn lanes (TWLTL).** Numerous studies from across the nation have been conducted relating to undivided, TWLTL, and divided roadways with a nontraversable median. Based on studies, it can be concluded that roadways with a nontraversable median have an average crash rate about 30 percent less than roadways with a TWLTL. Table 1-1 summarizes the representative crash rates by median type for urbanized areas. Additionally, where ADT exceeds 20,000 vehicles per day and the demand for mid-block turns is high, a raised median should be considered.¹

Table 1-1: Accident Rates

Representative Accident Rates (Crashes Per Million VMT) by Type of Median - Urban and Suburban Areas			
Total Access Points Per Mile (1)	Median Type		
	Undivided	Two-Way Left-Turn Lane	Non-Traversable Median
< 20	3.8	3.4	2.9

(1) Includes both signalized and unsignalized access points.

Table 1-1: Accident Rates

Representative Accident Rates (Crashes Per Million VMT) by Type of Median - Urban and Suburban Areas			
	Median Type		
Total Access Points Per Mile (1)	Undivided	Two-Way Left-Turn Lane	Non-Traversable Median
20.01 - 40	7.3	5.9	5.1
40.01 - 60	9.4	7.9	6.8
> 60	10.6	9.2	8.2
Average Rate	9.0	6.9	5.6
(1) Includes both signalized and unsignalized access points.			

Operational Effects

Frequent access connections, median openings, and closely spaced traffic signals are a recipe for congestion on major roadways (See Figure 1-3). Studies of the effects of access management on roadway operations have addressed effects of access spacing on travel time by simulating traffic performance. Collectively, these studies indicate that access management helps to maintain desired speed and reduce delays, which also reduces fuel consumption and vehicle emissions.

1. Texas Department of Transportation (TxDOT), Roadway Design Manual, 2002.

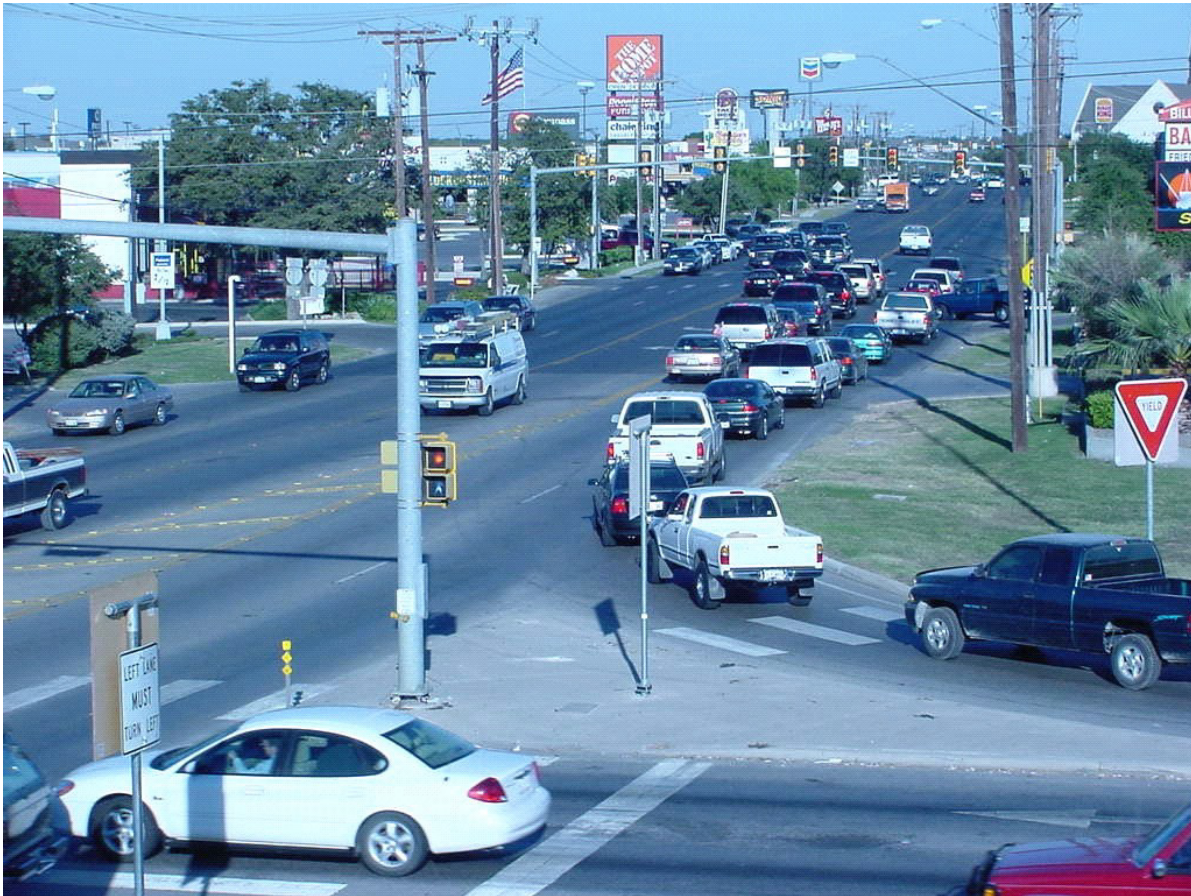


Figure 1-3. Signal Spacing and Queuing

For example, analysis based on procedures in the Highway Capacity Manual indicates that the typical reduction in free-flow speed (for one direction) is approximately 0.15 mph per access point and 0.005 mph per right-turning movement per hour per mile of road.¹ Using the Highway Capacity Manual, Table 1-2 provides suggested access density adjustment factors for level of service determinations. These benefits extend not only to free-flow conditions, but to platoon flow as well.

Table 1-2: Access Points and Free Flow Speed

Access Points and Free Flow Speed	
Access points per mile	Reduction in free flow speed, mph
0	0.0
10	2.5
20	5.0

1. Reilly, W., et al., Capacity and Service Procedures for Multi-lane Rural and Suburban Highways, Final Report NCHRP Project 3-33, JHK & Associates and Midwest Research Institute, May 1989.

Table 1-2: Access Points and Free Flow Speed

Access Points and Free Flow Speed	
Access points per mile	Reduction in free flow speed, mph
30	7.5
40 or more	10

Other analyses suggest that a four lane divided major roadway with long, uniform signal spacing, directional openings between signals, and auxiliary lanes could accommodate a similar volume and similar quality of service as a six lane divided roadway having traffic signals at ¼-mile intervals, unregulated access between the signals, and no auxiliary lanes.¹

Minimizing the number of traffic signals and promoting appropriate signal spacing significantly improves travel times. Each traffic signal per mile added to a roadway reduces through travel speed about two to three mph. Table 1-3 indicates percentage increases in travel times that can be expected as signal density increases, using two traffic signals per mile as a base. For example, travel time on a segment with four signals per mile is about 16 percent greater than on a segment with two signals per mile.

Table 1-3: Travel Time and Signal Density

Percentage Increase in Travel Times as Signalized Density Increases	
Signals Per Mile	Percent Increase in Travel Times (Compared with 2 Signals Per Mile)
2.0	0
3.0	9
4.0	16
5.0	23
6.0	29
7.0	34
8.0	39

Economic Effects

A safe and efficient transportation system is an important element of a vibrant economy. The quality of the transportation system affects the economy in a variety of ways: it determines how quickly

1. S/K Transportation Consultants, Inc., National Highway Institute Course No. 133078: Access Management, Location and Design, April 2000.

goods get to market, whether an area is attractive to investors, and the size of the market area for a particular business.

For real estate developers, the importance of well designed access and circulation systems cannot be overstated. The Urban Land Institute's (ULI) *Shopping Center Development Handbook* warns that "poorly designed entrances and exits not only present a traffic hazard but also cause congestion that can create a negative image of the center".¹

The market area for a business is important to its success as well. Closely spaced or poorly designed access connections reduce average travel speeds and increase delay on the roadway. Market area analysis shows that these increases in average travel times result in longer commute times and reduce the market area for businesses. The National Highway Institute reports that inadequate access management can increase travel time and delay by as much as 40 to 60 percent.² Yet, even a 10 percent reduction in average travel speeds can cause a business to lose 20% of its market area. Although the average size of market area varies for different types of businesses, the proportionate reduction in market area is the same. This relationship is illustrated in Figure 1-4.

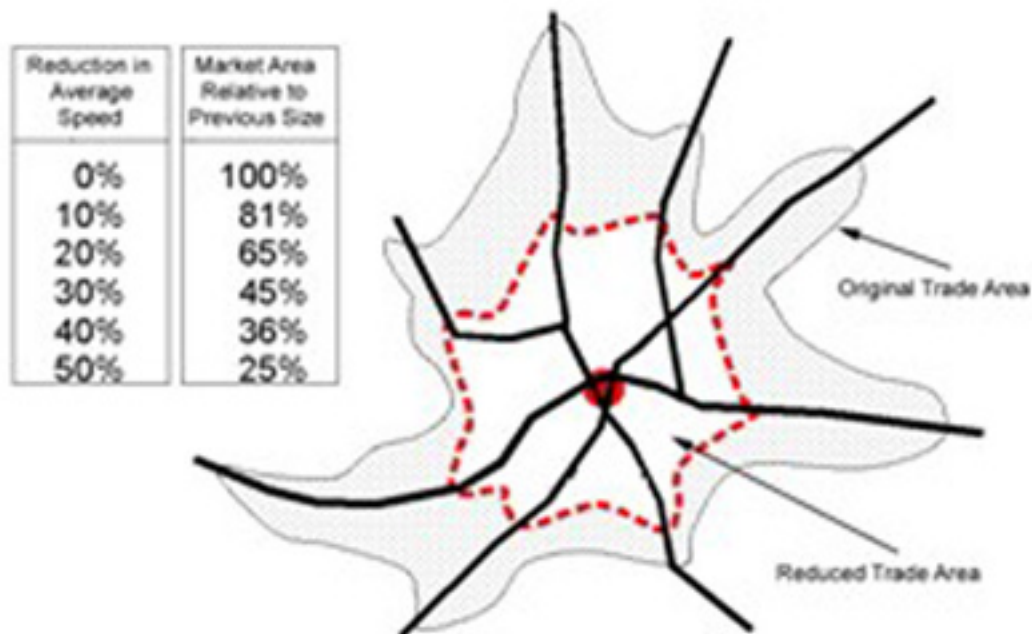


Figure 1-4. Market Area, Speed Relationship³

The appearance of a corridor and quality of access to development also impact property values and investment. Property values tend to increase rapidly during commercial development, but can

1. Urban Land Institute (ULI), *Shopping Center Development Handbook*, Second Edition, Washington, D.C., 1985.
2. Reilly, W., et al., *Capacity and Service Procedures for Multi-lane Rural and Suburban Highways*, Final Report NCHRP Project 3-33, JHK & Associates and Midwest Research Institute, May 1989.
3. Stover, V. and F. Koepke, *Transportation and Land Development*, Institute for Transportation Engineers (ITE), 1988, 2002.

decline after the corridor is built out if the character and efficiency of that corridor have been damaged in the process. This is exemplified by the growing number of older highway commercial strips across the state that are now experiencing economic decline; many such areas are the subjects of revitalization efforts that include access management strategies.

Individual business owners are sometimes concerned about the potential impact of access management requirements on business activity. Studies conducted of businesses within areas where access management has been implemented show that improved driveway spacing and design, alternative access, and installation of nontraversable medians have virtually no adverse impact on business activity. For example, a study of the economic impacts of left-turn restrictions in College Station, Houston, McKinney, Longview, Wichita Falls, Odessa, Port Arthur, and Amarillo was conducted for the Texas Department of Transportation in the mid 1990s.¹ Key findings relative to access management include the following:

- ◆ Business owners reported no change in pass-by traffic after median installation.
- ◆ Most business types (including specialty retail, fast-food restaurants, and sit-down restaurants) reported increases in numbers of customers per day and gross sales.
- ◆ When asked what factors were important to attracting customers, business owners generally ranked "accessibility to store" lower than customer service, product quality, and product price, and ahead of store hours and distance to travel.

A study of the effects of access management on business vitality was conducted in 1996.² Before and after data were collected on a series of corridor case studies. Results indicated that:

- ◆ Corridors with completed access management projects performed better in terms of retail sales than the surrounding communities. Business failure rates along access managed corridors were at or below the statewide average.
- ◆ Close to 80 percent of businesses reported no customer complaints about access to their businesses after project completion.
- ◆ Over 90 percent of motorists surveyed had a favorable opinion of improvements made to roadways that involve access management. The vast majority of motorists thought that the improved roadways were safer and that traffic flow had improved.

The results of these and other studies indicate that access management has little or no adverse impact on business activity. Before and after studies indicate that business owner perceptions of the potential for adverse impacts of access changes tend to be much worse than actual impacts. In addition, levels of business activity often correlate more closely with factors such as competition, the regional economy, quality of management, and other issues unrelated to property access.

1. Eisele, W. and W. Frawley, A Methodology for Determining Economic Impacts of Raised Medians: Data Analysis on Additional Case Studies, Research Report 3904-3, Texas Transportation Institute, College Station, TX, October 1999.
2. Iowa State University, Iowa Access Management Research and Awareness Project: Executive Summary, 1997.

Chapter 2 — Access Management Standards

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Section 1 — Application of Access Standards

This chapter describes the Department's access management standards for access connections on the state highway system. The standards in the following sections are designed to preserve highway safety and to assure that each highway's importance to statewide mobility will be considered when evaluating requests for access to a roadway under the jurisdiction of TxDOT. The number, location, spacing, design, and construction of access connections have a direct and often significant effect on the safety and operation of the highway. The standards are necessary to enable the highway to continue to function efficiently and safely in the future, while at the same time providing reasonable access to development. To the extent any provision in this chapter conflicts with 43 Texas Administrative Code, Chapter 11, Subchapter C Access Connections To State Highways, the rules in Subchapter C shall control.

The access management standards in the following sections are intended for application to state highways where municipalities have not been granted location permitting authority (as described in Chapter 3, Section 1).

In areas where local access management guidelines or plans are not in place, municipalities, prior to the approval of new developments, should contact TxDOT with respect to any state highway access that will be provided. This will enable the Department to identify any problems with the proposed access and to suggest alternatives. Early state and local coordination will also help reduce unnecessary delays in the access permitting process.

Median treatments and other design of median openings play a critical role in the operation and safety of roadways. These design requirements are not addressed in this manual. Median design and minimum median opening spacing requirements can be found in the TxDOT *Roadway Design Manual*, Chapters 2 and 3.

Section 2 — Definitions

Acceleration Lane: A speed-change lane, including tapered areas, for the purpose of enabling a vehicle entering a roadway to increase its speed to a rate at which it can more safely merge with through traffic.

Access Connection: Facility for entry and/or exit such as a driveway, street, road, or highway that connects to a highway on the state highway system.

ADT: The average daily traffic volume. It represents the total two-way traffic on a roadway for some period less than a year, divided by the total number of days it represents, and includes both weekday and weekend traffic. Usually, ADT is adjusted for day of the week, seasonal variations, and/or vehicle classification.

Auxiliary Lane: A lane striped for use as an acceleration lane, or deceleration lane, right-turn lane, or left-turn lane, but not for through traffic use.

Connection Spacing: The distance between connections, which is measured along the edge of the traveled way from the closest edge of pavement of the first access connection to the closest edge of pavement of the second access connection.

Capacity: The number of vehicles that can traverse a point or section of a lane or roadway during a set time period under prevailing roadway, traffic, and control conditions.

Commercial Driveway: An entrance to, or exit from, any commercial, business, or similar type establishment

Corner Clearance: The distance along the edge of the traveled way from the closest edge of pavement of the intersecting roadway to the closest edge of pavement of the nearest access connection.

Corner Lot: A lot located at the intersection of two roadways that has frontage on each roadway.

Deceleration Lane: A speed-change lane, including tapered areas, for the purpose of enabling a vehicle that is exiting a roadway to leave the travel lanes and slow to a safe exit.

Department: The Texas Department of Transportation.

Directional Median Opening: An opening in a nontraversable median that accommodates specific movements, such as U-turn movements and/or left-turn movements from the highway, and physically restricts other movements.

Divided Highway: A highway with a median designed to separate traffic moving in opposite directions.

Drainage Structure: A circular pipe, elliptical pipe, arch pipe, box culvert, or other similar conduit installed for the purpose of draining the flow of surface water.

Field Driveway: A limited use driveway for the occasional/infrequent use by equipment used for the purpose of cultivating, planting, and harvesting or maintenance of agricultural land, or by equipment used for ancillary mineral production.

Frontage Road: A local street or road along an arterial highway allowing control of access and service to adjacent areas and property. A frontage road may also be referred to as a service road.

Full Median Opening: In a nontraversable median, an opening that allows all turning movements from the highway and the adjacent connection, as well as crossing movements.

Functional Area (Intersection): The area of an intersection necessary to provide all required storage lengths for separate turn lanes and for through traffic plus any maneuvering distance for separate turn lanes. The functional boundary of an intersection includes more than just the physical area of the intersection.

Intersection: Any at grade connection with a roadway, including two roads or a driveway and a road.

Level of Service (LOS): A measure of traffic flow and congestion. As defined in the Highway Capacity Manual, it is a qualitative measure describing operational conditions within a traffic stream, generally described in terms of such factors as speed and travel time, freedom to maneuver, traffic interruptions, comfort and convenience, and safety.

Limited Access Roadway: A roadway especially designed for through traffic and over, from, or to which owners or occupants of abutting land or other persons have no right or easement of access by reason of the fact that their property abuts such limited access facility or for any other reason. Interstate highways, parkways, and freeways are usually developed as limited-access facilities.

Local Access Management Plan: A plan or guideline in a formally adopted rule or ordinance that is related to the application of access management within the municipality's or eligible county's jurisdiction.

Local Access Road: A local public street or road, generally one parallel to a highway on the state highway system to which access for businesses or properties located between the highway and the local access road is provided as a substitute for access to the highway. A local access road may also be called a lateral road or reverse frontage road, depending on individual location and application.

Median: That portion of a divided highway separating the opposing traffic flows. A median may be traversable or nontraversable.

Median, Nontraversable: A physical barrier in a roadway or driveway that separates vehicular traffic traveling in opposite directions. Nontraversable medians include physical barriers (such as a

concrete barrier, a raised concrete curb and/or island, and a grass or a swale median) that prohibit movement of traffic across the median.

Median Opening Spacing: The allowable spacing between openings in a non-traversable median to allow for crossing the opposing traffic lanes in order to access property or for crossing the median to travel in the opposite direction (U-turn). The distance is measured from centerline to centerline of the openings along the traveled way.

Median, Traversable: A median that by its design does not physically discourage vehicles from entering or crossing over it. This may include painted medians.

Permit: Authorization for entry to and/or exit from a state highway and adjacent real property, issued by the department under Transportation Code, Chapter 203.

Permittee: A real property owner, or the owner's authorized representative, who receives an access connection permit from the department to construct or modify an access connection from the owner's property to a highway on the state highway system.

Private Driveway: An entrance to or exit from a residential dwelling, farm, or ranch for the exclusive use and benefit of the permittee.

Public Driveway: An approach from a publicly maintained street, road, or highway.

Reverse Frontage Road: See "local access road".

Right of Way: A general term denoting land, property, or interest therein, usually in a strip, acquired for or devoted to transportation purposes.

Service Road: See "frontage road".

Shared Access: A single connection serving two or more adjoining lots or parcels.

Sight Distance: The distance visible to the driver of a passenger vehicle measured along the normal travel path of a roadway from a designated location and to a specified height above the roadway when the view is unobstructed by traffic.

Signal: A traffic control signal.

Stopping Sight Distance (SSD): The distance required by a driver of a vehicle, traveling at a given speed, to bring the vehicle to a stop after an object on the roadway becomes visible. It includes the distance traveled during driver perception-reaction time and the vehicle braking distance.

Storage Lane Length: The portion of an auxiliary lane required to store the number of vehicles expected to accumulate in the lane during an average peak period.

Temporary Access: Time-limited provision of direct access to a roadway. Such access must be closed when permit conditions for access removal are satisfied. Typically, such conditions relate to such time when adjacent properties develop in accordance with a joint access agreement or front-age road plan.

Traffic impact analysis: A traffic engineering study to the level of analysis determined by the Department that determines the potential current and future traffic impacts of a proposed traffic generator and is signed, sealed, and dated by an engineer licensed to practice in the state of Texas.

TxDOT: Texas Department of Transportation.

Section 3 — Number, Location, and Spacing of Access Connections

Overview

The access connection distances in the following subsections are based on stopping sight distance and are intended for passenger cars on a level grade. These distances may be increased for downgrades, truck traffic, or where otherwise indicated for the specific circumstances of the site and the roadway. In other cases, shorter distances may be appropriate to provide reasonable access, and such decisions should be based on safety and operational factors supported by an engineering study.

The distance between access connections is measured along the edge of the traveled way from the closest edge of pavement of the first access connection to the closest edge of pavement of the second access connection (Refer to Figure 2-1).

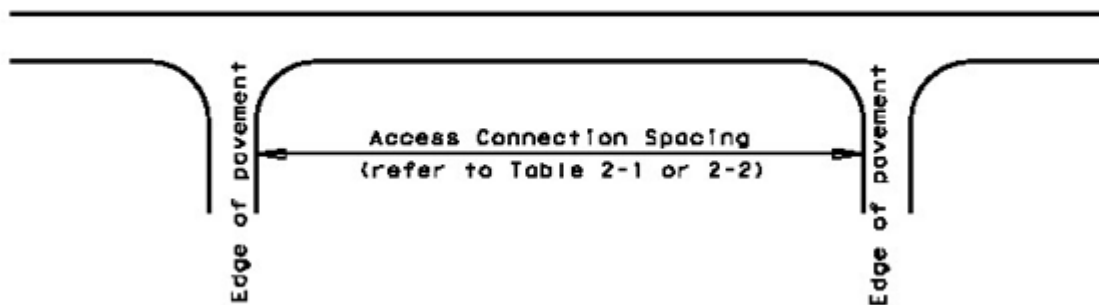


Figure 2-1. Access Connection Spacing Diagram

Conditions for granting access to the state highway system will be stated in the access permit. Violation of the conditions under which the permit was granted, as determined by the Department, may require reevaluation of the access by TxDOT.

Where topography or other existing conditions make it inappropriate or not feasible to conform to the connection spacing intervals, the location of reasonable access will be determined with consideration given to topography, established property ownerships, unique physical limitations, and/or physical design constraints. The selected location should serve as many properties and interests as possible to reduce the need for additional direct access to the highway. In selecting locations for full movement intersections, preference will be given to public roadways that are on local thoroughfare plans.

In the absence of any safety or operational problems, additional access connections may be considered. Any additional access must not interfere with the location, planning, and operation of the public street system. Where the property abuts or has primary access to a lesser function road, to an internal street system, or by means of dedicated access easement, any access to the state highway will be considered as an additional access.

New Highways on New Alignments (New Location)

When a new highway is constructed on a new alignment (new location), and the Commission designates that the new highway will be access controlled, direct access to the new highway will be determined prior to right-of-way acquisition and will be described in the right-of-way deeds.

Such new highways may initially have at-grade intersections, yet be intended for ultimate upgrade to full freeway criteria. In such cases, temporary access may be permitted where a property would otherwise be landlocked. When temporary access is permitted, the access permit will clearly state that the connection is temporary and will identify the terms and conditions of its temporary use and the conditions of the permanent access connection. The permit will also clearly state that the temporary connection will be closed and removed at such time that permanent access becomes available.

Freeway Mainlanes

Freeways are intended to provide a very high degree of mobility. Accordingly, freeway mainlanes provide no direct access to property and access to the freeway mainlanes is provided only at interchanges and ramps. The spacing of interchanges and ramps needs to allow entering and exiting vehicles to weave safely and to provide adequate acceleration/deceleration.

The design of freeways is governed by the *TxDOT Roadway Design Manual*, Chapter 3.

Frontage Roads

Frontage roads are roadways that are constructed generally parallel to a freeway or other highway. Figure 2-2 shows a typical frontage road application. Freeway frontage roads normally have at-grade interchanges with the arterial streets, which are generally perpendicular to the freeway and are grade-separated from the freeway mainlanes. Under fully developed conditions, the at-grade intersections of frontage roads and arterials are typically signalized.

Ramps provide connections between the frontage roads and the freeway. Traffic traveling from an arterial street to the freeway first turns from the arterial onto the frontage road and then travels along the frontage road to a freeway entrance ramp. Traffic traveling from the freeway to an arterial street leaves the freeway by means of an exit ramp that connects to the frontage road and then travels along the frontage road to its intersection with the arterial street.

Direct access to the frontage road is prohibited in the vicinity of ramp connections, as described in the *TxDOT Roadway Design Manual*, Chapter 3.

Other streets may also intersect with frontage roads. By means of these intersections, access is provided between the freeway system and the developments that have access onto these streets.



Figure 2-2. Freeway with Frontage Roads

Frontage roads may be considered in order to provide direct access to abutting property where 1) alternative access is not available and the property would otherwise be landlocked, 2) it is not feasible for the Department to purchase the access, or 3) the frontage road allows for improved mobility together with the property access.

Table 2-1 gives the minimum connection spacing criteria for frontage roads. However, a lesser connection spacing than set forth in this document may be allowed without variance in the situations described in Chapter 2, Section 5.

It should be noted that for areas with conventional diamond ramp patterns, where an exit ramp is just prior to the arterial street, the most critical areas for operations are between the exit ramp and the arterial street and between the arterial street and the entrance ramp. In X-ramp configurations, where the exit ramp is just after the arterial street, the most critical areas are between the exit ramp and the subsequent entrance ramp. While Table 2-1 gives minimum connection spacing criteria, the critical areas with respect to the ramp pattern may need greater spacing requirements for operational, safety, and weaving efficiencies.

The distance between access connections is measured along the edge of the traveled way from the closest edge of pavement of the first access connection to the closest edge of pavement of the second access connection (Refer to Figure 2-1). Additionally, the access connection spacing in the proximity of frontage road U-turn lanes will be measured from the inside edge of the U-turn lane to the closest edge of the first access connection (Refer to Figure 2-3).

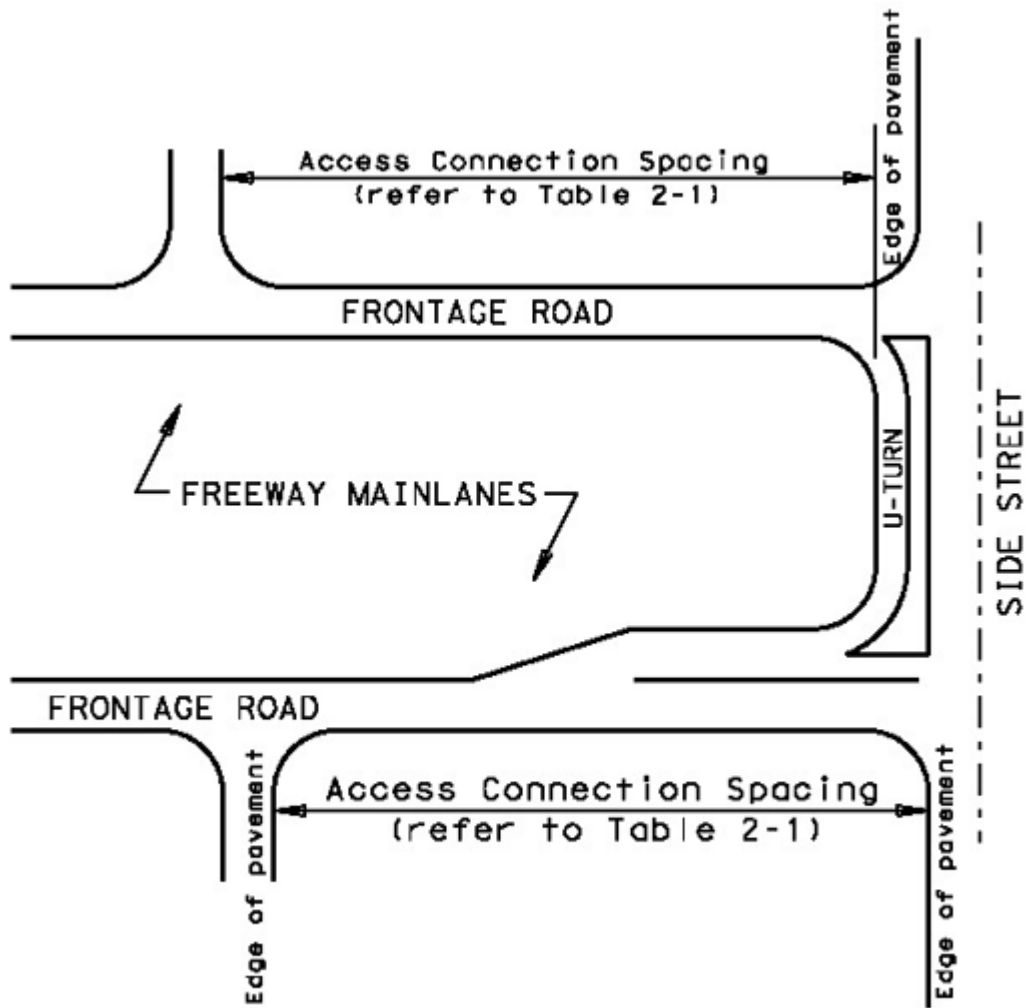


Figure 2-3. Frontage Road U-Turn Spacing Diagram

Table 2-1: Frontage Road Connection Spacing Criteria

Minimum Connection Spacing Criteria for Frontage Roads ⁽¹⁾⁽²⁾		
	Minimum Connection Spacing (feet)	
Posted Speed (mph)	One-Way Frontage Roads	Two-Way Frontage Roads
≤ 30	200	200
35	250	300
40	305	360
45	360	435
≥ 50	425	510

(1) Distances are for passenger cars on level grade. These distances may be adjusted for downgrades and/or significant truck traffic. Where present or projected traffic operations indicate specific needs, consideration may be given to intersection sight distance and operational gap acceptance measurement adjustments.

(2) When these values are not attainable, refer to the variance process as described in Chapter 2, Section 5.

Other State System Highways

This section applies to all state highway system routes that are not new highways on new alignments, freeway mainlanes, or frontage roads.

Table 2-2 provides minimum connection spacing criteria for other state system highways. However, a lesser connection spacing than set forth in this document may be allowed without variance in the situations described in Chapter 2, Section 5.

Table 2-2 does not apply to rural highways outside of metropolitan planning organization boundaries where there is little, if any, potential for development with current ADT volumes below 2000. For those highways, access location and design will be evaluated based on safety and traffic operation considerations. Such considerations may include traffic volumes, posted speed, turning volumes, presence or absence of shoulders, and roadway geometrics.

Table 2-2: Other State Highways Connection Spacing Criteria

Other State Highways Minimum Connection Spacing ⁽¹⁾⁽²⁾⁽³⁾	
Posted Speed (mph)	Distance (ft)
≤ 30	200
35	250
40	305
45	360
≥ 50	425

(1) Distances are for passenger cars on level grade. These distances may be adjusted for downgrades and/or significant truck traffic. Where present or projected traffic operations indicate specific needs, consideration may be given to intersection sight distance and operational gap acceptance measurement adjustments.

(2) When these values are not attainable, refer to the variance process as described in Chapter 2, Section 5.

(3) Access spacing values shown in this table do not apply to rural highways outside of metropolitan planning organization boundaries where there is little, if any, potential for development with current ADT levels below 2000. Access connection spacing below the values shown in this table may be approved based on safety and operational considerations as determined by TxDOT.

Corner clearance refers to the separation of access connections from roadway intersections. Table 2-2 provides minimum corner clearance criteria.

Where adequate access connection spacing cannot be achieved, the permitting authority may allow for a lesser spacing when shared access is established with an abutting property. Where no other alternatives exist, construction of an access connection may be allowed along the property line farthest from the intersection. To provide reasonable access under these conditions but also provide the safest operation, consideration should be given to designing the driveway connection to allow only the right-in turning movement or only the right-in/right out turning movements if feasible.

Auxiliary Lanes

This subsection describes the basic use and functional criteria associated with auxiliary lanes. Auxiliary lanes consist of left-turn and right-turn movements, deceleration, acceleration, and their associated transitions and storage requirements. Left-turn movements may pose challenges at driveways and street intersections. They may increase conflicts, delays, and crashes and often complicate traffic signal timing. These problems are especially acute at major highway intersections

where heavy left-turn movements take place, but also occur where left-turn movements enter or leave driveways serving adjacent land development. As with left-turn movements, right-turn movements pose problems at both driveways and street intersections. Right-turn movements increase conflicts, delays, and crashes, particularly where a speed differential of 10 mph or more exists between the speed of through traffic and the vehicles that are turning right.

Table 2-3 presents thresholds for auxiliary lanes. These thresholds represent examples of where left turn and right turn lanes should be considered. Refer to the TxDOT *Roadway Design Manual*, Chapter 3, for proper acceleration and deceleration lengths.

Table 2-3: Auxiliary Lane Thresholds

Median Type	Left Turn to or from Property		Right Turn to or from Property ⁽⁵⁾	
	Acceleration	Deceleration	Acceleration	Deceleration
Non-Traversable (Raised Median)	(2)	All	Right turn egress > 200 vph (4)	<ul style="list-style-type: none"> ◆ > 45 mph where right turn volume is > 50 vph (3) ◆ ≤ 45 where right turn volume is > 60 vph (3)
Traversable (Undivided Road)	(2)	(1)	Same as above	Same as Above

(1) Refer to Table 3-11, TxDOT *Roadway Design Manual*, for alternative left-turn-bay operational considerations.

(2) A left-turn acceleration lane may be required if it would provide a benefit to the safety and operation of the roadway. A left-turn acceleration lane would interfere with the left-turn ingress movements to any other access connection.

(3) Additional right-turn considerations:

- ◆ Conditions for providing an exclusive right-turn lane when the right-turn traffic volume projections are less than indicated in Table 2-3:
 - High crash experience
 - Heavier than normal peak flow movements on the main roadway
 - Large volume of truck traffic
 - Highways where sight distance is limited
- ◆ Conditions for NOT requiring a right-turn lane where right-turn volumes are more than indicated in Table 2-3:
 - Dense or built-out corridor where space is limited
 - Where queues of stopped vehicles would block the access to the right turn lane
 - Where sufficient length of property width is not available for the appropriate design

(4) The acceleration lane should not interfere with any downstream access connection.

- ◆ The distance from the end of the acceleration lane taper to the next unsignalized downstream access connection should be equal to or greater than the distances found in Table 2-2.
- ◆ Additionally, if the next access connection is signalized, the distance from the end of the acceleration lane taper to the back of the 90th percentile queue should be greater than or equal to the distances found Table 2-2.

(5) Continuous right-turn lanes can provide mobility benefits both for through movements and for the turning vehicles.^a Access connections within a continuous right turn lane should meet the spacing requirements found in Table 2-2. However, when combined with crossing left in movements, a continuous right-turn lane can introduce additional operational conflicts.

- a. Florida Department of Transportation (FDOT), Florida's Driveway Handbook, 2002.

Emergency Access

Direct emergency access (to be used by authorized emergency vehicles only) may be permitted if it is not feasible to provide adequate emergency access to a secondary roadway. A written explanation with references to local criteria from an appropriate government public safety official will be included with the permit application.

Field Driveways

Field driveways will be permitted where, in the determination of TxDOT, the field has no other reasonable access. Typically, one field driveway to a property under the same ownership or controlling interest may be granted; additional field driveways may be permitted if the necessity for such additional access (due to topography or ongoing agriculture activities) is demonstrated. Field driveways will be kept to the minimum necessary in order to provide reasonable access. A permit for a field driveway will state the conditions as to its use by agricultural equipment only. A change in the use of the property may require a reevaluation of the access permit as determined by the Department or municipality that has been granted access connection location permit authority.

Section 4 — Driveway Permits, Design, and Materials

Overview

Physical obstructions and influence on traffic caused by the presence and use of access driveways to property along the highways make it necessary that they be controlled for the safe movement of normal highway traffic. This section describes the Department's criteria for the construction and maintenance of private, public, and commercial driveways. The purpose is to accomplish a coordinated development between the highway and the abutting property which it serves. It is essential that entrances or exits of adequate design be provided for abutting properties, especially commercial properties, in order that ingress and egress may be made as safe as possible to the traveling public, and to those who patronize the roadside commercial establishments.

Permits

To obtain a permit to construct a driveway or to revise any existing driveway, the applicant should contact the local District TxDOT office. The applicant shall complete and submit to TxDOT a Form 1058, *Permit to Construct Access Driveway Facilities on Highway Right of Way*, which must include a description of the proposed work, the applicant's name, mailing address, telephone number and location of the proposed driveway. Applications for permits shall be made by the property owner or their authorized representative, who shall represent all parties in interest. Applications for permits shall be made only for the bona fide purpose of securing or changing access to the owner's property, but not for the purpose of parking or servicing vehicles on state highway rights of way.

No construction work on the driveway shall be undertaken on the right of way until a fully executed driveway permit has been received by the applicant and the applicant has given 24-hour notification to TxDOT.

A driveway must be constructed in accordance with a fully executed driveway permit and all applicable regulations. A TxDOT inspector will review the driveway construction to determine if it is acceptable or if modifications are needed. A driveway will be considered an authorized permitted driveway installation only after construction has been completed and the construction has been determined to be satisfactory to TxDOT.

Where a local public agency has been granted access driveway permitting authority to state highways, the granting of permit authority does not preclude the need for properly engineering access driveways. Any impacts to drainage on the state highway system resulting from installation of access driveways must be coordinated with and approved by TxDOT prior to any local approval. Consideration also needs to be given to driveway geometrics, utility location or relocation, environmental requirements, wetlands considerations (if appropriate) and the need to follow all applicable

state and federal laws, rules and regulations, including compliance with the Americans with Disabilities Act Accessibility Guidelines (ADAAG) and the Texas Accessibility Standards (TAS).

Driveway Design

All parts of entrances and exits on highway right of way, including the radii, shall be confined within the permittee's property frontage. Frontage is that portion of the right of way lying between two most distant possible lines drawn perpendicularly from the centerline of the highway to the permittee's abutting property line.

When the permittees of two or more adjoining properties agree to combine their property frontage for a shared access driveway, the combination would be encouraged and authorized under the applicable regulations. The frontage will then be the portion of the right of way lying between the two most distant possible lines of the combined frontage drawn perpendicularly from the centerline of the highway to the permittees' abutting property lines.

At any intersection of a state highway with another highway, road, or street where the existing right of way is flared or widened to allow for additional sight distance, no access driveway will be permitted within the flared or widened right of way section.

Fixed objects will not be allowed in the highway right of way.

The angle of the driveway from the highway pavement shall be 75 to 90 degrees, except that one-way 45 to 90 degree angle driveways will be permitted for connections to one-way frontage roads or lane divided highways.

All driveway construction shall comply with the Americans with Disabilities Act Accessibility Guidelines and Texas Accessibility Standards requirements and standards. The applicant shall provide appropriate access as determined by TxDOT regardless of the presence of adjacent sidewalks.

The width of a private residential driveway shall not exceed 24 feet measured at right angles to the centerline of the driveway, except as increased by permissible radii. The radius connecting the driveway to the highway pavement shall not be less than 15 feet.

A typical design for a private farm/ranch driveway should provide a 25-foot return radii and a 20-foot throat width. The distance from the edge of the highway pavement to a gate must be sufficient to store the longest vehicle, or combination of vehicles anticipated for use of the property. At a minimum, this distance should accommodate a pickup truck with trailer.

The width of a commercial driveway and the radius of curvature connecting the driveway to highway pavement may vary in size depending on traffic and location and should be selected in accordance with Appendix C of the Roadway Design Manual.

A divided commercial driveway having a one-way in and a one-way out, must provide for a raised separation (4-inch height) between the entry and exit lanes. The separation area may be landscaped or may contain a surface material having a contrasting color to the driveway pavement that will be highly visible to motorists. An excessively wide raised separator may be confusing to motorists and may appear to be two closely spaced two-way driveways. To avoid this problem, the maximum allowable width of a raised separator in a divided driveway is 15 feet. Exceptions to the raised separation requirements must be approved by TxDOT.

Drainage

Drainage in highway side ditches shall not be altered or impeded. When drainage structures are required, the size and other design features shall be approved by TxDOT.

Access driveways shall be constructed to match the grade of the highway pavement edge or the shoulder edge if a shoulder is present. The driveway shall be designed and constructed in such a manner as to not impede the flow of water away from the highway pavement.

If the driveway is approved to be constructed at grade through the roadside ditch or natural grade of the roadside, the driveway shall be paved with a stabilized all weather surface material acceptable to TxDOT to conform to the cross section shape of the ditch or other natural grade of the roadside to form a stable driveway. An exception to using stabilized new surface may be approved by TxDOT if the roadside or ditch is naturally stabilized with rock which may be driven on without eroding or rutting in all types of weather.

Safety end treatments will be used for all driveways with drainage structures constructed within the highway right of way. The side slopes of the driveways must not be greater than the slope of the required safety end treatment and shall match the slope of the safety end treatment at the junction of the two. Approved safety end treatments may be found at standard CAD drawing under Bridge Standards for Safety End Treatments. The most frequently used standard is 'Parallel Drainage for 12"-72" Diameter.' These can be found under [Bridge Standards \(English\)](#), Safety End Treatments. The design requirements of the safety end treatments are as follows:

- ◆ There shall be no culvert headwalls or similar vertical ends.
- ◆ Ends shall be sloped at 6:1 (6 horizontal to 1 vertical) or flatter, with concrete riprap to prevent erosion and to protect the pipe end.
- ◆ The access driveway embankment slope shall be 6:1 maximum, with 8:1 preferred beginning at the edge of the driveway pavement.
- ◆ For pipes greater than 30 inches in diameter or multiple pipes with individual diameters greater than 24 inches, grates shall be provided with maximum slope of 6:1 or a preferred slope of 8:1. Cross-pipes are not required on small (single pipes having a diameter of 30 inches or less) structures regardless of end location with respect to the horizontal clearance requirements;

however, the ends of small structures shall be sloped and provided with concrete riprap as described above.

A ditch within the highway right of way may be filled in with dirt or other approved material, provided that prior TxDOT approval is obtained and the following conditions are met:

- ◆ The property along the right-of-way frontage has two or more permitted driveways that are in compliance with the "Number, Location and Spacing of Access Connections" requirements described in Section 3 of this chapter.
- ◆ Surface drainage shall be provided so that all surface water on the filled-in area shall be carried away from the highway roadbed in a suitable manner.
- ◆ The design of a drainage structure underneath the filled-in area shall be adequate to carry the flow of water in the highway ditches.
- ◆ The filled-in area shall be sufficiently delineated and, where required by TxDOT, delineation or other satisfactory methods shall be used to prevent the use of the area for parking or travel. The area shall be kept free of obstructions.
- ◆ The filled-in area shall extend from the right-of-way line to the edge of pavement, edge of shoulder or back of curb as the case may be. Other requirements may be imposed by TxDOT for filled-in areas in order to conform with planned future improvements to the existing highway section.
- ◆ The filled-in area and safety end treatment on the drainage structure may not extend beyond the boundary line of the permittee's property without written consent of the adjoining property owner whose property will contain the extension.

Materials

The permittee shall furnish all materials necessary for the construction of the access driveways and all appurtenances authorized by the permit. All materials shall be of satisfactory quality and shall be subject to inspection and approval by TxDOT. Access driveways shall be paved with a stabilized all weather surface material acceptable to TxDOT to prevent tracking mud onto the highway and to prevent damage to the edge of the roadway from vehicles using the driveway.

Section 5 — Variance Process

A variance to any requirement contained in this chapter may be requested by a property owner or permittee. Variance requests shall be submitted to the proper TxDOT District office for a decision by the District Engineer, or his or her designee, in accordance with 43 Texas Administrative Code, Chapter 11, Subchapter C Access Connections To State Highways, Section 11.52 Access Connection Facilities. If the variance is denied by TxDOT, reference can be made to the appeal process in Chapter 3, Section 5, of this manual.

A spacing that is shorter than the minimum allowable, as set forth in this chapter, is considered a variance to the access criteria. However, a lesser connection spacing than set forth in this chapter may be allowed as a permissible deviation without resort to the variance process in the following situations:

- ◆ To keep from land-locking a property where such land-locking is solely the result of action by TxDOT (for example, design and construction modifications which physically prevent a driveway installation due to grade changes, retaining walls, or barrier installations) where TxDOT does not control the access; or
- ◆ Replacement or re-establishment of reasonable access to the state highway system under highway reconstruction/rehabilitation projects.

The above references to land-locking do not apply to circumstances where an existing larger tract of land is subsequently further subdivided (and the subdivided lots sold to separate owners) and the original tract of land either already has an existing permitted access connection point, or would qualify for such an access connection point based upon the spacing requirements of this chapter. Potential land-locking caused by subdivision and resale is the result of such subdivision process and will not alone justify a variance in the spacing requirements contained in this chapter. Therefore, as part of the subdividing process, the party proposing the subdivision (and the municipality approving such subdivisions) should require and provide some type of internal access easements to the existing access connection points (or to such access connection point locations that qualify for future permits based on this chapter's spacing requirements).

When a variance to an access criteria is approved, the permit will include conditions such as the maximum permitted traffic volume to ingress and egress the property or other conditions with respect to granting the variance. Violation of the conditions under which the variance was granted may require reevaluation of the access permit, particularly if safety or crash records indicate deteriorated traffic safety on the abutting state highway.

The TxDOT variance process applies except within the jurisdiction of municipalities that have access connection location permit authority. For those situations, refer to the deviation procedures outlined in Chapter 3, Section 1. While the municipality will approve/disapprove individual deviations or variances to the local access management plans or guidelines, the deviation or variance

shall be coordinated with TxDOT prior to resolution of the deviation or variance request to evaluate impacts to the state highway system.

Chapter 3 — Administrative Procedures

Contents:

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[Section 2 — Corridor Access Management Plans](#)

[Section 3 — Engineering Analysis](#)

[Section 4 — Sale of TxDOT Controlled Access](#)

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Section 1 — Approval Process for Local Guidelines

Overview

Municipalities, upon request, may use their own access management guidelines to determine appropriate access connection locations. Local access management guidelines will then apply to all or part, as stated in the guidelines, of the state highway system within that municipal jurisdiction, except where the Department controls the access. The local access management guidelines or plans should be based on sound engineering practices and accepted access management principles. There are two approaches for municipalities to apply their local access management plans or guidelines to state highways within that municipal jurisdiction.

Application Local Access Management Plans (TxDOT as Permitting Authority)

TxDOT will apply a local access management plan when the municipality provides in writing its local access management plan to the local TxDOT district office with an indication of its desire that the plan be applied within its jurisdiction and an implementation date. TxDOT will implement any subsequent changes to the local access management plan when the municipality submits the changes to TxDOT with a proposed implementation date for the changes. The approval of the design and engineering of the access location will be handled by TxDOT. TxDOT will issue the access location permits.

Application Local Access Management Plans (Municipality as Permitting Authority)

A municipality that desires to undertake the access permitting process on highways on the state highway system within their jurisdiction shall submit in writing its proposed permitting procedures and an implementation date to TxDOT. If TxDOT determines that the proposed procedures adequately address the engineering and design of access locations as described in this manual in Chapter 3, Section 1, Engineering Access Locations, TxDOT will transfer to the municipality the access permitting function within the municipality's jurisdiction. The municipality will then issue the access permits.

The municipality shall submit to the Department a copy of each approved access permit on the state highway system within ten working days of its approval and prior to initiation of any access construction on the state highway system. The contractor installing the access connection shall have a copy of the permit at the site.

A municipality may also choose to adopt the Department's guidelines as their own and retain access connection location permit authority. Access location permit authority may be transferred to the municipality by letter from the TxDOT District Engineer and then, at the next opportunity, incorporated into the municipal maintenance agreement between TxDOT and the participating authority.

For example, if a city actively applies its subdivision regulations within its extraterritorial jurisdiction (ETJ), the municipal maintenance agreement may also extend the municipality's access permitting authority to the ETJ rather than the corporate limits.

Assumption of Permitting Function Optional

Municipalities are not required to take over the access permitting function for state highways within their jurisdictions.

Engineering Access Locations

Granting location permit authority to municipalities does not preclude the need to properly engineer access locations. Any impacts to drainage or hydraulics on highways on the state highway system resulting from access connections must be coordinated with TxDOT prior to any local access approval. Issuance of access permits must address driveway geometrics, utility location/relocation, compliance with the Americans with Disabilities Act (ADA) and Texas Accessibility Standards (TAS), environmental requirements, wetland considerations if appropriate, and all other applicable state and federal laws, rules, and regulations.

Deviation Process (Municipality as Permitting Authority)

Any deviation or variance from the municipality's access criteria shall be handled by the appropriate local appeals procedure (which shall be determined by the municipality). While the municipality will approve/disapprove individual deviations or variances to the local access management plans or guidelines, the deviation or variance must be coordinated with TxDOT prior to resolution of the deviation or variance request to evaluate impacts to the state highway system.

Submission of Local Access Management Plans

Once the TxDOT District has transferred to the municipality the access permitting function within the municipal jurisdiction, a copy of the local access management plan and implementation date will be sent to the Design Division for record purposes. Also, when TxDOT will be the permitting authority and apply a local access management plan within a municipal jurisdiction, a copy of that local access management plan and implementation date will be sent to the Design Division.

Subsequent changes or updates to local access management plans and new implementation dates will be sent to the Design Division for record purposes.

The Design Division can be consulted on local access management plan development or implementation at the TxDOT District's request.

Section 2 — Corridor Access Management Plans

Overview

Any municipality or Metropolitan Planning Organization may, in cooperation with TxDOT, develop an access management plan for a specified state highway segment for the purposes of preserving or enhancing that highway's safe and efficient operation. Once adopted by the affected agencies, such plans will form the basis for all future access connection locations. Priority in developing corridor access management plans should be placed on those facilities with high traffic volumes or those that provide important statewide or regional connectivity and mobility, such as hurricane evacuation routes, relief routes, and NAFTA corridors.

Functional Criteria

The corridor access management plan will provide comprehensive area-wide traffic and mobility solutions, while providing reasonable access to abutting property. Each plan should include a combination of policy, design, and improvement actions aimed at achieving access management objectives. These plans should emphasize the host of access management techniques: shared access, cross access, internal street circulation, properly spaced collector system, proper driveway design, and median design techniques.

The corridor access management plan may include the following elements:

- ◆ Existing and future access locations,
- ◆ All major access-related roadway design elements,
- ◆ Lots or parcels currently having frontage on the highway segment,
- ◆ Pedestrian and bicycle amenities and associated safety implication,
- ◆ Transit facility considerations; and
- ◆ All supporting technical materials, if applicable.

TxDOT and any local government within the plan area should be parties to the plan, which will then be adopted by agreement among the agencies. After an access management plan is in effect, all action taken in regard to access will be in conformance with the plan and any modifications to the plan must be approved by the affected local governments and TxDOT.

Section 3 — Engineering Analysis

Overview

Engineering studies or analyses can be used to assist in the evaluation of future access connections to the state highway system. In many cases, such as low volume or rural access connections, an engineering study will not be needed. For locations where TxDOT is the permitting authority, the need for an engineering study, and the level of detail, will be determined by TxDOT. In the case of a dispute resolution, the Design Division can request an engineering study and specify the level of study detail.

The purpose of an engineering study is to determine the safety, mobility, and operational impacts that the access connection will have on the highway system. While not applicable to TxDOT, municipalities may require that such studies also determine the compatibility between the proposed land use and the transportation network.

Early Coordination

As early as possible in the development process, applicants are encouraged to meet with the local TxDOT district staff, and the municipality if applicable, to discuss specific requirements associated with obtaining access to the state highway system. This meeting, in addition to bringing all affected parties together regarding access connection issues, will also help to define the requirements of any needed engineering study.

Concurrence with Local Guidelines

If the proposed development is within a jurisdictional boundary and the municipality has engineering study or traffic impact analysis guidelines in place, then the applicant is required to adhere to the municipality's guidelines.

Questions to Consider

When determining the need for and level of detail of an engineering study, the following questions should be considered:

- ◆ Do the proposed driveway(s) meet the minimum spacing requirements per Tables 2-1 and 2-2 (or local requirements, as applicable)?
- ◆ Will the proposed driveway(s) require a deceleration or acceleration lane? If so, refer to the TxDOT Roadway Design Manual for lengths and other design criteria.
- ◆ Are there any sight distance or physical obstructions that will result in a safety problem?

- ◆ Are there any environmental or hydraulic issues associated with the proposed driveway(s)?

The responses to the above list of questions will assist in determining the level of detail required in an engineering study.

If necessary, specifics regarding needed level of study, time of day analysis, phasing of development, and project area can be defined and agreed upon at the initial coordination meeting.

Additional information and analysis may be required if the access connection cannot meet the minimum spacing requirements, or there is an operational or safety impact.

Engineering Study versus Traffic Impact Analysis (TIA)

A Traffic Impact Analysis (TIA), the requirements of which are described below, may be required when a permit for an access connection or the sale of TxDOT controlled access is requested. The following section outlines the purpose and requirements of an engineering study and a TIA.

In nearly all other cases where the access requirements set forth herein are satisfied, a TIA will not be required. Typically, the impacts of an access point along a state facility can be ascertained by means of an engineering study that indicates the forecasted turning movements at the proposed access connections. The forecasted turning movements, used in conjunction with the TxDOT Roadway Design Manual, will determine the need for and the required length of left-turn and/or right-turn deceleration lanes.

Requirements for Engineering Studies and TIAs

The intent of this section of the Access Management Manual is to identify the possible criteria for engineering studies and TIAs. It is by no means meant to minimize the need for the applicant to meet with the local TxDOT district staff to determine the study's requirements. It is the intent of TxDOT to require only those elements of an engineering study or TIA that are necessary to answer the specific questions that arise during the permitting process for specific access points. It is not the intent of TxDOT to require an exhaustive TIA for every application for a driveway permit on a state roadway. The early coordination meeting, as discussed above, will be the mechanism to identify whether or not an engineering study or TIA is necessary and, if so, the level of detail that will be required.

Engineering Study. Should an engineering study be required, it may include the following elements: trip generation, trip distribution, and traffic assignment at the proposed access points. Additionally, the engineering study may require that existing traffic volume data be collected.

The trip generation will be conducted using the latest edition of the Institute of Transportation Engineers Trip Generation manual unless there is acceptable data that supports the use of another trip generation source. Trip distribution will be performed with input from the local TxDOT district staff (and the municipality, if applicable). The traffic assignment will be conducted to determine the forecasted turning movements attributable to the proposed development. The existing traffic counts

will be grown using an annual growth rate as agreed to by the local TxDOT district staff (and the municipality, if applicable) to the build-out year of the proposed development. As an example, if the proposed development will take two years to construct and occupy, the existing traffic volumes will be grown by the agreed upon growth factor for two years. The resulting traffic volumes will be used as background traffic volumes, and the assigned forecasted turning movements will be added to the background traffic volumes resulting in the total traffic volumes.

The total traffic volumes will be used to determine the need for left-turn and right-turn lanes. If such lanes are needed, refer to the TxDOT Roadway Design Manual to determine their lengths and other design criteria.

TIA. In the rare instances where a TIA is required by TxDOT, it may include the above mentioned elements as well as the same type of data for intersections adjacent to the proposed site (specific study limits to be defined by TxDOT). Additionally, the TIA may require operational analyses (including LOS and capacity analyses) for the study intersections as determined during the initial meeting between the applicant and the local TxDOT district staff. Furthermore, the applicant's TIA should include recommendations for mitigation measures should the impact of the proposed access point(s) on the state highway system result in unacceptable levels of service.

Examples of Levels of Engineering Studies

This section presents examples of scenarios under which an engineering study or TIA would likely be required by TxDOT and the level of detail that would be needed to address the issues associated with the requested access connection. These scenarios are for illustration purposes only and should not be used as thresholds for study level requirements.

The first scenario involves a request that meets the driveway spacing criteria, but is a major development that consists of more than 200,000 square feet of retail development along with associated pad-type developments. Even though the driveway spacing criteria (as defined herein) have been met, it is important for TxDOT to understand the impacts that this large development will have on the adjacent roadway network and the intersections adjacent to the site. The parameters of the engineering study or TIA would be defined by TxDOT based upon the characteristics of the existing traffic, the major intersections relative to the site access, and other operational or safety concerns. Additionally, the engineering study or TIA would likely examine multiple phases of development, assuming that the entire site will not be developed at one time. The phased study or TIA would enable TxDOT to determine the necessary mitigation measures for each phase of development and the specific improvements that should be in place to accommodate the development's traffic. As stated previously, the intent of a TxDOT required engineering study or TIA is not to determine the compatibility of the land use with the surrounding area, but rather to determine the impact of the development and its associated traffic volumes on the state roadway.

The second scenario involves the application for a driveway for a small development such as a single residential unit, single retail unit, or similar land use. The driveway spacing requirements set

forth herein are satisfied by the applicant. The existing traffic volumes along the state roadway are relatively low. Neither an engineering study nor TIA would be required in this scenario.

A third scenario would be the application for a driveway for a moderate-sized development that meets the spacing criteria outlined herein, but that raises questions about the proper length of a right-turn deceleration lane as well as the need for a left-turn lane. The local TxDOT district staff may require an engineering study to examine the issues at hand. The applicant would need to provide forecasted turning movement volumes at the subject driveway location as well as background traffic volumes that will also pass through the intersection. These forecasted volumes, along with the state roadway's design speed, can then be used in conjunction with the TxDOT Roadway Design Manual to determine if a right-turn deceleration lane and/or left-turn lane is needed. If it is determined that a left-turn lane is necessary, an operational analysis can be performed by the applicant to determine the appropriate length of the left-turn lane.

The fourth scenario involves an application for a driveway that does not meet the spacing requirements set forth herein. If necessary, TxDOT may request an engineering study or TIA to determine the operational impacts of the proposed driveway on the existing state roadway and adjacent driveways or intersections. The level of detail of this study or TIA will be dependent upon the intensity of the traffic expected to be generated by the planned development. The study may include trip generation, distribution and assignment, but may also include operational analyses at the proposed driveway and the adjacent intersections and driveways. Further analyses may be necessary to determine the operational and safety impacts of the sub-standard spacing on the overall roadway system.

Section 4 — Sale of TxDOT Controlled Access

In locations where TxDOT controls the access along the state highway, a request to purchase the access must first be submitted to the local TxDOT district office and then sent to the TxDOT Administration through the Design Division. If the Administration concurs with the purchase request, then the Commission will consider the sale of the access. It is important to understand that access is an interest in real property and cannot be sold without Commission approval.

While the data will vary based on the individual request or location, information required for submission of a request to sell TxDOT controlled access may include:

- ◆ District, county, city, highway, location, and right of way points of proposed access breaks,
- ◆ Dated chronology of correspondence, meetings, or discussion concerning the access request,
- ◆ Participants in the request process, including city, county, developers, consultants, legal counsel, etc.,
- ◆ Any local funding contributions (amount or percentages),
- ◆ Highway layout showing the proposed access site and the upstream/downstream roadway system and associated access (including roadway/driveway geometrics if applicable to resolution),
- ◆ Future development (both of the roadway and adjacent property),
- ◆ Present and future traffic volumes, including turning movements, at intersections and access points within the logical termini,
- ◆ Any engineering studies or traffic modeling that have been completed,
- ◆ Unified Transportation Program (UTP) status,
- ◆ Environmental status,
- ◆ Right of Way (ROW) status; and
- ◆ District discussion/comments on present and future impacts to the state highway system.

Refer to Chapter 3, Section 3 for engineering study and/or Traffic Impact Analysis (TIA) discussion.

Section 5 — Appeal Process

Appeal Process (TxDOT as Permitting Authority)

It is preferable that access requests to the state highway system and other issues related to an access connection be resolved at the District level. However, a dispute over a request for an access permit to the state highway system, a requirement for a change or repair of an existing access connection, the denial of a request for a variance, or a finding of significant impact and threat to public safety may be elevated through the appeal process first to the Design Division, then to the Executive Director, and ultimately to a Board of Variance appointed by the Executive Director, all in accordance with 43 Texas Administrative Code, Chapter 11, Subchapter C Access Connections To State Highways, Section 11.55 Appeal Process.

The District should act on a request for a permit or other property owner request related to an access connection no later than 60 days after the date the request is submitted to the District. When an access connection request has been denied by the District, the appeal, if requested, must be submitted to the Director of the Design Division. The petition of appeal must be in writing, completely and succinctly state the grounds for appeal and its factual basis, and include sufficient factual documentation, such as drawings, surveys, or photographs, to establish the merits of the appeal.

In the case where a municipality has access permitting authority, the permit requestor cannot appeal a denial of access to the Department as described above.

Data Requirements for an Appeal to Design Division

If a property owner or its representative appeals a District decision on an access related issue, the District must promptly provide its position on the issue and sufficient background information to the Design Division. While the data will vary based on the individual request or location, the District's submission of appeal information should include:

1. District, county, city, highway, and location,
2. Dated chronology of correspondence, meetings, or discussion concerning the access request,
3. Participants in the request process, including city, county, developers, consultants, legal counsel, etc.,
4. Status of municipal platting/zoning requests and any city council actions or resolutions,
5. Highway layout showing the requested access site and the upstream/downstream roadway system and associated access (including roadway/driveway geometrics if applicable to resolution),
6. TIA as indicated in Chapter 3, Section 3,

7. The requestor's proposed access solution,
8. The District's proposed access solution; and,
9. District discussion/comments with respect to the access request.

The TxDOT appeal process will determine final resolution of the access request and whether or not the District is to issue the access permit. Once the appeal process is completed for an access request, no additional appeal or dispute resolution will be granted.

**GENERAL MEETING OF THE BOARD OF DIRECTORS
OF THE
CENTRAL TEXAS REGIONAL MOBILITY AUTHORITY**

RESOLUTION NO. 13-___

**AMENDING THE POLICY CODE TO ADOPT PROCEDURES AND STANDARDS
CONCERNING DIRECT ACCESS FROM ABUTTING PROPERTIES
TO MOBILITY AUTHORITY FRONTAGE ROADS.**

WHEREAS, by Resolution No. 12-016 adopted February 29, 2012, the Board of Directors adopted the Mobility Authority Policy Code (“Policy Code”); and

WHEREAS, the Policy Code adopted February 29, 2012, was a non-substantive codification of all policy resolutions adopted by the Board of Directors since 2003.

WHEREAS, the Executive Director recommends that the Board of Directors amend the Policy Code to adopt by reference and incorporation into the Policy Code the *Access Management Manual* promulgated by the Texas Department of Transportation, with certain specific exceptions, as set forth in Exhibit 1 to this resolution.

NOW THEREFORE, BE IT RESOLVED, that the Board of Directors hereby amends the Policy Code to repeal Article 3 (Frontage Road Access), Chapter 3 (Operations) of the Policy Code, and substitute in its entirety a new Article 3 (Access Management Standards), Chapter 3 (Operations), as set forth in Exhibit 1.

Adopted by the Board of Directors of the Central Texas Regional Mobility Authority on the 22nd day of May, 2013.

Submitted and reviewed by:

Approved:

Andrew Martin
General Counsel for the Central
Texas Regional Mobility Authority

Ray A. Wilkerson
Chairman, Board of Directors
Resolution Number: 13-___
Date Passed: 5/22/2013

EXHIBIT 1 TO RESOLUTION NO. 13-

Article 3 (Frontage Road Access), Chapter 3 (Operations) of the Policy Code is repealed in its entirety and a new Article 3 (Access Management Standards), Chapter 3 (Operations) of the Policy Code is adopted to read as follows on the following two pages:

Article 3. ACCESS MANAGEMENT STANDARDS

301.040 Application and Permit Required

- (a) This article establishes standards and policies to manage access to authority roadways from abutting property.
- (b) Before constructing an access connection that connects to an authority roadway, a property owner with a right to establish the access connection must file an application with the authority and receive a direct access permit from the authority in accordance with this article and other applicable law.

301.041 Criteria for Approval of an Access Connection

- (a) Unless otherwise specifically provided by this article, an access connection to an authority roadway shall comply with the all criteria and standards established for a frontage road by the *Access Management Manual* adopted by the Texas Department of Transportation, as that manual is in effect on the date the application for the permit is filed with the authority.
- (b) A decision under the TxDOT *Access Management Manual* that may be made by a TxDOT employee at the district engineer level or below may under this article be made on behalf of the authority by the executive director or his or her designee.
- (c) The executive director may promulgate and adopt application or other forms necessary or desirable to facilitate the review and decision on a direct access permit required by this article.

301.042 Prohibited Direct Access

Direct access to an authority frontage road is prohibited in the vicinity of existing ramp connections to mainlane roadways, as detailed by a defined “control of access” area illustrated on official right-of-way maps for the authority roadway on file with the authority.

301.043 Costs of Associated Infrastructure Improvements

- (a) If the executive director determines a proposed access connection may reasonably cause safety or operational problems on the frontage road, including a reduction in the capacity of through lanes on the frontage road, as a condition of approval for a direct access permit the executive director may require the applicant to bear all or a portion of the costs of providing infrastructure improvements necessary to resolve or mitigate the safety or operational problems.
- (b) The executive director may negotiate and execute a development agreement and associated agreements with an applicant to implement requirements under subsection (b). Board approval of an

agreement under this subsection is required if the authority will pay more than \$50,000 in costs that are not reimbursed by the applicant.

301.044 **Appeal**

(a) An applicant may appeal a decision of the executive director to the Board in accordance with the appeal rights and procedures set out the *TxDOT Access Management Manual*, as modified by this section. The board shall exercise the power of the TxDOT Design Division to hear and decide an appeal under the *TxDOT Access Management Manual*.

(b) An applicant must file a written notice of appeal with the executive director no later than 15 days after the date the applicant receives written notice of the decision being appealed.

(c) The executive director shall schedule the appeal for a hearing by the board no sooner than seven days and no later than 45 days after the date the notice of appeal is received.

(d) The decision by the board on an appeal is final.