

Chapter 9

Transportation and Trails Plan

Transportation

As a developing area and principal transportation corridor in south-central Utah, Sevier County seeks, through this Plan, to document its principal roadways and procedures for working cooperatively with local, state and federal agencies in maintaining and keeping all public roadways safe for public use. The County also seeks to apply sound planning principles to its present and emerging transportation needs.

Sevier County is a vital transportation corridor in the southwestern U.S. and in Utah. The county is accessed nationally via Interstates 15 and 70 and U.S. Highways 50 and 89. Multiple state (secondary) county, municipal, and public (BLM and USFS) roadways also provide access to valley and mountain properties in Sevier County.

Sevier County is served by Region Four of the State of Utah Department of Transportation. The Region Four Office is located in Richfield and three district offices are located in Cedar City, Price and Richfield. Region Four has approximately 400 employees. It is a more rural-oriented than other transportation regions. Region Four contains the following: 3 national forests, 5 national parks, 5 national monuments, a national recreation area, 7 state parks, 10 state recreation areas, and 15 state highways that are designated "Scenic Byways." (**Map**)

The State Department of Transportation Mission is "to provide a quality, cost effective transportation system that is safe, reliable, environmentally sensitive and serves the needs of the public

commerce and industry."¹ To a substantial degree, Sevier County leaders and road department personnel ascribe to this public transportation mission as well.

The transportation system within Sevier County and communities provides mobility and the linkage between commercial, personal, political, recreational, religious and social activities. In Sevier County's contemporary lifestyle, mobility is principally dependent on automobiles, recreational vehicles, ATV's, tractors and trucks. Bicycles are utilized only incidentally and mainly for recreational purposes.

In Sevier County, as elsewhere, establishing connections between land uses is a key principle in transportation planning.² Accessibility of employment, food, merchandise, recreation as well as health, human and emergency services is directly related to the convenience, quantity and quality of surface systems that link various land uses and serve human requirements.

Sevier County officials and citizens seek a balanced transportation system. They understand that an effective and efficient system requires substantial planning and investment in infrastructure. They also know that the system requires much in the way of management, maintenance and cooperation between the County, federal, state and local community leaders.

¹Utah Department of Transportation *Region Four User Guide*. May, 1997, page 1. Mission Statement was revised in October, 1995,

²Utah State Department of Community and Economic Development, *Shaping Livable Communities*, Part III, Transportation. pages 1-11 October, 1996.

In the substantially rural areas of Sevier County, this Plan and accompanying programs encourage alternative commercial transportation modes. The primary modes are those outlined above. The Plan also fosters improvements, upgrades and new routings that facilitate accessibility and mobility for Sevier County residents and visitors.

“One of the quickest ways to change a rural community [or county] is to widen its major roadways.” While they too seek access to their neighborhoods and commercial areas, homeowners in small communities are frequently concerned, as they should be; with increased speed and traffic volumes.³ Some county roadways need to be widened to correspond with the typically wider roadways in many Sevier communities.

Sevier County residents want all transportation-related planning and activities to promote their health, safety and general welfare. The policies in this chapter are intended to induce tourism, growth and orderly development, as well.

Access Management

Contemporary access management⁴ is a comprehensive approach for improving transportation systems by managing the location, design, and operation of roadways, driveways, median openings, and intersecting street connections. Implementing access

³National Endowment for the Arts: Design Program; U.S. Department of Agriculture, Natural Resources Conservation Service; *Managing Change in Rural Communities: The Role of Planning and Design*. October 1994, page 16.

⁴National Research Council. Transportation Research Board, *Land Development Regulations that Promote Access Management*; Washington, DC, National Academy Press, 1996, pages 1~3.

management in Sevier County calls for establishing a logical, functional hierarchy of roadways and applying various levels of access control.

National and regional research is documenting the safety and operational benefits of access management. These benefits, which Sevier County seeks to achieve, include the potential for reducing accidents and preserving the efficiency of roadways in terms of capacity and speed. Access management helps to stabilize public expenditures for roadways and highways. Reducing the number and frequency of curb cuts or median openings also creates aesthetic benefits, such as increasing open space and landscaping.

The Intermodal Surface Transportation Efficiency Act of 1991 recommends consideration of access management for congestion management and corridor preservation. The State of Utah is developing more comprehensive access management programs and strategic highway initiatives that emphasize access control.

The inclusion of access management policies in this Plan reflects the extension of land use planning and transportation enhancement benefits to Sevier County and communities.

Discouraging sprawl, maintaining acceptable levels of roadway efficiencies, protecting county and community culture, coordination, and consistency of land use and transportation system linkages are examples of areas where access management and orderly growth converge. Access management is facilitated through land use strategies that discourage frontage and strip development and promote clustering of land uses into unified developments with shared access.

Access management also extends to bicycle, recreational vehicle, automobile, and pedestrian traffic interfacing. Location of buildings, points of direct pedestrian access, landscaping and parking are improved through effective access management.

Zoning regulations and provisions that encourage creative layout of commercial areas and subdivisions improve vehicular and pedestrian accessibility and safety. Sevier County intends to include and implement such regulations through this Plan and in its land use ordinances.

Encouraging on-going input from citizens as well as collaboration and coordination with affected entities are initiatives Sevier County has adopted and hopes to foster through on-going planning for its transportation and trails systems.

Public Access to Public Lands

Because Sevier County is economically dependant on the use and development of public land resources, a principal concern is that public and use and road management decisions are based on input from county officials and residents.

Consistent with federal regulations, federal land managers have a responsibility to inform and involve local county and community leaders and multiple users of public lands in public land access decisions. State land use managers and transportation officials have similar responsibility.

Sevier County leaders also believe that federal and state regulations on access and land use in general, must recognize the need for roadway maintenance and for new road development. This recognition should include adequate and realistic permitting procedures, design, construction and maintenance requirements.

County leaders acknowledge that some areas exhibit resource damage due to inadequate road construction or maintenance. In such circumstances, county officials want to be included in roadway closure and modification proposals.

Sevier County will also continue to work closely with Native American Tribal leaders to maintain adequate access to and through Tribal properties. Roads that cross Indian Trust or reservation lands and serve a historical public use are subject to the Act. of March 3, 1901 (25U.S.C. Section 311) and the 1948 Indian Right-of-Way Act. This Act simplified and facilitated the process of granting right-of-ways across Tribal lands. The Act also provides the County (Sevier) with avenues to address access and travel issues.⁵ **(Map)**

RS-2477 Roadways⁶

Historical and continued use of man-made trails as thoroughfares for agricultural, ranching, recreation and related purposes, allows Sevier County to claim both historical prescriptive use on or across public lands as valid RS-2477 rights-of-way.

⁵Copies of these Acts may be made available to contacting the Uintah County Commission Office in Vernal, Utah

⁶RS=Revised Statues. Prior to the time the federal government codified its administrative regulation into the Code of Federal Resister (CFR), federal land use regulations were referred to as statues. Originally, section 2477 applied to roads. Accordingly, RS 2477 refers to Revised Statues applied to roads on federal lands.

County leaders believe that some RS-2477 regulations (either as drafted or proposed) are both unjust and illegal. Such regulations seek to place an inequitable burden on local governments by requiring counties to “validate” public land rights-of-ways. Sevier County officials believe they have adequately and appropriately claimed these roads as rights-of ways through historical use, documentation and established maintenance processes.

The county considers roads on the Utah Department of Transportation Road System as valid RS-2477 granted rights-of-way. Sevier County understands that its claims to public rights-of-way may not extend to reclamation project(s) or private, industry-developed roads.

Sevier County leaders and citizens also intend to continue using roadways and trails that predate set-aside Tribal Lands as valid RS-2477 granted rights-of-way. County officials will not sanction actual use (or further development and maintenance) without consultation with authorized Tribal leaders.

Roadways identified in this Plan (including those on county, federal, state and Tribal lands) serve as major or minor arterials for the vast network of roads and rights-of-way that comprise the economic fabric of Sevier County. The county intends to continue using, or to expand through appropriate procedures, these identified roadways.

In cooperation with BLM and U.S. Forest Service land managers, Sevier County is in the process of listing all roads within the county that traverse public lands. This listing is planned for completion by the end of calendar year 1998. It is Sevier County’s claim that these roads are valid public thoroughfares and are, by definition and use, granted “public right-of-way” status.

These roads will be added to those presently identified on the County’s public land and public roads right-of-way map on file at

the Sevier County Clerk’s Office. This task is on-going under direction of the Sevier County Public Lands Advisory Committee.

Transportation Design

Driveway spacing, corner clearance, geometric design, site plan layout, landscaping, signaling, lot size (depth and width), setback requirements and traffic impact analysis are examples of elements that are included in the Sevier County Transportation Plan. This Plan is intended to influence setback requirements that achieve adequate sight distance and avoids placement of structures within present or future rights-of-way. The Plan calls for regulations (such as retrofitting nonconforming driveways) on private roads, restrictions on flag lots or privately owned access easements, and related land division issues.

This Plan seeks to achieve flexibility through conditional use permits, variances, and waivers. Such provisions are intended to optimize lot dimensional requirements, driveway locations, parking and shared, or common, points of access.

Applications of access management techniques are intended to be accomplished in Sevier County under its general power to enforce public safety. These techniques [together with accompanying regulations duly adopted] will be expressly implemented through the County’s subdivision and zoning ordinances.

Sevier County intends to equitably administer transportation design and access standards. This will be accomplished primarily through recommendations from the Planning Commission, with ratifying decisions by the County Commission, that are reasonable and proportional in relationship to the potential impact of proposed developments.

Designing and facilitating and safe points of access, together with forward-looking design standards, will be vital to orderly growth and development within Sevier County.

Contemporary Highways and Byways

Construction of Interstate 70 in the 1980's brought significant change to the transportation system in Sevier County. Prior to this time, all cars, buses, and trucks traveled through the center of Sevier's cities and towns. When the freeway was completed, many communities were cut off from the daily flow of travel and visitors.

The net effect was major changes, some good, some bad, in business, commercial and residential transportation systems throughout the county. Communities in Sevier County are still adjusting and adapting to the influences of interstate travel. Each is taking steps to provide expanded, or required, access, infrastructure and public safety services.

Sevier County intends to work cooperatively with communities and to encourage the development of gateways as key origination and destination points in a county-wide transportation system. It is hoped that such installations, or facilities, will aid in establishing aesthetic and functional patterns for surface transportation throughout Sevier County.

Points of Origin and Destination

The Region Four Office of the Utah Department of Transportation collects data relating to surface traffic originating in or traveling through Sevier County. Much of the traffic going through Sevier County originates in, or is destined toward, southwestern states. Many commercial haulers and travelers stop for re-fueling facilities and services provided by Sevier communities. Analysis of travel on weekdays and weekends in Sevier County indicates that approximately half of the travel in Sevier County occurs on

weekdays and half on weekends.⁷

The following table contains statistical data on the Annual Average Traffic Counts (AADTC's)* at selected traffic interchanges in Sevier County.

Roadway/Interchange	1991	1993	1995
Center @ Main Street (Richfield)	11,955	12,250	13,100
1-70 (North & South in Richfield)	6,535	6,155	7,690
1-70 & SR 89 (Marysvale Canyon)	5,205	5,910	6,520
4-Way Stop in Salina	3,280	6,580	7,145
SR 24 and SR 119 (East of Glenwood)	825	940	1,130

Sevier County has managed its transportation system such that there is minimal congestion and little disruption or extended delays related to traffic movement. Local and itinerant travelers easily access arterial, collector and local roadways or highways.

Similar conditions attend Interstate travel in Sevier County. These favorable transportation conditions are markedly different from most urban and many other rapidly developing areas in Utah. Ease of access combined with environmental and visual amenities and accommodating facilities, are factors that seem likely to contribute to the growth that is anticipated in Sevier County over succeeding years.

*Source: Utah Department of Transportation, Division of Traffic Statistics, 1995. This is the most recent data available. Traffic Statistics are updated by UDOT every two years.

⁷Statistical traffic counts are compiled annually by the Utah Department of Transportation, Division of Traffic Statistics. UDOT 1995 data [the most recent available] indicated that the average number of vehicles at SR 89 in Salina was 4,647 on weekends, and 4,947 on weekdays. At the south Richfield City and 1-70 Interchange, there was 3,606 [average per day] on weekends and 3,534 [average per day] on weekdays.

Visitors and Tourists

Visitors and tourists rely upon and seem to be generally amazed with the efficient transportation system in Sevier County. Typically, the experience of visitors is pleasant, safe, and accommodating. Many come seeking the bicycle and recreational vehicle trails throughout the County⁸ or to enjoy the inviting landscape, open spaces, and quality environment. Much of the favorable comment from visitors seems to stem from the County's efficient transportation system.

A major emphasis in this General Plan and Transportation and Trails element is the preservation of air quality, open spaces and freedom of movement that is characteristic of the experience of living in or visiting Sevier County.

Sevier County seeks to maintain and, in applicable instances, expand its transportation and trails systems to accommodate the interests of the many tourists and visitors who come to enjoy these facilities and accompanying assets found in the county.

Travel Safety, Air Quality and Noise

Transportation safety is a major goal of good planning. The integration of automobiles, agricultural equipment, bicyclists, equestrians, pedestrians, and wheelchairs must occur in a safe and equitable manner. Separation and scale of travel corridors is crucial to insuring safety.

⁸See Sevier Mountain Biking Guide (Bicycle Utah Trail Guide) and Paiute ATV Trail, Sevier County Travel Council, Richfield, Utah 84071. Also see The Travel Planner, Grand Circle, published jointly by the Utah Travel Council and the Arizona Office of Tourism; Utah Highways Magazine. P.O. Box 639, Draper, Utah 84020-0639.

Generally, the separation of each of these modes is related to the relative speed of travel. For example, a bicycle can be safely separated from vehicular traffic by designating painted lane lines. Equestrian, pedestrian, and handicapped modes can safely use the same sidewalk or path if properly ramped, signed, and regulated.

Significant levels of air pollution in larger communities is related to excessive use of motorized vehicles. This establishes a definite link between transportation and air quality issues.

Roadway expansion projects typically have mixed impacts on air quality. Flowing traffic pollutes less than stop-and-go traffic. Landscaping, design and less signaling [through means such as surface materials and roundabouts] help to keep traffic moving at safe and efficient speeds. These techniques have produced marked gains in air quality. Sevier County seeks to accommodate its present and future traffic needs through utilizing such features in its transportation systems.

As communities [within Sevier County] plan and grow, they will face issues such as responding to increased congestion and traffic volumes by adding new roadways and expanding existing ones. Community and Sevier County officials will also face important questions as they endeavor to provide open spaces, alternative trails, and balanced transportation systems.

The County also intends to control [or eliminate] noise that is annoying and harmful to those learning, living, playing, or working next to county roadways. High-speed roads and stop-and-go traffic create more noise. Unmuffled and improperly - maintained vehicles also contribute to noise levels in communities and in the County.

The county intends to encourage the adoption and enforcement of ordinances that maintain prudent and reasonable noise levels throughout Sevier County. County leaders will endeavor to prioritize funding projects for transportation and infrastructure projects that support livable traffic levels. Prioritization of projects will also be based on integrated land-use and transportation principles.⁹

Road Systems

Various roadways described in this chapter constitute the vast network of local (dirt), collector (gravel) and arterial (asphalt surfaced) roads that provide accessibility to the residents of Sevier County. In addition to the public roadways previously described, these include the various types of roadways described in the information, which follows.

Sevier County maintenance personnel have mapped and numbered each of these roadways. Maps and descriptions of each roadway are available at the Sevier County Maintenance Department and at the Sevier County Clerk's Office.

Local and Collector Roads in Sevier County

Sevier County road personnel maintain a total of approximately 181 miles of local (dirt) roadways and 343 miles of collector (graveled) roadways. Locations, physical descriptions, and maintenance records on each of these roadways is available at the Sevier County

⁹The Land-Use, Transportation, Air Quality (LUTRAQ) analysis of land use/transportation alternatives developed in Portland, Oregon is a good model to reference. It includes creating livable communities through less reliance on automobiles, bicycle and pedestrian-enhancing path and walkways, creative design and landscaping, open space enhancements, and greater citizen involvement in transportation and trail ways planning. See *Creating Livable Communities, Transportation*, pages 10 and 11.

Road Department in Richfield. (**Map**)

Arterial (Paved) Roadways in Sevier County

Sevier County road personnel maintain approximately 104 miles of paved roads. From the southern areas and communities of Sevier County through to the central and northern areas of the county, paved county roads (**Map**) include the following:

- *Airport Road*
- *Elsinore to Sevier (SH 258)*
- *Sevier to top of Clear Creek Canyon (old State Route 4)*
- *Elsinore to Brooklyn Road*
- *Brooklyn Road to Monroe (Pine Tree Lane)*
- *2000 North (Monroe from Brooklyn Road west to SR 258)*
- *Washburnville to Central*
- *Central: Connecting north and south to SH 118*
- *Center of Central west to SH118*
- *Central to Annabella Road to Fairgrounds at Richfield*
- *Fairgrounds (peripheral) roadway*
- *SH 119 north from Prattsville to Venice north to SH 118*
- *From SH 119 north (or south) to Glenwood Town*
- *From Glenwood Town east to Glenwood Fish hatchery*
- *From Venice west to SH 118*
- *Center of Venice east to East line Canal*
- *From SH 24 east to Sevier County Landfill*
- *From SH 118 east into Sigurd to the Venice Canal*
- *Substation Road — East from SH 118 to Sigurd Substation*
- *Vermillion interchange (1—70) north to Aurora*
- *State Highway north from Aurora to US Highway 50*
- *From US Highway 24 west to Johnson Feedlot*
- *From Aurora northeast to US Highway 50*
- *From Redmond west around Redmond Lake*
- *From Redmond north to Redmond Salt Mine*
- *From north of Redmond east to State Road 256*
- *East of Salina to Salina City Park*

- *From Gooseberry Interchange on I-70 southeast to Gooseberry Camp (partially paved)*
- *From SH 24 east to Gurneysville*
- *SH62 North to Burrville (Southeast Sevier County)*
- *At end of SH25 (Bowery haven at Fish Lake) east to Wayne County line.*

State Road Transfer Proposals

A State Highway Jurisdiction and Transfers Resolution was approved by the Utah Transportation Commission in June 1997. The Resolution reads in part..... “Whereas the Utah Department of Transportation in consultation with local governments has defined the term ‘State Route’, identified highways inconsistent with the Department’s mission and focus and developed a process to adjust the state highway system which provides adequate notification and pavement surfacing, and a smooth transition of ownership.....

The plan prioritizes highways to be transferred, addresses the re-allocation of department maintenance resources, provides for negotiation between the department and other jurisdictions, and allows the transfer of maintenance resources to local governments in amounts and time periods to be determined by cooperative agreement.

“Whereas recent Legislative [1996] actions increased the state gas tax and earmarked one-sixteenth percent sales tax for the exclusive use of local governments. These actions significantly enhance local governments’ ability to build and maintain roads;

“Now, therefore, be it resolved that...the Utah Transportation Commission supports efforts of the Utah Department of Transportation in making adjustments to the state highway system including the cooperative sharing of maintenance resources with local governments until legislative action is taken to return these funds to the department or for a maximum period of seven years from this date.

‘Be it further resolved that the Utah Transportation Commission will consider adjusting program priorities to assist the department transfer highways.’¹⁰

State Department of Transportation personnel conducted an informational meeting in Sevier County in October 1997 where they presented a Proposed Route Transfer (PRT)(DRAFT) to Sevier County officials. The PRT lists 7 routes, and total mileage, in Sevier County that are proposed for transfer. The routes include the following:

- State Route 72 (Loa to I-70) 24.40 Miles;
- State Route 76 (I-70 near SR-72) 2.14 Miles;
- State Route 118 (Joseph to Sigurd) 24.08 Miles;
- State Route 119 (Roads within Richfield City) 8.80 Miles;
- State Route 256 (Salina, Redmond, Axtell) 4.51 Miles;
- State Route 258 (Elsinore) 2.12 Miles;
- State Route 259 (I-70 Sigurd Interchange) 0.33 Miles;

Total mileage of roadways proposed for transfer = 60.60.

The Resolution also lists one Route in Sevier County proposed to be added to the State System. The Route is SR-24 to SR-260, a connection from Richfield to I-15 via SR-50, a distance of 3.20 miles.

While state road officials seem to be well-reasoned in their desire to transfer these roadways to local governments, a principal concern of Sevier County officials and road supervisors is

¹⁰State Highway Jurisdiction and Transfers Resolution. Approved by the Utah Transportation Commission in June 1997. A copy of the Resolution is available in the Sevier County Clerk’s Office and in the Sevier County Road Maintenance Department. Both offices are located in Richfield, Utah.

related to the funding formulas and on-going maintenance costs for these roads.

Generally, local officials favor local control and decision-making autonomy. Sevier County leaders intend to work cooperatively with state officials in upgrading the routes proposed for transfer and the time when transfer should preferably occur.

What County officials want in return is documented assurance that changes in road taxation allocations and funding formulas will provide local leaders with the financial resources to properly improve and maintain the transferred roadways. With written assurances in hand, Sevier County officials and citizens are willing to accept ownership and maintenance responsibility for locally-important roadways within the County.

The Utah Statewide Transportation Improvement Program (STIP)(FY-1998 Through FY-2002) lists County Projects to be completed by the Utah Department of Transportation. The STIP is updated (revised) annually. It lists the following projects, projected cost, and the anticipated year of improvement within Sevier County:

- Route 50/89: Salina Main Street: Reconstruction and Storm Sewer (\$4.5 Million, 1.7 Miles); Year: 2000;
- Route 2554: Seven Mile to Gooseberry East of Salina: Reconstruction (\$7.5 Million, 9.5 Miles); Year: 2000;
- Route 10: Fremont Junction to Emery County Line: Reconstruction (\$8 Million, 7.4 Miles); Concept Development;
- Route 24: 6.5 Miles East of Junction SR-119 to Oak Springs (\$2.3 Million, 11.4 Miles); Concept Development;

- Route 2524: Clear Creek Canyon: Clearzone (\$430,000); Concept Development;
- Route 2550: 400 West; 500 to 1200 South, Richfield City Reconstruction (\$440,000); Concept Development.¹¹

Air Transportation in Sevier County.

The Richfield City Municipal Airport is the principal airport in Sevier County. It is located within the Richfield City limits at an elevation of 5300.7 feet above mean sea level. The airport is used for personal, business and medical purposes.

The present service level classification is General Aviation, with an Airport Reference Code (ARC) of B-II. The letter B refers to the Aircraft Approach Category and the numeral II refers to the Airplane Design Group. Aircraft within approach category B have an approach speed of 91 knots or more, but less than 121 knots. Aircraft within design group II have a wingspan of 49 feet or more, but less than 79 feet.

A description of the physical facilities at the Richfield Municipal Airport is summarized in the figure, which follows.

Airfield Facility Description

	Runway:	Taxiway:
Surfacing	3" Asphalt	3" Asphalt
Pavement Strength	SW 19,000	SW 19,000
Length	6,600'	500'
Width	75'	40'
Line of Sight	Clear (6,600')	Clear (500')
Apron Area	24,140 Square Yards	N/A
Tie Down Spots	29	N/A

¹¹A copy of the STIP for FY-1998 through FY-2002 is available in the Sevier County Clerks Office and in the Sevier County Road Maintenance Department. Both offices are located in Richfield, Utah.

The airport terminal complex is composed of 3,644 square yards of access road and parking area. The airport has 28 parking stalls, a terminal building, six hangars, and a house for the airport manager. The terminal building has a Unicom for communications with aircraft.

Support facilities at the airport include maintenance provided by Richfield City personnel. Utilities on-site include water, power and telephone. Natural gas extends only to the manager's home. No waste water system is provided at the airport. Black and gray water is contained within a septic system, Fire and emergency services are handled by Richfield City and Sevier County.

Airport fueling facilities include: 1 (10,000 gallon) low lead fuel tank; 1 (10,000 gallon) jet fuel tank; and 1 (500 gallon) jet fuel truck. The Airport has a courtesy car and two rental cars available for deplaning pilots and passenger use during daylight hours of operation. Limited services are available at the Airport during evening hours. Richfield City and Sevier County leaders are working to upgrade ground support services at the Airport.

The Richfield Airport infrastructure is in relatively good condition. A survey of the condition of the airport pavement was conducted on October 11, 1994. The pavement rating was fair to good. The pavement for the apron, taxiway, and runway have been recently crack sealed and slurry sealed (1996). A project to add a Precision Approach Path Indicator (PAPI) System was approved by the Utah Department of Transportation and installed in 1996. Existing approaches to the airport are visual and there are no instrument approaches.

There are 15 aircraft based at the airport. Ten are stored in hangars, 5 on the ramp. There is no commercial air service at the airport so there are no enplaned passengers. Government and business activities are responsible for the majority of aircraft operations at the Richfield Municipal Airport.

A number of nationally known business chains have operations in Richfield City. Executive personnel from these companies utilize the airport as part of their airplane travel itinerant. Various federal and state officials also utilize the Richfield Airport.

A number of local physicians base planes at the airport. Out-of-town medical professionals also fly in at regular intervals to work various medical facilities in Sevier communities. Life Flight brings both light planes and helicopters in on a regular basis as do fire-fighting personnel and aircraft.

In 1994, the Aeronautical Operations Division of the Utah Department of Transportation monitored the Richfield Municipal Airport with a RENS Aircraft Acoustical Counter. Monitoring was done eight times during the year. The number of annual aircraft operations was then estimated using a 95 percent confidence level. There were approximately 3,970 aircraft operations (landing or takeoff) during 1994. It is estimated that 30 percent of the annual operations are from local aircraft and the remaining 70 percent are itinerant aircraft operations.

The Richfield City Airport Manager annually tabulates aircraft operations. In 1996 the total documented number of landings and takeoffs was 5,896. Of this number, 3,818 were single engine aircraft; 134 were jet aircraft; 654 were twin engine; and 1,288 were helicopter flights. Through October 1997 there was a total of 5,898 operations at the airport. Some glider aircraft also utilize the airport, principally during summer months.

The Utah Continuous Airport System Plan contains estimates of annual aircraft operations for the Richfield Municipal Airport for 1995-1997 and 2002. The forecasts are based on an annual growth rate of 2 percent. The total number of flights is anticipated to increase from 4,210 in 1997 to 4,650 in 2002 and

to 4,935 by the year 2005. These projections may be understated given the number of operations at the airport during 1996 and 1997.

Facilities at the airport are generally adequate for present aircraft usage. Suggested improvements that need to be made include airside requirements for runways, taxiways, safety areas, airspace, and navigational aids (Navaid). Land side requirements include parking, loading and unloading, fueling, and maintenance of aircraft.

Improvements that need to be made in and around the terminal building include better baggage handling, automobile parking, and access to the airport.

The compatibility of existing and planned land uses in the vicinity of the airport has a direct bearing upon the extent of noise impacts related to the airport. Hospitals, residential areas and schools are examples of uses that are considered incompatible with any airport.

With updated zoning and subdivision ordinances, Richfield City and Sevier County can assure that no new noise sensitive development is built next to a potential high noise level area or aircraft over flight area, or that new development will not be in danger from, nor endanger approaching and departing aircraft.

It is also important that threshold requirements on lands surrounding the airport be maintained. Sevier County officials intend to work closely with Richfield City officials in modifying or limiting development that may be proposed on lands adjacent to the airport that lie outside Richfield City limits.

Landfills and sewage lagoons can be considered incompatible land uses if the facilities become attractive to large concentrations of birds. The Sevier County landfill is located approximately 10 miles from the airport and is therefore not a land use concern. The Richfield City wastewater treatment lagoon is located

approximately one mile east of the airport. So far, no concentration of birds has occurred due to the lagoon.¹²

Bridges in Sevier County

There are numerous bridge structures in Sevier County. Several major bridges are located on U.S. Highway 89 at crossings over the Sevier River. One is located near Joseph in southwestern Sevier County. A second is located between Aurora and Salina and the third is north of Salina near Redmond. Reconstruction of the bridge near Redmond was completed in the summer of 1997.

State Highway 119 has a bridge crossing of the Sevier River between Richfield and Glenwood. Some 41 other bridge structures are inventoried in the 1996 Bridge Inspection Report completed by the Utah State Department of Transportation. A Structure Inventory and Appraisal was conducted in June 1996. Inspection of condition and appraisal ratings is provided for each of these structures. Recommendations for maintenance including structural, surface, and signing improvements are noted. Sevier County road personnel are attending to the improvements for bridge structures at noted in the appraisal report.

¹²Richfield Municipal Airport: Airport Layout Plan. Final Report, April 1996. Jones and DeMille Engineering, Richfield, Utah. Pages 1-13. This Report also includes airport technical mapping, data and related information such as air quality, socioeconomic impacts, water quality, historic and cultural resources, biotic communities, endangered or threatened species of flora and fauna, wetlands, flood plains, rivers, and farmlands. The Report is available at the Richfield City Offices.

Signs in Sevier County

Sevier County officials have long recognized the importance of appropriate and adequate signing in the county's transportation system. Good signs make a constructive difference to the traveling public, particularly to those unfamiliar with Sevier County roadways and to those traveling through or visiting the County. Signs also contribute significantly to the success of Sevier County's commerce and industry as well as to the safety and convenience of the traveling public.

Substantial work has been completed in installing signs on county roadways. Sevier County personnel recently designed a system for inspecting and maintaining signs on all major county roadways. Efforts to install improve and maintain signs are ongoing.

Increasing use of the interstate and other roadways in Sevier County seems related to the overhauling of transportation networks in the urbanized Wasatch-front areas of Utah. The Sevier County Office of Economic Development predicted such increases in traffic and economic activity some months ago. It seems likely this trend will continue, at least through the year 2002 when Salt Lake City and northern Utah areas will be hosting the Winter Olympic Games.

Sevier County is also working with the Utah Department of Transportation to make suggested improvements on signs for increasing volumes of south and north-bound traffic on Interstate 70 at the south Richfield interchange. Indications are that some truckers, not realizing that Richfield has two exist, have been exiting and traveling through the center of Richfield to a truck stop at the north 1-70 interchange. This traffic has posed some problems for central Richfield City businesses.

Sevier County officials are committed to on-going improvements

and upgrading of the county's traffic and transportation systems, including proper signing, in their efforts to stay abreast of the changes related to increased growth and development within the county and south-central Utah.

Sevier County officials will also work closely with Region Four administrators of the Utah D.O.T. in assuring that reasonable state regulations preserving open space, highway visual enhancements and appropriate signing are maintained at such time as selected roadways are transferred to the county.

Agricultural Trails in Sevier County

Sevier County's agricultural industries and lands are of historic and contemporary importance to many landowners and residents. For more than 100 years, livestock producers have utilized the mountains surrounding Sevier County for summer grazing of their sheep and cattle.

Driving of herds of cattle and sheep through communities, up nearby canyons and on to the high mountain ranges was, and in many instances still is, an early summertime ritual. When the animals return to lower foothill and valley pastures in the late fall or early winter, they often come back on the same trails, either on their own or with the aid of herders.

The routes the animals take have also remained largely the same since the time Sevier County was first settled in 1863. Laws in Utah have both facilitated and substantiated these historic rights-of-way and prescriptive land uses. Not surprisingly, conflicts have arisen in many rural areas and in communities, when new landowners and residents, unfamiliar with the herding or movement of livestock, complain about the animals' depredation on landscaping, droppings, and general inconvenience.

The accompanying **map** documents many of the historic and contemporary uses of Sevier County roadways by herders, farmers, and ranchers. Generally, the courts have upheld these long-established uses of selected public rights-of-way, roads, streets and highways. The intent of this General Plan and Transportation and Trails Plan is that these rights should be maintained and should continue so long as agriculturalists continue to require such uses. (See Chapter 2 for recommendations by the Planning Commission Committee on Agricultural Industries and Lands. Also see Chapter 2 for Sevier County Policies governing agricultural-related land uses).

Generally, it will be advisable for those individuals and groups planning land uses in Sevier County to confirm the location of agricultural drive ways and rights-of-way which may and do exist at various locations throughout the county. Knowledge of such uses will aid in both appreciating and understanding the vital and on-going importance of agriculture in the economy and cultural fabric of Sevier County.

Recreational Trails In Sevier County

One of the major assets in Sevier County is its system of recreational trail ways and byways. The County has achieved state-wide and national prominence through its impressive system of automobile byways, ATV, bicycle, equestrian, and pedestrian trail ways.

One of the most well-known of these is the Paiute ATV Trail which is a 260 mile loop over three mountain ranges and through rugged canyons and deserts. The trail is designated for recreational ATV riding. Most of the Trail is located in the Fishlake National Forest. From the main Paiute Trail there are numerous side trips leading to spectacular scenery, fishing opportunities, or into surrounding towns for supplies, lodging, or fuel. Combined, there are over 700 miles of open roads and trails available for ATV's.

The Great Western Trail Corridor enters from Arizona through southern and central Utah and through Sevier County. The trail corridor extends from Mexico to Canada. It is a multiple-use trail that crosses national forests, Bureau of Land Management, national parks, state and private lands. When completed, trail sections will be open to motorized vehicles, horses, and mountain bikes, as well as hikers. In some areas, parallel sections of trail are being constructed to provide for a variety of recreational opportunities. A map and information on the trail is available at the Sevier County Office of Economic Development in Richfield.

As indicated previously in this Plan, mountain biking is a growing sport with exceptional trail ways in Sevier County. The Sevier Mountain Biking Guide outlines 11 Mountain Bike Trails that accommodate those interested in biking.

The Marysvale Canyon - Beaver Creek Bike Way Enhancement Project was proposed for approval from the Utah Department of Transportation, but is not on the STIP listing. Conceptually, the project follows the abandoned railroad route and passes the Big Rock Candy Mountain Resort in Marysvale Canyon. The project, if approved, would be another popular addition to the bike and trail ways in Sevier County.

Discussions involving those interested in creating a trail way through the central Sevier Valley over the old Richfield to Marysvale railroad line have taken place in recent years since the line was closed by the Thistle landslide in 1983. "Rails to Trails" is the name of the initiative. Major portions of the railroad right-of-way have transferred to private ownership in the intervening years and acquiring a permanent right-of-way may prove difficult.

Creating such a trail way is also challenged by fenced agricultural and livestock properties and numerous crossings of private canals. Sevier County neither encourages nor discourages

the effort by those interested in a trail through agricultural and wildlife lands.

Truck and Commercial Transportation

Sevier County's economy is significantly influenced by its trucking industry. Agriculture (including dairying, farming, livestock raising and poultry), coal mining, asphalt, cement, sand and gravel operations, gypsum mining and manufacturing, plasterboard manufacturing and hauling, salt mining and retailing, timbering, including saw milling and marketing are all heavily dependent on Sevier County's trucking industry.

Sevier County's service and hospitality industries, including tourism, bed and breakfast, motel, hotel, food and restaurant industries are also dependent on trucking. Much of this commercial traffic moves over county, state and local highways and roadways. Interstate 70 links Sevier County commerce, travel, and tourism with California, Colorado, Nevada, Arizona, New Mexico and other states.

Approximately half of the major employers in Sevier County are Trucking Companies. These include Barney Trucking, Cox Transport Corporation, D.P. Curtis Trucking, Hales Sand and Gravel Company and Robinson Transport Incorporated.

Other trucking and heavy hauling companies include Barrow Trucking, Bastian Trucking, Russell Buchanan Trucking, Coleman Excavation, Gurney Trucking, JKL Construction, Mason Trucking, Utah-Wyoming (UW) Lines and Wilson Trucking Incorporated.

The trucking industry provides more than 20% of the jobs and contributes, either directly or indirectly to approximately 35% of Sevier County's total annual economic activity. Adequacy and

efficiency of the county's transportation system is vitally important to the trucking industry.

Use of central community corridors by large commercial vehicles has created traffic, congestion, and noise problems for downtown business and neighborhood areas in some Sevier County cities and towns. In many instances these local roads were not constructed to design standards that permit extensive travel by heavy commercial vehicles.

A number of these technical road and transportation problems were, and are being, addressed by alternative truck traffic routing and off-road parking facilities when large trucks are idle. It is anticipated that these and related measures will ease many, if not most, of the present concerns.

Transportation Policy Recommendations

1. Sevier County seeks a **balanced transportation system which appropriately serves the cultural, economic, mobility, recreational and social interests of county residents and visitors;**
2. Sevier County residents want a safe and **reliable transportation system** with alternative modes that promote their health, safety and general welfare;
3. Sevier County shall maintain and develop a **transportation system that promotes orderly growth, travel and tourism.** Some county roads need to (and will) be widened to correspond with the typically wider roadways in many Sevier communities;
4. **Sevier County shall seek** the budgetary, design, managerial, operational and safety benefits related to **effective access management;**

5. Discouraging sprawl, **maintaining acceptable levels of roadway efficiencies, protecting county and community culture and promoting aesthetic, pleasing design features** are objectives Sevier County seeks through its transportation and land use planning;
6. Sevier County shall cooperate and **coordinate provisions of this General Plan with community, federal and state transportation managers** in assuring that transportation corridors, including agricultural and recreational trail ways, together with **interrelated transportation systems serve residents in the County efficiently and safely;**
7. Sevier County officials shall work closely with Richfield City official to maintain threshold requirements on lands surrounding the Richfield City Airport. This cooperation shall extend to modifying or limiting development that may be proposed on unincorporated lands adjacent to the airport.
8. Residents of Sevier County want **access management principles implemented** in traffic interfacing between alternative transportation modes so that automobiles, bicycles, agricultural, recreational, and pedestrian traffic moves safely and efficiently. They also want the location of buildings, points of direct pedestrian access, **landscaping and parking to provide aesthetic and accessible transportation and mobility features;**
9. **Encouraging on-going input from citizens and collaboration between affected local and state entities are initiatives Sevier County seeks to implement through this Transportation and Trails Plan;**
10. **Sevier County officials and citizens recognize the importance of access to public lands. Access to public lands and road management policy decisions shall be based on input from local citizens;**
11. **County officials and other affected and interested individuals and groups in Sevier County shall be included in decisions related to RS-2477 roadway closure and modification proposals.**
12. Sevier County officials, including planning commissioners, **shall continue to work closely with Native American Tribal leaders to maintain appropriate access to and through Tribal properties;**
13. Sevier County believes that historical and continuing use of trails and thoroughfares **allows the county to claim use on or across through public lands as valid RS-2477 rights-of-way;**
14. **Sevier County citizens shall continue to use, and to expand through appropriate procedures, RS-2477-designated roadways throughout the County;**
15. **Sevier County officials shall work to maintain the historical and continuing use of trail ways, byways, highways, roadways and rights-of-way established by agriculturalists, herders, and livestock owners in the county;**
16. Sevier County's Transportation Plan, as

implemented through the County's subdivision and zoning ordinances shall regulate **setback requirements that achieve adequate sight distance and avoid placement of structures within present or future rights-of-way.** This Plan also calls for regulations (such as retrofitting nonconforming driveways) on private roads, restrictions on flag lots or privately owned access easements and related land division or subdivision proposals;

17. This Transportation Plan, as well as the General Plan, intends to achieve **flexibility through conditional use permits, variances, and waivers, provided they are consistent with rural design principles and sound land use planning.** These plans, and all related private plans upon public roadways, shall optimize lot dimensional requirements, driveway locations, parking and shared, or common, points of access;
18. Sevier County **shall implement and equitably administer transportation design and access standards through its zoning and subdivision ordinances.** Proposed transportation, including individual access-related plans, shall first be presented to the Sevier County Planning Commission for recommendation(s) related thereto. Based upon the Planning Commission's recommendation, the Sevier County Commission shall issue a final decision that is reasonable and proportional to the potential impact of proposed roadway and access development within Sevier County;
19. **Sevier County elected, appointed, and building officials shall work cooperatively with community leaders and citizens to encourage optimal design, landscape, and**

gateway features that identify commercial and residential developments in Sevier County;

20. Sevier County shall maintain and, in applicable instances, **expand its transportation and trails systems** to accommodate the interests of the many tourists and visitors who come to enjoy these facilities and accompanying assets found in the county;
21. **Sevier County officials favor local control and decision-making autonomy. Sevier County leaders shall work cooperatively with state officials in upgrading the routes proposed for transfer** and the time when transfer should preferably occur.

What County officials want in return is **documented assurance that changes in road taxation allocations and funding formulas will provide local leaders with the financial resources to properly improve and maintain the transferred roadways.** With written assurances in hand, Sevier County officials and citizens are willing to accept ownership and maintenance responsibility for locally-important roadways within the County.

22. **A major emphasis in this Transportation and Trails Plan is the preservation of air quality, open spaces and freedom of movement that is characteristic of living in or visiting Sevier County. These environmental assets shall be maintained in Sevier County;**

23. County leaders shall encourage the **adoption and enforcement of ordinances that maintain prudent and reasonable noise levels throughout Sevier County.**
24. Individuals and groups wanting to develop or expand land uses in Sevier County shall become familiar with and **implement in their building or land development projects the access management principles, design alternatives (including landscaping, trail ways and open spaces)** and environmental safeguards contained in this General Plan.
25. Sevier County citizens and officials strongly support the Paiute ATV Trail system and the designation of ATV routes within communities in the County that allow ATV riders access to necessary and required services in Sevier County communities and resort areas.