3. TRANSPORTATION ELEMENT

3.A INTRODUCTION

The transportation system will provide the means for a safe, efficient and cost effective, multi-modal circulation system for the movement of persons and goods within and through Gila County. The transportation element should be integrated with the current and planned land use to achieve long-term improvement. Planning and coordinating land use patterns with transportation is essential in developing a circulation system that will effectively serve Gila County. This element identifies a system of primary, secondary, and local roadways, which define a network that may be developed.

The existing system within Gila County comprises over 1,000 miles of roadways, two public airports, four private airports, and several local transit services. Coinciding with the land ownership patterns within the County, the bulk of the roadways serving Gila County fall under the jurisdiction of the federal government, State of Arizona, Tonto National Forest, local municipalities, and other entities.

The primary routes within Gila County consist of State Routes, including: US 60, US 70, SR 87, SR 188, SR 288, and SR 260. Most of the secondary routes are forest service roads that provide access to pockets of private lands located within the Tonto National Forest boundaries. Most roadways directly under the jurisdiction of Gila County are located in rural areas and consist of two-lane collector and local roadways. The urban roadways under Gila County's jurisdiction include those within the communities of Claypool, Central Heights, Strawberry and Pine.

The transportation system will incorporate a set of roadway classifications that will be closely related to the proposed land uses throughout the County. Future land use patterns and transportation systems should be interrelated in a coordinated, continuous, and comprehensive manner. Land use patterns and the transportation system will promote improved air quality by reducing travel miles and encouraging alternative transportation modes.

Gila County contracts with the United States Forest Service through an Intergovernmental Agreement (IGA) to maintain several roadways within the national forest. Transportation partnerships have been an important factor in the development and maintenance of Gila County's transportation system and will continue to be encouraged in the future.

The presence of private lands and development within the national forest boundaries, the need for improved emergency access to rural areas, and the competing needs of rural and

urban county residents complicate planning, funding, and implementation of transportation improvements within Gila County.

The purpose of this transportation element is to define the collection of transportation goals, objectives, and policies that will guide the development of the transportation system. The scope of this element considers not only existing and future roadway networks, but also a regional effort to create a multi-modal system to accommodate future roadways, pedestrians, bicycle, and public transportation. Supporting data for this element is available in the Gila County Comprehensive Plan Inventory and Analysis report published in December 2001. The goals and objectives outlined in this element emphasize the need to both maximize and efficiently utilize the existing and future Gila County transportation systems by identifying priority funding and construction needs, enhancing existing facilities, requiring improvements concurrent with the development and considering alternatives to vehicular travel while better coordinating land use as it relates to transportation planning.

3.B TRANSPORTATION INVENTORY

Street System Inventory:
Gila County's primary roadway system consists of two U.S. routes, several State Routes, and two forest service routes that provide connectivity between the major communities within the County.

The secondary roadway system consists of numerous forest service routes, and several county roads that serve the developed communities as minor arterial roadways with limited access. The urban roadways under Gila County's jurisdiction include those within the communities of Claypool, Central Heights, Strawberry and Pine.

The collector street system provides linkages between the arterial roadways and the residential, employment and commercial areas, providing a balance between vehicular and pedestrian access to abutting land uses.

All federal highway systems and state routes in the county are paved, with the exception of SR 288 from A Cross Road to Young. The remaining study area routes comprise 251 miles of roadways, of which 67 miles are currently paved and 184 are unpaved.

Alternative Modes Inventory:

Pedestrian Facilities, Bikeways, and Trails

Few sidewalks or bike lanes are available within Gila County. Those that do exist are located within the incorporated communities of Globe, Miami, and Payson.

The Town of Payson has adopted a Trails Plan that proposes the creation of additional trail systems, routes, and access facilities for hiking, biking, equestrian, and other recreational uses. The plan proposes preserving trail linkages between the Town of Payson and the surrounding National Forests.

Transit Services

Public and private transportation services throughout Gila County are very limited. Several program-specific transit services are available within and between the developed communities. These appear to be adequate for clients who need transportation access to

medical, behavioral health, senior services, and services to developmentally disabled individuals. Options for other transit dependant populations are very limited or non-existent.

Local Transit Services

The Town of Miami operates the Miami Dial-A-Ride, which provides service throughout the Globe-Miami area. This is a demand-response and subscription service available for the general public, elderly, and disabled individuals. Transportation services are generated by requests through a telephone reservation system.

The Pinal-Gila Council for Senior Citizens, located in Miami, provides transportation services to the multi-purpose senior center. Services are provided to the following locations: Miami, Lower Miami, Claypool, Central Heights, Bandy Heights, and Little Acres. The services provided include transportation for seniors to the senior center and delivery of lunches to homebound seniors. The Miami Dial-A-Ride coordinates with the Senior Center, providing back up if needed.

The Globe Senior Center provides similar services, serving the transportation needs of seniors in Globe and the surrounding canyon areas within the unincorporated County area. The service requires patrons to call ahead for pick-up.

The Payson Senior Center operates a transportation service for shopping and doctor visits, as well as a Meals-on-Wheels program. Services are provided on both fixed-route and demand/response schedules.

The Tonto Apache Tribe provides transportation services to tribal members in the Payson area and to and from Phoenix.

Taxi service is available in the Cities of Payson and Globe.

Intercity Transit Services

Payson Express provides one round trip daily between Phoenix and Payson, with door-to-door service at each end.

White Mountain Passenger Lines provides one round trip daily between Show Low and Phoenix, operating three mini-buses. White Mountain Passenger Lines schedule information indicates that it provides service to the following communities: Show Low, Taylor, Heber, Forest Lakes, Christopher Creek, Kohl's Ranch, Payson, Mesa, Tempe, and Phoenix.

Greyhound Lines, Inc., serves the US 60 / US 70 corridor. Traveling from Phoenix, Arizona, to Lordsburg, New Mexico, Greyhound Lines operates three round trips that pass through Apache Junction, Superior, Miami, and Globe along US 60/US 70. The only scheduled stop is in Globe.

Southwestern Indian Transportation Company is headquartered in San Carlos, near the Gila County-Graham County line. The company is owned by the San Carlos Apache Indian tribe. Transportation services are provided to any location within Arizona. The company is certified as a transportation provider under the Arizona Health Care Cost Containment System (AHCCCS).

Rail Lines

Gila County is served by two railroad lines: the Arizona Eastern line and the Copper Basin line. Both lines perform services principally related to the mining industries in the Globe-Miami and Hayden-Winkelman area.

The Arizona Eastern rail line extends from the Miami-Globe area to the east along the San Carlos Lake, through Safford and meets the main Union Pacific line at Bowie, Arizona. This line provides daily service to the mines within the Miami-Globe area and provides service to Bowie three times per week.

The Copper Basin rail line serves the Hayden-Winkelman communities, running west along the Gila River through Kearny and Magma and on to Phoenix. The Copper Basin line carries approximately 1,500 freight cars per day.

Airports

Gila County has several airports and landing strips to serve the aviation needs of the County. These include two public airports (Payson Municipal and San Carlos Apache) and four private airports. The Payson Municipal Airport is located within the Town of Payson and supports approximately 30,000 operations per year. The San Carlos Apache Airport is a public airport, owned by the San Carlos Apache Tribe and located approximately seven miles southeast of Globe on the San Carlos Apache Reservation.

The private airports include: Roosevelt Dam, Tonto Ranger Station, Grapevine, and the Pleasant Valley Airstrip. The Roosevelt Dam airport is privately owned by the Salt River Project. The Tonto Ranger Station and Grapevine airports are owned by the US Forest Service. The Pleasant Valley Airstrip in Young, Arizona, is also owned and operated by the Forest Service.

3.C TRANSPORTATION ISSUES

Transportation Issues:

The following Transportation related Issues have been identified by County residents:

- Adequacy of Emergency Access
- All Weather Property Accessibility
- Lack of Alternative Transportation Mode Facilities
- Unimproved Roadways / Dust Control
- Deficiency in Roadway Construction and Maintenance Funding
- Need for Regional Transportation Planning
- Inadequate Roads and Rights-of-Way

It is important to note that, like the other elements in the Gila County Comprehensive Plan, transportation issues do not stand-alone. Many issues are interrelated with land use planning, such as: implementation of zoning standards, ability to require infrastructure improvements, effects of private land within national forests, development in rural or remote locations, topography and geography issues, encouragement of economic development, and growth and development impacts. Each of these issues has an impact on transportation and the transportation network will influence these issues. Strategies and policies have been developed that, once implemented, should begin to mitigate the existing negative factors and build upon the positive relationships between these issues.

3.D GOALS, OBJECTIVES AND POLICIES

The following statements define the functional relevancy of the various statements that will form the basis for the county's review and evaluation of future development proposals.

***Goal*:** A "Goal" is defined as the end that one strives to achieve. It is a purpose or aim that is sought to be accomplished. A Goal is the condition that represents the expression of the citizen's Issues.

***Objective*:** An "Objective" is a statement of short-term action. Objectives should be achievable and if pursued and accomplished in conjunction with other Objectives, will ultimately result in the attainment of the Goal to which it relates.

***Policy*:** A "Policy" is a specific statement of action that can guide the decision-making process to achieve the realization of the Goal and Objective to which it relates. Policies assist elected and appointed officials to make informed decisions related to land use, circulation and public facilities.

The following Goals, Objectives and Policies have been developed to provide details in support of the Transportation Element and serve as policies against which new development proposals shall be reviewed.

Goal 5: A safe, efficient and cost effective multi-modal circulation system that provides for adequate mobility and access.

Objective 5.0: Adopt a roadway classification system that is responsive to existing and projected traffic access and mobility demands and that compliments the County's land use planning efforts.

Policy 5.0a: The County shall adopt a Roadway Classification Program based on Federal Highway Administration (FHWA)

guidelines and an Official Right-of-Way Standards Map to ensure sufficient right-of-way preservation for existing and future roadway needs.

Policy 5.0b: The County should periodically review the Roadway Classification System to ensure compatibility with the County Land Use and Transportation Plans.

Policy 5.0c: The County shall require all new residential subdivisions and non-residential developments that generate over 250 vehicle trips per day to prepare a traffic impact analysis report to document their potential roadway impacts.

Policy 5.0d: The County shall encourage minor lands development in remote areas to provide adequate all weather access to an existing publicly-maintained roadway.

Policy 5.0e: The County shall require all new subdivision development to provide adequate all-weather access to an existing publicly-maintained roadway.

Objective 5.1: Provide a balanced transportation system that promotes multi-modal transportation opportunities and ensures adequate emergency access.

Policy 5.1a: The County shall utilize street design and construction standards that could incorporate multi-modal elements, such as bikeways and pedestrian facilities, within the developed rural communities.

Policy 5.1b: The County shall explore opportunities for the use and incorporation of multi-modal elements such as natural surface pedestrian trails and horse paths in-lieu of traditional pedestrian elements such as sidewalks where appropriate.

Policy 5.1c: The County shall incorporate safe crossing points for major non-vehicular circulation routes along major and minor arterial traffic routes within the County.

Policy 5.1d: The County shall work with the Central Arizona Association of Governments (CAAG) and the incorporated cities and

towns to extend and enhance existing multi-modal transportation elements in a regional manner.

Policy 5.1e: The County shall require all lot-split applications to provide a minimum 24' foot roadway easement and shall require adequate access as provided by Arizona Revised Statutes.

Policy 5.1f: The County shall require new subdivision and non-residential developments to include at least two points of ingress/egress for emergency access as permitted by the county subdivision regulations, unless otherwise allowed by the Board of Supervisors.

Policy 5.1g: The County shall require all new subdivision and non-residential development to construct all-weather crossings of washes and waterways of the primary ingress/egress road into the development, where the primary access point requires the crossing of a significant waterway, unless otherwise allowed by the Board of Supervisors.

Policy 5.1h: The County shall require all new subdivision developments to prepare an emergency evacuation plan when such development is located more than one-mile from a publicly maintained paved roadway and/or where two all-weather ingress/egress access points are not provided for the development.

Policy 5.1h: The County shall encourage new development to provide adequate facilities for non-motorized and alternative transportation modes.

Objective 5.2: Maximize the public benefit of limited roadway funding and optimize the expenditure of funds for roadway maintenance and construction.

Policy 5.2a: The County shall adopt roadway construction standards that minimize the long-term operation and maintenance costs to the County.

Policy 5.2b: The County shall adopt and utilize roadway construction standards that reflect existing and proposed demands, vehicle type, frequency of use, and climatic conditions.

Policy 5.2c: The County shall encourage the formation of Roadway Improvement Districts where roadway enhancements are necessary or desirable.

Policy 5.2d: The County shall require new development to pay its proportionate share of roadway infrastructure costs that are necessary to serve new development.

Policy 5.2e: The County shall allocate roadway resources based upon existing and proposed levels of use, existing roadway conditions, public safety and economic development objectives.

Policy 5.2f: The County shall support the use of privately constructed and maintained roads and streets to minimize the public costs of operation and maintenance.

Policy 5.2g: The County shall promote and encourage local and regional inter-jurisdictional and inter-agency transportation partnerships.

Policy 5.2h: The County shall require adequate off-street parking for all non single-family detached residential projects.

Objective 5.3: Encourage the formation of informal partnerships to coordinate mutually beneficial transportation improvements.

Policy 5.3a: The County shall work with federal, state, local and tribal land planning and land management agencies to develop a functional roadway network that provides connections between existing and planned development.

Policy 5.3b: The County shall request the Arizona Department of Transportation (ADOT) to review and comment on subdivision and non-residential development proposals.

Policy 5.3c: The County shall coordinate all new roadway construction or improvement projects with the appropriate local government transportation authority when such projects are located within three miles of an incorporated city or town.

Policy 5.3d: The County shall request formal participation in all state and federal efforts to establish by-pass routes around major developed areas.

Objective 5.4: Actively work to reduce fugitive dust levels due to vehicular traffic on unimproved roadways.

Policy 5.4a: The County should explore the use of environmentally sensitive dust-palliatives to minimize dust on unimproved roads.

Policy 5.4b: The County shall require new development to utilize adequate dust control measures during construction.

Policy 5.4c: The County shall explore and pursue, where appropriate, all available funding sources and cost-sharing opportunities related to the improvement of un-improved roads.

Policy 5.4d: The County shall work with the Tonto National Forest to control dust emissions within the forest due to and following forest fires, prescribed or controlled burns, timber harvesting and other forest management and recreational activities.

Policy 5.4e: The County shall require businesses expected to generate significant amounts of heavy truck traffic to utilize enhanced street design and construction standards to minimize the need for future street improvement or and maintenance.

3.E ROADWAY CLASSIFICATION SYSTEM/TRANSPORTATION PLAN

Definitions/Designations

The Gila County roadway network consists of two US routes, four State routes, numerous Forest Service roads, numerous roadways on and across the various Indian Reservations, County roads, municipal streets and private streets and access ways. The main thoroughfares serve as primary routes to connect the larger communities such as Miami, Globe, Payson, Tonto Basin, Pine, Strawberry, Hayden, Winkelman, and Young. To accommodate and plan for future roadways, the transportation network is classified to define the types of roads that have similar design and traffic characteristics. In Gila County, roads are classified as rural or urban roadways, and further classified according to the function they serve in regard to providing access and mobility. A principal arterial, for example, provides for the mobility needs of drivers across long distances at higher speeds and typically provides for limited direct access to adjoining properties. Conversely, the function of a local street is to accommodate short travel distance trips at low speeds while accommodating direct property access.

The functional classification of roadways established for Gila County is presented in Figure 3., Transportation Plan. The roadway classifications listed below are discussed in further detail in the *Gila County Roadway Design Manual*.

Table 3.1
Roadway Classification

Roadway Classification	Right-of-Way (Min)	Primary Function	Access Control
State Routes	Varies	Mobility	Very High
Urban Principal Arterial	140’	Mobility	High
Urban Major Arterial	110’	Mobility	High
Urban Collector	80’	Mobility/Access	Moderate
Urban Minor Collector	80’	Mobility/Access	Moderate
Urban Local	60’	Access	Low
Rural Major Arterial	110’	Mobility	High
Rural Arterial	110’	Mobility	High
Rural Collector	70’	Mobility/Access	Moderate
Rural Local	60’ – 80’	Access	Low
Rural Very Low Volume Road	60’	Access	Low

State Routes
The Arizona Department of Transportation (ADOT) is responsible for maintenance and construction of the State Route system in Arizona. The Central Arizona Association of Governments is the regional agency that coordinates regional transportation planning in Gila County.

Arterial Roads
Roads in the network are classified as urban principal arterials, urban major arterials, rural major arterials, or rural arterials. Depending on the connections and the character of the adjacent land use, the patterns of use vary along the arterials. Arterial roadways usually provide regional continuity between communities. Urban arterials typically have four to six lanes and average traffic volumes of 7,000 – 20,000 vehicles per day. Rural arterials typically have two to four lanes and average traffic volumes of 3,000 – 15,000 vehicles per day.

Collector Roads
Collector roads are divided into urban collectors, urban minor collectors, and rural collectors. Collector roads are designed as two lane roads with average volumes of 1,000 – 7,000 vehicles per day for urban areas and 1,000 – 5,000 vehicles per day for rural areas. Collector roads provide for traffic movements between arterial and local streets. Collector roads typically service residential/local streets; and relieve traffic within, adjacent to or between subdivisions.

Local Roads
Urban local roads, rural local roads, and rural very low volume roads differ primarily by design characteristics and land use. All are designed to primarily serve local traffic, have only two lanes, and have average traffic volumes of less than 1,000 vehicles per day. The rural very low volume roads are designed for traffic volumes of less than 175 vehicles per day.

Transit
An important element of the transportation system is encouraging development patterns that reduce the need for automobile travel through alternative modes and shortened trips. Providing public transit service for residents in rural communities is vital to their mobility and quality of life. Currently, residents in Gila County have limited transit services available. Transit is limited to human services trips and privately operated service. Program related service only provide trips for the elderly, disabled, and low income riders. Most of these systems operate like traditional dial-a-ride programs and do not provide assistance to everyone who may need it.

The County should participate in and encourage partnerships be developed among human service providers, major employers, and municipalities for developing transit services.

Alternative Modes of Transportation

Alternative modes of transportation should be strongly encouraged to play a larger role in the transportation system. The vast majority of trips are currently by automobile. Other modes for a balanced circulation system include bicycling, walking, and transit alternatives with efficient placement of future employment and services.

Pedestrian

With proper design and adequate facilities, walking can be a mode of travel for school, convenience shopping, recreation, social, and even work trips. Pedestrian facilities can be accommodated as enhancements with new roadways or maintenance. All new developments within urbanized areas will be required to construct sidewalks adjacent to the roadway, as per the *Gila County Roadway Design Standards Manual*. This will encourage development of a pedestrian system.

Bicycles

The County should continue to coordinate planning activities with communities and regional planning agencies for a bikeway system. Bicycle projects are funded under various TEA-21 programs administered by ADOT. New roadway construction of urban collector roadways should include bicycle facilities as presented in the *Gila County Roadway Design Standards Manual* to increase opportunities for those who choose to bicycle.

Telecommuting

With the arrival of advanced technology and socioeconomic changes, telecommuting is becoming a viable option for many employers and employees. Telecommuting allows employees to work at home on a personal computer while communicating to a central office by telephone, facsimile, or modem. Of course, this is dependent upon the type of work that an employee or employer is to perform. The transportation advantages of telecommuting are trip reduction, reduced single occupancy vehicle usage, and reduced roadway congestion. This also has the potential to contribute to improved air quality by the reduction of vehicles.

Park and Ride Facilities

In the urban areas, park and ride facilities are an important component to the success of the carpool/vanpool programs and transit ridership. As the County continues to grow, the demand for these facilities will increase, especially where they can support a growing public transportation network.

Intelligent Transportation Systems

Intelligent Transportation Systems (ITS) is a program of a broad range of diverse technologies. Authorized under the Intermodal Surface Transportation Efficiency Act (ISTEA), projects developed through the ITS program enhance transportation needs in the areas of safety, congestion management, traveler information, and incident identification. ITS can collect and transmit information on traffic conditions, alert travelers to hazards and delays, reroute traffic around delays, automatically collect tolls, automate dispatching, improve productivity through tracking systems, and provide route guidance. In Arizona, the application of ITS technologies has been a standard for over the past 15 years. Communications and long standing partnerships among all governmental agencies throughout the state have culminated in an integrated, interoperable transportation system.

Gila County in coordination with the Federal Highway Administration (FHWA), ADOT, CAAG, local governments, and private industry should investigate the use of ITS technology. With the major US 60 corridor that traverses through the County, providing ITS would enhance safety operations and improve communications for traveler information and incident identification.

Regional Transportation Planning

Central Arizona Association of Governments (CAAG)

Regional Transportation Plan

The Central Arizona Association of Governments has prepared a Regional Transportation Plan that identifies deficiencies along the regionally significant roadways, and recommends necessary improvements for CAAG's short-term, mid-term, and long-term transportation improvement plans. The study years include 1998, 2003, 2008, and 2018. The Plan was completed April 24, 2000. The Regional Transportation Plan covers existing conditions, level-of-service and improvements, and identified transportation improvement projects in addition to corresponding funding sources for the study horizon years.

Gila County

Gila County is responsible for short-range, mid-range, and long-range transportation planning with the County-owned and maintained roadway network. The County is in the process of developing a Capital Improvement Plan to identify and prioritize all transportation improvement projects for County roads.

Gila County does not currently have any documented policies regarding roadway issues such as all-weather access standards, emergency access standards and issues, or policies regarding private roadways. To address this, the County has recently developed the *Gila County*

Roadway Design Standards Manual to standardize the construction of all new roadways and improvement for existing roadways under its jurisdiction, as well as to establish policies regarding roadway issues such as all-weather access standards, emergency access standards, etc.

Several regional transportation studies have been completed in Gila County, including the *Payson Area Transportation Study* and the *Globe-Miami Area Transportation Study*.

The *Payson Area Transportation Study* was completed in December 1999. This study involves identifying and effectively addressing all transportation related issues on regional, sub-regional, and local levels. The study included an inventory of existing conditions, and estimates of 2002, 2007, and 2020 future traffic volumes and operating conditions. The Transportation Study also identified the key transportation issues of the community, including transit plan elements, non-motorized circulation. The report concluded with an implementation program and recommended policies and guidelines.

The *Globe-Miami Area Transportation Study* was completed in June 1998. The transportation plan meets the requirements for programming, prioritization, and funding of highway projects within the Globe-Miami area. The study developed an inventory of existing conditions, estimates of 2017 future traffic volumes. Also, the study addressed several special transportation issues. Funding sources for transportation projects, prioritized list of projects and an implementation plan is recommended.

Figure 3
Gila County Transportation Plan

(Insert Transportation Plan)

3.F IMPLEMENTATION PROGRAM

Table 3.2, *Transportation Implementation Program* outlines the implementation items, responsible party, timeline for initiation and potential funding sources for the tasks that have been identified as being necessary to implement the goals, objectives and policies in the Transportation Element of the Comprehensive Plan. The following definitions define the table headings:

Implementation Item: Lists the action necessary to carry out the Transportation Element of the Comprehensive Plan.

Responsible Party: Identifies the County agency or department responsible for accomplishing the particular item.

Targeted Timeframe: Identifies the targeted timeframe for the initiation of the Implementation Item.

Potential Funding Source: Identifies the potential funding source or other required resource to carry out the Implementation Item.

TABLE 3.2
Transportation Implementation Program

(Insert Table here)