

CHAPTER 7

TRANSPORTATION ELEMENT

INTRODUCTION

Purpose of the Transportation Element

This element was developed to address the motorized and non-motorized transportation needs of the Town of La Conner for the planning horizon 2019 through 2036. This element specifically considers the location and condition of existing traffic circulation, the cause, scope, and nature of transportation problems, projected transportation needs, and plans for addressing all transportation needs while maintaining established level of service standards.

The Transportation Element aims to ensure that the city's transportation system supports land uses envisioned by the Comprehensive Plan. As required by the Growth Management Act, the Transportation Element must demonstrate that there is enough transportation system capacity to serve the land uses that are planned, and to serve them at the level of service established in the Town's goals and policies. This element also needs to include a financing plan to show how planned transportation improvements will be funded. This Transportation Element satisfies these requirements

Concurrency

The levels of service currently in place will be maintained to meet future needs through upkeep of the existing streets and roadways, and expansion of transportation services where needed. The Uniform Development Code (Chapter 15.85 and 15.86) provides for street infrastructure development and standards to be concurrent with adjacent property development. La Conner participates in a Regional Transportation Organization through the Skagit Council of Governments (SCOG).

The purpose of concurrency is to ensure that the public facilities and services necessary to support development are adequate to serve that development at the time it is available for occupancy and use, without decreasing service levels below locally established minimums. In order to do this the Town must maintain a concurrency management system that monitors the impacts of growth and development on the

transportation system and aims to ensure that LOS standards are met within required timeframes.

Major Transportation Considerations

Transportation concerns in La Conner differ from the concern that may be found in larger cities. Safety is the primary concern specifically the speed of vehicles travelling through the Town. In addition the Town faces challenges with traffic flow and parking during peak tourist seasons but a more stable and manageable traffic pattern during 10-11 months of the year. Therefore it was determined early on that it would not be practical to design a system that would accommodate every peak weekend or time of year but to establish like most cities the average conditions to be addressed. A Safe Routes to Schools system from the Swinomish Village through La Conner to the school remains an incomplete goal for the transportation system. In addition to safety the Town desires a well-designed transportation system that allows for efficient movement both motorized and non-motorized. Improving mobility throughout La Conner is the overall focus of the transportation element.

Coordination of Transportation Facilities

The Town is accessed via a system of county and state highways, which are maintained by those entities. The Town does not possess the resources, nor is it fiscally responsible for addressing all the traffic circulation system needs that may be identified through regional transportation planning. However, the Town has adequate funds and resources to maintain its existing transportation corridors.

The GMA also requires regional consistency between the Countywide Planning Policies (CWPP) regarding transportation and this transportation plan. Chapter 1 of the Comprehensive Plan discusses the overall Comprehensive Plan consistency with the CWPPs including transportation.

Financing

A Six-year Transportation Infrastructure Plan (TIP) for construction and maintenance improvements to the streets in La Conner is adopted annually by resolution. The transportation Element looks further out and establishes a 20 year project list and financing plan. Local funding is provided in part from Local Option Sales Tax, Real Estate Excise Tax, and User Fees. State and Federal grants are also sought to assist with transportation infrastructure maintenance.

Six Year Financing Plan

The Town is confident that the level of service (LOS) standards adopted in this element are consistent with the level of service standards or plans of other jurisdictions.

The Town, after careful analysis, has prepared a priority list of capital improvements for the Six-Year Financing Plan (this is also known as the TIP). The TIP is incorporated by

reference and included as an appendix to the Comprehensive plan. The TIP is the result of an iterative process that balances the goals of all comprehensive plan elements. In addition, the objectives and policies in the Transportation Element have been modified to reflect their financial feasibility. The timing and funding for transportation improvements are restricted by the concurrency requirement and the binding nature of level of service standards.

The Town is required to create a six-year financing plan for transportation (TIP). The Town is also required to provide services concurrently with new development. In addition, existing and new transportation facilities must meet the adopted level of service standards. Therefore, as new development occurs, expenditures on maintenance of existing facilities must be adequate to continue provision of the adopted levels of service. The operating costs of transportation facilities become important factors in ensuring that a moratorium on new development is not imposed. The funding mechanisms and funding sources that will be used for transportation improvements are included in the TIP for projects in the short term. Long term financing is discussed in the following section.

Primarily the Town relies on grant funding to complete its capital projects. The timing of grant funds can be unpredictable. Project timelines may be pushed forward or back depending on grant availability. In the event that grant funding is not available or insufficient to complete a project, it will be reevaluated.

Long Term Financing Plan

The multimodal improvement projects and programs provide the blueprint for improving the transportation system to meet existing and future travel demands in and around the Town of La Conner. Like most communities, the costs of the desired transportation system improvements and programs will exceed the available revenues. The financing strategies discussed in the following are intended to provide a framework for decisions and options for funding to help implement the projects and programs over the life of the plan.

Expenditure Projections

The following table summarizes the costs of the recommended transportation improvement projects and programs. These cover capital improvements, maintenance and operations, and bond debt services. The costs are summarized for the mid-range (2020- 2026) consistent with the TIP, and long-range (2027-2036) time periods based on the project timelines. The cost summary includes projects identified within the Town of La Conner's jurisdiction. The project and program costs are presented in constant 2020 dollars.

Transportation Project and Program Costs (2020-2036)

	Mid-Range (2020-2026)	Long-Range (2027-2036)	Total Costs¹ (2020-2036)
Capital Projects	\$5,074,000	\$ 695,000	\$5,769,000
Maintenance & Operations	\$1,716,893	\$2,856,242	\$4,573,135
Total	\$6,720,893	\$3,251,242	\$10,342,135

Source: Town of La Conner All costs in 2020 Dollars

Planning level cost estimates were developed for the capital improvements of the Transportation Element. Cost estimates were prepared based upon average unit costs for recent transportation projects within the Town. They include estimates for engineering design, right-of-way, and construction costs. More detailed costs of individual projects will be developed as the improvements are programmed for design and implementation. The final costs will fluctuate from the planning level estimates, but they provide a reasonable basis for the financing plan of the Transportation Element.

Maintenance and operations (M&O) programs cover street overlays and other miscellaneous sidewalk and safety improvement programs on Town streets. The M & O costs were projected based on recent expenditures and the 2020 Town budgets. A 1.8 percent annual growth rate was applied between 2020 and 2036 to account for expected population growth.

The debt service category covers the remaining principal and interest on bonds that the Town issued to help fund several transportation projects. No bonds are currently issued and issuance of new bonds in the future is not currently anticipated. Bonds do not add revenues, but simply allow the Town to advance the timeline for key projects.

A total of roughly \$5.8 million (in 2020 dollars) would be needed to fully fund the capital improvements under the jurisdiction of the Town of La Conner.

In addition to capital costs, annual maintenance and operations programs result in nearly \$4.6 million between 2020 and 2036. The 2020-2036 Transportation Element would require approximately \$10million in 2020 dollars.

Revenue Projections

Funding sources for transportation projects include various fees and tax revenues, grants, bonds and developer contributions. The estimates were based on revenues allocated to transportation funding during the last eight years and discussions with Town staff. Estimates of potential revenues from each source were projected based on past trends. The TRENDS scenario generally reflects recent growth trends in the Town's revenues, population and employment. This likely represents a conservative assessment of available revenues from these sources. The table that follows summarizes projected revenues for the TRENDS scenario. Based on these assumptions, the Town would

generate roughly \$9 million (in 2020 dollars) over the life of the plan under the TRENDS scenario.

Table 22. Transportation Funding Revenue Projections (2020-2036)
Revenue Source TRENDS Scenario Total

General Fund Appropriations	\$4,533,712
Motor Vehicle Fuel Tax (MVFT)	\$906,742
Other State Funding	\$2,497,132
Total	\$7,937,586

Sources: Town of La Conner All revenues in of 2020 Dollars

Tax Revenues

The Town currently directs revenues from two primary tax funds toward transportation improvements and programs. These are General Fund Appropriations and Motor Vehicle Fuel Taxes (MVFT).

Under the TRENDS scenario, the combined primary funding sources are projected to generate approximately \$5.4 million in revenues between 2020 and 2036 (in 2020 dollars). The TRENDS projections based on increasing the Town's 2020 revenues by the forecast annual population growth rate assumed in the travel demand forecasts (1.8 percent per year).

Miscellaneous

In addition to the above tax revenues, the Town directs other local and state funding toward transportation improvements and programs. Using the average of approximately \$156,000 per year in transportation funding from miscellaneous revenues between 2010 and 2020, these funds are estimated to generate \$2.5 million over the life of the plan, in 2020 dollars.

Grants

The Town has had tremendous success over the last 10 plus years securing grants for transportation projects. Grant funding has accounted for much of the transportation budget over the last decade and is anticipated to continue to provide the needed revenues to fill the gap between projected expenses and revenues.

Funding through grants is tied to specific programs and types of projects. Several grant programs target transportation projects that support regional economic growth, mobility, and other travel models.

The Surface Transportation Block Grant Program (STBG) (previously known as STP) and STBG set-aside (previously known as TAP) is one of the most flexible federal grant programs. These funding sources can be used for highway and bridge projects, transit

capital projects, and funding for bicycle, pedestrian, and recreational trail improvements. They also can be used for public transportation capital improvements, car and vanpool projects, fringe and corridor parking facilities, and inter-Town or intra-Town bus terminals and bus facilities. These funds also can be applied to surface transportation planning activities, wetland mitigation, transit research and development, and environmental analysis. Finally the funds also can be used for transportation control measures.

The State Transportation Improvement Board (TIB) currently provides funding for urban areas in Washington through three grant programs:

- Urban Arterial Program (UAP) – funds projects that address safety, growth & development, physical condition and mobility.
- Urban Sidewalk Program (SP) - provides funding for sidewalk projects that improve safety and connectivity.
- Arterial Preservation Program (APP) - provides assistance for roadway paving/overlays for cities/agencies with less than \$2 billion assessed valuation.

The TIB projects are selected on a competitive basis. Each of the three programs has distinct criteria to rank the projects for funding. Once selected, TIB staff stays involved through grant oversight and helping bring projects to completion.

WSDOT administers various grants which fund non-motorized transportation improvements. The Safe Routes to Schools Program funds projects which are targeted at reducing collisions between vehicular and non-motorized road users and improving the accessibilities of schools to children on foot or bike. The WSDOT Pedestrian and Bicycle Program funds projects which promote healthy living through active transportation, improves non-motorized user safety, reduces vehicular travel, and has community support

Bonds

Bonds do not result in additional revenues, but allow the Town to fund and construct projects earlier than they would be able to under their current revenue options. The interest on these bonds results in increased costs,

Although the Town has not issued bonds in the recent past and does not anticipate issuing new bonds in the near future, it remains an option available for accelerating funding on some of the capital improvement projects included in this Transportation Element over the life of the plan. However, use of bonds would add to the total cost of the improvements due to interest.

Traffic Impact Fees

The Growth Management Act (GMA) allows agencies to develop and implement a traffic impact fee (TIF) program to help fund some of the costs of transportation facilities needed to accommodate growth. The Town currently does not have a TIF program. If

there is a change in future development plans that require capacity improvements the Town could pursue such a traffic impact fee. State law (Chapter 82.02 RCW) requires that TIFs be:

- Related to improvements to serve new developments and not existing deficiencies
- Assessed proportional to the impacts of new developments
- Allocated for improvements that reasonably benefit new development
- Spent on facilities identified in the Capital Facilities Plan.

Developer Commitments

The Town can also implement its transportation improvements by requiring developers to construct frontage improvements, to mitigate their traffic impacts pursuant to the State Environmental Policy Act (SEPA). The Town can require developments to fund and construct certain roadway improvements as part of their projects. These typically include constructing abutting local streets and arterials to meet the Town's design standards. These improvements can include widening of pavement, drainage improvements, curbs, gutters, bicycle facilities and sidewalks. Design and development standards should reflect the Town's desire for developments to construct frontage improvements to mitigate impacts of additional development traffic.

The Town evaluates impacts of development projects under SEPA. The SEPA review may identify adverse transportation impacts that require mitigation. These could include impacts related to safety, traffic operations, non-motorized travel, transit access, or other transportation issues.

Per GMA, the Town requires an evaluation of transportation concurrency for development projects. The concurrency evaluation may identify impacts that make the facilities operate below the Town's level of service standard. To resolve any deficiencies, the applicant can propose to fund and/or construct improvements to provide an adequate level of service. Alternatively, the applicant may decide to wait for the Town, another agency, or another developer to fund and/or construct the needed improvements.

Transportation Benefit District

Some jurisdictions provide for the formation of a Transportation Benefit District (TBD) as an option for helping fund transportation projects and programs (<http://mrsc.org/Home/Explore-Topics/Finance/Special-Topics/Transportation-Benefit-Districts.aspx>). Over 100 cities in Washington State have TBD's.

TBD funding needs to be used to fund specific projects related to street pavement preservation projects located throughout the Town. In addition, the TBD revenues can be used to fund several specific sidewalk and roadway shoulder improvement projects.

POLICIES

The Transportation Policies have been grouped to reflect the identified major transportation considerations.

Safety

- S-1. As a high priority, maintain, preserve, and operate the town's transportation system in a safe and functional state.
- S-2. Provide for safe and expeditious vehicular and pedestrian traffic movement through the town. Place emphasis on the most heavily accessed areas, i.e. Morris Street, First Street, and Maple Avenue.
- S-3. Give a high priority to and budget for safety and mobility projects. Specifically focus on Morris/Maple intersection; Maple Street.
- S-4. Provide adequate shoulders, sidewalks, and street lighting. Specifically focus on Maple.
- S-5. Work to improve opportunities for, and increase the number of, pedestrian crossings. Specifically focus on Maple.
- S-6. In our concern for safety for all travelers; while making planning and budget decisions the Town will utilize the following prioritization for different travel modes. This prioritization is meant to give first consideration to those who are most vulnerable.

A. Pedestrian	C. Motorcycle
B. Bicycle	D. Other Motorized vehicles.
- S-7. Using the prioritization list above provide facilities for, and education on, safe and non-threatening travel throughout the city on all modes of transportation using the prioritization list above.
- S-8. Keep an emphasis on the enforcement of motorized and non- motorized safety laws.
- S-9. Consider roundabouts and traffic calming devices to reduce excessive speeding and other unsafe driving choices.

- S-10. Use bump outs, curb extensions, and/or pedestrian refuge islands in the design and construction of pedestrian crossings when appropriate and feasible.
- S-11. Encourage and plan for safe and efficient pedestrian movement between and to and from neighborhoods gathering spaces, public facilities, and parks.
- S-12. Work to develop safe routes to schools for pedestrians and bicycles
- S-13. Fill in gaps in the bicycle and pedestrian network whenever possible

Design

- D-1. Focus on designing, constructing, operating and maintaining transportation facilities to serve all users safely and conveniently, including motorists, pedestrians, bicyclists, people with disabilities.
- D-2. Plan transportation and street improvements to consider the existing and desired character of the area and cost of future maintenance.
- D-3. Encourage through-streets in new development wherever possible.
- D-4. Maintain all existing streets and sidewalks in good repair at all times.
- D-5. Extend the boardwalk and encourage waterfront upgrades.
- D-6. Identify and resolve property ownership in areas where Town streets encroach on private property.
- D-7. Encourage the use of public parking lots by providing directional signage.
- D-8. Offer incentives for business owners and employees that would encourage the use of existing parking lots in town
- D-9. Ensure that businesses unable to provide the number of parking spaces required by ordinance comply with the provisions in the La Conner Municipal Code.
- D-10. Require adequate off-street parking for all zones.
- D-11. Provide adequate parking space in high demand areas by:
 - Developing a comprehensive parking plan which designates immediate and future parking lot sites and shuttle parking lots,

- Creating an action plan to implement a comprehensive parking plan over time,
 - Identifying minimum and maximum parking standards
 - Encourage shared parking agreements between uses that have different hours of operation.
- D-12. Survey parking space availability and occupancy to establish a baseline and determine needs for additional space and location,
- D-13. Parking in the First Street Historic Neighborhood will be consistent with the intent of the district to maintain the compact fabric and consistent rhythm created by the incremental construction of small to medium size buildings on the originally platted small lots. This can be accomplished by removing the requirement for off street parking for buildings in this neighborhood.
- D-14. Maintain established truck routes with appropriate signage.
- D-15. Encourage joint use of transportation corridors for utility purposes.
- D-16. Protect the investment in the existing system and lower overall life-cycle costs through effective maintenance and preservation programs.
- D-17. Prioritize essential maintenance, preservation, and safety improvements of the existing transportation system to protect mobility and avoid more costly replacement projects.
- D-18. Reserve undeveloped town right-of-way for future use and do not vacate town right-of-way unless overwhelmingly beneficial to the town.
- D-19. Improve local street design for walking, bicycling, and transit use to enhance communities, connectivity, and physical activity.
- D-20. Provide opportunities for an active, healthy lifestyle by integrating the needs of pedestrians and bicyclists in the local and regional transportation plans and systems.
- D-21. Be flexible with development standards to promote infill by allowing alternate ways, such as narrower streets, modified parking requirements, one-way streets, and/or low-speed design streets to meet those standards where full compliance with standards is not feasible or desirable.

- D-22. When feasible, design and operate transportation facilities in a manner that emphasizes community character and is compatible with and integrated into the natural and built environment including features, such as street trees, natural drainage, native plantings, and local design themes.
- D-23. Support transportation programs and projects in ways that aim to prevent or minimize negative impacts to low income, minority, and special needs populations.
- D-24. Work to improve mobility choices for people with special transportation needs, including persons with disabilities, the elderly, the young, and low income populations.
- D-25. Budget for, and provide, the construction and repair of sidewalks and ramps to meet ADA standards according to priorities established in the 2016 ADA Transition Plan.

Multi-Modal

- MM-1. Encourage multi-modal transportation routes that would most efficiently link residential, commercial and industrial areas of the Town.
- MM-2. Invest in transportation systems that offer greater options, mobility, and access in support of the town's growth strategy.
- MM-3. Ensure pedestrian and bicycle paths are safe and easily accessed.
- MM-4. Develop a comprehensive plan for sidewalk network and connectivity.
- MM-5. Encourage access for low-impact transportation, such as bicycles and wheelchairs, through the provision of pedestrian walkways throughout town and along the shoreline.
- MM-6. Promote healthy lifestyles by implementing the pedestrian and bicycle components of the Transportation Plan.
- MM-7. Identify and designate planned improvements for pedestrian and bicycle facilities as appropriate throughout the Town and at the Port of Skagit County Marina.
- MM-8. Provide trails and pathways to connect residential areas with government and business areas.

- MM-9. Along with trails, pathways, and boardwalk access, increase the opportunities for free or low-cost, non-competitive, outdoor recreational and fitness activities.

CAPACITY FOR VARIOUS ROADWAY CLASSIFICATIONS AND MODIFICATIONS

Functional Classification	Left-Turn Lane (vph)	Access Management (vph)	No Bike Lane (vph)	No Sidewalk (vph)	On-Street Parking (vph)
Principal Arterial	+450	+540	-90	-180	-45
Minor Arterial	+400	+480	-40	-80	-40
Local Collector	-	-	-	-	-

Intersection LOS is calculated using standard Highway Capacity Manual analysis procedures for the PM peak hour. The adopted standard is LOS D for intersections that include Principal Arterials and LOS C for intersections that include Minor Arterial or collector roadways.

Appendix 7A

Data and Analysis

Traffic Circulation within the Town

The traffic circulation system within La Conner can generally be described as a grid system. The Town is accessed via a county highway which passed through town, leads across the county-owned Rainbow Bridge leading through the Swinomish Village and towards streets on the Swinomish reservation. The major entrance into the downtown commercial area on First Street is via Morris Street. Routes leading to the industrial areas branch off Morris to Third Street on the north and via Maple Avenue and Caledonia Street to the south. Access to county roads and state highways is via Chilberg Road to the east and La Conner-Whitney Road to the north, connecting to State Highway 20 and nine miles east to Interstate 5. Trucks in route to the south industrial area circumvent the Town via Maple Avenue and Caledonia Street. The Port of Skagit County Marina, north of town, can be reached via Morris and Third Streets.

Influence of Regional Traffic

During the peak tourist season and special events, such as the Skagit Valley Tulip Festival, traffic flow is heavy, constant and slow due to congestion at the access and egress points. Historic traffic data shows peak seasonal volumes can increase traffic volumes by 35% compared non-peak periods. There is also inadequate use of available parking areas outside the immediate First Street area.

Mass Transit

Tour buses serve the tourist industry, and county van service provides transportation to elderly tenants of the Harbor Villa apartment complex and the La Conner Retirement Inn. In 1993, La Conner was included in the Skagit Public Transit Benefit Area. Skagit Transit provides one fixed-route serving La Conner, Route 615. This route has 3-hour headways on weekdays and 2-hour headways on Saturdays connecting La Conner to Anacortes and Mount Vernon.

Most people in La Conner use automobiles to travel to work, therefore, mass transit is most important to those who cannot drive, for example: for the elderly, low-income individuals, people with disabilities, or youth who do not have alternative means of transportation. The greatest need is for mobility between the Town and other urban areas, such as Mount Vernon.

Pedestrian Walkways/Bicycle Lanes

Pedestrian access to all points in La Conner is convenient but inadequate. Sidewalks do not exist in all areas of town. Some public right-of-ways are sufficient to provide safe walking paths but many are graveled and not conducive to walking or biking.

Sidewalks line the main thoroughfares and one side of some secondary streets. Some streets have no sidewalks at all and are not ADA compatible. Some walking paths have been described for touristic purposes but they are not designed to meet the needs of residents nor are they marked. A boardwalk along the shoreline on First Street is used by visitors and residents alike.

Bike lanes enter the town from the traffic circle and end in a few blocks to become sharrows and then disappear entirely. Bike parking is available throughout the commercial areas.

Bicycle facilities (lanes and sharrows) are provided on Morris Street from La Conner-Whitney Road to 1st Street. Bicycles are restricted from riding on downtown sidewalks and the boardwalk. Wheelchair access to walkways and streets is difficult and dangerous in some areas. In the downtown area most curbs have been cut and ramped for wheelchair access.

Curbs, Sidewalks, Landscaping, and Lighting

The La Conner Public Works Department is responsible for maintaining the Town's streets as well as landscaped Town property. Puget Sound Energy maintains electrical utility poles and lights. These features contribute to the safety and quality of the Town's residential, commercial and industrial areas. A few areas in La Conner do not have developed streets, sidewalks or lights. These amenities would be in place concurrent with new development as it occurs.

Past Transportation Problems

Flooded streets and right-of-ways due to stormwater runoff still persist. Traffic congestion during the tourist season is ongoing. Most streets have been repaved over the last five years, but need continuous upkeep as well as sidewalks and adequate drainage. Safety in the vicinity of crosswalks leading to the schools has been a concern, as are all street crossings, where pedestrian right-of-ways may not be observed.

Level of Service

In this element, Level of Service thresholds consist of the following descriptions. LOS thresholds for different intersection control are summarized in the table that follows:

- A. Free-flow traffic conditions, with minimal delay to stopped vehicles at intersections. Volume-to-capacity (V/C) ratio of 0.60 or less or intersection delays of less than 10 seconds on average.
- B. Generally stable traffic flow conditions. V/C ratio of 0.70 or less or intersection delays of 10-15 seconds on average.
- C. Occasional backups may develop, but delay to vehicles is short-term and still tolerable. V/C ratio of 0.80 or less or intersection delays of 15-25 seconds on average.
- D. During short periods of the peak hour, delays to approaching vehicles may be substantial but are tolerable during times of less demand. V/C ratio of 0.90 or less or intersection delays of 25-35 seconds on average.
- E. Intersections operate at or near capacity, with long queues developing on all approaches and long delays. V/C ratio of 1.00 or less or intersection delays of 35-50 seconds on average.
- F. Jammed conditions on all approaches with excessively long delays and vehicles unable to move at times. V/C ratio of greater than 1.00 or intersection delays greater than 50 seconds on average.

Level of Service	Expected Delay	Intersection Control Delay (Seconds per Vehicle)	
		Unsignalized Intersections	Signalized/Roundabout Intersections
A	Little/No Delay	≤10	≤10
B	Short Delays	>10 and ≤15	>10 and ≤20
C	Average Delays	>15 and ≤25	>20 and ≤35
D	Long Delays	>25 and ≤35	>35 and ≤55
E	Very Long Delays	>35 and ≤50	>55 and ≤80
F	Extreme Delays ¹	>50	>80

The minimum Level of Service Standard for the Town is LOS D for all intersections containing principal arterials and LOS C for all other intersections. All Town streets and County roads in the La Conner area are operating below their daily and peak-hour volume capacities. The following tables summarize the existing roadway and intersection levels of service.

¹ When demand volume exceeds the capacity of the lane, extreme delays will be encountered with queuing which may cause severe congestion affecting other traffic movements in the intersection.

Road	Segment	Existing Volume		Capacity (vphpl ²)	Max v/c	LOS
		NB/EB	SB/WB			
Morris Street	w/o La Conner-Whitney Rd	380	370	900	0.42	A
Maple Avenue	s/o Morris St	200	250	780	0.32	A
Morris Street	e/o 1 st St	60	60	720	0.08	A
1 st Street	s/o Morris St	50	60	720	0.08	A
N 6 th Street	n/o Morris St	110	80	720	0.15	A
Caledonia Street	e/o S 3 rd St	50	30	400	0.13	A

Intersection	Intersection Control	Direction	LOS Standard	Existing LOS
1 st Street @ Morris Street	All-Way Stop Control	Intersection Average	C	A, 7 seconds
2 nd Street @ Morris Street	Minor-Leg Stop Control	Northbound	C	A, 9 seconds
		Southbound	C	A, 10 seconds
Whatcom Street @ Morris Street	Minor-Leg Stop Control	Northbound	C	B, 10 seconds
		Southbound	C	B, 11 seconds
6 th Ave @ Morris Street	All-Way Stop Control	Intersection Average	C	A, 9 seconds
Morris Street @ Maple Avenue	Minor-Leg Stop Control	Eastbound	D	B, 13 seconds
		Northbound	D	A, 9 seconds
1 st Street @ Washington Street	Minor-Leg Stop Control	Eastbound	C	A, 10 seconds
		Westbound	C	A, 9 seconds
2 nd Street @ Washington Street	Minor-Leg Stop Control	Eastbound	C	A, 9 seconds
		Westbound	C	A, 9 seconds
2 nd Street @ Douglas Street	All-Way Stop Control	Intersection Average	C	A, 7 seconds
Maple Avenue @ Hill Street	Minor-Leg Stop Control	Eastbound	D	B, 12 seconds
3 rd Street @ Caledonia Street	All-Way Stop Control	Intersection Average	C	A, 7 seconds

Under normal conditions most streets and intersections in La Conner operate at a level of service (LOS) of B or better. Occasional backups may develop, but delays are short-term and still tolerable. There are no existing level of service deficiencies in the Town during the regular weekday.

Application of Concurrency

Because La Conner is a small town with relatively few development permit applications, a single development may have a significant impact on the town as a whole. The Town reviews each permit for concurrency at the time of application, and transportation issues, such as ingress, egress, and parking availability are assessed.

² Vehicles per hour per lane

Future Needs and Alternatives

Traffic counts near the Town have not shown significant growth. However, in order to provide a conservative analysis for potential future roadway volumes, a 1.5% annual growth rate was applied to existing non-peak season weekday volumes. This annual growth rate is in-line with population and employment growth estimates for La Conner in the Skagit 2040 Regional Transportation Plan (Exhibit 3-7).

Additionally, a seasonal sensitivity analysis was performed to estimate future operations of the roadway network during peak weekday tourist season in April. Future volumes were increased by an additional 35% based on comparisons of peak vs. non-peak traffic volumes. The tables that follow summarize the future 2030 LOS for roadways and intersections.

Road	Segment	2030 Volume		Capacity (vphpl ³)	Max v/c	LOS
		NB/EB	SB/WB			
Morris Street	w/o La Conner-Whitney Rd	440	440	900	0.49	A
Maple Avenue	s/o Morris St	230	300	780	0.38	A
Morris Street	e/o 1 st St	70	70	720	0.10	A
1 st Street	s/o Morris St	60	70	720	0.10	A
N 6 th Street	n/o Morris St	140	100	720	0.19	A
Caledonia Street	e/o S 3 rd St	50	30	400	0.13	A

Road	Segment	2030 Volume (+35%)		Capacity (vphpl ⁴)	Max v/c	LOS
		NB/EB	SB/WB			
Morris Street	w/o La Conner-Whitney Rd	590	590	900	0.66	B
Maple Avenue	s/o Morris St	310	410	780	0.53	A
Morris Street	e/o 1 st St	90	90	720	0.13	A
1 st Street	s/o Morris St	80	90	720	0.13	A
N 6 th Street	n/o Morris St	190	140	720	0.26	A
Caledonia Street	e/o S 3 rd St	70	40	400	0.18	A

³ Vehicles per hour per lane

⁴ Vehicles per hour per lane

Intersection	Intersection Control	Direction	LOS Standard	Existing LOS	2030 LOS	2030 LOS (+35%)
1 st Street @ Morris Street	All-Way Stop Control	Intersection Average	C	A, 7 sec	A, 7 sec	A, 8 sec
2 nd Street @ Morris Street	Minor-Leg Stop Control	Northbound	C	A, 9 sec	A, 9 sec	A, 10 sec
		Southbound	C	A, 10 sec	B, 10 sec	B, 11 sec
Whatcom Street @ Morris Street	Minor-Leg Stop Control	Northbound	C	B, 10 sec	B, 11 sec	B, 12 sec
		Southbound	C	B, 11 sec	B, 12 sec	B, 13 sec
6 th Ave @ Morris Street	All-Way Stop Control	Intersection Average	C	A, 9 sec	B, 10 sec	B, 12 sec
Morris Street @ Maple Avenue	Minor-Leg Stop Control	Eastbound	D	B, 13 sec	C, 16 sec	D, 31 sec
		Northbound	D	A, 9 sec	A, 9 sec	A, 10 sec
1 st Street @ Washington Street	Minor-Leg Stop Control	Eastbound	C	A, 10 sec	A, 10 sec	B, 10 sec
		Westbound	C	A, 9 sec	A, 9 sec	A, 9 sec
2 nd Street @ Washington Street	Minor-Leg Stop Control	Eastbound	C	A, 9 sec	A, 9 sec	A, 10 sec
		Westbound	C	A, 9 sec	A, 10 sec	A, 10 sec
2 nd Street @ Douglas Street	All-Way Stop Control	Intersection Average	C	A, 7 sec	A, 7 sec	A, 8 sec
Maple Avenue @ Hill Street	Minor-Leg Stop Control	Eastbound	D	B, 12 sec	B, 14 sec	C, 17 sec
3 rd Street @ Caledonia Street	All-Way Stop Control	Intersection Average	C	A, 7 sec	A, 7 sec	A, 8 sec

The level of service analysis shows that all intersections will operate better than their LOS standard in the 2030 non-peak conditions. After including a 35% increase in intersection volume to the weekday non-peak 2030 forecast, one intersection is expected to operate at its LOS standard—Morris Street at Maple Avenue. Two potential improvements to the Morris Street at Maple Avenue intersection were analyzed to improve operations even though it would operate at an acceptable LOS D in the future conditions during peak tourist season.

The first improvement analyzed was an all-way stop controlled intersection that maintained free-flow movements (i.e. no stop control) for westbound through movements and restricting northbound left turns. Northbound left turns would divert to Road Street south of the Morris Street at Maple Avenue intersection and continue north on N 6th Street. This configuration would allow the intersection to operate at LOS C in the 2030 peak-season conditions.

The second improvement analyzed was a single lane roundabout. No turn restrictions were assumed in this scenario. The single-lane roundabout is expected to operate at LOS A in the 2030 peak-season conditions. Operations for the intersection improvements are summarized in the following table.

Intersection	Approach	2030 Peak-Season LOS		
		Existing Configuration	All-Way Stop Control	Single-Lane Roundabout
Morris Avenue @ Maple Street	Intersection Avg	C, 22 seconds	C, 18 seconds	A, 8 seconds
	Eastbound	D, 31 seconds	C, 21 seconds	A, 9 seconds
	Northbound	A, 10 seconds	B, 15 seconds	A, 8 seconds
	Westbound-Left	A, 0 seconds	C, 18 seconds	A, 7 seconds
	Westbound-Thru		A, 0 seconds	

The Town of La Conner also reviewed a sensitivity analysis for 1st Street and 2nd Street to be converted into one-way couplet system. In this system, 1st Street would operate as southbound and 2nd Street would operate as northbound. 1st Street would also be extended to Caledonia Street. The Town does not have immediate plans to implement this configuration, but the sensitivity analysis provides insight on the potential impact to intersection operations within the couplet. The following table provides a comparison of the intersection operations between the existing configuration and the one-way couplet system.

Intersection	Intersection Control	Direction	LOS Standard	2030 LOS	
				Existing Config.	One-Way Couplet
1 st Street @ Morris Street	All-Way Stop Control	Intersection Average	C	A, 7 sec	A, 8 sec
2 nd Street @ Morris Street	Minor-Leg Stop Control	Northbound	C	A, 9 sec	A, 9 sec
		Southbound	C	B, 10 sec	A, 10 sec
1 st Street @ Washington Street	Minor-Leg Stop Control	Eastbound	C	A, 10 sec	B, 10 sec
		Westbound	C	A, 9 sec	A, 10 sec
2 nd Street @ Washington Street	Minor-Leg Stop Control	Eastbound	C	A, 9 sec	A, 10 sec
		Westbound	C	A, 10 sec	A, 10 sec
2 nd Street @ Douglas Street	All-Way Stop Control	Intersection Average	C	A, 7 sec	A, 8 sec
3 rd Street @ Caledonia Street	All-Way Stop Control	Intersection Average	C	A, 7 sec	A, 7 sec
1 st Street @ Caledonia Street	Minor-Leg Stop Control	Southbound	C	-	A, 9 sec

The sensitivity analysis showed the intersections in the couplet system are expected to operate within about 1 second of their existing intersection configurations.

Analysis of Needed Safety Improvements

Reported collisions in the Town were reviewed from 2014 through available 2019 data (approximately June 2019). Overall there were very few collision patterns in the Town. The most common collision occurrence was collisions involving parked cars on 1st Street.

Some streets and sidewalks impair wheelchair access and pedestrian safety. Wheelchair access on sidewalks could be improved by replacing and adding ramps and sidewalks. Most curbs in the downtown area are now in compliance with American Disabilities Act (ADA) wheelchair access requirements. Parking configurations could be improved to prevent backing into oncoming traffic in some areas.

Analysis of Projected Transportation Needs

Most existing streets and sidewalks require annual maintenance to retain their viability for vehicular and pedestrian traffic.

The Town's roads and intersections can accommodate this growth, but the primary impact is the commercial and tourist traffic superimposed over the local demands. Intersections and roadways are projected to meet the needs of future peak-season volumes, however, safety and operations should be continuously monitored.

Future Transit Needs

The Town of La Conner also needs to work closely with the Skagit Council on Aging (SCOA) and the Skagit County Commissioners to ensure that Skagit Transit service for seniors in La Conner is maintained, enhanced, and increased over the next few years. Improving transit headways to hourly or better should be a primary goal for community groups in the Town to ensure all populations have accessibility to destinations and services. As the population of La Conner ages, there will be more demand for the specialized transportation service.

Future Pedestrian/Bicycle Lane Needs

Because of the limited paved right-of-way on Maple Avenue, there is no room to install a bicycle lane that would connect the feeder roads into town with Pioneer Park and points west. However, the Town has expressed desire to implement traffic calming techniques along Maple Avenue to increase pedestrian/bicycle safety. Speed data collected in 2019 on Maple Avenue south of Caledonia Street showed an average vehicle speed of 29 mph and an 85th-percentile speed of 32 mph. Both of these speeds are higher than the 25-mph posted speed limit. Improvements could involve speed humps, speed feedback signs, or other pavement markings.

In addition to improvements to Maple Avenue, the Town has also expressed interest in pedestrian improvements along Morris Street. Specifically, the Town should prioritize constructing pedestrian bulb-outs at all intersections along the Morris Street corridor in order to reduce the distance pedestrians are required to walk while crossing vehicle travel lanes.





COST ESTIMATE - Summary

Date: 11/9/2020

Project: **200002**

Subject: Transportation Planning

By:

Owner: **Town of La Conner**

20 year horizon

Checked: EH

Ref: **2021 TIP**

Type: Pre-design

#	Project	Location	Type	Status	P. Cost
1	South 1st Street	Commercial to Caledonia	Extension	Study	\$ 396,000.00
2	Speed Feedback Signs	N 3rd, N6th, Maple	Traffic	Proceed	\$ 81,000.00
3	N 1st Easement (loop)	N 1st through Basin St	Traffic	Proceed	\$ 27,000.00
4	Traffic Circle	Maple & Morris	Rehab	Study	\$ 613,000.00
5	Divided T Intersection	Hill & Whatcom	Rehab	Proceed	\$ 147,000.00
6	Morris Street Mill/Overlay	Maple to 1st	Repair	Proceed	\$ 800,000.00
7	S 1st St Sidewalk	Morris to Commercial	Repair	Proceed	\$ 882,000.00
8	Whatcom	Myrtle to Washington	Repair	Proceed	\$ 694,000.00
9	E Washington Reconstruct	Whatcom to Maple	Repair	Proceed	\$ 336,000.00
10	S 3rd Overlay	Washington to Douglas	Repair	Proceed	\$ 412,000.00
11	Pioneer Park Entrance	Pioneer Parkway	Rehab	Proceed	\$ 179,000.00
12	Conner Way Loop	South end	Extension	Proceed	\$ 130,000.00
13	N 4th Improvements	Morris to State	Repair	Proceed	\$ 361,000.00
14	N 2nd	Morris to Center	Repair	Proceed	\$ 201,000.00
15	S 4th Resurfacing	Caledonia to Sherman	Repair	Proceed	\$ 210,000.00
16	Talbot	Maple to eastern terminus	Rehab	Proceed	\$ 300,000.00
17					\$ -
18					\$ -
Total					\$ 5,769,000.00

Status Legend

Proceed = Project ready to implement.

Study = Predesign Study required to further define scope.

Town of La Conner
Six Year Transportation Improvement Program
2021-2026
Annual Funding Requirements

Town of La Conner - 2021 Transportation Improvement Plan

Prepared: 11/3/2020

(All costs in \$1,000.00s)

Priority	Project	2021			2022			2023			2024			2025			2026			TIB Eligible Project Totals	Total Project
		Fed	State	Local																	
A	Whatcom (8)		603	91																694	694
B	S 3RD Street Overlay (10) include water main as TIB Ineligible (local)					367	45	195												412	607
C	S First Street Sidewalk (7) include water main as TIB Ineligible (local)						78		516		288									594	882
D	Morris Street Mill/Overlay (6)						126		674											800	800
E	S First Street, Commercial - Caledonia (1) Survey & Alternatives									72		281	43							72	396
F	E Washington Reconstruct (9)												44							336	336
G	N First Street Easement (3)												27							0	27
H	Speed Feedback Signs (2)										41	40								81	81
I	N 4TH Street Improv., Morris to State (13)														312	49				361	361
J	Traffic Circle, Maple Morris (4)														520	93				613	613
K	T Intersection, Hill and Whatcom (5)																117	30		147	147
L	Conner Way Loop (12)																113	17		130	130

2019 TIP

	Transportation Annual Totals	0	603	91	0	367	444	0	1190	360	0	614	154	0	832	142	0	230	47			5074
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