

**Samish Indian Nation**  
**Transportation Safety and**  
**Long Range Transportation Plan**  
**2018 Draft Update**



**Samish Indian Nation**  
Anacortes, Washington

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## ACRONYMS

<b>BIA</b>	<b>Bureau of Indian Affairs</b>
<b>HCM</b>	<b>Highway Capacity Manual</b>
<b>IRR</b>	<b>Indian Reservation Roads</b>
<b>LOS</b>	<b>Level of Service</b>
<b>L RTP</b>	<b>The Long Range Transportation Plan</b>
<b>STP</b>	<b>Surface Transportation Program</b>
<b>TIB</b>	<b>Transportation Improvement Board</b>
<b>TPT</b>	<b>Transportation Partnership Program</b>
<b>V/C</b>	<b>Volume to Capacity ratio</b>
<b>WSDOT</b>	<b>Washington State Department of Transportation</b>

# 1. INTRODUCTION

## 1.1 PURPOSE OF THE LONG RANGE TRANSPORTATION PLAN

This Long Range Transportation Plan (LRTP) is an important piece of the overall Comprehensive Plan for the Samish Indian Nation. The vision, goals, and policies contained in this document are a result of participation and comments from the Nation’s members and staff to ensure that the Samish Indian Nation transportation system responds to the needs of the community. This LRTP was formed to create a plan that will address the short-term and long-term needs of Samish Indian Nation.

## 1.2 TRIBAL HISTORY AND BACKGROUND

The Samish Indian Nation is a descendent entity of the Samish Tribe, a signatory to the Point Elliot Treaty of 1885. A string of clerical errors and miscommunications led to loss of Samish Indian Nation’s federal recognition, after which the Tribe worked tirelessly for 27 years expending resources and energy before regaining its federal recognition in April, 1996. The Samish Indian Nation traditional territory stretches over a seven-county region of Northwest Washington that ranges from the San Juan Islands to the tops of the Cascades.

Today, the Samish Indian Nation has a total membership of 1,650—with 365 members living near Tribal lands in the following five counties, and the remaining 1,285 members living outside the five-counties:

- Skagit County – approximately 120 members
- Whatcom County – approximately 110 members
- Snohomish County – approximately 110 members
- Island County – approximately 20 members
- San Juan County – approximately 5 members

The Samish Indian Nation owns several properties, both in Trust and fee simple, around the City of Anacortes and within Skagit County, as shown in Figure 1. These properties include the Administration complex, Health and Human Services, the Longhouse, Fidalgo Bay RV Resort and historical grounds. Additionally, there are undeveloped parcels and historical grounds in the surrounding areas of Skagit County. Despite the various lands owned by Samish Indian Nation, there is not an area of unified Tribal lands and, therefore, the Samish Indian Nation is not considered to be “land-based”.

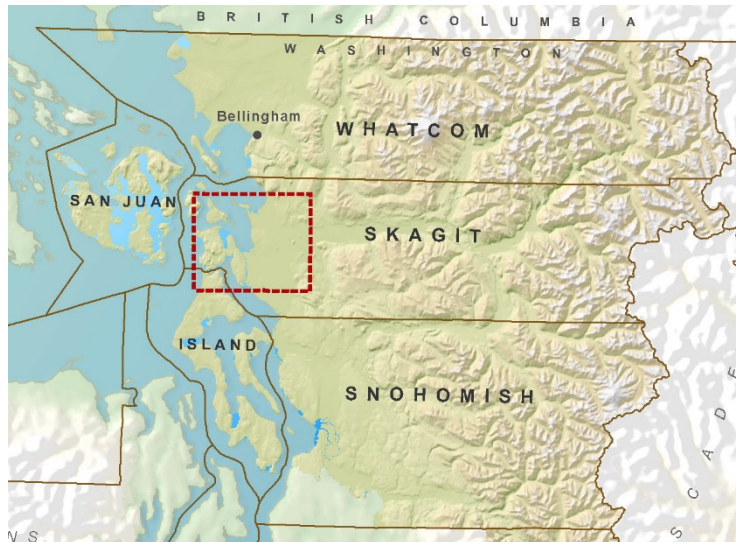


Figure 1: Samish Indian Nation Area Map

### **1.2.1 Land Use**

Although the Samish Indian Nation is not land-based, it does have properties in Trust and owns fee simple properties that have already been developed or are planned for development. The Samish Indian Nation does not currently have a defined Land Use Plan, but does have improvement plans for existing developed areas and several undeveloped parcels. The Samish Indian Nation is continuously improving transportation facilities around existing developed areas, such as the Administration complex, the Health and Human Services complex, the Longhouse and the Fidalgo Bay RV Resort area. The undeveloped properties include the North and South Campbell Lake properties and the March's Point property. Development plans for these areas, although not finalized, could consist of a mixture of housing, commercial space, cultural space and casino/resort space.

### **1.2.2 Surrounding Jurisdictions**

The Samish Indian Nation owns several properties within the City of Anacortes and surrounding area of Skagit County. There are also culturally significant areas in the surrounding islands that are part of San Juan County. The Samish Indian Nation is reliant on the surrounding jurisdictions and WSDOT to help ensure the transportation systems are adequately maintained, improved, planned, etc. The Samish Indian Nation has worked with the surrounding jurisdictions on road improvement projects where necessary, particularly the Fidalgo Bay Road improvements. The information in this LRTP draws from the information in the LRTPs of the surrounding jurisdictions.

## **1.3 SCOPE AND CONTENT**

This LRTP contains the following:

- The existing roadway, level of service, collision, transit, pedestrian, bicycle and ferry facilities and services
- Indian Reservation Road
- Future operations of roadways
- Proposed improvements
- Funding information

## **1.4 GOALS AND POLICIES**

This LRTP identifies the basic goals and objectives of the transportation system. The Samish Indian Nation works closely with the surrounding jurisdictions to ensure there is a transportation system that provides the necessary service. The following goals and policies support this plan:

### **Maintenance:**

#### **T1 Ensure that the existing facilities are adequately maintained and there is funding in place for necessary future improvements.**

- T1a This step requires working closely with surrounding jurisdictions to ensure connections key to the Samish Indian Nation are adequately to handle the demands.
- T1b Participate in the planning process for the surrounding jurisdictions.
- T1c Work with surrounding jurisdictions to properly maintain the Tommy Thompson Trail.

**Transit:**

**T2 Encourage transit use by the Nation's members.**

- T2a Work with the surrounding transit agencies to ensure continued service at key locations, such as the March's Point Park and Ride and at Campbell Lake.
- T2b Work with the surrounding transit agencies to expand transit service.

**Access to the Nation's Properties:**

**T3 Properly design the access to the Nation's properties:**

- T3a Plan for a range of uses that could change or expand over time.
- T3b Design the access and internal roadways so they can be scaled to meet the needs of expansion in the future.
- T3c Provide multi-modal opportunities when developing property, including transit, pedestrian and bicycle facilities.

## 2. EXISTING CONDITIONS

This section of the LRTP describes the existing transportation system conditions in the area of the Samish Indian Nation. This includes a description of the roadway characteristics, functional classification, traffic volumes, collisions, transit service, and pedestrian and bicycle facilities.

The operation of the roadways significant to the Samish Indian Nation is based on data and studies of surrounding jurisdictions. The City of Anacortes and Skagit County LRTPs and data from WSDOT have been utilized in the analysis.

### 2.1 ROADWAY CHARACTERISTICS AND FUNCTIONAL CLASSIFICATIONS

The major roadways providing service to the Samish Indian Nation properties are owned and maintained by the surrounding jurisdictions, including the Washington State Department of Transportation (WSDOT), Skagit County and City of Anacortes. The major roadways, their functional classification and the maintenance responsibility are included in Table 1.

**Table 1: Street Functional Classification & Maintenance Responsibility**

Roadway	Section	Functional Classification & Maintenance Responsibility	
		Functional Class	Maintenance Responsibility
SR-20	4-lane divided highway in some areas, 2-lane undivided highway in others	Arterial	State
Commercial Avenue/SR-20	3-lane urban arterial with curb, gutter and sidewalk	Arterial	City & State
Oakes Avenue/12 <sup>th</sup> Street/SR-20	2/3-lanes with curb, gutter and sidewalks in parts and paved shoulders in others	Arterial	State
Fidalgo Bay Road	2-lane rural road without shoulders	Rural Local	City
D Avenue	2-lane urban arterial with curb, gutter and sidewalk	Arterial	City
Thompson Road/ Stevenson Road	2-lane rural road without shoulders	Rural Local	City

**SR-20** is the major roadway providing access to the City of Anacortes. SR-20 is primarily an east-west roadway between the City of Anacortes and Interstate-5. The east-west section of SR-20 is primarily a separated 4-lane highway with signals spaced several miles apart. Approximately 3 miles east of the City of Anacortes at what is known as Sharp's Corner, SR-20 becomes a north-south roadway as it carries traffic to Deception Pass, Oak Harbor, south Whidbey Island and two ferries. There is a spur from Sharp's Corner to the City of Anacortes. The north-south section of SR-20 is primarily a 2-lane roadway with paved shoulders with a bridge that unites Fidalgo and Whidbey Islands at Deception Pass. This north-south section of SR-20 also provides access to the Nation's Campbell Lake property on Fidalgo Island. The daily traffic along SR-20 ranges from approximately 15,000 daily trips to 30,000 daily trips.

**Commercial Avenue/SR-20** is the main north-south roadway through the City of Anacortes. The Samish Indian Nation Administration complex and Health and Human Services complex are located along Commercial Avenue. Commercial Avenue also provides access to the Guemes Island Ferry and connects to Oakes Avenue/12<sup>th</sup> Street, which provides access to the ferry runs serving the adjacent San Juan Islands. Commercial Avenue is a 3-lane roadway with one lane in each direction and a center left-turn lane. There are curbs, gutters, sidewalks and on-street parking along Commercial Avenue. The daily traffic along



Commercial Avenue/SR-20 ranges from approximately 5,000 daily trips to 16,000 daily trips during the high season.

**Oakes Avenue/12<sup>th</sup> Street/SR-20** is an east-west roadway that connection Commercial Avenue with the ferries serving the adjacent islands. Oakes Avenue/12<sup>th</sup> Street also provides connectivity between the Administration complex and the Longhouse located on D Avenue. There is a section of Oakes Avenue/12<sup>th</sup> Street that has 3-lanes, but it is primarily a 2-lane roadway with paved shoulders and sidewalks. Oakes Avenue/12<sup>th</sup> Street carries approximately 13,000 daily trips.

**Fidalgo Bay Road** is a 2-lane rural roadway without any shoulders. Fidalgo Bay Road is a north-south roadway between SR-20 and the bay that primarily provides access to the Fidalgo Bay RV Resort and leads back to R Street and Commercial Avenue. The traffic along Fidalgo Bay Road ranges between about 200 and 500 daily trips.

**D Avenue** is 2-lane north-south roadway that provides access between Oakes Avenue/12<sup>th</sup> Street and the Longhouse. There are curbs, gutters, sidewalks and on-street parking. There are approximately 5,000 daily trips along D Avenue.

**Thompson Road/Stevenson Road** are 2-lane rural roadways south of SR-20. The intersection of Thompson Road at SR-20 is signalized. Thompson Road and Stevenson Road are the primary access points for the March's Point property. There are approximately 1,000 daily trips on Thompson Road and Stevenson Road.

## **2.2 LEVEL OF SERVICE**

The following section provides a summary of the roadway operational methodology used for the LRTP and provides an overview of level of service.

### **2.2.1 Level of Service Definition**

Level of service (LOS) is an estimate of the quality and performance of transportation facility operations in a community. One commonly used method is the Transportation Research Board's *Highway Capacity Manual 2010* (HCM) LOS system. The degree of traffic congestion and delay is rated using the letter "A" for the least amount of congestion to the letter "F" for the highest amount of congestion. The following level of service categories provide general descriptions of the different levels of service defined in the HCM. The community decides what level of traffic congestion is tolerable (i.e., decides whether their standard is LOS D, LOS E, or some other level). The choice of a particular Level of Service threshold can vary by planning sub areas, roadway classification, or specific corridor or street.

### **2.2.2 Level of Service Categories**

**LOS A** – A free-flow condition. Speeds are at or near the speed limit and little to no delay exists. Freedom to select desired speeds and to make turns and maneuver within the traffic stream is extremely high.

**LOS B** – Zone of stable flow. Drivers still have reasonable freedom to select their speed. Only minor delays of 10 to 20 seconds per vehicle at signalized intersections are experienced.

**LOS C** – Still in the zone of stable flow, but speeds and maneuverability are more closely controlled by the higher volumes. The selection of speed is not affected by the presence of others, and maneuvering within the traffic stream requires vigilance on the part of the driver. Longer delays of 20 to 35 seconds per vehicle are experienced at signalized intersections.

**LOS D** – Approaches unstable flow. Speed and freedom to maneuver are somewhat restricted with average delays of 35 to 55 seconds per vehicle at signalized intersections. Small increases in traffic flow can cause operational difficulties at this level.

**LOS E** – Represents operating conditions at or near the capacity of the roadway. Low speeds (approaching 50 percent of normal) and average intersection delays of 55 to 80 seconds per vehicle exist at signalized intersections. Freedom to maneuver within the traffic stream is extremely difficult. Any incident can be expected to produce a breakdown in traffic flow with extensive queuing.

**LOS F** – Describes forced flow operation at very low speeds. Operations are characterized by stop-and-go traffic. Vehicles may progress at reasonable speeds for several hundred feet or more, then be required to stop in a cyclic fashion. Long delays of over 80 seconds per vehicle occur at signalized intersections.

A more technical method has been developed in the Highway Capacity Manual (HCM) to measure level of service, involving the calculation of the volume-to-capacity ratio (V/C) of the roadway or intersection. The V/C methodology is consistent with the methodology utilized by the City of Anacortes in their LRTP. Table 2 summarizes the V/C ranges for performing planning level operational analysis on urban and rural roadways.

**Table 2: Level of Service Definitions for Urban and Rural Roadways**

LOS		Volume/Capacity (V/C) Ratio
A	Less than or equal to	0.50
B	Less than or equal to	0.50
C	Less than or equal to	0.75
D	Less than or equal to	0.85
E	Less than or equal to	0.85
F	Greater than	1.0

More detailed methodologies to calculate Level of Service at specific locations such as unsignalized or signalized intersections are also outlined in the HCM. The Level of Service experienced at specific intersection locations may not necessarily be consistent with Level of Service along adjacent roadway links, since intersection Level of Service is dependent upon a variety of other factors, including intersection traffic control, signal timing/phasing, intersection geometrics, and cross-street traffic volumes.

### **2.2.3 Existing Link Level of Service**

The operations of the existing roadways in the vicinity of the Samish Indian Nation were analyzed in the latest version of the City of Anacortes LRTP. The operations of SR-20 not included in the City of Anacortes LRTP are based on the V/C thresholds included in the City of Anacortes LRTP. The operational results of the roadway links are summarized in Table 3.

**Table 3: Existing Roadway Link Level of Service**

Street	Section	Two-Way Average Daily Volume	Capacity	LOS
SR-20	Interstate-5 to North-South Section	30,000	48,900	C
	North-South Section	15,000	24,400	C
	Spur (North-South Section to Commercial Ave)	24,000	48,900	A/B
Commercial Avenue/SR-20	SR-20 to Oakes Ave/12 <sup>th</sup> St	15,000	22,200	C
	North of Oakes Ave/12 <sup>th</sup> St	5,000	13,700	A/B
Oakes Avenue/ 12 <sup>th</sup> Street/SR-20	West of Commercial Ave	13,000	22,200	C
Fidalgo Bay Road	SR-20 to Commercial Ave	500	12,200	A/B
D Avenue	South of Oakes Ave/12 <sup>th</sup> St	5,000	12,200	A/B
Thompson Road/ Stevenson Road	South of SR-20	1,000	12,200	A/B

The existing roadway link Level of Service analysis shows that the existing critical roadways are currently operating at LOS C or better. The City of Anacortes uses varying Level of Service standards, depending on the roadway classification, that range between LOS C and LOS D. All of the roadways currently operate at LOS C or better and would be acceptable, according to City of Anacortes standards.

### 2.3 COLLISION INFORMATION

The collision history along the critical roadways is based on data documented in the City of Anacortes LRTP and Critical Accident Location/Critical Accident Corridor (CAL/CAC) data obtained from WSDOT. The criteria used to determine if an intersection should be considered for further examination, from a safety perspective, are:

Five or more average collisions per year for unsignalized intersections

Ten or more average collisions per year for signalized intersections.

The collisions documented in the City of Anacortes LRTP and the CAL/CAC data provided by WSDOT is summarized in Table 4.

**Table 4: Collision Analysis**

Intersection/Location	Control	Average Collisions per Year	Above High Collision Threshold
SR-20 at Commercial Ave.	Roundabout	7.9	No
Commercial Ave at 32 <sup>nd</sup> St.	Signal	6.0	No
SR-20 at SR-20 Spur	Signal	5.6	No
SR-20, Lunz Rd to S. Campbell Lake Rd	---	CAL/CAC	---

The data from the City of Anacortes LRTP shows that there are not any intersections in the vicinity of Samish Indian Nation that have a collision history above the typical threshold. The section of SR-20 listed as a CAL/CAC by WSDOT, SR-20 between Lunz Road and South Campbell Lake Road, is in the vicinity of the Samish Indian Nation's Campbell Lake property. This section is categorized as a CAL/CAC;

however, the section was recently improved to a 3-lane section that includes left-turn lanes and is not proposing any additional improvements to address the CAL/CAC.

## 2.4 TRANSIT SERVICE

Skagit Transit currently provides transit service within and around the City of Anacortes, including many of the Samish Indian Nation properties. Additionally, there is a connection with Island Transit and other transit agencies to provide service to surrounding counties. There are two primary routes within and around the City of Anacortes that provide access to Samish Indian Nation properties. These routes are Route 49 and Route 410. There are two routes, Route 513 and Island Transit Route 411W, which connect to surrounding counties. A general description of these routes is included in Table 5.

**Table 5: Skagit Transit Route Information**

Route	Description	Hours of Service
49	Circular around Commercial Ave., 32 <sup>nd</sup> St., M Ave. and 12 <sup>th</sup> St.	Weekday – 7:00 AM to 5:00 PM Weekends – 8:25 AM to 4:25 PM
410	Between WA Ferry Terminal and March’s Point P&R Includes Guemes Island Ferry (on request)	Weekday – 6:40 AM to 7:25 PM Saturday – 8:00 AM to 5:35 PM
513	Between March’s Point P&R and Chuckanut P&R	Weekday – 7:10 AM to 7:45 PM Weekends – No Service
Island Transit 411W	Between March’s Point P&R and Harbor Station (Oak Harbor)	Weekday – 7:10 AM to 8:00 PM Saturday – 9:35 AM to 6:05 PM

Note: Hours of service are based on Skagit Transit’s January, 2014 schedules.

These routes provide service to several properties owned by the Samish Indian Nation, including the Administration complex and the Health and Human Services complex. The March’s Point Park and Ride lot is located on the north side of SR-20 at Thompson Road, which would provide good transit service to the March’s Point property. There are also transit spots in the vicinity of the Campbell Lake property. The only significant property that is not serviced by transit is the Longhouse, located along D Avenue. Skagit Transit does provide Dial-A-Ride services that can provide transit service to the Longhouse, based on meeting the Skagit Transit Dial-A-Ride qualifications.

## 2.5 PEDESTRIAN AND BICYCLE FACILITIES

There are sidewalk and/or bicycle facilities that provide connectivity within the City of Anacortes. The facilities provide connectivity between such properties as the Administration complex, Health and Human Services and the Longhouse. The Tommy Thompson Trail provides pedestrian and bicycle access between 11<sup>th</sup> Street at Q Avenue and March’s Point Road. The Tommy Thompson Trail passes through the Fidalgo Bay RV Resort property. There are also facilities around the marina to provide access to the Guemes Channel. There are bicycle facilities outside of the City of Anacortes downtown area that consist mainly of paved shoulders along major roadways, such as SR-20. However, there are not raised or separated pedestrian facilities along the majority of SR-20.

## **2.6 FERRY SERVICE**

There are several ferry runs that provide service to the surrounding islands. The main ferry runs are provided via WSDOT and Skagit County. WSDOT provides ferry service to the following islands from the Anacortes ferry terminal located at the west end of Oakes Avenue/12<sup>th</sup> Street/SR-20:

- Lopez Island
- San Juan Island (Friday Harbor)
- Orcas Island
- Shaw Island

The ferry service between Anacortes and Guemes Island is accessed at the ferry terminal located off of 6<sup>th</sup> Street. These ferry runs are important since they provide the only transit between the named islands; and there are culturally significant lands and Tribal members who live on the islands.

## **2.7 ROADWAY MAINTENANCE**

Regular maintenance of the public facilities is a critical piece in ensuring access to Samish Indian Nation properties for Tribal members and the public. The majority of the maintenance responsibilities lies with the surrounding jurisdictions, the City of Anacortes, Skagit County and WSDOT. However, the Samish Indian Nation has teamed with the surrounding jurisdictions to ensure the roadways are adequately maintained. One such example is the coordination on Fidalgo Bay Road, which is narrow and in disrepair. The Samish Indian Nation strives to continue a cooperative relationship with the surrounding jurisdictions.

## 2.8 INDIAN RESERVATION ROADS

The Bureau of Indian Affairs (BIA) uses the Tribal Indian Reservation Road (IRR) Inventory to determine funding for planning and construction of roads critical for the Samish Indian Nation. A list of the roads that are currently on the IRR, need to be updated or need to be added to the IRR are listed in Table 6.

**Table 6: Samish Indian Nation IRR Roads**

Roadway	Length	Route-Section #	Status	Ownership
Homeland Road	0.2 Miles	1001-10	<u>Official</u>	BIA
D Avenue	0.3 Miles	1002-10	Official	City
Commercial Avenue	0.3 Miles	1002-20	Official	State
Commercial Avenue	1.0 Miles	1002-30	Official	State
Commercial Avenue	0.3 Miles	1002-40	Official	City
6 <sup>th</sup> Street	0.6 Miles	1002-50	Official	City
Guemes Island Ferry	0.7 Miles	1002-60	Official	County
Longhouse Parking Lot – Front	---	1002-100	<u>Official</u>	Tribe
HHS Parking Lot – Front	---	1002-200	<u>Official</u>	Tribe
HHS Parking Log - Rear	---	1002-300	<u>Official</u>	Tribe
Oaks Avenue/SR-20/12 <sup>th</sup> Street	0.4 Miles	1004-10	Official	State
Oaks Avenue/SR-20/12 <sup>th</sup> Street	3.4 Miles	1004-20	Official	State
Lopez Island Ferry	12.0 Miles	1004-30	Official	State
Friday Harbor Ferry	7.9 Miles	1004-40	Official	State
Homeland Road	0.9 Miles	1005-10	<u>Official</u>	Tribe
Homeland Road	0.2 Miles	1005-20	<u>Official</u>	Tribe
Connective Route from Administration	2.0 Miles	1006-810	<u>Official</u>	City
Fidalgo Bay Road	1.1 Miles	1007-810	Official	City
	0.2 Miles	1007-820	Official	City
	0.3 Miles	1007-830	Official	City
	0.5 Miles	1007-840	Official	City
Guemes Island Cemetery	0.7 Miles	1008-810	<u>Official</u>	County
	4.3 Miles	1008-820	Official	County
Farm to Market Road	5.1 Miles	1009-810	Official	County
D’Arcy Road	1.3 Miles	1009-820	Official	County
Bayview-Edison Road	2.0 Miles	1009-830	Official	County
Samish Island Road	3.9 Miles	1009-840	Official	County
Scott Road	0.5 Miles	1009-850	Official	County
Cypress Island Village	0.1 Miles	1010-820	<u>Official</u>	County
30 <sup>th</sup> Street	0.1 Miles	1011-10	Official	City
29 <sup>th</sup> Street	0.2 Miles	1011-20	Official	City
Admin Parking Lot – East	---	1011-100	<u>Official</u>	Tribe
Admin Parking Lot - West	---	1011-200	<u>Official</u>	Tribe
17 <sup>th</sup> Street	0.1 Miles	1012-10	Official	City
Longhouse Parking Lot – Rear	---	1012-100	<u>Official</u>	Tribe
SR-20	2.9 Miles	1020-10	Official	State
SR-20	5.0 Miles	1020-20	Official	State
SR-20	6.6 Miles	1020-30	Official	State
SR-20 Spur	2.7 Miles	1020-40	Official	State
SR-20	7.2 Miles	1020-50	Official	State
34 <sup>th</sup> Street	0.1 Miles	1021-10	Official	City
34 <sup>th</sup> Street	0.3 Miles	1021-20	Official	City
V Avenue	0.1 Miles	1021-30	Official	City
Weaverling Road	0.2 Miles	1022-10	Official	City
Seal Circle	0.2 Miles	1023-10	In-Process	Tribe

**Table 6 (continued): Samish Indian Nation IRR Roads**

Roadway	Length	Route-Section #	Status	Ownership
Orca Way	0.1 Miles	1024-10	In-Process	Tribe
Herring Avenue	0.1 Miles	1025-10	In-Process	Tribe
Smelt Avenue	0.1 Miles	1026-10	In-Process	Tribe
Otter Way	0.1 Miles	1027-10	In-Process	Tribe
Starfish Circle	0.2 Miles	1028-10	In-Process	Tribe
Jellyfish Way	0.1 Miles	1029-10	In-Process	Tribe
Oyster Avenue	0.1 Miles	1030-10	In-Process	Tribe
Heron Way	0.1 Miles	1031-10	In-Process	Tribe
Meadow Creek Bridge	0.0 Miles	1032-10	In-Process	State
Thompson Road	0.1 Miles	1033-10	Official	City
Stevenson Road	0.3 Miles	1033-20	Official	City
Parking Lot	---	1033-100	To Be Added	Tribe
<u>Summit Park Road</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>City</u>
<u>Christianson Road</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>City</u>
District Line Road	2.7 Miles	1034-10	Official	County
Kelleher Road	0.5 Miles	1034-20	Official	County
32 <sup>nd</sup> Street	TBD	TBD	To Be Added	City
D Avenue	TBD	TBD	To Be Added	City
<u>34<sup>th</sup> Street</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>City</u>
<u>34<sup>th</sup> Street</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>Tribe</u>
<u>Samish Village 1</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>Tribe</u>
<u>Samish Village 2</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>Tribe</u>
<u>Samish Village 3</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>Tribe</u>
<u>Samish Village 4</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>Tribe</u>
<u>Samish Village 5</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>Tribe</u>
<u>Samish Village 6</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>Tribe</u>
<u>Seafarers Way</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>City</u>
<u>R Avenue</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>City</u>
<u>Q Avenue</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>City</u>
<u>17<sup>th</sup> Street</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>City</u>
<u>13<sup>th</sup> Street</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>City</u>
<u>Campbell Lake Road</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>County</u>
<u>Heart Lake Road</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>County</u>
<u>Rosario Road</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>County</u>
<u>Marine Drive</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>County</u>
<u>Havekost Road</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>County</u>
<u>A Avenue</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>City</u>
<u>37<sup>th</sup> Street</u>	<u>TBD</u>	<u>TBD</u>	<u>To Be Added</u>	<u>City</u>
Huckleberry Island Trail	TBD	TBD	To Be Added	TBD
Cypress Island Trail	TBD	TBD	To Be Added	TBD
Tommy Thompson Trail	TBD	TBD	To Be Added	TBD
Guemes Channel Trail	TBD	TBD	To Be Added	TBD

The routes on the IRR, including official routes, are intended to be updated annually to account for changes in daily trip volumes, surface wear and changes in other aspects of the roadway. In addition, routes may be updated for length and sectioning to better represent the roadway.

### 3. FUTURE CONDITIONS

This section of the LRTP describes future conditions in the year 2030, which has been chosen to be consistent with the City of Anacortes LRTP. Future operations and transportation system deficiencies are discussed in this section.

#### 3.1 YEAR 2030 TRAFFIC VOLUMES

Traffic volumes for the year 2030 were forecast using model data by the City of Anacortes as part of their LRTP. The model the City of Anacortes used is based on anticipated development in the area based on data collected by the City of Anacortes and the Skagit Council of Governments (SCOG).

Utilizing the model data, the 2030 volumes anticipated at critical roadways are summarized in Table 7.

**Table 7: Future 2030 Roadway Link Volumes**

Street	Section	Two-Way Average Daily Volume	
		Existing	2030
SR-20	Interstate-5 to North-South Section	30,000	33,000
	North-South Section	15,000	16,000
	Spur (North-South Section to Commercial Ave)	24,000	26,500
Commercial Avenue/SR-20	SR-20 to Oakes Ave/12 <sup>th</sup> St	15,000	15,500
	North of Oakes Ave/12 <sup>th</sup> St	5,000	5,250
Oakes Avenue/ 12 <sup>th</sup> Street/SR-20	West of Commercial Ave	13,000	13,500
Fidalgo Bay Road	SR-20 to Commercial Ave	500	600
D Avenue	South of Oakes Ave/12 <sup>th</sup> St	5,000	6,000
Thompson Road/ Stevenson Road	South of SR-20	1,000	1,250

There are two potential developments by the Samish Indian Nation that could generate trips beyond what was forecast by the City of Anacortes model. These developments could occur on the Campbell Lake and/or March's Point properties. The Samish Indian Nation is currently performing planning level analysis of potential development on these properties to ensure that the volumes created by this potential development can be handled by the existing roadway system or to determine what potential improvements are needed.



### 3.2 FUTURE LINK LEVEL OF SERVICE

The future 2030 roadway link volumes were compared to the capacity of the roadway to determine if the existing capacity is sufficient for the future volumes. The future roadway link operations, based on the same V/C methodology utilized for the existing roadway link analysis, is summarized in Table 8.

**Table 8: Future 2030 Roadway Link Volumes and Level of Service**

Street	Section	Two-Way Average Daily Volume			LOS	
		Existing	2030	Capacity	Existing	2030
SR-20	Interstate-5 to North-South Section	30,000	33,000	48,900	C	C
	North-South Section	15,000	16,000	24,400	C	C
	Spur (North-South Section to Commercial Ave)	24,000	26,500	48,900	A/B	C
Commercial Avenue/SR-20	SR-20 to Oakes Ave/12 <sup>th</sup> St	15,000	15,500	22,200	C	C
	North of Oakes Ave/12 <sup>th</sup> St	5,000	5,250	13,700	A/B	A/B
Oakes Avenue/ 12 <sup>th</sup> Street/SR-20	West of Commercial Ave	13,000	13,500	22,200	C	C
Fidalgo Bay Road	SR-20 to Commercial Ave	500	600	12,200	A/B	A/B
D Avenue	South of Oakes Ave/12 <sup>th</sup> St	5,000	6,000	12,200	A/B	A/B
Thompson Road/ Stevenson Road	South of SR-20	1,000	1,250	12,200	A/B	A/B

The 2030 roadway link V/C analysis shows that the critical roadways in the vicinity of the Samish Indian Nation and providing access to the major facilities and properties of the Samish Indian Nation are anticipated to operate at LOS C or better.

It is important to note that these operations are based on link volumes and the operations of specific intersections may differ. It is also important to account for future developments by the Samish Indian Nation on the Campbell Lake and March's Point properties that were likely not included in the City of Anacortes model, depending on the type of development on these properties. However, preliminary calculations for the potential land use plans discussed for the properties owned by the Samish Indian Nation show that the expected link volumes would not result in V/C ratios beyond LOS D.

## 4. PROPOSED TRANSPORTATION IMPROVEMENTS

This section of the report describes the transportation facility improvements that are planned, anticipated or needed on the roadways surrounding the Samish Indian Nation. In addition to the roadway facility improvements, transit, pedestrian and bicycle improvements also are identified in this section of the plan.

### 4.1 ROADWAY IMPROVEMENTS

There are several planned or potential improvements by surrounding jurisdictions that would improve critical roadways. These improvements include:

- Fidalgo Bay Road – Included in the City of Anacortes 2014 to 2019 Capital Facilities Plan for reconstruction between V Avenue and SR-20. The improvements are planned to include reconstruction of the existing concrete road sections, curb and gutter. The improvement project is currently in the planning phase, and \$2,315,000 is planned to be spent on design and construction in 2018 and 2019.
- Guemes Island Ferry – Included in the Skagit County 2013 to 2018 6-Year Transportation Improvement Plan. The potential improvements include reconstruction of various dock features and the study of when the ferry boat will need to be replaced.
- SR-20 at SR-20 Spur – WSDOT is studying the intersection of SR-20 at the SR-20 spur, which is where SR-20 changes from an east-west roadway to a north-south roadway at Sharp's Corner. The intersection is currently a signalized intersection, and WSDOT has discussed potentially converting the intersection to a roundabout to handle additional traffic and reduce conflicts. This improvement project does not currently have funding and is only in preliminary planning.

As previously discussed, the Samish Indian Nation may develop two properties, the Campbell Lake and March's Point properties. The type of development that could occur on these properties varies and therefore the impacts to the adjacent roadways vary. The Samish Indian Nation currently is evaluating the impacts and potential improvements with various developments on these properties. The type of development could result in additional channelization, signalization or other improvements.

The Samish Indian Nation has identified and prioritized the following planned or potential improvements that would improve critical transportation facilities:

1. Homeland Road Improvements – Improvements to construction road to ensure safe access to a planned community facility
2. 34th Street Improvements – Multimodal improvements near planned Samish housing development
3. Access Road to Samish Housing Development – Construction of an access road to a planned Samish housing development
4. SR 20/Campbell Lake Road Intersection Safety Improvement – Single-lane, three-legged roundabout at intersection of SR 20 and Campbell Lake Road. to ensure safe access to Homeland Road
5. Longhouse School Zone – Traffic calming features and signage
6. Fidalgo Bay Road Safety Improvements – Roadbed and surface condition improvements to ensure safe access to Fidalgo Bay Resort
7. SR20/Almida Vista Intersection Improvements
8. Samish Housing Proposed Roads – Proposed roads internal to the 34th Street housing development
9. Summit Park Neighborhood Road Improvements – Improvements at the intersections of Summit Park Road, Thompson Road, and Stevenson Road

## 4.2 TRANSIT SERVICE AND FACILITY IMPROVEMENTS

Skagit Transit has a 6-year Transit Development Plan. The main goals of the plan are to:

- Maintain current service levels
- Apply controlled growth in operating and capital programs
- Maintain reserves
- Transform the agency for the future

The Transit Development Plan can be found at the following website:

[http://www.skagittransit.org/assets/1/7/2013-2018\\_TDP\\_DRAFT.pdf](http://www.skagittransit.org/assets/1/7/2013-2018_TDP_DRAFT.pdf)

The Samish Indian Nation should strive to cooperate with Skagit Transit to expand or improve transit operations to meet the needs of the Nation's members.

A review of the 2014 Samish Transit Plan and 2018 community needs assessment identified a need for additional support and expansion of special needs transportation services currently provided by the Samish Indian Nation. The Samish Indian Nation should build partnerships and seek additional funding to expand or improve special needs transportation in the following areas:

- Non-emergency medical transportation
- Fleet management
- Operations
- Feasibility study of opportunities to connect tribal facilities to local transit routes

## 4.3 PEDESTRIAN AND BICYCLE IMPROVEMENTS

The City of Anacortes is continually evaluating the needs for pedestrian and bicycle facility as part of its long-range planning. The Samish Indian Nation should cooperate with City of Anacortes officials to ensure there are adequate pedestrian and bicycle facilities, such as the Tommy Thompson Trail, to meet the needs of the Tribe.

# 5. FINANCING AND IMPLEMENTATION PLAN

The Samish Indian Nation is dependent on the funding available to surrounding jurisdictions, funds from the IRR, general funds and grants for transportation improvements. The Samish Indian Nation will continue to work with the surrounding jurisdictions to properly fund the necessary improvements to critical roadway serving the Samish Indian Nation.

Potential federal and state funding sources include:

### ~~Surface Transportation Program (STP)~~

~~For local agencies, most of the potential for federal transportation funding is from the STP of the Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP 21). For local agencies, STP funding is available in the following categories: regional competition, statewide competition, transportation enhancements and safety (hazard elimination and railroad grade crossings). MAP 21 authorized~~

~~the Federal surface transportation programs for highways, highway safety, and transit for the 2-year period 2013-2014.~~

### **Surface Transportation Block Grant**

~~The Surface Transportation Block Grant (STBG) is more commonly known as the Surface Transportation Program (STP), which continues to be the most flexible of all the highway programs and provides the most financial support to local agencies. Projects eligible for STP funding include highway and bridge construction and repair; transit capital projects; bicycle, pedestrian and recreational trails; and construction of ferry boats and terminals.~~

~~WSDOT allocates STP funds to Metropolitan Planning Organizations (MPO's) and County Lead Agencies for prioritizing and selecting projects that align with their regional priorities involving all entities eligible to participate in a public process. In addition, WSDOT sets delivery targets for each MPO and county lead agency. Samish is a voting member of Skagit Council of Governments, which serves as Skagit County's MPO.~~

### **Transportation Alternatives**

~~Since 1991, the Federal Transportation Acts have provided funding for transportation alternatives/enhancement activities, through a set-aside from the Surface Transportation program. The projects and activities encompassed smaller-scale transportation projects such as pedestrians and bicycle facilities, historic preservation, safe routes to school and other transportation-related activities.~~

### **Arterial Improvement Program**

These are statewide competitive grants allocated through the Transportation Improvement Board (TIB) for streets and arterials within urban areas. Funds are distributed regionally based on roadway miles, population, and needs.

### **Transportation Partnership Program (TPP)**

The TPP is funded from the Transportation Improvement Account and is also administered through the TIB with minimum percentages to certain areas. Through its city selection process, the TIB requires multi-agency planning and coordination and public/private cooperation to further the goal of achieving a balanced transportation system in Washington State.

### **Tribal Transportation Program**

~~The purpose of the Tribal Transportation Program (TTP) is to provide safe and adequate transportation and public roads that are within, or provide access to, tribal land, or are associated with a tribal government, visitors, recreational users, resource users, and others, while contributing to the economic development, self-determination, and employment of Indians and Alaska Natives. The TTP is authorized under 23 U.S.C. 202 and receives its funding through the US Department of Transportation's annual appropriations act. BIA and FHWA jointly administer the distribution of TTP funds as directed under 23 U.S.C. 202(b) and other applicable laws and regulations.~~

### **Tribal Transportation Program Safety Fund**

~~Each year under the FAST Act, 2% of the available TTP funds are set aside to address transportation safety issues in Native America. Funds are available to federally recognized Indian tribes through a competitive, discretionary program. Awarded annually, projects are chosen whose outcomes will~~

address the prevention and reduction of death or serious injuries in transportation related incidents, such as motor vehicle crashes. Transportation fatalities and injuries severely impact the quality of life in Indian country.

### **Washington State Department of Transportation (WSDOT) Consolidated Grant Program**

These projects improve public transportation within and between rural communities, provide transportation services between cities, purchase new buses and other equipment, and provide public transportation service for seniors and persons with disabilities.

### **Tribal Transit Program**

Section 5311(j) of the FAST Act, Public Law 114-94 (December 4, 2015), authorizes the Public Transportation on Indian Reservations Program (Tribal Transit Program (TTP)) for Fiscal Years (FY) 2016-2020. The TTP is a set-aside from the Formula Grants for Rural Areas program that consists of a formula program and a competitive grant program. A 10-percent local match is required under the competitive program, however, there is no local match required under the formula program.

### **Access and Mobility Partnership Grant Program**

Access and Mobility Partnership Grants seek to improve access to public transportation by building partnerships among health, transportation and other service providers. This program provides competitive funding to support innovative projects for the transportation of disadvantaged populations that will improve the coordination of transportation services and non-emergency medical transportation services.

### **Medicaid**

The Code of Federal Regulations requires States to ensure that eligible, qualified Medicaid beneficiaries have non-emergency medical transportation to take them to and from providers. In Washington State, Tribes have the option of contracting with regional brokers to provide non-emergency medical transportation and receive reimbursement through Medicaid.

### **Safe Routes to Schools**

The purpose of WSDOT's Safe Routes to Schools program is to improve safety and mobility for children by enabling and encouraging them to walk and bicycle to school.

### **Pedestrian and Bicycle Safety Program**

WSDOT's Pedestrian and Bicycle Program objective is to improve the transportation system to enhance safety and mobility for people who choose to walk or bike.



## 7. ATTACHMENTS

# Samish Indian Nation Transportation Safety Plan

Washington State has adopted Target Zero – a goal to reduce traffic fatalities and serious injuries on Washington’s roadways to zero by the year 2030. The Samish Indian Nation shares this goal and aims prevent serious injury and loss of life on Samish roads as the tribe continues to implement planned community development. The Samish Indian Nation conducted a road safety review in 2018 to identify potential and planned projects to improve transportation safety for the Samish Indian Nation. The following projects were identified:

- **SR 20/Campbell Lake Road Intersection Safety Improvement** – Single-lane, three-legged roundabout at intersection of SR 20 and Campbell Lake Rd. to ensure safe access to Homeland Road
- **Longhouse School Zone** – Traffic calming features and signage
- **Fidalgo Bay Road Safety Improvements** – Roadbed and surface condition improvements to ensure safe access to Fidalgo Bay Resort