

# Bellingham Pedestrian Master Plan

April 2024



# Acknowledgements

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## City of Bellingham Staff

Eric Johnston, PE, Public Works Director

Joel Pfundt, AICP CTP, Assistant Public Works Director - Transportation

Riley Grant, Public Works Communications and Outreach Program Manager

Natalie Monro, Public Works Communications and Outreach Coordinator

Jesse Herrick, Systems Analyst

Robin Cummings, Senior GIS Analyst

## Transportation Commission

Addie Candib, Chair

Addie Yake (former)

Betty Sanchez

Caroline Dietzgen

Cindy Dennis

Jacki Quinn

Katy Scherrer

Keith Moore

Tim Wilder, Vice Chair

## Consultant Team

Toole Design with support from the Transpo Group



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Source: City of Bellingham

# Executive Summary

Walking is the oldest form of human transportation. Most people walk or roll (i.e., use a mobility aid) at some point during their day whether to meet their daily needs or have a leisurely stroll. A transportation system that supports easy and safe access by foot will help the City of Bellingham meet other goals around reducing fatal and serious traffic-related injuries, reducing greenhouse gas emissions, and creating a community that is affordable and socially and economically vibrant. A connected network of sidewalks, multi-use trails, and neighborhood streets also provide recreational opportunities that support healthy lifestyles and community connections.

Thanks to community investments through the Transportation Fund<sup>1</sup>, successful grant procurement, and a progressive multimodal concurrency program<sup>2</sup> Bellingham has made significant progress building out a network of sidewalks and multi-use trails that support walkable neighborhoods and contribute to it being one of the best places to live in Washington. There is still much work to do to complete Bellingham's pedestrian network and ensure that every Bellingham community member can safely and conveniently walk to meet their daily needs.

It has been 10 years since Bellingham created its first Pedestrian Master Plan (PMP). This plan is an update to that earlier plan. It reflects the tremendous progress the City has made with implementation over the past 10 years and it identifies projects, policies, and programs that will guide continued progress in making Bellingham a safe and comfortable place to walk.

<sup>1</sup> The Transportation Fund is a voter-approved 0.2% local sales tax that is used to fund local transportation projects, many of which benefit walking and biking.

<sup>2</sup> Concurrency means the transportation network is adequate to accommodate the planned growth that the City's Comprehensive Plan anticipates. These improvements may include pedestrian and bicycle infrastructure, as well as general roadway or signal improvements.



## PLAN GOALS

This updated Pedestrian Master Plan identifies policies, projects, and programs to achieve the following goals:



### GOAL 1:

#### SAFETY.

Improve pedestrian safety through well-designed walking facilities along and across streets, and by promoting safe driving, walking, and bicycling behaviors.



### GOAL 2:

#### EQUITY.

Provide accessible pedestrian facilities for all ages and abilities through equitable community engagement and infrastructure investments.



### GOAL 3:

#### CONNECTIVITY AND ACCESS.

Provide a citywide network of accessible, efficient, and convenient pedestrian infrastructure that connects homes, jobs, transit, shopping, schools, services, and recreation areas.



### GOAL 4:

#### INCREASE WALKING TRIPS.

Support Bellingham's climate action goals by increasing the proportion of trips made by walking and rolling through investments that remove access barriers and create a safer and more inviting pedestrian experience.

## THE PLANNING PROCESS

The project team, which consisted of representatives from the City of Bellingham's Public Works and Planning and Community Development Departments as well as a consultant team, worked to develop this plan over a 16-month period, beginning in April 2022 and completing work in September 2023. The Bellingham Transportation Commission, comprised of members with a range of perspectives and expertise, provided input and direction to the project team. The Bellingham community was

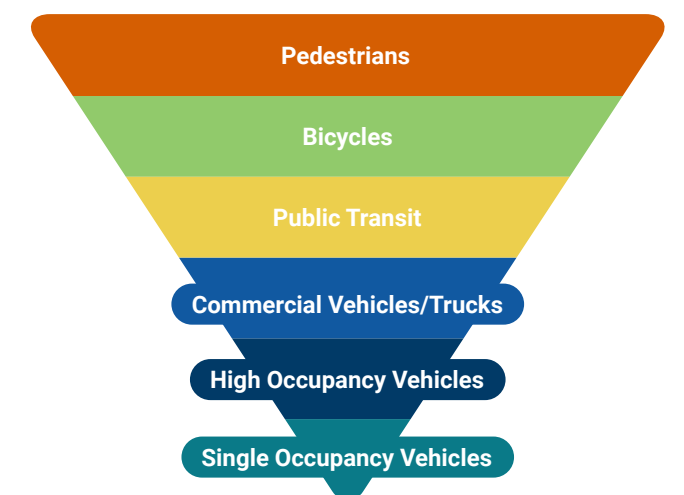
engaged throughout the process through a variety of outreach and engagement methods including open houses, pop-ups, Technical Review Committees, a citywide survey and interactive webmap, a comment box at the library, and online through the EngageBellingham platform (See Table 1). Public outreach and engagement efforts (detailed in Chapter 3) offered opportunities for the Bellingham community to provide feedback on specific locations and issues of concern and preferred pedestrian improvements.

**Table 1:** Summary of Plan Development Phases and Engagement Strategies

	Discovery Phase	Plan Recommendations	Draft & Final Plan
Plan Development	<ul style="list-style-type: none"> <li>Plan &amp; policy review</li> <li>Existing conditions analysis</li> <li>Identify location-based needs</li> </ul>	<ul style="list-style-type: none"> <li>Project identification</li> <li>Prioritization framework</li> <li>Prioritization analysis</li> <li>Draft policies and programs</li> </ul>	<ul style="list-style-type: none"> <li>Refined recommendations</li> <li>Implementation strategy</li> <li>Cost estimates</li> <li>Draft &amp; final plan</li> </ul>
Outreach & Engagement	<ul style="list-style-type: none"> <li>Online information (Engage Bellingham)</li> <li>Community survey</li> <li>Interactive web map</li> <li>Technical Review Committees</li> <li>Transportation Commission meetings</li> <li>Open House</li> <li>Targeted outreach</li> </ul>	<ul style="list-style-type: none"> <li>Online information and comment submission (EngageBellingham)</li> <li>Interactive online Story Map</li> <li>Virtual open house</li> <li>Drop-in "office hours"</li> <li>Transportation Commission</li> <li>Targeted outreach</li> </ul>	<ul style="list-style-type: none"> <li>Online draft review</li> <li>Transportation Commission</li> </ul>

The Plan follows the modal hierarchy established in Bellingham's Complete Networks Ordinance (Figure 1). It prioritizes the safety and needs of the most vulnerable users of the citywide multimodal transportation network.

**Figure 1:** Bellingham's Transportation Modal Hierarchy



Bellingham community members provided valuable information about challenges and opportunities for pedestrians in the city and the Urban Growth Area. The planning process included an extensive engagement effort that used a variety of in-person and online strategies to hear from as many community members as possible.

Below is a summary of primary themes that emerged during the community engagement process and how they were addressed in the plan:

- **Locations Needing Attention:** Locations where people identified a challenge (i.e. feeling unsafe) or an opportunity (i.e. improving access to a school, connecting a trail) were noted from all engagement channels. These “Location-Based Needs” were assessed and most were developed into the projects recommended in this plan.
- **Increased Coverage and Connection:** Connectivity to urban villages, schools, transit, and parks and potential to fill missing links in the network informed whether a Location-Based Need became a project and also informed project prioritization.
- **Major Road Crossings are Barriers to Walking:** People want to see more crossings on major arterials and neighborhood streets. The PMP proposes focused attention on projects that enhance major arterial crossings and I-5 crossings.

- **Openness to Alternative Walkways:** The PMP considers alternative walkways as a lower cost solution to creating defined space for pedestrians where sidewalks are currently lacking and very costly to construct.
- **More Space for Pedestrians:** Open Streets are a program recommendation in the plan. While permitted street closures already take place for events like the Farmer’s Market, the program recommendation is to continue and expand Open Streets as well as consider permanent interventions such as residential “limited local access streets” that divert through traffic, allowing streets to be used for walking, biking, and socializing.
- **Concern about Driver Behavior:** While the majority of Bellingham’s arterial streets have a posted speed limit of 25 mph, there are opportunities to further reduce the speed at which motorists travel through street design, speed feedback signs, and enforcement. Conducting a citywide speed study to assess what changes are needed to achieve lower vehicle speeds is among the programmatic actions identified in this Plan.
- **Desire for Equity in Planning and in Project Implementation:** Equity-related criteria, including alignment with the Americans with Disabilities Act (ADA) transition plan, proximity to low-income housing, and other socioeconomic factors were used to prioritize pedestrian project recommendation.



Source: City of Bellingham

## NETWORK DEVELOPMENT

The Bellingham Pedestrian Master Plan recommends both on- and off-street improvements to walking infrastructure that will better connect people with the places they live, work, play, and learn within the city. The project team systematically evaluated pedestrian network needs, including street crossings and connectivity gaps. These data-derived needs were then combined with needs identified by the public to create a comprehensive list of “location-based needs.” These location-based needs were then assessed to determine appropriate engineering solutions. Many of these locations and solutions were then developed into specific project recommendations.

## PEDESTRIAN NETWORK RECOMMENDATIONS

Network recommendations reflect input from City staff, the Transportation Commission, community-based organizations, and Bellingham residents. Objectives that framed the development of the Bellingham Pedestrian Master Plan project list include the following:

- Provide a consistent and connected network for walking and rolling for transportation and recreation in the City of Bellingham and its Urban Growth Area.
- Provide a list of projects that the City can realistically and feasibly implement over the next 10 years.
- Identify opportunities to overcome barriers to walking and rolling to schools, Urban Villages, and transit.
- Identify needs that may require further study to identify the best solution for improving access and safety.

A summary of recommended projects is provided in Table 2.

**Table 2:** Summary of Pedestrian Network Recommendations

Project Type	All Projects (number)	All Projects (mileage)
Crossing Enhancements	84	NA
Pedestrian Connections	121	40
Off-street Connections	18	3.5



## IMPLEMENTATION

Pedestrian improvement projects are implemented in various ways, including: as part of a large street overlay or reconstruction project, as part of construction of a new private development project, or as a standalone safety and access improvement project. The City's Transportation Fund (T-Fund)<sup>3</sup> is a primary source of funding for pedestrian projects, as are state and federal grants. This plan's implementation chapter includes the identification of priority projects, potential funding sources, implementation strategies, and measures to track implementation over time.

A goal of this Plan update is to focus project recommendations on projects that are likely to have the greatest impact in terms of safety and access and create a priority project list to guide implementation over the next 10 years. The estimated cost to implement all the projects recommended in the PMP is \$214,500,000. The City's annual funding dedicated to pedestrian and bicycle projects over a 10 year period is approximately \$43,500,000, resulting in a shortfall of about \$171,000,000. Therefore, without identifying significant additional revenue sources, the City must seek other funding partnerships and opportunities to implement the project list.

The City's specific project priorities and partnership opportunities are identified during the annual update of the Six-year Transportation Improvement Program (TIP). The projects and programs included in the Six-year TIP reflect a careful review and synthesis of this Plan, along with the other plans and studies that the City has undertaken to maintain and improve multimodal transportation in Bellingham. The Six-year TIP is then used as the basis for what is funded through the City budgeting process.

In addition, the City will also use this Plan to guide City staff priorities and activities so that they are focused on increasing walking trips by making the transportation system safer, more equitable, and increasing connectivity and access for people who walk. Additionally, the performance measures included in the plan will be used to track progress on plan implementation.

<sup>3</sup> The Transportation Fund is derived from a 0.2% sales tax, which was approved by Bellingham voters in 2020 for a 10-year period and will remain until December 31, 2030.

## PLAN COMPONENTS

The Pedestrian Master Plan is organized as follows:

- **Chapter 1: Introduction** presents the Plan goals and progress made on the implementation of the pedestrian network. It also summarizes the planning process.
- **Chapter 2: Existing Conditions** presents a broad overview of current walking conditions in Bellingham.
- **Chapter 3: Community Engagement** presents the methods used to engage the public through the planning process and a summary of the input received and how it informed the Plan recommendations.
- **Chapter 4: Policy Recommendations** outlines policies and actions that support achieving the Plan's goals.
- **Chapter 5: Pedestrian Facility Design and Maintenance** provides an overview of existing standards and best practices for pedestrian facility design and maintenance, and the design needs of people of all ages and abilities.
- **Chapter 6: Pedestrian Network Recommendations** discusses the Primary Pedestrian Network and project recommendation development process. It describes analyses that were conducted to inform project recommendations and includes maps of recommended projects.
- **Chapter 7: Program Recommendations** outlines recommended programmatic efforts that would support higher rates of walking in Bellingham.
- **Chapter 8: Implementation** includes project prioritization criteria, funding options, and implementation strategies to support the realization of the vision for walking in Bellingham.



Source: City of Bellingham

# 1 Introduction

A walkable Bellingham provides health, economic, environmental, and social benefits for all community members. Bellingham is a community where people already walk frequently but there is still much work to be done so that people of all ages and abilities can enjoy the ease and pleasure of accessible, safe, and inviting streets for walking.<sup>4</sup> To further enhance the pedestrian experience and increase walking throughout the community, the City is renewing its commitment to invest in pedestrian infrastructure with this update to the Pedestrian Master Plan (PMP), which was originally adopted in 2012. A goal of this Plan update is to focus project recommendations on projects that are likely to have the greatest impact in terms of safety and access and create a fiscally-constrained priority project list to guide implementation over the next 10 years. The projects recommended in this Plan build on the significant progress that has been made since 2012.



<sup>4</sup> For the purposes of this plan, the terms "pedestrian" and "walking" include people who use mobility aids.

## PLAN GOALS

The Pedestrian Master Plan identifies policies, projects, and programs to achieve the following goals:

- **Goal 1: Safety.** Improve pedestrian safety through well-designed walking facilities along and across streets, and by promoting safe driving, walking, and bicycling behaviors.
- **Goal 2: Equity.** Provide accessible pedestrian facilities for all ages and abilities through equitable community engagement and infrastructure investments.
- **Goal 3: Connectivity and Access.** Provide a citywide network of accessible, efficient, and convenient pedestrian infrastructure that connects homes, jobs, transit, shopping, schools, services, and recreation areas.
- **Goal 4: Increase Walking Trips.** Support Bellingham’s climate action goals by increasing the proportion of trips made by walking and rolling through investments that remove access barriers and create a safer and more inviting pedestrian experience.

## PEDESTRIAN PROJECT IMPLEMENTATION PROGRESS

The 2012 PMP was approved in August of 2012 and adopted into the Comprehensive Plan in November of 2016. It identified a 258-mile primary on-street pedestrian network, which did not include the Urban Growth Area. To build out this primary network, the Plan proposed 354 sidewalk infill projects and 58 crossing projects, for a total of 412 projects. In 2012, the estimated cost to complete this network was \$256,534,375. By 2020, the estimated completion cost had grown to \$333,494,688<sup>5</sup>, which did not include costs for right of way or mitigation.

In the decade since the 2012 Pedestrian Master Plan, the City of Bellingham has made substantial progress toward developing a comprehensive pedestrian network thanks to the Transportation Fund, successfully competing for many State and Federal grants, and through developer contributions. The City reports implementation progress annually as part of its [Transportation Reports on Annual Mobility \(TRAM\)](#). The TRAM provides a detailed look at projects completed compared to the overall scope of what has been proposed in plans.

Between 2013 and 2020, the Bellingham City Council approved construction and funding in the 6-year Transportation Improvement Plan (TIP) for 44 PMP sidewalk network links and 35 pedestrian crossings, for a total of 79 pedestrian improvements. Of the 258-mile network identified in the 2012 Pedestrian Master Plan, the City of Bellingham has completed approximately 162 miles (63%). Table 3 presents a summary of sidewalk and crossing improvements that have been built since 2012. The 2012 PMP identified Tier 1 projects as those projects the City will strive to complete within the first 10 years of Plan completion. Tier 2 projects were identified as projects that may take longer than 10 years to complete. Other projects not included in Tiers 1 and 2 were later put into a Tier 3 category intended to be addressed as opportunities arise.

## EQUITY IN PROJECT IMPLEMENTATION

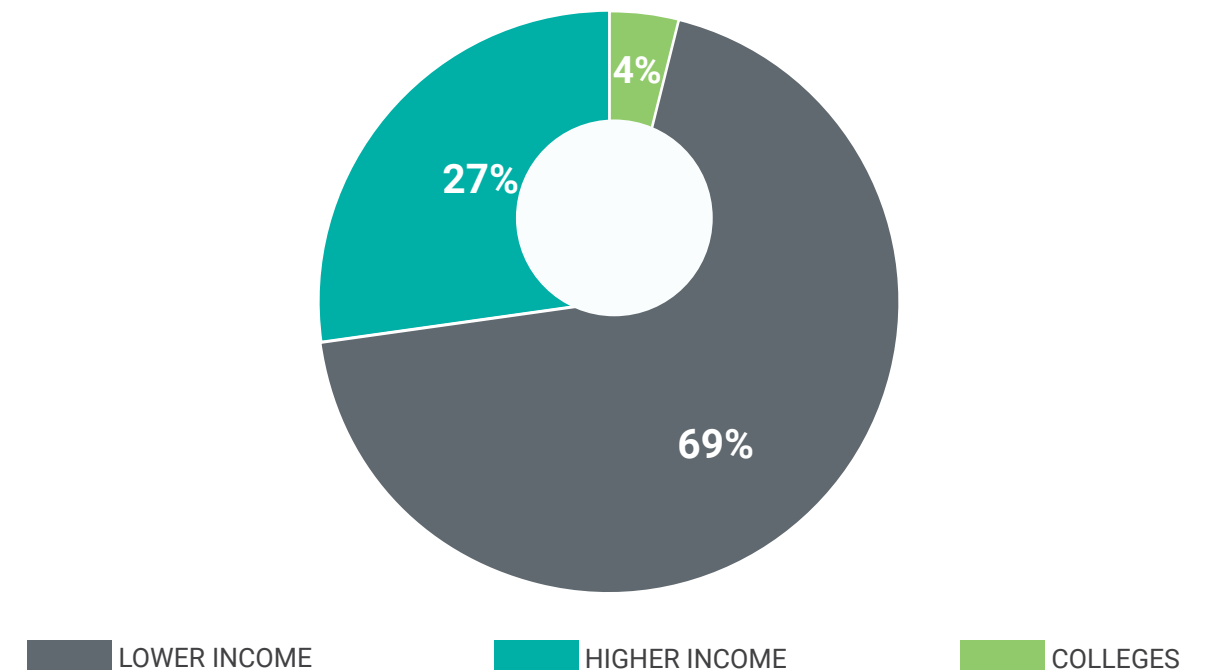
Proximity to low-income housing, social services locations, and access to transit stops were weighted heavily in the 2012 PMP project prioritization process. The Whatcom Transportation Authority (WTA) also specifically focused on under-served populations in their 2016 WTA Strategic Plan Update and WTA 2040 long-range transit plan, which has been incorporated into Bellingham’s multimodal transportation planning and the annual six-year Transportation Improvement Program (TIP). Between 2010 and 2020, over two-thirds of pedestrian improvements funded by the Transportation Fund were in lower income neighborhoods (Figure 1).

The City is committed to updating metrics that reflect social equity and account for varying needs with respect to disabilities, languages spoken, etc. The City prioritizes removal of accessibility barriers and most projects in its [Transportation Improvement Program](#) incorporate ADA upgrades identified in the [2021 ADA Transition Plan](#).

**Table 3:** 2012 Plan Sidewalk and Crossing Improvements Implementation Progress

Pedestrian Improvements	Tier 1	Tier 2	Tier 3	Total
<b>Sidewalk Improvements</b>				
Total Sidewalk Projects	43	35	279	357
Projects Completed	16	8	20	44
Projects Not Yet Completed	27	27	259	313
Percent Completed	37%	23%	7%	12%
<b>Crossing Improvements</b>				
Total Crossing Projects	17	15	25	57 <sup>6</sup>
Projects Completed	14	7	14	35
Projects Not Yet Completed	3	8	11	22
Percent Completed	82%	47%	56%	61%

**Figure 2:** T-Fund Funding by Average Neighborhood Income, 2011–2020



<sup>5</sup> This cost is inclusive of projects that have been constructed since 2012.

<sup>6</sup> One crossing at SR 539/Tremont was eliminated as infeasible.





Source: City of Bellingham

## 2 Existing Conditions

This section describes the current state of pedestrian travel in Bellingham based on available data. It also includes an overview of an assessment of unimproved rights of way<sup>7</sup> and discusses other plans and studies that support pedestrian network development.

### WALKING RATES

Data from the five-year estimates of the 2021 American Community Survey show that 4 percent of commute trips in Bellingham are made by walking.<sup>8</sup> This is higher than the national average of 2 percent. Table 4 compares Bellingham's commute trip walking rates with Whatcom County, Washington State, and national rates.

The proportion of people walking, driving, and taking transit to work have all declined in the last ten years largely due to an increase in people working from home, particularly since the COVID-19 pandemic. In Bellingham, the percent of workers working from home increased from 5.4% in 2010 to 9.8% in 2021.<sup>9</sup> Many more walking trips are made for a variety of purposes beyond commuting, but data is not available to know just how many of these trips are being made. With more people working from home, it is likely that many more walking trips are occurring at the neighborhood level whether for exercise and recreation or meeting everyday needs.

<sup>7</sup> Unimproved rights-of-way are defined as public rights-of-way that are not currently in use for a formal transportation purpose, typically paved roadways.

<sup>8</sup> The ACS is known to significantly undercount bicycling and walking for two reasons: 1) it only accounts for trips to work, meaning that anyone who does not travel to work—i.e., children, seniors, and tele-commuters—is automatically excluded, and 2) the commute question asks respondents to choose only one mode of transportation. The single mode requirement means that someone who walks or bikes to the bus is counted only as a transit rider and someone who drives three days and walks two is counted only as a driver.

<sup>9</sup> The 2012 Pedestrian Master Plan used 2010 ACS 3-year estimate (7%) whereas the 2010 ACS 5-year estimate was 4.6%.

**Table 4:** Percentage of commute trips by travel mode (2021 ACS, 5-yr estimate)

Location	Walk	Drive	Transit
Bellingham	4.0% <sup>10</sup>	79.0%	2.7%
Whatcom County	3.2%	82.8%	1.9%
Washington	2.9%	77.3%	5.2%
United States	2.1%	82.3%	4.1%

## ROAD NETWORK

Bellingham was incorporated in 1903 and consolidated four settlements along Bellingham Bay: Bellingham, Whatcom, Fairhaven, and Sehome. These areas, which in present day include Downtown and surrounding neighborhoods, generally have a well-connected grid street pattern that allows for good pedestrian connections. Conversely, areas east of I-5 and in the northwest of the city that were annexed later have less dense road networks with less connectivity. Many of the residential streets in these neighborhoods also lack sidewalks. I-5 itself also bisects the community creating a barrier for people walking that isolates neighborhoods and limits access. These factors negatively impact pedestrian access and mobility by increasing the walking trip length and forcing people to walk in the street or on unimproved shoulders decreasing safety, accessibility, comfort, and convenience.

## SIDEWALKS AND STREET CROSSINGS

Bellingham's pedestrian network consists of a system of sidewalks, off-street pathways, multi-use trails, and street crossings where these facilities intersect the path of vehicles (Figure 3). Sidewalks are included on both sides of streets throughout most of the downtown core and surrounding neighborhoods. Sidewalk coverage on the east and north side of I-5 and within the Birchwood, Happy Valley and Edgemoor neighborhoods is less consistent. A lack of separation or buffer between the sidewalk and moving traffic is a common sight along many of Bellingham's busier streets, which creates

an uncomfortable walking experience. Some of these corridors also lack adequate crossing opportunities.

In Washington, it is legal for pedestrians to cross at all intersections whether marked or unmarked except where crossing the street is expressly prohibited. Marked crossings reinforce the location and legitimacy of a crossing. Often other features are included to enhance accessibility and comfort at crossings, including countdown pedestrian signal heads, accessible pedestrian signals (vibro-tactile/audio), pedestrian-actuated flashing beacons, curb bulbs, and median refuge islands that reduce crossing distances. Traffic calming is another strategy that can be used to improve pedestrian safety and comfort at crossings.

As part of the network analysis (see Chapter 6 for more details), pedestrian street crossings were assessed based on factors that contribute to discomfort or stress, including vehicle speed, vehicle volume, presence of signals or stop signs, number of vehicle travel lanes to cross, and presence of crossing enhancements such as median refuge islands or flashing beacons. High-stress crossings are largely located along major streets (arterials) with higher traffic speeds and volumes where signals or other traffic control devices are absent. Conversely, low-stress crossings are typically on streets with lower traffic volumes and speeds or where traffic control devices or other safety enhancements are present. Corridors with long distances between low-stress crossings can act as barriers to pedestrian travel and increase delay and safety risk for pedestrian trips.

## ACCESSIBILITY

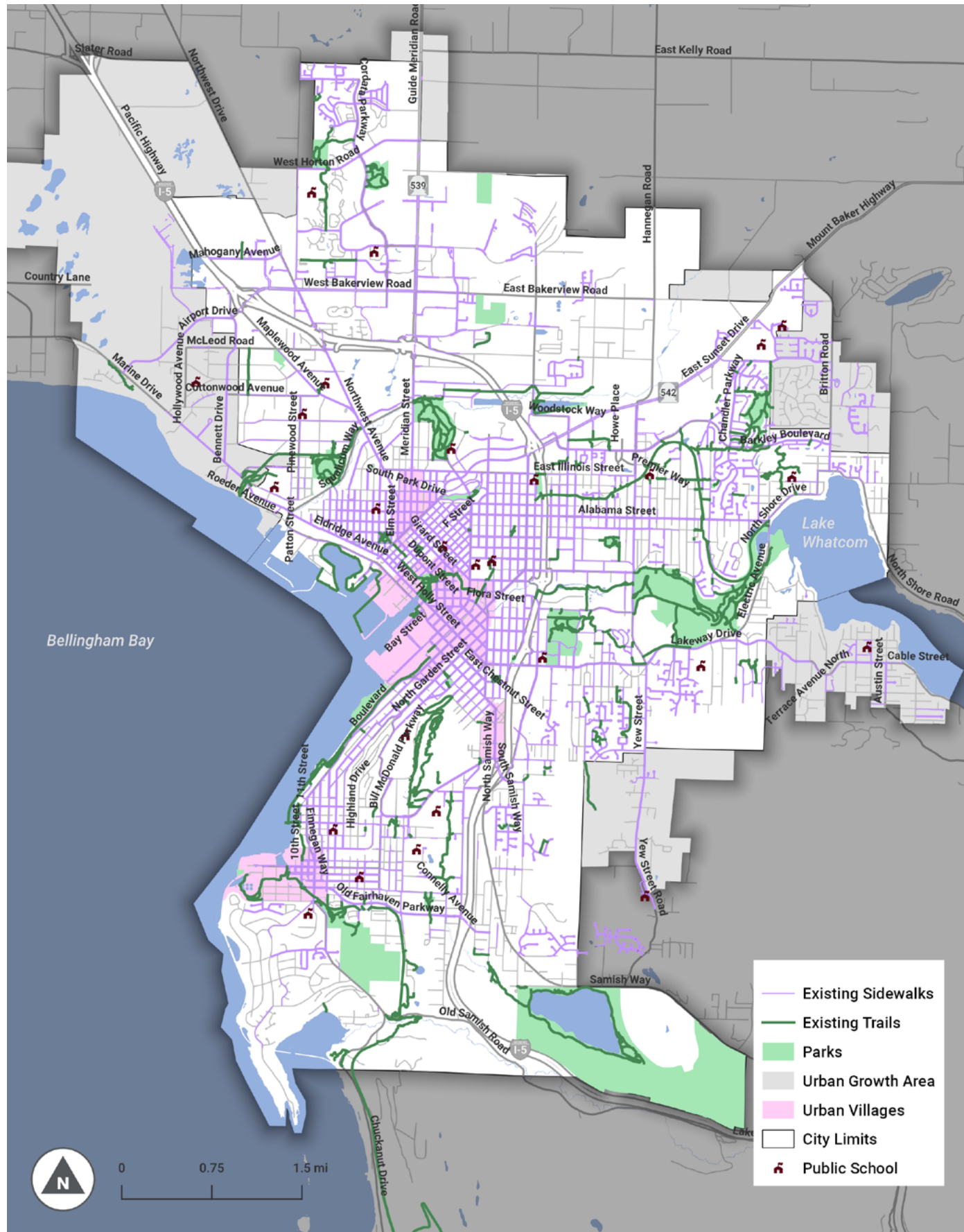
The Americans with Disabilities Act (ADA) requires cities and other government agencies to make all pedestrian facilities in the public right-of-way such as sidewalks, curb ramps, etc accessible for people with disabilities. In 2021, the City of Bellingham adopted [Mobility for All](#), its Transition Plan, a required element of the ADA. The *Mobility for All* document summarizes the process of identifying barriers to accessibility and prioritizing improvements, describes the robust public engagement effort that guided plan development and lays out a long-term plan for removing barriers within the public right-of-way. It is an integral component of the City's efforts to improve the pedestrian network so that it is accessible for all. The Transition Plan is referenced any time the City is making street improvements to ensure that opportunities for removing accessibility barriers are not missed.



Source: Toole Design

<sup>10</sup> Because these figures are based on 5-year estimates, the actual number of people working from home in Bellingham is probably even higher than 10% due to the dramatic increase that occurred in 2020.

Figure 3: Existing Sidewalks and Multi-use Trails



## TRANSIT

Connections to transit are an important aspect of the pedestrian network, allowing those on foot or using mobility devices to access needed or desired services that are not within walking distance of their point of origin. Whatcom Transportation Authority (WTA) provides transit services to Bellingham and greater Whatcom County. WTA's GO Lines provide high-frequency service every 15 minutes on weekdays:

- The Blue Line offers service between Downtown Bellingham and Bill McDonald Parkway via WWU.
- The Green Line offers service between Downtown Bellingham and Whatcom Community College via Dupont, Elm, Northwest and Bakerview.
- The Gold Line offers service between Downtown Bellingham and Whatcom Community College, with service to Sunnyland Square, Barkley Village, Sunset Square, Winco and Bellis Fair Mall along the way.
- The Plum Line offers service on Lakeway Drive between Downtown Bellingham and Woburn Street

Ensuring good transit access through the provision of sidewalks and street crossings is essential to community mobility, particularly for community members that do not have access to other modes of travel. The network analysis, described in more detail in Chapter 6, found some transit corridors with a distance between low-stress crossings exceeding 1,500 feet. Depending on surrounding land uses, these distances would impact transit access for people of all ages and abilities. **The City is working closely with WTA to upgrade crossings at bus stops, and this work is aided by a new local grant fund recently introduced by WTA.**

## SCHOOLS

Schools generate large numbers of trips, many of which could be taken by foot. The Bellingham School District serves over 10,000 students at 13 elementary schools, four middle schools, and four high schools. Improving pedestrian connections to these schools and providing education and encouragement programs can increase walking rates, which has the positive benefits of improving safety for all and decreasing vehicle emissions by decreasing motor vehicle trips and congestion around schools.

There are three post-secondary institutions in Bellingham:

- Western Washington University is located south of downtown with over 14,000 students.
- Whatcom Community College, with 7,000 two-year program students, and upwards of 12,000 students attending throughout the year, is located in the northern portion of the city in the Cordata neighborhood.
- Bellingham Technical College, located in the Birchwood neighborhood, currently has over 8,000 students attending classes.

These institutions are also major employment centers and generate significant pedestrian trips, in addition to bicycle, transit, and automobile trips.

## LAND USE

Bellingham's downtown, Fairhaven, and other planned urban villages illustrate the direct relationship between land use and urban design and the walking environment. In these areas, the physical character of the community supports walking and all modes of transportation. However, other areas of Bellingham have physical characteristics that are more automobile oriented, resulting in difficult conditions for pedestrians, often poor access to transit, and a lack of destinations and services within walking distance from residences. In the commercial areas outside of urban villages along Meridian, Lincoln/Lakeway, and the Sunset Square area, the services and commercial businesses are predominantly automobile oriented, making it difficult for pedestrian travel.

## TRAILS

Bellingham has a robust system of shared-use trails that provide opportunities for recreation and transportation. The City's Parks, Recreation and Open Space (PRO) Plan recommends an interconnected system of high-quality, accessible shared-use trails and greenway corridors, and points to an increased demand for more off-road walking and bicycling trails especially as the Bellingham community grows. Figure 3 shows existing trails. Trails serve a dual function of transportation as well as recreation for different modes including walking, rolling, and bicycling. Trails aim to be accessible for all,

and the PRO Plan sets a goal of continuing to explore new trail surface alternatives that balance the natural character of Bellingham’s trail system with accessibility requirements. In addition, applying Crime Prevention through Environmental Design (CPTED) principles to trail development can help people feel safe using trails and, thereby, contribute to a more connected pedestrian network and increase pedestrian trips.

Major trail corridors in Bellingham include the Railroad, Whatcom Creek, South Bay/Boulevard Park, and Interurban Trails. Throughout the city there are also short trail connections that provide key pedestrian routes at the neighborhood scale. Since the 2012 PMP, the City has made a concerted effort to expand the trail system, adding key urban trails such as the New Waterfront Trail, Padden Creek Greenway Trail, Cordata Trails, Sunset Pond Trail and Squalicum Creek Trail.

## OTHER PLANNING EFFORTS SUPPORTING PEDESTRIAN TRAVEL

The City of Bellingham has recently completed several plans that support further development of the pedestrian network to improve safety and accessibility:

- The [Bellingham Local Road Safety Plan](#) (2024) analyzed crash data citywide to identify common crash factors and locations. It identified existing and proposed safety improvements at the locations of fatal or severe injury crashes, prioritized locations for countermeasure implementation, and identified other citywide traffic safety measures including streetlight upgrades and speed limit reductions.
- The [Six Year \(2024-2029\) Transportation Improvement Program \(TIP\)](#) identifies major transportation projects planned for the next six years, including pedestrian projects, Safe Routes to School improvements, and other major projects to improve multimodal safety and connectivity.
- Recent [Transportation Corridor and Project Studies](#), including the Lincoln-Lakeway Multimodal Transportation Study (2020-2021), Meridian-Girard Multimodal Safety Improvements (2020-2022), Parkview Elementary Safe Route to School Improvements (2020-2022), Kentucky-Nevada-Texas Bike Boulevard (2021), West Illinois Pedestrian &

Bicycle Safety Improvements (2020), James Street Multimodal Feasibility Study (2019), and Meridian Street Roundabouts Feasibility Study (2019) provide analysis and design guidance for specific locations and corridors. Many of these studies lead to successful grant applications and construction through the TIP.

- Urban Village and other Subarea Plans, including the [Downtown Bellingham Plan](#) (2014), [Waterfront District Subarea Plan](#) (2019), [Fairhaven Neighborhood and Urban Village Plan](#) (2012), [Samish Way Urban Village Subarea Plan](#) (2019), [Fountain District Subarea Plan](#) (2020), and [Old Town Subarea Plan](#) (2008) provide policy frameworks for development in their respective neighborhoods, often including pedestrian improvements such as crossing improvements, traffic calming, and new sidewalks.
- The [Mobility for All: Bellingham ADA Transition Plan](#) (2021) establishes the City of Bellingham’s ongoing commitment to providing equal access for all. The Mobility for All plan is discussed under “Accessibility” above.
- The [Bellingham Comprehensive Plan](#) (2016) included goals and actions focused on improving pedestrian access and walkability through capital improvements, development requirements, street standards, and equity in engagement, service delivery, and investment. The Comprehensive Plan will be updated in 2024/25 and will incorporate this Pedestrian Plan.
- The [Parks, Recreation and Open Space \(PRO\) Plan](#) (2021) includes information about and a plan for continued trail development, which is an integral part of Bellingham’s pedestrian network. The PRO Plan is discussed under “Trails” above.
- The Bicycle Master Plan (2024) recommends policies, programs, and projects that would also benefit pedestrian travel. Network recommendations were closely coordinated with the Pedestrian Plan update and include crossing improvements and multi-use trails that would enhance access, safety, and connectivity for people walking and rolling.



Source: City of Bellingham



Source: City of Bellingham

# 3 Community Engagement

## COMMUNITY ENGAGEMENT PROCESS

The recommendations included in this Plan were identified, shaped, and prioritized with help and direction from the Bellingham community. The planning process included an extensive engagement effort that used a variety of in-person and online strategies to hear from as many community members as possible. This chapter provides a high-level overview of the methods used to engage community members as well as the key findings and how they informed plan outcomes. For more detailed information about the community engagement process, and for the full survey and webmap results, refer to Appendix A (Community Engagement Summary). The planning process included two major public engagement efforts:

**Discovery Phase (May–July 2022).** The Discovery Phase was focused on listening to the Bellingham community and understanding perceptions around walking in Bellingham and what people see as needs for making walking safer, more comfortable, and more convenient. Information gathered from the Discovery Phase of engagement was compared to findings from the technical analysis to identify pedestrian network needs. Engagement methods that were used in this phase included an open house, Technical Review Committees (meetings with various groups), online survey, interactive web mapping, “pop-up” tabling at community events, and the EngageBellingham online platform.

**Plan Development Phase (November 2022–March 2023).** The Plan Development phase was focused on presenting draft project, policy, and program recommendations to the public and receiving feedback. This was done using several methods, including an interactive Story Map where people could review recommendations and provide feedback on an interactive map and responding to a survey, a virtual open house, office hours (flexible times for people to “drop in” and ask questions), the EngageBellingham platform, and targeted outreach to more difficult to reach groups, including migrant farmworkers.

## Bellingham Pedestrian and Bicycle Master Plan Updates

# Hearing from the Community



over 570 people interacted with the **survey and webmap**, adding 488 comments on areas that they would like to see improvements



through 9 **Technical Review Committees** and 1 **Neighborhood Association Meeting**, local groups communicated their experiences and ideas for Bellingham's pedestrian environment



we received over 133 comments from community members through the **Engage Bellingham website** and project email address



60+ people participated at an interactive **open house** at Shuksan Middle School, hearing presentations from the City, asking questions, annotating on a map, and filling out surveys to share their recommendations for Bellingham's pedestrian environment



Across the different engagement channels, key themes emerged that provided insight on shared experiences and suggestions for improving the pedestrian network. These key themes are summarized in Table 5 below along with an explanation of how these themes shaped the Plan.

**Table 5:** Summary of Public Input Themes and How They Shaped the PMP Update

What the Bellingham Community Said	How It Shaped the Plan
<p><b>Locations Needing Attention</b></p> <p>People indicated through the web map, email and write-in comments, and in many conversations in Technical Review Committees (TRC) and open houses the many locations where they felt unsafe, uncomfortable, or identified a missing link or gap in the network.</p>	<p>Locations where people identified a challenge (i.e. feeling unsafe) or an opportunity (i.e. improving access to a school, connecting a trail) were noted from all engagement channels. These "Location-Based Needs" were assessed and most were developed into the projects recommended in this plan.</p>
<p><b>Increased Coverage and Connection</b></p> <p>People value sidewalks and trails for accessing their daily needs and recreation and would like to see more network gaps filled.</p>	<p>Connectivity to urban villages, schools, transit, and parks and potential to fill missing links in the network informed whether a Location-Based Need became a project and also informed project prioritization.</p>
<p><b>Major Road Crossings are Barriers to Walking</b></p> <p>People want to see more crossings on major arterials and neighborhood streets. Interstate 5 (I-5) also came up repeatedly in engagement efforts since people found it to be a barrier to a connected network and thought that it would benefit from better and more crossing opportunities.</p>	<ul style="list-style-type: none"> <li>• Recommendations include projects that are associated with enhancing major arterial crossings.</li> <li>• New or improved crossings of I-5 in the vicinity of Maple Street and Texas Street</li> <li>• Other I-5 crossing improvements (e.g., Lakeway Drive) have been documented in other studies such as the Lincoln-Lakeway Study.</li> </ul>
<p><b>Openness to Alternative Walkways</b></p> <p>There is general acceptance of alternatives to conventional curb and gutter sidewalks to provide space for people walking. But stakeholders voiced a need for a standard that centers safety, a human-scaled experience, and provides distinct separation between people walking and cars on the road.</p>	<ul style="list-style-type: none"> <li>• Project recommendations include alternative walkways for some neighborhood streets as a lower cost solution to creating defined space for pedestrians where sidewalks are currently lacking and very costly to construct.</li> <li>• The <a href="#">Bicycle and Pedestrian Design Toolbox</a> outlines guidelines that will be used to ensure high quality of pedestrian facilities, including specifically addressing alternative walkways.</li> </ul>
<p><b>More Space for Pedestrians</b></p> <p>Community members suggested in the survey that they would like to see more pedestrian-centered design in general and suggested strategic street closures to have both temporary and permanent "pedestrian malls" or "open streets".</p>	<ul style="list-style-type: none"> <li>• Open Streets are a program recommendation in the plan. While permitted street closures already take place for events like the Farmer's Market, the program recommendation is to continue and expand Open Streets as well as consider permanent interventions such as residential "limited local access streets" that divert through traffic, allowing streets to be used for walking, biking, and socializing.</li> </ul>
<p><b>Concern about Driver Behavior</b></p> <p>Survey participants said that motorists were "aggressive" and traffic is "speeding above the limits always". There were numerous requests for lowered speed limits of 20-25 mph for certain street types, increasing automated cameras for speeding, and banning right turn on red.</p>	<p>While the majority of Bellingham's arterial streets have a posted speed limit of 25 mph, there are opportunities to further reduce the speed at which motorists travel through street design, speed feedback signs, and enforcement. Conducting a citywide speed study to assess what changes are needed to achieve lower vehicle speeds is among the programmatic actions identified in this Plan.</p>

## What the Bellingham Community Said

### Desire for Equity in Planning and in Project Implementation

Ability, age, race, income, and location affect people's access to and feelings toward the pedestrian environment in Bellingham. Several write-in comments and discussions at open houses expressed concerns about lack of accessibility for people of all ages, abilities, and economic means. TRC meeting participants suggested that a focus on seniors and people with disabilities would improve outcomes for everyone.

### Safety of School-Aged Children

Children's safety and comfort was an area of focus, specifically in survey responses. Many TRC participants and survey respondents described the situation where people feel that it is not safe enough to walk to school, so choose to drive their children to school—even small distances. This in turn makes the school routes and pickup/drop-offs have higher vehicle traffic and feel less safe. There was strong support for infrastructure that supports Safe Routes to School and other areas used by youth.

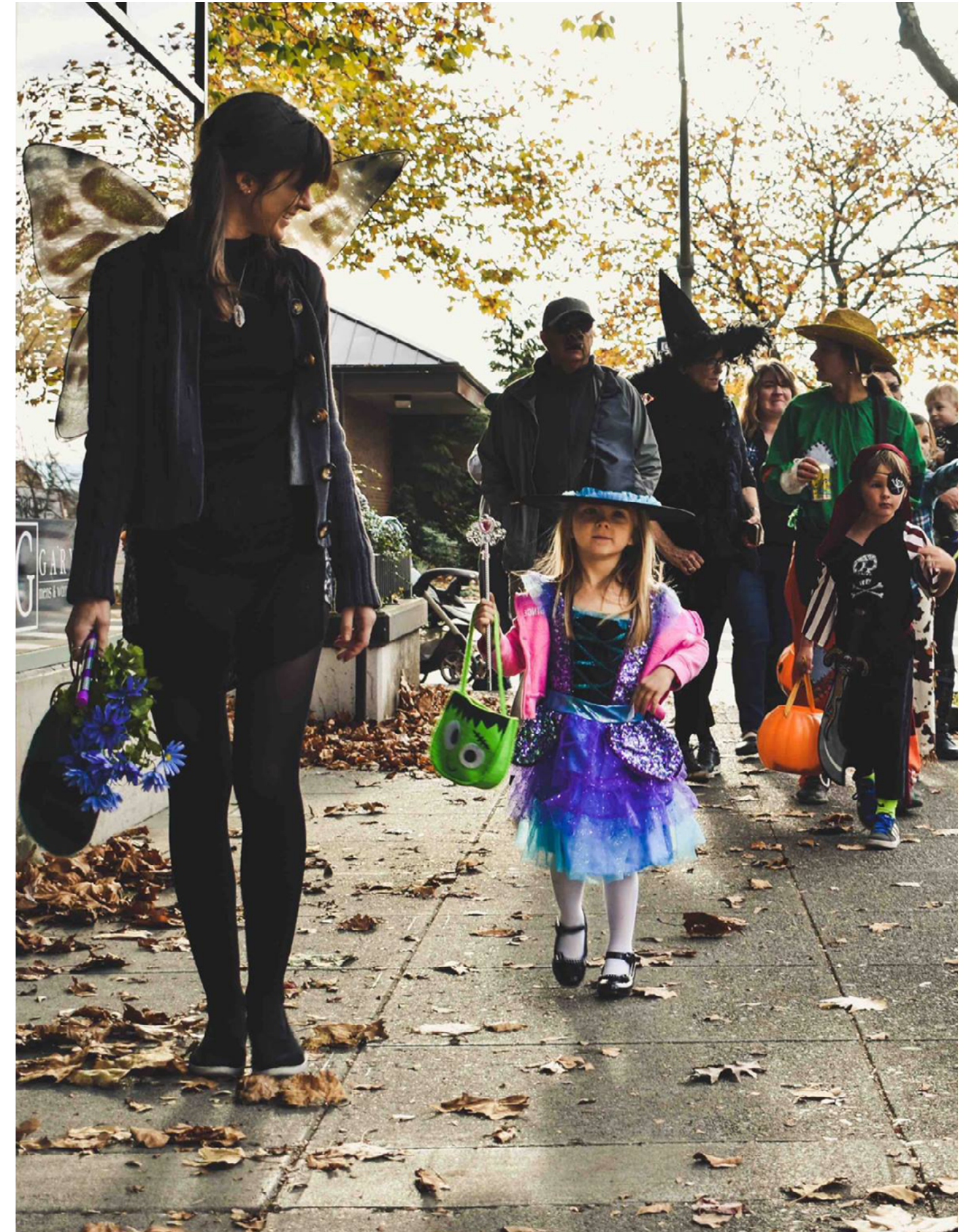
## How It Shaped the Plan

- The PMP Update process was guided by a focus on equity, reflected in the varied engagement methods, materials and opportunities to engage in different languages, accessible materials (e.g., screen reading), and in-person and targeted outreach described in further detail in the Equity section of the Community Engagement Summary (Appendix A).

- Equity-related criteria, including alignment with the ADA transition plan, proximity to low-income housing, and other socioeconomic factors were used to prioritize pedestrian project recommendation.

- Schools were a key factor in determining Location-based pedestrian needs and priorities.

- Further collaboration between the City and the Bellingham School District on Safe Routes to School is among the Plan's programmatic actions.



Source: City of Bellingham



Source: City of Bellingham

## 4 Policy Recommendations

The 2012 Bellingham PMP presented six goals and 30 policies focused on safety, equity, health, connectivity, the environment, and the economy. For the PMP update these goals and policies have been reassessed to ensure close alignment with current City of Bellingham goals as articulated in other planning documents, as well as the current state of the practice for creating walkable communities. The recommended policies aim to inform the way infrastructure improvements are made and how resources are allocated. Draft goals and policies were presented to the Transportation Commission and the public and refined based on their feedback. The updated set of 17 policy recommendations is categorized into four goals around safety, equity, connectivity, and environmental health and climate action.





## GOAL 1: SAFETY

Improve pedestrian safety through well-designed facilities along and across roadways, and by promoting safe driving, walking, and bicycling behaviors.

<b>Policy 1.1</b>	Use <u>proven safety countermeasures</u> such as speed management strategies, crosswalk visibility enhancements and signal strategies (e.g., leading pedestrian intervals, protected left-turns) to proactively reduce the number and severity of pedestrian collisions.
<b>Policy 1.2</b>	Work with the Police Department to ensure that officers: a) are trained in the most current laws to protect people walking, rolling, and bicycling, and b) use modern technology such as automated safety cameras to reduce speeding, red light running, and potentially other infractions as enabled by Washington State law through enforcement in an objective manner.
<b>Policy 1.3</b>	Partner with agencies and organizations to educate and raise awareness about laws and rights of pedestrians.
<b>Policy 1.4</b>	Ensure adequate provision of street lighting to increase personal security and safety for pedestrians, wheelchair and other mobility device users, bicyclists, and transit users as they travel along and across roadways and trail facilities that serve a transportation function.
<b>Policy 1.5</b>	Ensure visibility at intersections and driveways through routine maintenance of vegetation and parking restrictions (i.e., intersection daylighting).



## GOAL 2: EQUITY

Provide accessible pedestrian facilities for all ages and abilities through equitable community engagement and infrastructure investments.

<b>Policy 2.1</b>	Provide diverse opportunities for all residents to participate in making Bellingham a walkable community. Whenever possible, engage vision- and hearing-impaired, non-English speakers, and people with mobility challenges by providing technology, translated materials, and interpreters at public events.
<b>Policy 2.2</b>	Ensure that walking facilities are provided for all residents of Bellingham, including people of different ages, races, ethnicities, incomes, and those with variable or restricted mobility.
<b>Policy 2.3</b>	Focus on improving the accessibility of Bellingham's pedestrian network by removing barriers and upgrading facilities that are non-compliant with the American with Disabilities Act (ADA) and associated federal guidance. Refer to the <i>Mobility for All: Bellingham ADA Transition Plan</i> to ensure Priority Facilities identified in that Plan are incorporated into project implementation.
<b>Policy 2.4</b>	Increase the provision of ADA-compliant pedestrian amenities such as benches, fountains, and plaza seating within the pedestrian network where appropriate.



## GOAL 3: CONNECTIVITY AND ACCESS

Provide a citywide network of accessible, efficient, and convenient pedestrian infrastructure that connects homes, jobs, shopping, schools, services, and recreation areas.

<b>Policy 3.1</b>	Partner with the Bellingham School District and neighborhood schools to ensure that all schools have complete infrastructure for safe walking routes.
<b>Policy 3.2</b>	Improve ADA connections to transit for people walking and rolling by aligning safe crossings with WTA transit stops and completing sidewalk gaps. Complete sidewalks on at least one side of transit corridor streets and provide safe and convenient ADA crossings and access at transit stops.
<b>Policy 3.3</b>	Improve pedestrian connections to and within Urban Villages and commercial centers to improve safety, comfort and convenience for people to walk and roll to meet their everyday needs.
<b>Policy 3.4</b>	Implement lower-cost, ADA-compliant and maintainable infrastructure (e.g., c-curb separated walkways, flex-post curb bulbs) to create comfortable connections where right-of-way and other constraints may make more conventional solutions cost prohibitive or there is a need for a more immediate interim solution.
<b>Policy 3.5</b>	Minimize walking travel time by providing new pedestrian connections to break up larger street blocks and reducing delay at street crossings through enhanced pedestrian crossings and adjusting existing traffic signals to reduce delay.



## GOAL 4: INCREASE WALKING TRIPS

Support Bellingham's climate action goals by increasing the proportion of trips made by walking and rolling through investments that remove access barriers and create a safer and more inviting pedestrian experience.

<b>Policy 4.1</b>	Support a dignified and comfortable pedestrian experience through traffic calming, sidewalk buffers, shorter street crossings, lighting, wayfinding, and public art.
<b>Policy 4.2</b>	Incorporate streets trees and other green infrastructure into projects to improve pedestrian comfort and treat, manage, and conserve stormwater.
<b>Policy 4.3</b>	Work with businesses, institutions, and public agencies to promote and incentivize walking, biking, and taking transit for everyday needs.



## 5 Pedestrian Facility Design and Maintenance

This chapter summarizes City standards, best practices, and considerations for designing facilities that meet the needs of pedestrians of all ages and abilities. The [Bellingham Bicycle and Pedestrian Toolbox](#) provides additional guidance for selecting and designing appropriate pedestrian facilities.

# PEDESTRIAN DESIGN BEST PRACTICES

Pedestrian design best practices are referenced in the [Bellingham Bicycle and Pedestrian Toolbox](#). The following are guiding principles that should underpin all pedestrian facility planning, design, and implementation:

- **The walking environment should be safe.** Sidewalks, crossings, and shared-use paths should be free of hazards and minimize conflicts with vehicular traffic and external factors such as protruding architectural elements and vegetation.
- **The pedestrian network should be comfortable.** The pedestrian network should not only be safe, but feel safe, providing additional separation from vehicle travel lanes with higher speeds and volumes. Adequate sidewalk width that is clear of obstacles should be provided to allow people to comfortably walk or roll in social groups and engage with surrounding walking environment.
- **The pedestrian network should be accessible.** Sidewalks, shared-use paths, and crosswalks should ensure the mobility of all users by accommodating the needs of people regardless of age or ability. In areas with specific needs (e.g., schools), improvements should accommodate the needs of the target population.
- **The pedestrian network should connect to places people want to go.** The pedestrian network should provide continuous direct routes and convenient connections between destinations such as homes, schools, shopping areas, public services, recreational opportunities, and transit.
- **The pedestrian network should be clear and easy to use.** Sidewalks, shared-use paths, and crossings should allow people of all abilities to easily find a direct route to a destination with minimal delays.
- **The pedestrian environment should include inviting public spaces.** Good design should integrate with and support the development of complementary uses and should encourage preservation and construction of art, landscaping, and other items that add value to public ways. These components might include open spaces such as plazas, courtyards and squares, and amenities like street furniture, banners, art, plantings, and special paving. These along with historical

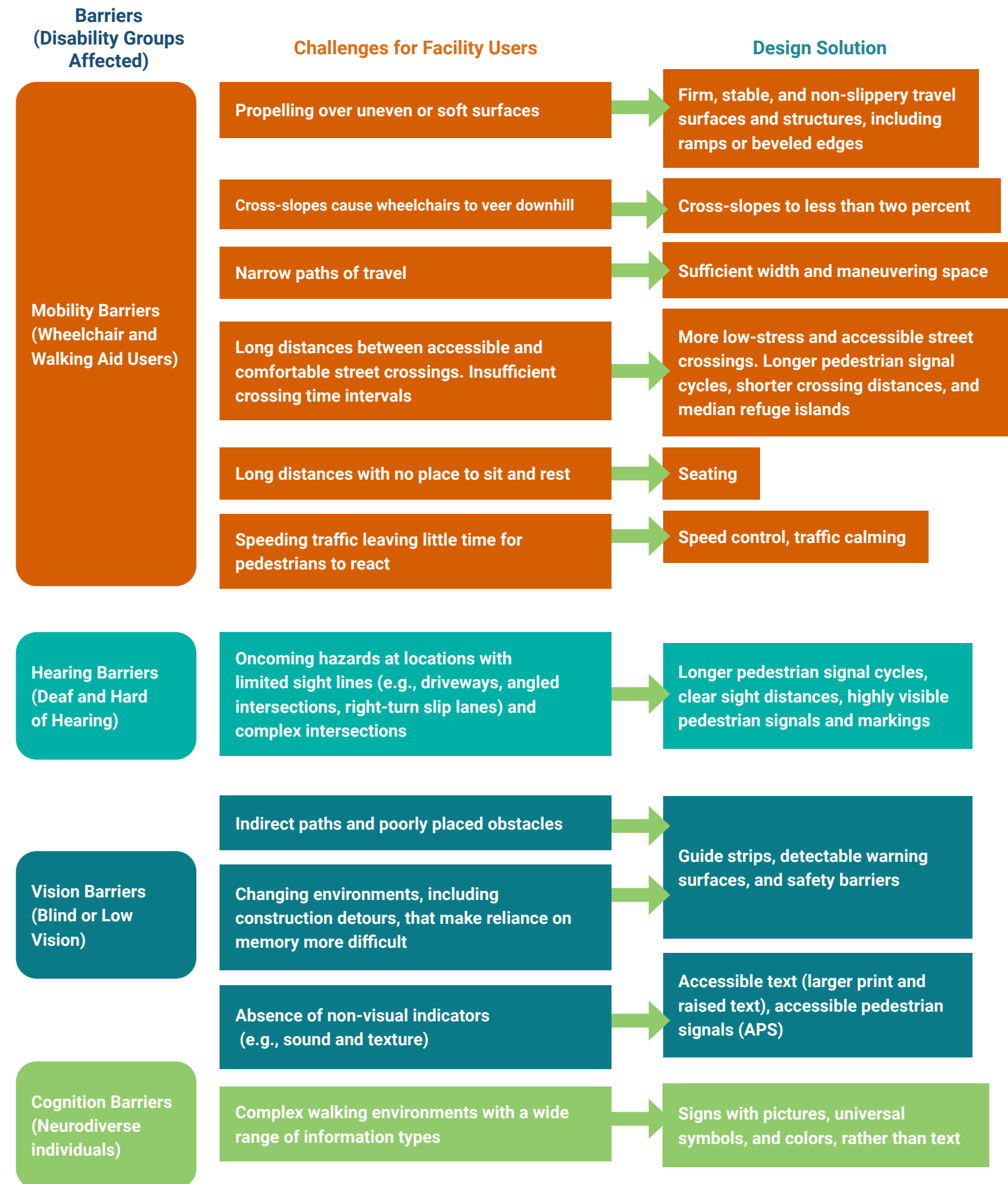
elements and cultural references, should promote a sense of place. Public activities should be encouraged, and the municipal code should permit commercial activities such as dining, vending, and advertising on sidewalks when they do not interfere with safety and accessibility.

## DESIGN NEEDS OF PEDESTRIANS

People walking and rolling in Bellingham are not all alike, and the transportation network should accommodate all needs and abilities. Age is a major factor that affects pedestrians' physical and cognitive abilities. Children have low eye height and walk at slower speeds than adults walk. They also perceive the environment differently at various stages of their cognitive development. Children have poor depth perception as well as a lack of judgement and a sense of invulnerability that often continues into the teenage years. Older adults walk more slowly, have slower reflexes, and may require assistive devices for walking stability, sight, and hearing.

While the type and degree of mobility impairment varies greatly across the population, the transportation system should accommodate these users to the greatest extent feasible. Figure 3 summarizes mobility barriers faced by different disability groups, the challenges they present, and relevant recommendations for pedestrian design that better accommodates these users.

Figure 4: Barriers, Challenges and Design Considerations for Pedestrians with Disabilities



# BELLINGHAM DESIGN GUIDELINES AND STANDARDS

In addition to the Bicycle and Pedestrian Toolbox the City has existing design guidelines and standards that are applied to pedestrian facilities. These are discussed below.

## Sidewalks

The City of Bellingham's sidewalk standards meet or exceed minimum federal and State of Washington standards. According to the [municipal code](#), minimum width for sidewalks in Bellingham is five feet, typically wide enough for two people to walk side by side. The Municipal Code ([Section 13.04](#)) and Development Guidelines and Improvement Standards provide direction on the provision of sidewalk by street functional classification as follows:

- **Parkways** – Not required
- **Primary (Major Arterials)** – Required on both sides with 5' walkway minimum in residential areas and wider in commercial areas
- **Secondary Arterials** – 5' minimum width on both sides
- **Collector Arterials** – 5' minimum width on both sides
- **Residential Access Streets** – 5' minimum width on both sides
- **Residential Access Streets, Lake Whatcom Watershed**  
In the Lake Whatcom watershed, the minimum standard does not require a sidewalk, but does require a four-foot minimum grass shoulder on one side of the street. If sidewalks are constructed, then the standard is five-foot on one side of the street only.
- **Commercial and Business Streets** - Both sides with 8' minimum width on 60' right-of-way and 10' minimum on 80' right-of-way.
- **Industrial Streets** – one side with 5' width as minimum

## Recommended Changes to Bellingham's Sidewalk Standards

1. **Wider minimum widths for Commercial and Business Streets should be required to accommodate higher levels of pedestrian activity and other features such as seating, street trees and other green infrastructure, public art, and bike parking while ensuring an accessible pedestrian path. Where café with outdoor seating is permitted, the minimum width should be 12 to 14 ft to accommodate a building frontage zone where café seating may be placed, a 8 ft pedestrian clear zone and a 4 to 6ft landscape/furniture zone. The space required for this recommended standard may not always be available within the public right of way, but new developments can be required to provide any additional space that may be needed.**
2. **Add a 4 to 6 ft sidewalk buffer to the sidewalk standard for arterial streets to provide separation between the roadway and sidewalk while accommodating street trees and other green infrastructure.**
3. **Consider increasing the minimum sidewalk width along arterials from 5 ft to 6ft outside of commercial zones.**

The Commercial and Business Street standard in the municipal code also includes policies and regulations related to sidewalk cafés. Annual permits must be obtained to use sidewalk space and operate a café with outdoor seating. To ensure that sidewalk cafés do not impede pedestrian movement, the City has established guidelines for permit approval. The guidelines state that a sidewalk café will only be allowed in areas adjacent to the business where the sidewalk, as measured from the property line to the curb, is at least 8 feet wide. The area for roadway side features (trees, bike racks, lights, parking meters) should generally be a minimum of three feet and the pedestrian passage area should be at least five feet.

## Intersections and Crossings

Any intersection of two streets is a legal and expected place for pedestrians to cross unless pedestrians are expressly prohibited. The provision of crossing enhancements such as flashing beacons, curb bulbs, signage, and refuge islands at locations improves pedestrian safety and comfort. Leading pedestrian intervals, protected walk phases, and other strategies can improve safety at signalized intersections. The [Bellingham Bicycle and Pedestrian Toolbox](#) contains guidance on which crossing treatments are appropriate based on roadway characteristics and vehicular volumes and speeds.

The City also has detailed crosswalk installation guidelines that provide guidance for the provision of marked crosswalks at controlled and uncontrolled intersections. The guidelines also apply to mid-block crossings where evidence of high pedestrian use and safety concerns exist. In general, marked crosswalks are not considered on streets with 1,500 or fewer cars per day.

The City Center Design Guidelines recommend a graduated approach to the provision of curb extensions, specialty pavement markings for crosswalks, and intersection markings dependent upon pedestrian use and possible conflicts at intersections. Intersection designs include a tiered level of crosswalk and intersection designs in response to varying levels of use. As a general rule, intersections most critical to the pedestrian circulation system are recommended to receive the highest levels of improvement.

## Multi-use Trails

The City of Bellingham's Parks Department is generally responsible for multi-use trail development. All park trails are considered multi-use and are developed to a 10 ft width with shoulders. The [WSDOT Design Manual shared-use path standards](#) are the basis of design for high-use multi-use trails. Multi-use trails provide recreational opportunities and, in many cases, serve as critical linkages in the pedestrian network. Multi-use trails are considered a transportation solution where:

- The road network will not support bicycle or pedestrian traffic and people will most often use a trail to get from one hub to another
- A 2-way multi-modal trail would minimize impacts to critical areas relative to improving both sides of the road
- There are high traffic areas like urban villages, retail areas, or campuses, recreational loops

## Maintenance

The City of Bellingham strives to maintain and repair our expanding pedestrian infrastructure to be in good, usable condition, which is essential to the long-term safety and mobility of people of all ages and abilities. Regular system maintenance prolongs the useful lifespan of construction materials that experience impact from both users and the natural elements, such as rain, snow, freezing, sun exposure, and extreme heat. The annual City budget includes dedicated funding for routine maintenance activities.

Routine maintenance refers to a regular, systematic schedule of litter pick-up; trash, debris, and graffiti removal; weed and dust control; replacement of damaged or obsolete signs; trimming of trees and shrubs; as well as minor repairs needed for sidewalk damage due to cracked concrete or street trees lifting concrete panels. Major repair work includes retrofitting intersections and traffic signals for pedestrian crossing signals and ADA compliance. Table 6 below presents key maintenance processes for pedestrian facilities:

**Table 6:** Maintenance schedule and responsible parties

	Responsible Party	Frequency
Sidewalks: Cracking and Accessibility Issues	Adjacent property owners; City of Bellingham	Ongoing
Curb Ramps: ADA compliance	City; Developers	Ongoing
Landscaping: Maintain 8 ft clear overhead and keep sidewalks clear	Property Owners; Enforced by the City	Ongoing with annual review
Signal Maintenance	Public Works	Quarterly
Code Enforcement	Public Works; Police	As needed

In 2020, Public Works began using a “SeeClickFix” application to enhance communication between citizens and maintenance and repair crews. SeeClickFix is an issue reporting platform which allows people to report non-emergency neighborhood issues to City staff, which assists and expedites response. The tool has a free mobile app that maps user requests and users may add comments, suggest courses of action, or add video and picture documentation. Users can also receive notifications based on selected areas and keywords to let them know that a request has been received and/or resolved. If desired, the SeeClickFix application allows citizens to report issues anonymously. Since implementation, the most frequent requests have been for:

- Litter
- Potholes/Street Repair
- Encampment Activity
- Street Vegetation
- Traffic Signal Problem
- Flooding

Vegetation encroachment into pedestrian areas is a common maintenance issue. It is generally the abutting property owner’s responsibility to keep sidewalks clear of vegetation, debris, snow, or other obstructions. The City has taken a more pro-active approach to vegetation encroaching into the public right-of-way by sending letters and guidelines to property owners so that they know what their responsibilities are. This includes education from the City outreach team and maintenance and repair staff. This has helped to fix priority locations and high traffic areas.

In 2022, the City budget included \$1.2 million dollars for annual repair and maintenance activities. As the citywide pedestrian network grows, so will the cost to maintain and repair pedestrian facilities. One of the consequences of increasing the use of lower-cost, easier to implement alternative walkway treatments to more rapidly expand the city’s pedestrian network, will be the need for additional funding for personnel, equipment and materials to adequately maintain them. The City should continue to dedicate adequate annual funding for on-going maintenance and repair of pedestrian facilities to protect this important investment made throughout Bellingham.



Source: City of Bellingham



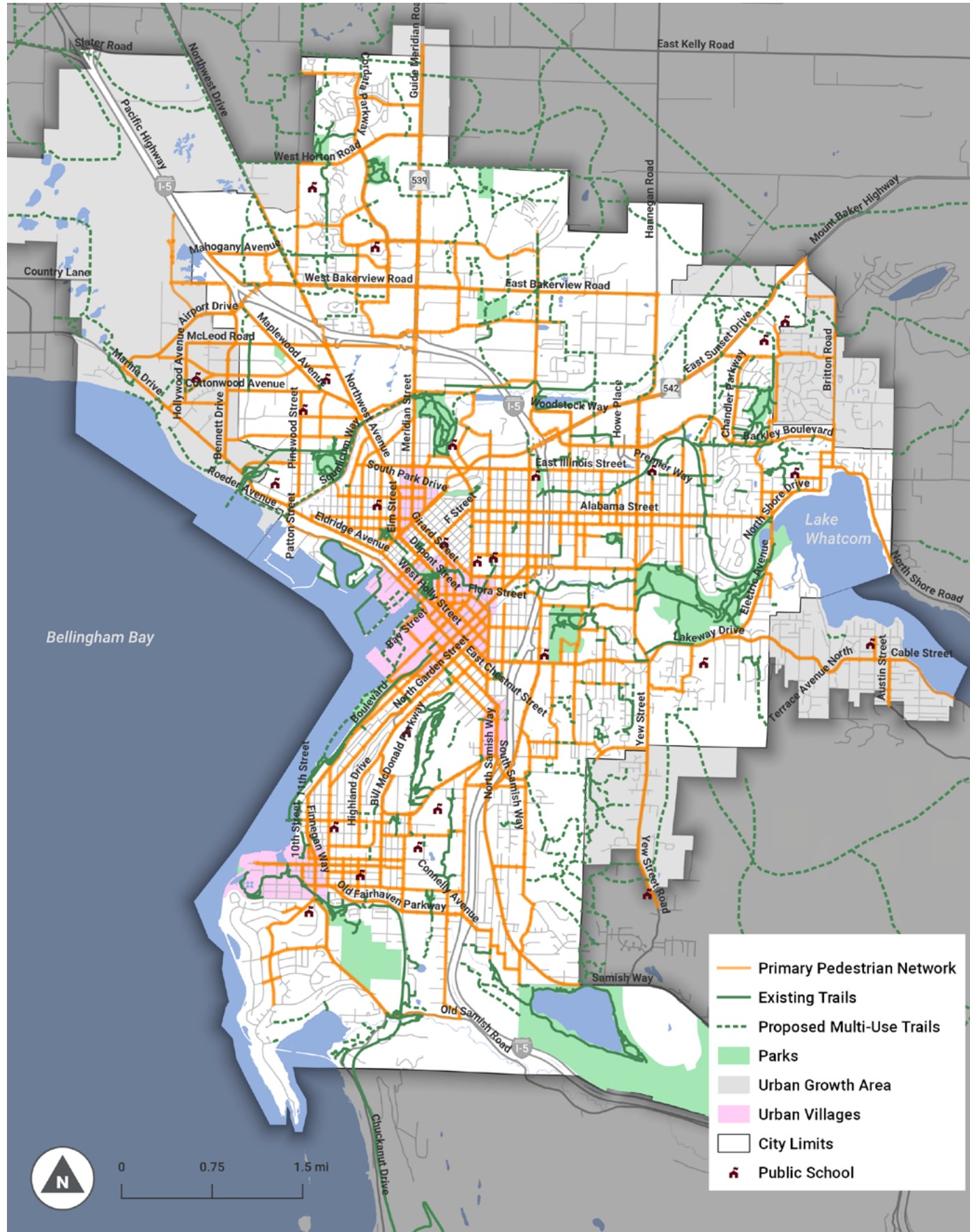
Source: City of Bellingham

## 6 Pedestrian Network Recommendations

### PRIMARY PEDESTRIAN NETWORK

While all roadways, paths, and trails are part of the pedestrian network, there are corridors that serve as critical connections between destinations. These corridors comprise the Primary Pedestrian Network (PPN) (Figure 4). The Network for Bellingham is based on the potential to serve greater numbers of recreational and essential pedestrian trips (e.g., trips to transit, schools, work, healthcare services, and grocery stores) while providing citywide connectivity. The Network was developed as part of the 2012 PMP. It informs development review, annual TIP programming, and maintenance. The pedestrian network recommendations in this update to the PMP are part of the PPN.

Figure 5: Primary Pedestrian Network



## PROJECT RECOMMENDATION DEVELOPMENT PROCESS

Figure 6: Project Recommendation Development Process

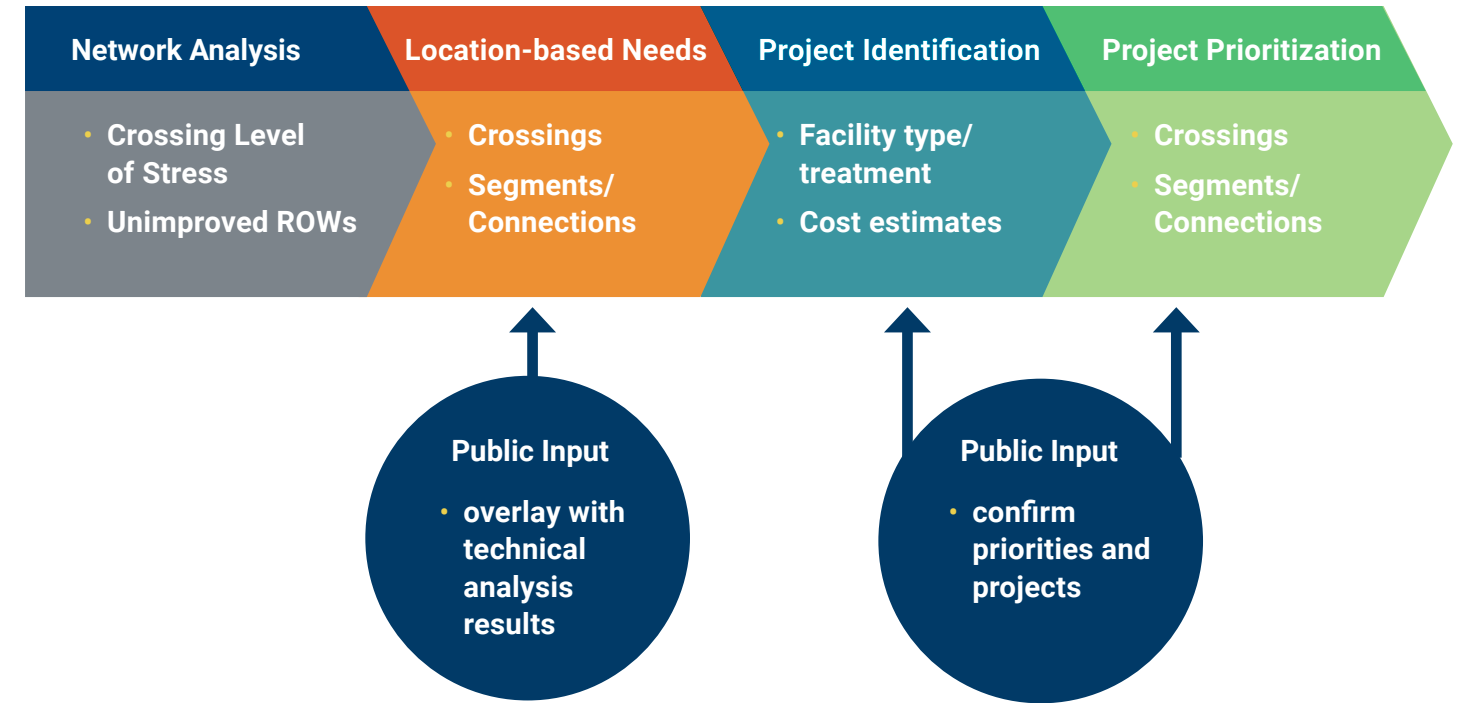


Figure 6 shows the project recommendation development process. The recommended pedestrian projects reflect findings from a data-driven network analysis as well as input received from public and stakeholder engagement, the Transportation Commission, and City staff. Network analysis included an assessment of street crossings and unimproved rights of way. Public input received during the Discovery Phase of the planning process was combined with the network analysis to identify locations where improvements would improve connectivity, safety, and comfort. These "location-based needs" were then assessed to determine the appropriate design solution and feasibility. This assessment informed draft project recommendations. Draft recommendations were then presented to the public and feedback received from the public and other stakeholders provided direction for refining project recommendations.

# PEDESTRIAN NETWORK ANALYSIS

To identify locations where improvements to the pedestrian network would have the highest impact in terms of meeting Plan goals, the project team conducted an analysis of the pedestrian network that focused on two main components – a pedestrian crossing analysis, unimproved right-of-way analysis, and a sidewalk gaps analysis, described below.

## Pedestrian Crossing Analysis

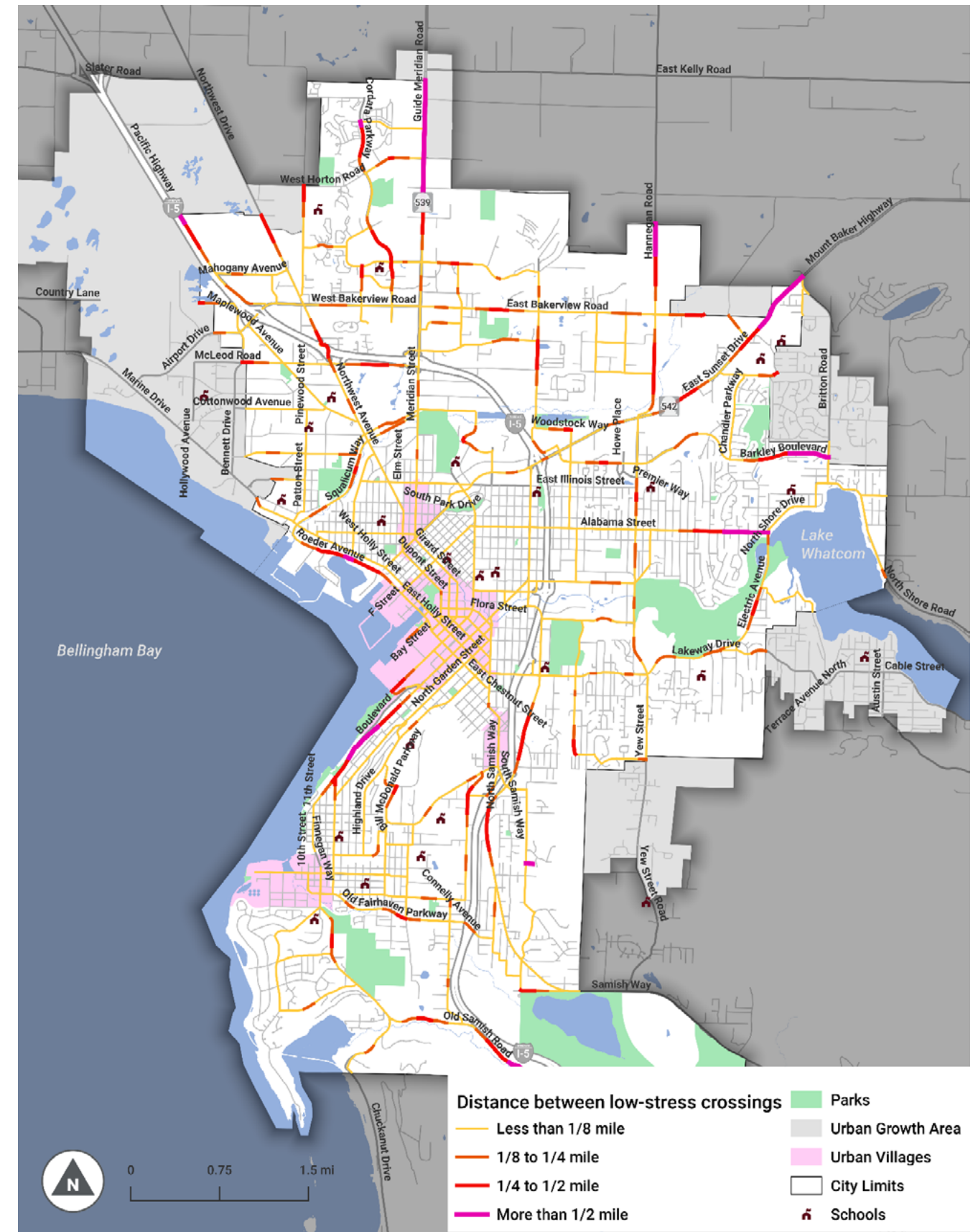
Being able to cross the street conveniently and safely is a critical component of a connected pedestrian network that facilitates people meeting their daily needs by walking or rolling. Generally, the busier and faster that vehicle traffic moves on a street the more difficult it is for someone walking to cross it. Features such as a signals, signage and pavement markings alerting motorists to the crossing, and curb bulbs or refuge islands that help shorten the crossing distance all help contribute to safer and more comfortable pedestrian crossings. The pedestrian crossing analysis analyzed the Pedestrian Level of Traffic Stress (PLTS)—a measure of the comfort of pedestrian crossings—citywide to identify high-stress intersections and corridors with long distances between low-stress crossing locations where crossing improvements would improve accessibility to transit and other community destinations (Figure 7).

PLTS was calculated at every crosswalk (both marked and unmarked) to identify gaps and barriers.<sup>11</sup> PLTS categories range from lowest stress rating of 1 to the highest PLTS 1 to PLTS 4 as below:

- PLTS 1 - Represents little to no traffic stress and requires little attention to traffic.
- PLTS 2 - Represents little traffic stress but requires more attention to traffic, particularly for children.
- PLTS 3 - Represents moderate stress and is typically suitable only for adults. Even an able-bodied adult may feel uncomfortable using this facility.
- PLTS 4 - Represents high traffic stress. Only able-bodied adults with limited route choices would use this facility.

Crossings with the lowest level of PLTS therefore represent the most comfortable routes that pedestrians can take.

Figure 7: Distance Between Low-Stress Crossings



<sup>11</sup> The PLTS analysis used methodology developed by the Oregon Department of Transportation (ODOT). The framework applies simple logic similar to Bicycle Level of Traffic Stress to the pedestrian environment. The methodology considers basic details including the speed of cross traffic, crossing distance, and mitigating features like signals and refuge islands. The thresholds identified by ODOT result in a Pedestrian Level of Traffic Stress (PLTS) score from PLTS 1 through PLTS 4, as described in ODOT's *Analysis Procedures Manual*.



## Sidewalk Gaps

While the City has been successful in filling many of the sidewalk gaps identified in the 2012 PMP, gaps continue to exist. Sidewalk recommendations from the 2012 PMP that have not been constructed were carried over as location-based needs and were assessed along with needs identified by the community. Sidewalk needs were then evaluated to determine what the most feasible solution may be to fill the gap. The City strives to build standard sidewalks (curb with sidewalk elevated above road grade) whenever possible even though in some cases this can be prohibitively expensive or in conflict with environmental goals (e.g., reducing impervious surface in the Lake Padden watershed). The City will evaluate lower-cost solutions such as an alternative walkways<sup>12</sup> on a case by case basis to determine if they would meet goals of the PMP and can be maintained over time.

## Unimproved Rights of Way

There are a total of 1,257 unimproved rights of way (UROW) segments within Bellingham and its UGA. These are linear pieces of land that are under City or County (if in UGA) ownership that have not been developed into roads or other public facilities. A comprehensive assessment of these UROW segments was conducted to determine which segments may be viable to develop as pedestrian or bicycle connections. This assessment looked at environmental and topographical constraints, proximity to existing or planned pedestrian and bicycle networks, and other factors. Based on this assessment, and the fact that most of these segments have significant environmental and topographical constraints, it was determined that there are 20 segments that could feasibly be considered for development of a pedestrian/bicycle connection. Sixteen of these segments (including 3 in the UGA) were further evaluated and deemed to have potential value for the pedestrian network and have been included among the project recommendations. Full details of the UROW assessment can be found in Appendix B.

## I-5 is a Barrier

I-5 is recognized as a major barrier to pedestrian travel in Bellingham. Not only does it limit pedestrian connections, but the underpasses and overpasses that do exist are generally uncomfortable to people walking

and rolling, and in some cases are in need of safety improvements as well. Most notably, the interchanges at Sunset Dr, Meridian St, and Lakeway Dr are in need of attention to improve pedestrian safety and comfort, but there are other locations that could be improved. In the case of the Lakeway Dr underpass and associated on- and off-ramps, the needs have been captured in the [Lincoln-Lakeway Study](#). In addition, there is a need for additional connections across I-5, which may take the form of dedicated pedestrian and bicycle bridges similar to those for the Railroad Trail and at Illinois St. Close coordination with WSDOT is needed to develop projects that integrate Complete Streets principles and improve pedestrian connections across I-5.

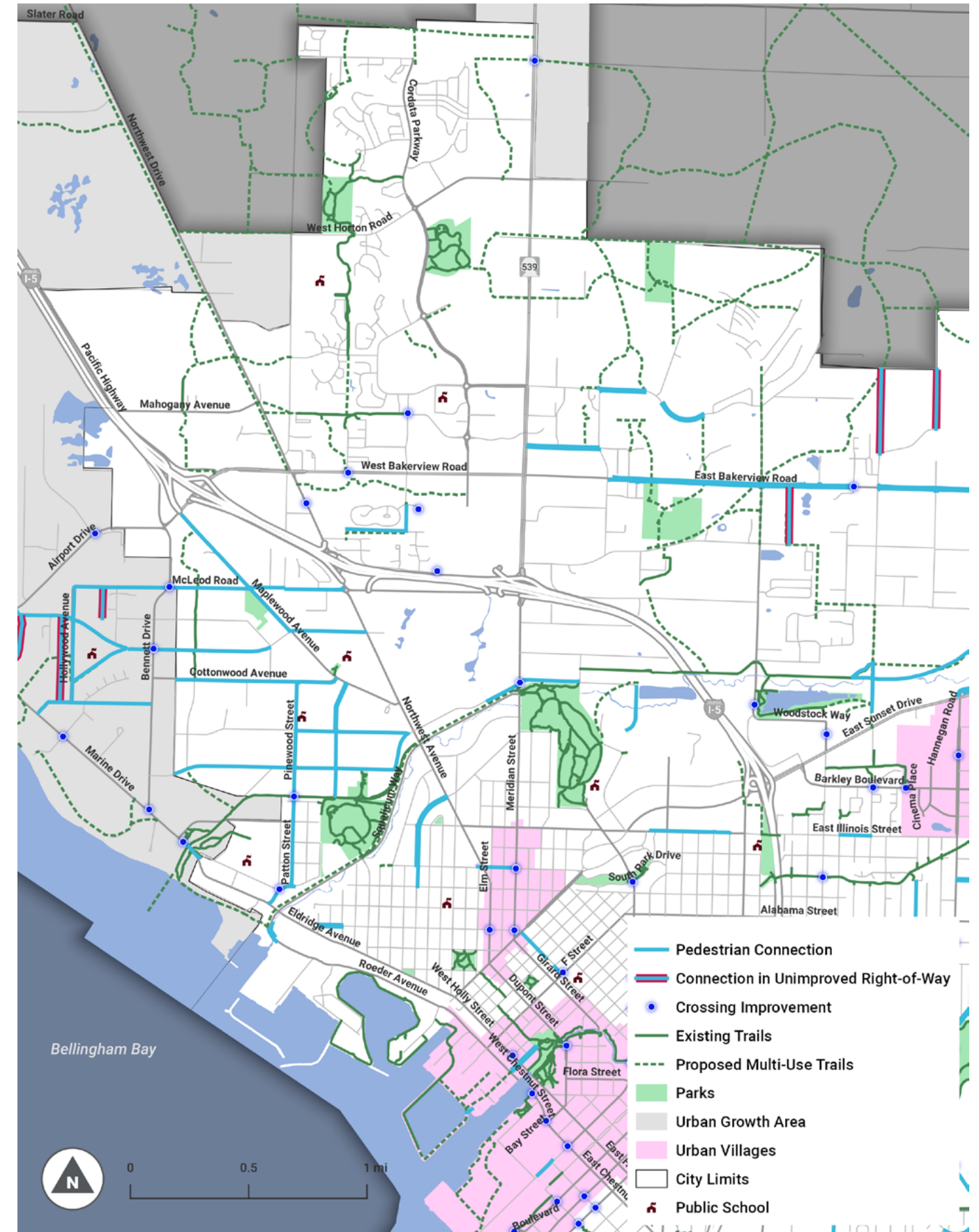
## PEDESTRIAN NETWORK PROJECT RECOMMENDATIONS

The 2012 PMP pedestrian network recommendations included over 400 crossing and sidewalk projects, requiring over \$330 million in 2020 dollars to construct. This cost far exceeds the funding that is available to the City. A goal of this Plan update is to focus project recommendations on projects that are likely to have the greatest impact in terms of safety and access and create a priority project list to guide implementation over the next 10 years. Table 7 shows a summary of pedestrian network project recommendations and Figure 7 (North Bellingham), Figure 8 (Central Bellingham), and Figure 9 (South Bellingham) show where these recommendations are located. Chapter 8 includes information on project prioritization, priority projects, costs, and implementation strategies. A detailed list of all recommended pedestrian projects can be found in Appendix E.

**Table 7:** Summary of Pedestrian Network Recommendations

Project Type	All Projects (number)	All Projects (mileage)
Crossing Enhancements	84	NA
Pedestrian Connections	121	40
Off-street Connections	18	3.5

**Figure 8:** Map of Pedestrian Network Project Recommendations – North Bellingham



<sup>12</sup> Alternative walkways are typically asphalt walkways at the same elevation of the road that are separated from vehicular traffic using an edge treatment such as wheel stops, extruded curb, or tough curbs.

Figure 9: Map of Pedestrian Network Project Recommendations – Central Bellingham

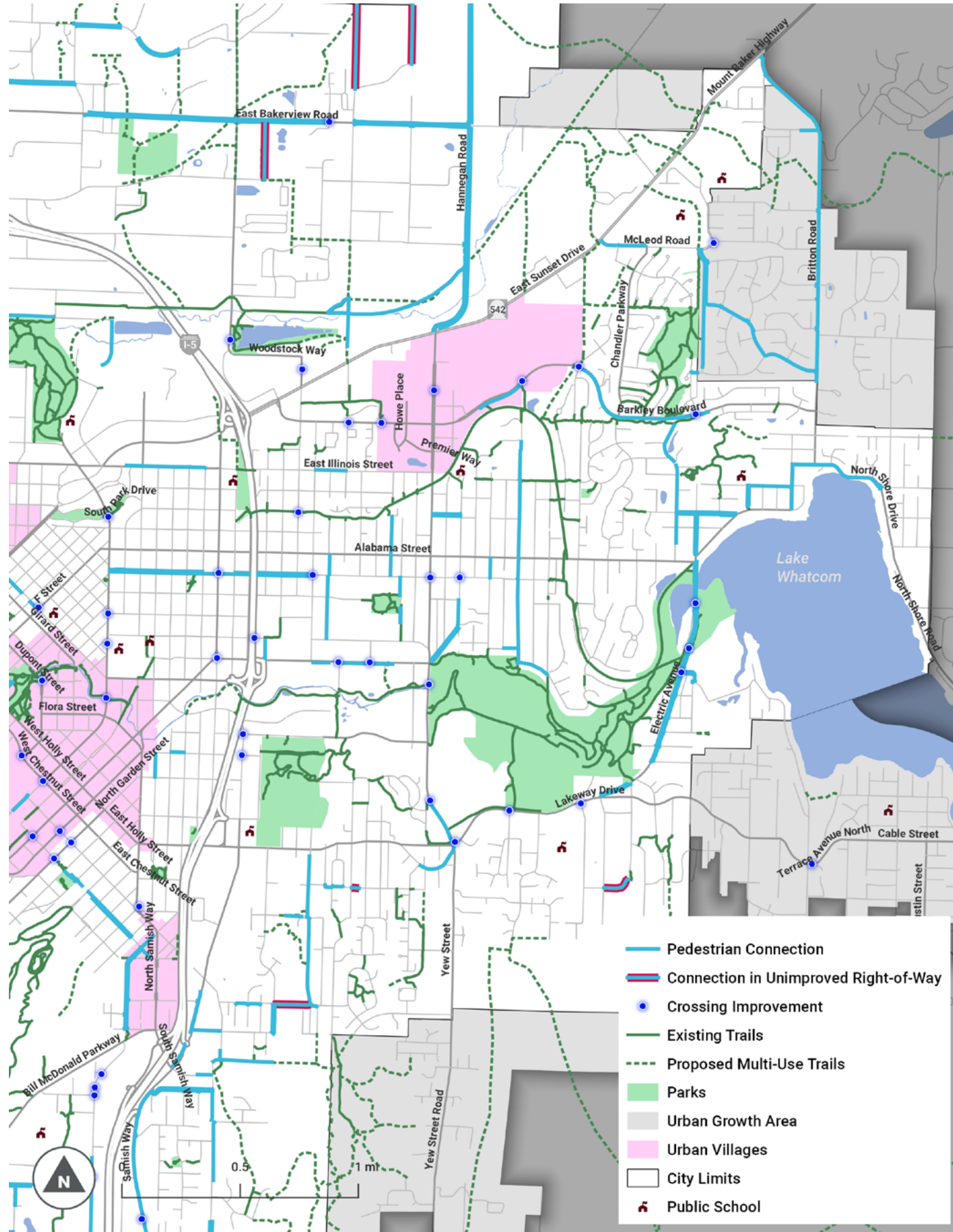
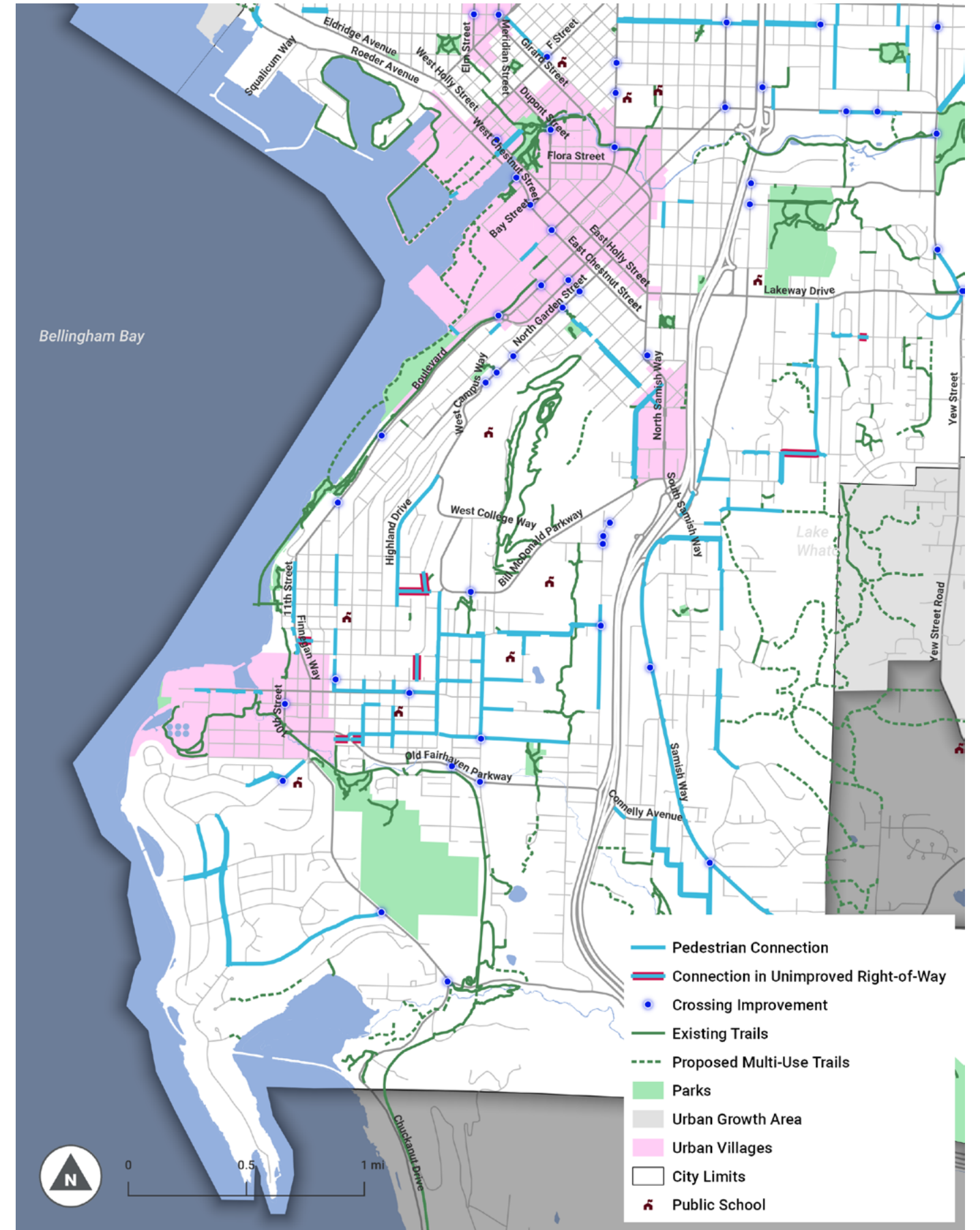


Figure 10: Map of Pedestrian Network Project Recommendations – South Bellingham

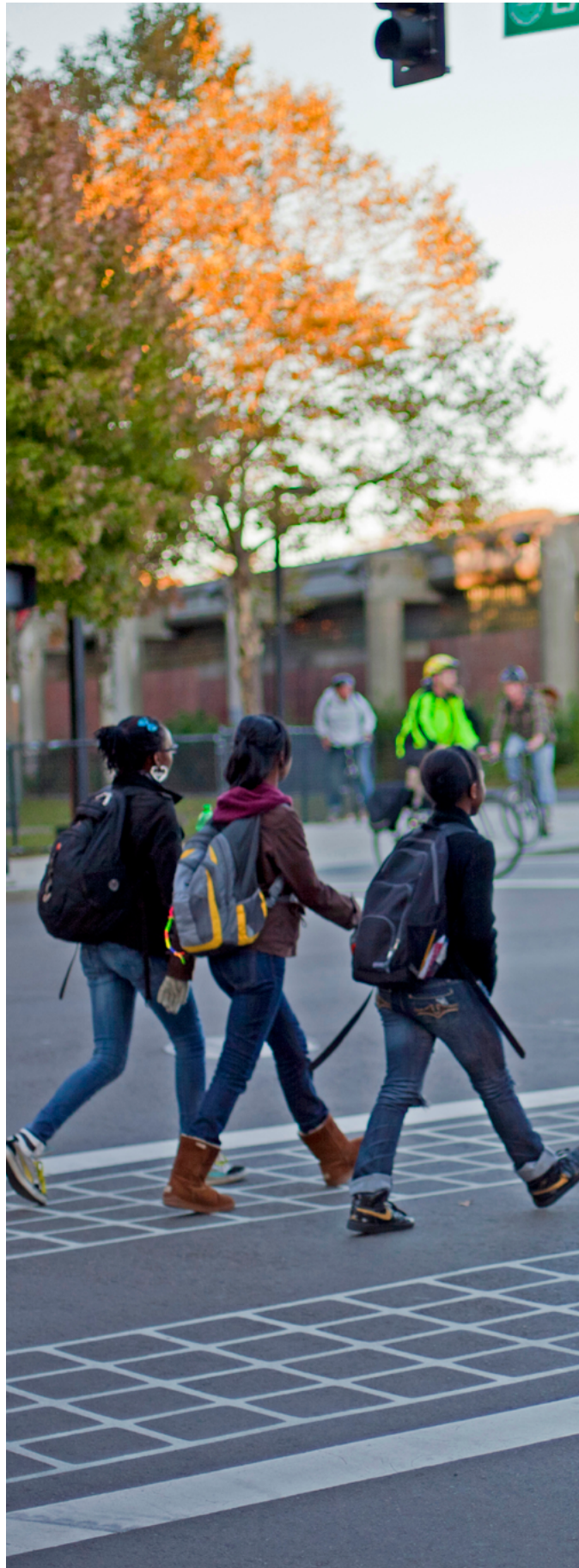




Source: Toole Design

## 7 Programmatic Actions

Programs are ongoing activities that further support the plan goals and walking and rolling in Bellingham. These actions reflect City resources, potential for partnership, and what is likely to “move the needle” in terms of encouraging and supporting walking and rolling in Bellingham. The City will continuously seek funding and partnership opportunities to implement programs in coordination with pedestrian infrastructure improvements.



Source: Toole Design

## SAFE ROUTES TO SCHOOL PROGRAMS

Providing Safe Routes to School and encouraging more students and families to walk or bike to school has many benefits including reduced congestion and vehicle emissions, safer streets, and improved health and focus for students. The City of Bellingham and the Bellingham School District should continue to collaborate to ensure infrastructure is in place to facilitate students walking or biking to school and expand encouragement programs. Future programming ideas include volunteer-led crosswalk programs, integration of national and local education programs (such as the education program by WCOG at YMCA camps) into school programming and developing school-specific Safe Routes to School Action Plans developed in collaboration with community stakeholders.

Partners for Safe Routes to School programs include Bellingham School District, City of Bellingham Public Works and Police Departments, Whatcom County Health Department, Whatcom Council of Governments, Bellingham Police Department, Bellingham Transportation Commission, and the Parks and Recreation Advisory Board.

## REDUCING DRIVING SPEEDS

Vehicle speed has a significant impact on the safety and comfort of the pedestrian experience. Most of Bellingham's streets have a posted speed limit of 25 mph, however in many cases people drive much faster than this. The City will be updating its speed limit setting policy based on latest best practice. This will entail collecting speed data, analyzing the difference between the posted speed and prevailing driving speed, and looking at crash history. This analysis will inform adjustments to the posted speed as well as where street design modifications are needed to achieve the target or posted speed. The City will also explore a citywide reduction of residential street speed limits from 25 mph to 20 mph, something other cities like Tacoma and Seattle have done in recent years.

The City is also making updates to its Neighborhood Traffic Safety Program. Traffic conditions on residential

streets can have an impact on the livability and sense of community in City neighborhoods. It is important to monitor and address safety issues on the residential streets that give the city so much of its character.

Prior to 2008 the City had a neighborhood traffic calming program, referred to as the Neighborhood Traffic Safety Program (NTSP), to reduce cut-through traffic and speeding on residential streets. The City should re-establish and update the NTSP in order to work with the community to address neighborhood related traffic safety concerns. The new program should ensure that residents can help shape and prioritize solutions for their communities through an inclusive and equitable process. The NTSP staff works with residents to find creative, data informed and community-driven solutions for local traffic issues to create safer and more connected community.

While vehicle speeds are most effectively reduced through "self-enforcing" street design, other strategies that focus on building awareness about speeding can complement speed reduction efforts. The City has a Speed Reader Board Loaner Program (aka speed trailer) which can continue to be deployed and promoted where speeding has been identified as an issue or local residents have complained about speeding problems.

Potential partners for Speed Reader Board Loaner Programs are City of Bellingham Public Works and Police Departments, Bellingham School District, and Bellingham residents.

## TRAFFIC SAFETY CAMPAIGNS

The City has launched traffic safety campaigns to promote safer behaviors of all road users, including the Travel with Care campaign (2017-2019) and Protecting Mobility for All (2021-2023). The City should continue to seek funding for future traffic safety campaigns. Key messages pertaining to pedestrian safety that should be emphasized include the following:

- Every corner is a crosswalk.
- Yield to pedestrians in crosswalks, even on multi-lane streets.
- Reduce your speed to protect pedestrians.
- Red light running is extremely dangerous and leads to serious and fatal crashes.
- Put down your device. Reduce distractions to protect pedestrians.

Potential partners for Traffic Safety Campaigns include City of Bellingham Public Works and Police Departments, Bellingham School District, Bellingham Transportation Commission, Washington Traffic Safety Council, Western Washington University, Whatcom Transportation Authority (WTA), NWRC Senior Information and Assistance, Whatcom County Health Department, and Whatcom Council of Governments (WCOG).

## WALKING AND TRANSIT INCENTIVES

Encourage and incentivize more people to walk and bike through education and encouragement activities such as special events and social media campaigns. Continue and expand marketing campaigns. Continue to provide Whatcom Transit Authority (WTA) bus passes for all employees and allocate funding to support Whatcom [Smart Trips](#). Seek opportunities to partner with companies and local employers to promote sustainable transportation options through incentives and other strategies.

Potential partners for walking and transit incentive programs include WTA, WCOG, Bellingham/Whatcom Chamber of Commerce, Western Washington University, Whatcom Community College, Bellingham Technical College, major employers, and businesses.

## OPEN STREETS AND STREET ACTIVATION

There are opportunities to close streets either temporarily or permanently to cars, or prioritize people walking, biking, and rolling by reducing vehicle access through traffic restriction measures.

Open Streets programs temporarily close streets to vehicle traffic so that people may use them for walking, bicycling, dancing, playing, roller skating, and more. They provide a safe space for people to ride and to learn just how easy it can be to get around on two wheels. While leisurely riding, participants can discover buildings, neighborhoods, and places they've never noticed before. Open Streets events encourage physical activity and social interaction and boost local businesses. They can be one-time, weekly, or monthly events, and are generally very popular and well-attended. The City should partner with other community agencies to develop a pilot event, using information and resources provided by the [Open Streets Project initiative](#).

More permanent measures for re-orienting streets to people include strict closures (i.e., blocking entry of cars) or limiting vehicle access. Different cities have given these efforts different names such as "slow streets", "healthy streets", and "pavement to parks," but all are aimed at providing more space for people and

enhancing neighborhood livability. The City of Seattle offers good examples where they have converted some neighborhood greenways (the equivalent of Bellingham's bicycle boulevards) to so called Healthy Streets, which legally allow people to walk in the street (even where sidewalks are present) and signal limited access to drivers using neckdowns and signage. Seattle also has a pavement to parks program that converts underutilized or redundant street space to space for people. Some opportunities for doing this in Bellingham include short segments of C, D, and E Streets where the western approach of these streets with Cornwall Street result in awkward intersection geometries. These short segments may be unnecessary from a traffic circulation perspective and closing them could improve safety and provide space for neighborhood street activation and amenities.

Potential partners for Open Streets and Street Activation programs include Downtown Bellingham Partnership, Bellingham Whatcom County Tourism Board, Bellingham/Whatcom Chamber of Commerce, local businesses, artists, and community groups.



Source: City of Bellingham



Source: City of Bellingham

## 8 Implementation

The recommended pedestrian projects will contribute to building out a connected and comfortable network of sidewalks, walkways, enhanced crossings, and multi-use trail connections that allow people to safely and comfortably connect to where they work, go to school, shop and recreate. Turning the ideas generated by public feedback and the analysis of needs into useful projects on the ground, is a complex task, requiring prioritization of projects, balancing of funding sources, collaboration with other agencies and City departments, and the private development community to realize best value projects that are the most feasible given the City's resource limitations. This chapter includes an overview of the City's implementation strategy, including how it prioritized projects, mechanisms used for implementation, and performance measures for tracking implementation progress.

An implementation plan that includes a fiscally-constrained prioritized project list has been developed separate from the PMP as project implementation is a dynamic process that can change from year to year based on the City's fiscal outlook and opportunities that arise from grant funding, utility and other City project coordination, and private development. The implementation plan will be revisited and updated on an annual basis.

## HOW PROJECTS ARE SCORED AND RANKED

Project prioritization is a multifactor effort that attempts to identify the highest value projects in terms of the PMP's goals balanced with the City's fiscal constraints. Pedestrian project recommendations were scored based on four factors that should inform implementation, including;

- **Goal-based prioritization**, which is tied to the PMP goals centered on safety, equity, accessibility, connectivity and trip potential, independent of practical and fiscal constraints. Scores for this factor ranged from 0 to 14 points and were normalized to a maximum of three points so that this factor would have a moderate, but still greater influence than the other three factors on final prioritization scoring. Figures 10–12 show the prioritized pedestrian projects based on goal-based criteria as presented in Appendix C.

Scores generated by the goal-based prioritization methodology were then combined with the following three factors that relate to project design, permitting, construction, and funding. These three factors take into account the realities of completing a project on any single segment of the prioritized pedestrian network based on the characteristics of that segment and the planning level scope of the project.

- **Project scale and complexity**, taking into account the relative size of the project in terms of length or impact to development or environmental factors which can lengthen design and permitting timelines, regardless of funding source. Scores for complexity were given on a 3-point scale, with the highest value being for the least complex project, elevating projects that are easier to implement. Scores were normalized to a maximum of one point in the final scoring.
- **Project cost**, which accounts for the reality of the City's fiscal resource limitations. A score based on the percentile rank of the project cost relative to the most expensive project was calculated, with a maximum of one point available. Less expensive projects were ranked higher than more expensive projects.
- **Project grant competitiveness**, which identifies projects that are likely to rank well in highly competitive state and federal grant funding programs. Competitiveness was ranked on a 4-point scale, with 4 being the most competitive. The scores were normalized with a maximum of one point scored for highly competitive projects.

Figure 11: Goal-Based Pedestrian Project Prioritization-North Bellingham

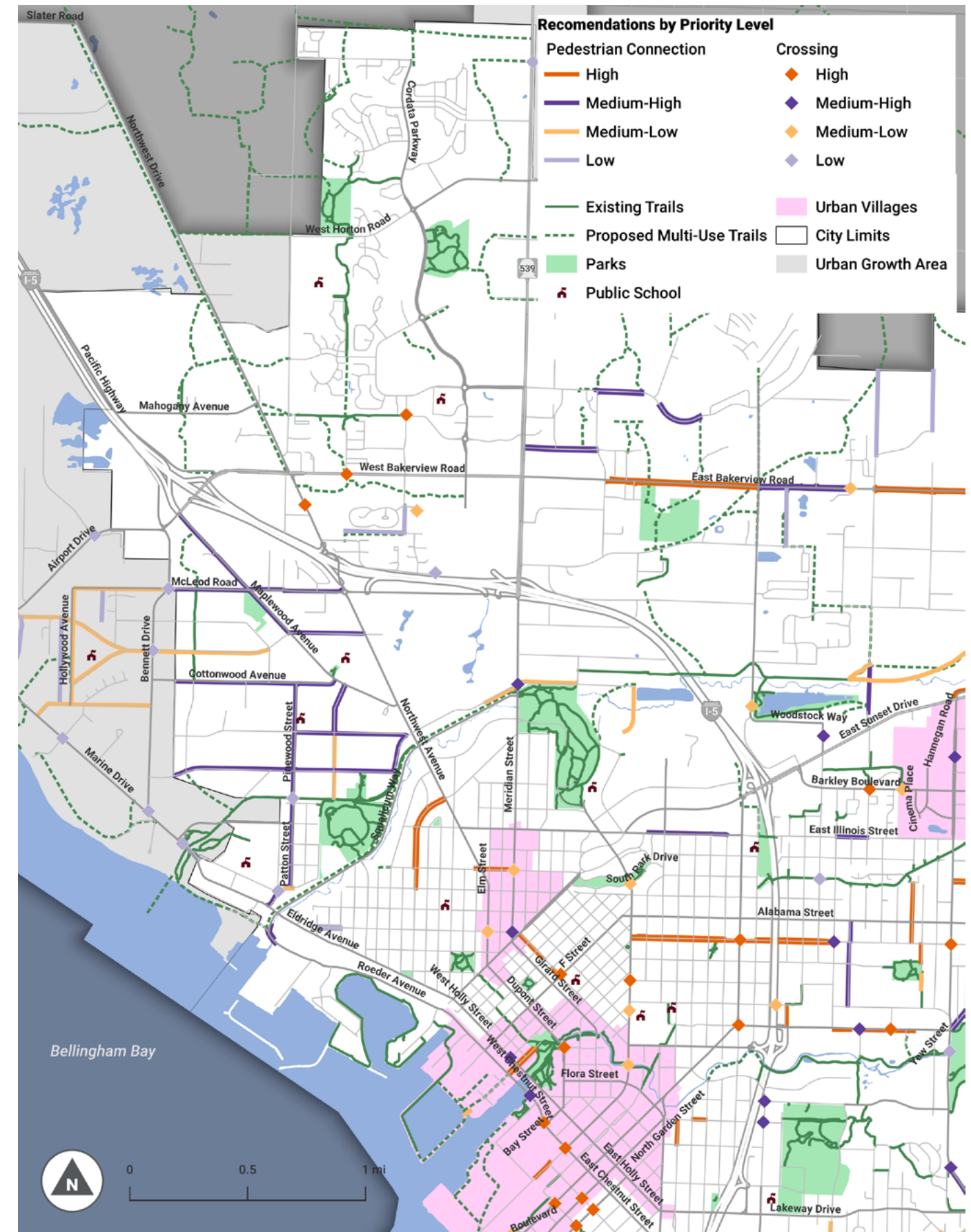


Figure 12: Goal-Based Pedestrian Project Prioritization-Central Bellingham

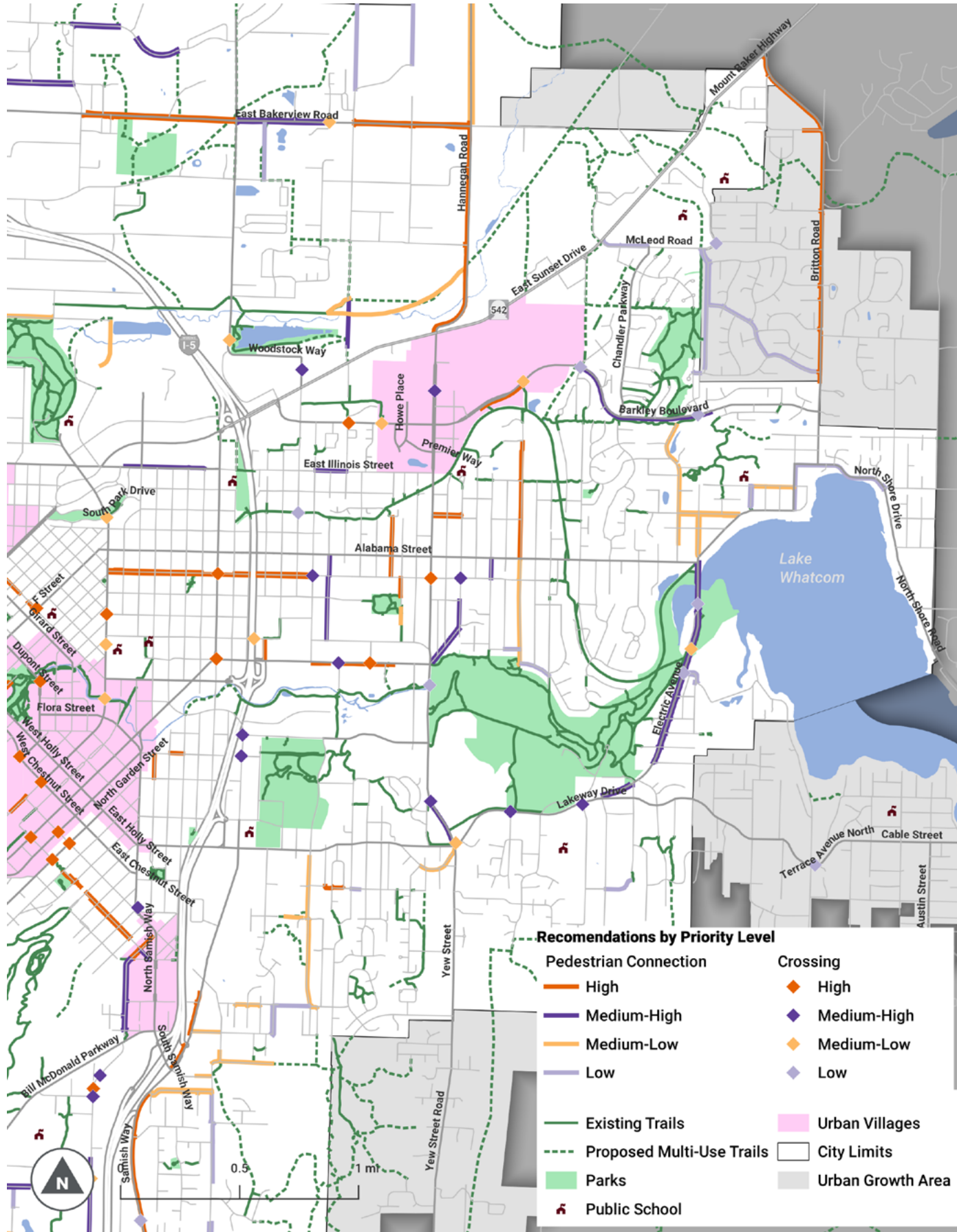
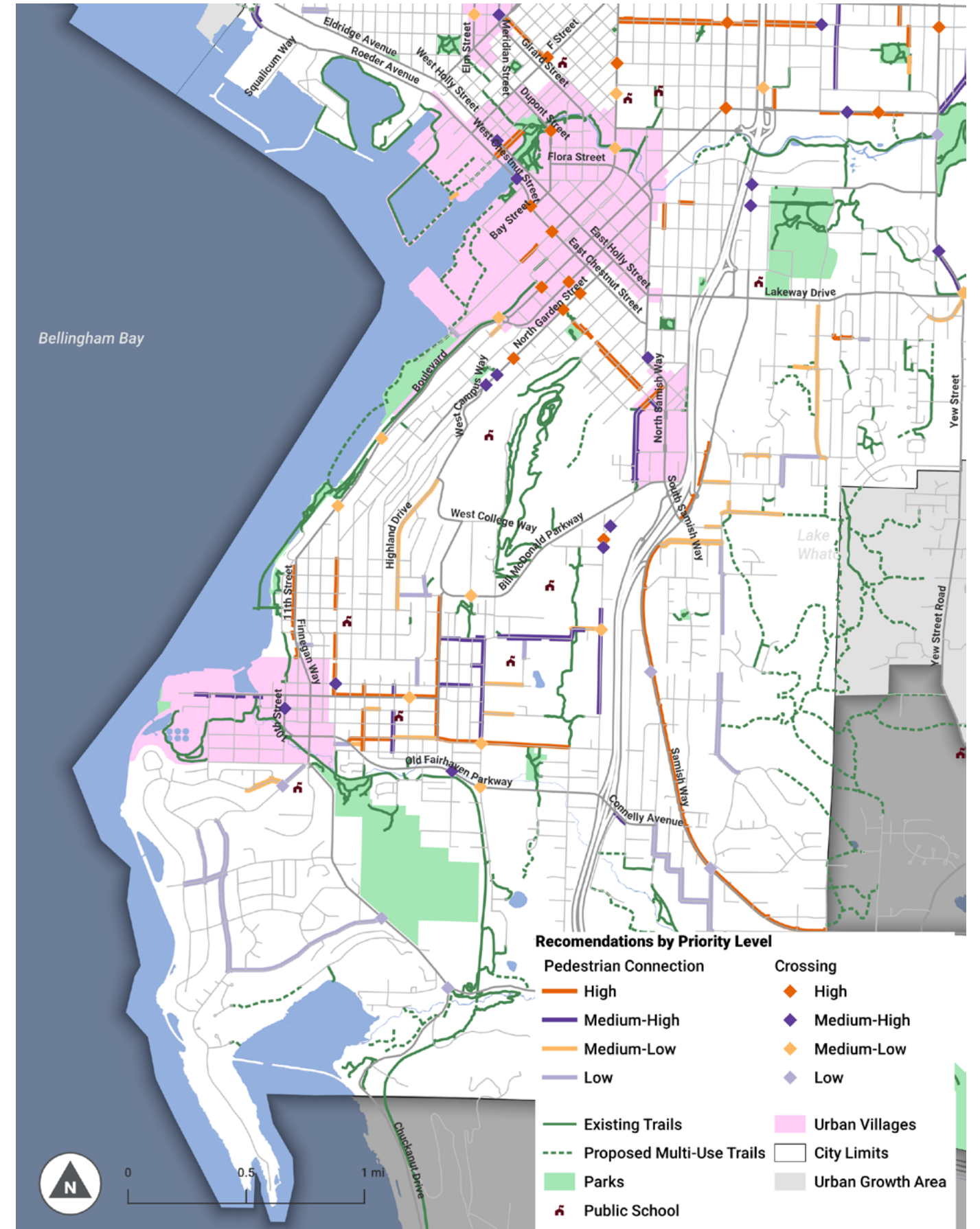


Figure 13: Goal-Based Pedestrian Project Prioritization-South Bellingham





The four scores together help to prioritize a lengthy list of projects that was identified throughout the PMP process. The scoring identifies projects that have the potential to realize the most value in terms of the PMP goals, as determined by the goal-based prioritization, and that are the most feasible for the City to implement, given the resource constraints that are captured by the other three scoring factors.

Prioritization of projects assumes that all projects are being constructed independently by the City as pedestrian projects. This assumption is likely conservative and there will be opportunities to construct projects as part of larger roadway projects, such as the James Street or Bakerview improvement projects, projects that also serve bicyclists (as identified in the BMP), as part of utility maintenance activities that impact roadways, or as part of development or redevelopment projects. If projects are able to be incorporated into development or redevelopment, some of the cost burden may be shared by private development partners. Additionally, grouping of projects into packages, as described in the “Funding Strategies” section of this chapter, could realize efficiencies of mobilization, stormwater management, utilities impacts and cost of materials and labor for installation contractors.

## IMPLEMENTATION STRATEGIES

While pedestrian projects were evaluated as individual projects, their implementation will be most resource efficient when combined into packages that leverage opportunities presented by other roadway, utility, and development projects.

Generally pedestrian projects fall into one of three categories: catalyst, complementary, and opportunity projects. The categories are a framework guiding implementation by the City through a year-by-year program which will be both deliberate and opportunistic.

- **Catalyst projects** are single large-scale project of low to moderate complexity, that are good grant funding candidates and can anchor a package of multiple geographically connected individual improvements. Catalyst projects are intended to be deliberate efforts that can be planned for through budgetary

commitments and pursuit of grant funds. Table 8 provides details on the PMP Catalyst Projects.

- **Complementary projects** are of a moderate scale or a higher complexity and are less likely to, individually, be good grant candidates. Individual complementary projects could be packaged into a single project of multiple geographically connected improvements. These projects are likely to be almost fully locally funded, although packages of complementary projects may be good grant candidates at a systemic scale. Projects with complexity concerns, such as significant need for new right of way, topographical challenges, or environmental impacts that may require extended permitting, may fall in this category.
- **Opportunity projects** are of a small scale, low complexity, and are good candidates for being either combined with Catalyst or complementary projects, or with other City projects, such as utility maintenance. Opportunity projects may also be completed in cooperation with private development. Opportunity projects are unlikely to be grant funding candidates, individually, but packages of opportunity projects may be good candidates at a systemic scale. Opportunity projects are less likely to be directly programmed for construction unless they are part of Catalyst projects, maintenance activities or roadway projects.

The following strategies were used to frame an implementation plan which has been developed separately from this Plan and will be updated on an annual basis. The implementation plan takes into account projects from the Bicycle Master Plan and is focused on developing logical packages of projects that position the City for grants and resource-efficient implementation.

### Strategy A: Develop fundable project packages

The City has had success with packaging of projects in the past decade of pedestrian project implementation and should maintain the practice. Developing packages of linear and crossing projects around one or two Catalyst projects, with inclusion of geographically adjacent and/or connected Complementary projects and Opportunity projects will allow the City to implement projects with reduced costs, reduced internal management and a more deliberate process that increases ranking in grant funding competitions. Careful packaging of projects to be large enough to be meaningful, but small enough to fit within City budgetary or grant program funding limits is important to maintaining the feasibility of implementing project packages.

#### Actions:

- Organize project packages around Catalyst projects based on known City projects, development, utility improvements, or legislative priorities.
- Limit project package construction costs to feasible and fundable amounts based on the intention to fund locally or via an identified grant program, in consideration of the grant program’s typical funding limitations.
- Pursue capital improvements funding or grant funding for higher-priority pedestrian projects and project packages.
- Identify a 5-year grant plan around expected grant opportunities and engage with grant program managers to present the planned nature of the City’s applications.
- Revisit the Pedestrian Master Plan project list every five years to identify new facility improvements and programmatic opportunities as the pedestrian network develops, assess their feasibility, gauge public support, identify funding sources, and develop implementation strategies.

### Strategy B: Identify opportunity projects

Inclusion of pedestrian improvements in other roadway, utility and/or maintenance projects is an important method of implementing the prioritized project list. Inclusion of pedestrian improvements can be accomplished with potentially lower costs due to economies of scale, and on an accelerated schedule compared to if they were to be completed as independently funded, designed and constructed projects. Projects classified as Opportunity are good candidates for this type of implementation strategy, but even Complementary or Catalyst projects could have overlap with other City work and should be pursued regardless of priority ranking if an opportunity exists.

#### Actions:

- Work with the City’s internal pavement Asset Replacement Committee (ARC) and other Public Works project managers to identify opportunities for inclusion of pedestrian projects in other project types.
- Where grant requirements or construction in conjunction with another roadway project make construction of a lower priority project possible or required by law, pursue funding sources for that project regardless of priority.

**Table 8: Catalyst Pedestrian Project List**

Project Name	Iowa Street Sidewalks & Crossings
Project ID	Linear #61
Project Limits	Iowa Street from I-5/Moore to Woburn
Project Scope	Construct infill sidewalks, upgrade curb ramps on the south side of Iowa Street. Replace signal at I-5/Moore and Iowa Street. Add HAWK signals at Iowa/Racine and Iowa/Toledo.
Planning Level Cost Estimate (\$2024)	\$5,000,000
Project Name	Fairhaven Access Complete Streets
Project ID	Linear #112 (Harris Avenue)
Project Limits	Harris & Mill Avenue between 14th and 21st, 16th & 18th between Harris & Mill, 14th between Harris & Douglas
Project Scope	Fill sidewalk gaps on the south side of Harris and construct new sidewalks on the north side. Relocate utilities as needed. Upgrade curb ramps. Construct sidewalks on one side of 16th and 18th. Construct sidewalk on the west side of 14th. Conduct speed study and construct traffic calming, if warranted on Mill Avenue. Add marked crosswalk with signage at Harris/19th and 14th/Mill.
Planning Level Cost Estimate (\$2024)	\$2,850,000
Project Name	Douglas Avenue Sidewalk Improvements
Project ID	Linear #108
Project Limits	Douglas Avenue and Taylor Avenue between 21st and 32nd Streets
Project Scope	Fill sidewalk gaps on both sides of Douglas Avenue and Taylor Avenue between 21st and 32nd. Pave existing trail at 27th Street. Add curb extensions and crosswalks at 14th and Mill. Add new marked crosswalk at Harris and 19th.
Planning Level Cost Estimate (\$2024)	\$1,940,000
Project Name	Puget Street Sidewalks
Project ID	Linear #96
Project Limits	Puget from Lakeway to Consolidation
Project Scope	Install sidewalks on the west side of Puget from Lakeway to Edwards. Install sidewalks on the east side of Puget from Edwards to Consolidation. Install sidewalks on the south side of the curve between Puget and Consolidation. Improve gravel trail connections with non-ADA surface improvements between Puget and Nevada Street. Install sidewalks along 44th Street south of the new connection.
Planning Level Cost Estimate (\$2024)	\$2,640,000

Project Name	Maplewood/McLeod Safe Routes to School
Project ID	Linear #16 (Partial)
Project Limits	Maplewood from Alderwood Ave to Bradley Ln, McLeod from Bennett Dr to Northwest Ave
Project Scope	Install sidewalks on west side of Maplewood Ave. Install sidewalks on the north side of McLeod from Maplewood to Northwest, and on the south side of McLeod from Maplewood to Bennett. Install marked crossings and curb ramp upgrades at McLeod and Burnnett.
Planning Level Cost Estimate (\$2024)	\$5,150,000
Project Name	Electric Avenue Pedestrian Connections
Project ID	Linear #77
Project Limits	Electric Avenue from Alabama to York, Flynn Street from Electric to Dakin
Project Scope	Construct sidewalk and/or other separated walkway on both sides of the road. Construct multiuse pathway on Flynn Street to connect to other improvements. Construct RRFB crossing at Electric/Flynn and at Electric and Bloedel-Donovan Park
Planning Level Cost Estimate (\$2024)	\$7,225,000
Project Name	Squalicum Parkway MultiUse Path
Project ID	Linear #33
Project Limits	Squalicum Parkway from Birchwood to W Pavilion Driveway
Project Scope	Construct a multiuse path on the north side of Squalicum Parkway
Planning Level Cost Estimate (\$2024)	\$4,300,000
Project Name	Birchwood Elementary Safe Routes to School
Project ID	Linear #23
Project Limits	Cedarwood Avenue from City limits to Birchwood, Birchwood Ave from Pinewood to Northwest, Firwood Ave from Maplewood to Birchwood, Pinewood Ave from Cottonwood to Indiana, Cottonwood Ave from City limit to Maplewood, Firwood Ave from Birchwood to Squalicum Creek.
Project Scope	Add sidewalk to the north side of Cedarwood, south side of Birchwood, east side of Firwood, west side of Pinewood, and south side of Cottonwood to improve pedestrian connections to Birchwood Elementary. Add RRFB at trail crossing of Pinewood Ave and Bay-to-Baker trail.
Planning Level Cost Estimate (\$2024)	\$8,565,000

Project Name	Texas-Alabama Pedestrian Connections
Project ID	Linear #47
Project Limits	Texas and Alabama Streets from Queen to St Clair with extensions to Railroad Trail and E Illinois at Undine and Michigan.
Project Scope	Construct sidewalks between Texas and Alabama Streets on: <ul style="list-style-type: none"> <li>• West side of St Paul (#47)</li> <li>• West side of Undine (to Railroad Trail) (#48)</li> <li>• East side of Michigan Street &amp; Superior Street (#51, 300) (to E Illinois)</li> <li>• West side of St. Clair Street (#70)</li> <li>• West side of Queen Street (#57)</li> </ul> Add crossing improvements including: <ul style="list-style-type: none"> <li>• RRFB at Texas/Woburn (#22)</li> <li>• RRFB at Texas/Yew (#55)</li> <li>• Add LPI to existing signal at Alabama/Yew (#57)</li> </ul>
Planning Level Cost Estimate (\$2024)	\$3,600,000
Project Name	11th Street Sidewalks
Project ID	Linear #104
Project Limits	11th Street from 10th Street to Finnegan Way, Gambier Ave from 11th to 12th
Project Scope	Install infill sidewalks on the west side of 11th Street, improve a gravel walkway along Gambier Avenue (non-ADA connection)
Planning Level Cost Estimate (\$2024)	\$850,000

## Strategy C: Align Planning Efforts

There are several planning documents that complement the PMP, including the Local Road Safety Plan, Parks, Recreation, and Open Space Plan (PRO Plan), and Mobility for All: ADA Transition Plan that should be maintained and updated to ensure consistency with the Pedestrian Master Plan and demonstrate alignment of City plans and policies. Each of these plans contribute to the pedestrian network and help to ensure the City has a wide range of grant funds available to assist in completion of pedestrian projects.

### Actions:

- Review and update the City's Local Road Safety Plan every two years.
- Continue to coordinate and align projects and policies identified in the PRO Plan and Mobility for All Plan.
- Review City standards to ensure alignment with current best practices for pedestrian facilities and to assist in the implementation of the prioritized project list.

## Strategy D: Explore partnerships

The City should continue to explore partnerships that have, in the past, been successful in leveraging local funding with either other agency funding or provided the required interagency support to demonstrate to grant funders the viability and importance of providing support for a project. The Bellingham School District, Western Washington University, and Whatcom Transportation Authority, among others, should be engaged to identify further partnership opportunities.

### Actions:

- Approach partnership agencies with a list of high priority projects directly affecting their constituency.
- Gather formal support letters and financial support where feasible ahead of grant funding applications for projects serving partner agencies, such as Safe Routes to School.
- Identify non-traditional grant funding opportunities for schools, transit, etc. that could have a pedestrian infrastructure component and provide City support letters, funding, etc. to those grant applications.

- Encourage inclusion of pedestrian master plan projects in capital improvements by other partner agencies.
- Maintain and develop new strategic partnerships with community agencies and businesses to promote programs that build support for walking and provide economic development potential.

## Strategy E: Focus on equity

Strategy E considers the prioritized project list as a starting point for implementing projects. Though equity-focused criteria were used to prioritize pedestrian projects additional steps can be taken to ensure a strong equity emphasis in which projects are implemented first. Those prioritized projects that do not fall within areas of the city that have historically been underinvested may be delayed in favor of high priority projects that fall within areas of underinvestment or with socioeconomic or other equity needs.

### Actions:

- Provide proactive opportunities for continued public input on project implementation, especially among groups who have had limited input in the Plan.
- Review available City data on historical investment and socio-economic needs.
- Identify transit-dependent communities and prioritize projects, especially those with a transit link, in those areas of the City.

## FUNDING SOURCES

This Plan identifies a robust and comprehensive pedestrian network, as well as programmatic actions, that will require substantial resources to implement.. Development of the complete network is the long-term goal for the City. However, even with dedicated funding sources such as the Transportation Fund (T-Fund)<sup>13</sup>, it is not possible to complete all the projects identified through this planning process in the 10-year timeframe of the Plan. The City of Bellingham estimates that sales tax revenue generated through the T-Fund may provide about \$4 million annually for pedestrian- and bicycle-focused capital improvements. Based on historical Public Works data on the allocation of T-Fund funding, an assumption has been made that 75% of the T-Fund

<sup>13</sup> The Transportation Fund is derived from a 0.2% sales tax, which was approved by Bellingham voters in 2020 for a 10-year period and will remain until December 31, 2030.

revenue could be used for prioritized pedestrian and bicycle projects. The actual percentage of T-Fund funding allocated to pedestrian improvements will need to be decided each year by the City Council serving in their capacity as the T-Fund Board of Directors and can be changed year to year.

Acquiring non-local funding for projects and programs is a key factor in meeting the goal of rapid implementation of the PMP project list. The estimated cost to implement all the projects recommended in the PMP is \$214,500,000. The City's annual funding dedicated to pedestrian and bicycle projects over a 10-year period is approximately \$43,500,000, resulting in a shortfall of about \$171,000,000. Therefore, without identifying significant additional funding sources, the City must seek other funding partnerships and opportunities to implement the project list.

Identification through the project prioritization and categorization process of likely grant candidate Catalyst projects and project packages is the first step towards bringing in non-local state and federal funding to help build out the pedestrian network.

Pedestrian projects and programs are funded through multiple sources, and not all sources apply to all projects. Many non-local grant funding sources require a local funding match, and most are competitive based on project merit, adherence to grant criteria, and state or federal facility standards and procedures. The City's transportation planners have been very successful in leveraging local funding to secure state and federal grants for multi-modal transportation improvements. Table 9 provides examples that illustrate the mix of funding sources used by past City of Bellingham infrastructure projects.

**Table 9: Project Funding Examples**

Cost Estimate by Funding Source (in thousands of 2022 Dollars)							
Project Name	Street Fund	T-Fund	Private Mitigation	WTA / Bellingham Schools	STBG <sup>14</sup> / SRTS <sup>15</sup> (Federal)	WSDOT Ped-Bike	TIB <sup>16</sup> (State)
Telegraph Road Multimodal Safety Improvements	\$1,850	\$3,250	\$250	\$107	\$1,650	N/A	\$100
W. Illinois St Pedestrian and Bicycle Safety Improvements	N/A	\$800	N/A	N/A	N/A	\$1,357	\$550
E Maple/ Lincoln St Intersection Safety Improvements	\$70	N/A	\$100	N/A	N/A	N/A	\$480
Parkview ES Safe Routes to School	N/A	\$250	N/A	\$150	\$1,620	N/A	\$350

<sup>14</sup> [Surface Transportation Block Grant Program.](#)

<sup>15</sup> [Safe Routes to School](#)

<sup>16</sup> [Transportation Improvement Board, Complete Streets Award](#)

A full list of funding sources available to the City to plan and construct pedestrian facilities, or to provide awareness, encouragement, or education programs is provided in Appendix D. The funding sources represent a snapshot in time (i.e., as of 2024) and may change over the course of the anticipated 10-year implementation period for the master plan projects.

## PERFORMANCE MEASURES

Performance measures help to assess progress in meeting goals around safety, equity, connectivity, and accessibility. Performance measures are also a way to objectively document and celebrate the impact the City's investment in pedestrian infrastructure has over time, helping the City's policy makers continue to support and possibly expand financial resources for project implementation.

The performance measures for the pedestrian network are based on the following principles:

- The measure is policy-driven and can be supported by data.
- Data can be collected with available resources.
- Data are consistently available over time.
- Data allow year to year comparisons.
- The results are understandable to the general public.

Proposed performance measures build on Bellingham's Transportation Report on Annual Mobility (TRAM) and are intended to demonstrate that investments in the pedestrian network are effective and well managed.

Specific Performance Measures based on the PMP goals and the criteria used to prioritize projects include:

**Table 10: Performance Measures**

Performance Measure	Performance Goal	Metric	Data Source
<b>Goal 1 - Safety: Improve pedestrian safety through well-designed facilities along and across roadways, and by promoting safe driving, walking, and bicycling behaviors.</b>			
Pedestrian crash rate	Reduce rate of all crashes involving pedestrians	Compare year-over-year number of crashes as a rate per 1,000 population <sup>17</sup>	Bellingham Police WSDOT
Serious injury or fatal pedestrian crashes	Eliminate all crashes involving pedestrians resulting in serious injury or fatality	Compare year-over-year total number of serious injury and fatal crashes <sup>17</sup>	Bellingham Police WSDOT
<b>Goal 2 - Equity: Provide accessible pedestrian facilities for all ages and abilities through equitable community engagement and infrastructure investments.</b>			
Accessible sidewalks and crossings	Complete the City's ADA transition plan	Percentage of completed projects with high ADA scores	Bellingham Public Works
Areas of historical underinvestment or greatest need	Increase investment in areas of historical underinvestment in the City	Percent of all projects completed and percent of dollars invested in identified areas of the City	<a href="#">Washington Environmental Health Disparities Map</a> , Bellingham Public Works

<sup>17</sup> if crash rates are already low, a single crash can skew year-over-year results

Performance Measure	Performance Goal	Metric	Data Source
Access to low-income housing	Increase access to low-income housing	Number of projects within ¼ mile low-income housing	Bellingham Public Works, Planning
<b>Goal 3 - Connectivity and Access: Provide a citywide network of accessible, efficient, and convenient pedestrian infrastructure that connects homes, jobs, transit, shopping, schools, services, and recreation areas.</b>			
Sidewalk condition	Repair or replace 5% of poor quality sidewalks	Linear feet of sidewalk repaired or replaced compared to total linear feet identified in survey <sup>18</sup>	Bellingham Public Works
Transit connections	Increase number of transit stops accessed by separated sidewalk/walkway and enhanced arterial crossings	Compare year-over-year percentage of transit stops with pedestrian facilities and crossings	Public Works, Whatcom Transit
School walk routes	Pedestrian facilities on all school-designated walk routes	Compare year-over-year percentage of school-designated walk routes with pedestrian facilities	School district, Public Works
Complete pedestrian network	Advance the total mileage of the City's pedestrian network	Compare year-over-year mileage of pedestrian facilities <sup>19</sup>	Public Works
<b>Goal 4 - Increase Walking Trips: Support Bellingham's climate action goals by increasing the proportion of trips made by walking and rolling through investments that remove access barriers and create a safer and more inviting pedestrian experience.</b>			
Citywide walk rate	Increase in walk rates	Compare year-over year number of actual or estimated pedestrians at designated locations throughout the city.	Public Works (Use pedestrian counters or subscribe to mobile phone data vendor), manual counts
Rate of kids walking to school	Yearly increases in rates of kids choosing to walk to school	Documented increase in walk rates during annual classroom surveys in elementary schools <sup>20</sup>	Bellingham School District

18 Bellingham Public Works collects data on sidewalk condition every four years, generating a list of candidate sidewalk segments for repair and/or replacement

19 pedestrian network and facilities can include walkways, wide shoulders, greenways/shared spaces and trails in addition to sidewalks. Improvement of crossings between non-sidewalk facilities could represent an increase in mileage of facilities.

20 maintaining annual walk surveys assists the City with a requirement for applications to WSDOT's Safe Routes to School grant funding program

The City should continue to report out a summary of performance measures in a consistent, user-friendly and easy to read format, providing to Council in a public forum, and posting on the City website. The report of performance measures should be updated annually with comparisons to at least the last three years' data as a benchmark to demonstrate changes in data and improvements to the system.



Source: Toole Design



Source: City of Bellingham

# Appendices

**Appendix A: Engagement Summary**

**Appendix B: Unimproved Right-of-Way Assessment**

**Appendix C: Goal Based Prioritization Framework**

**Appendix D: Funding Sources for Pedestrian Projects and Programs**

**Appendix E: Project Lists**

# Appendix A: Engagement Summary

## PEDESTRIAN PLAN UPDATE COMMUNITY ENGAGEMENT SUMMARY

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# 1 Executive Summary

## Project Background

The City of Bellingham is updating the city-wide 2012 Pedestrian Master Plan and 2014 Bicycle Master Plan which identify strategies for improving walking and biking environments. The plan updates build upon the efforts the 2012 plans and resulting projects in the past decade to advance safe, connected walking and biking networks and supportive programs that encourage active transportation in Bellingham. In doing this, the plan updates look into how the active transportation environment is working for the Bellingham community and suggest recommendations for infrastructure improvements and policies that will improve the community's experience of active transportation.

The Pedestrian Master Plan Update focuses on integrating the ADA Transition Plan and further refining the project list, priorities, and design toolbox created for the 2012 plan in order to better reflect the present and future of Bellingham and the City's available resources and needs. Revising and adding to the pedestrian and bicycle areas is a core part of the plan, as well as taking into account Bellingham's urban growth areas and considering the network value and feasibility of integrating unimproved rights-of-way. Community engagement has been an integral part of the plan update to build awareness of existing projects and networks. Hearing from the community about their needs and vision for the city can inform projects, programs, and priorities for further building out the pedestrian and bicycle networks for people of all ages and abilities to safely and conveniently walk, bike, and roll in Bellingham.

## Community Engagement Plan

The 2012 plan had a robust engagement strategy that gathered information on the needs and attitudes of Bellingham area residents concerning walking in their communities. A city-wide survey was used as the main form of engagement, asking questions on walking behavior, strengths and weaknesses of the existing pedestrian environment, and neighborhood attitudes toward walking as a transportation and/or recreation mode.

As the first Pedestrian Master Plan, the 2012 plan was a pioneering large-scale effort to hear from the community and use their input to inform pedestrian infrastructure projects. The current plan update aims to build upon this extensive effort through a multi-step Community Engagement Plan that includes several forms of engagement throughout the plan process. The engagement plan focused on integrating new technologies for community engagement such as interactive web maps, creating additional methods of engagement to reach communities that have not yet had the chance to voice their opinions about pedestrian conditions across the city, sharing feedback with the community, and being flexible and nimble as the community and conditions change. The engagement methods included in the plan are listed below, in addition to the amendments made as we adapted along the way.

## Engagement Plan Methods

Plan promotion has been continuously taking place since the launch of the project, and information has been shared with the public throughout the plan process. Commenting periods take place during the discovery phases of each plan (see Figure 1). This memo focuses on the methods used and findings gleaned from the discovery phase for the pedestrian plan.

Figure 1: Engagement timeline for the public highlighting commenting periods for each plan



The community engagement plan aimed to be both open – we wanted to give the opportunity for the entire Bellingham community to share their thoughts – and targeted – we wanted to ensure that we engaged with community members whose work and everyday life is shaped by pedestrian infrastructure, who have traditionally not had the chance to participate in previous planning efforts. Both in-person and virtual engagement methods were included to meet people where they were while maintaining a channel where they could share their thoughts at any time.

## Open Engagement

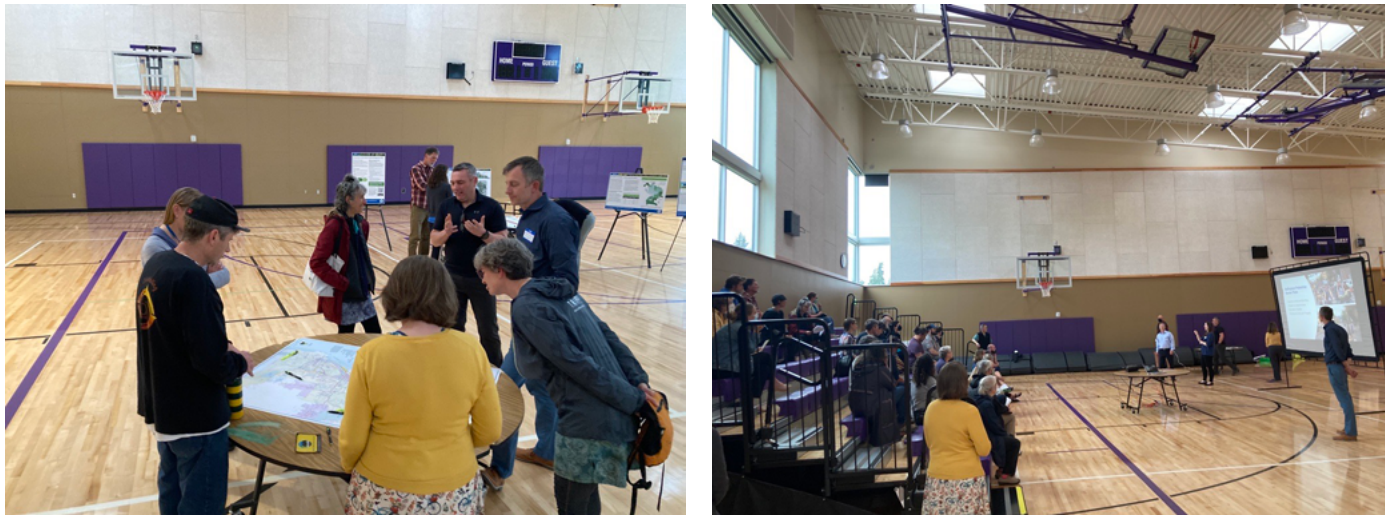
Open engagement included open houses, an interactive web map, and an online survey, and promotion at various events across Bellingham:

- We held an **open house** attended by over 60 people in June 2022. Shuksan Middle School was chosen as the venue because it was accessible by public transit, bicycle, and car and is a neighborhood that had not hosted previous community engagement open houses. There was a short presentation and Q&A with city staff about the project and there were stations around the venue where people could annotate their thoughts on a physical map, fill out the web map and survey and read boards about the project process, and speak with City and consultant staff.
- The **Engage Bellingham** platform was used throughout the engagement process as the “home base” where the community could keep up to date with the stages of the project and learn about ways to get involved. The platform also had a space for public comments. The Engage Bellingham platform also hosted key promotional messaging including an informative fact sheet and a video in English and Spanish that outlines the plan updates and how to get involved. The web map and survey were accessible via EngageBellingham.org.
- An **interactive web map** was created by Toole Design, and the link was shared on Engage Bellingham to create a space for Bellingham residents to note the locations where they were facing issues or barriers to accessing key destinations while walking and where they would like to see improvements. The web map also allowed people to see comments that other people had made and to explore the existing conditions. The survey was open for slightly over one month May 18 – July 4 2022.
- An online **survey** accompanied the interactive web map on the mapping platform. Participants were offered a set of optional demographic questions as well as a suite of questions about their walking experience in Bellingham and what they thought could be improved. The survey was also distributed in hard-copy form for use by community members who did not have access to or preferred not to use a computer or other device to complete the survey.



**Figure 2:** Community members at the City presentations and collaborative mapping at the June 2022 Open House

**Figure 3:** City presentations and collaborative mapping at the June 2022 Open House



## Targeted Engagement

Targeted engagement made use of the rich landscape of existing community groups that are operating in Bellingham. Targeted engagement had two aims: first, to engage communities that had not previously had the opportunity to add their voice to previous planning efforts in the city and that may be marginalized due to language, locational, or accessibility barriers, and second, to draw upon the specialized knowledge that certain interest groups have based on their everyday experiences with navigating Bellingham.

- The project team held **Technical Review Committee (TRC)** meetings, which were meetings with local groups whose work and daily life intersect with walking in Bellingham. The TRC groups participating are listed below. During the TRC meetings, the project team provided a brief presentation on how and when the City is proposing to update the Pedestrian and Bicycle Master Plans in 2022-2023. General discussion took place based on a set of prepared questions. TRC members were also asked to make use of Engage Bellingham and the interactive map and survey as they refined their inputs.
  - April 26, 2022: Walk-N-Roll Bellingham
  - May 11, 2022: Whatcom County Bicycle Pedestrian Advisory Committee (BPAC)
  - June 1, 2022: Whatcom Transportation Authority
  - June 10, 2022: Whatcom Council of Governments (WCOG) – Whatcom Smart Trips
  - June 13, 2022: Mercy Housing
  - June 17, 2022: Bellingham Housing Authority
  - June 17, 2022: Aging Well Whatcom
  - July 5, 2022: ADA Advocate Mark Challender
  - July 11, 2022: Western Washington University
  - August 15, 2022: Bellingham School District
- The project team also had a presence at ongoing Neighborhood Association meetings, including Cordata/King Mountain and others. Similarly to the TRC meetings, the project team provided a brief presentation on how and when the City is proposing to update the Pedestrian and Bicycle Master Plans in 2022-2023. Prepared questions guided a semi-structured discussion about the challenges and opportunities in the host neighborhood.

## AMENDMENTS TO THE ENGAGEMENT PLAN

Learning from the community is a crucial part of engagement, and it was a priority for the Engagement Plan to be able to adapt to people's preferences and feedback. A number of amendments were made to the plan based on feedback and new information that we learned from the community, such as new events and requests for promotional materials.

### Low-tech Alternatives

One major amendment that was made to the plan was to make sure that all virtual engagement was accompanied by a "low-tech" alternative. Considering that not everyone was comfortable using online surveys and maps, print materials became an important aspect of engagement to make sure that people were able to access engagement materials in person even if they were not able to attend events. The project team ensured that the permit center and public library had paper surveys for people to fill out. They also dropped off surveys at senior centers and farmworker housing in both English and Spanish.

### Physical Presence

Adding a physical presence for the plan allowed the project team to engage one-on-one with the community members and allowed us to garner interest throughout the commenting period. Engaging with communities offered an excellent opportunity for making more connections to other community groups, such as meeting an AIROW representative at the May 1st Bicycle Ride which led to a presence at the AIROW event. Project team staff had a presence at the events listed below.

- Community Bicycle Ride, May 1st, 2022
- The AIROW Project: Adaptive and Inclusive Recreation of Whatcom County Adaptive Bike Demo, May 22nd, 2022
- Waterfront Farmer's Market, June 15th, 2022
- Sandwich board signs placed at high-traffic areas in Waterfront area during WMBC NW Tune-Up Bike Festival, July 8th–10th, 2022

Another strategy that the project team established to increase the physical presence for the plan was to post promotional materials at key locations, including posters and promotion cards with a QR code that linked to the Engage Bellingham site at the following bicycle stores and at seven public billboards on Galbraith Mountain.

- Kona Bike
- Fanatik Bike Co.
- Trek Bicycle
- Bellingham E-Bike
- Earl's Bike Shop
- Fairhaven Bicycles
- Alleycat Bike Shop
- Fairhaven Runners & Walkers
- BBay Running
- The Hub
- Cafe Velo

Figure 4: Fact Sheet

## Bellingham Bicycle and Pedestrian Plan Updates

FACT SHEET - UPDATED 04/2022

### What are the Bicycle and Pedestrian Master Plan Updates?

The City of Bellingham is updating the city-wide 2012 Pedestrian Master Plan and 2014 Bicycle Master Plan. These plans identify strategies for improving walking and biking environments and the updates to these plans will continue this work to advance safe, connected walking and biking networks and supportive programs that encourage active transportation in Bellingham.

The Pedestrian Master Plan Update will focus on integrating the ADA Transition Plan and other relevant plans, identifying and prioritizing needs in the urban growth areas, and further refining the project list, priorities and design toolbox to better reflect the City's available resources and needs.

The Bicycle Master Plan Update will focus on refining the bike network based on what's been implemented since the plans adoption in 2014, identifying the potential for new network connections, and evaluating where all ages and abilities bikeways may be appropriate and feasible.

### How will the updated Plans be implemented?

Each plan will take into account the progress the City has made in implementation, public input on network needs, feasibility of incorporating unimproved rights-of-way, and prioritize future projects based on costs and benefits for the entire Bellingham community.

Suggested recommendations will be implemented over time and the Plans will be updated over time.



## Bellingham Bicycle and Pedestrian Plan Updates

FACT SHEET - UPDATED 04/2022

### Key Areas of Focus

- Identifying and prioritizing projects that will improve safety, access and connectivity of walking and biking networks, including urban growth areas.
- Assessing the feasibility and benefits of incorporating unimproved rights-of-way into the walking and biking networks.
- Developing a funding and implementation strategy.
- Coordination across all City departments.

### How can I get involved?

- Show us your suggestions and answer questions on an [interactive webmap](#).
- Attend a [community event](#).
- Participate in a [neighborhood association meeting](#).
- Submit a [public comment](#) to the Transportation Commission or City Council.

### Project Timeline



Visit [engagebellingham.org](https://engagebellingham.org) for more information, plan progress and updates.

Email [pedbikeplans@bellingham.org](mailto:pedbikeplans@bellingham.org) with any questions.



## EQUITY CONSIDERATIONS

Equity and inclusivity were driving factors in the community engagement process. These values guided the engagement plan and the ways in which we used a variety of different formats and locations, ensuring that multiple languages including Spanish and ASL were accessible, and that people with limited schedules could always participate throughout the entire commenting period through EngageBellingham.org. Equity considerations included choosing a school that was accessible using public transit, ensuring that all materials were equally provided in both Spanish and English, and providing translation and ASL interpretation services. The survey itself also had a number of equity considerations, including translation, limiting the use of technical language, and including optional demographic questions that survey responses could be disaggregated by demographic group to understand how plan outcomes may affect communities differently. Finally, the use of paper materials in addition to online options ensured that more people could get involved.

## 2 OVERALL FINDINGS

### People are enthusiastic about the existing improvements.

There is a significant proportion of the population that uses and depends on pedestrian infrastructure as well as bicycle and transit for their primary modes of transportation. Existing trail crossings, pedestrian networks and sidewalks are of use to the Bellingham community, and general feedback was to have more widespread coverage of these facilities.

### People want to see more crossings on major arterials and neighborhood streets.

Interstate 5 (I-5) came up repeatedly as a barrier and area that would benefit from crossing opportunities, however it is limited in terms of feasibility. Several other locations were flagged by the community as areas of concern that could benefit from improved crossings, including but not limited to Eldridge Street, the Wharf Street Roundabout, Lakeway Drive, Woburn Street and Old Woburn Street, James Street, 32<sup>nd</sup> Street, 21<sup>st</sup> Avenue, Cable Street and Hollywood Avenue in the urban growth areas.

### People are open to alternative walkways, but they will require a certain standard that centers the safety and human-scaled experience.

As the City explores proposed alternative walkways rather than the traditional sidewalk, the topic was brought up in TRC and other discussions. TRC participants were supportive of the idea to have a high impact with limited resources, but also wanted to feel a distinct separation between walking and cars on the road. In addition, people in the survey noted that all sidewalks are not equal and wanted to make sure that all sidewalks, including alternative walkways, are of high quality.

### There is heightened interest in sidewalk presence on neighborhoods and arterials as well as a commitment to more pedestrian infrastructure.

New sidewalks and sidewalk connections were requested throughout the city. East Bakerview Road and James Street were mentioned several times as priorities for new sidewalks, as well as Samish Way, Viewcrest Road, an Fieldston Road. In addition, community members wanted to see more pedestrian-centered design and had ideas including bringing back the idea of making Railroad Avenue a pedestrian mall.

### Policy recommendations centered around safety, focusing on education, enforcement and reduced speed limits.

There are many safety concerns with current vehicle behavior. Survey participants said that cars were "aggressive" and traffic is "speeding above the limits always". When responding to the question about the most effective policies to support active transportation, 201 survey participants recommended education, 496 recommended enforcement, There were numerous requests for lowered speed limits of 20-25 mph for certain street types, and some survey

Figure 5: Still from Plan Promotional Video with Spanish Subtitling

From	To	Recommended Improvement	Final Prioritization Score	Estimated Cost
Hatch	Whitman	Bicycle Boulevard	44,922	\$
Clatsop	Ellis	Further Study Needed	67,312	
Lakeview	Cornwall	Mixed	53,317	\$
Whitman	Lynn	Mixed	48,542	\$2
Old	Ray	Further Study Needed	46,140	
Ray	Ellis	Mixed	46,140	\$4
Old Fishermen Parkway	Donaghy	Bicycle Boulevard	45,853	\$2
Illinois	Jones	Further Study Needed	42,037	
Bill McDonald	Glendale	Bicycle Boulevard	41,608	\$1
Whitman	Magrath	Upgrade Existing Bike Lane	40,737	
North	Jones	Bicycle Boulevard	40,735	
Roadway	Cornwall	Bike Lane	40,539	
11th	Edith	Bicycle Boulevard	38,584	
Northwest	Alport	Mixed	38,160	
7	Home	Mixed	35,805	
Horton	Bakerview	Bike Lane	35,442	
Melrose	Telegraph	Further Study Needed	34,868	
Franklin/Division	Illinois	Mixed	34,755	
Trail Connection	Lyons	Bike Lane	31,955	
McLeod	Lyons	Bike Lane	31,955	
<b>Medium-Term Projects</b>				
Wharf	Frank	Upgrade Existing Bike Lane	31,867	
State	Magie	Bicycle Boulevard	31	
Cornwall/Airland	Brookway	Bicycle Boulevard		
Cornwall	Whitman	Mixed		
Harvest	Merrillan	Bike Lane		
	John	Bicycle Boulevard		



y generarán una lista priorizada y factible de proyectos

## Prioritization

## Priorización

participants supported the idea of increasing automated cameras for speeding and red light running. Reduced speed limits came up in almost every discussion the City had with the Bellingham community.

**Ability, age, race, and location affected peoples access to and feelings toward the pedestrian environment in Bellingham.**

Vision impairments, mobility impairments, and income were all cited as important factors in navigating the city as a pedestrian. Specific locations were mentioned in web maps and in write-in comments, and in TRC meetings people suggested that a focus on seniors and people with disabilities would improve pedestrian outcomes overall. TRC participants encouraged Bellingham to go beyond checking boxes with ADA compliancy to ensure that streets are fully functional for people with disabilities, and survey respondents mentioned the importance of maintenance in ADA compliancy. Finally, children were an area of focus, and there was strong support for infrastructure that supported Safe Routes to School programming and a general focus on improvements to areas used by students.

**OUR REACH**

**Figure 6:** Our reach of the Bellingham community by the numbers



**WEBMAP**

There were 488 map comments (232 line and 256 point), and 574 people in total interacted with the web map and the survey. The web map comments largely had an even spread throughout the city, showing that there was significant representation from all neighborhoods. Particular areas of activity included Downtown, Happy Valley, Fairhaven, Roosevelt, Barkley Village and more. The Urban Growth areas were overall less represented by the web map comments, except for some comments west of Birchwood for some comments in north of Barkley. Areas of concern on both the line and comment maps included Lakeway Drive, 32nd Street, Eldridge Avenue, Filedston Road, Viewcrest Road, and Electric Avenue, amongst others.

Many of the comments interacted with each other, with comments echoing or supporting what others had already said creating a discussion on the map itself. Participants were able to choose a certain category before creating a point or line. Looking at these categories that pertained to pedestrian infrastructure (noting that the bicycle-related comments will be included in the bicycle summary) can give insight into the improvements most requested by the community. Intersections were a main concern, as well as sidewalk improvements or construction, and issues with vehicle traffic.

**Figure 7:** Categories of web map responses pertaining to pedestrian infrastructure

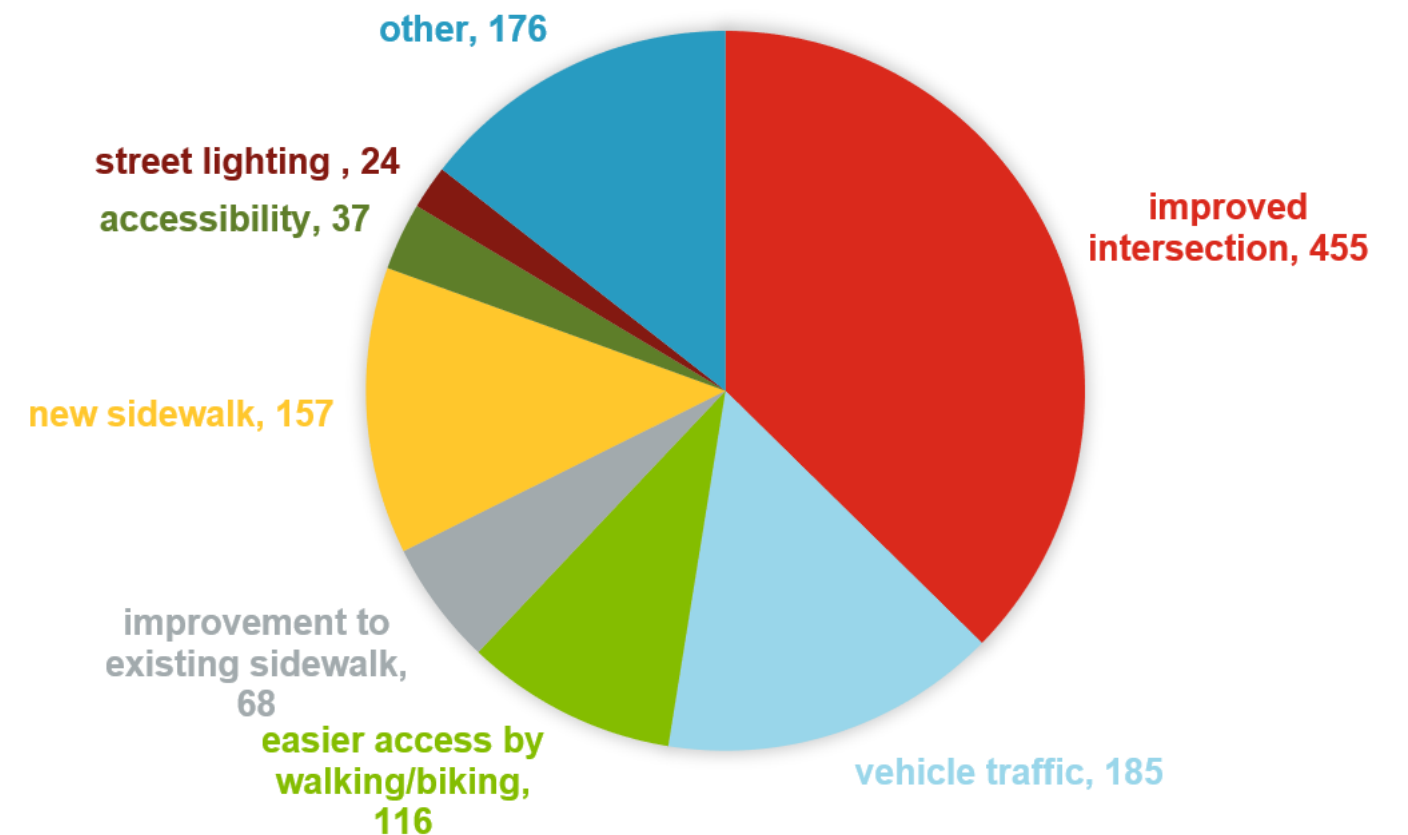


Figure 8: Web map point comments

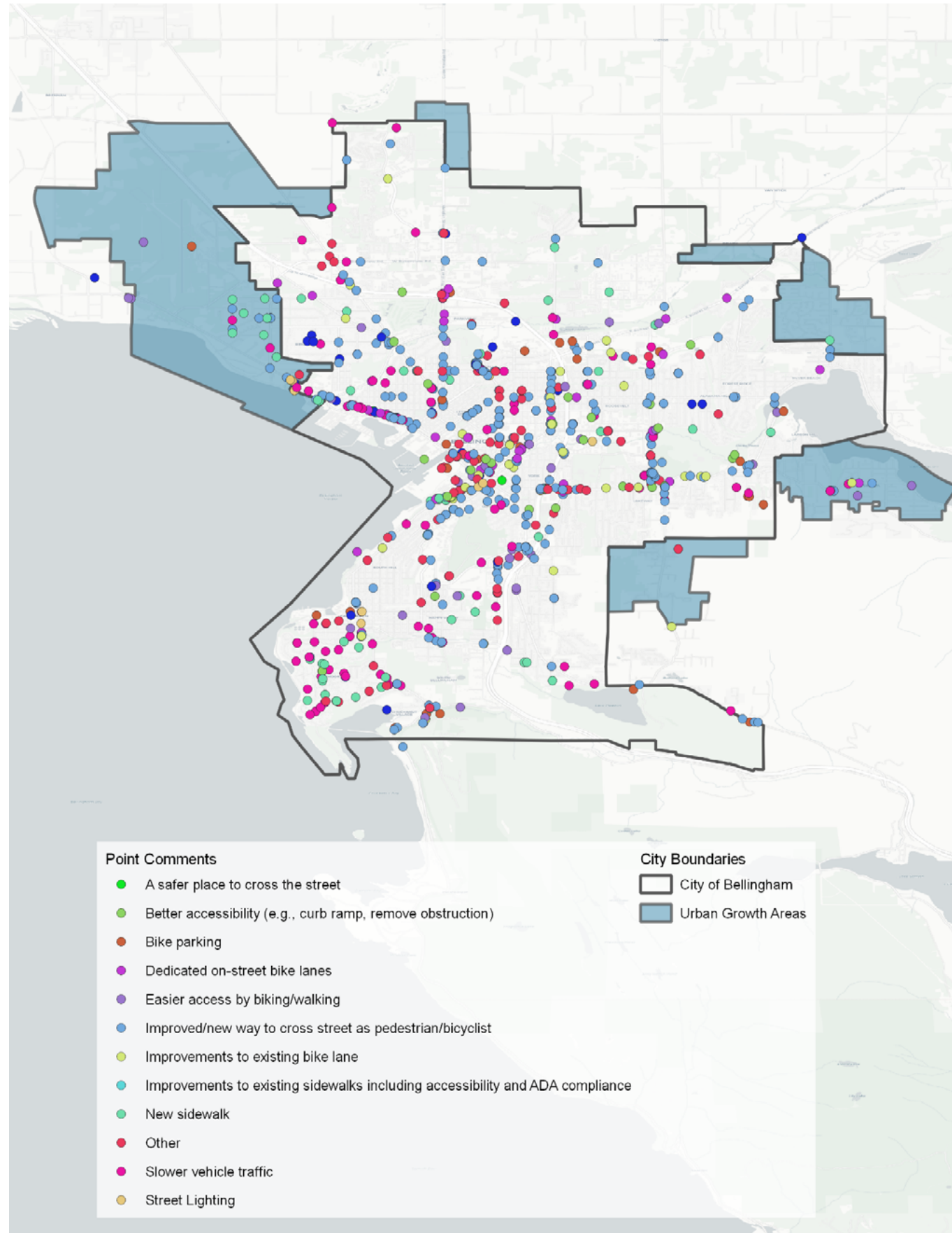
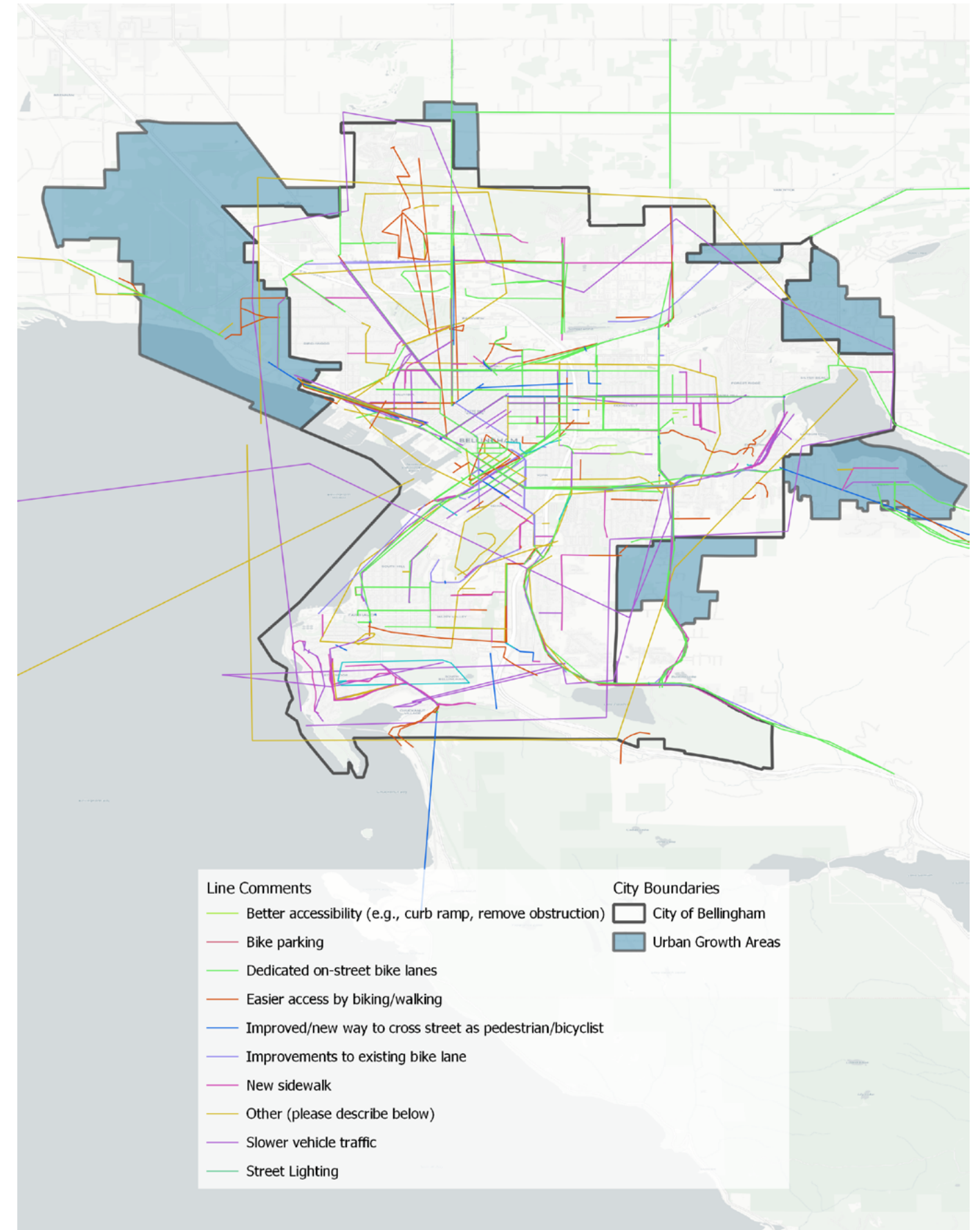


Figure 9: Web map segment comments



# SURVEY AND WEBMAP DEMOGRAPHICS<sup>1</sup>

The survey and web map included optional demographic questions, so this was a unique opportunity to gain insight into their representation in the findings included in this memo. It is important to note that demographic details were not taken for other engagement events including write-in comments and neighborhood association and technical review committee meetings. In addition, demographic questions were optional, so demographics represent only the subset that chose to respond to each specific question.

## Race / Ethnicity

The racial makeup of the respondents was somewhat representative of the Bellingham population. In total, 83% of respondents were White/Caucasian compared to Bellingham's average of 78.2%. There was low representation from people of color, slightly lower than Bellingham's averages, including 1% Latinx or Hispanic compared to Bellingham's 6%, and 2% Asian or Pacific Islander compared to Bellingham's 5%. There was an equal representation of people with two or more races at 4% which is in line with Bellingham's population, as well as 1% Black or African American, which is in line with Bellingham's population. Finally, 8% of respondents choosing to fill out the demographic data preferred not to answer.

## Disability Status

Out of survey respondents who chose to respond to this demographic question, 16% of people reported having a disability (8.8% of people under 65), which is in line with Bellingham's rate of 8.8% of the population under 65 with a disability. The other 84% did not report a disability. The disabilities reported included but were not limited to vision, hearing and mobility, all of which affected the ways in which people interacted with the city's pedestrian environment.

## Gender

The gender representation of respondents was slightly skewed, with 59% of respondents identifying as female, 33% male and 3% gender nonconforming or nonbinary, and 5% preferring not to respond.

## Neighborhoods

Survey respondents represented 24 neighborhoods, with a somewhat even spread. Columbia and Edgemoor were the neighborhoods with the highest representation.

## Age

There was representation from all age groups listed, however there was minimal representation from the youngest age groups. The highest representation was from the 25-44 age group, followed by 65 and over as the second most common age group selected, which was slightly overrepresented.

## Income

Survey participants tended to be of middle and high income with the highest representation from the \$50,000 - \$90,000 income bracket followed by the \$100,000 - \$150,000 income bracket.

## Mode

Finally, users of all modes of transportation were represented in the survey respondents, and there was a strong representation of walking, with over 600 respondents who walk (amongst other modes), 9 respondents who only walk, and 132 respondents who do not drive.

# PUBLIC COMMENTS

## Write-In Comments

The Bellingham community was also invited to add any public comment via email or through the Engage Bellingham website. Throughout the comment period, we received 98 comments on the Engage Bellingham website and 29 comments through email. Through the write-in comments people drew upon their personal experiences of the City to communicate a number of concerns, complements, and challenges, ranging from intersections to vehicle speeds to requests for new sidewalks and sidewalk upgrades:

- Specific intersections were mentioned by community members as areas that need improved safety. These included the following:
  - E Chestnut Street (between Railroad and N. State)
  - Dupont Street and H Street
  - Woburn Street between the cemetery and the wildflower neighborhood
  - Lakeway Center
  - Boulevard and South State Street
- There were also speeding concerns at locations in the Edgemoor neighborhood and on Bayside Road and Bayside Place.
- Locations that were mentioned as locations that need sidewalks included
  - Victor Street from Eldridge to NW Avenue
  - West Illinois Street from Lynn Street or NW Avenue to Meridian (for having serious pedestrian injury)
  - Whatcom Street to Bloedel Donovan Park
  - Squalicum Parkway to Roeder Avenue
  - South Samish Way
- In addition to the specific locations mentioned for infrastructure improvements, people also had recommendations for the policy and maintenance of pedestrian infrastructure, including improvements to the bus system and alignment with the pedestrian network as well as improved maintenance of the tactical/truncated domes on curbs, especially for people with impaired vision.

## Technical Review Committee Meetings

Technical review committee meetings gave way to several insights about community groups experiences and recommendations for a better walking environment in Bellingham.

**Walk and Roll Bellingham** (April 26th, 2022) discussed the American with Disabilities Act (ADA) and Bellingham's 2021 ADA Transition Plan titled "Mobility for All," prioritization of projects in pedestrian and bicycle master plans, and the speed of vehicles in relation to other user groups. Priorities communicated by Walk and Roll included:

- Speed reduction
- An openness to alternative walkways
- Concern about encroachment by restaurants
- Safe Routes to School
- Adding pedestrian and cyclist comfort as a key element in design criteria
- Policy recommendations for increased safety including no right on red

<sup>1</sup> Bellingham demographics are sourced from the US Census Bureau Population Estimates, July 2021

The **Bicycle and Pedestrian Technical Advisory Group**, or BPTAG (May 11th, 2022) suggested improvements to sidewalks and further separation between cars and pedestrians (and cyclists). Their recommendations included:

- Concern about speeding on Eldridge Avenue and suggesting parking removal
- A new sidewalk between Dana Street and West Maplewood
- Traffic calming on Monroe Street

**Whatcom Transit Authority** (June 1st, 2022) presented further opportunities for collaboration between transit and active transportation. Their suggestions included

- Aligning improvements with WTA stops, contributing funding
- Ensuring alternative options are ADA accessible
- Openness to tactical and/or quick-build improvements
- A concern about Kellogg Road and Hannegan Road

**Whatcom Council of Governments**, or WCCOG, Whatcom Smart Trips (June 10th, 2022) mentioned a number of ideas for improvement including:

- Making use of the existing active transportation infrastructure and wanting to call attention to streets through targeted education
- Finding ways to navigate I-5 which they see as a major barrier
- Undoing the normalization of speeding
- Increased law enforcement

**Mercy Housing** (June 13th, 2022) described current conditions for walking near their location, and suggested connections that could be improved:

- The “spite strip” is an area of concern located around the Bliss Fair properties
- There is a lack of school access
- There is limited access for Sterling Meadows (sidewalks and streetlights are missing)
- The crossings to Bellis Fair Mall on Northwest Avenue and West Bakerview Road need to be improved, including through an RRFP north of Home Lane

**Bellingham Housing Authority** (June 17th, 2022) reported that overall commercial locations are major destinations, and that while there are already good bike and pedestrian improvements, there is a need for improvements in specific locations:

- North Samish Way and Abbott Street
- Relocating a market crosswalk at Orleans Street
- New sidewalk along Price Avenue

**Agging Well Whatcom** (June 17th, 2022) encouraged the City to prioritize the needs of seniors and people with disabilities. They reported back on current trends and demographics, including that seniors are walking more and will need improved infrastructure to support this increase. They mentioned that the proliferation of deliveries brings several challenges. They suggested that the City focus on meeting people where they are since “the system does not give people a lot of choice” and requested more transportation options and connections with affordable housing. In terms of communication with the community, they suggested a centralized platform about Whatcom County transportation options.

**ADA Advocate Mark Challender** (July 5th) spoke with City representatives, pointing out that ADA compliance is not enough, and there are so many barriers that pop up on ADA-compliant streets, including streateries, street furniture, bicycle parking, street trees, sandwich boards and more. Mark also provided the following suggestions:

- Upgrade curb ramps and building entrances
- Focus on maintenance of pedestrian facilities
- Make spot improvements in specific places including 24th Street and Connelly Avenue and at I-5 off-ramps.

**Western Washington University** administration staff also spoke with the City (July 11th). Speed reduction was one of their major concerns, and they mentioned 21st Street in Happy Valley, South Samish Way, and specific crossing locations including Bill McDonald Parkway near campus,

### Neighborhood Association Meetings

Although many neighborhood association meetings were paused for COVID-19 precautions or for a summer break, the City held a meeting with the Cordata/King Mountain association, and learned a number of insights and recommendations from the group including:

- Improvements in a number of spot locations including Guide Meridian, Lakeway Drive, Birchwood and Meridian Street
- Concern at the intersection between Van Wyck Road and Meridian Street
- Request that the City to improve east-west connections, since they feel that the north-south connections are already well established
- Improved trail crossings, including at Squalicum Creek Trail
- Lowered speed limits

### 3 PLAN DEVELOPMENT AND FEEDBACK

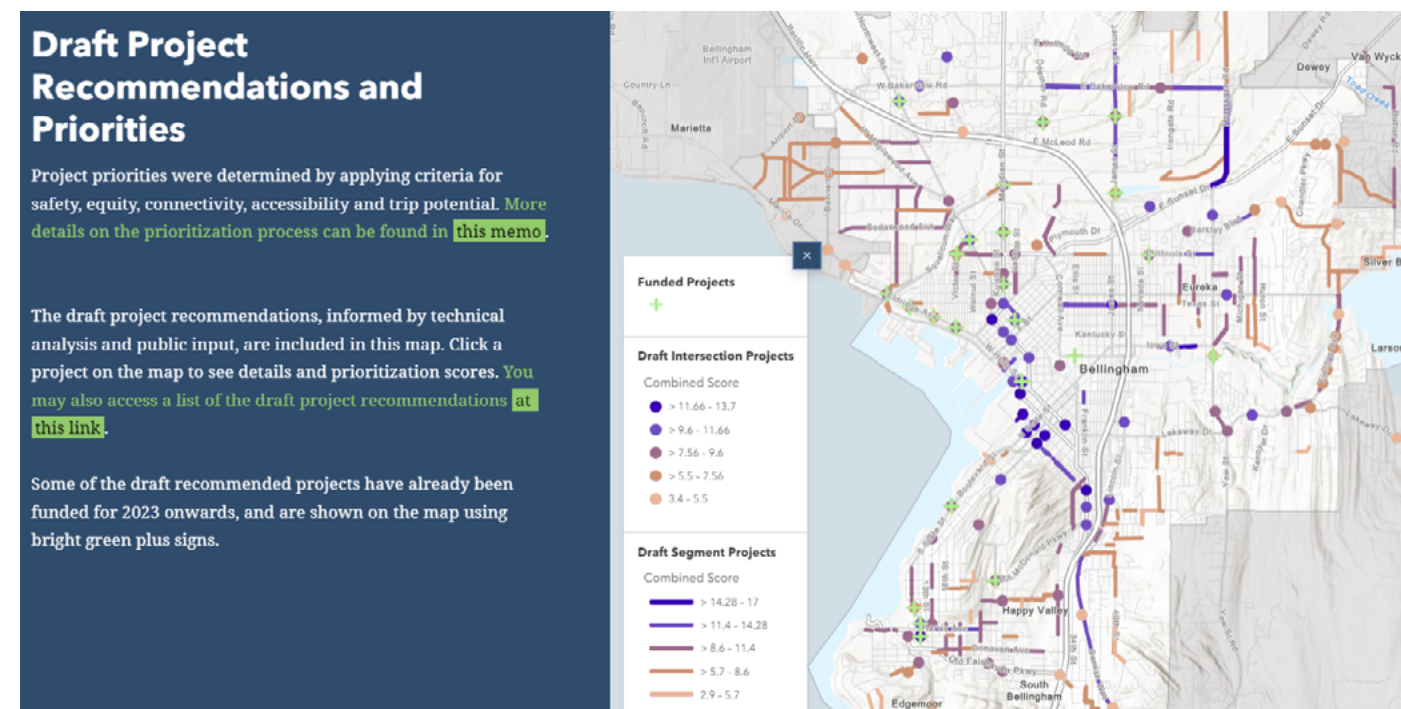
Overall, the discovery phase of the Pedestrian Master Plan Updates has garnered interest in the plan and gleaned insights into the types of improvements that the community feels are the most critical and would be the most beneficial to implement. Throughout the process, the project team adapted the engagement plan, and found that ensuring a variety of different types of engagement methods was beneficial in engaging different groups. While being nimble and flexible may have prolonged the length of the comment period, it allowed the project team to meet people where they were and make the most of existing community groups that are already convening in Bellingham and interacting with the pedestrian environment every day. Insights gleaned from the pedestrian discovery phase will inform the rest of the Plan development.

### PLAN DEVELOPMENT

Development of the Pedestrian Master Plan update draws from a number of information sources including community input from the survey, interactive web map, write-in comments and more, as well as a spatial analysis conducted by the consultant team. Community input specifically plays an important role in identifying location-based needs that will inform the prioritized project list.

The City and consultant teams continues to update the community about the progress of the Pedestrian Master Plan Updates. Community engagement will also be an important aspect of the Bicycle Master Plan Updates, taking into account the lessons learned from the engagement during the pedestrian component, and the input from community engagement will inform the prioritized project list and policy recommendations in the forthcoming Bicycle Plan updates.

Figure 10: Screenshot of Story Map Showing Draft Plan Content



### FEEDBACK ON DRAFT PLAN

An ArcGIS story map outlining draft project, policy, and program recommendations went live in November, and was publicized on social media, email newsletters, and through local advocacy groups.

From November through March, people provided their feedback on the draft plan content through feedback forms on the Story Map and on the *EngageBellingham* platform. The story map received 183 comments on project recommendations (crossings/segments) and 62 comments on policy and program recommendations. The EngageBellingham platform received 37 write-in comments and 14 emails were received by the project email during this period. These comments guided the project team in refining, as well as, adding project, program, and policy recommendations.

The feedback on draft Project Recommendations is summarized below:

- There were comments on projects throughout the entire city and Urban Growth Area
- Some neighborhoods had a higher concentration of comments suggesting that the City make the projects there a higher priority (e.g. City Center, Happy Valley/South Hill, Sunnyland). For example, a comment in Sunnyland states that *“Texas Street is a high-use pedestrian walkway with no pedestrian facilities. This should be a high priority.”*
- Several other areas were mentioned to add project recommendations, for example a comment in the Birchwood neighborhood described that *“SMS students cross at this intersection. Marking the crossing would improve safety for them.”*

The feedback on draft Policy and Program Recommendations included the following:

- People were generally supportive of plan goals, policies, and programs.
- There was interest in being more specific for some policies, including explicitly mentioning a focus on equity in automated enforcement.
- Several comments recommended that policies should be more ambitious and affirmative (e.g., banning right turn on red, reducing speed limits).
- There were suggestions to coordinate programs with other initiatives in Bellingham (e.g., Vision Zero Network).

# Appendix B: Unimproved Right-of-Way Assessment

## MEMORANDUM

<b>Date:</b>	September 2, 2022	<b>TG:</b>	21264.00
<b>To:</b>	Brett Schock, PE, AICP, RSP2i, Transpo Group		
<b>From:</b>	Chris Comeau, AICP, City of Bellingham		
<b>cc:</b>	Michael Hintze, AICP, Toole Design		
<b>Subject:</b>	Unimproved Right-of-Way Assessment		

This memo documents the screening process that was used to assess the City of Bellingham's unimproved rights of way for use as assets for future pedestrian and bicycle connections. The process outlined herein does not include the final assessment of the feasibility of the unimproved rights of way as connections for active modes. Recommendation to use connections identified as feasible for further study will be assessed as part of the Pedestrian and Bicycle Master Planning processes, under a separate cover.

### Existing Data Collection and Assessment

Unimproved rights-of-way are defined as public rights-of-way that are not currently in use for a transportation purpose, typically paved roadways. Some of the unimproved rights-of-way in the City of Bellingham are already in use, either as informal trails, drainage facilities, or because of the lack of defined use by the City, are being used by neighboring property owners for gardens, vehicle access and storage or outbuildings.

The process identified to narrow the full range of data is a two-stage screening using electronic mapping data, followed by a field assessment and consultation with the City of Bellingham to understand short- and medium-term development proposals and history of use of unimproved rights of way.

The City of Bellingham provided Geographic Information System (GIS) data for the identification of unimproved rights-of-way and constraints within the City limits, as well as in the urban growth area (UGA) outside of the current City limits. The assessment of unimproved right of way assumes that the information provided by the City is accurate and up to date. A total of 1,257 unimproved right-of-way segments were included in the dataset provided by the City of Bellingham. Some of the 1,257 segments are continuous, creating a single corridor made up of multiple segments. A large-scale map of all the segments, color coded by screening phases and final assessment priority is included in Appendix A.

### Phase I Screening

The Phase I screening process used three criteria to eliminate unimproved rights-of-way that would be unfeasible based on physical location criteria. The criteria are:

- **Do not cross wetlands** – wetlands and the buffers to wetlands, which can extend over 100 feet from the delineated wetland boundary, are critical environmental resources. Avoiding impacts to wetlands and wetland buffers, even with trails without hard surfaces, is important to the continued functioning of wetlands. Permitting and constructing in wetlands or wetland buffers is a long-term and resource-intensive process.
- **Within 300 feet of a park, open space or public building** – selecting segments within 300 feet of parks, open spaces (including parks) or public buildings, which includes



The Phase I screening process was completed using GIS analysis. GIS allows for the distance buffering described above and will only select segments that pass all three of the above criteria. The Phase I screening removed 1,015 of the total number of unimproved right-of-way segments from further consideration.

### **Phase II Screening**

A Phase II level of screening took the electronically-screened Phase I results, 242 segments which met the Phase I criteria, and manually removed features using the following four additional criteria:

- **Must be within the City limits** – The City of Bellingham does not currently have jurisdiction over the UGA and therefore does not wish to focus on unimproved rights-of-way outside the City limits. Some segments that would have otherwise met the criteria for final analysis, but are in the UGA, have been identified for future study once the UGA has been incorporated.
- **Connect on both ends to existing or planned active mode facilities** – while the Phase I assessment eliminated facilities that did not connect to any existing or planned active mode facilities, some of the segments that passed the Phase I screening only connected on one end to a facility. Unimproved right of way segments that do not provide connections on both ends would have limited utility to the overall active mode network. The single-connection segments could be re-assessed in future master planning efforts as the City's active mode network expands.
- **Do not cross creeks or streams** – similar to the screening based on wetlands, avoiding impacts to waterways and the buffers on waterways is an important criteria for the health of the City's environmental systems. Crossing of a waterway is likely to require a bridge structure which further increases the cost, complexity and permitting, making the connection unlikely to be completed in a short to medium timeframe, compared to other priority segments.
- **Does not parallel other facilities** – while some unimproved rights-of-way may meet all other screening criteria, if there is a nearby (less than 1/8 mile or 660-feet) facility that provides the same connection and is already developed, improving the right of way would provide limited additional connectivity benefits.

The Phase II screening was completed manually, using GIS-created maps developed in Phase I. The Phase II screening removed an additional 158 of the total unimproved right-of-way segments from further consideration. Following the Phase II screening, 84 segments were considered eligible for field assessment as potential connections in the City's active mode network.

### **Field Assessment**

A field assessment of the remaining 84 segments that passed both the Phase I and Phase II screening was completed on June 1, 2022. A drive-by assessment was conducted of each segment. The primary features that were being assessed in the field included:

- **Topography** – unimproved right-of-way that would require stairs, walls or be entirely unfeasible due to steep topography were noted and eliminated from further consideration.
- **Vegetation** – high value vegetation, such as evergreen trees of a significant height or dense stands of deciduous trees that would need to be removed in order to create an active mode connection through an unimproved right of way were considered a barrier to development. Highly vegetated segments were eliminated from further consideration.

as the right-of-way is a public asset, use for buildings, gardens and other private property uses was not considered a reason to eliminate a segment from further consideration.

The field notes on each of the 84 segments that passed the Phase I and Phase II screening are included in Appendix B. A total of 61 segments were identified as not meeting the above criteria for an assessment of high priority segments for further analysis during the master planning process.

### **City Interdepartmental Coordination**

The City of Bellingham's planning group provided information on the near term, defined as less than five years, expected development that could convert unimproved right of way into either roadway connections or active mode connections. The City's information resulted in changing the status of 13 segments that had otherwise been passed or removed from consideration at the Phase I, Phase II or field assessment stages. Three segments in the UGA have been categorized as Future Analysis Recommended, as shown on the map in Appendix A.

Additional coordination occurred with the City Parks Department. The Park's Department's PRO (Parks, Recreation and Open Spaces) Plan was analyzed for any overlap or connections that would otherwise modify the screening. No additional status changes occurred, although several unimproved ROW segments were identified as planned Parks facilities. The planned Parks facilities are still in the very early development stages, and several lack defined alignments. The segments near Parks alignments were identified for future analysis as the Parks projects become more defined.

### **Transportation Commission Review**

The Phase I, Phase II and Field screening process and results were presented to the City of Bellingham's Transportation Commission on July 12, 2022. The Commission asked several questions about the process, but no modifications of the process or the resulting segments for further analysis were requested by the Commission.

### **Unimproved Rights of Way for Analysis**

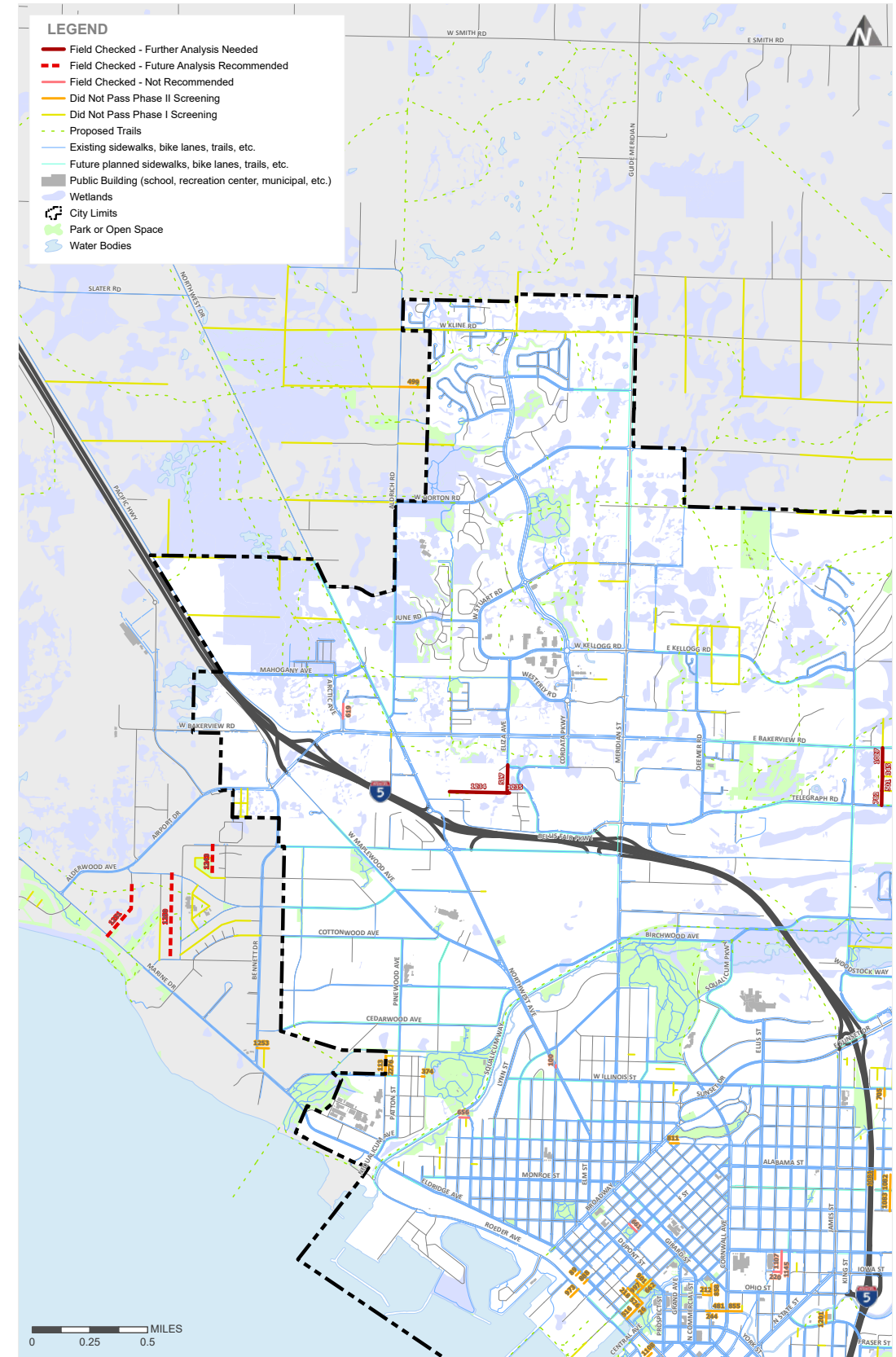
After the Phase I, Phase II, field assessment and consultation with the City of Bellingham regarding near-term development, the 1,257 unimproved right of way segments in the initial dataset have been reduced to 20 high priority segments that will be considered as part of the Pedestrian and/or Bicycle Master Plan network. The unimproved right-of-way segments will be considered alongside other potential roadway segments to provide the needed linkages identified through the planning process.

While unimproved right of way segments, by definition, do not have existing roadways to modify to provide active mode facilities, developing land that does not have dedicated facilities, with the goal of providing active mode connections that are ADA-compliant and therefore accessible to the widest range of potential users, can be resource-intensive compared to existing roadway segments. The screening criteria used to identify the priority segments used to make active mode connections are outside of the scope of unimproved right-of-way screening and are described under separate cover.

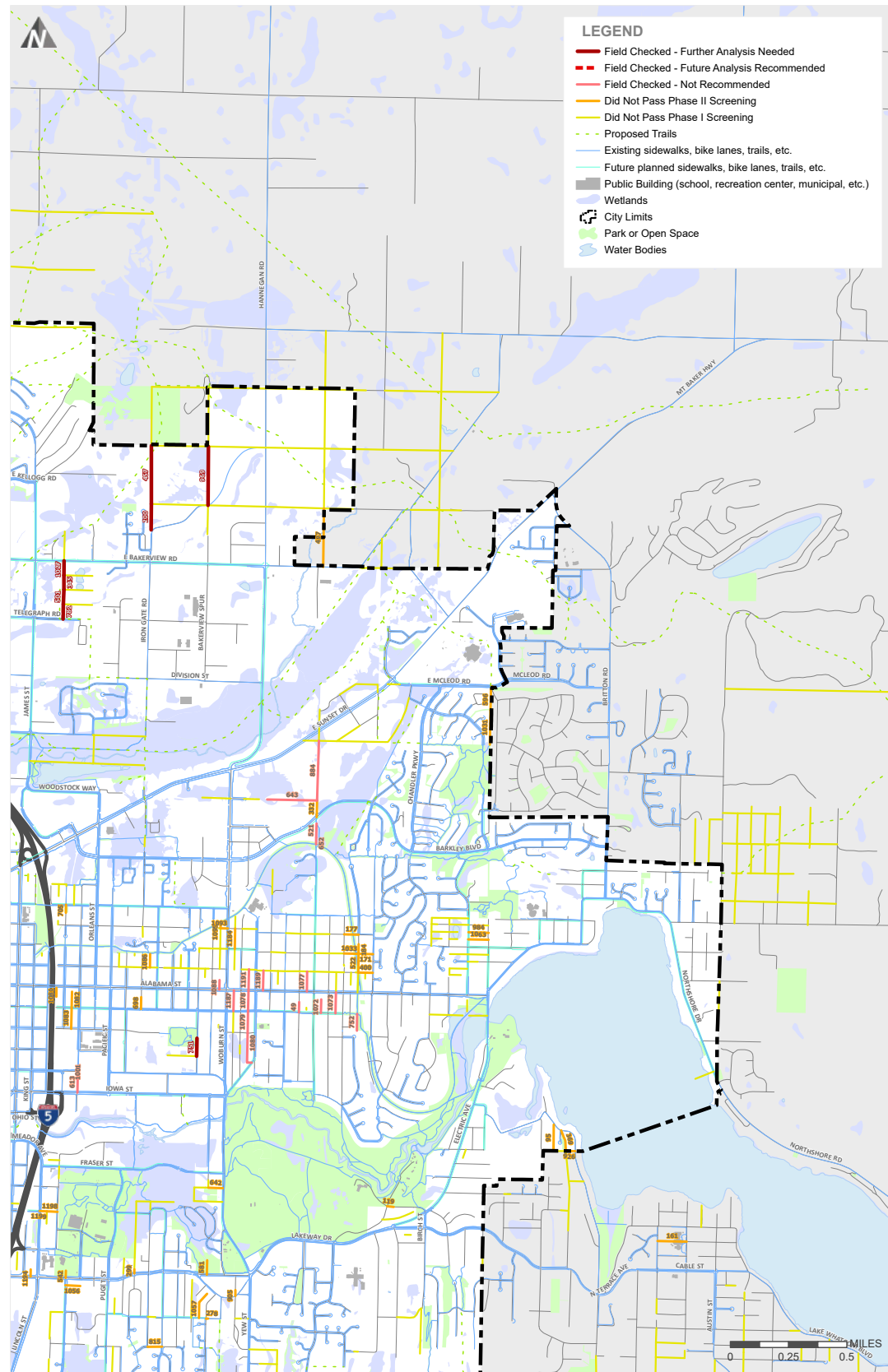
ADJACENT ROADWAY	SEGMENT ID	FIELD CHECK COMMENTS
<b>FURTHER ANALYSIS RECOMMENDED</b>		
BENNETT AVE	46	Flatter topography, low vegetation. In use by adjacent properties. Some ad-hoc use already, especially from the south. Recommend further analysis as a potential network link.
BENNETT AVE	363	Flatter topography, low vegetation. In use by adjacent properties. Some ad-hoc use already, especially from the south. Recommend further analysis as a potential network link.
27TH ST	476	Flat topography, some vegetation but there are openings. Already in use as an ad-hoc trail. Recommend further analysis as a potential network link.
20TH ST	680	Flatter topography, low vegetation. In use by adjacent properties. Some ad-hoc use already, especially from the south. Recommend further analysis as a potential network link.
VERONA ST	751	Flat topography, unvegetated. Possible drainage use that would need to be rerouted and/or enclosed on the south end. Potential for connection further south to trail. Recommend further analysis as a potential network link.
BENNETT AVE	756	Flat topography, some trees, but mostly low vegetation. In use by adjacent properties. Some ad-hoc use already especially from the south. Recommend further analysis as a potential network link.
GAMBIER AVE	802	Steeper topography, but easy connection, although would be "between driveways". Recommend further analysis as a potential network link.
KNOX AVE	1122	South end is flat and open, but it has a steep climb with vegetation to connect at north end. Recommend further analysis as a potential network link.
DONOVAN AVE	1133	Flat topography and clear of vegetation, but in use by residences. Recommend further analysis as a potential network link.
DONOVAN AVE	1134	Flat topography and clear of vegetation, but in use by residences. Recommend further analysis as a potential network link.
MARS ST	200	Near-term development identified by COB staff will connect to network. Recommend further analysis as a potential network link.
WASHINGTON AVE	345	Near-term development identified by COB staff will connect to network. Recommend further analysis as a potential network link.
MARS ST	457	Near-term development identified by COB staff will connect to network. Recommend further analysis as a potential network link.
WASHINGTON AVE	501	Near-term development identified by COB staff will connect to network. Recommend further analysis as a potential network link.
ELIZA AVE	517	Near-term development identified by COB staff will connect to network. Recommend further analysis as a potential network link.
WASHINGTON AVE	782	Near-term development identified by COB staff will connect to network. Recommend further analysis as a potential network link.
RICHARDS ST	969	Near-term development identified by COB staff will connect to network. Recommend further analysis as a potential network link.
WASHINGTON AVE	1027	Near-term development identified by COB staff will connect to network. Recommend further analysis as a potential network link.
BARNES RD	1234	Near-term development identified by COB staff will connect to network. Recommend further analysis as a potential network link.
BARNES RD	1235	Near-term development identified by COB staff will connect to network. Recommend further analysis as a potential network link.
<b>FUTURE ANALYSIS RECOMMENDED</b>		
MCLEOD RD	1243	Within UGA. Recommend future analysis if UGA is annexed.
ALDERWOOD AVE	1250	Within UGA. Recommend future analysis if UGA is annexed.
ALDERWOOD AVE	1251	Within UGA. Recommend future analysis if UGA is annexed.

ADJACENT ROADWAY	SEGMENT ID	FIELD CHECK COMMENTS
<b>NOT RECOMMENDED</b>		
41ST ST	38	Rough, uneven topography and roadside vegetation. Does not have many network connections to the surrounding area. Dumas Street is dead end. Nearby wetlands to the south and creek crossing of Lincoln Creek. In use by adjacent residences. Not recommended.
ONTARIO ST	49	Flatter terrain, lightly vegetated. Already paved/in use or are being used by adjacent property owners. Redundant with other connections. Not recommended.
32ND ST	51	North half favorable terrain, although steep at road connection. South half very heavily vegetated. Not recommended.
WALNUT ST	100	Short connection across Northwest Avenue. Not recommended. Other crossing improvements in design.
41ST ST	103	Rough, uneven topography and roadside vegetation. Does not have many network connections to the surrounding area. Dumas Street is dead end. Nearby wetlands to the south and creek crossing of Lincoln Creek. In use by adjacent residences. Not recommended.
42ND ST	112	Rough, uneven topography and roadside vegetation. Does not have many network connections to the surrounding area. Dumas Street is dead end. Nearby wetlands to the south and creek crossing of Lincoln Creek. In use by adjacent residences. Not recommended.
KNOX AVE	178	Already in use as steep, but paved connection. No need for further analysis.
IOWA ST	220	Flat, unvegetated, connected to other paved surfaces. Redundant with other connections. Not recommended.
32ND ST	249	Very steep topography connection to Bill McDonald Pwky. Heavily wooded. Not recommended.
KELLOGG ST	263	Very steep topography, heavily vegetated. May be in use by adjacent residences. Little connectivity. No recommended.
OLIVE ST	286	Very steep topography, lightly vegetated. Some use by adjacent properties. Would need to be a staircase, no recommended.
COWGILL AVE	335	Steep topography at Old Fairhaven Parkway, densely vegetated, in use by adjacent property. Not recommended.
ADAMS AVE	361	Very steep, heavily wooded, potential drainage conflicts. Not recommended.
32ND ST	379	Very steep topography connection to Bill McDonald Pwky. Heavily wooded. Not recommended.
HARRISON ST	402	Very steep vertical terrain, heavily vegetated. May be in use by adjacent residences. Little connectivity. No recommended.
WILLIS ST	413	Very steep vertical terrain, heavily vegetated. May be in use by adjacent residences. Little connectivity. No recommended.
34TH ST	417	Very steep topography connection to Bill McDonald Pwky. Heavily wooded. Not recommended.
26TH ST	421	Very steep vertical terrain, heavily vegetated. May be in use by adjacent residences. Little connectivity. Not recommended.
33RD ST	434	Very steep topography connection to Bill McDonald Pwky. Heavily wooded. Not recommended.
42ND ST	462	Rough, uneven topography and roadside vegetation. Does not have many network connections to the surrounding area. Dumas Street is dead end. Nearby wetlands to the south and creek crossing of Lincoln Creek. In use by adjacent residences. Not recommended.
ST CLAIR ST	521	Already a gravel trail connection. No need for further analysis.
NEVADA ST	613	In use as a drainage facility, not feasible.
DOVER ST	619	In use as a drainage facility, not feasible.
KNOX AVE	627	Already in use as steep, but paved connection. No need for further analysis.
BURNS ST	643	Private developer has already committed to active mode improvements in this area. Not recommended for further analysis.
ST CLAIR ST	652	Private developer has already committed to active mode improvements in this area. Not recommended for further analysis.
W CONNECTICUT ST	656	Very steep vertical terrain. Heavily vegetated. Not recommended.
FARRAGUT ST	661	Flat, some vegetation, but borders park/may impact park and adjacent property owners' frontage on the park. Redundant with other connections. Not recommended.
KELLOGG ST	695	Very steep, heavily vegetated. May be in use by adjacent residences. Little connectivity. Not recommended.
DICKENS AVE	725	Very steep topography, lightly vegetated. Some use by adjacent properties. Would need to be a staircase, not recommended.
NIAGARA ST	752	Steeper terrain, lightly vegetated. Already paved/in use or are being used by adjacent property owners. Redundant with other connections. Not recommended.
25TH ST	777	Very steep, heavily vegetated. May be in use by adjacent residences. Little connectivity. Not recommended.
ALLEN AVE	790	Very steep topography connection to Bill McDonald Pwky. Heavily wooded. Not recommended.
ADAMS AVE	806	Very steep, heavily wooded, potential drainage conflicts. Not recommended.
32ND ST	829	Very steep topography connection to Bill McDonald Pwky. Heavily wooded.
E LAUREL ST	830	Existing path, no further analysis needed.
ST CLAIR ST	884	Private developer has already committed to active mode improvements in this area. Not recommended for further analysis.
ADAMS AVE	934	Very steep, heavily wooded, potential drainage conflicts. Not recommended.

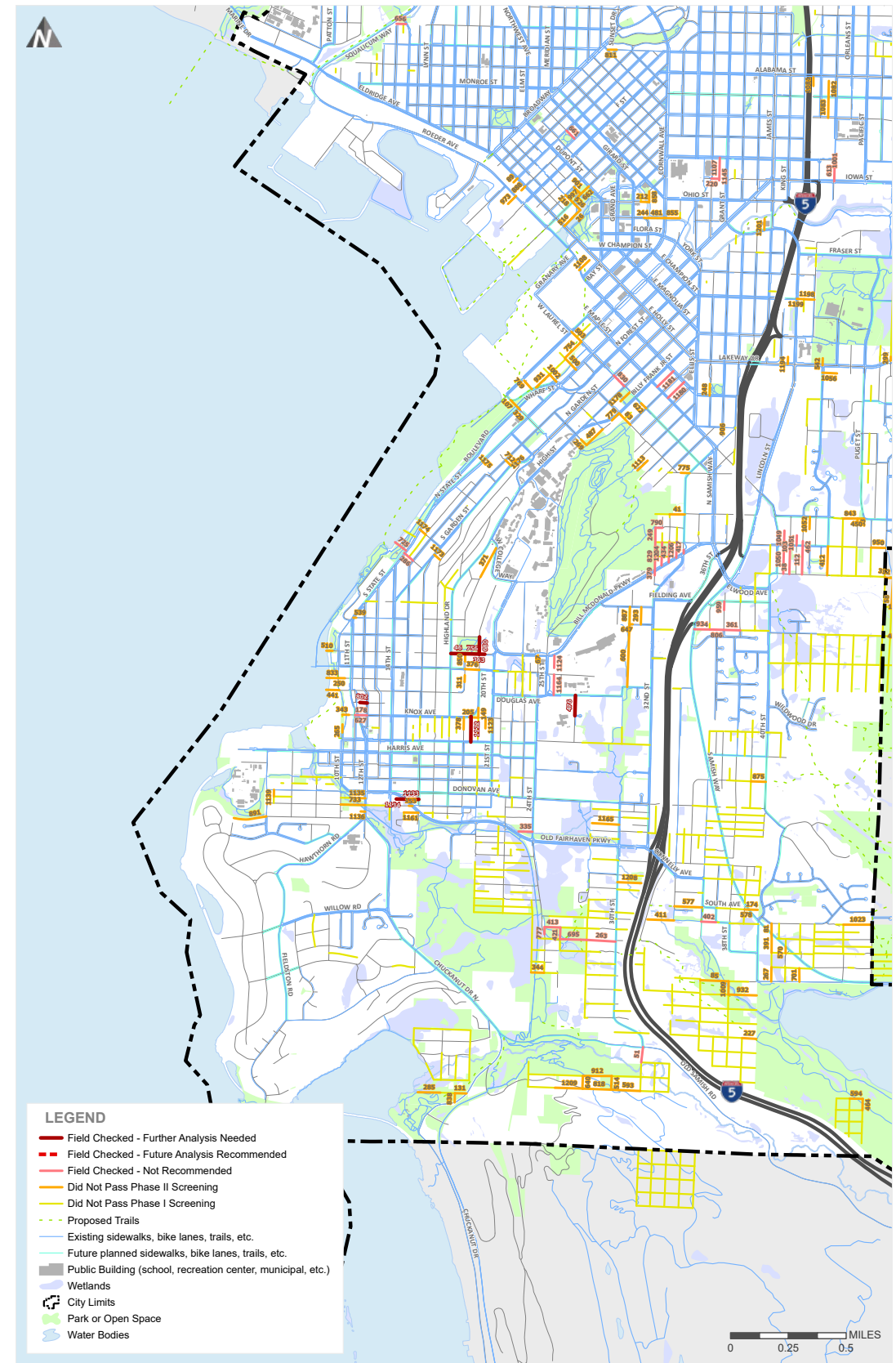
ADJACENT ROADWAY	SEGMENT ID	FIELD CHECK COMMENTS
37TH ST	959	Very steep, limited connectivity. Not recommended.
NEVADA ST	1001	In use as a drainage facility, not feasible. Rough, uneven topography and roadside vegetation. Does not have many network connections to the surrounding area.
BYRON AVE	1049	Dumas Street is dead end. Nearby wetlands to the south and creek crossing of Lincoln Creek. In use by adjacent residences. Not recommended.
BYRON AVE	1050	Rough, uneven topography and roadside vegetation. Does not have many network connections to the surrounding area. Dumas Street is dead end. Nearby wetlands to the south and creek crossing of Lincoln Creek. In use by adjacent residences. Not recommended.
BYRON AVE	1051	Rough, uneven topography and roadside vegetation. Does not have many network connections to the surrounding area. Dumas Street is dead end. Nearby wetlands to the south and creek crossing of Lincoln Creek. In use by adjacent residences. Not recommended.
ALABAMA ST	1072	Steeper terrain, lightly vegetated. Already paved/in use or are being used by adjacent property owners. Redundent with other connections. Not recommended.
ALABAMA ST	1073	Steeper terrain, lightly vegetated. Already paved/in use or are being used by adjacent property owners. Redundent with other connections. Not recommended.
ALABAMA ST	1077	Flatter terrain, lightly vegetated. Already paved/in use or are being used by adjacent property owners. Redundent with other connections. Not recommended.
ALABAMA ST	1078	Flatter terrain, lightly vegetated. Already paved/in use or are being used by adjacent property owners. Redundent with other connections. Not recommended.
TEXAS ST	1079	Flatter terrain, lightly vegetated. Already paved/in use or are being used by adjacent property owners. Redundent with other connections. Not recommended.
CAROLINA ST	1080	Flatter terrain, lightly vegetated. Already paved/in use or are being used by adjacent property owners. Redundent with other connections. Not recommended.
ALABAMA ST	1088	Flatter terrain, lightly vegetated. Already paved/in use or are being used by adjacent property owners. Redundent with other connections. Not recommended.
GRANT ST	1107	Flat, unvegetated, connected to other paved surfaces. Redundant with other connections. Not recommended
TAYLOR AVE	1124	Relatively flat, no vegetation, already in use as an ad-hoc trail. WWU planned improvements. No further analysis needed.
GRANT ST	1145	Flat, unvegetated, connected to other paved surfaces. Redundant with other connections. Not recommended
TAYLOR AVE	1164	Relatively flat, no vegetation, already in use as an ad-hoc trail. WWU planned improvements. No further analysis needed.
CHESTNUT ST	1180	Developed, flat, unvegetated, but highly redundant. Not recommended.
CHESTNUT ST	1181	Developed, flat, unvegetated, but highly redundant. Not recommended.
ALABAMA ST	1187	Flatter terrain, lightly vegetated. Already paved/in use or are being used by adjacent property owners. Redundent with other connections. Not recommended.
ALABAMA ST	1189	Flatter terrain, lightly vegetated. Already paved/in use or are being used by adjacent property owners. Redundent with other connections. Not recommended.
ALABAMA ST	1191	Flatter terrain, lightly vegetated. Already paved/in use or are being used by adjacent property owners. Redundent with other connections. Not recommended.
BILL MCDONALD PKWY	1204	Very steep topography connection to Bill McDonald Pwky. Heavily wooded. Not recommended.
BILL MCDONALD PKWY	1206	Very steep topography connection to Bill McDonald Pwky. Heavily wooded. Not recommended.



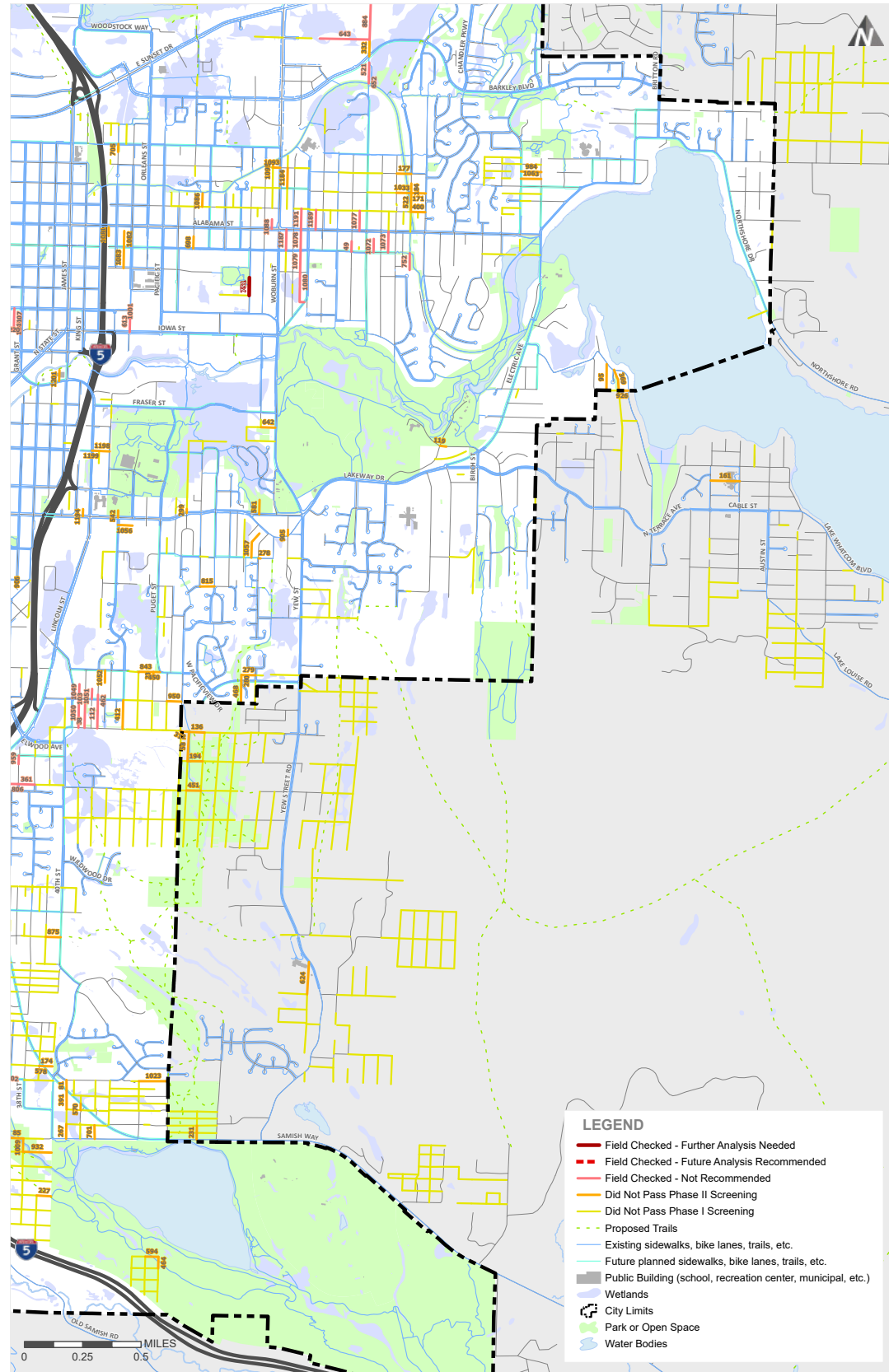
Selected Unimproved ROWs - NW Portion 8/2/2022 FIGURE  
 Bellingham Ped-Bike Master Plan Updates DRAFT transpogroup 7T 8E-1  
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Selected Unimproved ROWs - NE Portion 8/2/2022 FIGURE  
 Bellingham Ped-Bike Master Plan Updates DRAFT transpogroup 8E-2



Selected Unimproved ROWs - SW Portion 8/2/2022 FIGURE  
 Bellingham Ped-Bike Master Plan Updates DRAFT transpogroup 8E-3



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Selected Unimproved ROWs - SE Portion  
 Bellingham Ped-Bike Master Plan Updates

8/2/2022 FIGURE

# Appendix C: Goal-Based Prioritization Framework

## Memorandum

October 28, 2022

To: Chris Comeau, FAICP-CTP

Organization: City of Bellingham

From: Michael Hintze, AICP, Brian Almdale, Quinn Kelly

Project: Bellingham Bicycle and Pedestrian Master Plan

### Re: Pedestrian Network Prioritization Framework

The full completion of the City's pedestrian network is a long-term goal. Based on the practical and fiscal limitations, not all pedestrian projects can be implemented at once. In general, the City will pursue projects based on a prioritized project ranking, which will be determined using an objective and transparent set of criteria. This ranking should not be viewed as a mandate to complete projects in a particular order, but rather a measure of which projects best meet the overall goals of the Pedestrian Master Plan (PMP). The order in which projects are built will depend on many factors, including budget/cost, local funds and state/federal grant funding availability, active development, and other implementation opportunities.

Once the recommended pedestrian network is finalized, it will be prioritized based on the following criteria:

- Safety: Crash reduction, Posted speed, Traffic volume
- Equity: Socioeconomic characteristics of neighborhood
- Accessibility: Identification as a priority facility in the ADA Transition Plan
- Connectivity: Proximity to schools, commercial areas, parks, and transit stops
- Trip potential: Number of jobs and housing units/people

These criteria are similar to those included in the 2012 PMP, with the addition of the ADA Transition Plan, an update to equity measures, the replacement of crossing type with Pedestrian Level of Traffic Stress (PLTS)<sup>1</sup>, and the consolidation of some redundant criteria. While there are many other criteria that could be included, we seek to keep the framework as simple as possible for two reasons:

1. It will make the prioritization framework more transparent and easier to communicate to the public
2. It will be easier to replicate the prioritization in the future

The prioritization framework will be based on a point system, wherein each criterion will earn a project a certain number of points and the sum of those points will determine where projects are ranked. The table below summarizes the proposed PMP project scoring system:

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<sup>1</sup> The Oregon Department of Transportation (ODOT) developed a methodology for evaluating the suitability of pedestrian crossings. The framework applies simple logic similar to Bicycle Level of Traffic Stress to the pedestrian environment. The methodology considers basic details including the speed of cross traffic, crossing distance, and mitigating features like signals and refuge islands. The thresholds identified by ODOT result in a Pedestrian Level of Traffic Stress (PLTS) score from PLTS 1 through PLTS 4, as described in ODOT's *Analysis Procedures Manual*.

**Table 1: Pedestrian project prioritization criteria**

Factor	Criteria	Measure	Points
<b>Safety (6-10 points possible)</b>	Crash reduction	Weighted crashes on a per mile basis based on sliding window analysis, or per intersection for intersection projects	3
	Posted speed (Corridors Only)	Highest posted speed limit in project area: • 2 points for 35 MPH • 1 point for 30 MPH	2
	Lane Count (Corridors Only)	Number of lanes: • 2 points for 4-5 lanes • 1 point for 2-3 lanes	2
	PLTS (Intersections Only)	Pedestrian Level of Traffic Stress score • 3 points for PLTS 4 • 2 points for PLTS 3 • 1 point for PLTS 2	3
	Socioeconomic factors	<a href="#">Washington Environmental Health Disparities Map</a> , Socioeconomic factors <sup>2</sup> • Projects in communities with highest disparities will be prioritized	3
<b>Equity (4 points possible)</b>		• Project within ¼ mile of low-income housing	1
	Prioritized barrier removal locations	Facility Priority Designation in the <a href="#">ADA Transition Plan</a> : • Projects that have highest priority designation receive highest point	3
<b>Connectivity (4 points possible)</b>	Proximity to schools	Project is within 1 mile of a K-12 public school	1
	Proximity to Urban Villages and commercial clusters	Project is within ½ mile of an Urban Village or a major commercial cluster	1
	Proximity to parks	Project is within ½ mile of a public park or regional public trail access point	1
	Proximity to transit stops	Project is located near WTA transit service: • Within ½ mile of High Frequency Transit Network stop • Within ¼ mile of other bus stop	1

<sup>2</sup> The WA Environmental Health Disparities Map is a statewide tool developed by the UW Department of Environmental & Occupational Health Sciences (DEOHS) in collaboration with partners across Washington, informed by input from affected communities through 11 statewide listening sessions. The socioeconomic factors include educational attainment, housing burden, linguistic isolation, poverty, race, transportation expense, and unemployment. See the full report for more information about the tool's development and methodology.

Factor	Criteria	Measure	Points
<b>Trip Potential (4 points possible)</b>	Population	Projects near the most people measured in housing units are prioritized (housing units within 1/10 mile of location-based need; points assigned based on proportional distribution, e.g., 75% percentile receives 1.5 points.	2
	Employment	Projects near the most jobs are prioritized (jobs within 1/10 mile of location-based need; points assigned based on proportional distribution, e.g., 75% percentile receives 1.5 points.	2

**Methodology**

These criteria are applied to all 140 intersection project locations and 3,127 sidewalk segments using the following methodology:

**Safety**

The crash reduction criteria uses crash data from WSDOT filtered for pedestrian crashes between 2017 and 2021. Crashes are assigned to intersection projects if they occurred within 150 feet of the intersection center point. For corridors, crash reduction is measured using a sliding window analysis. This analysis counts crashes along 1-mile segments of each roadway, in 1/10th-mile increments, and assigns a score to each roadway segment based on the severity of pedestrian crashes. The number of roadway lanes and posted speeds are applied to corridor projects using roadway data provided by the City of Bellingham. The PLTS scores for road crossings are calculated based on the number of lanes, speed limit, AADT, and crossing control (e.g., stop control, flashing beacons, etc.). As each intersection project location may have multiple PLTS scores, depending on the number of crosswalks in the intersection, the maximum PLTS score for a given intersection is assigned to each intersection project location. In other words, each intersection project receives a PLTS score based on the *most* stressful crossing within the intersection.

**Equity**

The Washington Environmental Health Disparities Map ranks Census Tracts on a 1-10 scale based on a variety of socioeconomic, environmental exposures and effects, and sensitive population indicators. Only the socioeconomic factors (including no high school diploma, unaffordable housing, transportation expense, limited English, living in poverty, people of color, unemployment) were used in the analysis. The ranking was applied to all intersection and corridor projects based on the Census Tract in which each project is located. For corridor projects that pass through multiple Census Tracts with different ranks, the highest rank along the project corridor is applied. The score is then linearly scaled, such that a project in a Census Tract with a ranking of 10 will receive all 3 points, while a project in a Census Tract with a rank of 5 will receive 1.5 points. The low-income housing criteria score is calculated based on the number of low-income housing units within ¼-mile of the project location. Low-income housing units include rental units built with HOME or HUD funds as well as Section 8 subsidized units that do not overlap with the HOME and HUD units.

**Accessibility**

Location Index Scores for sidewalks from Bellingham’s ADA Transition Plan are assigned to corridor projects based on geographic overlap. Intersection projects receive the maximum Location Index Score from all curb ramps within the intersection. Project corridors and intersections that were not analyzed in the ADA Transition Plan receive a score of 0 for this factor.

**Connectivity**

Scores for each connectivity criteria are calculated based on the straight-line distance between the intersection or corridor project to each of the key facility types: schools, urban villages, parks and regional public trails, and WTA transit stops. For the purpose of this analysis, the combined parks and trails layer excludes private trails, short neighborhood connectors (e.g., paths connecting adjacent cul-de-sacs), and non-park or private open space (e.g., cemeteries, golf courses, and wooded areas).

**Trip Potential**

The number of housing units within 1/10th-mile of intersection and corridor projects is calculated using housing unit estimates at the parcel level, provided by the City of Bellingham. Employment within 1/10th-mile is based on 2021 estimates at the Transportation Analysis Zone (TAZ) level, also provided by the City of Bellingham. These TAZ-level estimates are allocated to projects based on the amount of overlap between the 1/10th-mile radius around the intersection or corridor and the TAZ. For example, if the 1/10th-mile radius area around an intersection project contains 25% of the geographic area of a TAZ, and that TAZ has an estimated 1,000 employees, the intersection project is assigned an employment estimate of 250.

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# Appendix D: Funding Sources for Pedestrian Projects and Programs

## Local Funding Sources

### Bellingham Street Fund

The Street Fund is comprised of State motor vehicle gas tax funding returned to the City from the State and a percentage of the total annual general sales tax collected by the City of Bellingham. The Street Fund is typically programmed for maintenance and repair expenses (Asphalt resurfacing, concrete repair, etc.) and limited capital improvement projects (ADA ramps, crosswalks, bikeways as part of resurfacing projects, etc.). Projects identified for reconstruction or repaving as part of the capital improvements list should also implement recommendations for pedestrian improvements in order to maximize efficiencies while minimizing local costs.

### Bellingham Transportation Fund (T-Fund)

The Transportation Fund is derived from a 0.2% sales tax receipts collected within city limits to fund the following specific transportation needs: Street Resurfacing; Non-Motorized; and Clean Energy, which includes support of capital investments for WTA transit (ADA upgrades to bus stops, downtown station) and capital investments for transportation-related Climate Action Plan initiatives (EV charging stations). The Transportation Fund sales tax was approved by Bellingham voters in 2020 for a 10-year period and will remain until December 31, 2030.

### Bellingham Transportation Impact Fees

The Washington Growth Management Act and RCW 82.02 allow cities to assess Transportation Impact Fees (TIF) for new development that creates impacts to the local citywide transportation system. Cities must conduct studies and adopt TIF ordinances to establish the legal and acceptable proportionate share funding contribution that will be required from new development. Bellingham began assessing TIF with adoption of BMC 19.06 and the 1995 Comprehensive Plan. Several updates have been made to Bellingham's TIF system over the years to incentivize infill development and to focus on moving people.

In 2011, Bellingham adopted the Urban Village TIF Reduction Program based on research that development in compact mixed use Urban Villages generates fewer vehicle trips due to the presence of sidewalks, bikeways, WTA transit, and reduced vehicle parking. This program rewards development in Urban Villages with both automatic and voluntary trip reducing measures that effectively lowers TIF collected when building permits are issued. Since 2011, the Urban Village TIF Reduction Program has incentivized infill development through TIF reductions totaling almost \$2 million dollars. The most recent TIF system change in 2018 transformed the former auto-centric system to a more inclusive multimodal TIF system, which means that new development is contributing to funding for pedestrian and bicycle infrastructure identified in the Pedestrian and Bicycle Master Plans.

## Federal Grant Funding Sources

Over the past 15 years, many federal grant funding sources have stemmed from congressional legislation, such as SAFETEA-LU, MAP-21, FAST, and more recently the Bipartisan Infrastructure Law (BIL). Some federal funding is administered through the Washington State Department of Transportation (WSDOT), which then allocates funding to regional planning agencies, such as the Whatcom Council of Governments (WCOG). Other federal funding can be secured through applications submitted directly to U.S. Department of Transportation (USDOT) grant programs. Most of these funding programs are oriented toward transportation versus recreation, with an emphasis on reducing auto trips and providing inter-modal connections. Federal funding is intended for capital improvements, and safety and education programs and projects must relate to the surface transportation system. All federal funding specifically requires modification of curb ramps, crosswalks, signals, sidewalks, and driveways to comply with the Americans with Disabilities Act (ADA).

## Surface Transportation Block Grants and Associated Programs

The Surface Transportation Block Grant (STBG), Transportation Alternatives (TA), and Carbon Reduction Program (CRP) all provide states with flexible regional and enhancement funds which may be used for a wide variety of projects on any Federal-aid Highway (federally classified local arterial streets), bridges on any public road, and transit facilities. In the Whatcom region, these grant funds are allocated to jurisdictions through the Whatcom Council of Governments (WCOG), acting in its role as both the state-appointed Regional Transportation Planning Organization (RTPO) and the federal Metropolitan Planning Organization (MPO). Grant funding is awarded to projects through a competitive application process according to scoring criteria established by the WCOG Transportation Technical Advisory Group (TTAG) and approved by the RTPO Policy Board, made up of elected officials throughout the Whatcom region.

STBG project funding is used for multi-modal transportation corridors that provide region-wide benefit and the inclusion of sidewalk or other appropriate pedestrian accommodation is a project requirement for a funding award. STBG funds are most typically used for pedestrian improvements as part of a larger capital improvement project, such as sidewalks or paved shared-use pathways, curb extensions, crosswalks, pedestrian crossing signals, and street lighting complementing bikeways, and vehicle lane resurfacing or reconstruction. Since 2010, Bellingham has received 11 individual STBG grant funding awards totaling \$17.5 million for regionally important projects, such as James Street, Wharf Roundabout, West Horton Road, Mahogany Road, Orchard Drive, Telegraph Road, and Meridian/Birchwood Roundabout.

## Transportation Alternatives

The Transportation Alternatives (TA) program is a subset of STBG that is focused on smaller or mode-specific project improvements, such as sidewalk or crossing improvements. The amount of TA funding per cycle has typically been very small compared to the STBG allocation for regionally-significant projects. Combined with the reality that the use of federal funding requires additional administrative, engineering, and inspection staff time, TA funding has been much less attractive to the City of Bellingham than STBG funding, but smaller PMP projects may be good candidates for TA funding.

## Carbon Reduction Program (CRP)

The Carbon Reduction Program (CRP) is new (2023) federal funding stemming from the Bipartisan Infrastructure Law (BIL), which provides funds for projects designed to reduce transportation emissions, defined as carbon dioxide (CO<sub>2</sub>) emissions from on-road highway (arterial street) sources. A broad spectrum of improvements are eligible for CRP funding, including all projects and activities eligible under STBG and TA programs. WCOG has added the CRP funding to the regional process for allocating federal funding and this CRP may help to implement PMP sidewalk and crossing improvements.

## Highway Safety Improvement Program

WSDOT Local Programs administers Highway Safety Improvement Program (HSIP) grant programs with the goal of reducing fatal and serious injury crashes, following Washington state's Strategic Highway Safety Plan (Target Zero) and each agency's Local Road Safety Plan (LRSP).

The WSDOT City Safety Program funds projects in cities every other year. To qualify for eligibility, jurisdictions must first create a Local Road Safety Plan (LRSP) to examine collisions and then develop a systemic approach to making engineering improvements using best practice safety countermeasures in locations where similar conditions exist. Bellingham has created Local Road Safety Plans and received a HSIP grant award of \$900,000 toward the James/Bakerview Roundabout programmed for construction in 2023.

## Safe Streets for All (SS4A) Program

A result of the BIL is the SS4A program which is a national complement to WSDOT's HSIP. The SS4A program funds both safety planning and project implementation. For implementation funding, it requires a safety planning document,

termed a Safety Action Plan, which has additional levels of public outreach, safety planning at the standards and policy level, and reporting requirements, beyond the systemic safety analysis and project identification required for LRSPs. The SS4A program is authorized through Fiscal Year 2026 and for implementation funding it has a minimum project funding request of \$2,500,000 with a 20% local match. SS4A grant requests are prioritized through WCOG.

## State Funding Sources

### WSDOT Pedestrian and Bicyclist Safety

The goal of the Pedestrian and Bicycle Safety (PBS) program is to improve the transportation system to enhance safety and mobility for people who choose to walk or bike. Since 2005, the program has awarded \$115.6 million for 208 projects from over \$534 million in requests, or 21% of applications from local jurisdictions, making this the most competitive grant funding program in Washington. Bellingham has received several PBS grant awards, such as sidewalks, bikeways, and HAWK signals along Lakeway and Lincoln, as well as sidewalks and bikeways along West Illinois Street.

### WSDOT's Railway-Highway Crossing program

WSDOT's Railway-Highway Crossing program provides funding for safety improvements to reduce the number of fatalities, injuries, and crashes where public streets cross railroad tracks and at least 50% of these funds must be used to install or upgrade protective devices at railroad crossings. Improvements to make railway crossings safer can include sign and street marking enhancements, roadway gates, medians, pedestrian crossings, signal systems, and complete grade separation, or closure. Bellingham is working to construct safety improvements at all at-grade public street crossings of the BNSF railroad tracks throughout the Waterfront District and has received HSIP grant awards for the F Street crossing.

### WSDOT Safe Routes to School (SRTS)

The purpose of WSDOT's SRTS grant funding program is to improve safety and mobility for children by enabling and encouraging them to walk and bicycle to school. Grant funding from this program is for projects within two-miles of primary, middle, and high schools (K-12). In Washington, the Safe Routes to Schools Program (SRTS) grant funding is a combination of federal and state funding. Bellingham typically receives federal SRTS funding from WSDOT because, per RCW 35.01.010, Bellingham is one of 10 cities in Washington classified as a "First Class City." SRTS is the second most competitive grant program and since 2005, the program has awarded \$135 million for 270 projects from over \$499 million in requests, or 27% of applications from local jurisdictions. Bellingham has received multiple SRTS grant awards for Carl Cozier ES, Shuksan MS, Cordata ES, and Parkview ES.

### Transportation Improvement Board

The Transportation Improvement Board (TIB) was created by the Washington State Legislature to encourage state investment in high quality local transportation projects. TIB distributes competitive grant funding generated by statewide gas tax through grant funding awards to cities and counties in defined regions of state. A minimum 20-percent match of local funding is required on all UAP and ATP projects. Since 2006, Bellingham has received \$12.5 million in 19 individual TIB grant funding awards for multimodal transportation improvements from all three of these TIB funding programs.

### TIB – Urban Arterial Program

The Urban Arterial Program (UAP) funds corridor and intersection improvements according to scoring criteria in the following categories: Safety, Commercial Growth and Development, Mobility, and Physical Condition. Bellingham competes for UAP grant funding against other cities in the Northwest Region of Washington State, which includes Whatcom, Skagit, San Juan, Island, Kitsap, Jefferson, and Clallam counties.

## TIB – Active Transportation Program

In 2022, TIB broadened the Sidewalk Program to the Active Transportation Program (ATP) and it is intended to provide safe sidewalks and bicycle facilities on federally classified routes (principal, minor, or collector). ATP funded projects improve safety, access, connectivity, and continuity while conforming to standards created by the Americans with Disabilities Act (ADA). Bellingham competes for ATP grant funding against all other cities in the Western Region of Washington State, which includes all counties west of the Cascade Mountains.

## TIB – Complete Streets

In 2011, Washington passed the Complete Streets Act (RCW 47.04.320 -.340), which encourages local jurisdictions to adopt Complete Streets ordinances and established a grant funding program that requires an adopted ordinance for eligibility. Bellingham’s policies and practices have incorporated Complete Streets principals since the adoption of the 2006 Comprehensive Plan, but the City had not officially adopted the label of Complete Streets. In 2016, with the update of the Comprehensive Plan, Bellingham adopted a “Complete Networks” ordinance recognizing the various defined modal networks (Pedestrian, Bicycle, Trail, Transit, Automobile, and Freight) and establishing a transportation modal hierarchy that emphasizes pedestrian safety above all else while also recognizing the need to balance the needs of all modes so that the citywide transportation system works for all users.

The TIB Complete Streets (CS) grant program was suspended in 2020 but is expected to be reinstated in 2024 with a more traditional project application process than the nomination and award process in previous years. Details of the priority project types, requirements for application, match requirements and policy requirements have yet to be announced. Bellingham has previously secured TIB Complete Street grant awards of \$500,000 during each of the 2017, 2019, and 2021 funding cycles. The City has constructed sidewalks (Vallette), paved multiuse pathways (Lakeway), flashing crosswalks (W. North), and bike boulevards (Old Lakeway) with TIB Complete Streets grant funding.

## Traffic Safety Grants

The Washington Traffic Safety Commission (WTSC) provides state funding for programs, projects, services, and strategies to reduce the number of deaths and serious injuries that result from traffic crashes, consistent with Washington’s Target Zero Highway Safety Plan. This is a very important funding source for public safety campaigns involving educators, advocates, and law enforcement officers. Since 2010, Bellingham has received several significant traffic safety grants to create and promote public safety campaigns such as the “See and Be Seen” promotion of headlamps and rear beacons for bicyclists; the “Travel With Care” promotion that all users have rights and responsibilities; and the “Protecting Mobility For All” promotion to focus more driver attention on vulnerable users, including pedestrian and bicyclists, near school zones, parks, transit routes, and neighborhoods. While the funds from Traffic Safety Grants are an important component of an overall safe approach to developing and encouraging pedestrian networks and activity, these Grants are ineligible for application to engineering projects.

## Other State Grants

There are other State grant funding sources available to Bellingham, but they are not offered as frequently or accessed as often as those listed above. Some examples include:

- Community Economic Revitalization Board
- Public Works Trust Fund
- Legislative line item funding

## Regional Funding Sources

### Whatcom County Economic Development Investment (EDI) Board

Enacted in 1997 with the goal of improving rural economies, the EDI Program authorizes counties to retain a portion of collected taxes to finance public facilities. The EDI Program provides financing to public agencies or local governments through very low interest loans, grants, or a combination of both. Relevant eligible public facilities include roads, bridges, storm sewer facilities, and transportation infrastructure. The minimum project size that EDI will fund is \$25,000. Bellingham has received EDI funds for the Depot Market Square (Farmer’s Market) and the West Bakerview Overpass, which added a new 6-foot sidewalk on the north side of the West Bakerview bridge over I-5 where there are currently no sidewalks.

### Real Estate Excise Tax (REET)

All cities and counties may levy a quarter percent tax (described as “the first quarter percent of the real estate excise tax” or “REET 1”). Cities and counties that are planning under the Growth Management Act (GMA) have the authority to levy a second quarter percent tax (REET 2). The City of Bellingham receives revenues from Whatcom County’s Real Estate Excise Tax under both REET 1 and 2. Jurisdictions must spend the first and second quarter percent of their real estate excise tax receipts solely on capital projects that are listed in the capital facilities plan element of their comprehensive plan. RCW 82.46.010(6) defines “capital projects” as those public works projects of a local government for planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement of streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, bridges, domestic water systems, storm and sanitary sewer systems, parks, recreational facilities, law enforcement facilities, fire protection facilities, trails, libraries, and administrative and judicial facilities. Between 2000 and 2008, the City of Bellingham used REET funds to help construct pedestrian and bicycle infrastructure, including filling many gaps in the sidewalk network in the downtown and “Arts District.” Since 2009, however, REET funds have been eliminated from the annual six-year Transportation Improvement Program (TIP) as a funding source due to the collapse of home sales and because of commitments made of REET funds for the Bellingham Waterfront district redevelopment.

## Other Non-Traditional Funding Sources

### Local Businesses

There is increasing corporate and business involvement in sidewalk and trail connection projects that benefit walking. Employers recognize that creating places to walk is one way to build community and attract a quality work force. Outdoor recreation businesses often support local projects and programs.

One example of a local business that has pro-actively invested in the construction of public sidewalks, crossing improvements, and trails is the Barkley Company in the Barkley Urban Village. Over the past several years, the Barkley Company has constructed new sidewalk along the south side of Barkley Boulevard, a significant new multiuse trail connection between Barkley Boulevard and the Railroad Trail, and multiple flashing crosswalks across Barkley Boulevard at Manning, Rimland, and St. Clair.

City staff has also worked with other local developers to pro-actively identify needs for sidewalks, crossings, bikeways, and trails in new subdivisions and developments in the Cordata, King Mountain, and Samish Neighborhoods.

### Community Fundraising

Community fundraising and creative partnerships are plentiful. A common approach is to find creative ways to break a large project into small pieces that can be “purchased” by the public. One example is selling bricks for local sidewalk projects, especially those in historic areas or on downtown Main Streets. Donor names are engraved in each brick, and a tremendous amount of publicity and community support is purchased along with basic construction materials. Portland, Oregon’s downtown Pioneer Square is a good example of such a project. The Fairhaven Village Green, the Depot Market Square, and the new 170-stall parking lot at Lake Padden Park-Galbraith Lane have all been the beneficiaries of significant and successful community fundraising efforts in this fashion.

### Multi-Agency Funding Partnerships

Pedestrian improvements are always included in transportation grants, which are typically written for projects that cost millions of dollars. Applicants are almost always required to fund a minimum percent of the total project cost with local sources. Federal grants typically require a minimum of 13.5% while state grants typically require a minimum of 20%. In the increasingly competitive grant funding world, the reality is that more than the minimum local match must be offered to make an application really stand out from others. This requires a significant up-front local funding commitment for a multi-million-dollar project. One of the most effective methods to leverage outside grant funding is to create multi-agency funding partnerships for the local matching fund portion of the project. This not only helps to spread the local cost amongst multiple beneficiaries of the project, but it also provides a clear demonstration to grant funding agencies that the project will provide benefit to a broad range of interests. Over the years, the City of Bellingham has created grant funding partnerships with:

- Whatcom Transportation Authority (WTA)
- Whatcom Council of Governments (WCOG)
- Washington State Department of Transportation (WSDOT)
- Whatcom County and Economic Development Investment (EDI) Board
- Port of Bellingham
- Western Washington University (WWU)
- Whatcom Community College (WCC)
- Bellingham School District (BSD)
- Bellingham Housing Authority (BHA)

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# Appendix E: Pedestrian Projects List

## Crossing and Intersection Projects

Project ID	Neighborhood	Location	Recommendation	Cost	Priority Ranking*	Priority Level
238	City Center	Chestnut St/ Cornwall Ave	Curb extension on west corner of Chestnut and Cornwall	\$100,000	14	High
16	Downtown	State/Laurel	Consider addition of LPI all legs	\$10,000	14	High
20	Sunnyland	Texas/ James	Marked crosswalk, ped refuge island, curb extensions with RRFB, assumes implementation of road diet	\$784,000	12	High
218	Barkley	Barkley Blvd/ Racine St	Add RRFB, consider consolidating bus stops to east and west and new stop location at Racine St	\$150,000	12	High
254	Sehome	Forest St/ E Maple St	RRFB	\$250,000	12	High
92	Downtown	Bay/ Chestnut	Add RRFB on W Chestnut crossing.	\$100,000	12	High
119	Sunnyland	James/ Iowa	Upgrade all curb ramps to be ADA compliant	\$150,000	12	High
168	WWU	Garden St/ Oak St	Install marked crosswalk, RRFB on Garden St	\$100,000	12	High
31	Happy Valley	32nd/ Fielding	Curb extension and crosswalk on east leg.	\$148,000	12	High
17	Sehome	Laurel/ Garden	Add RRFB to Garden St crossing	\$84,000	12	High
155	Sehome	Maple/ Garden	Add marked crosswalks on N Garden St, RRFB, upgrade all curb ramps to be ADA-compliant	\$175,000	12	High
104	Cordata	Eliza/ Westerly Rd	Add RRFB to existing crossing, upgrade curb ramp on SW corner	\$125,000	11	High
250	Letter Streets	Cornwall/ Virginia St	Close Kearney St to simplify approach and formalize left turn lane with island and crossing on south side; Add curb extensions to daylight intersections and make alley access right in right out	\$200,000	11	High
22	Roosevelt	Texas/ Woburn	Add marked crosswalks with RRFB, bike stands, and bike buttons on the existing north and south crossings	\$215,000	11	High
232	Letter Streets	F Street/ Halleck St	Add RRFB, curb extensions	\$150,000	11	High
217	Roosevelt	Iowa/ Toledo	Add marked crosswalk with high visibility signage, RRFB	\$490,000	11	High
103	Meridian	Northwest/ Belleau Woods	Add RRFB	\$150,000	11	High
126	Cordata	W. Bakerview/ Palisade	Marked crosswalk with HAWK signal east of Palisade Way; new ADA curb ramps; extend existing traffic island	\$1,350,000	11	High
64	Downtown	Prospect/ Dupont/ Lottie	Add RRFB	\$200,000	11	High
202	Happy Valley	32nd St/ Elwood Ave	Install marked crosswalk with curb extensions and RRFB on 32nd to provide safer crossing to west side of 32nd	\$150,000	11	Medium-High

\*Priority ranking is based on how well a given project aligns with the PMP's four goals, based on criteria that are explained in Appendix C.

## Crossing and Intersection Projects

Project ID	Neighborhood	Location	Recommendation	Cost	Priority Ranking*	Priority Level
118	Roosevelt	Iowa/ Racine	Marked crosswalks with RRFB and ped refuge island on east crossing. Consider curb extensions. Upgrade all curb ramps to be ADA compliant	\$300,000	11	Medium-High
21	Roosevelt	Texas/ Pacific	Marked crosswalks with RRFB, includes bike push buttons for east/ west crossings.	\$215,000	10	Medium-High
154	Waterfront	Roeder/ Central Garden St/ Viking Union	Add RRFB	\$100,000	10	Medium-High
157	WWU		Add RRFB to existing crosswalk	\$200,000	10	Medium-High
123	Whatcom Falls	Lakeway/ Clearbrook	Marked crosswalk with HAWK signal to the west of intersection; upgrade curb ramps to be ADA compliant	\$1,500,000	10	Medium-High
256	WWU	N Garden/ Pine St	Add marked crosswalk with high visibility signage, consider RRFB	\$400,000	10	Medium-High
257	Birchwood	Nequalicum Ave/ Nome St	Install enhanced crossing of Nequalicum at Nome St to connect south side sidewalk to north side sidewalk	\$50,000	10	Medium-High
129	Columbia	Meridian/ Monroe	Add RRFB to existing north crossing on Meridian	\$85,000	10	Medium-High
153	Barkley	Orleans/ Deer Run Terrace Drive	Move crosswalk from Safeway driveway south to align with WTA Gold GO Line bus shelters	\$50,000	10	Medium-High
203	Happy Valley	32nd St/ Ferry Ave	Install marked crosswalk with curb extensions and RRFB on 32nd	\$85,000	10	Medium-High
58	Barkley	Woburn/ Rimland	Upgrade pedestrian pushbutton to APS and Pedestrian Signal Head to countdown style. Add LPI in the existing signal phasing.	\$75,000	10	Medium-High
120	Whatcom Falls	Lakeway/ Roland	Add crosswalk with RRFB and consider left turn restriction from Roland. Alternatively, coordinate with WTA to potentially consolidate stops, retaining stops to east and west where existing crossings. Costed as a HAWK per Transpo 082023	\$675,000	10	Medium-High
55	Roosevelt	Texas/ Yew	Add RRFB to existing crossings	\$175,000	10	Medium-High
246	Puget	Lincoln St/ York St	Marked crosswalk with high visibility signage	\$125,000	9	Medium-High
133	Happy Valley	Old Fairhaven/ 22nd St	Add RRFB with pedestrian refuge island	\$200,000	9	Medium-High
245	Sehome	Mason St/ Maple St/ Ellis St	Curb extensions on Mason St, square Maple/ Ellis intersection to shorten crossing, upgrade all curb ramps to be ADA-compliant	\$75,000	9	Medium-High
136	Puget	Woburn/ Old Woburn	Marked crosswalks with RRFB on south crossing; upgrade all curb ramps to be ADA compliant	\$150,000	9	Medium-High

\*Priority ranking is based on how well a given project aligns with the PMP's four goals, based on criteria that are explained in Appendix C.

## Crossing and Intersection Projects

Project ID	Neighborhood	Location	Recommendation	Cost	Priority Ranking*	Priority Level
12	Letter Streets	Holly/ D St	Add marked crossing and signage on west side and east side of intersection adjacent to transit stop.	\$122,000	9	Medium-High
213	Puget	Lincoln St/ Fraser St	Reduce curb radii or add curb extensions and marked crosswalk on Fraser St at Lincoln, north leg	\$50,000	9	Medium-High
52	Birchwood	Meridian/ Birchwood	Roundabout with marked crosswalks	\$4,000,000	9	Medium-High
74	South Hill	14th/ Mill	Add crosswalk on North side and associated ped crossing signage	\$15,000	9	Medium-High
38	Fairhaven UV	10th/ McKenzie	Marked crosswalks on north crossing; all curb ramps will need to be upgraded to be ADA compliant;	\$79,000	9	Medium-Low
108	WWU	Bill McDonald/ S College Drive	Add RRFB on the existing east crossing	\$125,000	9	Medium-Low
61	Columbia	Elm/ Monroe	Add RRFB to north and south legs	\$85,000	9	Medium-Low
85	Meridian	Eliza/ Bellis Fair Pkwy	Add RRFB at existing crossing	\$115,000	9	Medium-Low
35	WWU	24th/ Old Fairhaven	Install RRFB or HAWK signal (if traffic volumes are higher than 2,000 vehicles per hour).	\$87,000	8	Medium-Low
122	King Mtn	E. Bakerview/ Kramer	Marked crosswalk and RRFB and pedestrian refuge island	\$125,000	8	Medium-Low
32	Happy Valley	32nd/ Taylor	Add marked crosswalk and curb extensions on south leg of 32nd St. Upgrade ADA curb ramp upgrade to east side and southwest corner. Upgrade lighting.	\$186,000	8	Medium-Low
105	South Hill	Boulevard near South State St	Add RRFB to existing crossing	\$150,000	8	Medium-Low
159	South Hill	14th/ State-Boulevard	Add RRFB to existing crossing. Add median island	\$135,000	8	Medium-Low
114	Barkley	Barkley/Trail east of St. Paul	Marked crosswalk with RRFB aligned with trailhead. Upgrade all curb ramps to be ADA compliant. Consider pedestrian refuge island.	\$150,000	8	Medium-Low
221	Happy Valley	Harris Ave/ 19th St	Add marked crosswalk with high visibility signage	\$35,000	8	Medium-Low
50	Columbia	Meridian/ Connecticut	Add RRFB to the south crossing	\$85,000	8	Medium-Low
11	Letter Streets	Cornwall/ Whatcom Creek	Add RRFB to the existing crossing; all curb ramps will need to be upgraded to be ADA compliant	\$84,000	8	Medium-Low
134	Whatcom Falls	Lakeway/ Woburn/ Yew	Upgrade all curb ramps to be ADA compliant	\$750,000	8	Medium-Low
255	Happy Valley	24th/ Donovan	Add RRFB to existing crosswalk on Donovan	\$85,000	8	Medium-Low
54	Silver Beach	Electric/ Bloedel-Donovan Park (South)	Add RRFB at existing crosswalk	\$160,000	7	Medium-Low
86	Irongate	James/ Sunset Pond	Add RRFB at existing crossing	\$85,000	7	Medium-Low

\*Priority ranking is based on how well a given project aligns with the PMP's four goals, based on criteria that are explained in Appendix C.

## Crossing and Intersection Projects

Project ID	Neighborhood	Location	Recommendation	Cost	Priority Ranking*	Priority Level
206		Cornwall Ave/ Kentucky St	Add RRFB to existing crossing, north leg	\$85,000	7	Medium-Low
210	Roosevelt	Kentucky/ I-5	Add lighting on Kentucky St under I-5	\$50,000	7	Medium-Low
207	Cornwall Park	Cornwall Ave/ S Park St	Add RRFB to existing crossing, north leg	\$115,000	7	Medium-Low
24	Barkley	Barkley/ St. Clair	Add mid-block crossing with marked crosswalk, curb ramps and RRFB; Consider ped refuge island.	\$184,000	7	Medium-Low
204	Sehome	Bay Trail and Wharf St	Add RRFB at trail crossing	\$85,000	6	Medium-Low
80	Roosevelt	Orleans/ Railroad Trail	Add Detectable Warning Surfaces to both east and west crossings.	\$20,000	6	Low
44	Edgemoor	Hawthorn/ Bayside	Add RRFB at existing crosswalk	\$85,000	6	Low
125	Birchwood	McLeod/ Bennett	Marked crosswalks on all four crossings; upgrade all curb ramps to be ADA compliant	\$250,000	6	Low
29	Silver Beach	Electric/ Flynn	Add RRFB on the existing south crossing; Add detectable warning surfaces for curb ramps	\$84,000	6	Low
106	Alderwood	Airport Drive/ Airport Way	Roundabout with marked crosswalks; all curb ramps will need to be upgraded to be ADA compliant	\$5,000,000	6	Low
145	Alderwood UGA	Alderwood/ Bennett	Add RRFB to existing crossing, consider curb extensions	\$125,000	6	Low
113	Alderwood	Bennett/ Marine	Roundabout with marked crosswalks	\$5,000,000	5	Low
112	Birchwood	Marine/ W Illinois	Marked crosswalk for west crossings; upgrade all curb ramps to be ADA compliant	\$175,000	5	Low
25	Barkley	Barkley/ Brandywine/ Sussex	Marked crosswalk on west crossing; all curb ramps will need to be upgraded to be ADA compliant; RRFB recommended. Advanced warning of crossing may be warranted given downhill curve.	\$602,000	5	Low
41	Samish	Samish Way/ 40th Street	Consider curb extensions and/ or 40th St realignment with marked crosswalk and RRFB.	\$125,000	5	Low
163	Barkley	McLeod Rd/ MaGrath	Add RRFB, alternatively install to west at existing crosswalk near bus stops and Squalicum HS parking lot	\$200,000	5	Low
115	Silver Beach	Electric/ Bloedel-Donovan Park (North)	New crosswalk with RRFB	\$165,000	5	Low
140	Alderwood	Marine Drive/ Locust Ave	Marked crosswalks on east and west crossings; upgrade all curb ramps to be ADA compliant	\$100,000	5	Low
116	Roosevelt	Woburn/ Whatcom Creek Greenway	Mid-block crossing with marked crosswalk and RRFB; New ADA curb ramp required.	\$250,000	5	Low
144	Meridian	Sterling/ Bellis Fair Parkway	Add ADA-compliant connection	\$250,000	5	Low

\*Priority ranking is based on how well a given project aligns with the PMP's four goals, based on criteria that are explained in Appendix C.

## Crossing and Intersection Projects

Project ID	Neighborhood	Location	Recommendation	Cost	Priority Ranking*	Priority Level
26	Barkley	Barkley / Carrington	Marked crosswalks on east with pedestrian refuge island. all curb ramps will need to be upgraded to be ADA compliant	\$122,000	5	Low
201	Birchwood	Pinewood Ave and Bay to Baker Trail	Add RRFB at trail crossing	\$115,000	4	Low
128	Samish	Samish between Taylor Ave and 36th St	Consider marked midblock crosswalk with RRFB at Montessori School, bus stop	\$100,000	4	Low
121	Geneva UGA	Lakeway/ Euclid	Roundabout	\$5,000,000	4	Low
251		W Kline/ Meridian	Add crossing island on south side of intersection, RRFB, and turn wedge	\$750,000	4	Low
138	Edgemoor	SR-11 (Chuckanut/ Viewcrest)	Add marked crosswalk, possible RRFB	\$100,000	3	Low
214	South	Chuckanut Dr/ Old Samish Rd	Square intersection, consider adding crosswalk on Chuckanut	\$1,000,000	2	Low

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## Pedestrian Connection Projects

Project ID	Segment	From	To	Recommendation	Cost	Priority Ranking*	Priority Level
82	Cornwall Avenue	Laurel	Maple	Sidewalk	\$5,500,000	16	High
321	Prince Avenue	Meridian	Deemer Rd	Sidewalk	\$4,400,000	15	High
62	Hannegan Road approach to SR 542 (Sunset)	Sunset	Bakerview	Sidewalk	\$7,900,000	15	High
61	Iowa Street	I-5	Woburn	Sidewalk	\$4,200,000	14	High
88	Otis Street	E. Maple	Abbott	Sidewalk	\$430,000	13	High
85	E. Laurel St	High St	Newell St	Sidewalk	\$1,100,000	13	High
38	Texas St	Cornwall	James	Sidewalk	\$1,200,000	13	High
309	York St	Grant St	Humboldt	Sidewalk	\$130,000	12	High
2	E. Bakerview Road	Deemer	James	Sidewalk	\$4,200,000	12	High
119	Donovan Avenue	21st	30th	Multi-use Trail	\$3,400,000	12	High
134	S. Samish Way	Elwood	48th St	Multi-use Trail	\$8,700,000	12	High
93	Franklin St	York St	Gladstone St	Sidewalk	\$330,000	12	High
41	Halleck	Broadway	F St	Sidewalk	\$1,300,000	12	High
104	11th Street	Adams	Knox Ave	Sidewalk	\$740,000	12	High
5	E. Bakerview Road	Irongate	Hannegan	Sidewalk	\$2,900,000	12	High
58	Verona	Texas	Roosevelt Park	Sidewalk	\$290,000	11	High
43	C Street	Bancroft	Roeder	Sidewalk	\$1,600,000	11	High
53	St Clair	Roslyn Place	Alabama	Sidewalk	\$1,700,000	11	High
112	Harris Avenue	14th St	21st	Sidewalk	\$2,300,000	11	High
56	Texas St	I-5	Pacific	Sidewalk	\$740,000	11	High
65	Barkley Blvd	St Clair Trail	Brandywine	Sidewalk	\$330,000	11	High
67	Britton Road	City limit	SR 542	Sidewalk	\$3,500,000	11	High
105	14th Street	Adams	Harris	Sidewalk	\$1,600,000	11	High
49	E Connecticut	Woburn	Yew	Sidewalk	\$390,000	11	High
48	Undine	Railroad Trail	Texas	Sidewalk	\$860,000	11	High
120	21st St	Bennett	Donovan	Sidewalk	\$1,100,000	11	High
312	Moore St	North of Iowa St	Kentucky St	Sidewalk	\$280,000	11	High
125	Lincoln St	Storage facility	Elwood	Sidewalk	\$900,000	10	High
39	Texas St	James	Lincoln	Sidewalk	\$250,000	10	High
29	Connecticut	Meridian	Elizabeth	Sidewalk	\$510,000	10	High
113	16th St	Mill	Wilson	Sidewalk	\$720,000	10	High
97	Whatcom St	Queen	Racine St	Off-street connection	\$50,000	10	High
27	Victor St	W. North	Northwest	Sidewalk	\$1,600,000	10	High
117	Donovan Avenue	15th	18th	Sidewalk	\$330,000	10	High
60	Yew St	Zephyr	Woburn	Sidewalk	\$590,000	10	High
77	Electric Avenue	Alabama	York St	Sidewalk	\$6,700,000	10	High
18	Alderwood Ave	W. Maplewood	Shuksan MS Driveway	Sidewalk	\$780,000	10	Medium-High
94	Woburn Street	Old Woburn	Lakeway	Sidewalk	\$350,000	10	Medium-High
146	Queen St	Texas	Kentucky	Sidewalk	\$1,100,000	10	Medium-High
114	18th St	Mill	Wilson	Sidewalk	\$610,000	10	Medium-High
317	24th St	Donovan Ave	Douglas Ave	Sidewalk	\$1,200,000	10	Medium-High
91	34th Street	Abbott	Byron	Sidewalk	\$930,000	9	Medium-High
122	32nd St	Taylor Ave	Bus stop (west side)	Sidewalk	\$700,000	9	Medium-High
102	Electric Ave	Lakeway	Birch	Sidewalk	\$1,100,000	9	Medium-High
20	Pinewood Ave - Patton St	Cottonwood	Nequalicum	Sidewalk	\$2,700,000	9	Medium-High
15	McLeod Road	W. Maplewood	Northwest	Sidewalk	\$1,700,000	9	Medium-High
108	Douglas Avenue	21st	24th St	Sidewalk	\$540,000	9	Medium-High
111	Mill Avenue	21st	23rd	Sidewalk	\$380,000	9	Medium-High
19	Cottonwood Ave	City limit	W. Maplewood	Sidewalk	\$2,400,000	9	Medium-High
16	W. Maplewood Ave	W. Bakerview	Alderwood	Sidewalk	\$2,100,000	9	Medium-High
1	E. Kellogg Road	Archer	Spring Creek Estates	Sidewalk	\$1,200,000	9	Medium-High
80	Roeder to Squalicum Way	Creek Bridge	Bridge over Railroad	Widen shoulder	\$10,000	9	Medium-High

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## Pedestrian Connection Projects

Project ID	Segment	From	To	Recommendation	Cost	Priority Ranking*	Priority Level
79	Roeder to Squalicum Way	Creek Bridge	Bridge over Railroad	Widen shoulder	\$12,000	9	Medium-High
66	Barkley Blvd	Brandywine	West Ridge	Curb ramps	\$260,000	9	Medium-High
318	Knox Ave	23rd St	24th St	Sidewalk	\$90,000	9	Medium-High
90	E. Laurel	Otis	Abbott	Sidewalk	\$80,000	9	Medium-High
300	Michigan St	Texas	Alabama	Sidewalk	\$230,000	9	Medium-High
145	E. Illinois	Pacific	Racine St	Sidewalk	\$440,000	9	Medium-High
135	Connelly Avenue	33rd	34th	Sidewalk	\$130,000	9	Medium-High
57	Queen St	Alabama	Texas	Sidewalk	\$270,000	9	Medium-High
21	Firwood Ave	W. Maplewood	Birchwood	Sidewalk	\$500,000	9	Medium-High
23	Cedarwood Ave	City limit	Birchwood	Sidewalk	\$5,800,000	9	Medium-High
3	E. Bakerview Road	James	Kramer	Sidewalk	\$2,300,000	9	Medium-High
25	Nequalicum Ave	Nequalicum Ave	Eldridge	Sidewalk	\$160,000	9	Medium-High
14	McLeod Road	Bennett	W. Maplewood	Sidewalk	\$1,400,000	8	Medium-High
107	Harris Avenue	Terminus	8th St	Sidewalk	\$360,000	8	Medium-High
37	E. Illinois	Lyle	Iron	Sidewalk	\$870,000	8	Medium-High
22	Birchwood Ave	Pinewood	Northwest	Sidewalk	\$1,500,000	8	Medium-High
109	Douglas Avenue	25th	30th	Sidewalk	\$620,000	8	Medium-High
307	Racine	E Sunset Dr	Iron Gate Rd	Multi-use Trail	\$1,600,000	8	Medium-High
8	Bay to Baker Trail	Irongate	Hannegan	Sidewalk	\$1,300,000	8	Medium-Low
96	Puget Street	1234 Puget	Consolidation	Sidewalk	\$2,100,000	8	Medium-Low
126	Byron Ave	Lincoln	Ashley	Sidewalk	\$170,000	8	Medium-Low
116	McKenzie Avenue	24th	end of sidewalk	Sidewalk	\$420,000	8	Medium-Low
12	Alderwood Ave	Airport Drive	City limit	Sidewalk	\$2,400,000	8	Medium-Low
24	Nequalicum Ave	Patton	Nequalicum Ave	Sidewalk	\$50,000	8	Medium-Low
72	Dakin	Silver Beach Ave	Northshore	Sidewalk	\$620,000	8	Medium-Low
26	Birchwood Ave	Salvation Army	Meridian	Sidewalk	\$800,000	8	Medium-Low
110	Taylor Avenue	30th	32nd	Sidewalk	\$540,000	8	Medium-Low
71	Silver Beach Ave	Sylvan St	Northshore	Sidewalk	\$770,000	8	Medium-Low
69	Sylvan St	Klipsun Trail	Alabama	Sidewalk	\$1,400,000	8	Medium-Low
130	Elwood Ave	40th	end of sidewalk	Sidewalk	\$70,000	8	Medium-Low
118	Donovan Avenue	18th	21st	Sidewalk	\$440,000	7	Medium-Low
32	Birchwood Avenue	Meridian	Orchard Place	Multi-use Trail	\$1,100,000	7	Medium-Low
33	Squalicum Parkway	Birchwood	W. Pavilion Driveway	Sidewalk	\$4,300,000	7	Medium-Low
322	Old Lakeway	Newton	Yew	Sidewalk	\$600,000	7	Medium-Low
115	McKenzie Avenue	16th	17th	Sidewalk	\$160,000	7	Medium-Low
86	N. State Street	Roundabout	Oak St	Sidewalk	\$80,000	7	Medium-Low
7	Hannegan Road	Bakerview	City limit	Sidewalk	\$4,200,000	7	Medium-Low
138	Bayside	Hawthorne	Acacia	Sidewalk	\$500,000	7	Medium-Low
311	Highland Dr	Taylor Ave	W Campus Way	Sidewalk	\$2,300,000	7	Medium-Low
206	Verona St	Verona St South	Roosevelt Park Entrance	Multi-use Trail	\$250,000	7	Medium-Low
310	Ped Connection	Puget St	Nevada St	Off-street connection	\$1,200,000	7	Medium-Low
123	Consolidation St	41st	44th	Curb ramps	\$120,000	7	Medium-Low
9	W. McLeod Road	Hollywood	Bennett	Sidewalk	\$1,300,000	7	Medium-Low
70	St Clair	Alabama	Whatcom Falls Park	Sidewalk	\$1,400,000	7	Medium-Low
302	Firwood Ave	Birchwood	Squalicum Creek Park	Sidewalk	\$850,000	7	Medium-Low
129	Dumas Ave	40th	44th	Sidewalk	\$670,000	7	Medium-Low
17	Alderwood Ave	City limit	Cherrywood	Sidewalk	\$1,100,000	7	Medium-Low
131	Fielding Ave	40th St	South Samish Way	Sidewalk	\$610,000	7	Medium-Low
319	Mill Avenue	24th St	27th St	Sidewalk	\$400,000	7	Medium-Low
10	Hollywood Ave	W. McLeod	McAlpine	Sidewalk	\$900,000	6	Medium-Low
128	Ashley St	Dumas	end of sidewalk (230 Ashley)	Sidewalk	\$110,000	6	Medium-Low

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## Pedestrian Connection Projects

Project ID	Segment	From	To	Recommendation	Cost	Priority Ranking*	Priority Level
213	New connection west of 16th St	Old Fairhaven Pkwy	16th St	Off-street connection	\$130,000	6	Medium-Low
74	Academy	Pullman	Northshore	Sidewalk	\$650,000	6	Medium-Low
305	Ped Connection	ASB	C St	Off-street connection	\$80,000	6	Medium-Low
11	Redwood Ave	Hollywood	Alderwood	Sidewalk	\$400,000	6	Medium-Low
13	McAlpine Road	Marine Drive	Bennett	Sidewalk	\$1,600,000	6	Medium-Low
30	Monroe	Keesling	Lafayette	Sidewalk	\$520,000	6	Low
214	New road (west of Willowood Ave)	McLeod Rd	Cherrywood Ave	Off-street connection	\$160,000	6	Low
202	Eliza Ave	Barnes Pl	Matanuska Dr (Eliza Curve Garden)	Off-street connection	\$250,000	6	Low
68	Lahti-SpringCoulee-Magrath	Britton	Mcleod	Sidewalk	\$4,400,000	6	Low
215	New road (west of Hollywood Ave)	Alderwood Ave	McAlpine Rd	Off-street connection	\$480,000	6	Low
201	Barnes Rd	Spring Dr	Barnes Pl	Off-street connection	\$350,000	6	Low
99	Whatcom St	St Paul	Toledo Street	Off-street connection	\$40,000	6	Low
212	New connection east of 14th St	14th St	Old Fairhaven Pkwy	Off-street connection	\$130,000	6	Low
137	Hawthorne Road	Cowgill	Bayside	Sidewalk	\$230,000	6	Low
216	Williamson Way	Alderwood Ave	Marine Dr	Off-street connection	\$310,000	6	Low
132	40th Street	Fielding	Donovan	Sidewalk	\$1,600,000	6	Low
139	Fielston Road	Hawthorne	Viewcrest	Sidewalk	\$2,000,000	6	Low
136	"Stair Step Streets"	36th	Wilken/Lake Padden	Sidewalk	\$1,100,000	6	Low
83	Pine Street	Cornwall	Wharf	Sidewalk	\$80,000	6	Low
31	Eldridge Avenue	Broadway	City limit	Curb ramps	\$1,300,000	5	Low
207	27th St	Durbin Dr	Douglas Ave	Multi-use Trail	\$190,000	5	Low
78	Flynn St	Electric	Dakin	Multi-use Trail	\$280,000	5	Low
100	Consolidation Trail	Nevada	Puget	Sidewalk	\$160,000	5	Low
63	McLeod Road	SR 542	Chandler Pkwy	Sidewalk	\$1,000,000	5	Low
210	Gambier Ave	Finnegan Way	12th St	Off-street connection	\$100,000	5	Low
75	Northshore	Poplar	Britton	Sidewalk	\$690,000	5	Low
55	Kentucky	Ontario	St Clair	Sidewalk	\$150,000	5	Low
76	Northshore	Britton	Academy	Sidewalk	\$750,000	5	Low
54	Iowa St	St Clair	Erie St	Sidewalk	\$420,000	5	Low
64	Lahti Drive	Carrington	City limit	Sidewalk	\$100,000	5	Low
142	Willow	Bayside	Fieldston	Sidewalk	\$520,000	5	Low
141	Briar	Hawthorne	Willow	Sidewalk	\$690,000	5	Low
127	44th St	Byron	Consolidation	Sidewalk	\$380,000	4	Low
204	Irongate Rd	North-South alignment on east side of Stonecrest	To the North at City Limits	Off-street connection	\$740,000	4	Low
209	Bennett Rd	Highland Drive	Bennett Ave	Off-street connection	\$190,000	4	Low
203	Flood Control Dam	Telegraph Rd	E Bakerview Rd	Off-street connection	\$200,000	4	Low
211	New Connection East of 19th St	Knox Ave	Mill Ave	Off-street connection	\$150,000	4	Low
208	20th St	Bennett Ave	Easton Ave	Off-street connection	\$190,000	4	Low
144	Viewcrest	Fieldston	SR-11	Sidewalk	\$2,100,000	4	Low
73	Pullman	Academy	Northshore	Sidewalk	\$500,000	3	Low
205	Richards St	Iron Gate Rd	To the North at City Limits	Off-street connection	\$820,000	3	Low
103	Whatcom Street ROW	Raymond	Birch St	Off-street connection	\$480,000	3	Low

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## Leading Pedestrian Interval Locations

Project ID	Neighborhood	Location	Recommendation	Cost	Priority Ranking*
16	Downtown	State/Laurel	Consider addition of LPI all legs	\$10,000	13.50
65	Downtown	N State/Maple	Add LPI	\$10,000	13.35
76	Sehome	E Holly/High	Add LPI	\$10,000	11.82
109	Samish UV	N Samish/Bill McDonald/Byron	Add LPI	\$10,000	11.16
216		Lincoln/Lakeway	Add LPIs all legs, consider NROR	\$10,000	10.63
57	Roosevelt	Alabama/Yew	Add LPI	\$10,000	10.30
62	Columbia	Broadway/Elm/Dupont	Add LPI in the existing signal phasing. PPBs on SW corner do not appear to meet ADA guidelines for location and reach distance. Controller may need to be updated depending on age.	\$105,000	13.51
234		Donovan Ave/12th St	Add LPIs all legs	\$10,000	9.29
63	Letter Streets	Dupont/F St	Add LPI in the existing signal phasing. Controller may need to be updated.	\$40,000	10.95
99	Meridian	Mahogany/Arctic	Add LPI Phase	\$10,000	7.48
158	WhatcomFalls	Lakeway/Birch	Add LPI	\$10,000	7.22
58	Barkley	Woburn/Rimland SR-11	Add LPI in the existing signal phasing. Upgrade pedestrian pushbutton to APS and Pedestrian Signal Head to countdown style.	\$75,000	9.60
71	Edgemoor	(Chuckanut)/Cowgill/Hawthorne/Parkridge	Add LPI, update pushbutton to APS	\$30,000	8.02
134	WhatcomFalls	Lakeway/Woburn/Yew	Upgrade all curb ramps to be ADA compliant; add LPI in the existing signal phasing	\$750,000	7.61
141	South	Old Fairhaven/SB I-5 Entrance	Upgrade existing pushbuttons to APS, add LPI	\$50,000	5.32

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# Bellingham Pedestrian Master Plan

April 2024

