



CHAPTER 6 IMPLEMENTATION



6 Implementation

As described in Chapters 3, 4, and 5, Bellingham's recommended pedestrian system consists of a comprehensive network of sidewalks, improved crossings, shared-use paths, and various design and programmatic measures. This chapter presents high-priority projects for early implementation and planning-level cost opinions for the proposed sidewalk improvements. Grant funding sources are identified on federal, state, and local levels. An implementation strategy follows, presenting a targeted approach for how Bellingham can implement projects and programs. Finally, this chapter closes with a discussion of performance measures to track the success of the Plan over time.

6.1 Pedestrian Network Implementation

This Plan identifies a pedestrian network that is fully connected and ambitious in scope and scale. The full completion of the network is a long term goal for the City. The Plan recommends a comprehensive set of pedestrian improvement projects that, once constructed, will help people to walk more often throughout the city and in their neighborhood. The order in which projects in this Plan are constructed will depend on many factors, including budget and grant availability, community support, and City policies.

6.1.1 Project Priority Evaluation

While each and every project is important to the completion of the network, it is necessary to set out priorities for implementation. In order to determine which network links, intersections, and accessways can be built in the 20-year plan timeframe, the project team applied a set of criteria that were developed by the Steering Committee to represent the goals of the Plan. The project scores generated through this evaluation should not be viewed as absolute priorities to be completed sequentially, but rather a measure of which projects within the network best meet the goals of the plan. The criteria are intended to provide an ongoing tool for City staff to help determine relative priorities for individual projects. The criteria are summarized in Table 6-1 on the following page.

Table 6-1: Priority Project Evaluation Criteria

Criterion	Related Value	Description
Safety (Crash Reduction)	Safety	Score each project based on collision history. Projects receive a higher score if they improve a location that has had a high number of collisions.
Posted Speed	Safety	Score each project based on the posted motor vehicle operating speed.
Traffic Volume	Safety	Arterial roadways are grouped into categories based on the estimated daily motor vehicle traffic. Agency staff provided categorical definitions based on existing traffic counts at selected locations.
Economic Equity	Equity	Projects are scored based on their ability to serve lower income residents as determined by housing type and whether owner or renter occupied.
Safe Routes to School	Connectivity/ Health	Score projects based on their ability to serve students walking to a school.
Pedestrian Access to Community Destinations	Connectivity/ Sustainability	Score each project based on its proximity to commercial areas, parks, schools and civic areas. Projects receive a higher score if they are located closer to community destinations with potential to draw high volumes of pedestrians.
Transit Connectivity	Connectivity/ Multi-Modal Transportation	Score each project based on its proximity to WTA transit service.
Crossing (Intersection Only)	Safety/ Connectivity	Score each project based on whether it improves an arterial or local roadway crossing.
Neighborhood Plan	Community	Project identified as part of a neighborhood plan, Urban Village Plan, or other public planning process.

6.1.2 Tier 1 and 2 Priority Projects

All potential projects on the Primary Pedestrian Network were evaluated with the plan criteria. The projects that received the highest total scores were prioritized into Tier 1 and Tier 2. Resulting total scores for each project are included in Appendix C - Pedestrian Master Plan Project List. The first Tier projects are those that the City will strive to complete within the first 10 years. A summary of the priority projects is provided in Table 6-2 below. Figures 6-1 through 6-4 illustrate the locations of Tier 1 and Tier 2 projects. All projects are further defined in the full project tables included in Appendix C.

Table 6-2: Summary of Total Evaluated Priority Pedestrian Master Plan Projects

	Sidewalk/Corridor Improvements	Length of Sidewalk Projects	Crossing Improvements
Tier 1	41	8.4 miles	17 crossings
Tier 2	33	5.6 miles	15 crossings
Total	74	14 miles	32 crossings

The City should revisit the project list annually to develop a draft list of potential near-term projects after assessing staff resources and available/upcoming funding sources. This list should be refined with input from the Transportation Commission (TC); it is recommended that the TC focus one meeting each year on addressing implementation priorities. It is expected that that there will be sidewalk segment and intersection improvement projects from the long-term projects list that are built sooner than expected. There are many factors that can and should affect project implementation, including the following:

- Any changes to existing grant programs, or creation of new grant or funding programs, that affect the type or number of large-budget projects that can be implemented
- Any changes in City policy that could affect how local or state funds can be spent
- Changes to zoning and land use that will affect where and how development occurs in Bellingham (such as through Comprehensive Plan update)
- City capital roadway projects that include pedestrian improvements
- The pace of development, which will affect which projects are implemented through developer requirements
- Changes to City staff capacity to manage pedestrian projects
- Community input (e.g., through the Transportation Commission or neighborhood groups)
- Directives (policy or otherwise) from elected officials and other governing bodies
- Interest from partners (such as Whatcom County and Washington Department of Transportation) in implementing projects that are partially within their jurisdiction

It should be noted again that the Primary Pedestrian Network was not defined outside of the city limits. As the Urban Growth Areas are developed and incorporated into the city, the Primary Pedestrian Network, associated sidewalk infill, and intersection projects should be identified and incorporated into the network.









Funding Strategy

Once projects were ranked for relative priority, the project team assessed likely funding scenarios for project completion. Through an analysis of past grant success and a projection of likely Transportation Benefit District funding, the project team determined potential dedicated funding available for pedestrian projects in the first five years of plan implementation. The City of Bellingham estimates that sales tax revenue generated through the Transportation Benefit District (TBD) may provide about \$1.4 million annually for non-motorized capital improvements. Public Works estimates that pedestrian infrastructure costs will exceed bicycle infrastructure costs due to different implementation and construction realities between the two types of facilities, described below. Therefore, in order to gauge available revenue and the degree of project implementation on an annual basis, an assumption has been made that 75% of the TBD revenue allocated for non-motorized improvements could be used for sidewalk infill/widening and intersection improvement projects listed in the Pedestrian Master Plan. The actual percentage of TBD non-motorized funding allocated to pedestrian improvements will need to be decided each year by the City Council serving in their capacity as the TBD Board of Directors and can be changed year to year.

While sidewalks are always constructed as part of large new or reconstructed street improvement projects (James Street, Illinois Street) and minor gaps can be filled to fulfill ADA requirements of arterial resurfacing projects (Forest Street), the list of over 300 sidewalk infill/widening locations identified in the Pedestrian Master Plan will primarily be constructed as independent projects. These independent sidewalk projects will not realize the same construction efficiencies as sidewalks included in larger street projects and will often require additional elements, such as curb and gutter and either integration into an existing adequate storm water drainage system or construction of new storm water drainage for the new impervious sidewalk surface, which must meet current storm water treatment requirements. Any new sidewalks constructed with pervious concrete will require the new construction of adequate drainage underneath the sidewalk or the amendment of soils if infiltration is possible. Pervious concrete is a more expensive construction material, and unfortunately soils in many locations are not adequate for infiltration. Any new sidewalk constructed along the edge of a street that impacts a wetland or a stream will be required to provide adequate off-site mitigation, usually at significant cost. Urban sidewalk construction materials include steel and concrete, both of which are expensive and if excavation is required to cut into hillsides or fill in topographic depressions, both of which can also require the construction of retaining walls and/or metal safety railings, then there will be significant added cost. In some cases, the addition or widening of a sidewalk may require purchase of private property to create additional right-of-way before construction can occur.

Marked bicycle lanes are also always constructed as part of large new or reconstructed street improvement projects (James Street), but bike lanes are also included, where possible, with annual arterial resurfacing projects (Lakeway Drive), or where City Council has approved the removal of on-street parking (Northwest, Cornwall, Indian) to accommodate a bike lane. The physical and impervious surface for the bike lane is either accounted for in the storm water mitigation for the overall project or the bike lane is using existing impervious surface between curbs more efficiently and not triggering new storm water requirements. The addition of a bike lane to the edge of a new street does have significant cost due to the need for a wider road bed, but also takes advantage of cost efficiencies when the asphalt is installed for the entire street as well. Where bike lanes are added through street retrofits, such as arterial resurfacing or removal of on-street parking, the construction costs are much lower. When a bicycle master plan is completed for Bellingham it may include projects such as "bicycle boulevards" or some other type of bicycle facility, which may have

different construction costs than traditional marked bike lanes on arterials, but at the present time, bicycle facilities cost far less to construct than pedestrian facilities.

6.2 Planning Level Cost Opinions

This section summarizes planning level cost estimates associated with the recommended sidewalk improvement projects. Cost estimates were provided by City of Bellingham staff. While these estimates provide a general understanding of resource needs, they are intended to provide City of Bellingham staff with an “order of magnitude” estimate for the project cost so that projects can be prioritized on an ongoing basis and to provide information for next steps (including soliciting funding, preliminary and final design, etc.). A planning-level range of potential costs is appropriate given the level of uncertainty in the design at this point in the process. Many factors can affect final construction costs, including the following:

- Revisions to the facility design as required by local, state, and federal agencies, and/or in response to public input
- More detailed understanding of physical constraints such as drainage, utilities, right-of-way encroachments, storm water treatment requirements, environmental mitigation requirements, etc.
- Fluctuations in commodity and labor prices during the design and permitting processes
- Selected construction materials

The costs per segment can be used to understand the relative investment needed per segment. Detailed estimates should be completed during engineering and design work for each individual segment. The ranges shown on the following page reflect the significant level of variation expected in actual implementation of projects. Cost estimates for intersections, studies, and programs are not defined. However cost assumptions for primary intersection treatments are listed in Table 6-3 on the following page. Total costs for Tier 1 and Tier 2 priority projects are shown in Table 6-4.

Table 6-3: Baseline Cost Assumptions for Sidewalk Construction and Shared-Use Path/Neighborhood Connectors

Facility Type	Unit Price	Unit	Notes
Sidewalks	\$625.00	Linear Foot (LF)	Linear foot costs are based on average costs from previous projects. It is assumed that many projects will have significant stormwater needs. Actual costs from recent projects have ranged from \$300-\$950 per linear foot. Sidewalks that are substandard width will be rebuilt and thus cost the same as new sidewalk.
Shared-Use Path	\$200.00	Linear Foot (LF)	Assumes crushed limestone surface
Pedestrian Refuge	\$30,000	Each	
Marked Crosswalk	\$1200	Linear Foot - Average (35 LF)	
Pedestrian Overhead Crossing	\$100,000	Each	
Curb Extension	\$75,000	Per intersection	
ADA ramps and truncated domes	\$2,000	Per intersection	

All costs include engineering, contingency, and design allowances.

Table 6-4: Priority Projects – 20-Year Plan Cost Estimates for Sidewalk Infill and Sidewalk Widening

Facility Type	Tier 1	Tier 2	Total	Notes
Sidewalks	\$27,818,125	\$18,353,750	\$46,171,875	Total costs do not include intersection or education and enforcement. Intersection treatment may range from \$2,000 – \$200,000.

The City is required to submit a "fiscally constrained" 20-year project list to the Regional Transportation Planning Organization/Metropolitan Planning Organization for the federally-required regional plan. The Plan identifies a robust and comprehensive pedestrian network. Development of the complete network is the long term goal for the City. However, even with dedicated funding sources, it is not possible to complete all of the projects identified through this planning process in the 20-year timeframe of the Plan.

The pedestrian plan priority project list should be viewed within this context. The priority projects provide the basis for building the network over the next 20 years. Estimates of annual TBD and grant revenue for pedestrian projects are \$1,579,000 per year, which over a 20-year timeframe totals \$31,580,000. This amount

assumes the TBD is extended by voters in 2020. It is also expected that street frontage improvement requirements for new private development will support some pedestrian projects. In addition, some projects listed for the 20-year timeframe will be constructed as part of larger regional arterial improvement projects that are funded by other local and grant funds. The inclusion of these projects on the Pedestrian Master Plan list will lend additional support to grant funding applications.

The following tables, 6-5 and 6-6, provide information on additional funding needed to complete the priority projects. Note again that these funding scenarios do not include intersections, studies, or programs, which could require significant additional funds. The 20-year projected revenue available from current funding sources is expected to allow for the implementation of Tier I. Additional funding sources will be needed to complete the Tier II priority sidewalk infill projects and any additional projects.

Tables 6-5 and 6-6: Priority Projects – 20-Year Plan Funding Scenarios

	Estimated Cost (\$625.00 per linear foot)
Priority Projects Cost Estimate Total	\$ 46,171,125

	Estimated Funds	Percentage
Expected Pedestrian Funds	\$ 31,580,000	68%
Expected Development Charges	\$ 3,000,000	7%
Other sources needed (LID, Sidewalk Levy)	\$ 11,591,125	25%

6.2.1 Routine Maintenance Activities

The quality and condition of the sidewalks, shared-use paths, and crossings in the pedestrian network are essential to the long term success of the system. System maintenance refers to the care, upkeep, and smooth functioning of the network of sidewalks, crossings, and shared-use paths. If the network is well maintained and cared for, it will assure both the safety and enjoyment of the residents and visitors who use it. A proper maintenance program will reduce long-term costs by extending the life of the facilities. This section provides a summary of routine maintenance activities and risk management tasks for the pedestrian network in Bellingham.

Routine maintenance refers to the day-to-day regimen of litter pick-up, trash and debris removal, weed and dust control, sign replacement, tree and shrub trimming, and other regularly scheduled activities. Routine maintenance also includes minor repairs and replacements such as fixing cracks and tree heaves or repairing a broken section of fence. Major maintenance includes regularly scheduled improvements and upgrades to infrastructure such as retrofitting of signals for pedestrian heads.

Vegetation encroachment into pedestrian areas is a common maintenance issue. In general, in Bellingham it is the property owner's responsibility to keep sidewalks clear of vegetation, debris snow or other obstructions. City ordinances state that the abutting property owner is responsible for maintaining all vegetation up to the improved right-of-way, i.e. street. City staff has observed that many citizens do not maintain this vegetation until they receive abatement letters from the city. As the vegetation encroaches onto streets, sidewalks or

traffic signing, citizens call in with complaints. A Customer Service Report is generated and a person inspects the area of the complaint. This inspection usually generates an abatement letter to the adjacent property owner requesting that the offending vegetation be either removed or trimmed. Enforcement of existing ordinances is an ongoing maintenance responsibility for the City.

Table 6-7 presents key maintenance needs for primary pedestrian facilities.

Table 6-7: Suggested Maintenance Schedule

Item	Responsible Party	Frequency
Pedestrian Facility Maintenance		
Sidewalks – Cracking and ADA accessibility issues	Adjacent property owners and City of Bellingham	Ongoing
Curb ramps: Bring to ADA compliance during reconstruction, particularly where the ramp meets the roadway.	City, Developers	Ongoing
Landscaping: Maintain 8 feet 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

The City should establish a maintenance schedule for pedestrian infrastructure based on best practices and should expect to set aside funds for annual maintenance of the pedestrian network and code enforcement.

6.3 Funding Sources

Acquiring non-local funding for projects and programs is considerably more likely if local funds can be leveraged toward a variety of state, federal, and public and private sources. This section describes various sources of funding available to plan and construct pedestrian facilities, or to provide awareness, encouragement, or education programs. 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. Bellingham transportation planners have been very successful in leveraging local funding to secure state and federal grants for multi-modal transportation improvements. This section covers federal, state, regional, and local sources of pedestrian funding, as well as some non-traditional funding sources that have been used by local agencies to fund pedestrian infrastructure and programs. Tables 6-8 and 6-9 provide additional information regarding the summarized grant sources at the end of this section.

6.3.1 Federal Grant Funding Sources

Federal Funding Sources

On June 29, 2012 a new transportation bill (MAP-21) was passed that has many changes to the funding of pedestrian elements. SAFETEA-LU, the previous legislation contained dedicated programs including - Transportation Enhancements, Safe Routes to School, and Recreational Trails - which were all commonly

tapped sources of funding to make non-motorized improvements nationwide. MAP-21 combines these programs into a single source called 'Transportation Alternatives.' Overall levels of funding for these programs were reduced from \$1.2 billion annually to approximately \$800 million – a reduction of one third. Additionally, states may 'opt-out' of up to 50 percent of the funding and use it for other projects. If Washington decides to opt-out, this will result in a reduction in funding for pedestrian related improvements by up to two-thirds when compared to 2011 levels.

At the time of publication of this plan, these funding mechanisms are completely new, and it will take some time to fully understand all of the implications of MAP-21 and to get this new program up and running.

Federal funding is administered through the state (Washington State Department of Transportation) and regional planning agencies. Most, but not all, 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.

Given the limited understanding of the full implications of the new legislation, a discussion of the programs identified within SAFETEA-LU that provide for the funding of pedestrian projects is included in the plan. The specific types of eligible projects and required funding match by the local jurisdiction are discussed further below.

Surface Transportation Program (STP)

The Surface Transportation Program (STP) provides states with flexible "regional" and "enhancement" funds which may be used for a wide variety of projects on any Federal-aid Highway including the National Highway System, bridges on any public road, and transit facilities. In the Whatcom region, STP-Regional (R) and STP-Enhancement (E) funding is 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). STP-R and STP-E funding is awarded to projects through a competitive application process according to scoring criteria established by the Transportation Technical Advisory Committee (TTAC) and approved by the RTPO Policy Board, made up of elected officials throughout the Whatcom region. Eligible STP-R 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. STP-E funds are more typically used for stand-alone pedestrian improvements, such as the addition of on-street facilities, off-road shared-use paths, sidewalks, crosswalks, pedestrian signals, parking, and other ancillary facilities.

SAFETEA-LU funding specifically requires modification of sidewalks to comply with the Americans with Disabilities Act (ADA). STP-E funds may be used for pedestrian-related, non-construction projects, such as maps, coordinator positions, and encouragement programs, but are subject to the same competitive application process as all construction projects. In 2010, Bellingham received \$400,000 in STP-E funds for the addition of sidewalks on the Roeder Avenue Bridge over Squalicum Creek.

Highway Safety Improvement Program

This program funds projects designed to achieve significant reductions in traffic fatalities and serious injuries on all public roads, bikeways, and walkways. This program includes the Railway-Highway Crossings Program and the High Risk Rural Roads Program. This program replaces the Hazard Elimination Program from TEA-21.

Railway-Highway Crossing Program (RHC)

Administered by the Washington Department of Transportation (WSDOT), this program is funded by a set-aside of STP funds and is designated for improvements to highway-rail grade crossings to eliminate safety hazards. Eligible projects include installation of new crossing protection devices, passive crossing protection devices, upgrades of existing signal devices, railroad crossing closures, and pedestrian crossing improvements. Funding for this program comes out of Highway Safety Improvement Program funds.

Safe Routes to School (SRTS)

The purpose of the Safe Routes to Schools program is to provide children a safe, healthy alternative to riding the bus or being driven to school. The SRTS Grants were established to address pedestrian and bicycle mobility and safety near schools. The Washington State Department of Transportation's Federal Highways and Local Programs Division is responsible for administration of SRTS funding. Application for these funds is open to any public agency. Agencies providing a funding match will be given preference.

The Federal Safe Routes to School Program was extended through December 31, 2011, and may be included in the future federal transportation bill. Cities, counties, school districts, non-profits, and tribal organizations are eligible for the 100 percent reimbursable funds that target children in grades K-8. Applicants may use funds for construction or for education, encouragement, enforcement, and evaluation activities. Construction must be within two miles of a grade school or middle school. Cycle 1 provided \$42 million for FY 10/11 and 11/12 which may be adjusted pending a new federal transportation bill.

Eligible projects may include three elements:

1. **Engineering Improvements.** These physical improvements are designed to reduce potential bicycle and pedestrian conflicts with motor vehicles. Physical improvements may also reduce motor vehicle traffic volumes around schools, establish safer and more accessible crossings, or provide walkways, trails, or bikeways. Eligible improvements include sidewalk improvements, traffic calming/speed reduction, pedestrian and bicycle crossing improvements, on-street bicycle facilities, off-street bicycle and pedestrian facilities, and secure bicycle parking facilities.
2. **Education and Encouragement Efforts.** These programs are designed to teach children safe bicycling and walking skills while educating them about the health benefits and environmental impacts. Projects and programs may include creation, distribution, and implementation of educational materials; safety based field trips; interactive bicycle/pedestrian safety video games; and promotional events and activities (e.g., assemblies, bicycle rodeos, walking school buses).
3. **Enforcement Efforts.** These programs aim to ensure that traffic laws near schools are obeyed. Law enforcement activities apply to pedestrians, bicyclists, and motorists alike. Projects may include the

development of a crossing guard program, enforcement equipment, photo enforcement, and pedestrian sting operations.

Community Development Block Grants

The Community Development Block Grants program provides money for streetscape revitalization, which may be largely comprised of pedestrian improvements. Federal Community Development Block Grant grantees may use funds for the following activities: acquiring real property; reconstructing or rehabilitating housing and other property; building public facilities and improvements, such as streets, sidewalks, community and senior citizen centers, and recreational facilities; paying for planning and administrative expenses, such as costs related to developing a consolidated plan and managing Community Development Block Grants funds; providing public services for youth, seniors, or the disabled; and initiatives such as neighborhood watch programs. The funding is limited to improvements made in designated low-income neighborhoods.

Transportation, Community and System Preservation Program

The Transportation, Community and System Preservation Program provides federal funding for transit oriented development, traffic calming, and other projects that improve the efficiency of the transportation system, reduce the impact on the environment, and provide efficient access to jobs, services, and trade centers. The program is intended to provide communities with the resources to explore the integration of their transportation system with community preservation and environmental activities. The Transportation, Community and System Preservation Program funds require a 20-percent match, and due to federal grant administration procedures, typically require a total project cost in excess of \$300,000.

6.3.2 State Funding Sources

Pedestrian and Bicycle Safety Grants

In 2005, the Washington State Legislature began offering grants to support pedestrian and bicycle safety projects such as shared-use paths, sidewalks, safe routes to school, and transit. The Pedestrian and Bicycle Safety Grants were established to address the nearly 400 statewide fatal and injury collisions involving pedestrians and bicycles each year. The Indian Street and North Samish Way Pedestrian and Bicycle Safety Projects in Bellingham were awarded funding for the installation of curb extensions, curb ramps, improved lighting, crosswalks, and other enhancements.

Transportation Improvement Board Sidewalk Program

The Transportation Improvement Board (TIB) was created by the Washington State Legislature to encourage state investment in high quality local transportation projects. The board distributes grant funding generated by statewide gas tax. To date, more than 320 cities and counties throughout the state have been recipients of TIB funding. Eligible grant recipients are cities and counties. Typically, applications are accepted in the summer of each year, with submission closing in late August.

The Sidewalk Program is intended to provide safe sidewalks for transportation on federally classified routes (principal, minor, or collector). Projects should aim to improve safety, access, connectivity, and continuity

while conforming to standards created by the Americans with Disabilities Act (ADA). A minimum 20-percent match is required on all urban Sidewalk Program projects, and the maximum project request is usually \$175,000. Bellingham received TIB sidewalk funds for the Northshore Drive and Meador-Kansas-Ellis projects.

The TIB also administers the Urban Arterial Program (UAP) and the Urban Corridor Program (UCP). These funds are available to cities with a population of 5,000 or greater. To be eligible, projects must be consistent with state, regional, and local transportation plans. Funding requires sidewalks on both sides of the roadway unless a deviation is approved. Bellingham has been successful in funding roadway projects that include pedestrian improvements through both of these funding programs.

Traffic Safety Grants

The Washington Traffic Safety Commission provides state funding for programs, projects, services, and strategies to reduce the number of deaths and serious injuries that result from traffic crashes. Funds may be used for pedestrian and bicycle improvements. The funding cycle begins April each year.

Intersection and Corridor Safety Program

WSDOT provides federal funding to safety improvement projects that eliminate or reduce fatal or injury accidents by identifying and correcting hazardous locations, sections, and/or elements. The goal of the Corridor Safety Program is to “reduce fatal and disabling collisions on roadways using low-cost, near-term solutions through partnerships with community groups, business, engineering, enforcement, education, and emergency service organizations.” These include activities for resolving safety problems at hazardous locations, and roadway elements that constitute a danger to motorists, pedestrians, and/or bicyclists. Corridors are selected for designation based on statistical evidence of a significant crash problem in one or more locations. The problems identified must have the potential low-cost, near-term solutions. Selected projects must have significant local level support to undertake a corridor project. In 2011, Bellingham applied for \$1.5 million in Corridor Safety funds for Alabama and \$350,000 for pedestrian signal conversion.

6.3.3 Whatcom County Funding Sources

Economic Development Investment Program (EDI)

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 adds 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, 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.

6.3.4 Traditional Local Transportation Funding Sources

Acquiring non-local funding for projects and programs is considerably more likely if local funds can be leveraged toward a variety of state, federal, and public and private sources. This section describes various local sources of funding available to plan and construct pedestrian facilities. Pedestrian projects and programs are funded through multiple sources, and not all sources apply to all projects.

Street Fund

The Public Works Street Fund is comprised of motor vehicle gas tax and 42.5% of the total sales tax collected by the City of Bellingham and is often used to pay for maintenance expenses and limited capital improvement projects. Projects identified for reconstruction or repaving as part of the Capital Improvements list should also implement recommendations for pedestrian improvements in order to reduce additional costs.

Local Improvement Districts (LID)

Local Improvement Districts (LIDs) are a legal mechanism (RCW 35.43) sometimes used by cities or private property owners to fund and construct localized projects such as streets and sidewalks. Through the LID process, the costs of local improvements are generally spread out among a group of property owners within a specified area. In Bellingham, LIDs have been used to fund both major street and sewer improvement projects (West Bakerview Road) and new sidewalks on local residential streets (East Victor Street).

An LID for a sidewalk improvement can be established by either the City Council or a group of property owners. In either circumstance, a "benefit area" must be established and a majority of the Council or property owners in the LID boundary area must agree to have each individual property assessed for the sidewalk improvement. If the LID is approved, then all property owners who directly abut and benefit from the new sidewalk are required to pay a proportional share of the overall improvement costs through a special LID assessment on their property taxes each year until the improvements are paid for in full. The LID is attached to the property, must be disclosed in the event of a sale, and typically has a 15- to 25-year lifespan.

Transportation Benefit District

The Bellingham Transportation Benefit District (TBD) is comprised of 2/10 of 1% of the total annual sales tax receipts collected within city limits to fund the following specific transportation needs: arterial resurfacing, WTA bus service, and non-motorized transportation infrastructure. The Bellingham TBD was approved by voters, is governed by the TBD Board of Directors, and is effective from January 1, 2011 to December 31, 2020.

Business Improvement Area (BIA)

Pedestrian improvements can often be included as part of larger efforts aimed at business improvement and retail district beautification. Business Improvement Areas collect levies on businesses in order to fund area-wide improvements that benefit businesses and improve access for customers. These districts may include provisions for pedestrian improvements, such as wider sidewalks, landscaping, and ADA compliance. Downtown Bellingham is pursuing a Parking and Business Improvement Area to help raise funds for maintenance and decoration of downtown public areas.

6.3.5 Non-Traditional Funding Sources

Adopt a Sidewalk Program

A challenge grant program with local businesses may be a good source of local funding, where corporations 'adopt' a sidewalk and help maintain the facility. Foundation grants, volunteer work, and donations of in-kind services, equipment, labor, or materials are other sources of support that can play a supporting role in gathering resources to design and build new pedestrian facilities. Residents and other community members are excellent resources for garnering support and enthusiasm for a pedestrian facility, and the City should work with volunteers to substantially reduce implementation and maintenance costs. Local schools, community groups, or a group of dedicated neighbors may use the project as a goal for the year, possibly working with a local designer or engineer. Work parties can be formed to help clear the right-of-way for a new path or maintain existing facilities where needed. A local construction company could donate or discount services. Other opportunities for implementation will appear over time, such as grants and private funds. The City should look to its residents for additional funding ideas to expedite completion of the pedestrian system.

Local Businesses

There is increasing corporate and business involvement in trail and conservation 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.

Community Fundraising and Creative Partnerships

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. Both the Fairhaven Village Green and the Depot Market Square were the beneficiaries of significant and successful community fundraising efforts.

Foundations

A wide range of foundations have provided funding for pedestrian-focused projects. A few national and large regional foundations have supported the national organizations involved in pedestrian and policy advocacy. However, it is usually regional and local foundations that get involved in funding particular bicycle, pedestrian, or trail projects.

Whatcom Community Foundation

The Whatcom Community Foundation is a public charitable organization created to enrich the quality of life for all residents of Whatcom County, Washington by providing funds to nonprofit organizations. Some of these funds are restricted by their donors to use for specific purposes or agencies, while others are unrestricted. The amount of funding available in each field of interest varies depending on incoming donations and income available from designated funds. Past grantees include the Bellingham Railway Museum to provide signs and guidance along Bellingham railroad routes and Futurewise Whatcom to continue Urban Livability advocacy to promote more compact, livable, and vital urban areas that are accessible by bike, foot, and transit.

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Table 6-8: Federal and State Funding Sources

GRANT SOURCE	AGENCY	MATCHING REQUIREMENTS	ELIGIBLE PROJECTS						DESCRIPTION	CONTACT or WEBSITE
			Acquisition	Planning	Design	Construction	Education	Maintenance		
FEDERAL FUNDING										
Surface Transportation Program (STP)	Whatcom Council of Governments	20%	√	√	√	√	√	√	Flexible funding that may be used by States and localities for projects to preserve and improve the transportation system consistent with regional priorities.	http://www.wsdot.wa.gov/localprograms/ProgramMgmt/STP.htm
Federal Highway Safety Improvement Program (HSIP)	WSDOT - City Safety Program	10%		√	√	√	√		The goal of the program is to reduce fatal and serious injury collisions.	Traffic Services Branch Manager, Susan Bowe, PE, 360-705-7380, BoweS@wsdot.wa.gov
Railway-Highway Crossing Program (RHC)	WSDOT - City Safety Program	10% depending on project		√	√	√			These funds are designated for improvements to highway-rail grade crossings to eliminate safety hazards.	Traffic Services Branch Manager, Susan Bowe, PE, 360-705-7380, BoweS@wsdot.wa.gov
Safe Routes to School	WSDOT	0% required, match preferred		√	√	√	√		Enable and encourage children to walk and bicycle to school. Funding from this program is for projects within two-miles of primary and middle schools.	http://www.wsdot.wa.gov/LocalPrograms/SafeRoutes/funding.htm
Community Development Block Grants	HUD	N/A	√				√	√	Primarily for community revitalization, may be used to fund streetscape improvements.	http://www.hud.gov/offices/cpd/communitydevelopment/programs/index.cfm
Transportation, Community, and System Preservation Program (TCSP)	FHWA	20%		√	√				Provides federal funding for transit - oriented development, traffic calming and other projects that improve the efficiency of the transportation system, reduce the impact on the environment, and provide efficient access to jobs, services, and trade centers.	http://www.fhwa.dot.gov/tcsp/ http://www.fhwa.dot.gov/discretionary/tcsp2012info.htm
Federal Lands Highway Funds	Federal Highway Administration	11%	√	√	√	√	√	√	Eligible projects must appear in State Transportation Improvement Program.	Contact Washington Division, Federal Highway Administration http://www.fhwa.dot.gov/wadiv/
STATE FUNDING										
Pedestrian and Bicycle Safety Program	WSDOT	0% required, match preferred		√	√	√	√		Grants to support pedestrian and bicycle safety projects such as shared-use paths, sidewalks, safe routes to school and transit. Invited agencies only.	Kathleen Davis, H&LP Director, (360) 705-7871. http://www.wsdot.wa.gov/bike/Funding.htm
Transportation Improvement Board (TIB) Sidewalk, Urban Arterials and Urban Corridors Programs	TIB	20%			√	√			Grant funding generated by statewide gas tax. State grant funding for arterials, sidewalks, and safety measures.	http://www.tib.wa.gov/grants/urban/SP.cfm

Table 6-9: Local and Non-Traditional Funding Sources

GRANT SOURCE	AGENCY	MATCHING REQUIREMENTS	ELIGIBLE PROJECTS						DESCRIPTION	CONTACT or WEBSITE	
			Acquisition	Planning	Design	Construction	Education	Maintenance			
LOCAL FUNDING											
Economic Development Investment Program (EDI)	Whatcom County Executive Office	10%	√	√	√	√		√	The program authorizes counties to retain a portion of collected taxes to finance public facilities. The minimum project size that EDI will consider funding is \$25,000.	executive@co.whatcom.wa.us http://www.whatcomcounty.us/edi/	
Real Estate Excise Tax (REET)	Whatcom County	N/A			√	√			REET funding is divided into first ¼ and second ¼ and can be used for limited types of transportation projects.	http://www.cob.org/services/business/taxes.aspx	
Public Works Street Fund	City of Bellingham	N/A	√	√	√	√		√	Public Works Street Fund comprised of motor vehicle gas tax and 42.5% of the total sales tax collected by the City of Bellingham.	Transportation Improvement Program http://www.cob.org/services/neighborhoods/community-planning/transportation/tip.aspx	
Local Improvement Districts (LID)	City of Bellingham	N/A	√	√	√	√		√	A LID is a method by which property owners within a defined geographical area can make an improvement benefiting their property. Improvements financed by the LID can include street and sidewalk construction.	http://www.cob.org/documents/planning/applications-forms/misc-department-forms/lid-process.pdf	
Transportation Benefit District	City of Bellingham	N/A			√	√		√	In 2010, the City of Bellingham voters approved the transportation benefit district, raising taxes to pay for transportation investments. Projects include annual street repaving and the installation of sidewalks and pedestrian crossings within the City of Bellingham.	http://www.cob.org/government/tbd/index.aspx	
Business Improvement Area (BIA)	City of Bellingham	N/A	√	√	√	√		√	Business Improvement Areas collect levies on businesses in order to fund area-wide improvements that benefit businesses and improve access for customers.	Downtown Bellingham is pursuing a Parking and Business Improvement Area to help raise funds for maintenance and decoration of downtown public areas. See http://downtownbellingham.com/PBIA/index.html	
NONTRADITIONAL SOURCES											
Whatcom Community Foundation	Whatcom Community Foundation	N/A				√	√		This foundation provides funds to nonprofit organizations. May partner or fund programs.	http://www.whatcomcf.org/	

6.4 Implementation Strategies

The Bellingham Pedestrian Master Plan provides the long-term vision for the development of a community-wide pedestrian network usable by all residents for recreation and transportation. Implementation of the Plan will take place over many years. The following strategies and action items are provided to guide Bellingham toward the vision, goals, and policies identified in the Plan.

6.4.1 Strategy 1: Strategically Pursue Infrastructure Projects

City of Bellingham staff should strategically pursue infrastructure projects. Ideally, staff should pursue capital improvement funding and grant funding, as well as incorporating projects into upcoming public works projects for short-term pedestrian and trail improvements first. However, if promising grant programs are identified or construction of another roadway project makes construction of a lower priority project possible, then the community should pursue that project regardless of priority.

Actions:

- Pursue capital improvements funding or grant funding for higher-priority pedestrian projects and programs first
- Complete an ADA transition plan to coordinate high-priority projects on the pedestrian network with needed transition projects.
- 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.
- Publish a public report documenting the status and on-going actions for pedestrian projects at the end of each fiscal year.
- Update 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.

6.4.2 Strategy 2: Support network improvements through education, encouragement and enforcement programs

The City should augment the expanded pedestrian network with education, encouragement, and enforcement activities to encourage more walking among Bellingham residents. These supporting programs are critical to the success of the Plan and increased use of the pedestrian network.

Actions:

- Pursue grant funding for higher-priority programs and partnerships for early establishment.
- Work with schools, youth groups, and other parties to provide education and encouragement programs to Bellingham residents.
- Develop strategic partnerships with community agencies and businesses to promote programs that build support for walking and provide economic development potential.
- Develop and distribute easily accessible information about the pedestrian network in Bellingham.
- Provide incentives for existing businesses and other entities to add and improve pedestrian amenities.

6.4.3 Strategy 3: Establish and encourage multi-modal corridor design

The pedestrian network will work best when designed for full connectivity and ease of use with all transportation modes. In some cases, such as transit, this means ensuring that access by foot is seamless and safe. In other circumstances, such as most motor vehicle traffic, this means designing the street corridor in a manner that provides appropriate separation for pedestrians.

Actions:

- Establish a formal Complete Streets Policy and best practices by consolidating and building upon existing relevant policies in the Bellingham Comprehensive Plan.
- Improve crossings and the pedestrian environment on WTA GO Routes.
- Provide separation for pedestrians from motorized traffic whenever possible through the use of buffers and amenities.
- Coordinate the City's future bicycle master planning efforts and WTA planning with the primary pedestrian network defined in the Bellingham Pedestrian Master Plan.
- Review current posted speeds on major streets. Identify opportunities for posted speed reductions and traffic calming, especially on roadways where pedestrians cross frequently such as higher density residential districts, commercial streets, and in the vicinity of schools.

6.4.4 Strategy 4: Integrate pedestrian needs into all Bellingham planning and design processes

This Plan presents a vision for the future of walking in Bellingham. To ensure that that vision is implemented, the Plan must become a living document that is incorporated into the day-to-day activities of planning, design, funding, construction, and maintenance.

Actions:

- Review existing city standards and develop a consistent and comprehensive set of design guidelines and development standards to support pedestrians.
- Incorporate a pedestrian facilities checklist into the plan review process.
- Implement existing Comprehensive Plan policy to ensure that pedestrian and path facilities are included in all major construction and reconstruction projects.
- Require sufficient right-of-way to be set aside for sidewalk and path facilities as redevelopment projects occur.
- Ensure that appropriate pedestrian facilities are built in new developments in accordance with this Plan and other relevant plans.
- Develop requirements and incentives for private property owners to incorporate pedestrian features into new projects.
- Review the transportation and health impacts of school siting policies.
- Revise zoning and development codes to foster reduced automobile reliance in new developments.
- Design pedestrian crossing enhancements with integrated stormwater features.

6.4.5 Strategy 5: Integrate equity concerns into ongoing facility and program development

Actions:

- Provide opportunities for community members to provide input on major pedestrian projects.
- Review income and ethnicity data in decision-making for capital improvements.
- Complete key sidewalk connections to transit.
- Identify low-income and transit-dependent communities that require pedestrian access to, from, and within their neighborhood.

6.5 Performance Measures

6.5.1 Performance Measures

Performance measures are a means of gauging both progress on implementation of the Plan and the effectiveness of the facilities and programs on behavior change and mode shift. The performance measures 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.

With careful planning, the performance measures can serve as a core tool for system management in the long term, both to track performance and to ensure that resources are available and well managed. Tables 6-10 and 6-11 provide a summary of recommended performance measures.

Table 6-10: Pedestrian Master Plan Performance Measures – Goals 1-3

Goal	Performance Measure	Baseline Measurement	Performance Target	Data Collection Frequency	Data Collection Responsibility
Safety: Improve pedestrian safety through well-designed facilities along and across roadways, and by promoting safe driving, walking, and bicycling behaviors.					
Reduce the number and severity of collisions	Frequency of collisions involving pedestrians	# of pedestrian-involved traffic collisions per 1000 population	Decreasing number over time	Annually	Bellingham Police Department
Promote safe walking behaviors	Availability of pedestrian safety education at elementary schools	# of students that have received pedestrian safety education	Increasing number over time	Annually	SRTS Program and Bellingham School District
Improve the walking environment through enhanced traffic operations and maintenance	Sidewalk quality	Percent of sidewalks needing replacement	5% needing replacement per year	Annually (4 year collection horizon)	COB Public Works
Equity: Provide accessible pedestrian facilities for all through equity in public engagement, service delivery and capital investment.					
Ensure that the transportation system is accessible to people with disabilities	Overall accessibility compliance on select routes	On "go routes", percentage of intersections that are ADA compliant	Increasing percentage of compliance over time	Annually	COB Public Works
Identify obstacles to access, develop a work plan to remove those obstacles, and identify responsible parties	Completion of ADA Transition Plan projects	# of completed plans from ADA Transition Plan	Increasing percentage of projects complete over time	Annually	COB Public Works
Public and Environmental Health: Develop a pedestrian network that promotes active, healthy lifestyles and sustains a healthy environment.					
Increase the availability and use of pedestrian infrastructure.	Increase number of children walking or biking to or from school	Number of children walking to school as measured in school travel surveys completed by schools participating in the Federal Safe Routes to School program (before and after surveys)	Increasing number of trips	Survey annually	SRTS Program, Bellingham School District
Promote active, healthy lifestyles (also tracking multi-modal goal)	Pedestrian mode share	2010 5-year ACS: Percentage of commute trips made on foot (means of transportation to work)	Increasing pedestrian mode share over time	Annually	US Census Bureau (5 year ACS)
Develop a pedestrian network that sustains a healthy environment.	Number of street trees on arterials	Existing number of trees on arterials	Increasing number of trees on arterials over time.	Annually	COB Parks and Recreation

Table 6-11: Pedestrian Master Plan Performance Measures – Goals 4-7

Goal	Performance Measure	Baseline Measurement	Performance Target	Data Collection Frequency	Data Collection Responsibility
Economic Sustainability: Enhance economic vibrancy by creating a safe and aesthetically pleasing walking environment with easy connections to commercial centers and inviting public places for people to socialize.					
Establish wayfinding program	Availability of navigation tools for residents and visitors	# of pedestrian oriented wayfinding signs in the City	Increasing # of wayfinding signs over time	Annually	COB Public Works
Increase pedestrian volumes in selected count locations	Level of pedestrian activity	Pedestrian count volumes at select locations	Increasing volumes of pedestrians over time	Annually	COB Public Works
Connectivity: Provide a citywide network of accessible, efficient and convenient pedestrian infrastructure that connects homes, work, shopping, schools, services, and recreation areas using sidewalks, crosswalks, trails, bridges, tunnels, and signage.					
Ensure that all schools within the City have complete infrastructure for safe walking routes	Walk routes with recommended facilities for each public school	Percent of complete facilities on designated walking routes	100% complete facilities on walking routes	Annually	School District, SRTS Program
Provide a continuous sidewalk network along all city streets that are part of the primary pedestrian network	Sidewalk network completeness	Number of miles of complete in primary sidewalk network	Increasing miles of sidewalk coverage over time	Annually	COB Public Works
Multi-modal Transportation: Develop high-quality pedestrian facilities that provide access to all other modes of transportation.					
Determine if more residents are choosing to walk for transportation	Pedestrian mode share	2010 5 year ACS: Percentage of commute trips made on foot (means of transportation to work)	Increasing pedestrian mode share over time	Report annually, update every 5 years as data is available	US Census Bureau (5 year ACS)
Improve connections to transit for pedestrians	Complete sidewalks and crossings on GO Routes	Percentage of sidewalk complete	Completion of crossings recommended in the plan and 100% sidewalk coverage on all GO Routes	Annually	COB Public Works
Land Use and Site Design: Employ land use planning and site design requirements that are conducive to pedestrians and result in a mode shift away from automobile trips to walking trips.					
Promote reduced automobile reliance in new developments	Residential units in mixed use areas	Percent new residential units within City located in urban village areas	Increasing percentage in urban areas and increasing density over time	Annually	COB Planning and Community Development

6.5.2 Performance Measures Reporting

The performance measures can be used to assess progress on project development and overall goals for the Plan. The City should establish a mechanism for reporting that summarizes the performance measures in a consistent, user-friendly format. This could be a separate report or part of the Transportation Report on Annual Concurrence. The reporting should be updated annually and posted to the City's website. While some of the data sources are not reported in current-year formats (traffic safety, for example, is often delayed for several years before reporting becomes available), initiating the benchmarking process is an integral part of the program management process.