Transportation Report on Annual Mobility

Published annually in support of Bellingham's:

- **Comprehensive Plan Multimodal Transportation Chapter;**
- **BMC 13.70 Multimodal Transportation Concurrency Program;**
- **Primary Pedestrian Network & Pedestrian Master Plan;**
- **Primary Bicycle Network & Bicycle Master Plan;**
- **Transportation Fund (Former Transportation Benefit District (TBD));**
- **Bicycle Friendly Greenways Trail Network;**
- **Whatcom Transportation Authority Long-Range Plan;**
- **BMC 19.06 Multimodal Transportation Impact Fee (TIF) Program;**
- **BMC 19.06.040 Urban Village TIF Reduction Program; and**
- **Waterfront (WF) Biennial Monitoring Program (per WF Plan).**

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Executive Summary

Since 2006, the Transportation Report on Annual Mobility (TRAM) has provided an annual assessment of Bellingham's multimodal transportation system in terms of its ability to accommodate the growth and development planned for in the Land Use Element of the Bellingham Comprehensive Plan. This is done by measuring the multimodal transportation needs of new growth and development against the adopted "Level of Service (LOS) Standard" in the Multimodal Transportation Plan adopted by reference in the 2025 Bellingham Plan , as required by the Washington State Growth Management Act (GMA).

In addition to tracking transportation impacts from new development, the TRAM:

- Provides an opportunity to identify **'over the horizon'** concurrency issues proactively and offer recommendations for changes to the program, when and where necessary.
- Is an annual progress report on how Bellingham provides mobility for people, goods, and services.
- Helps the City plan future transportation infrastructure investments in the annual 6-Year Transportation Improvement Program (TIP). RCW 35.77.010 requires that the City adopt the 6-Year TIP by July 1 each year and the TIP must be consistent with the Transportation Element of the Comprehensive Plan.
- Documents progress made toward completion of Bellingham's pedestrian, bicycle, transit, and vehicle networks as well as recognizing that the multiuse Greenways trails provide a secondary transportation function that is integrated with these networks.
- Documents projects completed primarily with voter-approved Transportation Funds (former TBD).
- Provides up-to-date information on issues affecting WTA transit in Bellingham.
- Documents the economic incentive benefits of Urban Village Transportation Impact Fee Reductions.
- Fulfills the Planned Action Ordinance requirement for the Port of Bellingham to complete a Biennial Monitoring Report for the Waterfront District Master Plan.

In addition to the TRAM, information specific to Bellingham's multimodal transportation planning programs and resources are available on the City of Bellingham Transportation Planning web page.

In May 2024, the City completed a lengthy public process for the Pedestrian Master Plan and Bicycle Master Plan Updates and both plans were unanimously approved and adopted by City Council. In-person and virtual public engagement efforts had been extensive, broad-based, and inclusive throughout the update process. The plans are also adopted by reference in the 2025 Bellingham Plan.

The 2024–2025 TRAM serves as a transition document between the previous Pedestrian and Bicycle Master Plans and the newly adopted 2024 plans, documenting both the completion of prior plan projects and establishing a new baseline for measuring progress moving forward. Projects from the previous plans that remain uncompleted have been reevaluated, refined, and reprioritized as part of the updated plans to better reflect current conditions, community priorities, and available funding.

Chapter 1: Observations and Implications of the 2024-2025 TRAM

Urban Villages (Green): As **Table 3.1** shows, there are more Person Trips Available (PTA) [8,475] in the central urban core **CSA #7**, which includes the Downtown, Old Town, Samish, and Fountain Urban Villages, than in any other part of the City. This is due to the high degree of completeness of the primary pedestrian network **(91%)**, availability of bicycle facilities planned in the Bicycle Master Plan **(67%)**, the presence of multiuse recreational trail connections relative to the planned bicycle facilities **(15%)**, and the prevalence of high-frequency transit routes running through the core urban villages to the downtown WTA transit station on Railroad Avenue.

Institutional Master Planned Areas (Blue): There are three Institutional Master Plan areas in Bellingham, which have distinct mixed-use characteristics and special populations that they are serving: Western Washington University; St. Joseph's Hospital; and Whatcom Community College. In total the institutional areas throughout the City have 12,804 PTAs.

Transition Areas (Yellow): Prior to 2020, the Bellingham Waterfront District **CSA #6** had the lowest number of PTA for any of the Type 2 transition areas in Bellingham, but in July 2019, the City opened the Granary-Laurel arterial street, sidewalk, and off-street cycle track from Roeder Avenue to Cornwall Avenue. While this has added significant multimodal capacity, CSA #6 cannot evolve to a Type 1 CSA merging with the four core urban villages in CSA #7 until WTA **high-frequency** transit service is available. A transit ridership base will not develop in the Waterfront District until there is significant new development, which is in process, but will take many years.

Suburban Areas (Red): In 2018, the City annexed CSA #19 "Airport Industrial," which has fewer PTA than other CSAs as it is heavily auto-oriented. WTA did initiate transit service to the Airport, however. It should also be noted that the 2012 Pedestrian Master Plan (PMP) did not include the Bellingham UGA and annexations completed after 2012 are not part of the primary pedestrian network. *The 2024 PMP and BMP do include the "Airport Industrial" area, although there are minimal improvements planned.*

Citywide: Over time, private development will continue to contribute toward the completion of sidewalks on public streets and bicycle facilities along arterial streets. This occurs through private funding and construction of street frontage improvements and through the payment of multimodal transportation impact fees. All these future improvements will add PTA to CSAs, but if there are not enough PTA to serve new development at the time of concurrency evaluation, then developers may need to earn PTA through ***concurrency mitigation*** in order for the City to issue a Certificate of Concurrency. Concurrency mitigation can include off-site construction of sidewalk or bicycle facilities identified in the Primary Pedestrian and Bicycle Networks in the Pedestrian and Bicycle Master Plans.

Over time, the City will continue to construct capital street improvements, adding sidewalks, bicycle facilities, streets, and transit connections – all of which adds person trip availability to the citywide multimodal transportation system, but much of this depends on grant funding available from state and federal agencies.

The most important ingredient of the significant progress that Bellingham has made in completing pedestrian and bicycle infrastructure has been the Bellingham Transportation Fund (T-Fund) *[See Chapter 6]*, which was renewed by voters in November 2020 with 82% approval. The T-Fund will continue to provide dedicated local sales tax funding for street resurfacing, non-motorized transportation, transit-supportive capital improvements, and transportation-related climate change initiatives through December 2030.

General Conclusion: The 2024-2025 TRAM demonstrates that Bellingham's BMC 13.70 Multimodal Transportation Concurrency Management program is integrating multimodal transportation system capacity within various land use contexts. This innovative program was designed to intentionally promote the Bellingham Comprehensive Plan and GMA goals to direct new development toward compact, mixed use urban areas where adequate multimodal transportation services and facilities are most available.

TRAM Recommendations Completed and Moving Forward

Each year, the TRAM reports on what was accomplished over the past year and what type of transportation planning is recommended for staff to focus on in the year ahead.

A. Actions Taken, Considered, or Recommended from 2023 TRAM

1) Update Pedestrian and Bicycle Master Plans – Complete

- In May 2024, the City of Bellingham City Council adopted the 2024 Bicycle Master Plan and the 2024 Pedestrian Master Plan.

2) Update Transportation Impact Analysis (TIA) for Development Review

- In 2023, Public Works developed updated Transportation Impact Analysis (TIA) Guidelines for development review. This work modernized how the City evaluates transportation impacts from new development and was based on both the Institute of Transportation Engineers (ITE) Multimodal Transportation Impact Analysis for Site Development (2023) and the WSDOT Multimodal Transportation Impact Analysis (MMTIA) Guide.

  The updated guidelines define clear vehicle, safety, and multimodal thresholds for identifying significant adverse impacts, including bicycle and pedestrian Level of Traffic Stress (LTS) evaluation, and establish consistent scope, methodology, and reporting requirements for TIA preparation. They also improve coordination with WSDOT for developments that affect state highway facilities and clarify when a TIA update or waiver may be appropriate.

  The updated TIA guidelines were drafted and reviewed internally in 2023, but formal adoption has been on hold while the Development Guidelines and Improvement Standards (DGIS) are being updated. The DGIS is the City's public works standards manual and must be amended before the TIA guidance can be officially adopted.

3) Simplify Concurrency Tracking and Monitoring System and Consolidation of CSA's - Ongoing

The 2023 TRAM recommended reducing the number of CSAs and simplifying how auto and transit inputs are used in the tracking tool. Staff have reviewed this work and decided to delay any CSA boundary changes or consolidation until the 2026 TRAM report. This will allow the new PMP and BMP, updated network maps, and the upcoming model outputs to all align before any changes are made.

The 2023 recommendation included combining several CSAs and reducing the number of measurement points used in the PTA calculation. These changes will remain on hold until the full update occurs in 2026.

B. 2026 recommendations

1) Update Transportation Impact Fee (TIF) Rates

- In 2019 City Council approved the TIF rates for 2019-2025. Following the adoption of the 2025 Bellingham Plan and Multimodal Transportation Plan that includes the 2025-2045 project list, update the TIF rates for 2026-2031.
- Additionally, the Institute of Technical Engineers (ITE) published the 12th edition of the (ITE) trip generation manual. Update the land use codes and trip generation rates used to generate the TIF.

2) Update Transportation Impact Analysis (TIA) for Development Review

- Work to update the Transportation Impact Analysis (TIA) Guidelines as part of the ongoing update to the Development Guidelines and Improvement Standards (DGIS). Draft TIA content has been incorporated into the DGIS update process and is being coordinated with Public Works Engineering and Development Services for review and adoption. The updated TIA framework builds on the 2023 draft and remains based on the Institute of Transportation Engineers (ITE) Multimodal Transportation Impact Analysis for Site Development (2023) and the WSDOT Multimodal Transportation Impact Analysis (MMTIA) Guide. The intent is to fully integrate multimodal evaluation criteria into the City's development review process.

- *Policy direction included in adopted Transportation Chapter of the 2016 and 2025 Bellingham Comprehensive Plan:*

  2016 Policy T-26 - Develop innovative new methodology to measure, forecast, and mitigate negative impacts that new vehicle traffic may have on pedestrians, bicyclists, and public transit bus service when Transportation Impact Analyses are completed for new development

  2025 Policy T-17 - Develop innovative new methodology to measure, forecast, and mitigate negative impacts that new vehicle traffic may have on pedestrians, bicyclists, and public transit bus service when Transportation Impact Analyses are completed for new development.

3) Simplify Concurrency Tracking and Monitoring System and Consolidation of CSA's

- For future updates, staff will carry out the 2023 recommendation for CSA consolidation by combining several CSAs with similar land use and network characteristics and by reducing the number of auto and transit measure points used in the PTA calculation. This work will move the concurrency program toward a simpler and more efficient structure that aligns with the adopted multimodal plans and the 2025 Comprehensive Plan. In addition to this, staff will use the following TRAM updates as an opportunity to revisit and revise the overall format of the TRAM document to improve clarity, usability, and alignment with the updated plans and data sources.

  2025 Policy T-16 - Maintain a simplified multimodal concurrency system that ensures adequate transportation capacity, supports planned growth, upholds level of service standards, and includes annual reporting on system performance.

Chapter 2: Multimodal Transportation Planning

Transportation Modal Hierarchy

In the 2016 Comprehensive Plan Bellingham adopted the Complete Networks Program and Transportation Modal Hierarchy. For the 2025 Comprehensive Update to the Bellingham plan the modal hierarchy was updated to include both a pedestrian and bicycle-oriented street and a pedestrian and public transit-oriented street (Figure 2.1 Below)

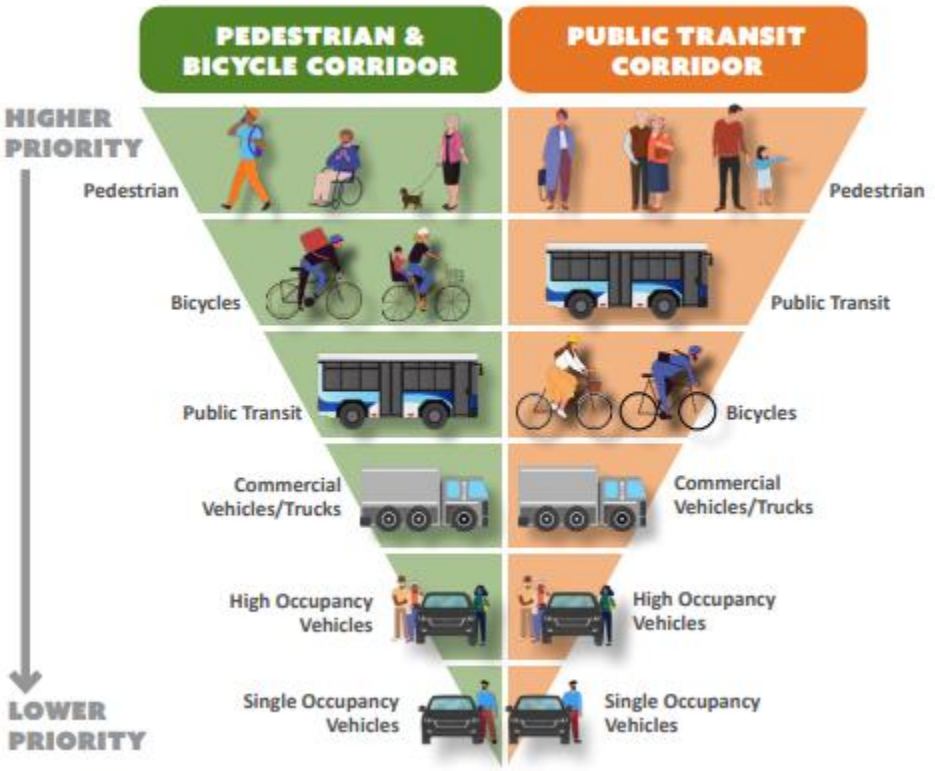


Figure 2.1. - Bellingham's Transportation Modal Hierarchy

Transportation Mode Share Trends and Mode Shift Goals

In 2006, Bellingham worked with WTA to adopt long-term transportation mode shift goals, which were readopted in the 2016 Bellingham Comprehensive Plan. In the 2025 Comprehensive Plan update, the mode shift trends shown on the American Community Survey (ACS) 5-year estimates were reanalyzed and adjusted to reflect post pandemic conditions. The 2025 transportation mode shift goals maintain consistency with City Council Legacies and Strategic Commitments and aspire to increase mode shares for people walking, biking, riding transit, and sharing rides to work, while decreasing the number of people driving single occupant vehicles (SOVs).

Figure 2.2 illustrates transportation mode share trends for work trips from 2006 through 2023 (post-COVID) based on ACS data published by the U.S. Census Bureau. Previously, the 2016 Comprehensive Plan included aspirational goals that did not align with the trends that were being seen in the ACS data. In order to ensure that the City of Bellingham's limited resources are used effectively and that progress can be measured, mode shift goals were adjusted to more accurately reflect the trends being seen in the ACS data. Many factors that affect individual

transportation mode choice are beyond the control of City of Bellingham policies and the 2016 mode shift goals in the Comprehensive Plan are not achievable without significant changes to regional land use and economic realities that currently make vehicle travel the dominant transportation mode choice.

Advancements in technology allow an increase in the number of people working from home, which can reduce single occupant vehicle trips to work. The ACS data in Table 2.1, below, shows that ***more people than ever (14.5%) are working from home***.

The ACS data is reported as a rolling 5-year average, which allows consideration of data trends from a standardized source, rather than isolated point-in-time data collected in a variety of methods and contexts. ***The ACS 5-year average data is "work/commute-oriented" and does not account for non-work trips by various modes. However, this is the same data source used by the League of American Bicyclists and People for Bikes because it is standardized and provides an apples-to-apples comparison of all communities.***

Although the ACS 5-year average data is standardized and used by a number of agencies to track mode shift, it only accounts for about 19% of all trips taken in a given day. This limitation is important when interpreting results, as the majority of daily trips are non-work related, including trips for shopping, school, recreation, and other personal activities. As a result, the ACS data may underrepresent the full impact of investments in pedestrian, bicycle, and transit infrastructure, which often serve a broader range of trip purposes beyond the work commute.

Recognizing this limitation, the City is continuing to explore additional data sources that more fully capture all trips taken throughout the day. Some communities utilize household travel surveys or other data collection tools to better understand travel behavior across all trip purposes, modes, and times of day. These types of data collection efforts provide a more comprehensive view of how people move throughout the transportation system and can help inform future planning and performance measurements. The City is evaluating the feasibility of incorporating similar approaches in the future to supplement ACS data and improve the overall understanding of transportation trends in Bellingham. WCOG intends to perform a regional household travel survey in 2026. The results of this survey will be reviewed following completion to understand any benefits of that data.

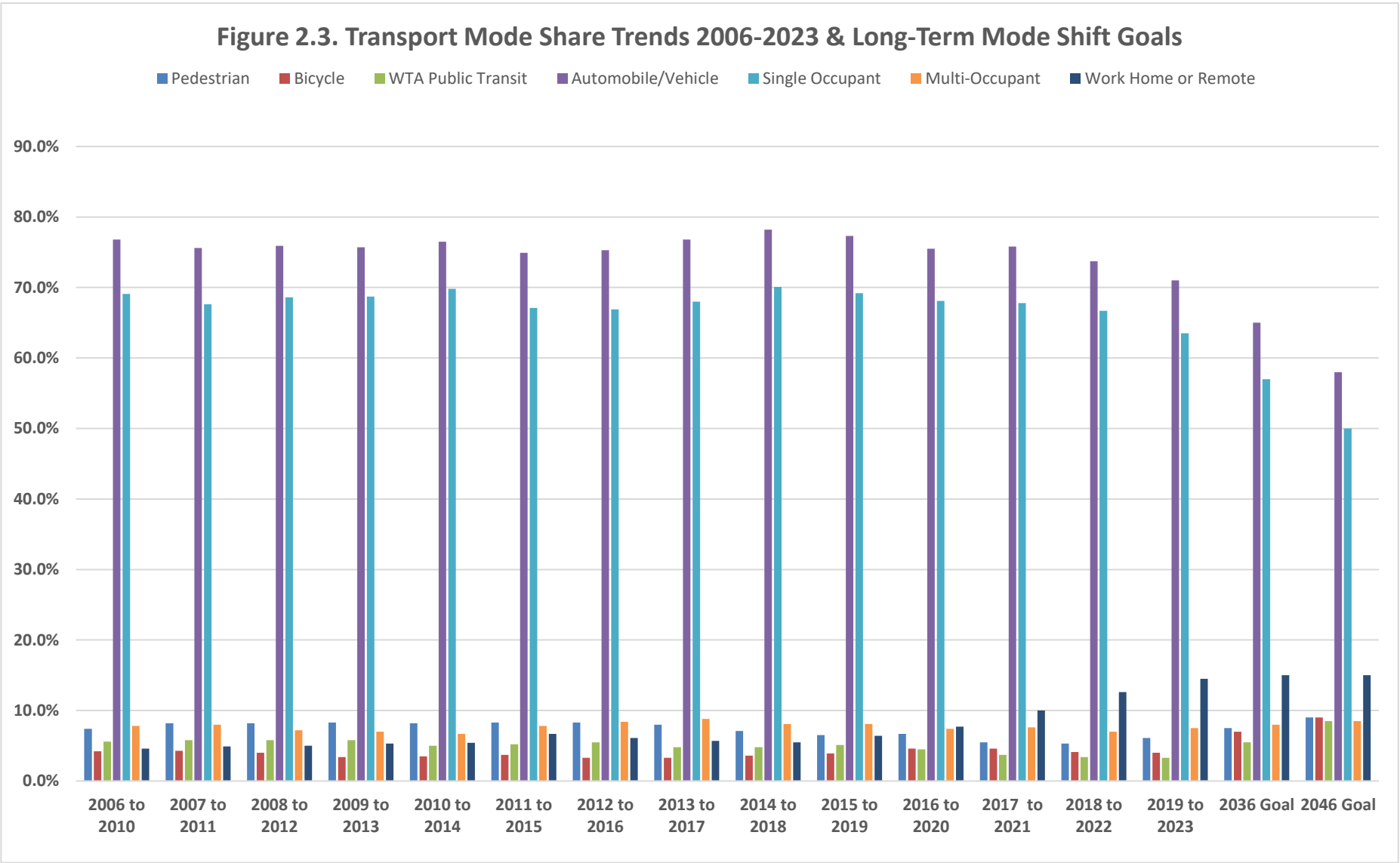
Table 2.1 provides a closer look at the rolling 5-year averages 2019-2023, which show that:

- Overall vehicle mode share **decreased** (-2.7%) to **71.0%**
- Single Occupant Vehicle (SOV) mode share **decreased** (-3.2%) to **63.5%**
- Multi-Occupant Vehicle (MOV) mode share **increased** (+0.5%) to **7.5%**
- WTA Public Transit mode share decreased (-0.1%) to a historic low of **3.3%**
- Bicycle mode share **decreased** (-0.1%) to **4.0%**
- Pedestrian mode share decreased (+0.8%) to **6.1%**, and
- Work at home mode shares **increased** (+1.9%) to a historic high of **14.5%**.

Table 2.2 Transportation Mode Shift Share Trends 2006-2023 and Long-Term Mode Shift Goals (2036-2046)

Transport Mode to Work	2006 to 2010	2007 to 2011	2008 to 2012	2009 to 2013	2010 to 2014	2011 to 2015	2012 to 2016	2013 to 2017	2014 to 2018	2015 to 2019	2016 to 2020	2017 to 2021	2018 to 2022	2019 to 2023	2036 Goal	2046 Goal
Pedestrian	7.4%	8.2%	8.2%	8.3%	8.2%	8.3%	8.3%	8.0%	7.1%	6.5%	6.7%	5.5%	5.3%	6.1%	7.5%	9.0%
Bicycle	4.2%	4.3%	4.0%	3.4%	3.5%	3.7%	3.3%	3.3%	3.6%	3.9%	4.6%	4.6%	4.1%	4.0%	7.0%	9.0%
WTA Public Transit	5.6%	5.8%	5.8%	5.8%	5.0%	5.2%	5.5%	4.8%	4.8%	5.1%	4.5%	3.7%	3.4%	3.3%	5.5%	8.5%
Automobile/Vehicle	76.8%	75.6%	75.9%	75.7%	76.5%	74.9%	75.3%	76.8%	78.2%	77.3%	75.5%	75.8%	73.7%	71.0%	65.0%	58.0%
Single Occupant	*69.1%*	*67.6%*	*68.6%*	*68.7%*	*69.8%*	*67.1%*	*66.9%*	*68.0%*	*70.1%*	*69.2%*	68.1%	*67.8%*	66.7%	63.5%	*57.0%*	*50.0%*
Multi-Occupant	*7.8%*	*8.0%*	*7.2%*	*7.0%*	*6.7%*	*7.8%*	*8.4%*	*8.8%*	*8.1%*	*8.1%*	7.4%	7.6%	7.0%	7.5%	*8.0%*	*8.5%*
Work Home or Remote	4.6%	4.9%	5.0%	5.3%	5.4%	6.7%	6.1%	5.7%	5.5%	6.4%	7.7%	10.0%	12.6%	14.5%	15.0%	15.0%
Workers 16 Years +	39,090	40,585	39,549	39,726	40,660	41,568	41,865	43,049	44,493	45,003	47,595	48,114	48,641	49,105	~	~
NOTES ON DATA IN TABLE 2.1:																
1.) Years 2006-2023 = Table S0801 U.S. Census American Community Survey 5-Year Averages Means of Transportation to Work																
2.) Years 2016-2020 = Table S0801 Data inlcudes various sample errors, reduced sample sizes, reduced response rates attributed to COVID-19 global pandemic																
3.) Years 2036 and 2046 = Adopted Long-Term *Realistic* Mode Shift Goals *[Monitor annually in TRAM]*																
4.) Multi-Occupant includes 2-person, 3-person, and 4-or-more person carpools																
5.) Average vehicle occupancy rate = 1.06 persons per vehicle																
6.) Source: Bellingham + UGA Total Population = Washington Office of Financial Management "Small Area Estimates																
7.) 2016-2020 decrease in population due to remote attendance for WWU students due to COVID-19 pandemic WA state protocols																
8.) Historic Mode Share High = Low =																

Figure 2.3. Transport Mode Share Trends 2006-2023 & Long-Term Mode Shift Goals



Chapter 3: Multimodal Transportation Concurrency Program in 2024-2025

Evolution From Auto-based to Multimodal Transportation Metrics

In 2005, Bellingham transportation planners recognized that traditional auto-oriented level of service (LOS) methodology from the national Highway Capacity Manual (HCM) would not help Bellingham achieve its land use goals for infill development. In 2008, Bellingham devised a multimodal method to meet Washington State's GMA transportation concurrency requirements in:

> ***RCW 36.70A.70(6): A transportation element that implements, and is consistent with, the land use element.***
>
> ***and***
>
> **RCW 36.70A.70(6)(b):** ***After adoption of the comprehensive plan by jurisdictions required to plan or who choose to plan under RCW 36.70A.040, local jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a locally owned or locally or regionally operated transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development. These strategies may include active transportation facility improvements, increased or enhanced public transportation service, ride-sharing programs, demand management, and other transportation systems management strategies. For the purposes of this subsection (6) "concurrent with the development" means that improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six* years.***

**NOTE: Bellingham requires financial commitment within 3 years consistent with project funding on the 6-Year TIP.*

In 2008, Bellingham adopted BMC 13.70 Multimodal Transportation Concurrency Management to implement the Multimodal Transportation Concurrency Program.

The 2016 Bellingham Comprehensive Plan Multimodal Transportation Chapter originally adopted a multimodal level of service (LOS) standards and BMC 13.70 as its Multimodal Transportation Concurrency Ordinance, as follows:

> **2016 Policy T-21** Calculate "**Person Trips Available by Concurrency Service Area**" as Bellingham's adopted LOS standard to serve planned growth in different parts of the City. Per BMC 13.70 Multimodal Transportation Concurrency, Bellingham and the UGA are divided into Concurrency Service Areas (CSA) based on differing land use contexts and multimodal LOS is calculated for each CSA using the following performance measurements:
>
> - Completeness of sidewalk network;
> - Completeness of bicycle network;
> - WTA transit capacity, transit route frequency, and transit ridership;
> - Vehicle traffic volume to capacity; and
> - Access to multiuse trails.

That policy was updated in the 2025 Bellingham Plan as follows:

Policy T-16 “Maintain a simplified multimodal concurrency system that ensures adequate transportation capacity, supports planned growth, upholds level of service standards, and includes annual reporting on system performance”.

Bellingham's Multimodal Transportation Concurrency Program annually measures sidewalks, bikeways, multiuse trails, WTA transit service, and arterial street capacity in the context of various land use environments found within 20 Concurrency Service Areas (CSA) across the city ***(Figure 3.1 and Table 3.1)***. *As noted in* ***Chapter 1,*** *changes to the CSA map below will be made during the 2026 TRAM development.*

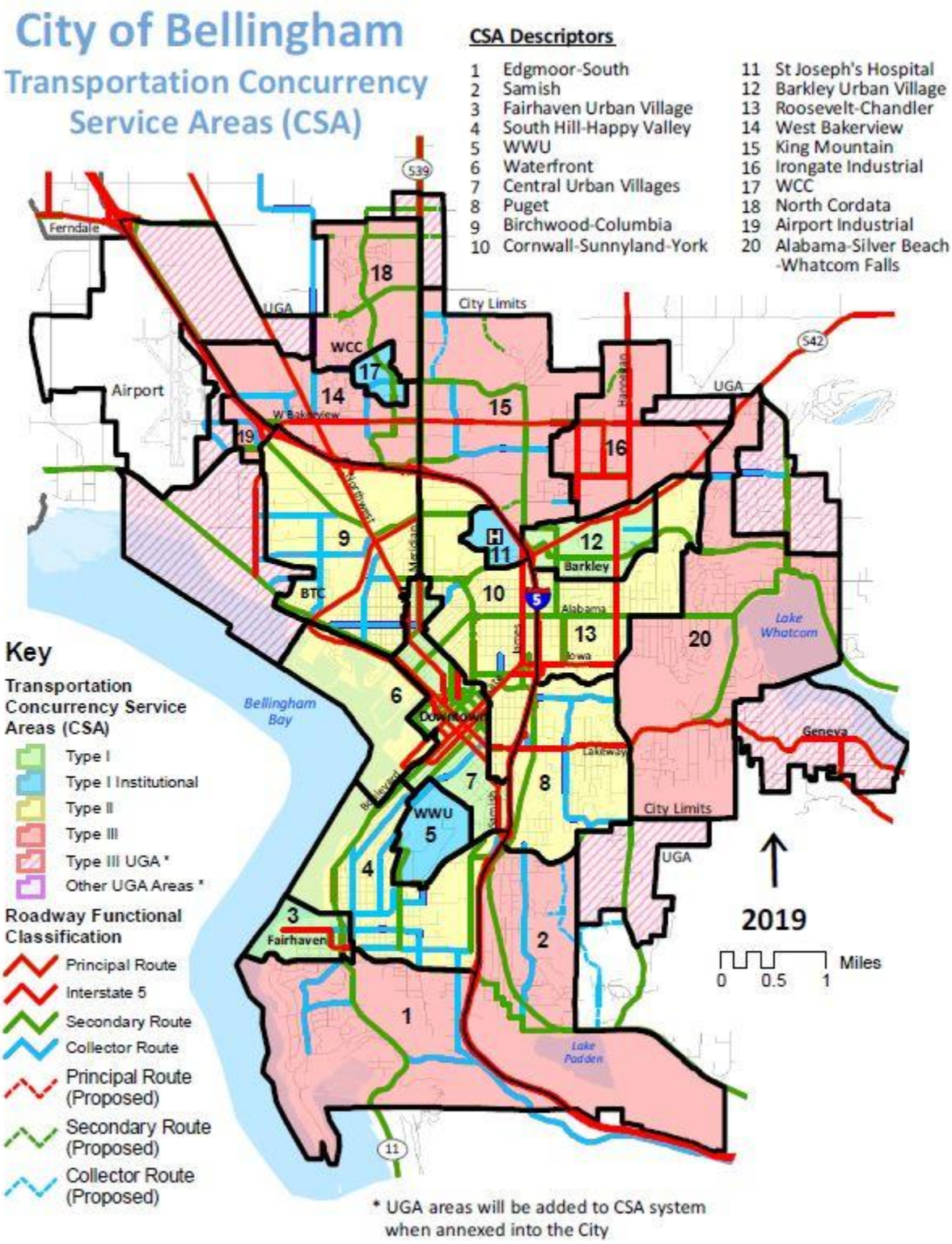


Figure 3.2. Bellingham's 20 Concurrency Service Areas (CSA) in 2024-2025

Table 3.1 Person Trips Available (PTA) by Concurrency Service Area (CSA) in 2024-2025									
	Sidewalks[1]		Multiuse Trails*		Bikeways[2]		WTA[3,4]	Auto[4]	2025
Concurrency Service Area (CSA)	% Complete	Credit PTA	% Complete	Credit PTA	% Complete	Credit PTA	Transit PTA	Arterial PTA	Net PTA[5]
1. Edgemoor/South	33%	0	51%	506	43%	0	50	795	**1,351**
2. Samish	27%	0	54%	537	94%	704	20	1,930	**3,191**
3. Fairhaven Urban Village	92%	840	63%	625	50%	0	250	1,040	**2,755**
4. South Hill-Happy Valley	60%	180	24%	237	60%	180	170	1,314	**2,081**
5. WWU IMP	88%	760	65%	653	34%	504	650	2,207	**4,774**
6. Waterfront District	59%	162	94%	939	83%	594	0	2,997	**4,692**
7. Urban Core (4 Villages)	91%	820	15%	146	64%	280	1,500	5,669	**8,415**
8. Puget	65%	240	33%	333	44%	154	220	2,934	**3,881**
9. Birchwood-Columbia	64%	252	16%	164	63%	234	400	1,688	**2,738**
10. Cornwall-Sunnyland-York	87%	666	27%	273	66%	324	700	2,656	**4,619**
11. St. Joseph's Hospital IMP	60%	200	50%	500	11%	500	150	2,091	**3,441**
12. Barkley Urban Village	85%	630	27%	273	77%	486	500	5,132	**7,021**
13. Roosevelt-Sussex-Chandler	75%	400	25%	254	61%	290	250	2,080	**3,275**
14. W. Bakerview-S. Cordata	69%	304	7%	69	52%	254	800	5,653	**7,080**
15. King Mountain	60%	160	12%	124	42%	160	397	4,304	**5,145**
16. Irongate Industrial Area	4%	0	0%	0	27%	0	400	3,387	**3,787**
17. WCC IMP	100%	800	0%	0	64%	645	550	2,559	**4,554**
18. North Cordata	72%	352	50%	500	63%	597	650	3,285	**5,384**
19. Airport Industrial	78%	448	0%	0	0%	0	100	772	**1,320**
20. Whatcom-Alabama-Silver	60%	160	91%	914	62%	192	350	1,619	**3,235**
Totals	**68%**	**7,374**	**51%**	**7,047**	**44%**	**6,098**	**8,108**	**54,113**	**82,740**

** Includes only "bicycle-friendly" trails as defined in TRAM Chapter 7*

Notes:

1.) "Percent complete" sidewalks reflects degree of completeness by CSA of "Primary Pedestrian Network" in 2012 Pedestrian Master Plan from the list of 357 sidewalk infill and crosswalk projects. Sidewalk percent complete will be updated to the 2024 Pedestrian Master Plan projects in the 2026 TRAM.

2.) "Percent complete" bikeways reflects degree of completeness by CSA of "Primary Bicycle Network" in 2014 Bicycle Master Plan from the list of 215 Bikeway improvement projects. Bikeway percent complete will be updated to the 2024 Bicycle Master Plan projects in the 2026 TRAM.

3.) PTA for WTA transit and Auto/Vehicle are derived from select transit and vehicle data collection measurement points on arterial streets throughout the City. Transit data is collected by WTA and Auto data is collected by Public Works. WTA and auto count data are from 2019. The exact changes to these modes were uncertain due to radical changes in transit ridership and auto travel during the COVID-19 global pandemic. Now that transportation impacts have stabilized, WTA counts will be updated to 2025 ridership numbers in the 2026 TRAM. Auto counts will be updated to most recent numbers in 2026 TRAM.

4.) Annual net PTA is derived from the compilation of all five variables (Sidewalk, Bikeway, Multiuse Trails, WTA Transit, and arterial traffic counts); minus PTA used by development proposals; minus a 500 PTA reserve in each CSA to avoid violating Bellingham's adopted multimodal LOS standards.

The **2024-2025 TRAM** demonstrates that Bellingham's Multimodal Transportation Concurrency methodology is integrating multimodal transportation system capacity within various land use contexts in Bellingham and is further promoting both the Comprehensive Plan and GMA goal of directing new development toward compact, mixed-use urban areas where adequate transportation services and facilities are most available.

Chapter 4: Primary Pedestrian Network Completeness – 2024-2025

The **2024 Pedestrian Master Plan** (PMP) continues the work first set in motion by the 2012 plan, which established the 260-mile Primary Pedestrian Network (PPN) that guides long-term sidewalk and crossing investment. The 2024 plan updates that foundation with a refined project list focused on safety, access, and system connectivity. It identifies 223 projects citywide, including 84 crossing upgrades, 121 new pedestrian connections totaling about 40 miles, and 18 off-street connections totaling roughly 3.5 miles. Project priorities were shaped through technical analysis and broad public outreach. The full recommended package is estimated at about $214.5 million in 2024 dollars.

The Primary Pedestrian Network map in the 2024 plan remains consistent with the original PPN adopted in 2012 and continues to serve as the City's designated priority system for planning, funding, and concurrency evaluation. While the updated plan keeps the PPN intact, it also highlights additional pedestrian connections and crossings outside the PPN. These locations are not formal PPN facilities; they are future connections that depend on development patterns, land use decisions, and longer-term system needs.

Figure 4.1 below shows both the completed PPN, incomplete or partially complete PPN, and the new locations where pedestrian improvements may be needed as surrounding areas grow. This approach keeps the concurrency framework unchanged while offering a clearer view of where future pedestrian facilities are anticipated.

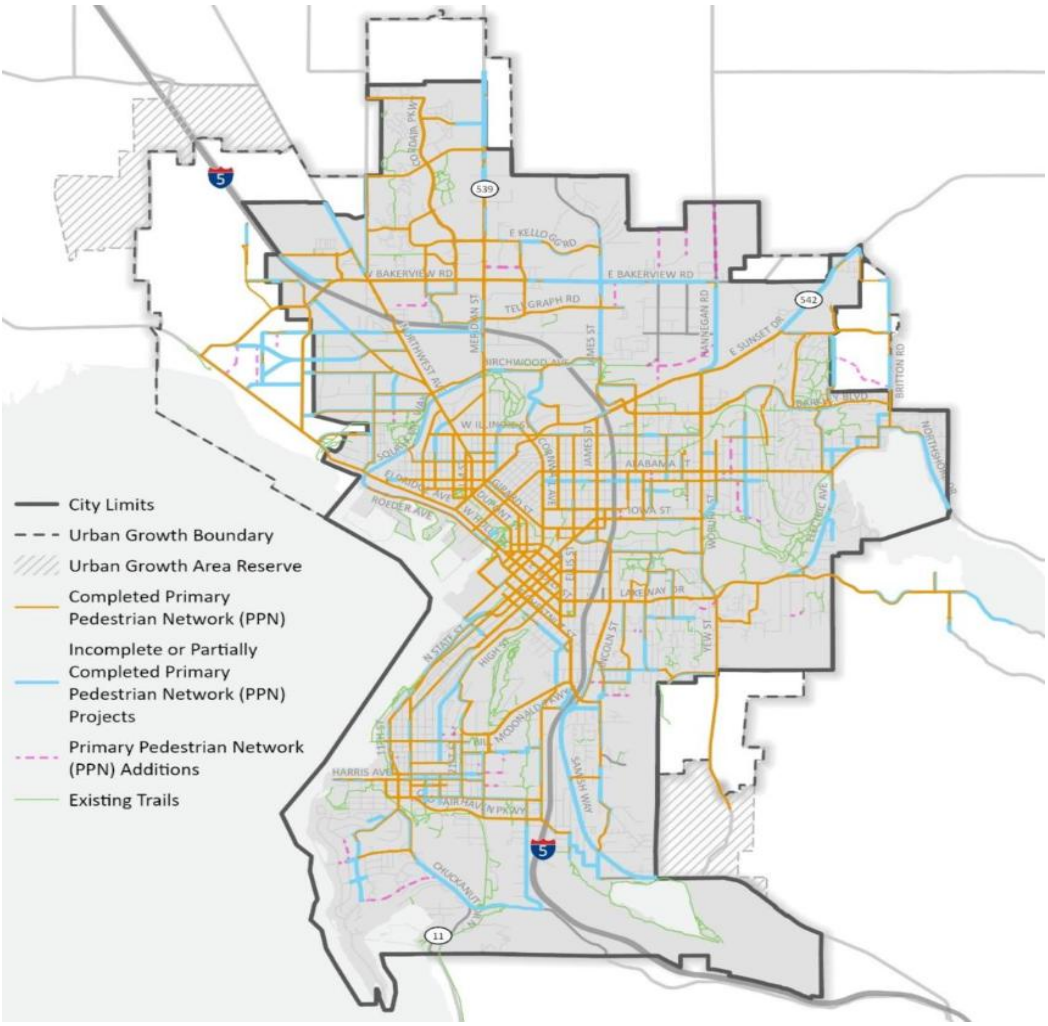


Figure 4.1. Citywide 2024 Pedestrian Master Plan

Citywide, the 260-mile Primary Pedestrian Network is 68.0% complete, but the degree of network completeness varies in different parts of the City (Table 4.1 below and Figure 4.2 next page).

Table 4.1

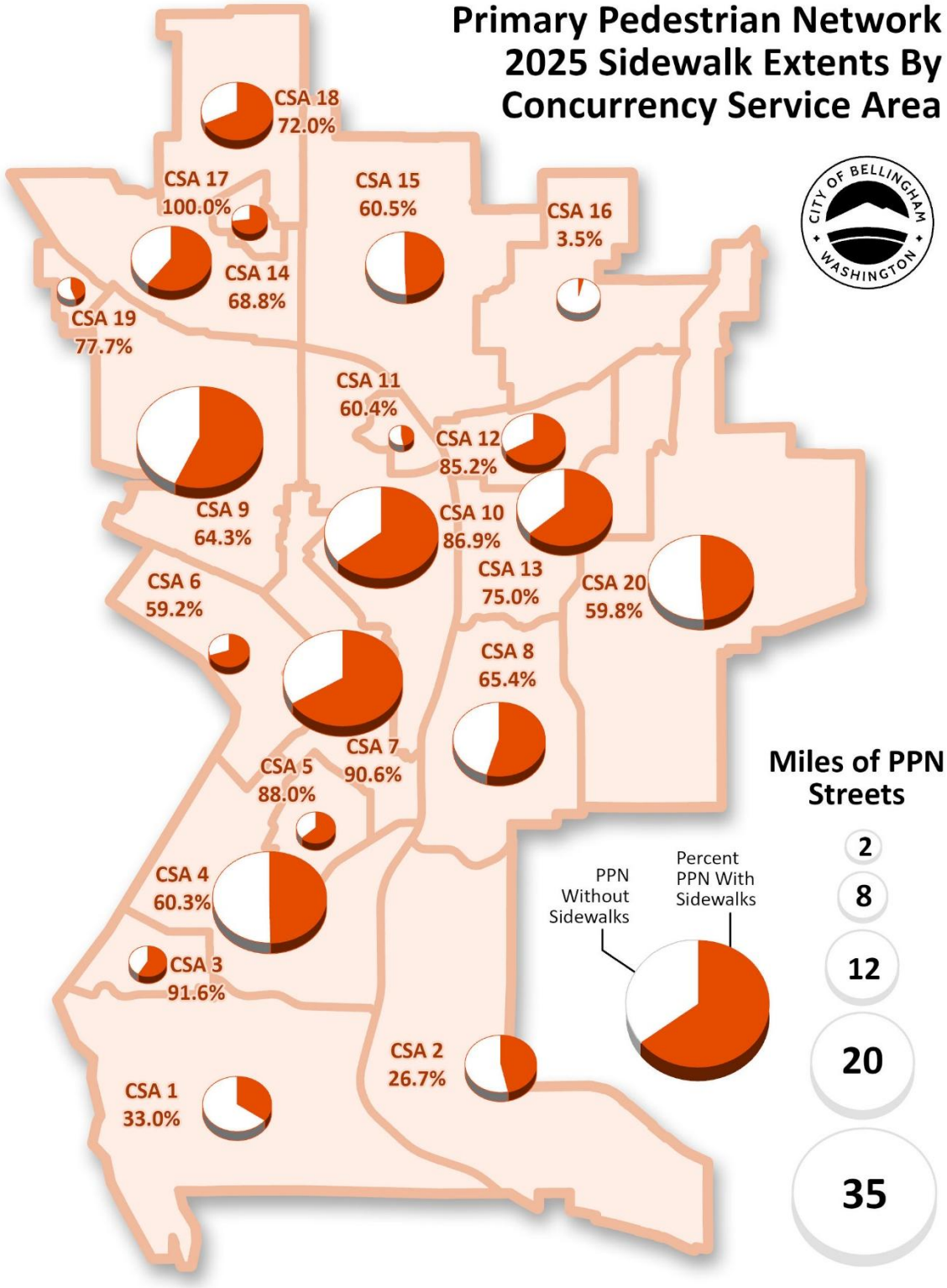
Primary Pedestrian Network Sidewalk Extents by Concurrency Service Area

2025

CSA	Current PPN* Street Length Both Sides (Miles)	Adopted PPN Sidewalk Length Completed (Miles)	Adopted PPN Sidewalk Length Recommended (Miles)	Current PPN* Sidewalk Percent Complete
CSA 1	9.8	3.2	6.5	33.0%
CSA 2	10.6	2.8	7.7	26.7%
CSA 3	3.0	2.7	0.2	91.6%
CSA 4	26.8	16.1	10.6	60.3%
CSA 5	3.1	2.8	0.4	88.0%
CSA 6	3.4	2.0	1.4	59.2%
CSA 7	29.3	26.6	2.8	90.6%
CSA 8	17.5	11.5	6.1	65.4%
CSA 9	32.7	21.1	11.7	64.4%
CSA 10	26.6	23.1	3.5	86.9%
CSA 11	1.3	0.8	0.5	60.4%
CSA 12	8.4	7.2	1.2	85.2%
CSA 13	18.8	14.1	4.7	75.0%
CSA 14	13.2	9.1	4.1	68.8%
CSA 15	12.7	7.6	5.0	60.2%
CSA 16	3.9	0.1	3.8	3.5%
CSA 17	2.6	2.6	0.0	100.0%
CSA 18	10.6	7.7	3.0	72.0%
CSA 19	1.6	1.2	0.4	77.8%
CSA 20	23.0	13.7	9.2	59.8%
Grand Total	**259.0**	**176.1**	**82.9**	**68.0%**

As the City of Bellingham GIS system improves, minor corrections to length data have slightly adjusted totals

Figure 4.2


Primary Pedestrian Network
2025 Sidewalk Extents By
Concurrency Service Area
CITY OF BELLINGHAM
WASHINGTON
CSA 18
72.0%
CSA 17
100.0%
CSA 15
60.5%
CSA 16
3.5%
CSA 14
68.8%
CSA 19
77.7%
CSA 11
60.4%
CSA 12
85.2%
CSA 9
64.3%
CSA 10
86.9%
CSA 13
75.0%
CSA 20
59.8%
CSA 6
59.2%
CSA 8
65.4%
CSA 7
90.6%
CSA 5
88.0%
CSA 4
60.3%
CSA 3
91.6%
CSA 2
26.7%
CSA 1
33.0%
PPN
Without
Sidewalks
Percent
PPN With
Sidewalks
Miles of PPN
Streets
2
8
12
20
35

The 2012 Pedestrian Master Plan identified 415 prioritized projects, including 58 crossing improvements and 357 sidewalk improvements. At the close of the plan period, a total of 36 crossing projects and 58 sidewalk projects were completed. This represents measurable progress on the original plan, but many outstanding sidewalk needs were reprioritized and became part of the 2024 plan update.

With adoption of the 2024 Pedestrian Master Plan, the project lists were fully updated and expanded. The new plan identifies 223 pedestrian projects, including 84 crossings, 121 new pedestrian connections, and 18 off-street connections. The rating system also changed. The former Tier 1, Tier 2, and Tier 3 structure used in the 2012 plan has been replaced with four priority levels: high, medium-high, medium-low, and low. These new project counts and ratings reset the completion percentages and set a fresh baseline for tracking future implementation.

Because the 2024 plan replaces the 2012 project list, the 2024/2025 TRAM serves as a bridge between the two planning periods. The historic totals below (Table 4.2 & Table 4.3) reflect the full extent of completed work under the old plan, while the 2024 project list establishes the new starting point for future TRAM reporting (Table 4.4).

Table 4.2 - 2012 Pedestrian Crossing Improvements

Priority Level	Tier 1	Tier 2	Tier 3	Total
Percent Completed	76%	53%	58%	62%
Projects Completed	**13**	**8**	**15**	**36**
Projects Not Yet Completed	4	7	11	25
Total Crossing Projects	17	15	26	**58**

Table 4.3 - 2012 Sidewalk Improvements

Priority Level	Tier 1	Tier 2	Tier 3	Total
Percent Completed	35%	23%	13%	16%
Projects Completed	**15**	**8**	**37**	**58**
Projects Not Yet Completed	28	27	244	299
Total Sidewalk Projects	43	35	279	**357**

Table 4.4 - 2024 Pedestrian Crossing Improvements & LPI Installation Projects

Priority Level	High	Medium-High	Medium-Low	Low	Total
Percent Completed	22%	28%	8%	4%	15%
Projects Completed	**5**	**7**	**2**	**1**	**15**
Projects Not Yet Completed	23	25	26	26	100
Total Sidewalk Project Cost	$5,066,000	$8,857,000	$3,165,000	$20,438,000	**$37,526,000**

Table 4.5 - 2024 Sidewalk Improvements

Priority Level	High	Medium-High	Medium-Low	Low	Total
Percent Completed	0%	0%	0%	0%	0%
Projects Completed	**0**	**0**	**0**	**0**	**0**
Projects Not Yet Completed	36	34	38	37	145
Total Sidewalk Project Cost	$72,770,000	$34,422,000	$36,090,000	$23,750,000	**$167,032,000**

**Some 2012 sidewalk projects combined in the 2024 update*

How is Pedestrian Infrastructure Funded?

- Many projects are constructed with Bellingham Transportation Funds (See Chapter 6).
- Bellingham Municipal Code street standards (BMC 13.04/.08) require private developers to construct ADA-compliant sidewalks and curb ramps for any new development abutting public streets.
- State and federal grant funding agencies require sidewalks and ADA ramps to be included on all projects.
- Pedestrian improvements can be added to other City-funded work (sidewalk repair/maintenance; sewer/water/storm water utility upgrades, Parks projects, etc.) that is being conducted.
- Pedestrian improvements can be funded by other public agencies or private development interests.
- Most often, pedestrian infrastructure is funded with a combination of the sources listed above.

Low-income housing, social services, and public transit needs were emphasized in pedestrian project prioritization. Figure 4.3. below shows Bellingham's Low to Moderate Income Neighborhoods and Figure 4.4 next page shows that 69.% of pedestrian projects have been constructed in lower-income neighborhoods.

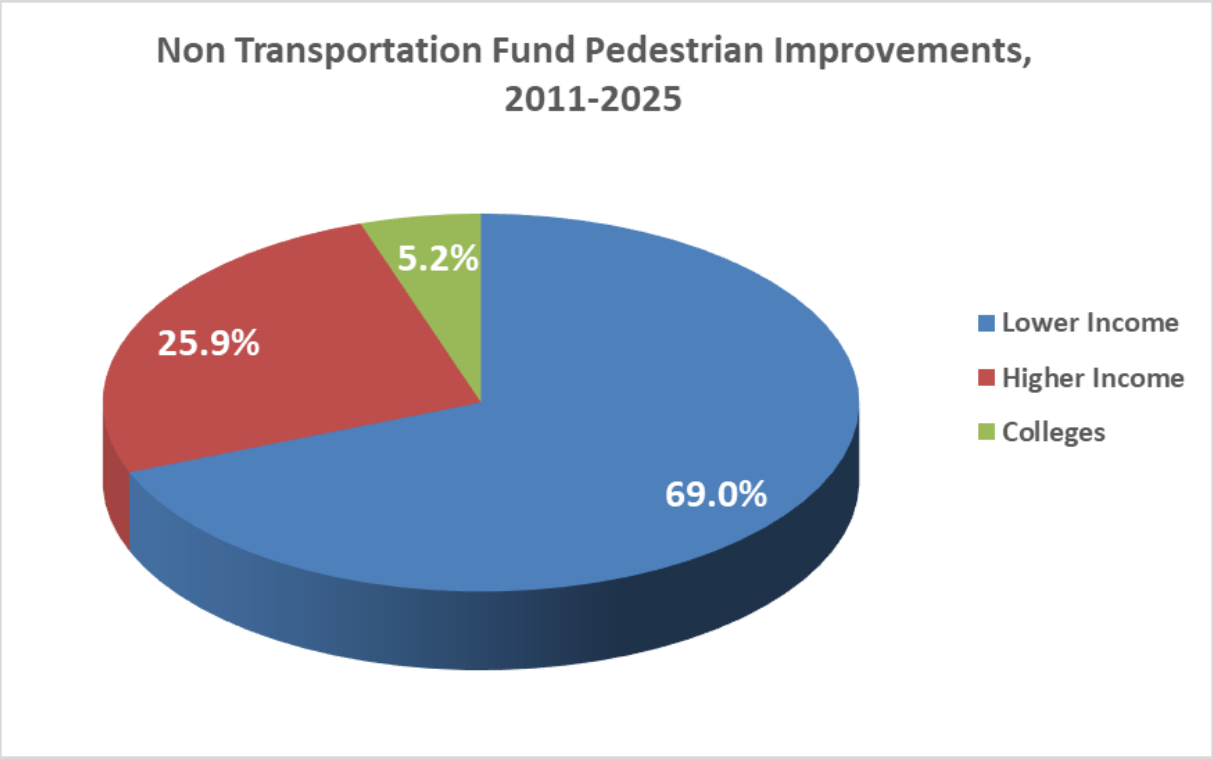


Figure 4.3 - 69% of Non TBD/T-Fund pedestrian projects have been in lower income neighborhoods

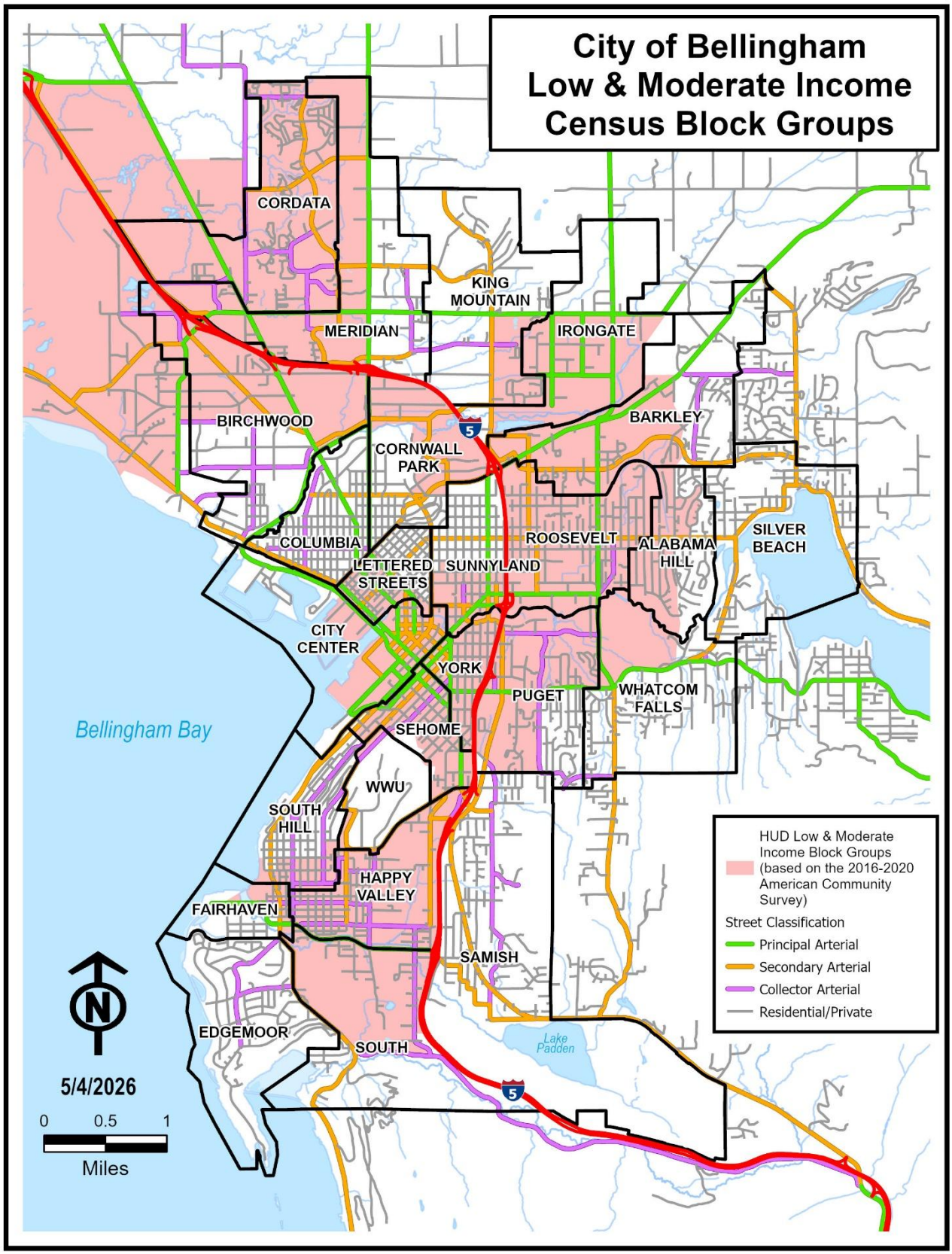


Figure 4.4. Low to Moderate Income Neighborhoods in Bellingham ***(Map applies to Chapters 4, 5, and 6)***

Chapter 5: Primary Bicycle Network Completeness – 2024-2025

The 2014 Bicycle Master Plan (BMP) defined a 170-mile Primary Bicycle Network and identified 229 bikeway and crossing improvements on a prioritized project list. Between 2014 and 2024, the City had implemented 132, or 58%, of the total BMP projects. In 2024 the City completed updates to the Bicycle Master Plan and built upon the previously identified Primary Bicycle Network (Figure 5.1). Uncompleted as well as newly identified projects were reprioritized into 103.5 linear miles of on-street connections (196 projects), 21.6 linear miles of new off-street connections (20 projects), 34 spot improvements such as enhanced crossings and intersection upgrades, and 28.1 miles of upgrades to existing bikeways (46 projects).

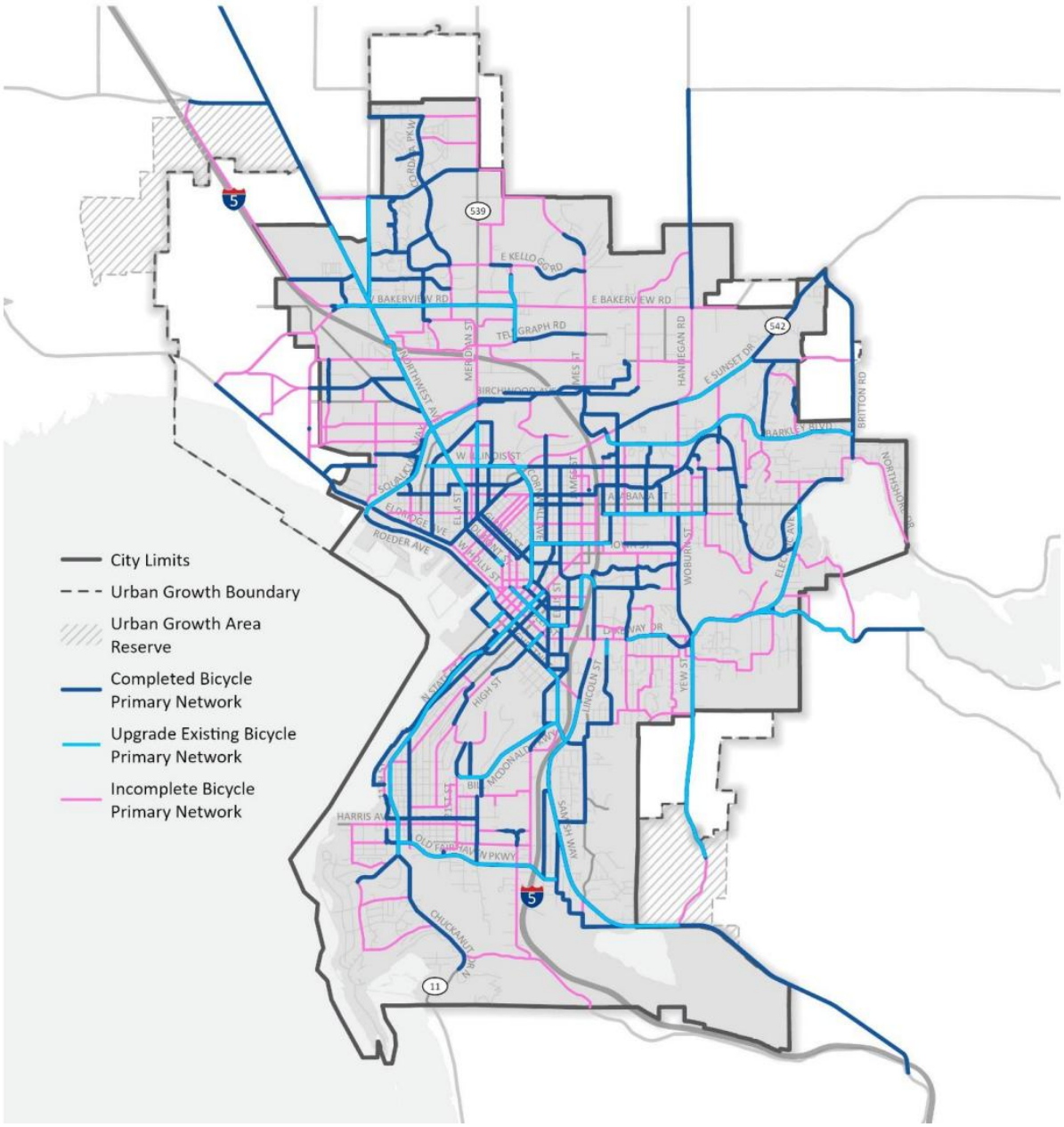


Figure 5.1 2024 Citywide Bicycle Master Plan

Citywide, Primary Bicycle Network is 58% complete, but the degree of network completeness varies in different parts of the City (Table 5.1 below and Figure 5.2 next page).

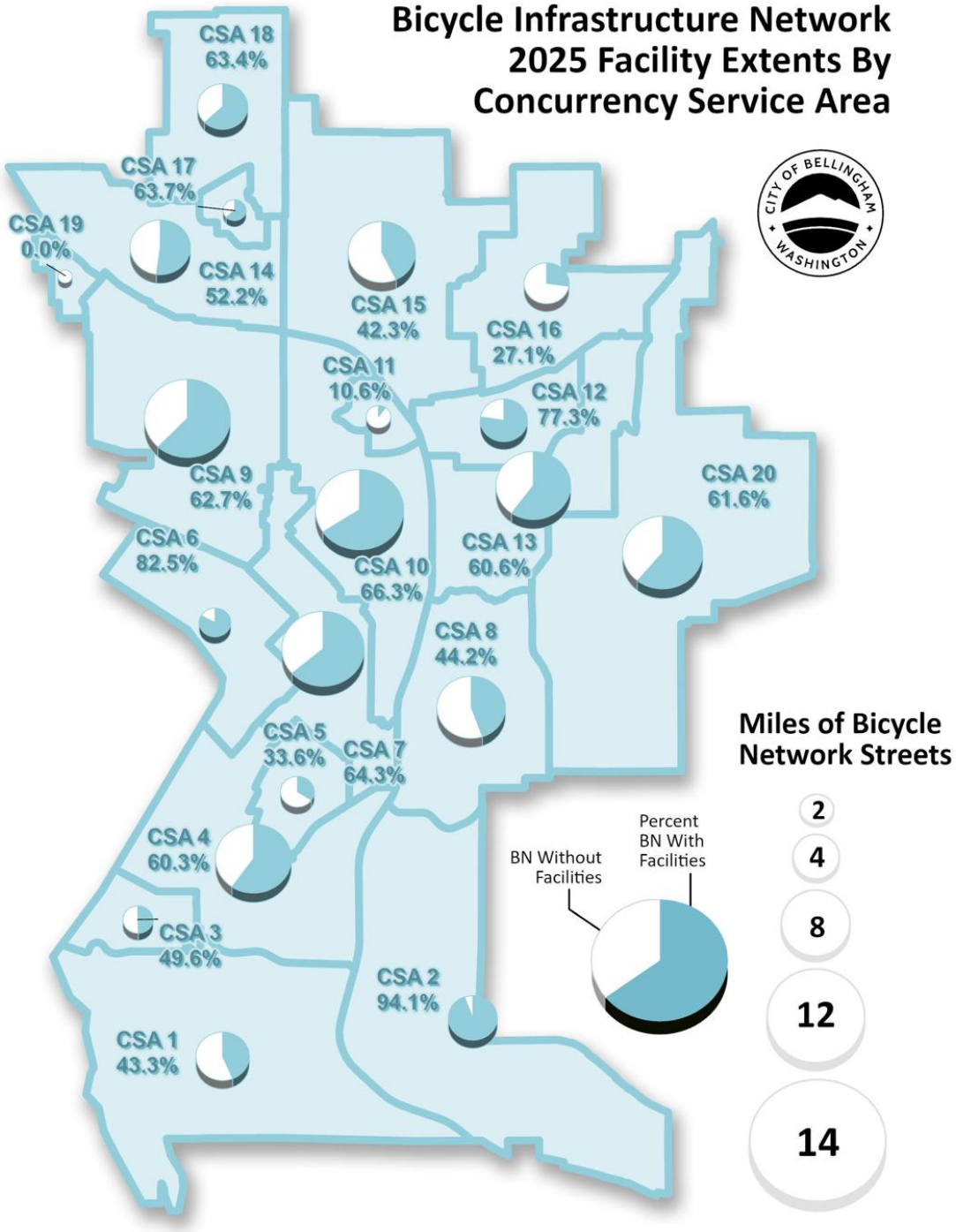
Table 5.1.

2024/2025

Bicycle Infrastructure Extents by Concurrency Service Area

CSA	Total Recommended Network Length (Miles)	Existing Facility Miles	Recommended Upgrade Facility Miles	Recommended New Facility Miles	Recommended Network Percent Complete
CSA 1	7.2	3.1	1.2	4.6	43.3%
CSA 2	6.1	5.7	2.4	0.3	94.1%
CSA 3	2.3	1.1	0.6	1.2	49.6%
CSA 4	14.6	8.8	2.5	8.1	60.3%
CSA 5	2.9	1.0	0.1	1.0	33.6%
CSA 6	2.5	2.1	0.3	0.2	82.5%
CSA 7	17.2	11.0	2.9	6.0	64.3%
CSA 8	11.9	5.3	1.1	6.0	44.2%
CSA 9	18.8	11.8	3.2	8.1	62.7%
CSA 10	19.7	13.1	2.4	7.0	66.3%
CSA 11	1.5	0.2	0.0	0.2	10.6%
CSA 12	5.6	4.3	1.6	1.5	77.3%
CSA 13	14.2	8.6	1.8	4.4	60.6%
CSA 14	9.2	4.8	3.2	3.5	52.2%
CSA 15	11.5	4.9	1.1	6.8	42.3%
CSA 16	5.1	1.4	0.0	4.9	27.1%
CSA 17	1.3	0.9	0.1	0.3	63.7%
CSA 18	6.4	4.1	0.4	1.8	63.4%
CSA 19	0.5	0.0	0.0	0.2	0.0%
CSA 20	16.3	10.0	3.3	9.0	61.6%
Grand Total	**174.8**	**102.0**	**28.1**	**75.2**	**58.4%**

Figure 5.2


Bicycle Infrastructure Network
2025 Facility Extents By
Concurrency Service Area
CITY OF BELLINGHAM
WASHINGTON
CSA 18
63.4%
CSA 17
63.7%
CSA 19
0.0%
CSA 14
52.2%
CSA 15
42.3%
CSA 16
27.1%
CSA 11
10.6%
CSA 12
77.3%
CSA 9
62.7%
CSA 20
61.6%
CSA 6
82.5%
CSA 10
66.3%
CSA 13
60.6%
CSA 8
44.2%
CSA 5
33.6%
CSA 7
64.3%
CSA 4
60.3%
CSA 3
49.6%
CSA 2
94.1%
CSA 1
43.3%
Percent
BN With
Facilities
BN Without
Facilities
Miles of Bicycle
Network Streets
2
4
8
12
14

The 2014 BMP identified 229 total BMP prioritized projects include 203 bikeway links and 26 crossing improvements. At the end of the planning period, over half, 106/203 or 52%, of the bikeway links (Table 5.2) have been completed, including 7 major studies (Table 5.3). Almost three-quarters, 18/26 or 70% of the bicycle crossing improvements (Table 5.4) have been completed and 2 bikeway crossings are funded for construction in 2024 and 2025, which will bring the completion total to 77%.

With the adoption of the 2024 Bicycle Master Plan, the project lists were fully updated and expanded. The new plan identifies 103.5 linear miles of new on-street connections (196 projects), 21.6 linear miles of new off-street connections (20 projects), 34 spot improvements such as enhanced crossings and intersection upgrades, and 31.9 miles of upgrades to existing bikeways (46 projects). The rating system also changed. The former Tier 1, Tier 2, and Tier 3 structure used in the 2014 plan has been replaced with four priority levels: high, medium-high, medium-low, and low. These new project counts and ratings reset the completion percentages and set a fresh baseline for tracking future implementation.

Because the 2024 plan replaces the 2014 project list, the 2024/2025 TRAM serves as a bridge between the two planning periods. The historic totals below (Table 5.2, 5.3 and 5.4) reflect the full extent of work completed under the old plan, while the 2024 project list establishes the new starting point for future TRAM reporting (Table 5.5 and 5.6)

Table 5.2. 2014 Bicycle Network Links	**Tier 1**	**Tier 2**	**Tier 3**	**Total**
Percent Completed	75%	61%	43%	52%
Projects Completed	**18**	**35**	**53**	**106**
Projects Not Yet Completed	6	22	69	97
Total Bike Network Link Projects*	24	57	122	203
**Includes "Further Study Needed" Links*				
NOTE: 106 Network Links & 18 Crossings Complete = 132/229 = 57.6% of BMP complete				

Table 5.3. 2014 Bicycle Link Further Studies	**Total**
Percent Completed	32%
Studies Completed/In-Process	**7***
Studies Not Yet Completed	15
Total Corridor Studies	22
** Lakeway Drive corridor has been studied 3 times*	

Table 5.4. 2014 Bicycle Crossing Improvements	**Total**
Percent Completed	70%
Projects Completed	**18**
Projects Not Yet Completed	6*
Total Crossing Projects	26
** Various crossings funded for construction 2026 & 2027*	

Table 5.5. 2024 Bicycle Crossing Improvements	**High***	**Medium-High**	**Medium-Low**	**Low**	**Total**
Percent Completed	0%	13%	0%	11%	6%
Projects Completed	**0**	**1**	**0**	**1**	**2**
Projects Not Yet Completed	8	7	9	8	32
Total Crossing Projects	8	8	9	9	34
**Various high priority projects are currently programmed or in design*					

Table 5.6. 2024 Bicycle Link Further Studies	**High***	**Medium-High**	**Medium-Low**	**Low**	**Total**
Percent Completed	9%	0%	0%	0%	9%
Studies Completed/In-Process	**1**	**0**	**0**	**0**	**1**
Studies Not Yet Completed	10	4	4	1	19
Total Corridor Studies	11	4	4	1	20
**Lakeway Drive Corridor Study completed in 2022 and Holly St Bike Lane Study currently ongoing*					

Table 5.7. 2024 Bicycle Network Links	High	Medium-High	Medium-Low	Low	Total
Percent Completed	5%	3%	2%	2%	3%
Projects Completed	**3**	**2**	**1**	**1**	**7**
Projects Not Yet Completed	62	60	56	59	237
Total Bike Network Link Projects*	65	62	57	60	244
Various Bicycle Network Links are funded and in design for construction in 2026 & 2027					

Most of these bicycle improvements have been constructed with T-Fund/TBD funds (TRAM Chapter 6), but some bikeways are constructed with non-TBD funds, such as grants, partnerships, and mitigation funds. See **Bellingham Bikeways Illustrated** for examples and photographs of local bikeway facility types and location criteria.

Improving Social Equity by Providing Bikeways in Low-Income Neighborhoods

As in Chapter 4. Primary Pedestrian Network Completeness, Figure 5.3. shows Bellingham's "Low to Moderate Income Neighborhoods" bicycle improvements from the 2011-2025.

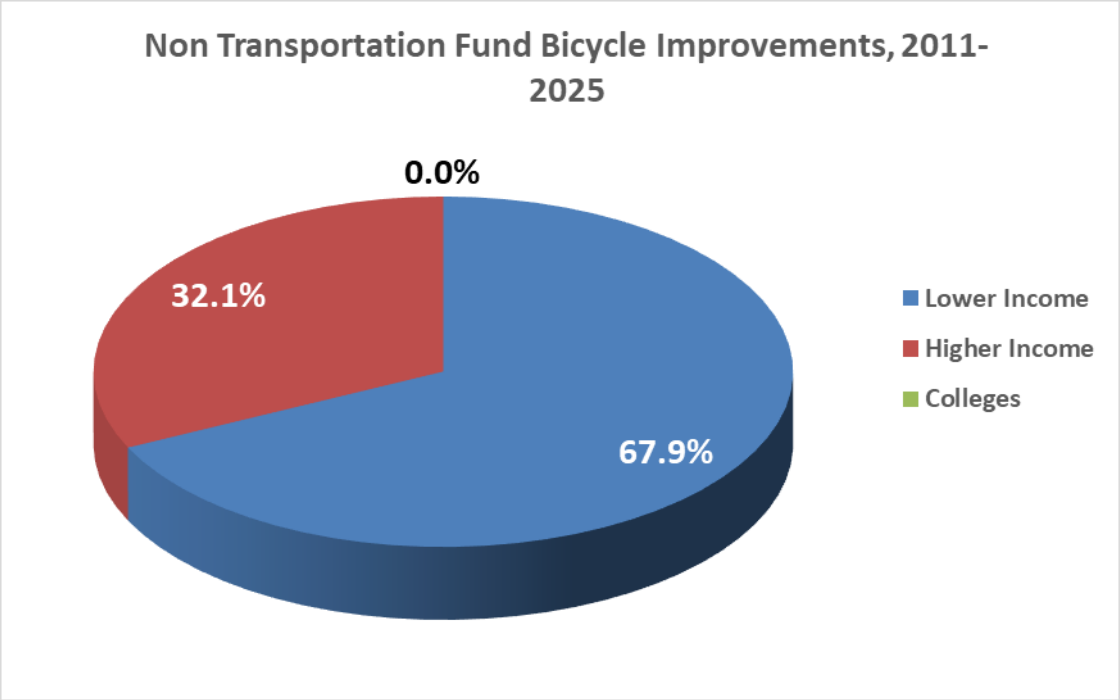


Figure 5.3 – 67.9% of non-TBD fund bicycle projects have been in lower income neighborhoods

Bellingham is a Gold-Level Bicycle Friendly Community

Due to the significant progress that the City has made in implementing the citywide bicycle network, in December 2020, the League of American Bicyclists promoted Bellingham from a Silver-level to a Gold-level Bicycle Friendly Community (BFC). Along with Seattle, Bellingham is now 1 of only 2 Gold BFCs in Washington and one of only 34 Gold BFCs in the United States 2020-2024 Gold-level Bicycle Friendly Community – League of American Bicyclists

Chapter 6: Transportation Fund (Former Transportation Benefit District) – 2024-2025

In November 2010, 58% of Bellingham voters approved a Transportation Benefit District (TBD) to collect a two tenths of one percent sales tax within City limits for a 10-year period. In November 2020, the TBD was renamed the **Bellingham Transportation Fund** **(T-Fund)** and re-approved by 82% of voters.

The Bellingham Transportation Fund provides dedicated funding to the following activities from 2021-2030:

- Enhance and improve pedestrian and bicycle transportation infrastructure
- Resurfacing streets to maintain the City of Bellingham's investment for all transportation users
- Transit-supportive capital projects considered with asphalt resurfacing and non-motorized priorities
- Citywide transportation impact reductions identified in the Climate Action Plan

Transportation Fund - Transit Services

In 2020, the Bellingham T-Fund was re-approved with transit identified as one of the priorities for T-Fund expenditures. In February 2022, the WTA Board adopted a 20-year long-range transit plan titled WTA 2040 and the City has partnered with WTA on the following over the past few years:

- Updates to Bellingham Pedestrian and Bicycle Master Plans
- A Rapid Transit Study on Select GO Lines in Bellingham
- Electric Bus Charging Facilities at the WTA Cordata Station
- ADA Upgrades to 200 WTA Bus Stops Throughout Bellingham
- Expansion of Downtown Bellingham Station WTA Transit Hub

Transportation Fund - Street Resurfacing

Bellingham has made a significant investment in providing a public street system throughout the City. Public streets have a functional lifespan that varies according to the amount of use that the street is subject to and, at some point, all public streets require maintenance, repair, and resurfacing. Traditional sources of funding for street construction and resurfacing, such as Street funds and Real Estate Excise Tax (REET) funds, have been significantly diminished through budgeting decisions.

Since 2011, TBD/T-Fund revenue allocated to street resurfacing has helped to replace some of the Street and REET funding lost to other General Fund projects. When streets are resurfaced, pedestrian and bicycle facilities approved in the Pedestrian and Bicycle Master Plans are also installed, whenever possible.

Transportation Benefit District Funded Resurfacing Projects 2011 - 2025											
Year	Street Resurface	Vehicle Lanes	On-Street Parking / Shoulder	Asphalt Lane Miles	From	To	ADA Ramps	Cross walks	Side walks	Parking Removal	Bike ways
2011	Lakeway Drive	2	2	1.60	Raymond Street	City limit	Y	N	N	Y	Y
2011	Electric Avenue	2	2	0.80	Portal Drive	Lakeway Drive	Y	Y	Y	N	Y
2011	Billy Frank Jr. Street	2	2	1.62	Chestnut Street	Ivy Street	Y	Y	N	N	Y
2012	Dupont/Elm/Northwest	2	2	8.66	Lottie Street	Mcleod Road	Y	Y	Y	Y	Y
2013	Woburn Street	2	2	5.00	Alabama Street	Lakeway Drive	Y	Y	Y	N	N
2013	Monroe Street	2	1	2.13	Cherry Street	Broadway Avenue	Y	Y	Y	N	N
2014	Hawthorn Road	2	0	0.95	12th Street	Fieldston Road	Y	Y	Y	N	Y
2014	Electric Avenue	2	2	1.60	Ohio Street	Portal Drive	Y	Y	N	N	Y
2014	14th Street	2	0	0.78	Garden Street	Douglas Avenue	Y	Y	Y	N	Y
2015	Alabama Street	4	0	6.95	Cornwall Avenue	St. Clair Street	Y	Y	Y	N	Y
2015	Kellogg Road	3	0	0.73	Cordata Parkway	Eliza Avenue	Y	Y	Y	N	Y
2015	Eliza Avenue	2	3	0.26	Kellogg Road	Westerly	Y	Y	Y	N	Y
2016	Bill McDonald Pkwy	2	1	0.97	W. College Way	21st Street	Y	Y	Y	N	Y
2016	30th Street	2	1	0.37	Old Fairhaven Pkwy	Connelly Avenue	Y	N	N	N	N
2016	Billy Frank Jr. Street	2	2	0.39	Chestnut Street	Holly Street	Y	N	N	N	Y
2017	Holly Street	3	2	1.06	Railroad Avenue	Bay Street	Y	N	Y	Y	N
2018	Texas Street	2	0	0.87	Valencia Street	Pacific Street	Y	Y	Y	N	Y
2019	Roeder Avenue	2	2	4.97	C Street	Squalicum Pkwy	Y	Y	Y	Y	Y
2020	James Street	2	2	1.60	Woodstock Way	Barkley Blvd	Y	N	N	Y	Y
2020	Bill McDonald Pkwy	2	1	3.36	21st Street	N. Samish Way	Y	Y	N	N	Y
2020	Britton Road	2	1	1.05	Northshore Drive	City limit	Y	N	N	N	Y
2022	Mill Avenue	2	0	0.28	40th Street	Samish Way	Y	Y	Y	N	Y
2023	Vallencia Street	2	2	1.40	Fraiser Street	Alabama Street	Y	Y	Y	N	Y
2024	Woburn Street	2	2	1.30	Texas St	Barkley Blvd	Y	N	N	N	N
2024	Yew Street	2	2	0.19	Carolina St	Texas St	Y	Y	N	N	N
2024	Woburn Street	2	0	0.42	Fraser St	Fraser St	Y	Y	N	N	Y
2024	Fraser Street	2	0	0.13	Valencia St	Woburn St	N	N	N	N	N
2024	Telegraph Road	2	0	1.36	Deemer Rd	James St	Y	Y	Y	N	Y
2025	40Th Street	2	0	0.23	Donovan Ave	Mill Ave	N	N	N	N	N
2025	40th Street	2	1	0.32	Wildwood Dr	Adams St	N	N	N	N	N
2025	Sylvan Sreet	2	1	0.20	Alabama St	Silkver Beach Ave	Y	N	N	N	N
2025	Flynn Street	2	1	0.34	Electric Ave	Decatur St	N	N	N	N	N
2025	Northshore Drive	2	1	0.20	Hayward Dr	Silver Beach Ave	Y	N	N	N	N
2025	Academy Raod	2	0	0.22	Northshore Dr	Toad Lake Rd	Y	N	N	N	N
2025	James Street	2	1	0.48	Birchwood Ave	Telegraph Rd	N	N	N	N	N
2025	Meador Ave	2	0	0.15	Humbolt St	James St	Y	Y	Y	N	Y
2025	Meridian Street	4	0	0.24	Orchard St	McLeod Rd	N	N	N	N	N
2025	Telegraph Road	2	0	0.13	Deemer Rd	James St	Y	Y	N	N	N
	Total			53.31							

Transportation Fund - Non-motorized Pedestrian & Bicycle Improvements

The City Council annually approves T-Funds for a number of non-motorized transportation projects that have been approved in Bellingham's 2024 Pedestrian Master Plan (PMP) and 2024 Bicycle Master Plan (BMP) and recommended for construction by Public Works. Since TBD/T-Fund revenue became available for the

construction of non-motorized transportation improvements in 2011, it has allowed the City to make significant progress in implementing sidewalk, crossing, and bikeway improvement projects in the PMP and BMP.

Great Success To Date, But More Work To Do In Future

The City has already accomplished a great deal in the 13 years that the TBD/T-Fund has been available for bicycle, pedestrian, and street resurfacing projects, but there is much more work to be done. The renewal of the T-Fund by voters in November 2020 provided critical dedicated funding to help implement Bellingham's PMP and BMP in the most expeditious manner possible. While the PMP and the BMP are a key part of the Bellingham Comprehensive Plan Transportation Element, they are not 5-, 10-, or even 20-year plans. They are on-street network plans that are completely dependent on the ability to fund sidewalk, crossing, and bicycle improvements – many of which are beyond the City's available resources.

Figure 6.4 and 6.5 shows pedestrian and bicycle improvement in Bellingham's "Low to Moderate Income Neighborhoods" from the 2011 to 2025.

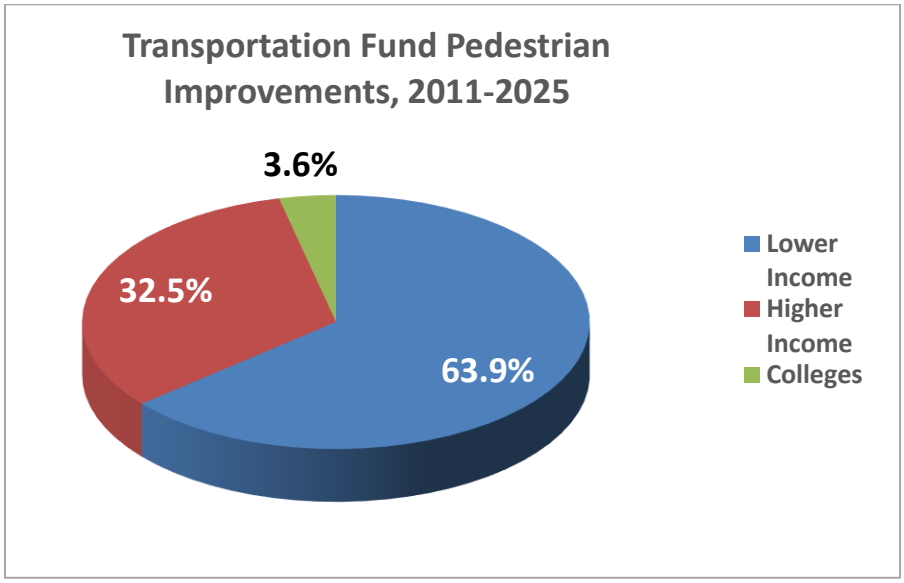


Figure 6.4. Since 2011, 63.9% of TBD/T-Fund pedestrian projects have been in lower income neighborhoods

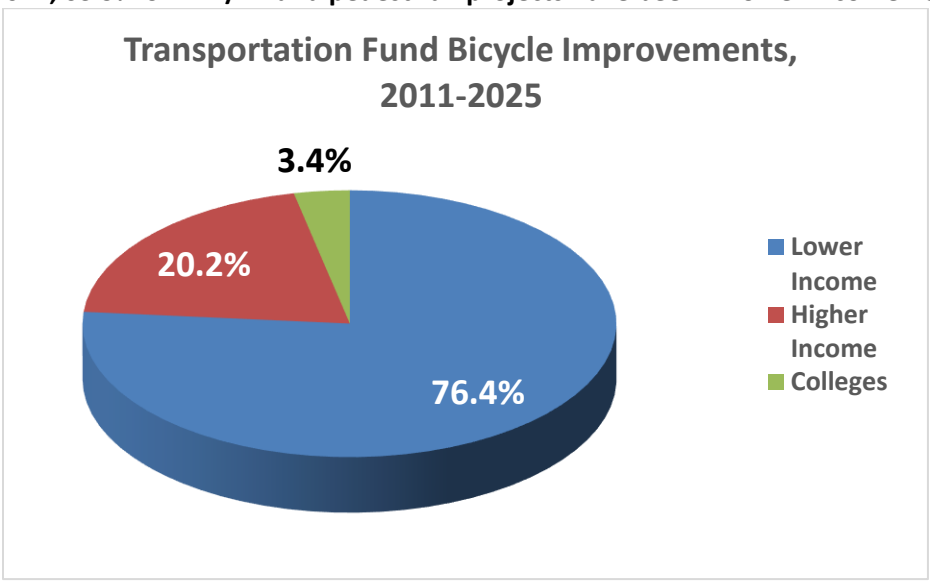


Figure 6.5. Since 2011, 76.4% of TBD/T-Fund bikeway projects have been in lower income neighborhoods

Chapter 7: Off-Street Greenways Multiuse Recreation Trails - 2024-2025

(Provide less direct and mostly unpaved alternate, or secondary, routes than on-street transportation network)

In 2009, City staff amended BMC 13.70 Multimodal Transportation Concurrency Ordinance to change Urban Village Concurrency Service Areas and incorporate a select inventory of bike-friendly multiuse recreational trails to the performance measures. ***The inclusion of the bike-friendly multiuse recreational trails was not to declare them as an integral part of the citywide transportation network, but rather to acknowledge that some bicyclists do use these recreational trails as indirect and/or alternative routes to the on-street bicycle network.***

Most recreational trails are not suitable for road bicycles because they are primarily crushed limestone gravel surfaces, vary in width and steepness, and often do not connect to major destinations. However, these multiuse trail connections can be very appealing to less confident and "interested but concerned" bicyclists.

These bicycle-friendly trail routes were identified and field verified for ride-ability over many years by individual members of City and County Bicycle and Pedestrian Advisory Committees, the Mt. Baker Bicycle Club, as well as City staff and Parks and Recreation Advisory Board and Greenways Committee members involved in an effort called "Green Streets." Technical data came from the City's GIS layers for trails and bicycle routes, digital air photos, and digital terrain models.

The criteria that staff used to add select bike-friendly multiuse recreational trails to the list of BMC 13.70.020 Definitions Specific to Concurrency Management include:

1.) Off-street multiuse trails that can serve a clear transportation function, in addition to the recreational benefits that they provide, and a safe alternative to unmarked bicycle routes on arterial streets

2.) Prepared gravel/crushed rock surface trails, or smooth dirt with adequate drainage, and smooth even surface facilitating safe travel by cyclists. Trails with stairs, large roots, rocky sections, off-camber cross-sections, or areas with persistent standing water/puddles are generally not included

3.) Trails that average at least 5-feet, but preferably 8-feet, in width to facilitate safe bi-directional passage of cyclists and pedestrians

4.) Trails with slopes/grades of generally < 6% average with maximum grades of generally < 12%.

The bike-friendly multiuse recreational trails identified in the multimodal transportation concurrency inventory generally adhere to the specified criteria above. Some exceptions exist where lack of an alternative on-street route and the need for a critical connection dictates use of trail network sections that may have sub-standard surfaces, narrow widths, or steep grades.

Bike-friendly multiuse recreational trails are credited person trips to each Concurrency Service Area based on each comparative 1% of the total planned Primary Bicycle Network identified in the 2014 BMP and carried forward in the 2024 BMP. Ten (10) rather than twenty (20) person trip credits are awarded for each 1% of the total planned on-street Primary Bicycle Network in recognition that not all bicyclists will be able to use off-street gravel trails as alternatives to on-street bike routes. It should be noted, however, that several regional multiuse trails, such as the South Bay Trail, Whatcom Creek Trail, Railroad Trail, and Squalicum Creek Trail are included in the citywide bicycle network.

The 2025 Bellingham Plan continues to reinforce the role of these facilities as complementary elements of the multimodal transportation system, particularly for users seeking low-stress travel options. Consistent with this approach, Policy T-29 states "Develop and maintain select off-street multiuse paths and trails as accessible, safe and low stress transportation routes for cyclists and pedestrians of all ages and abilities." Policy T-30 states "Ensure clear, accessible transitions between streets and trails to provide safe and intuitive connections for all users."

These policies further support the continued integration of multiuse trails as secondary, yet important, connections within the broader transportation network, while maintaining their primary recreational function.

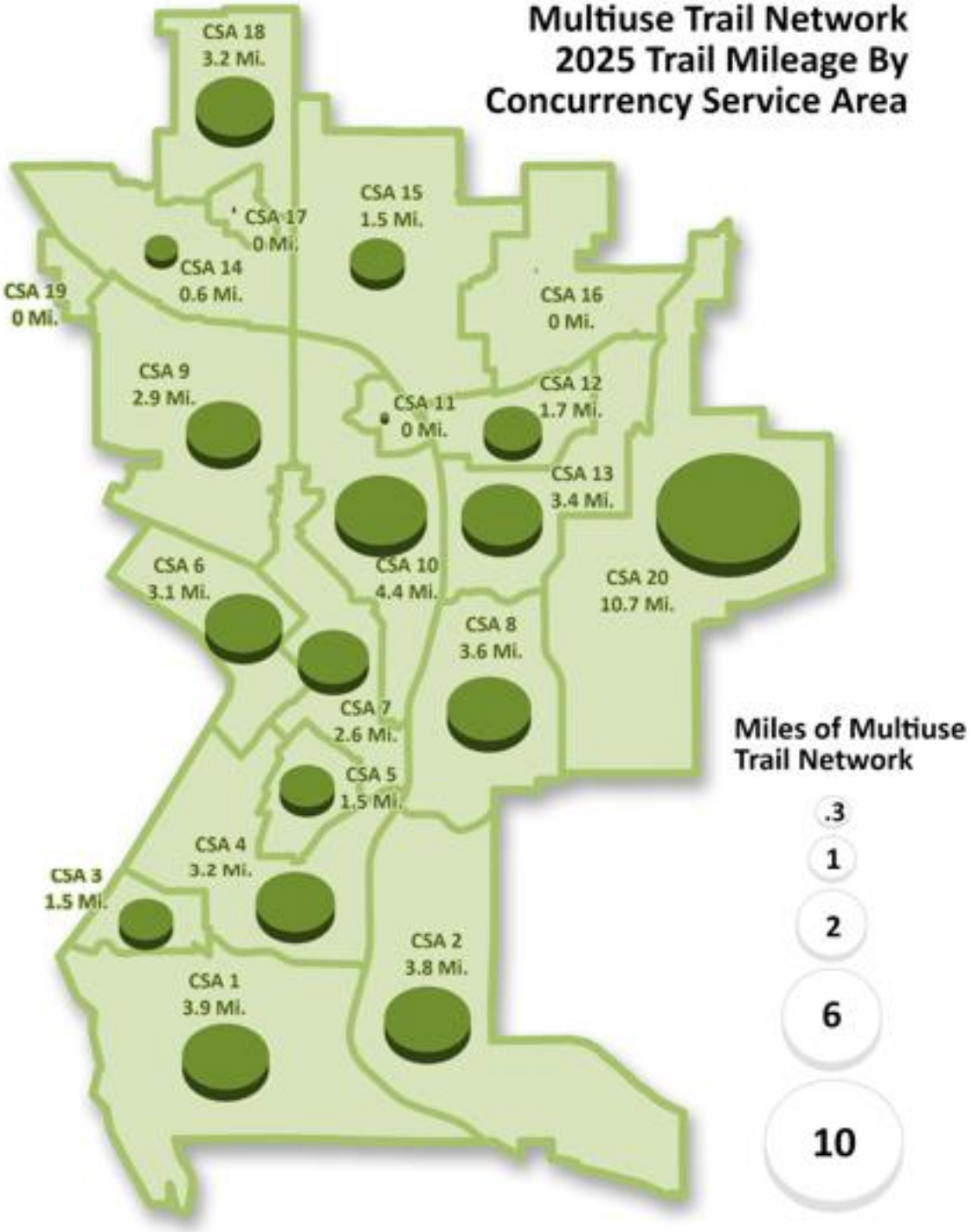
Table 7.1.

Mutiuse Trails Mileage by Concurrency Service Area

2025

CSA	Multiuse Trails Network (Miles)
CSA 1	3.9
CSA 2	3.8
CSA 3	1.5
CSA 4	3.2
CSA 5	1.5
CSA 6	3.1
CSA 7	2.6
CSA 8	3.6
CSA 9	2.9
CSA 10	4.4
CSA 11	0.0
CSA 12	1.7
CSA 13	3.4
CSA 14	0.6
CSA 15	1.5
CSA 16	0.0
CSA 17	0.0
CSA 18	3.2
CSA 19	0.0
CSA 20	10.7
Grand Total	51.7

Figure 7.1.


Multiuse Trail Network
2025 Trail Mileage By
Concurrency Service Area
CSA 18
3.2 Mi.
CSA 15
1.5 Mi.
CSA 17
0 Mi.
CSA 14
0.6 Mi.
CSA 19
0 Mi.
CSA 16
0 Mi.
CSA 9
2.9 Mi.
CSA 11
0 Mi.
CSA 12
1.7 Mi.
CSA 13
3.4 Mi.
CSA 6
3.1 Mi.
CSA 10
4.4 Mi.
CSA 20
10.7 Mi.
CSA 8
3.6 Mi.
CSA 7
2.6 Mi.
CSA 5
1.5 Mi.
CSA 4
3.2 Mi.
CSA 3
1.5 Mi.
CSA 2
3.8 Mi.
CSA 1
3.9 Mi.
Miles of Multiuse
Trail Network
.3
1
2
6
10

Chapter 8: WTA Primary Transit Network – 2024-2025 (*Data provided by WTA)*

Whatcom Transportation Authority (WTA) provides public fixed route transit bus service, Paratransit bus service, and a rideshare program available to the public and employers. WTA is primarily funded by sales tax revenue generated in a Public Transit Benefit Area (PTBA) that is largely consistent with the boundaries of western Whatcom County. WTA serves the City of Bellingham as well as the smaller towns and communities of Ferndale, Lynden, Blaine and Birch Bay, Lummi Nation, Sudden Valley, Kendall, Everson, Nooksack and Sumas. WTA also coordinates with Skagit Transit in neighboring Skagit County, to provide regional service between Bellingham and Mount Vernon. More information is available on the **Whatcom Transportation Authority (WTA)** web site.

Fixed Route Transit Bus Service - WTA's fixed route transit bus service features 33 routes, and a network of four high-frequency corridors within Bellingham. WTA also operates four fixed route shuttle services to support service in the areas surrounding Western Washington University (weekday only). Service is 7 days a week, with more limited service on Saturdays, Sundays and evenings.

Paratransit Services – Up to December 2025: WTA's Paratransit span of service mirrored fixed route transit bus service and area. WTA provides an average of 618 Paratransit trips per weekday in 2024. Paratransit service was expanded in 2017 to mirror fixed route evening and Sunday expansion to more rural areas. Existing Paratransit service area is generally located within ¾ of a mile around fixed route service.

Fleet and Facilities – Up to December 2025: WTA's fleet includes 63 full-size buses (including 20 hybrid electric buses and 12 battery electric buses), 51 Paratransit minibuses, and 17 rideshare vans. WTA operates four transit centers: Bellingham Station, Cordata Station (in North Bellingham), Ferndale Station and Lynden Station.

Integrated Transit and Transportation Planning - The City works directly with WTA on both land use and transportation issues and all of Bellingham's Urban Villages are served with high-frequency transit service. City staff worked directly with WTA in the development of **WTA's long-range transit plan titled WTA2040**, approved by the WTA Board in February 2022 and will be continuing and improving that coordination during the upcoming long-range transit plan update. WTA staff worked directly with City planners in the development of the 2016 and 2025 Transportation and Land Use Elements of the Bellingham Comprehensive Plan so that City and WTA plans are fully integrated with one another.

Since the T-Fund was reapproved in 2020, and continuing through 2030, transit-supportive capital improvements remain a core funding priority. Throughout this period, the City and WTA will continue to collaborate on:

- ADA Upgrades to 200 WTA Bus Stops Throughout Bellingham
- Improvements to Bellingham Pedestrian and Bicycle Primary Networks
- GO Line Enhancements to improve reliability and frequency throughout Bellingham
- Relocation and Redevelopment of WTA's Downtown Bellingham Station

WTA's total ridership continues to recover following the COVID-19 pandemic

WTA continues to see recovery and growth in fixed route ridership following the disruptions of the early 2020s. In 2024, ridership increased 7% over 2023 boardings and total boardings reached 84% of 2019 pre-pandemic levels. Paratransit ridership has increased by 5% from 2023 boardings to 179,826 boardings in 2024. WTA's Rideshare boardings increased by 21% to 29,687 total boardings . This upward trend reflects a return to in-person work, education, and daily activities, as well as continued investment in service that responds to changing travel patterns and community needs. Detailed information on service performance can be found in WTA's 2024 Annual Performance Report.

In 2025, WTA implemented a robust package of service changes aimed at expanding service, improving connectivity to developing areas, and supporting ridership growth overall. New routes include Route 47 providing service to Squalicum Harbor via the downtown waterfront, Route 9 connecting Bellingham Station with PeaceHealth, Route 18 connecting Cordata Station and PeaceHealth, Route 10 connecting Bellingham Station with Bellingham Technical College via Eldridge Avenue, and Route 45 providing service to King Mountain. In addition, Sunday service to the Bellingham International Airport was expanded on Route 3, and hourly service was added to Lummi Nation. Together, these changes represent a continued focus on strengthening the fixed route network and supporting long-term ridership recovery and growth.

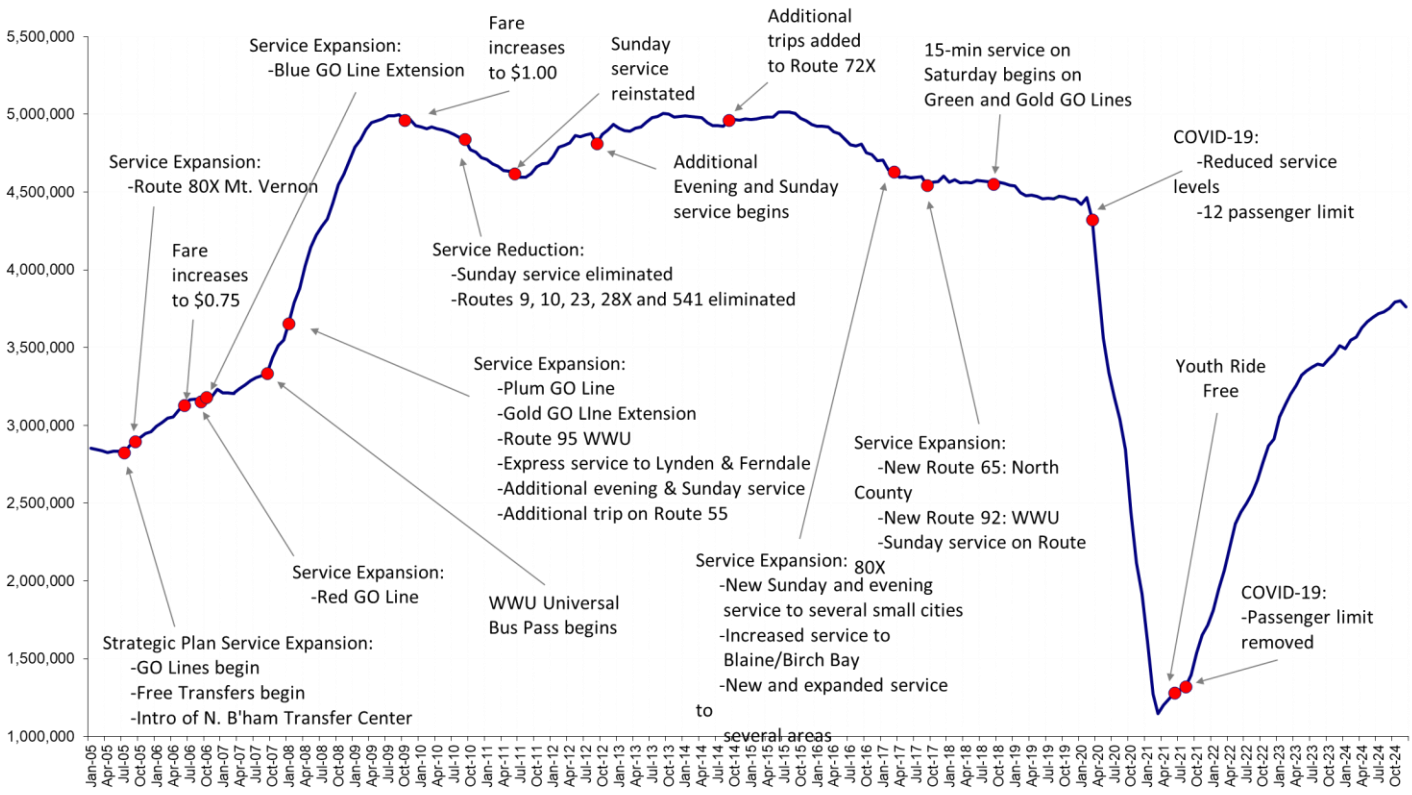
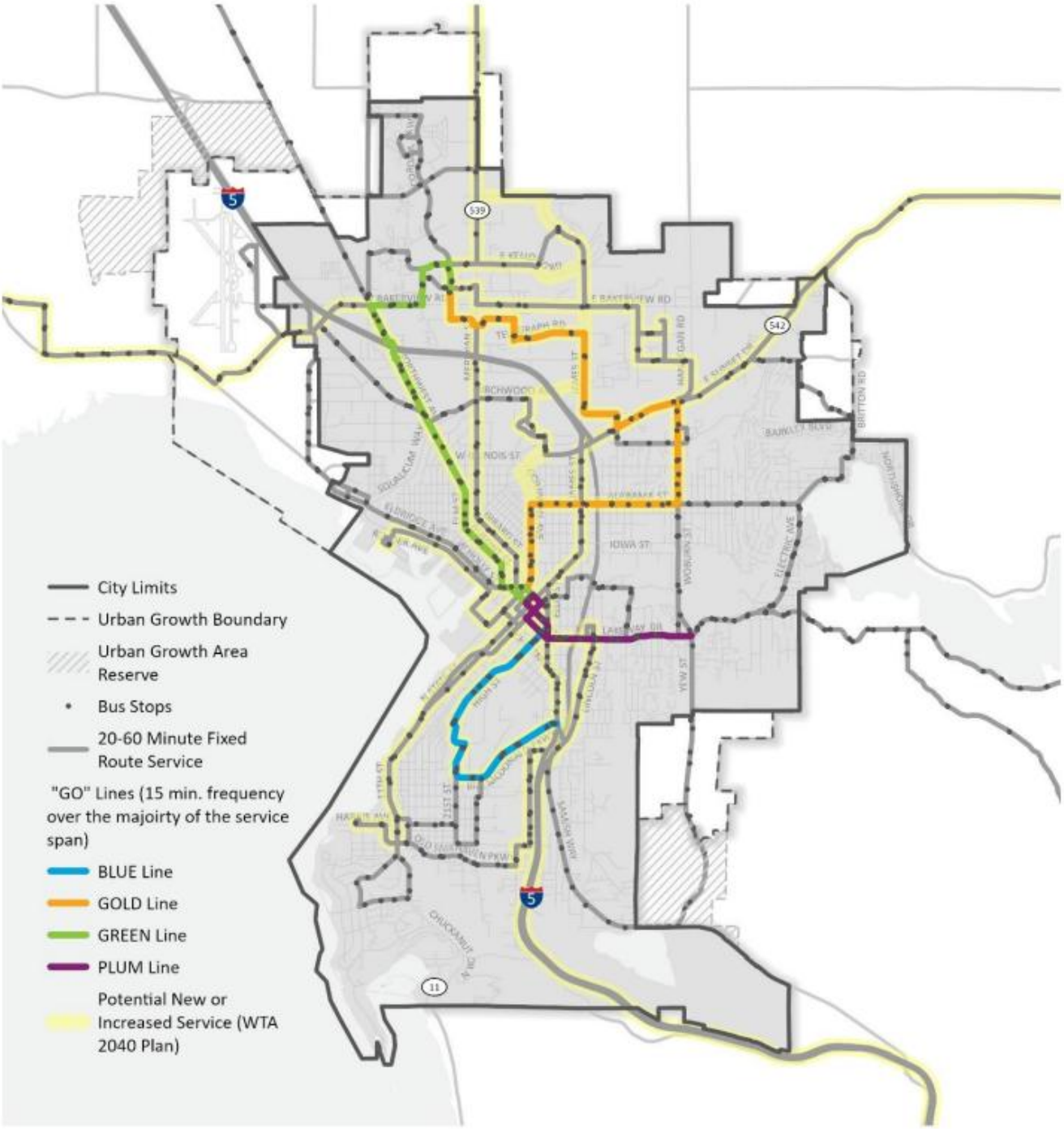


Figure 8.1 Boardings 2005-2024 (data points equal the sum of previous 12 months)

Figure 8.2. WTA Primary Transit Network



Chapter 9: Automobile and Freight Truck Arterial Networks -2024-2025

Arterial Streets and Traffic Control

Arterial streets, traffic signals, and roundabouts provide benefit to all users (pedestrian, bicycle, transit, automobile, and freight truck), but previous chapters have discussed pedestrian, bicycle, and transit networks and this chapter focuses on arterial streets and infrastructure as it relates to automobile and freight truck use. The Multimodal Transportation plan adopted by reference in the 2025 Bellingham Plan describes the existing and planned arterial street network needed to support motorized transportation, such as transit buses, private automobiles, and freight trucks. Existing and future Arterial streets are depicted on Figure 9.1.

Major transportation improvements take several years to strategically plan, fund, and construct at significant cost. Bellingham adopts a 6-Year Transportation Improvement Program (TIP) each June, which shows how the City plans to fund and construct major transportation projects.

Bellingham arterial streets are locally classified into Principle, Secondary, and Collector arterials, as follows:

- Principal Arterial: Major regional transportation corridors, including State and federal highways, that provide inbound/outbound connections between Bellingham and other cities, Whatcom and Skagit Counties, and British Columbia, Canada. Typically, very high traffic volumes.
- Secondary Arterial: Major local transportation corridors that provide connections across, within, and between different parts of Bellingham. Typically, higher to medium traffic volumes.
- Collector Arterial: Local transportation corridors that provide connections from neighborhood residential streets to secondary and principal arterial streets. Typically, medium to lower traffic volumes.
- Residential Street: Local access to individual homes and businesses with driveways within residential neighborhoods. Typically, lower traffic volumes.

In **2025**, Bellingham's street network measures **315** linear miles, but with multi-lane streets, the arterial network measures **676**-lane miles and includes the following major features:

Vehicle Lane Miles

- 109 lane miles of principal arterial (16%)
- 112 lane miles of secondary arterial (17%)
- 61 lane miles of collector arterial (9%)
- 394 lane miles of residential streets (58%)

Intersection Traffic Control

- 110 intersection traffic signals
- 7 multimodal roundabouts

User-Activated Crossing Signals

- 86 flashing yellow crosswalks (Overhead and RRFB)
- 11 flashing red pedestrian hybrid beacon (HAWK) signals

Automated Safety Warning Signs

- 51 automated school zone flashing signs
- 6 variable message radar speed signs
- 4 flashing lights

Figure 9.1. Bellingham's Arterial Street Network

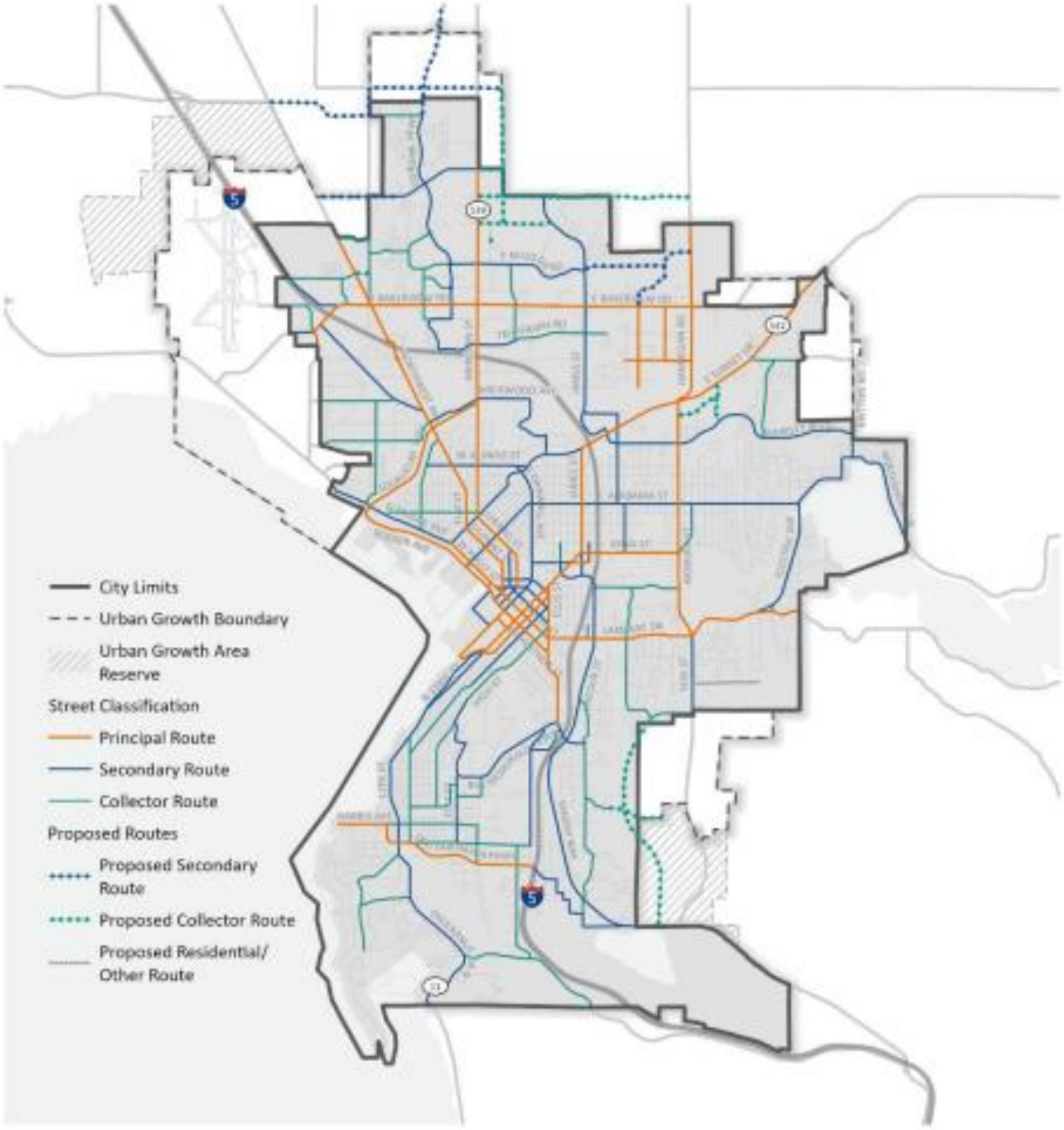
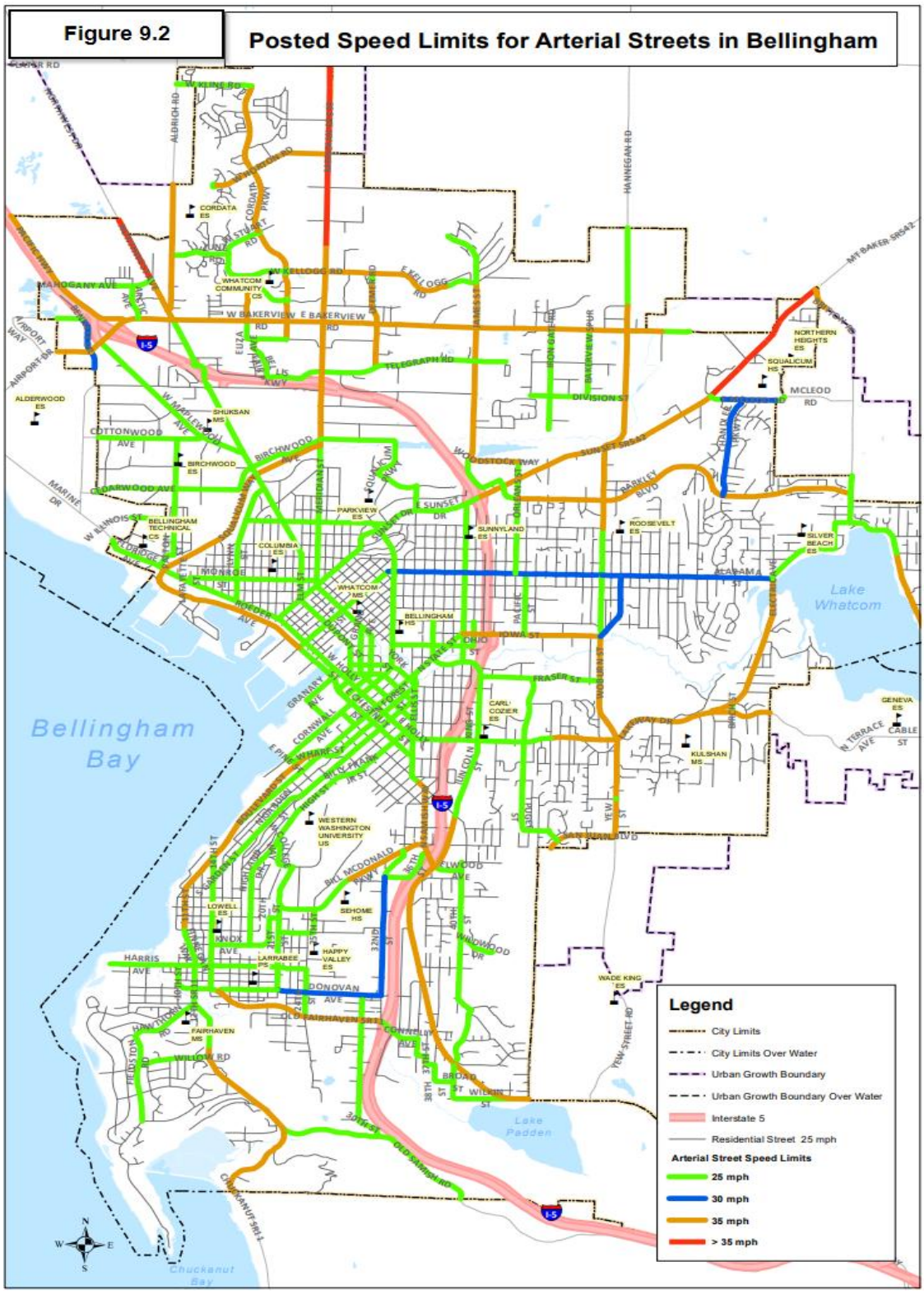


Figure 9.2. Bellingham's Existing Speed Limits



Work is currently on-going to update speed limits throughout the City. This work will be updated in the 2026 TRAM

Bellingham's Posted Speed Limits on Arterial Streets

The default posted speed limit on all residential streets in Bellingham is 25 miles per hour (mph). As shown in Figure 9.2., the posted speed limit on Bellingham arterial streets varies from 25 mph to 45 mph, as follows:

- **78.1%** (242 miles) of posted speed limits are **25 mph;**
- **13.7%** (42.6 miles) of posted speed limits are **30 mph** or **35 mph;** and
- **8.2%** (25.4 miles) of posted speed limits are **more than 35* mph.**

*As shown on map **Figure 9.2.**, with the exception of Interstate 5, there are ***only 3 arterial street segments in Bellingham that have posted speed limits higher than 35 mph*** and all 3 are at the northern edge of the Bellingham urban area as it transitions into rural Whatcom County. Two of these principal arterials are multilane State Highways - SR 539 Guide-Meridian and SR 542 Mt. Baker Highway – and the third – Northwest Avenue – is two lanes with 4- to 6-foot-wide shoulders from the City limits north to Smith Road, which was resurfaced by Whatcom County in 2020.

Work is ongoing in 2025 to establish a speed limit setting methodology that takes roadway context into account. It is likely that this will result in lower speed limits on many roadways in the City. The results of this work will be reported in the 2026 TRAM.

Designated Freight Truck Network

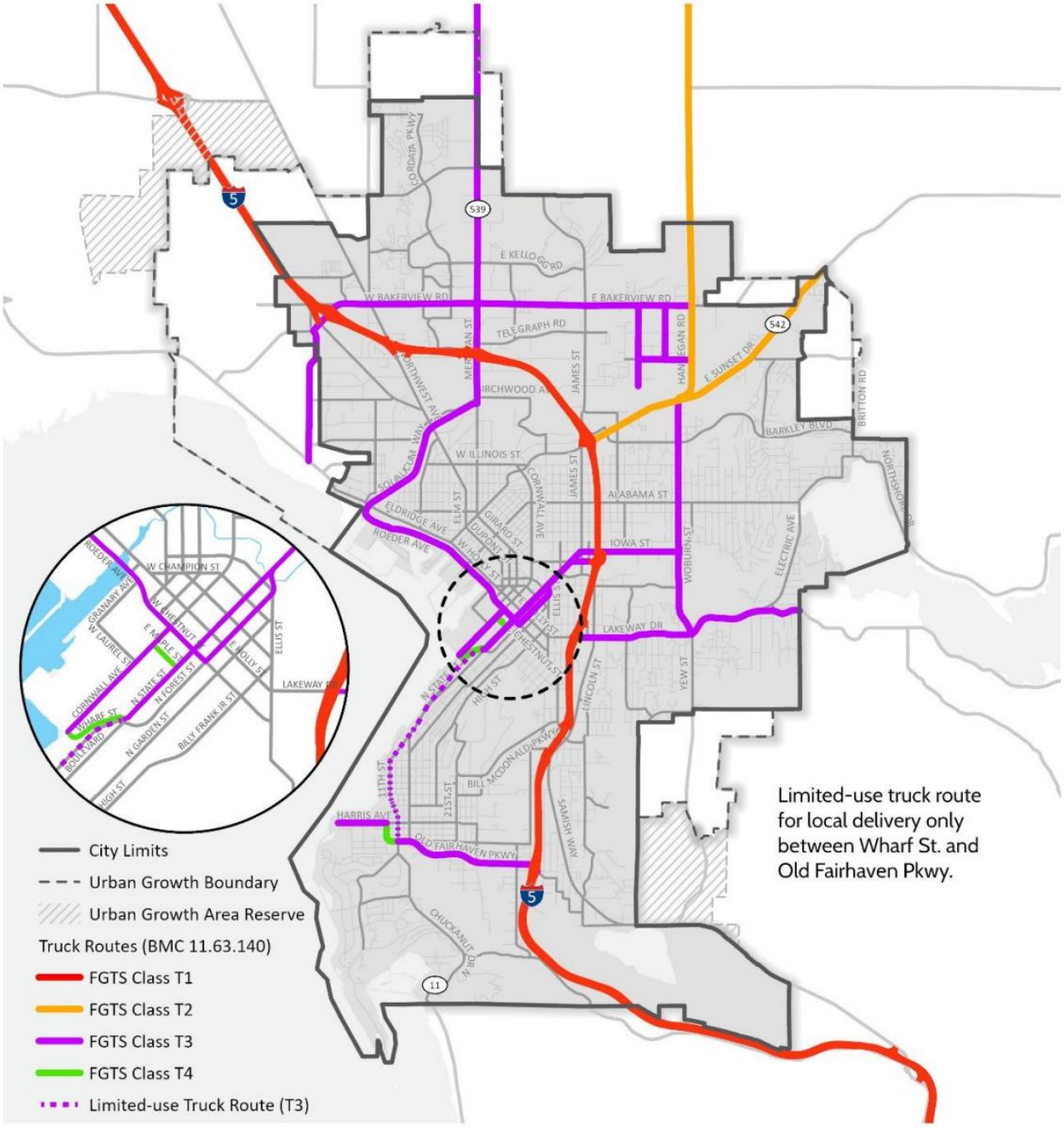
Bellingham has classified several arterial streets and all state and federal highways as Designated Freight Truck Routes, as depicted below. The City encourages major freight shipping companies to direct their drivers to primarily use the designated freight truck routes, but freight delivery trucks cannot be prevented from using any public street for deliveries unless there are weight restrictions on bridges or other public safety access restrictions. As an example, if a family is moving into or out of a house and has hired a moving company to load or unload their belongings, then the large semi-sized moving van must have access to their house via the local residential street. The same is true for large construction vehicles arriving to residential remodel sites.

Bellingham works with WCOG to collect freight truck counts and update Designated Freight Truck Route classifications by annual freight tonnage according to **WSDOT Freight and Goods Transportation System** requirements, as shown below. The classifications shown below and on maps in Bellingham transportation planning documents are subject to change based on the findings of these freight traffic counts.

Bellingham Designated Freight Truck Route Classifications

Classification	Annual Tonnage	Example (see map)
T-1	> 10 million	Interstate 5
T-2	4 - 10 million	Hanagan Road
T-3	300,000 - 4 million	SR 539 (Guide Meridian)
T-4	100,000 - 300,000	Wharf Street
T-5	< 100,000	None designated

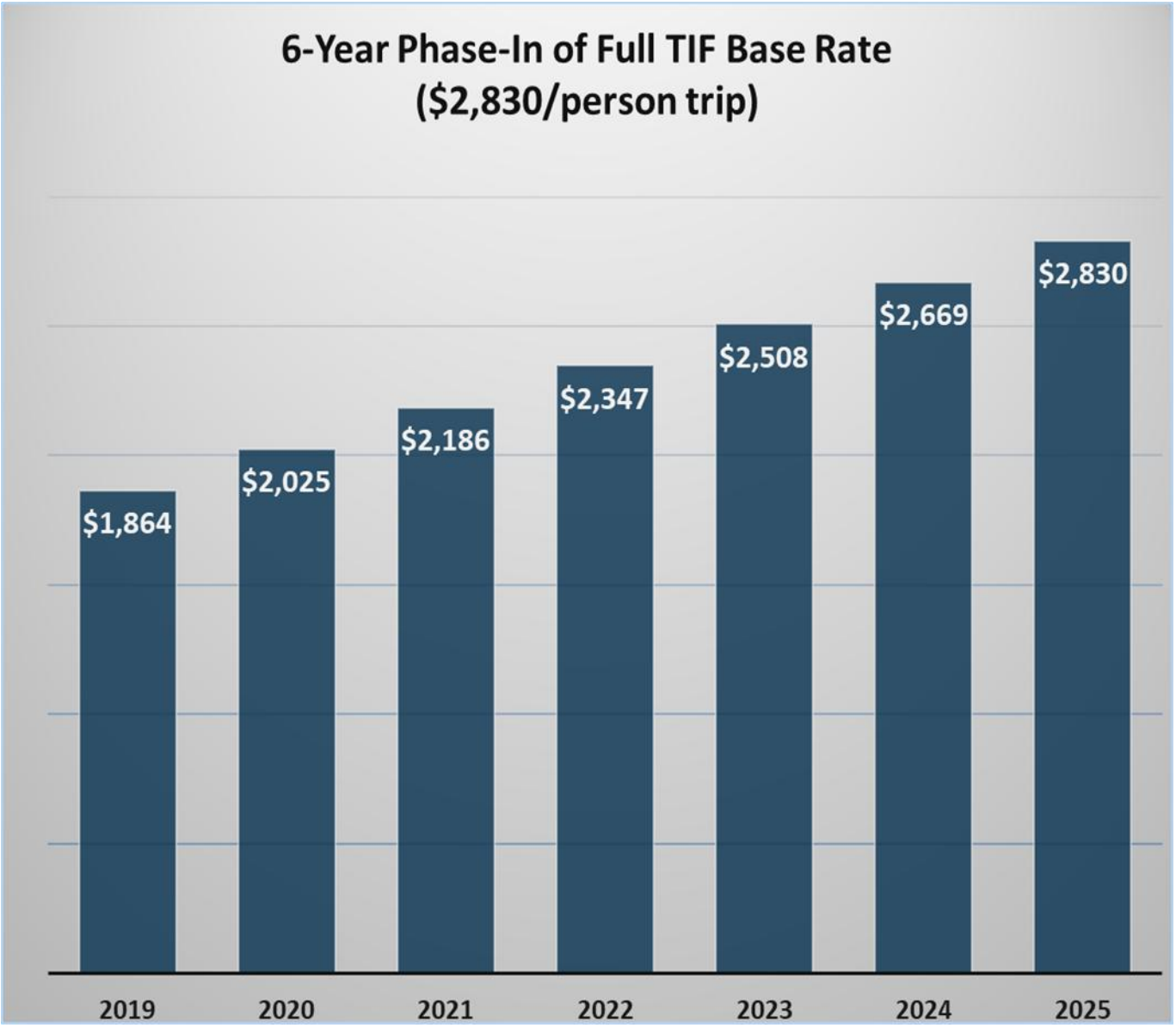
Figure 9.3. Bellingham Designated Truck Route Network



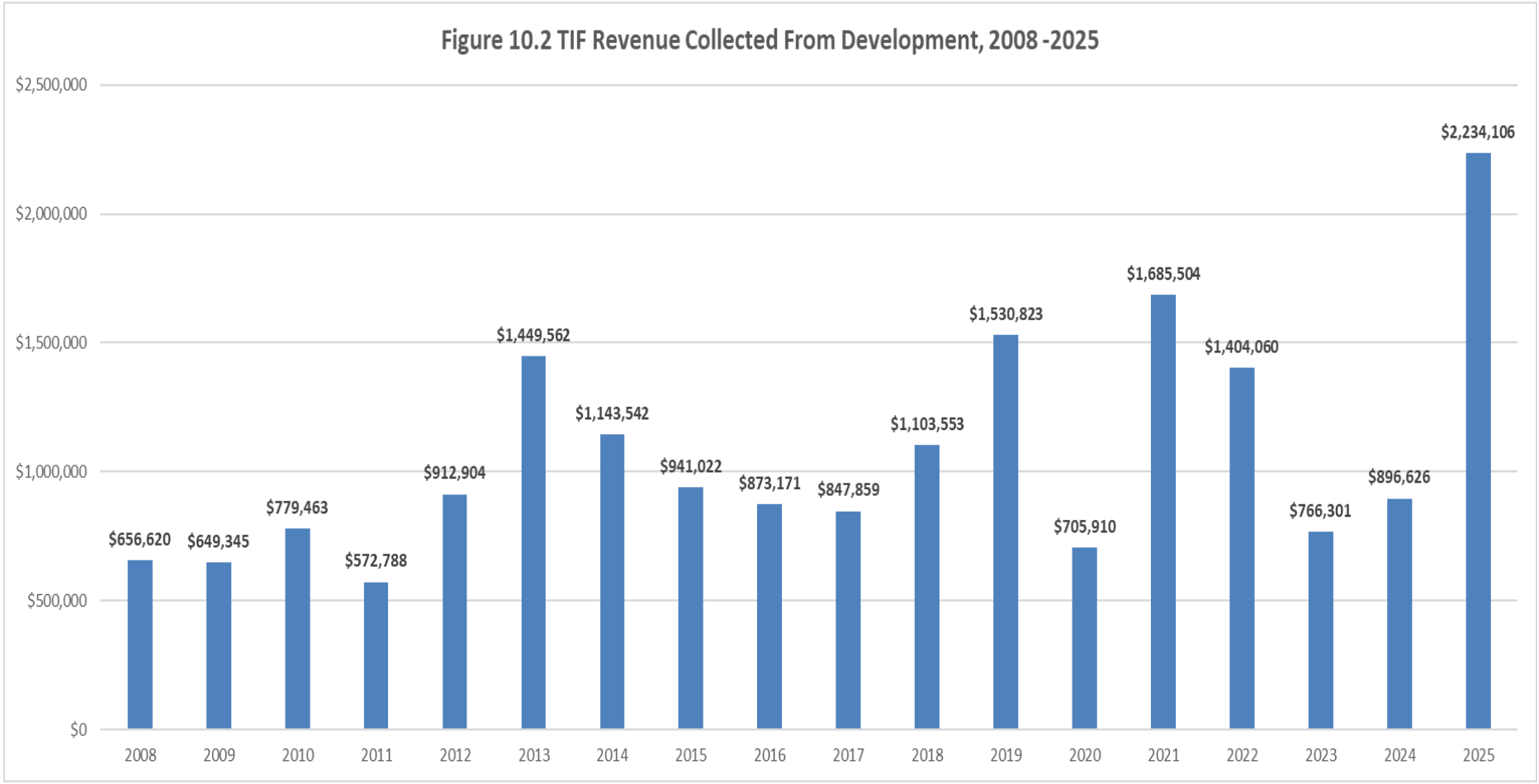
Chapter 10: Multimodal TIF System and Urban Village TIF Reduction Program – 2024-2025

In December 2018, Bellingham adopted a new **Multimodal Transportation Impact Fee (TIF) System** based on 'person trips' rather than the traditional TIF system based on 'vehicle trips' with increasing TIF rates adopted for 2019-2025 (see below). The new Multimodal TIF system is consistent with policies and funding expectations in the Multimodal Transportation Chapter of the Bellingham Comprehensive Plan and was implemented on January 1, 2019. Multimodal TIFs help to provide critical funding contributions from private development to help complete the citywide pedestrian and bicycle networks, in addition to the street system for motorized auto, freight, and transit vehicles.

Figure 10.1 Adopted Bellingham TIF Base Rates, 2019-2025



TIF rates have been updated for 2026 to align with the project list in the 2025 Bellingham Plan and will be reported on in the 2026 TRAM



In Bellingham, Transportation Impact Fees (TIF) were first assessed for private development beginning in 1995 with the adoption of the City's first GMA-compliant Comprehensive Plan. Figure 10.2 shows the annual totals for TIF revenue collected from private development from 2008 through 2025. While some complain that the City charges too much in TIF rates, annual TIF revenue pales in comparison to the costs of providing transportation infrastructure.

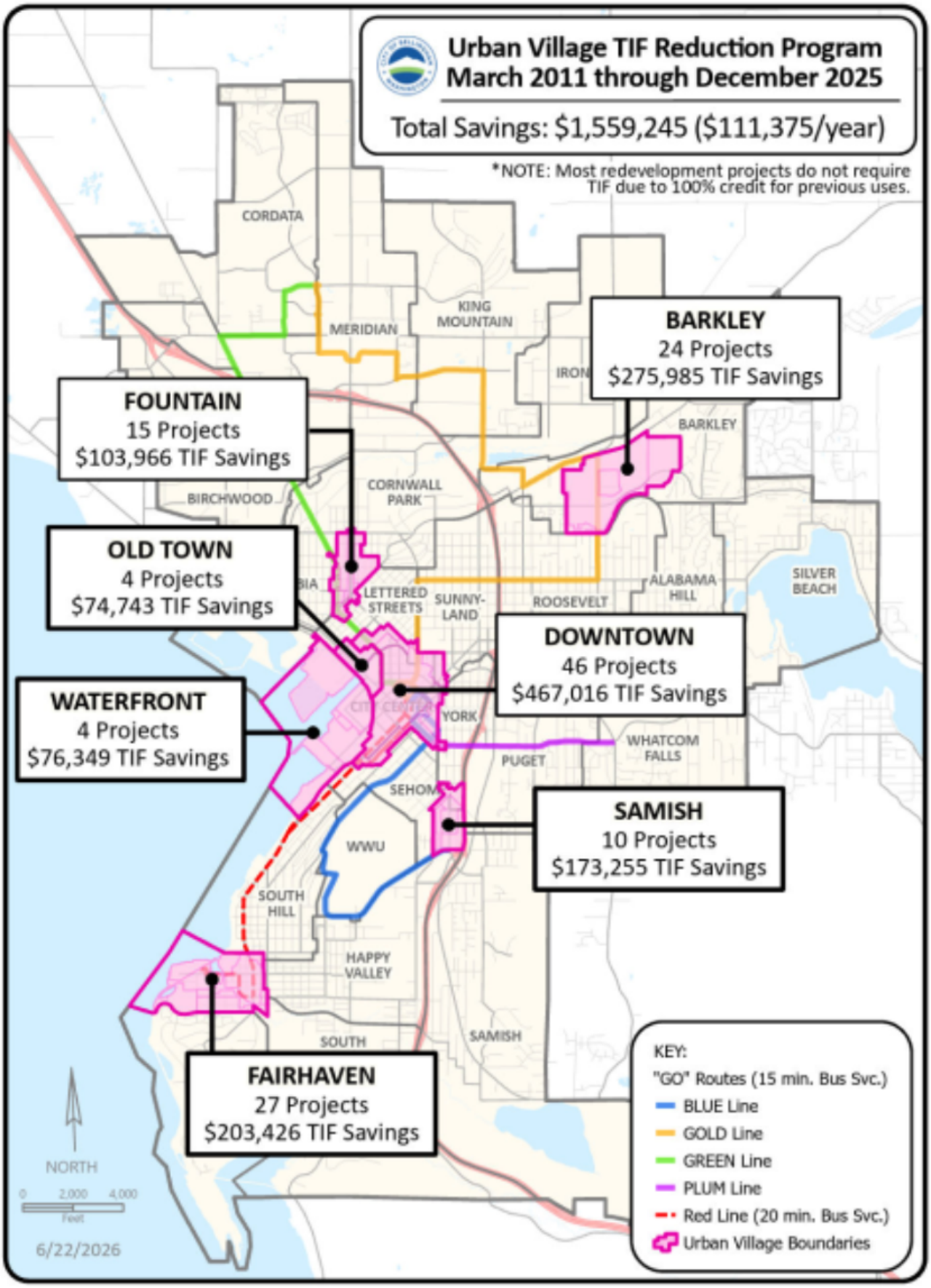


Figure 10.3. Urban Villages Eligible for TIF Reduction Program

Chapter 11: Waterfront District Biennial Monitoring Program – 2024-2025

In 2010, Public Works created Concurrency Service Area (CSA) #6 for the Waterfront District in preparation for the adoption of the Waterfront District EIS and Master Plan. In 2025, CSA #6 has **4,620 PTA** with no credits given yet for transit service, but **1,623** credits provided for sidewalks, bikeways, and multiuse trails.

- Cornwall Avenue has continuous sidewalks on one side between Pine Street and West Laurel Street and from Maple to Chestnut. The lack of sidewalk on the north side of the Cornwall Avenue Bridge and near the Bellingham Shipping Terminal requires people to cross Cornwall to access destinations along the corridor.
- Wharf Street is a steep and narrow street without sidewalks or bicycle lanes and construction of either would require major excavation of steep slopes on the hillside, construction of major retaining walls, and environmental impact mitigation. Despite these challenges, a project completing a shared use path along Wharf Street has been added to the annual Transportation Improvement Program (TIP) and funding for the project is being sought through local and grant sources.
- High frequency (15 minute headways or less) WTA transit service does not exist within the Waterfront District boundary. WTA does not currently have plans to serve the Waterfront with a GO Line.

Concurrency – Person Trip Supply: Additional person trip credits are awarded with completion of new arterials, sidewalks, and bikeways to serve new Waterfront development.

- The City constructed the Granary-Laurel arterials in 2019 in the "Downtown" portion of the Waterfront with sidewalks on both sides and a two-way cycle track on one side.
- In 2023, on-street parking was removed along both sides of Cornwall Avenue between Laurel Street and Pine Street and bikeway facilities to connect the Granary-Laurel off-street cycle track to the new Cornwall Beach Park were constructed south of Pine Street in 2023-2024.

Concurrency – Person Trip Demand: New Development is occurring throughout the Waterfront District. In addition to the PTA for CSA 6, the Port of Bellingham has a credit line with a 2025 balance of 969 previous use vehicle trips (Not Person Trips) from the former Georgia Pacific Industrial Site per the Waterfront EIS.

- The historic Granary Building began redevelopment in 2016 as the first major project in the redevelopment of the 200-acre Waterfront District and is approximately 50% occupied with businesses.
- All-American Marine Boats has relocated its manufacturing site from the Fairhaven Shipyards industrial area to the I-J Waterway in the Waterfront District.
- Itek, a major solar panel manufacturer, has relocated its manufacturing site from the Irongate Industrial Area to 800 Cornwall Avenue in the Waterfront District.
- Along the north side of Granary Avenue, one condominium building with underground parking and ground-floor commercial space has been constructed and two additional condominium buildings are under construction.
- Mercy Housing has constructed a low income and senior residential housing and day care complex at the northeast corner of Laurel and Cornwall and is currently working through the planning and permitting process for another development in the same area. The new project will include affordable housing, office, event, and retail space, as well as a food campus.

- Several commercial and residential development proposals have been made along the south side of Granary Avenue and along both sides of Laurel Street, including a proposal surrounding the digesters and a proposal to redevelop the Boardmill building.

The Waterfront District meets BMC 13.70 concurrency requirements and the Port is has updated the Biennial Monitoring Report again with results included in the 2024-2025 TRAM.