

## Appendix B: Historic Context Documents

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*Fairhaven Study*, James E. Zervas, Architect Planner 1973: Bellingham, WA (36 pages)

*Fairhaven 1990 Task Force Phase Two: Report*, July 1984: Bellingham, WA (134 pages)

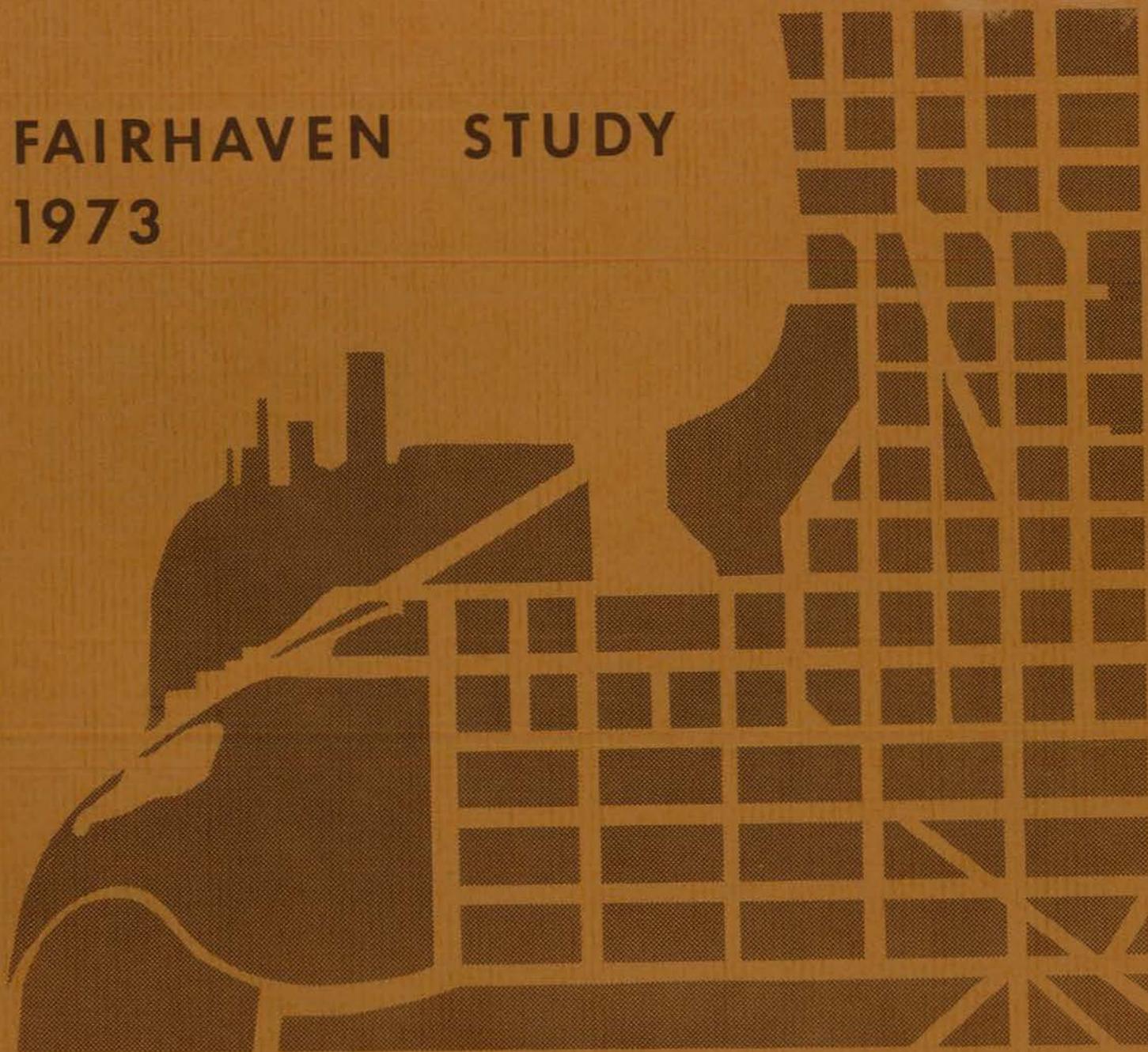
*Armistead Fairhaven Parking and Zoning Report* February 1994: Bellingham, WA (140 pages)

Fairhaven Parking District Agreement 1994 (6 pages)

*1998 Fairhaven Parking Study*, November 1998: Bellingham, WA (19 pages)



FAIRHAVEN STUDY  
1973



# **FAIRHAVEN STUDY**

**JAMES E. ZERVAS, ARCHITECT/PLANNER**

**CITY OF BELLINGHAM**

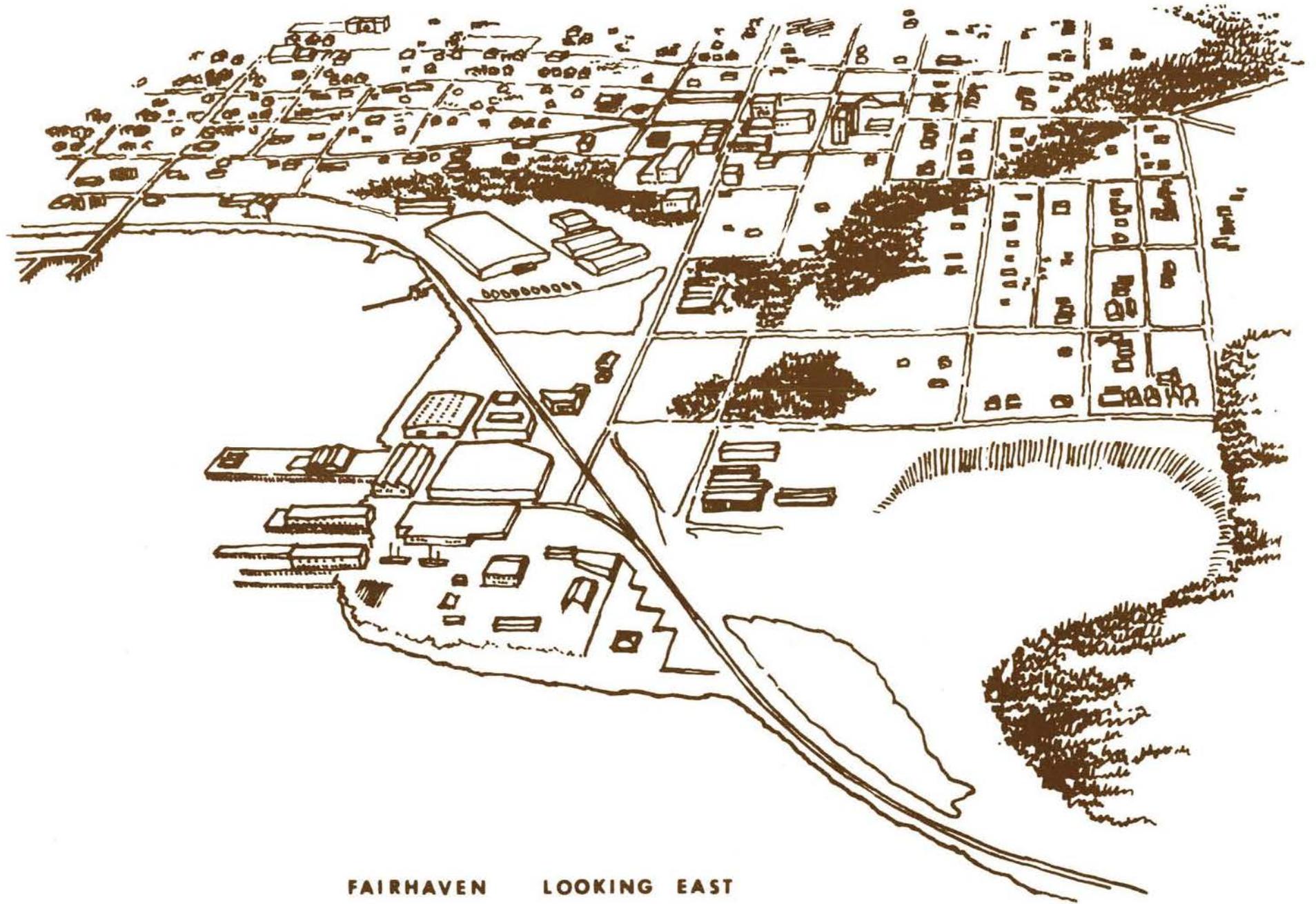
**OFFICE OF PLANNING AND DEVELOPMENT**

**EUNICE WOLF, DIRECTOR**

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FAIRHAVEN    LOOKING EAST

## INTRODUCTION

The purpose of the Fairhaven Study is to evaluate the potential of the area taking into consideration new developments since the adoption of the Comprehensive City Plan in 1966, and to recommend proposed improvements in land use and circulation. This study is the first phase of a comprehensive study of the area to be carried out under the general direction of the City Office of Planning & Development. It was financed by the City of Bellingham, the Port of Bellingham, the Fairhaven Association, and property owners in the Fairhaven Area.

The study area includes an area (of approximately 290 acres) bounded by Bellingham Bay on the west, Bennett Street on the north, Fourteenth Street on the east, and a line approximately 300 feet south of Cowgill Avenue on the south.

Several recent developments of major significance have affected the study area: the construction of the city sewage treatment plant, the construction of Valley Parkway, the renovation of a number of the older and largely unoccupied buildings in the business district, and the change in direction of Port activities with the advent of containerized cargo.

The location of the city sewage treatment plant in the Fairhaven Area was a major development because of the size of the site (approximately 28 acres) and because of its location near the water.

Valley Parkway connecting the north-south freeway (Interstate 5) with Chuckanut Drive, the scenic drive to the south, now provides an arterial route east from the Fairhaven Area. There is no extension at present beyond Twelfth Street. Harris Avenue presently carries truck traffic to the Port and to Uniflite.

Arterial traffic from the south on Chuckanut Drive moves up Twelfth Street, through the present business district to State Street to the north and on into downtown Bellingham.

The business district contains a number of old buildings dating back to the turn of the century, reminders of a once thriving fishing, lumbering, and coal mining community. The history of Fairhaven is a fascinating tale of pioneers such as "Dirty Dan" Harris who lived through the gold rush and the colorful logging era. The old Fairhaven Hotel (now demolished) was considered one of the finest in the West and a number of the buildings now standing were built in anticipation of the railroad coming to Bellingham. However, the railroad came to Seattle and the decline of Fairhaven began. Only recently has the area begun to redevelop. The owners of several of the older buildings have begun renovation for commercial use, and a number of interesting small shops have been started.

The Port of Bellingham has a well developed facility at the North Terminal near the center of the city. However, the existing cranes are becoming outmoded due to changing cargo operations, the navigation channel requires periodic dredging, and truck access through the city remains difficult. These and other factors have caused the Port to consider possible transfer of Port shipping operations to the South Terminal where facilities could be developed to handle future cargo. The South Terminal has deep water and a protected location with access by rail and truck.

Due to the high cost of docking ships and to the great expense and large area required to develop a containerized cargo facility, those facilities are now found concentrated in major ports such as Seattle and Vancouver. The potential for the South Terminal area for containerized cargo is limited, however the Port maintains that a limited type of operation may be feasible and their policy to date is to allow for such a possibility.

The Port carries on a salmon warehousing and labeling operation at the present South Terminal site which depends upon barge, rail, and truck shipment. The largest salmon cannery in the world at one time occupied this site. Several small boat building and repair firms are in the area adjacent to the Port property.

Uniflite Corporation occupies a site along the waterfront and appears to be a growing and stable industry related to its waterfront location. Several small industries occupy waterfront locations along Tenth Street from Douglas to Bennett, however none of these are waterfront oriented.

Public facilities in the area include a branch library, fire station, Fairhaven Middle School, and the city sewage treatment plant which is now under construction.

The general area has experienced a decline in population over the past ten years of approximately five per cent and a fairly high percentage of the land is undeveloped. The residential area consists of older houses, but these are generally well maintained. There are excellent views of the water from the houses on the hill from Eleventh to Fourteenth Streets. Several apartment buildings have been built along Eleventh Street, but in general the area has remained relatively static. The high-rise apartment building for senior citizens was a major development.

All of these factors have a bearing on the development of the area. The purpose of the study is to evaluate these influences and recommend land uses and circulation patterns which will satisfy the goals of the community and the City of Bellingham.

BELLINGHAM BAY

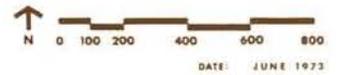
SOUTH TERMINAL  
PORT OF BELLINGHAM

SEWAGE TREATMENT  
PLANT

-  LOW DENSITY RESIDENTIAL
-  MEDIUM DENSITY RESIDENTIAL
-  PUBLIC
-  PARKS
-  COMMERCIAL
-  INDUSTRIAL

EXISTING LAND USE

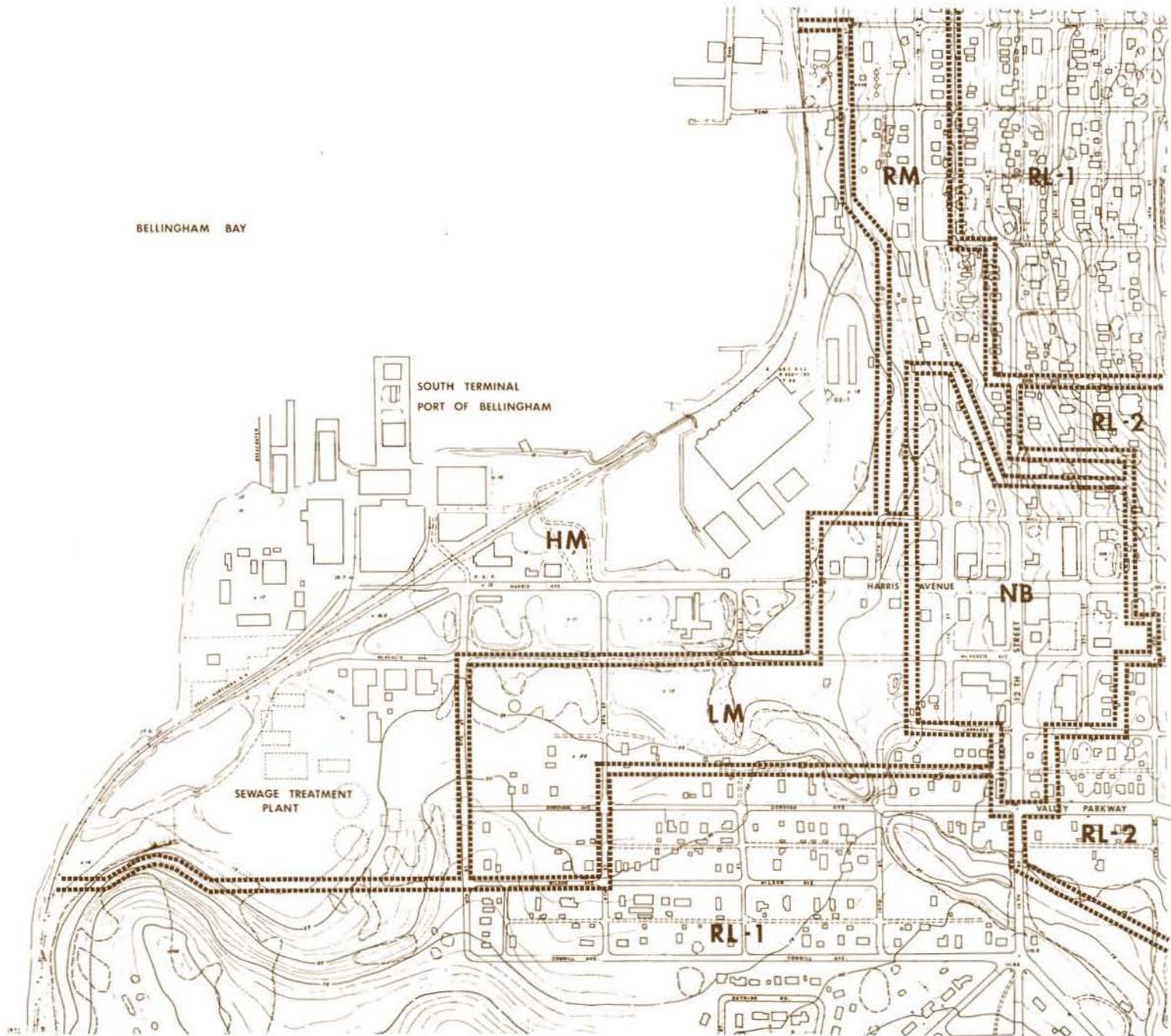
FAIRHAVEN AREA STUDY



DATE: JUNE 1973

JAMES E. ZERVAS, ARCHITECT

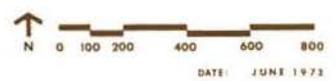
BELLINGHAM BAY



- RL-1 LOW DENSITY RESIDENTIAL
- RL-2 LOW DENSITY RESIDENTIAL
- RM MEDIUM DENSITY RESIDENTIAL
- NB NEIGHBORHOOD BUSINESS
- LM LIGHT MANUFACTURING
- HM HEAVY MANUFACTURING

EXISTING ZONING

FAIRHAVEN AREA STUDY

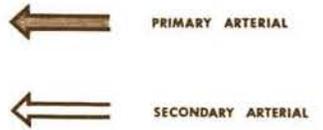


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BELLINGHAM BAY

SOUTH TERMINAL  
PORT OF BELLINGHAM

SEWAGE TREATMENT  
PLANT



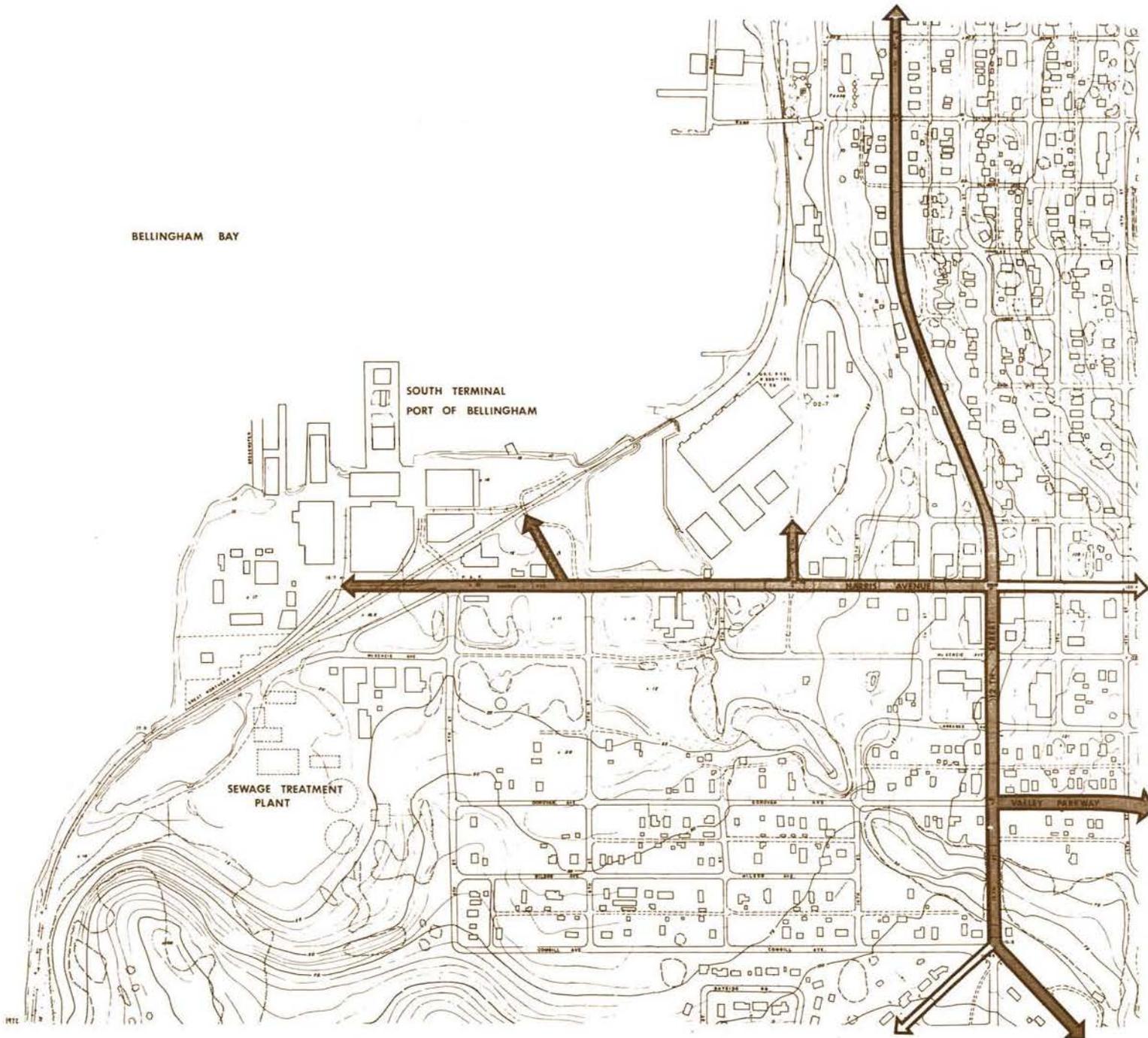
EXISTING  
ARTERIAL CIRCULATION

FAIRHAVEN AREA STUDY



DATE: JUNE 1973

JAMES E. ZERVAS, ARCHITECT



## COMMUNITY PARTICIPATION

A number of community meetings were held to obtain comments and suggestions from interested citizens. An attempt was made to formulate community objectives and to discover outside influences on the community.

Citizens believed that a variety of uses could be tolerated within the area but were generally opposed to the Heavy Industry designation of the existing Zoning Ordinance.

A majority were sympathetic to the idea of renovating the older buildings in character with the historical period, however some were skeptical of the impact of too heavy a concentration of commercial activity. Most were in favor of creating an arterial route around the business district in order to allow easier access by pedestrians.

Retaining the natural character of the Padden Creek streamway and the perimeter area around the Sewage Treatment Plant were considered to be important goals.

The development of a commercial recreational area between Harris Avenue and the creek and between 6th Avenue and 10th Street was generally accepted as desirable, at least preferable to an industrial use.

Development of the Port area was a rather controversial subject and complicated by the unknown factors in the future of Port activities. Some public access to the waterfront was felt to be needed and the development of a small boat haven seemed to be generally regarded as desirable.

There was some apprehension concerning the development of a large port area and its impact on the surrounding area, however, the need for jobs and an economic base was felt to be an important consideration.

Providing greater density housing through medium density apartments adjacent to the business center was thought to be desirable.

Reduction of the impact of truck traffic was felt to be important and it was hoped that truck traffic could be eliminated from the north-south arterial to the Bellingham center. Residents along the Valley Parkway were apprehensive about the possibility of strip commercial development along the Parkway.

It might be a fair statement in summation that citizens in the area would prefer to see the area develop slowly and orderly in keeping with the scale of the community, and that development of commercial and port activity at too large a scale is undesirable.

A number of citizens from outside the study area were concerned, however, the general opinions were similar to those who lived within the area as expressed above.

These suggestions of the citizens were seriously considered and other suggestions and ideas were contributed. A number of traffic and land use studies were made and reviewed at citizen meetings, with the City Planning Department, and the Engineering Department. Final recommendations are presented at the conclusion of this report.

## OBJECTIVES

### PHYSICAL ENVIRONMENT

- A. Encourage orderly growth of residential, commercial, light industrial, and recreational uses with due regard for:
  - 1. Height and bulk of new development to positively contribute to the visual form and appearance of the area.
  - 2. The natural attributes of the area so as to exploit view potentials and reflect local climatic conditions.
  - 3. Historical significance of the area to preserve the underlying character of the business district.
  - 4. Noise and visual pollution. Provide screening to separate uses.
  - 5. Water and air pollution and drainage.
  
- B. Discourage heavy manufacturing in the area.
  
- C. Encourage preservation of the natural environment, open spaces, native trees and shrubs, and wildlife. Encourage preservation of the Padden Creek streamway as a natural area. Encourage the development of the perimeter areas of the Sewage Treatment Plant site as a natural area.
  
- D. Provide for development of cargo port activities compatible with the surrounding area and the waterfront.

## SOCIAL-ECONOMIC ENVIRONMENT

- A. Provide opportunities for reasonable economic gain and efficient use of the land.
- B. Encourage new developments to allow various kinds of activities to be carried on with minimum interference and to provide for convenient interaction between mutually dependent or compatible uses.
- C. Insure that new development is in the most appropriate location in terms of land use and accessibility and that it is consistent with land use capabilities of existing or proposed public improvements.
- D. Encourage public access to the waterfront with facilities to permit viewing of harbor areas, waterfront restaurants, and similar facilities which do not interfere with port operations or endanger health and safety.

## CIRCULATION SYSTEMS

- A. Provide for efficient movement of goods and people into, out of, and through the area.
- B. Reduce conflicts between pedestrian, bicycle, and vehicular traffic.
- C. Discourage unnecessary vehicular through traffic in the area and encourage the confining of necessary through traffic to proposed arterials.
- D. Improve existing public transportation.
- E. Encourage new developments which will enhance the appearance of circulation elements and related facilities.
- F. Encourage provision of convenient off-street parking to reduce congestion. Encourage landscaping of parking areas.

## RECOMMENDATIONS

### PHYSICAL ENVIRONMENT

- A. Adopt the Proposed Land Use Plan of the Fairhaven Area and incorporate into the Comprehensive City Plan. Change the existing zoning to the new classifications. Provide two new special districts; one to encompass the Commercial Recreation District and the other to encompass the Neighborhood Business District. These Districts would allow planned development within the District compatible with the intended use of the area but subject to review by a Citizen's Advisory Panel made up of Citizens in the area and the City Planning Commission. Guidelines for the Districts should include provision that all new development or redevelopment:
  1. Conform to the appropriate general objectives for the area. (See preceding section.)
  2. Provide all new utilities underground and provide easements for existing underground utilities.
  3. Provide adequate off-street parking; generally in conformance with the Zoning Code for the specific uses intended. Multiple use of parking areas could be allowed subject to review.
  4. Preserve the underlying character of the business district; new structures should relate to the existing structures through the use of similar scale materials, thematic character, etc. and be compatible with the prevailing scale of the existing structures.
  5. Exploit view potentials without unduly obstructing the views of others.
  6. Encourage new pedestrian oriented uses and activities at the street level of all major developments.

7. Provide signs along pedestrian oriented streets that are consistent with the activities housed and of a pedestrian scale.
- 
- B. Encourage parklike development of the Padden Creek streamway and a green-belt extension toward the west to Marine Park as shown on the Proposed Land Use Plan as a pleasant parkway for pedestrians and bicycles. The bicycle trail could connect to the proposed Chuckanut Trail system to the south along the abandoned inter-urban right-of-way.
  - C. Consider the provision of citizen gardens either adjacent to the Padden streamway or near the Sewage Treatment Plant through joint effort of local citizens, Park Department, and the Public Works Department.
  - D. Encourage the development of the pond and perimeter area of the Sewage Treatment Plant site as a natural park with pedestrian paths and view-points. An environmental education center or marine museum might be appropriate in this area. Public parking and benches on the bluff overlooking the water at Fourth Street could be provided.
  - E. Consider the development of the street end at Taylor Avenue as a pedestrian and public viewpoint with a small neighborhood park adjacent.
  - F. Encourage the use of landscape screening between different use areas.
  - G. Discourage the blocking of views in the medium density use area near Finnegan Way by limiting the height of buildings to 20'.

- H. Encourage the development along the waterfront in such a way as to define the edge and improve the appearance. Filling the man-made estuary to allow expansion for Uniflite Corp. might be done, provided Padden Creek streamway was properly accommodated and adequate flow potential maintained.
- I. Consider secondary and tertiary treatment of sewage to provide pollution-free water in Bellingham Bay.
- J. Encourage renovation of the branch library to remain in keeping with the historical character of the area.
- K. Consider the establishment of a tourist ferry boat dock and facility for sight seeing of the Bay and the Islands.

BELLINGHAM BAY

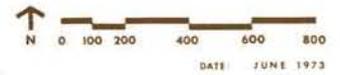
SOUTH TERMINAL  
PORT OF BELLINGHAM

SEWAGE TREATMENT  
PLANT

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-  COMMERCIAL/RECREATION
-  INDUSTRIAL

PROPOSED LAND USE

FAIRHAVEN AREA STUDY

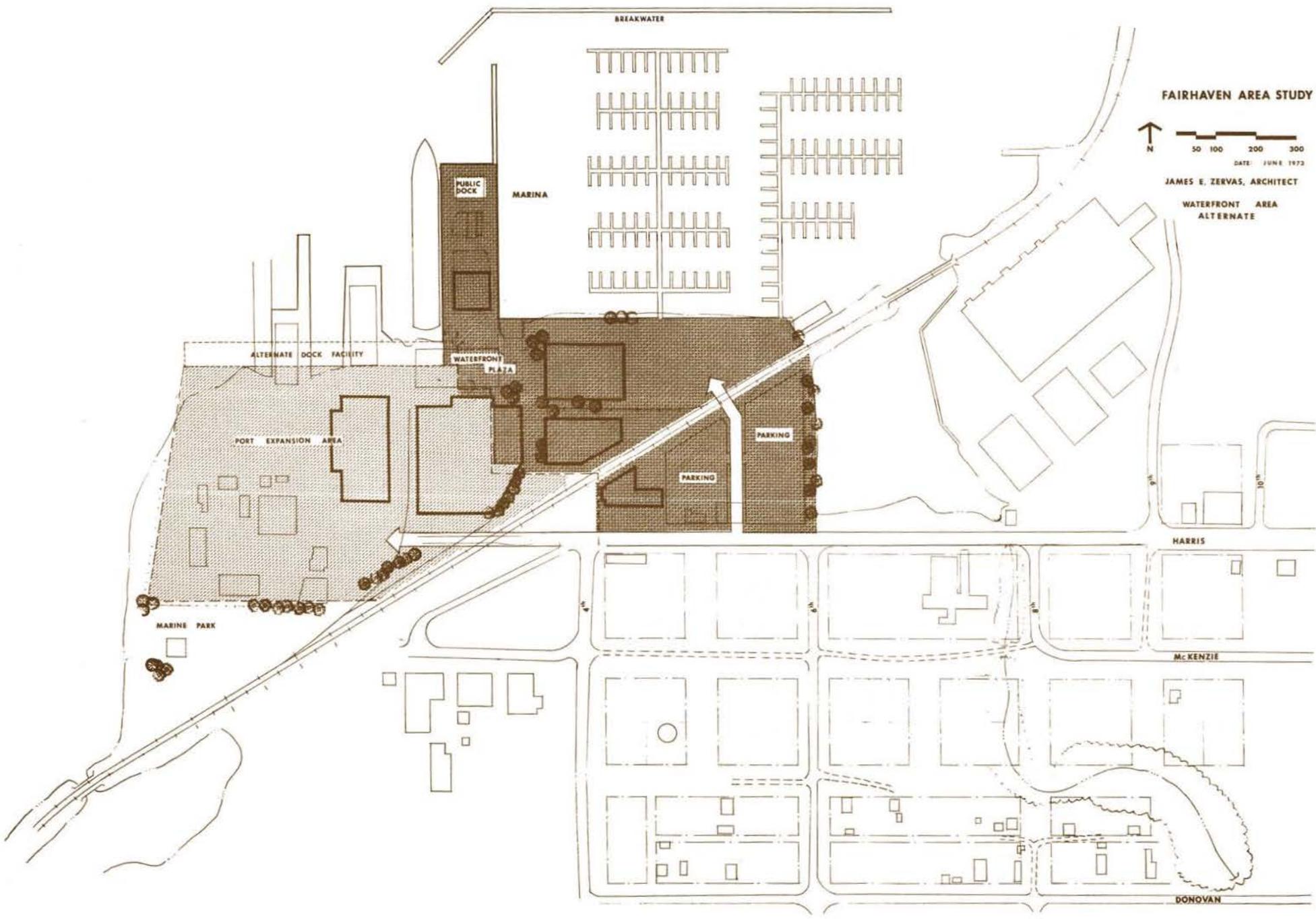


JAMES E. ZERVAS, ARCHITECT



## SOCIAL-ECONOMIC ENVIRONMENT

- A. Provide for the planned unit development of the residential areas to exploit the use of perimeter circulation of vehicles and use of open space between dwelling units for pedestrian use.
- B. Encourage development of residential uses near or above commercial uses to minimize transportation, increase safety, reduce vandalism, and provide for more use of the area by people both day and night.
- C. Consider the development of the port property for use of both cargo port facilities, public areas for viewing the water and harbor activities, and a small boat haven and marina for pleasure and fishing boats. A floating breakwater would minimize the ecological effects of the freshwater creek and the saltwater interface.



**FAIRHAVEN AREA STUDY**



DATE: JUNE 1972

JAMES E. ZERVAS, ARCHITECT

WATERFRONT AREA  
ALTERNATE

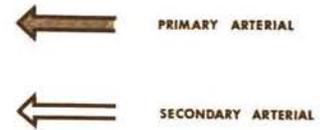
## CIRCULATION SYSTEMS

- A. Adopt the Proposed Arterial Plan and incorporate into the Comprehensive City Plan. Place the arterials on the Public Works priority schedule for funding.
- B. Encourage the planned development of blocks of land to reduce internal vehicular circulation in the various use areas and to reduce the number of connections with the arterials.
- C. Encourage the pedestrian use of the streets in the commercial area and the routing of vehicular traffic around the area. Allow use of the streets for service and emergency vehicles.
- D. Consider developing Mill Avenue as a secondary arterial from Harris Ave. to 30th Street in lieu of Harris Ave.
- E. Encourage the redesign of the intersection at Cowgill and Twelfth to eliminate the 5 corner intersection.
- F. Encourage the provision of a bicycle lane adjacent to the proposed Tenth St. bypass route and adjacent to State St. to the downtown area.
- G. Consider the installation of a cable car on Harris Avenue to carry passengers from the Business Area to the waterfront.

BELLINGHAM BAY

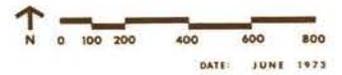
SOUTH TERMINAL  
PORT OF BELLINGHAM

SEWAGE TREATMENT  
PLANT

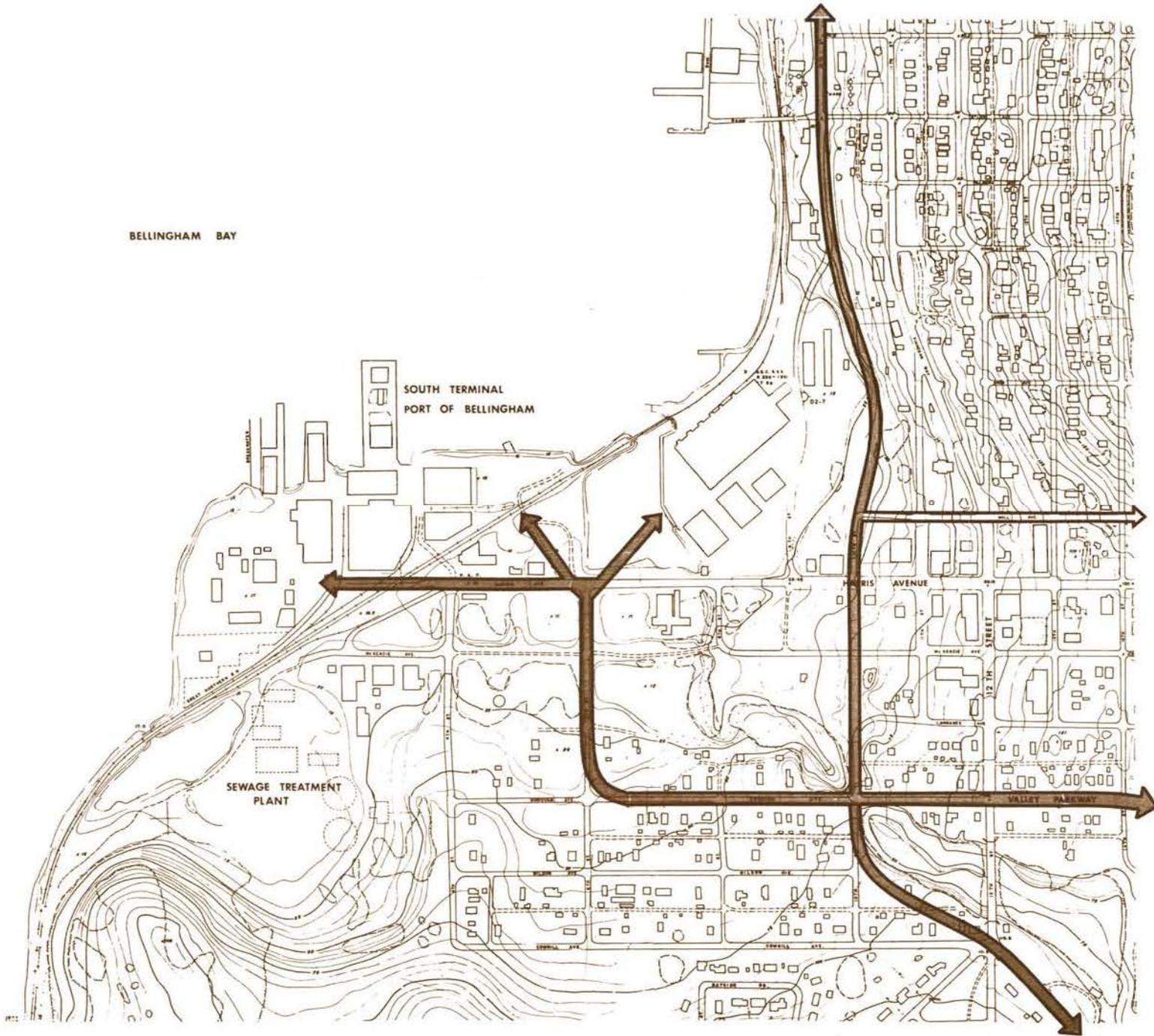


PROPOSED  
ARTERIAL CIRCULATION

FAIRHAVEN AREA STUDY



JAMES E. ZERVAS, ARCHITECT



## APPENDIX

The following ecological studies were carried out in conjunction with The Fairhaven Study by Mr. Roger Stenbak, Mr. David Bradshaw and Mr. Steve Harvey, students at Huxley College, Western Washington State College.

### WATER SYSTEMS

There are two major components to the water systems within the Fairhaven study area: the freshwater and the saltwater. The land related freshwater system has as its focal point Padden Creek, with Bellingham Bay and its complex nature as the saltwater component. The small brackish water estuary between Uniflite and the port area acts as an interface between these two systems.

#### Freshwater:

The study area lies at the seaward end of the Happy Valley drainage basin, through which Padden Creek passes on its way from Lake Padden. The outflow from the lake picks up enough surface drainage below the lake to maintain an approximate mean annual flow of 15 cfs. The three mile run between the lake and the bay has in the past been nearly free from obstructions and channelization, a natural amenity to the valley residents.

Within the study area itself, the creekway has not undergone appreciable change in the last 25 - 30 years, thereby making it a place of possible use in developing an open space system. Though the stream quality has been somewhat lessened by developments outside of the study area, residents still utilize it for some leisure-time activities.

The combination of generally slow internal drainage of the soils in Fairhaven and lack of storm sewers will be a major factor in planning as increasing urbanization takes place.

#### Saltwater system:

The saltwater system, Bellingham Bay, is highly complex, with changes in its physical or biological structure not easily discernible. The Fairhaven study area lies on the eastern shore of this estuarine system approximately five miles from the major freshwater inflow of the Nooksack River. The estuarine conditions (mixed fresh and salt waters) make for a highly productive eco-system in terms of total biomass, with offshore areas from Fairhaven providing habitat for diverse floral and faunal communities.

The value of this system is just now becoming understood in terms of both land and water uses. The backshore, foreshore and offshore areas are integrally related in such ways that changes in any one may have far-reaching effects on the others. Research is presently being conducted by numerous groups to more accurately determine these inter-relationships.

The basic research regarding physical oceanographic characteristics of the bay was done by the University of Washington in 1963 and may be found in "An Oceanographic Survey of the Bellingham-Samish Bay System." The tides in the Bellingham-Samish Bay system are of the mixed type, nominally with two unequal highs and two unequal lows per tidal day. The current pattern within the bay follows a clockwise motion with seawater flowing in from Rosario Straits, moving up the east side of Lummi Peninsula, mixing with freshwater from the Nooksack River and then passing south by Post Point and returning to the open sea. Other physical characteristics of the system such as salinity, temperature, oxygen and density cycles and distribution may be noted in the above mentioned report.

At the present time a raw sewage outfall from the City of Bellingham contaminates the waters off of Post Point and Marine Park. The bay is here unfit for swimming and similar activities, though the animal life in the area thrives as a result of the increased nutrient load. With the completion of the Post Point sewage treatment plant, and a deepwater diffusion outfall the area again will be usable for leisure-time, water-oriented activities.

Water quality characteristics for Bellingham Bay outside of the inner harbor area, as given by the Department of Ecology in 1971, were described as overall class B; temperature and pH were the two attributes of satisfactory status, while total coliform, dissolved oxygen, turbidity and toxic materials were rated unsatisfactory.

## TOPOGRAPHY

The Fairhaven study area lies at the seaward side of a valley (Happy Valley) that is between Sehome Hill on the north and Chuckanut Mountain on the south. The pattern of landforms represented are such that the area is almost bowl-like in appearance, with increasing elevations on both the north and south side of the study area, sloping to the center (in the vicinity of Padden Creek) and toward the bay to the west. The highest elevation within the study area is approximately 200 feet, along Fourteenth Street between Douglas and Bennett Avenues.

The slope analysis provided in the accompanying map shows the area in gradations of slope: 0 - 8%, 8 - 15%, 15 - 25%, and greater than 25%; the majority of the land lies within the 0 - 8% range. The critical areas of steep slope that would potentially limit development are at Post Point (the wooded portions overlooking the bay), the land adjacent to Padden Creek to approximately Ninth and McKenzie and along the waterfront north of Uniflite and above the railroad tracks. Of these, the banks of Padden Creek seem most fragile and susceptible to encroachment by manmade structures. The removal of ground cover in these areas of steep slope would open them to either severe erosion potential or possible slump/slide action.

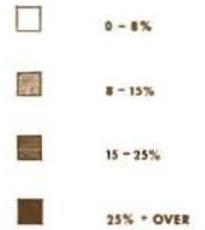
The almost rural nature of the landscape to the east of the Fairhaven area, in the area of Happy Valley, provides magnificent opportunities for open vistas and a revealing viewshed, extending beyond Lake Padden to hills above Lake Samish.

A further feature of the topography is the activity-orientation and movement patterns. Generally the residential activities take place on the hillsides overlooking the more active zones of commercial and industrial development on the land of lesser gradient.

BELLINGHAM BAY

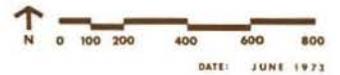
SOUTH TERMINAL  
PORT OF BELLINGHAM

SEWAGE TREATMENT  
PLANT



SLOPES

FAIRHAVEN AREA STUDY



JAMES E. ZERVAS, ARCHITECT

## SOILS

- Ck Cathcart loam, rolling: Parent material: sandstone; Dominant slope: 6 - 15%; Internal drainage: moderate; Shear strength: high; Shrink/swell potential: low; Bearing capacity: high, bedrock.
- Ld Labounty silt loam, undulating: Parent material: tight clay till; Dominant slope: 3 - 6%; Internal drainage: slow; Shear Strength: low; Shrink/swell potential: high; Bearing capacity: moderate - low.
- Wb Whatcom silt loam, hilly: Parent material: tight clay till; Dominant slope: 15 - 30%; Internal drainage: slow; Shear strength: very low; Shrink/swell potential: high; Bearing capacity: moderate - low.
- Mb McKenna silty clay loam: Parent material: tight clay till; Dominant slope: 1 - 4%; Internal drainage: slow; Shear strength: very low; Shrink/swell potential: high; Bearing capacity: very low.
- Ma Manmade: Within the Fairhaven study area large areas of fill occur, particularly near the waterfront and port areas. The quality of these soils are highly variable depending on the length of time they have been allowed to settle, the past and current uses and the material underlying the fill areas. The bearing capacity is generally low and requires substantial capital outlay where large structures are concerned.

Mc Mukilteo peat: Parent material: sedge accumulation; Internal drainage:  
Md very slow; Shear strength: very low; Bearing capacity: very low.

Ce Cagey silt loam, undulating: Parent material: gravel mantled tight clay  
till; Dominant slope: 3 - 6%; Internal drainage: moderately slow; Shear  
strength: high; Shrink/swell potential: low; Bearing capacity: high.

So Squalicum and Alderwood silt loams: Parent material: Sandy clay till;  
Sp Dominant slope: 10 - 30%; Internal drainage: moderate; Shear strength:  
Ss moderate; Shrink/swell potential: moderate; Bearing capacity: moderate  
St to low.

\* Information from Puget Sound and Adjacent Waters Study, State of Washington,  
Appendix XIV, Watershed Management.

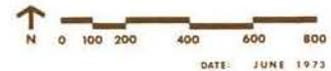
BELLINGHAM BAY



- Ce CAGEY SILT LOAM
- Ck CATHCART LOAM
- Ld LABOUNTY SILT LOAM
- Ma MANMADE
- Mb MC KENNA SILTY CLAY LOAM
- Mc MUKILTEO PEAT
- Md
- So SQUALICUM AND ALDERWOOD SILT LOAMS
- Sp
- Ss SQUALICUM SILT LOAM
- St WHATCOM SILT LOAM

SOILS

FAIRHAVEN AREA STUDY



JAMES E. ZERVAS, ARCHITECT

WILDLIFE (BIRDS)

R - Resident, present all year  
S - Summer, spring, and fall  
W - Winter, spring, and fall  
M - Migratory

WATER BIRDS

Seasonal  
Occurrence

Common Loon ( <i>Gavia immer</i> )	W
Arctic Loon ( <i>Gavia arctica</i> )	W
Red-necked Grebe ( <i>Podiceps grisegena</i> )	W
Horned Grebe ( <i>Podiceps auritus</i> )	W
Eared Grebe ( <i>Podiceps caspicus</i> )	W
Western Grebe ( <i>Aechmophorus occidentalis</i> )	W
Double-crested Cormorant ( <i>Phalacrocorax auritus</i> )	R
Pelagic Cormorant ( <i>Phalacrocorax pelagicus</i> )	R
Mallard ( <i>Anas platyrhynchos</i> )	R
Pintail ( <i>Anas acuta</i> )	W
Greater Scaup ( <i>Aythya marila</i> )	W
Lesser Scaup ( <i>Aythya affinis</i> )	W
Common Goldeneye ( <i>Bucephala clangula</i> )	W
Barrow's Goldeneye ( <i>Bucephala islandica</i> )	W
Bufflehead ( <i>Bucephala albeola</i> )	W
White-winged Scoter ( <i>Melanitta deglandi</i> )	W
Surf Scoter ( <i>Melanitta perspicillata</i> )	W
Red-breasted Merganser ( <i>Mergus serrator</i> )	W

## LAND BIRDS

Seasonal  
Occurrence

Rock Dove ( <i>Columbia livia</i> )	R
Common Nighthawk ( <i>Chordeiles minor</i> )	S
Rufous Hummingbird ( <i>Selasphorus rufus</i> )	S
Belted Kingfisher ( <i>Megaceryle alcyon</i> )	R
Red-shafted Flicker ( <i>Colaptes cafer</i> )	R
Red-breasted Sapsucker ( <i>Sphyrapicus varius</i> )	R
Hairy Woodpecker ( <i>Dendrocopos villosus</i> )	R
Downy Woodpecker ( <i>Dendrocopos pubescens</i> )	R
Violet-green Swallow ( <i>Tachycineta thalassina</i> )	S
Tree Swallow ( <i>Iridoprocne bicolor</i> )	S
Barn Swallow ( <i>Hirundo rustica</i> )	S
Cliff Swallow ( <i>Petrochelidon pyrrhonata</i> )	S
Common Crow ( <i>Corvus brachyrhynchos</i> )	R
Northwestern Crow ( <i>Corvus caurinus</i> )	R
Black-capped Chickadee ( <i>Parus atricapillus</i> )	R
Chestnut-backed Chickadee ( <i>Parus rufescens</i> )	R
Common Bushtit ( <i>Psaltriparus minimus</i> )	R
Winter Wren ( <i>Troglodytes troglodytes</i> )	R
Robin ( <i>Turdus migratorius</i> )	R
Varied Thrush ( <i>Ixoreus naevius</i> )	R
Cedar Waxwing ( <i>Bombycillacedrorum</i> )	S
Starling ( <i>Sturnus vulgaris</i> )	R
House Sparrow ( <i>Passer domesticus</i> )	R
Red-winged Blackbird ( <i>Agelaius phoeniceus</i> )	R
Brewer's Blackbird ( <i>Euphagus cyanocephalus</i> )	R
Brown-headed Cowbird ( <i>Molothrus ater</i> )	S
House Finch ( <i>Carpodacus mexicanus</i> )	R
American Goldfinch ( <i>Spinus tristis</i> )	S
Rufous-sided Towhee ( <i>Pipilo erythrophthalmus</i> )	R
Oregon Junco ( <i>Junco oreganus</i> )	R
White-crowned Sparrow ( <i>Zonotrichia leucophrys</i> )	R
Golden-crowned Sparrow ( <i>Zonotrichia atricapilla</i> )	M
Fox Sparrow ( <i>Passerella iliaca</i> )	R
Song Sparrow ( <i>Melospiza melodia</i> )	R

## SHORE BIRDS

Seasonal  
Occurrence

Great Blue Heron ( <i>Ardea herodias</i> )	R
Killdeer ( <i>Charadrius vociferus</i> )	R
Sanderling ( <i>Crocethia alba</i> )	W
Least Sandpiper ( <i>Erolia minutilla</i> )	M
Glaucus-winged Gull ( <i>Larus glaucescens</i> )	R
Herring Gull ( <i>Larus argentatus</i> )	W
California Gull ( <i>Larus californicus</i> )	M
Bonaparte's Gull ( <i>Larus philadelphia</i> )	W

DEMOGRAPHY

Existing residential units within The Fairhaven Study area:

262 single family houses  
46 apartments (not including the senior citizen highrise)

Assume: 3 persons per single family house  
2.5 persons per apartment unit

Then:  $262 \times 3 = 785$  persons  
 $46 \times 2.5 = 115$

900 persons in study area not including senior citizens building.

Land area within study area: 280 acres total  
80 acres residential use  
200 acres other uses

Existing density:  $900 - 80 = 11.25$  persons per acre

Projected land use would replace 80 single family houses (240 persons)  
with apartment density at 10 units per acre (25 persons per acre)

Apartment use area = 21.3 acres.  
Density = 25 persons per acre  
Population =  $21.3 \times 25 = 532$  persons

Increase in population due to proposed apartment land use:  
 $532 - 240 = 292$

Density resulting from proposed increases:  
 $1192 - 80 = 15$  persons per acre

## ACKNOWLEDGMENTS

Mayor of Bellingham - R.W. Williams

Bellingham City Council

Mitchell Kink  
Robert Arnett  
Charles Lancaster  
Mary Knibbs  
Pat Campbell  
Stuart Litzsinger  
David Porter

City of Bellingham Land Use Commission

Gale Pfueller, Chairman  
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Port of Bellingham Commissioners

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Kenneth McAulay  
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Port of Bellingham Staff

Tom J. Glenn, General Manager  
T.P. Scholz, Engineer

Citizen's Committee Coordinator - Lee Doughty

Fairhaven Association - Local businessmen

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# FAIRHAVEN

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## TASK FORCE



**PHASE TWO: REPORT**

**Fairhaven, Bellingham, Washington**

**July, 1984**

6/84

ACKNOWLEDGEMENTS

The Fairhaven 1990 Task Force project and this report were only made possible because of the tremendous efforts of so many who contributed time, money, and energy to further this community effort. The following deserve special recognition and acknowledgement.

- The Fairhaven 1990 Task Force Members for their year of effort
- Mayor Tim Douglas for encouragement and support
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- Gordon Tweit and Ty Tillson for historical detail
- Andy Olson for transportation/legal assistance
- SPIE for word processing and letter printing
- Port of Bellingham for photocopying
- Whatcom Chamber of Commerce and Industry for program information

MEMBERS OF THE FAIRHAVEN 1990 TASK FORCE

Chair:

Phyllis (Joy) Schroeder, Beauty Consultant  
Mary Kay Cosmetics, Inc.

Members:

Jim Brown (Business Owner)  
GTM Corporation (Dirty Dan Harris's)

Gerri Dale (Manager)  
Bellingham National Bank, Fairhaven Branch

Vincent Davis (Business and Property Owner)

Joel Douglas (Property Owner)  
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Shoreline Group

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I. INTRODUCTION: PURPOSE OF THIS REPORT

Fairhaven is a district uncommon in its distinctiveness. In order to identify and conserve its best assets, preserve its history and character, and guide its change and orderly development, the people of the Fairhaven District saw a need for the creation of a unified concept and plan.

The Fairhaven 1990 Task Force, under the auspices of the Old Fairhaven Association, was organized to direct this effort with the central aim of including as many voices and opinions as possible in the planning process. As the Task Force gathered ideas and preferences, recommendations were developed and discussed in the Task Force's Phase I Report, dated February 8, 1984.

Subsequently, Phase II was undertaken. Its main thrust was to help coordinate public, community, and private efforts into a strong community-supported plan. Information, documents, plans, and data were gathered, and surveys were initiated. Many public multi-sector meetings were held where ideas and proposals were discussed and evaluated.

As a result of a full year's efforts, we have presented here an outline of specific recommendations to enhance, preserve, and develop in a manner consistent with people's desires the economic and historical strength and vitality of the Fairhaven area.

We wished to create a unified, cohesive working document that business people, residents, landowners, community organizations, city staff, and our local governing bodies could use as a base from which to work. Of primary importance was the creation of specific goals and objectives and, where possible, the prioritization of projects for completion, along with the development of a section that lists resources, funds, and information that people can use to bring these goals to reality.

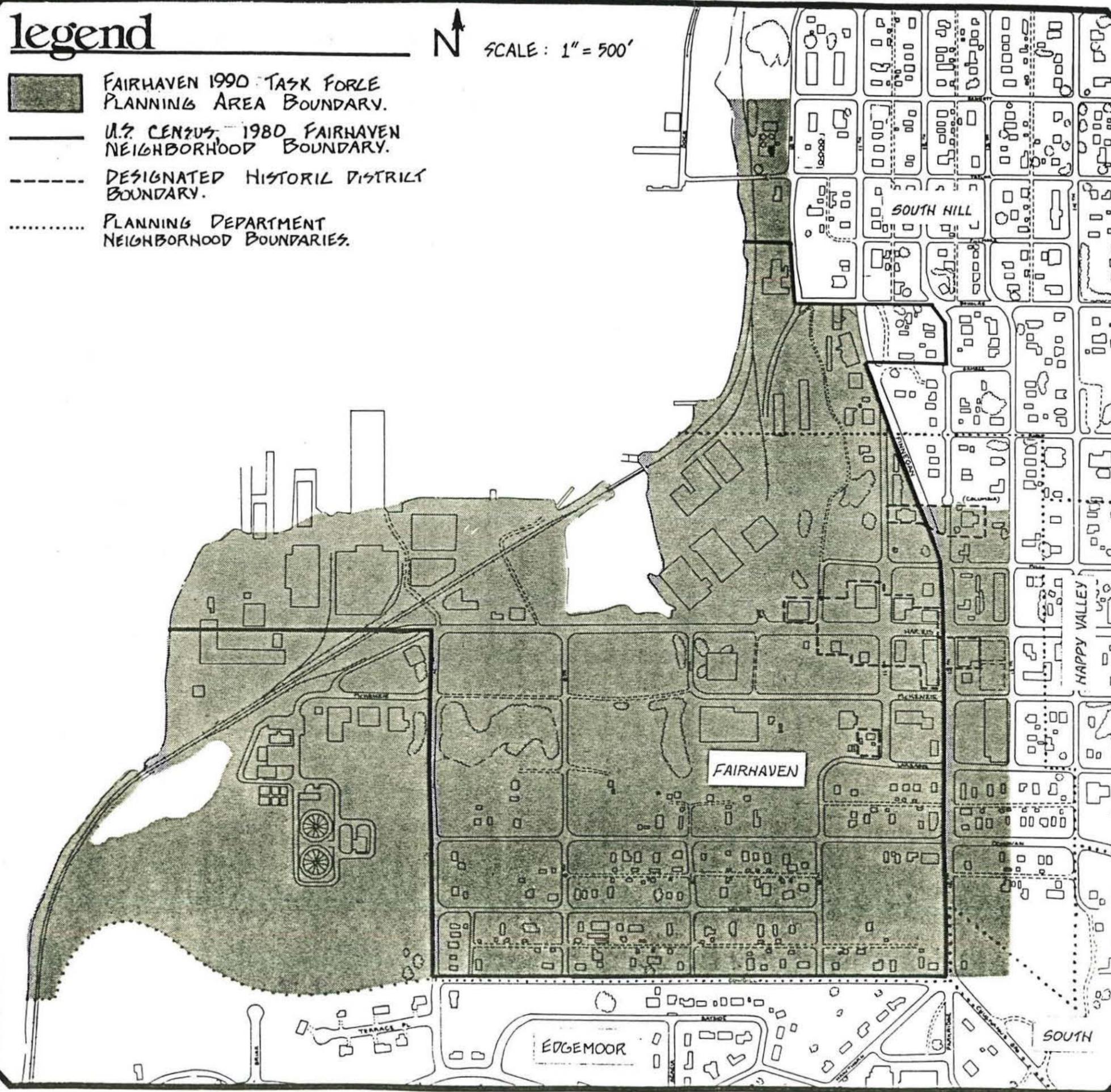
To this end we have dedicated endless hours of volunteer work, in conjunction with City staff time, Community Development Block Grant funds, Environmental Intern Program funds, etc.

Thanks must be expressed to many sectors of this community for all the faith, trust, and honest open-mindedness and goodwill for creating this unusual and individual unity of purpose.

# legend

N SCALE: 1" = 500'

- FAIRHAVEN 1990 TASK FORCE PLANNING AREA BOUNDARY.
- U.S. CENSUS 1980 FAIRHAVEN NEIGHBORHOOD BOUNDARY.
- DESIGNATED HISTORIC DISTRICT BOUNDARY.
- PLANNING DEPARTMENT NEIGHBORHOOD BOUNDARIES.



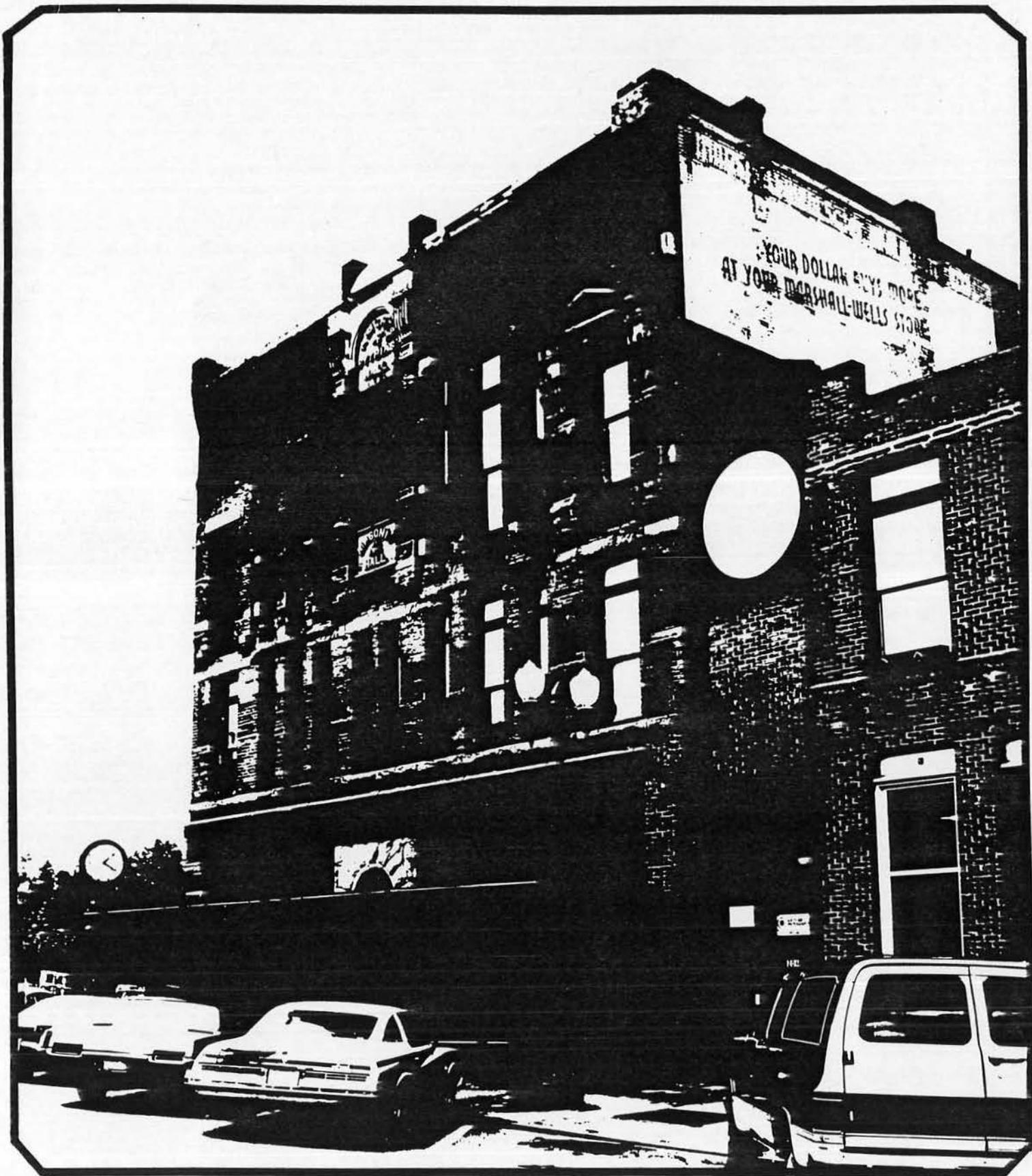
# SIGNIFICANT BOUNDARIES



THIS FIGURE IDENTIFIES THE FAIRHAVEN 1990 TASK FORCE PLANNING AREA AND OTHER BOUNDARIES IN ITS VICINITY.

figure 1

## II. ANALYSIS OF EXISTING CONDITIONS



## II. ANALYSIS OF EXISTING CONDITIONS

Fairhaven today, and the sense of place that surrounds its core, is a direct result of a variety of factors and influences. Some like harbors, hillsides, and climate, predate the arrival of Europeans. Others, like streets and property ownership, have determined patterns since settlement began.

Today, change and development in Fairhaven are influenced by economic vagaries and by public guidance in the form of land use and permitting controls.

This section, Analysis of Existing Conditions, presents a thorough review of the many factors and influences important to the Fairhaven 1990 Task Force's planning effort.

Such a review and analysis is essential before planning assumptions and objectives can be articulated and before specific recommendations for action and capital improvements can be made.

### A. BACKGROUND

#### 1. History of the Area to the Present

Fairhaven has the distinctive look of age and history. No where in Whatcom County is there such an extensive collection of major buildings that harken back to events of the last century.

Fairhaven is better understood by reviewing the course of events and important changes that span two centuries. The following chronology and outline presents some of the keys that help explain the history of Fairhaven.

- Post-Glacial - Coast Indians knew the area as  
Ages "Seeseleechum" (Place Where Something  
God is Always Found.)
- 1792 - Captain George Vancouver's expedition  
explored and named Bellingham Bay.
- 1852 - Bellingham Bay first settled by Europeans.
- 1858 - During the Fraser River Gold Rush, some  
10,000 miners awaited passage to the  
Fraser River from Bellingham Bay, but the  
temporary settlement, down to the lumber,  
left with the prospectors.

- 1871 - The first plat on South Bellingham Bay was filed, from today's Douglas Avenue to the Boulevard.
- 1883 - Daniel "Dirty Dan" Harris filed the Fairhaven Plat and built his hotel and wharf.
- 1888 - Nelson Bennett, millionaire from trans-Cascadian railroad building, arrives and buys Fairhaven townsite.
- 1889 - Amended Plat of Fairhaven filed and land prices soar.
- 1889-1891 - Fairhaven boomed in anticipation of the coming of a second northern transcontinental railroad to Fairhaven and the joining of the Canadian Pacific Railroad terminus in Vancouver and the Northern Pacific Railroad terminus in Seattle with the new terminus in Fairhaven.
- 1890 - Fairhaven was incorporated on May 6th.
- 1892 - The boom was over because, by this time, it had become clear that a rail route across the Cascades to Fairhaven would never be built.

Fairhaven had been vastly overbuilt on speculation. About 180 buildings were erected, but many of these were quickly and poorly constructed. Many were never fully used and were left empty soon after.

The Waldron Building at 12th and McKenzie, for example, was built of cull bricks that had been used as ship ballast and was never completed or occupied above the second floor.

The Fairhaven Hotel, though well-built, was for sale almost from the time of its construction in 1890.

- 1892-93 - The international financial collapse, bank panic, and depression affected all the towns on Bellingham Bay dramatically.
- 1898 - Things picked up with the siting of fish canneries and lumber mills on Harris Bay, Fairhaven's waterfront.

These two industries, lumber and especially fishing, kept things going for Fairhaven. The largest shake mill and the largest cannery in the world were both located in Fairhaven. Sixty-five percent of all workers in the city were employed in south Bellingham.

- 1903 - Fairhaven and Whatcom merge to form Bellingham. On the Southside, there were three canneries, a cannery equipment fabricator, Reid Boiler Works to supply steam boilers, a tin-plating factory producing cans, and a shipyard building scows.

The purchase of the canneries by Pacific American Fisheries and PAF's expansion to Alaska kept things going. Now the shipyard built larger ships to carry equipment to Alaska and canned salmon on the return trip.

- 1920 - The shipyard closed down, but the canneries continued with an occasional bad year ('20, '21, '30, '32.) Fairhaven continued to lose business to the center of commerce, downtown Bellingham. It was simply a case of Fairhaven's topographic isolation and downtown's better access for county-wide markets.

One by one, buildings left empty and deteriorating were torn down. Apartment houses stood empty. A few neighborhood stores survived along with the taverns, usually four taverns or so in operation.

- 1941-45 - The shipyards were revived to build wooden minesweepers, tugs, and a few wooden freighters. But things slowed down again after the war.

PAF was purchased by United Pacific, who sold off the Alaskan PAF plants one by one and finally sold the Fairhaven Plant in 1956 to the Port of Bellingham.

- Late '40's - Fairhaven now served as a neighborhood commercial center with few city-wide service businesses. Over the years, the growth of residential neighborhoods had strengthened the groceries and other neighborhood businesses. Edgemoor started filling in in the late 40's. Happy Valley has never really filled in. A sewer trunk

to the south end of the University made the construction of apartment buildings south of the campus possible.

- 1960's - Apartments and condominiums along the Boulevard, north of Fairhaven, began to appear.
- 1970's - These trends in residential development continue slowly to the present and will add to the support of neighborhood business services. Businesses which require a wider market area to survive have faced much less certain futures. The attempts of Ken Imus to refurbish buildings and create a regional retail center of commerce failed for a number of reasons. Building rehabilitation costs led to fairly high lease rates, the attempts coincided with the first gas shortage of '73-'74, and the high volume of shopper traffic required to support specialty, gift, and second floor shops never materialized.
- 1980's - The present familiar condition of the Fairhaven area derives from the cumulative effect of these and many more events and influences.

The area's character and charm have survived, along with the hopes held by many that the partially vacant buildings can be renovated and filled and that the exquisite natural setting Fairhaven enjoys can host a vital economic community. It was these hopes that led to the development of the Fairhaven 1990 Task Force and this report.

## 2. Review of Prior Plans and Policies

### a. The Bellingham Plan (the comprehensive land use plan)

#### (1) Goals and Policies

This document, Goals and Policies, provides a general framework for the land use plan by establishing City goals and policies "to guide proposals for development and the exercise of governmental discretion required to approve such proposals ..." (Ordinance 8868, August 1980).

The document is divided into sections (Urban Plan, Housing, Land Use, Open Space, Circulation, Public Facilities and Utilities,) and many of the goals and policies have a bearing on proposals for Fairhaven. Those most directly applicable range from the very broad (Goal: Retain historic and cultural landmarks) to the fairly specific (Policy: Street lighting ... should reflect the design theme of the neighborhood.)

Rather than list the dozens of goals and policies with a bearing on Fairhaven development, a number of those most pertinent for Fairhaven 1990 are presented here, and Goals and Policies is suggested as an important reference.

Excerpts from the Goals and Policies document:

Goal: Insure a perpetual, interconnected, citywide system of publicly-owned or protected open space. (p. 21)

Goal: Improve recreational access to the shoreline. (p. 21)

Goal: Provide a safe, pleasant and direct network of pedestrian circulation throughout the City. (p. 22)

Policy: Bikeways should be installed consistent with the Bicycle Facilities Planning document. (p. 6)

Goal: Capitalize on the commercial and public access potential of the waterfront area. (p. 7)

Recommendation: Physical and visual links between existing parks and other public open spaces should be developed utilizing drainage courses, creeks, ravines, shorelines, etc. (p. 25)

Policy: New arterial corridors should follow topographic or land use patterns which minimize disruptive impacts on residential neighborhoods. (p. 31)

(2) Fairhaven Neighborhood Plan

Each neighborhood plan applies in geographically specific detail the Goals and Policies of the Bellingham Plan. After a series of neighborhood meetings, the Fairhaven Neighborhood Plan was adopted in 1980 (Ordinance 8868) and implemented in 1982 with the passage of the Land Use Ordinance.

The neighborhood is divided into 13 sub-areas, each discussed briefly, and then guidelines for permitted uses are outlined. These discussions and guidelines are of particular interest and therefore the Fairhaven Neighborhood Plan is an important reference.

Highlighted in the Fairhaven Neighborhood Plan are a number of recommended actions, several of which have been implemented. Among those awaiting implementation are:

- improvement of the Padden Creek and Larrabee Avenue right-of-way as a buffer between residential and commercial/industrial uses.
- improvement of pedestrian corridors to create a network with "Old Fairhaven" as the hub, specifically 10th Street from Harris Street to Boulevard Park, along Padden Creek and the Larrabee Street right-of-way, along Harris Street below 10th, and other sidewalk sections.
- public access to saltwater beaches is to be preserved, improved, and where possible expanded.
- management of Padden Creek to enhance fisheries production.
- routing of South Terminal truck traffic on Donovan to 10th to Harris.
- implementation of a local parking authority to provide the parking required to accompany development in the historic core.
- development of a phased traffic rerouting, parking and pedestrian enhancement plan for "Old Fairhaven".

Especially noteworthy is the recommendation that construction in the neighborhood and historic commercial areas be sympathetic and compatible in scale, color, materials, and proportion to existing historic buildings. However, there is no mechanism in place to assure the compatibility of the design character of new building exteriors.

(3) South Hill Neighborhood Plan

Several sub-areas of the South Hill neighborhood fall within the Fairhaven 1990 study area. The South Hill Neighborhood Plan is also an important reference document.

Basically, the area west of 10th to the shoreline is recommended for waterfront-related development: for parks or public use north of Bennett, for recreational commercial development south of Bennett until meeting the industrial uses at the Port of Bellingham's Uniflite leasehold.

The area east of 10th is designated for multiple unit residential development with special consideration for view protection and the historic areas adjacent to the south.

Among the recommended actions for the South Hill Neighborhood is one with a bearing on the Fairhaven District: improvement of the pedestrian and bicycle access route along 10th Street from Fairhaven to Boulevard Park.

(4) Open Space Plan (Technical Appendix 5)

The Open Space Plan is based on the premise that growth and development are inevitable, but that preserving and providing open space is very important to the beauty and livability of a city.

The goal of the Bellingham Open Space Plan is "to insure a perpetual, inter-connected, city-wide system of publicly owned or protected open space."

The Open Space Plan is a thorough document and includes a repeat of goals, policies, findings, and recommendations from the Goals and Policies document, an inventory of publicly owned open space, a review of recreational demand, an outline of procurement options, and discussion of 14 categories of open space with maps identifying potential sites.

Other opportunities may appear that are not identified in this 1980 document, and the Open Space Plan encourages consideration of these opportunities whenever they arise.

Sites identified (see Figure 2) that fall within the Fairhaven 1990 planning area follow. The page numbers refer to the Open Space Plan pages.

**Buffer:**

Along Padden Creek and Larrabee Street between the residential area and industrial/commercial area to its north. (p. 40)

**View Points:**

South Hill street ends - Undeveloped rights-of-way offering panoramic views should be developed as viewpoints. (p. 47)

**Trail Corridors:**

Tenth Street - Trail should be developed on the 10th Street right-of-way to provide a direct link between Boulevard Park and the Fairhaven Historic District and Fairhaven Park. (p. 52)

**Saltwater Access:**

Boulevard Park - The 1978 Boulevard Park Master Plan (Phase II and III) should be reviewed, updated as required, and implemented. Acquisition of land between the south boundary of the park, 10th Street, Taylor Street, and the railroad is recommended. (p. 56)

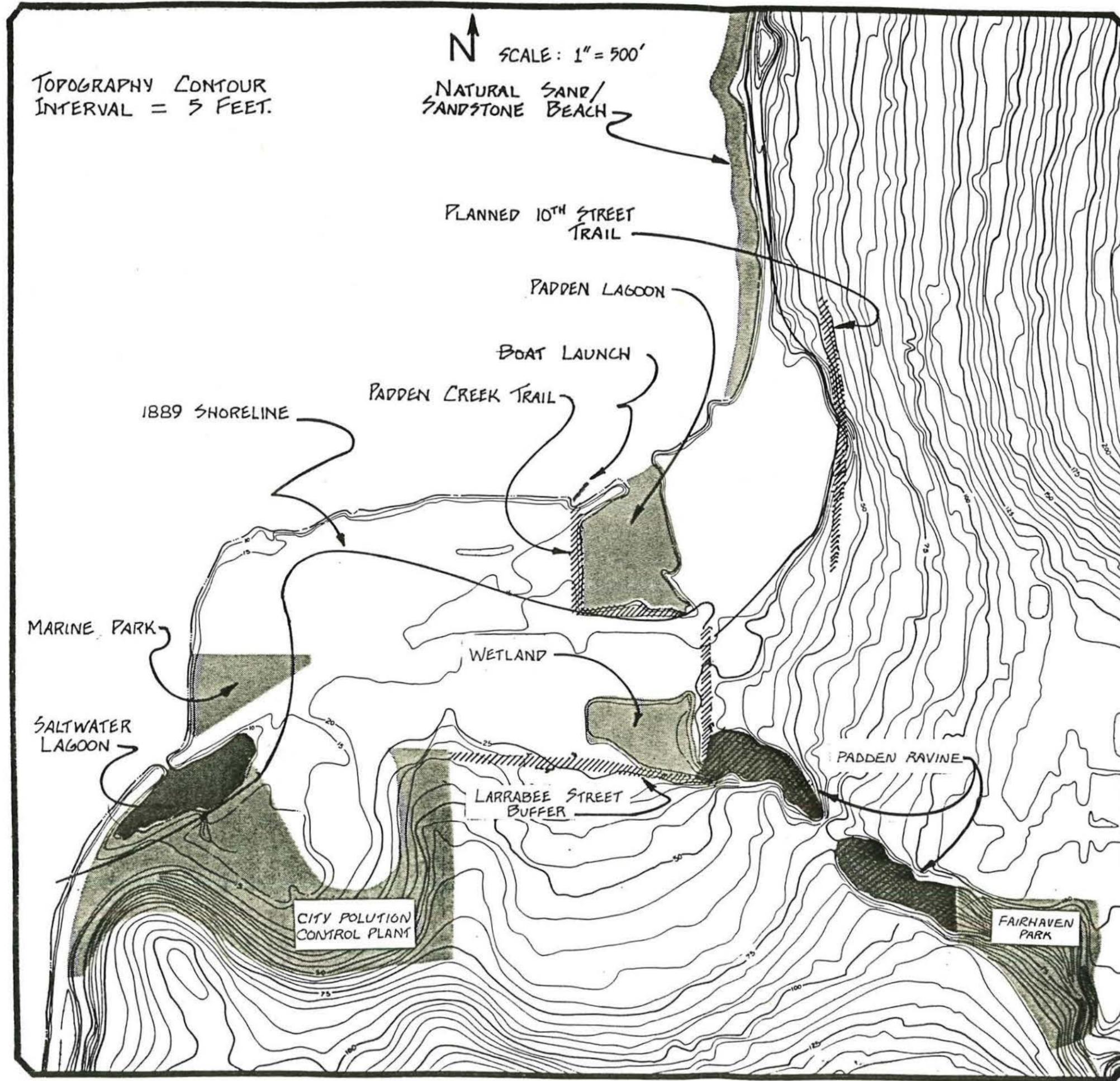
Taylor Street Bridge and Pier - City should encourage and cooperate with private interests toward the renovation of the pier as a recreational/commercial facility. (p. 56)

Padden Creek/South Terminal Boat Launch - The boat launch function should be retained, but the facility improved to provide a more pleasant environment, improved parking, and possible limited day moorage, generally as recommended in the Coastal Zone Management Study. (p. 56).

Marine Park - The extension of the park north along the western edge of South Terminal should be investigated and pursued. (p. 56).

Sewage Treatment Plant Tidal Lagoon - Pedestrian access to and around the lagoon should be improved for limited recreational use. (p. 56)

# TOPOGRAPHY & OPEN SPACE



FAIRHAVEN'S TOPOGRAPHY, A HILLSIDE SLOPING DOWN TO THE BAY, LED TO ITS EARLY SETTLEMENT. THAT SETTING, ITS EXPANSIVE VISTAS, AND ITS OPEN SPACE NETWORK ADD TO ITS OPEN APPEAL.

figure 2

Fresh Water Access:

Padden Creek - Public access is to be established wherever possible from Lake Padden to Bellingham Bay. (p. 60)

Fairhaven Rose Garden - Renovation of the Rose Garden should include opening up some portion of the northern edge to provide visual and possibly physical access to the Creek. (p. 60)

Pedestrian Routes:

Fairhaven Neighborhood Streets - Harris, Donovan, Cowgill, 4th, 8th, 12th, and 14th Streets should be improved to encourage pedestrian circulation. (p. 80)

South Hill Neighborhood - Pedestrian improvements should be made to routes leading to the Fairhaven Business area and Boulevard Park. (p. 81)

Bicycle Ways:

South Bay Bike Link - Include link along 10th Street from Bayview Avenue to Mill to Donovan then down to the Padden Creek trail to Fairhaven Park. (p. 87)

b. Bellingham Shoreline Management Master Program

The City of Bellingham Shoreline Management Master Program establishes guidelines and permitting procedures for development within 200 feet of shorelines and associated wetlands.

Shoreline designation categories are defined and assigned to Bellingham's shorelines and "use activity regulations" are listed for 21 categories of land use.

In the Fairhaven 1990 study area, three shoreline environment designations are assigned. Please refer to Figure 3 for locations of shoreline classifications.

In the Master Program, each designation category is defined, its purpose and intent outlined, regulations are listed, and conditional uses are identified.

- Urban I designations allow intense shoreline development. The permitting process assures consideration for shoreline enhancement, aesthetic



attributes, public access, set-back requirements, and environmental concerns.

- Urban II designations reserve shoreline areas for intense water-surface dependent uses or for a substantial number of the general public to enjoy the shoreline.
- Conservancy II designations reserve areas which offer "unique opportunity for the citizens of Bellingham to enjoy physical access to the shorelines and water." No fill or permanent structures are allowed within 100 feet of the ordinary high water mark or within 50 feet if it enhances the public's physical access.

c. Coastal Zone Management Plan

This June 1977 study by Kramer, Chin & Mayo for the City of Bellingham presents a comprehensive analysis of environmental and urban planning considerations for Bellingham's near-shore areas. The purpose was to refine and enhance the City's Shoreline Master Program with the objectives of providing for increased and improved public access to the waterfront and for the expansion needs of water-related industry.

Suitable sites for public access and industrial uses were located, analyzed, and recommended. The use of fill was considered where it would not cause significant adverse environmental impacts and would produce significant benefits for public access and orderly industrial growth.

The CZM study Section 12 contains a concise review of land-use recommendations, rationale, concerns, and proposed regulations.

Specific options and recommendations for land use on the City's waterfront were outlined. For the Fairhaven 1990 study area, the CZM Study recommends:

- an industrial emphasis for the Port of Bellingham's South Terminal Property, consistent with the Port's projections and plans for the site. An alternative emphasis on commercial/recreational and industrial mixed uses was considered appropriate but of uncertain economic feasibility.

- South of the Port industrial uses, a trail was recommended from Marine Park along the eastern margin of the tidal lagoon to a passive recreational area on the lagoon's south end.
- The Padden Creek mudflats north of Harris, it is suggested, should be enhanced and could be partially filled for either industrial or recreational uses. In either case, a public access right-of-way along the creek to the bay with a viewpoint and the existing boat launch is recommended.
- The area north of Uniflite, both on-shore and on the Taylor Street Pier, is recommended for commercial/recreational and recreational development with ties to the Fairhaven District via 10th Street and to Boulevard Park either on-shore or along the refurbished railroad pier.

d. Zervas Fairhaven Study

The 1973 Fairhaven Study, produced by James Zervas for the City of Bellingham Office of Planning and Development, covered a study area roughly equivalent to the Fairhaven 1990 study area.

The study reviewed existing conditions, involved local citizen participation, outlined objectives, and recommended land use designations and circulation improvements.

The Fairhaven Study was adopted by Ordinance 8251 as an amendment to the 1967 Bellingham Comprehensive Plan. Its official status was repealed when the Fairhaven Neighborhood Plan was adopted.

As a mechanism to assure that outlined planning objectives guided development, the plan recommended that a special district be established to provide for review of development by a Citizen's Advisory Panel made up of citizens from the area and from the City Planning Commission. Though such a mechanism was developed by City staff and recommended by the City Planning Commission, the advisory panel and special district were never established.

A companion study, the Fairhaven Business District Study, was also produced in 1973. Major changes in the circulation system were proposed so that a six square block pedestrian mall area could be created. Parking

needs based on existing and projected development were tabulated, and locations for on-grade parking facilities were proposed.

e. Fairhaven: Program for the Implementation of the Comprehensive Plan

When the 1973 Fairhaven Study was incorporated in the Comprehensive Plan, City of Bellingham Planning staff drafted an amendment to the Zoning Ordinance which defined the purpose, membership, and procedures for establishing Design Review Districts. Guidelines for a Fairhaven Design Review District were also outlined.

The design criteria were very general, nonrestrictive, and simply called for "sensitive, careful design."

The design review committee of five members would have reviewed all development proposals within a district's boundaries and would have issued permits for improvements to proceed.

While the creation of Design Review Districts was supported by the Planning Commission, the proposal failed to gain the support of the City Council.

f. Capital Improvement Program

The City of Bellingham Capital Improvement Program (CIP) is revised and prioritized each year by the City Council. The 6-year CIP lists major projects, estimated costs, funding sources, year scheduled, relative priority, project description, and planning considerations.

The CIP is reviewed and revised by City Council each year, and additions, deletions, and changes in priorities can be expected. The City Council Capital Improvements Committee is currently preparing the 1985 CIP.

City capital projects within or effecting the Fairhaven 1990 study area are excerpted here from the 1984 CIP:

Fairhaven Truck Route

cost estimate \$320,000, funding source unidentified, scheduled '86-'88.

Fairhaven Sewer Separation

cost estimate \$300,000, funding source unidentified, unscheduled.

Fairhaven Drainage Improvements

cost estimate \$80,000, funding source Community Development Block Grant, scheduled '84, (reconstruction of 6th St. storm drain and other critical improvements identified by the Public Works Department.)

Miscellaneous Park Improvements

funded and scheduled for '84, (includes Fairhaven Park Improvements)

Recreational Trails

cost estimate \$100,000, funding Revenue Sharing and unidentified, scheduled '85.

Happy Valley/Fairhaven Open Space

cost \$71,000, funding Community Development Block Grant, scheduled '83-'84, (includes a trail along Padden Creek in Fairhaven)

Fairhaven Library Renovation

funded and scheduled for '84, (includes meeting rooms, gallery space, and large public assembly room.)

B. DESCRIPTION OF THE PLANNING AREA

1. Study Area Boundaries

The Fairhaven 1990 Task Force has focused its attention on the area of South Bellingham that centers on the Fairhaven Historic District and sweeps down to Bellingham Bay.

The study area is bounded on the west by the Bay and on land by the following streets: Bennett from the shoreline to 10th, 10th to Douglas, Douglas to Finnegan Way, Finnegan Way to the Columbia Street right of way, Columbia to 13th, 13th to Padden Creek, then directly west along Cowgill and the Fairhaven Neighborhood's southern boundary.

See Figure 1 for a map of the planning area that shows these boundaries along with other existing boundaries in the vicinity.

As in any sensitive planning effort, care has been taken to examine study area issues and problems in context. Therefore, neighboring uses and patterns that extend beyond study area

boundaries have been considered throughout the course of this project.

## 2. Topography/Environmental Features/Microclimate

Fairhaven's topography and environmental features help explain its early settlement and development as a center of commerce on Bellingham Bay. Figure 2 with its elevation contours shows the character of the landscape that influenced human settlement patterns.

The strongest defining features of the area are fairly sheltered deep water and a long shoreline adjacent to gently sloping land nearly surrounded by steeper hills. This wide expanse of near-shore buildable land is the site of one of the earliest Bellingham Bay plats, the 1883 Fairhaven Plat of Daniel "Dirty Dan" Harris.

The dominant distinguishing environmental features of the area are the physical nearness of Bellingham Bay and the expansive views of the water and horizon. From points throughout Fairhaven, the Bay and landforms beyond provide dramatic vistas.

The shoreline lies close by the historic/commercial core of Fairhaven, passing within 1/4 mile of the hub at 11th and Harris Streets. However, this nearness is often forgotten because of the lack of physical connection between the water and the commercial core.

The original shoreline, indicated by the dotted line, has been changed over the years in response to development pressure, creating a wider, level area adjacent to deep water.

Padden Creek forms another important environmental feature for the study area. The creek flows through a ravine from Fairhaven Park to the Bay and forms an established open space recreational corridor and a park-like buffer between commercial/industrial and residential land uses. The original estuary of the creek has been substantially altered by filling and railroad and street construction.

Microclimate for Fairhaven differs slightly because of topography from the mild weather enjoyed by the Whatcom County area. Prevailing southerly winds are deflected by the Chuckanut Mountains south of Fairhaven and the occasional winter "northeasters" that roar across the county are deflected from Fairhaven by Sehome Hill.

Near-shore waters in Harris Bay are protected from prevailing and storm southerly and southwesterly winds by the northwest shoulder of land at South Terminal. Westerly and northly storm winds have too little fetch to generate high waves, although a major storm in 1957 did destroy a Fairhaven marina.

### 3. Circulation

The Fairhaven 1990 planning area circulation system must simultaneously serve a variety of needs and purposes. These include pedestrians, bicyclists, residents' vehicles, vehicles passing through, vehicles going to and from the South Terminal, and vehicles destined for the commercial area.

With the central goal of providing a safe and efficient circulation network, the City of Bellingham monitors and maintains the system and plans for improvements when they are needed.

This section briefly describes the existing conditions in the planning area under the general headings of Vehicular Circulation Patterns, Pedestrians, Bicyclists, Public Transportation, and Accidents.

#### a. Vehicular Circulation Patterns

Traffic in and around the planning area moves in established, predictable patterns. Ideally, a network of roadways matches the needs of an area and helps direct different kinds of traffic to the street best suited to carry it.

The City designates streets for different functions, and design and planning decisions follow from this designation. Streets classified as "primary" and "secondary" arterials are intended to provide principal access into and out of an area and to carry high traffic volumes, 10,000 vehicles per day (VPD) or more. Valley Parkway from Interstate 5 and the 12th Street-Finnegan Way-11th Street corridor are designated primary arterials and Harris Street west of 12th is classified as a secondary arterial. Harris Street east of 12th is classified as a "collector arterial" a street intended to carry residential, commercial, or industrial traffic to primary or secondary arterials and designed to carry 1,500 to 5,000 VPD.

All other streets in the planning area are classified as "local streets", intended to carry only residential traffic to arterials.

The following Figure 4a shows the official City of Bellingham roadway classifications.

b. Pedestrians

Pedestrian circulation depends on two interconnected networks to provide safe, convenient and pleasant walkways: (1) sidewalks and paths along City streets and (2) walkways throughout the City's open space system.

Most of the streets in the planning area do not have sidewalks. Bellingham Plan calls for the provision of sidewalks along all arterials and with the construction of major parking lots and with commercial, industrial, and multiple residential development. The City continues to repair and construct sidewalks and pedestrian ways throughout the City with an emphasis on areas with greater pedestrian use. The Figure 4b shows those street segments for which sidewalks are absent.

The City's open space network is to become, over time, "a perpetual, interconnected citywide system of publicly owned or protected open space". (Bellingham Plan Goals & Policies, p. 21). Several major links pass close to the hub of "Old Fairhaven" and provide pleasant, quiet paths for pedestrians: (1) the Padden Creek-side trail from Fairhaven Park to McKenzie Avenue and 8th Street, (2) the proposed extension from the Padden Creek trail along the Larrabee right-of-way from Mill to Douglas Avenues then along 10th to Bennett and the south end of Boulevard Park, (3) the Larrabee buffer trail from 8th west across the sewage treatment plant property to Marine Park.

The public opinion survey conducted as part of this project confirms that the availability of pleasant walking places is highly valued.

c. Bicyclists

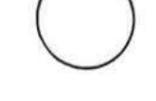
Cyclists in general share the paved roadway surfaces with other vehicles. No designated off-street bikeways now exist with the planning area, but long-range City plans call for the development of bike trails within the open space network to serve both recreational and commuter bicyclists.

Providing for the safe shared use of roadways by bicyclists and motor vehicles requires special consideration and attention to detail during roadway design.

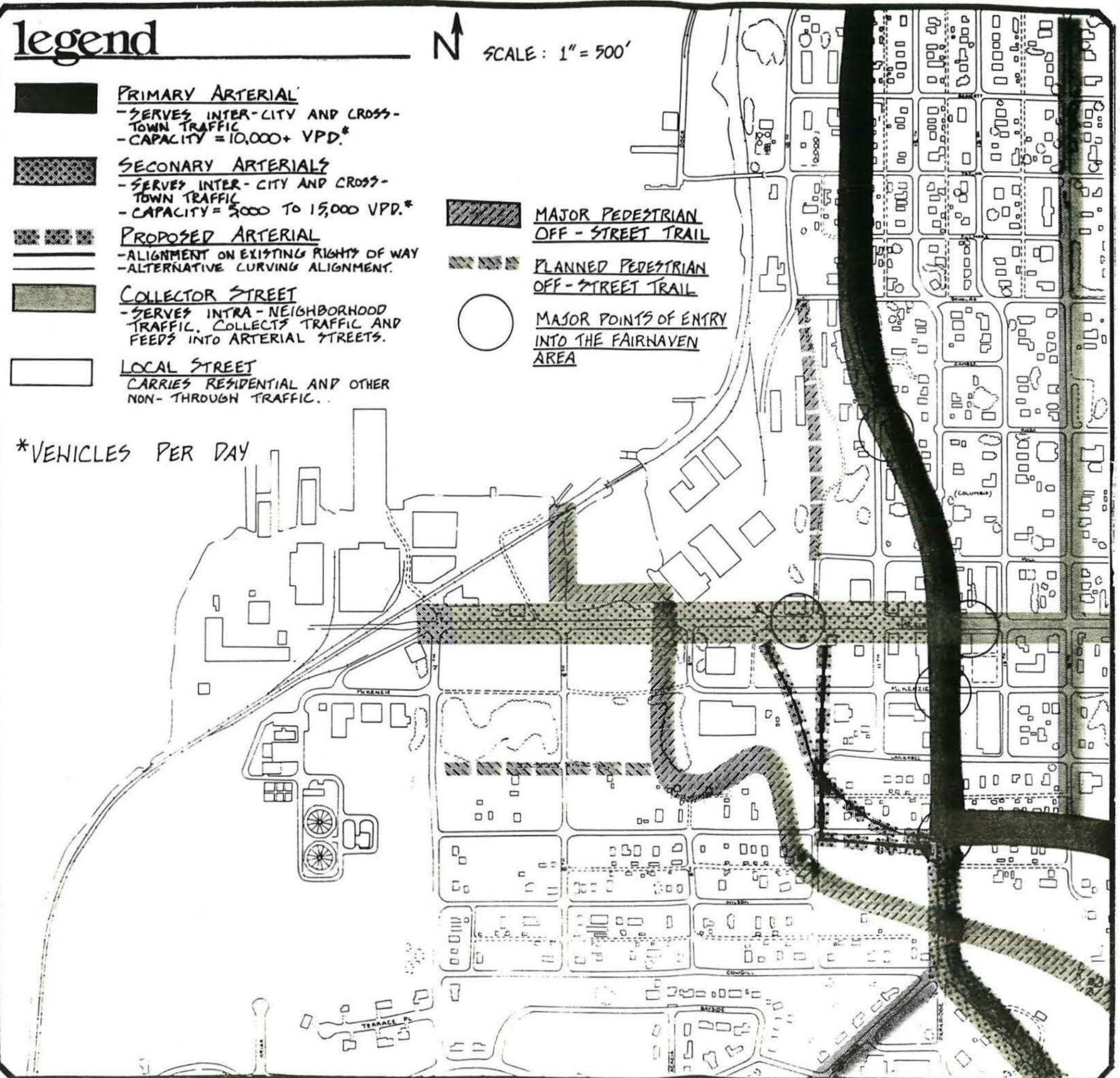
# legend

N SCALE: 1" = 500'

-  **PRIMARY ARTERIAL**  
- SERVES INTER-CITY AND CROSS-TOWN TRAFFIC  
- CAPACITY = 10,000+ VPD.\*
-  **SECONDARY ARTERIALS**  
- SERVES INTER-CITY AND CROSS-TOWN TRAFFIC  
- CAPACITY = 5,000 TO 15,000 VPD.\*
-  **PROPOSED ARTERIAL**  
- ALIGNMENT ON EXISTING RIGHTS OF WAY  
- ALTERNATIVE CURVING ALIGNMENT.
-  **COLLECTOR STREET**  
- SERVES INTRA-NEIGHBORHOOD TRAFFIC. COLLECTS TRAFFIC AND FEEDS INTO ARTERIAL STREETS.
-  **LOCAL STREET**  
CARRIES RESIDENTIAL AND OTHER NON-THROUGH TRAFFIC.

-  **MAJOR PEDESTRIAN OFF-STREET TRAIL**
-  **PLANNED PEDESTRIAN OFF-STREET TRAIL**
-  **MAJOR POINTS OF ENTRY INTO THE FAIRHAVEN AREA**

\*VEHICLES PER DAY



# CIRCULATION



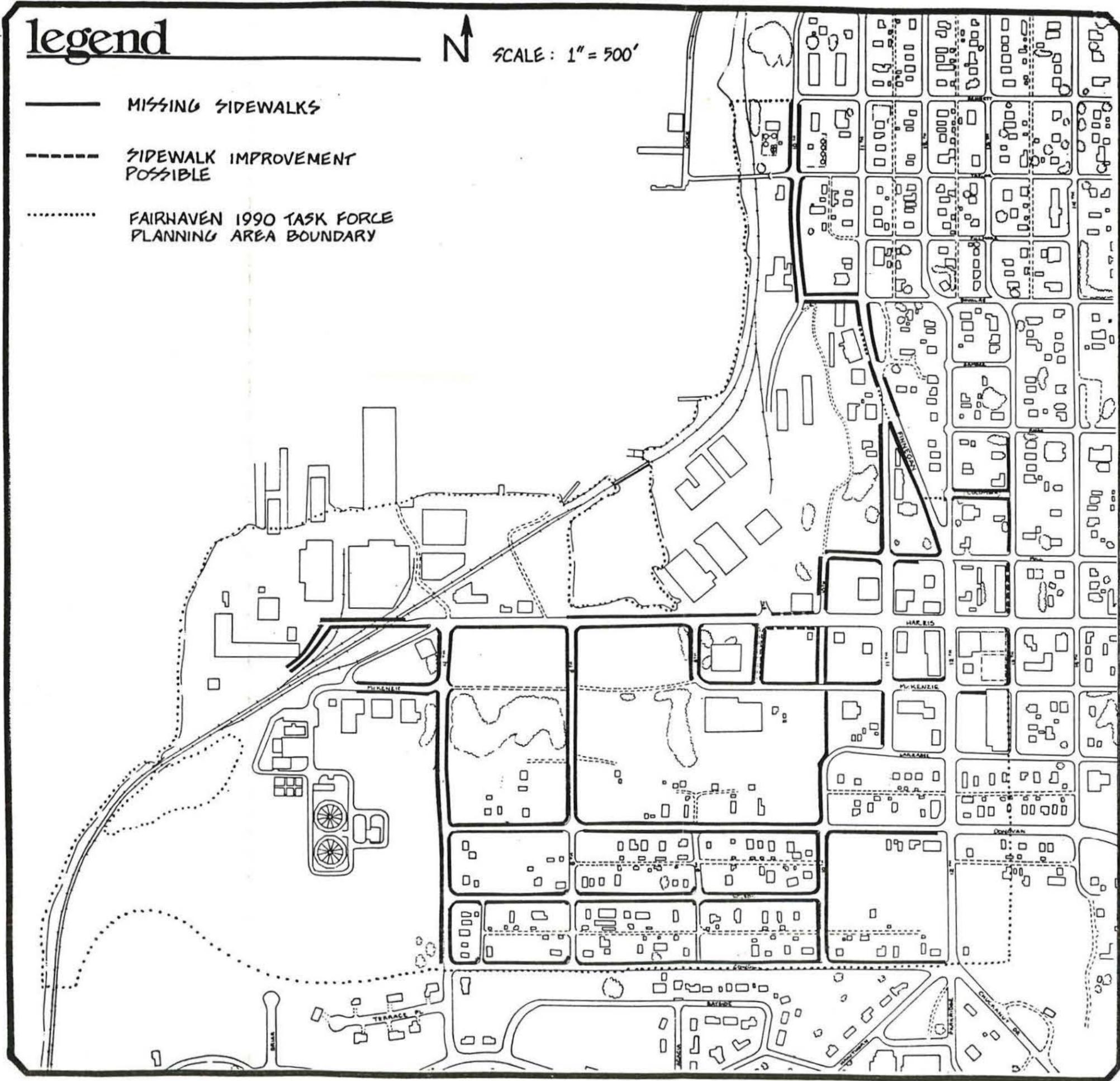
PROVIDING A SAFE AND EFFICIENT CIRCULATION NETWORK FOR VEHICLES, PEDESTRIANS, BYCICLISTS, AND COMMERCE IS AN ADOPTED GOAL OF THE CITY OF BELLINGHAM.

figure 4a

# Legend

N SCALE: 1" = 500'

- MISSING SIDEWALKS
- - - SIDEWALK IMPROVEMENT POSSIBLE
- ..... FAIRHAVEN 1990 TASK FORCE PLANNING AREA BOUNDARY



# SIDEWALKS



THE BELLINGHAM PLAN CALLS FOR THE PROVISION OF SIDEWALKS ALONG ALL ARTERIALS WITH THE CONSTRUCTION OF ALL MAJOR PARKING LOTS AND WITH COMMERCIAL INDUSTRIAL AND MULTIPLE RESIDENTIAL DEVELOPMENT.

THE CITY CONTINUES TO REPAIR AND CONSTRUCT SIDEWALKS THROUGHOUT THE CITY WITH PRIORITY GIVEN TO THOSE WITH THE HEAVIEST USE.

figure 4b

d. Public Transportation

The Whatcom Transportation Authority offers an economic and dependable means of transportation throughout Bellingham. The Fairhaven planning area is served by three main bus routes.

Entering the study area from the north are two routes: routes number one and number two. Bus number one (South State/Victor-Meridian) travels south on 11th Avenue to Mill and then continues south on 12th to Donovan. The number one then leaves the study area heading east on Donovan but returns heading west on Harris. At 12th, it turns north and continues to South State destined for downtown. The transit system is currently providing service hourly between 9:10 and 2:10, but a change to half-hourly service all day is anticipated for September 1, 1984.

Bus number two (Alabama Hill/Garden Street) approaches the study area from the north heading south on 14th to Knox, and then east to 16th. From 16th it then travels north to Garden Street. Hourly service between 9:10 and 2:10 is expected to return to a twice hourly schedule this fall.

Bus number five (Lake Padden/Mall/WWU) enters the study area from the southeast on Valley Parkway, heads north on 12th and then east on Mill and Harris to the Bellingham Mall. This 50 minute route passes through the area once each hour.

The WWU Shuttle does not enter the study area, but does provide service just outside the area at 21st and Harris and also at 24th and Knox.

There are no other anticipated changes at this time.

e. Accidents

According to the Bellingham Police Dept. there were a total of twenty accidents reported within the study area during 1983. Of these twenty, eleven resulted in no injury, eight involved minor injuries, and one accident was disabling.

Forty-five percent of all the accidents occurred within three blocks of each other, along 12th Avenue between McKenzie and Mill Streets.

Those accidents that involved two or more automobiles were responsible for the one disabling and three of the minor injuries.

Two of the accidents involved bicycles and vehicles, both of which caused minor injuries. The accidents occurred at 12th and Mill and 14th and Mill.

There was one accident that involved a vehicle and a motorcycle, which resulted in minor injuries.

There were no accidents that involved vehicles and pedestrians.

One accident involved a train. The train/automobile accident resulted in no injuries.

f. Railroads

Burlington Northern provides railway service to Bellingham, Seattle, Vancouver, British Columbia, and the surrounding areas. Having a large city at each end of a railway link is a key factor in that link's long-term survival.

On an average, 300 to 400 cars pass through Bellingham each day, of which only 30-40 originate here. The major local freight contributors are Georgia Pacific, Columbia Cement, Intalco, Arco, and the local lumber industry. Though only a small percentage of the cargo originates in Bellingham, the rail system continues to provide dependable service to local industries.

Burlington Northern no longer provides a package delivery service. They do, however, provide small local train shipments, stopping in New Westminster, Ferndale, and Mt. Vernon.

In 1981, Amtrak discontinued its passenger service between Seattle and Vancouver, B.C., principally because of high costs and a decline in passenger use. The passenger line was a scenic route along the water and stopped in Vancouver, New Westminster, Blaine, Bellingham, Mt. Vernon, Everett, Edmonds and Seattle.

4. Open Space/Recreation

Bellingham, like communities of all sizes, has officially recognized the need for open space. The Bellingham Plan Goals and Policies document clearly emphasizes the high priority

Bellingham places on planning for and providing open space and recreational opportunities.

The Fairhaven 1990 planning area includes a wealth of open space and a network of recreational opportunities. Only part of this network enjoys permanent dedication to this use through public ownership or control. Much of the currently vacant land remains in private ownership, and its use can change at any time. This fact illustrates how essential it is to establish ample open space patterns early before opportunities are lost.

Please refer to Figure 2 which identifies the major elements of the permanent open space system. For the Fairhaven 1990 planning area these include:

- Fairhaven Park - a major multi-purpose City park of 16 acres several blocks southeast of the commercial core.
- Padden Creek Ravine - leading towards the Bay from Fairhaven Park, this deep ravine includes a trail on the old Fairhaven and Southern Railroad grade.
- Larrabee Buffer - from about 9th and Larrabee, City-owned lots and rights-of-way form a buffer between residential and other uses and are to be developed in 1984 to extend the Padden Creek trail to 4th and the City sewage treatment plant land.
- Sewage Treatment Plant - city-owned land surrounding the waste water treatment plant is used for field sports and access to the Bay.
- Saltwater Lagoon - on the west edge of the sewage treatment plant acreage, improved accessibility and passive recreation have been recommended several times for this tidal marsh and lagoon area.
- Marine Park - this Port of Bellingham park with parking and restroom facilities provides access to water, wonderful views, picnicking areas, and a starting point for walks to Post Point along the water and, in the future, to the Saltwater Lagoon and the Larrabee Buffer/Padden Creek Trail.
- Padden Creek Estuary - from the Bay to about 8th and McKenzie where the Padden Creek trail begins, Padden Creek has been recommended for enhancement in several studies to improve public access and enhance biological vitality.

- Boat Launch - a Port of Bellingham boat launch at 6th Street enjoys fairly heavy use.
- 10th Street Right-of-Way - the city's right-of-way from Mill to Douglas Streets is to be improved to provide a link from Fairhaven to Boulevard Park for pedestrians and possible bicyclists. The route enjoys spectacular water views, connects Old Fairhaven with potential commercial development on the water north of Douglas, and offers a quiet scenic walking route fairly free of automobiles.
- Sand/Sandstone Beach - along the shore from the Uniflite area to the Adams Street right of way, a sand and sandstone outcrop beach is exposed at low tide.
- City Rights-of-Way - permanently under public sector control, rights-of-way comprise a network for circulation of vehicles, pedestrians and bicyclists. As streets are upgraded to full City standards, improvements for pedestrians and cyclists are included.
- Privately-Owned Land - vacant land throughout the planning area adds to the sense of openness, but is likely to be developed eventually.

## 5. Land Use/Zoning

"To protect and promote the health, safety, and general welfare of the public," local governments have long been authorized to set standards and guidelines for the use of land.

All land within the City falls under the jurisdiction of the City of Bellingham Land Use Ordinance 9024, as amended, adopted in April, 1982 to implement the Bellingham Plan. The Bellingham Plan, discussed above in Section II.A.2, is the City's comprehensive plan and was developed after hundreds of hours of neighborhood meetings, public hearings, and Council work sessions.

Basically, the land use/zoning system requires that the use of privately- or publicly-owned land conform to standards and development guidelines set by the Land Use Ordinance. The ordinance also establishes the procedures and process by which the City reviews and permits proposals for land use and development and by which the City can amend the ordinance to reflect changing conditions and new considerations.

The key documents in the Bellingham Plan are the Neighborhood Plans. Each neighborhood in the City is divided into subareas, and each subarea is given a land use designation

keyed to a long list of permitted uses and conditional uses. These use designations, such as residential, industrial, or commercial, are tied to a development handbook, the set of guidelines that apply to that land use.

The land use classification system also sets maximum allowable densities, "special conditions" important in permit review, and "prerequisite considerations," things that must happen before development can proceed. The Fairhaven Neighborhood Plan and the South Hill Neighborhood Plan are key references for the Fairhaven 1990 planning area.

Within the Fairhaven 1990 planning area, present land use and long-term planned use differ in some subareas. Please refer to the following Figures 5a and 5b for present land uses and official land use designations.

Over the course of time these differences may disappear; for example, land now vacant in subarea 4 might be developed as light industrial, or residential land in subareas 2A and 8 might become more commercial as is projected in the Fairhaven Neighborhood Plan.

However, the potential will always exist for conflict between the community's opinion of the most appropriate land use, as reflected in the land use designation, and a particular property owner's preferences for other uses. The Land Use Ordinance provides for the reconsideration of designations and other guidelines, recognizing that any former decision must be able to withstand a thorough review.

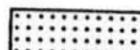
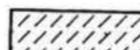
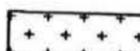
## 6. Economic Profile

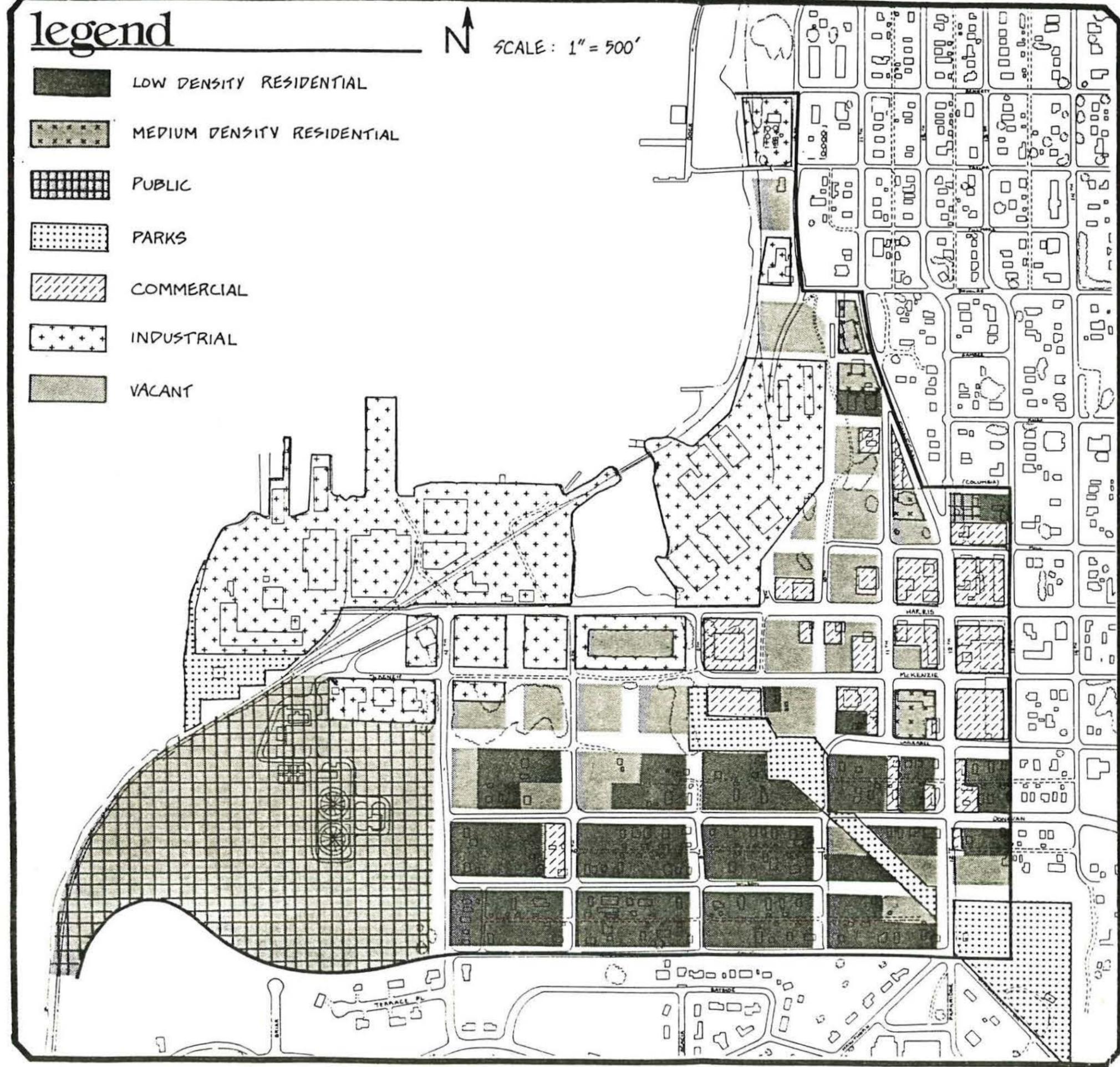
The Fairhaven 1990 planning area includes three distinct subareas of economic activity.

The South Terminal, at the end of Harris Ave., provides industrial and commercial possibilities for its shorefront property on Harris Bay. The Port of Bellingham owns most of the waterfront property in the planning area. Other large parcels of land in the waterfront, industrial subarea are held by individual private landowners and companies. Current tenants include one fish processing plant, a shipyard, a metal fabricator, and Murray Chris Craft Cruisers West, Inc. (formerly Uniflite). The Port commission has approved a six-month feasibility study of the South Terminal as a site for a resort or mixed use complex. The six-month study should be completed sometime between July and September of 1984.

# legend

N SCALE: 1" = 500'

-  LOW DENSITY RESIDENTIAL
-  MEDIUM DENSITY RESIDENTIAL
-  PUBLIC
-  PARKS
-  COMMERCIAL
-  INDUSTRIAL
-  VACANT



# EXISTING LAND USES

THE FAIRHAVEN 1990 TASK FORCE PLANNING AREA INCLUDES WITHIN A SMALL AREA VIRTUALLY EVERY LAND USE A CITY CAN ACCOMMODATE.

FAIRHAVEN REALLY EXISTS AS A MICROCOSM OR AS A CITY IN MINIATURE.

AS OF APPROXIMATELY MARCH, 1984

figure 5a

# legend

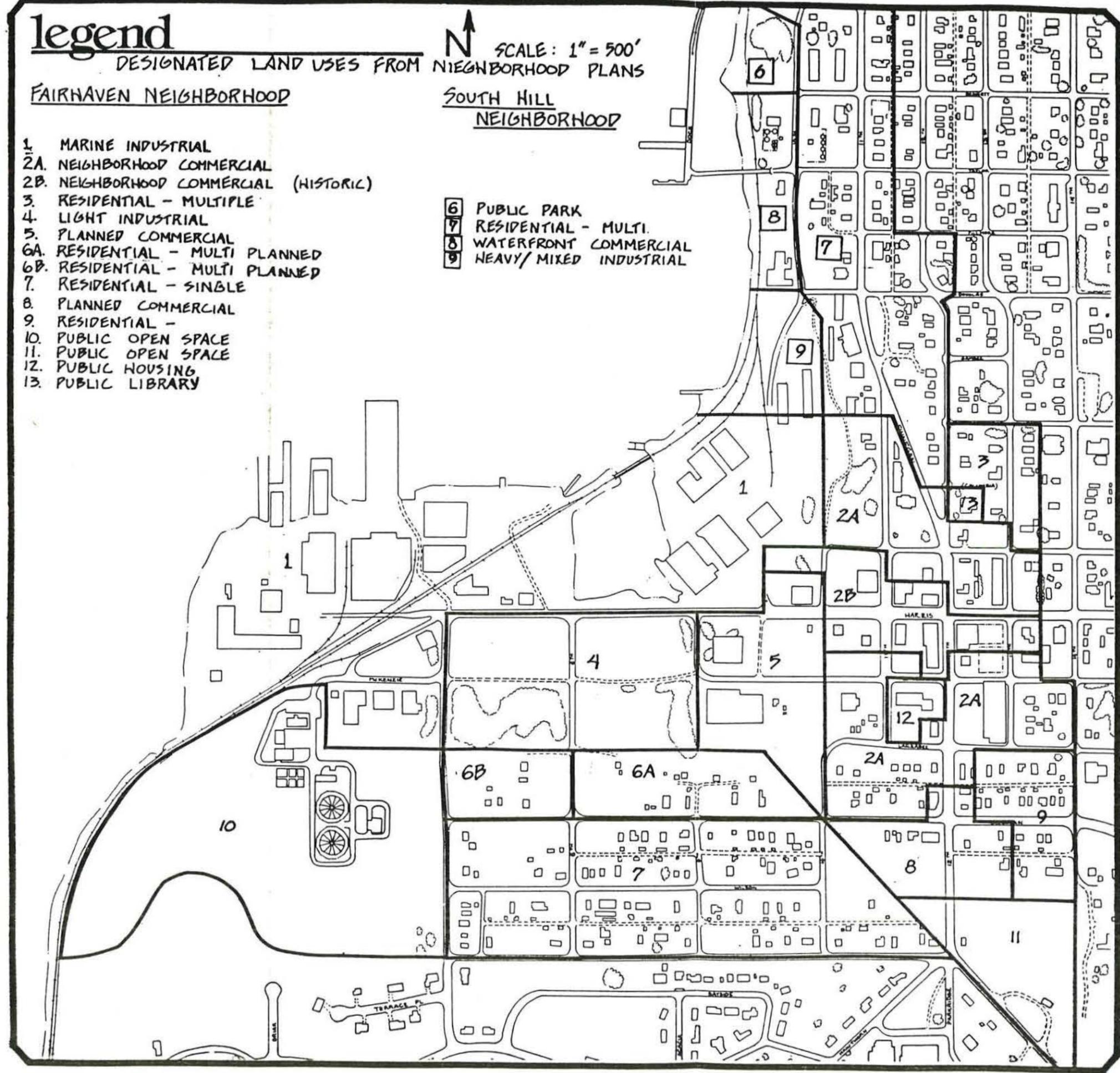
DESIGNATED LAND USES FROM NEIGHBORHOOD PLANS

## FAIRHAVEN NEIGHBORHOOD

SCALE: 1" = 500'  
 SOUTH HILL NEIGHBORHOOD

- 1. MARINE INDUSTRIAL
- 2A. NEIGHBORHOOD COMMERCIAL
- 2B. NEIGHBORHOOD COMMERCIAL (HISTORIC)
- 3. RESIDENTIAL - MULTIPLE
- 4. LIGHT INDUSTRIAL
- 5. PLANNED COMMERCIAL
- 6A. RESIDENTIAL - MULTI PLANNED
- 6B. RESIDENTIAL - MULTI PLANNED
- 7. RESIDENTIAL - SINGLE
- 8. PLANNED COMMERCIAL
- 9. RESIDENTIAL -
- 10. PUBLIC OPEN SPACE
- 11. PUBLIC OPEN SPACE
- 12. PUBLIC HOUSING
- 13. PUBLIC LIBRARY

- 6 PUBLIC PARK
- 7 RESIDENTIAL - MULTI.
- 8 WATERFRONT COMMERCIAL
- 9 HEAVY/MIXED INDUSTRIAL



# LAND USE DESIGNATIONS



THE FAIRHAVEN NEIGHBORHOOD PLAN AND THE SOUTH HILL NEIGHBORHOOD PLAN ARE THE SECTIONS OF THE COMPREHENSIVE BELLINGHAM PLAN AND LAND USE ORDINANCE THAT DISCUSS THE AREA IN GENERAL TERMS AND SET LAND USE DESIGNATIONS AND PARAMETERS.

figure 5b

The Fairhaven Historic District uphill from the waterfront industrial area is the site of an early settlement in Puget Sound. The buildings that remain from that era house a variety of small businesses. Further renovation of existing buildings could provide space for many more shops, offices, and residences. With the federal investment tax credits and other incentives for rehabilitating historic buildings, the Fairhaven area has potential to attract investors for redevelopment.

The non-historic commercial area surrounding the historic core includes a wide variety of businesses and services that serve both the Neighborhood and a regional market area. Listed below by category are the existing businesses.

a. Commercial:

- General Merchandise and Specialty Stores
  - (1) Hayden's Thriftway
  - (2) Yorky's
  - (3) Fullbelly Deli
  - (4) Washington State Liquor Store
  - (5) Fairhaven Pharmacy
  - (6) Fairhaven Bicycle
  - (7) Good Earth Pottery
  - (8) Tony's Coffee and Tea Shop
  - (9) The Village Yarn Place
  - (10) Something Old Antiques
  - (11) Gallery West
  - (12) The Wicker Basket
  - (13) Fabrikations
  - (14) Village Books
  - (15) Early Baking Company
  - (16) The Chimney Sweep (wood stoves)
  - (17) The Beginning (pottery)
  - (18) The Corner House (British woolen goods)
  - (19) Paperback Place
  - (20) Paper Dreams
  - (21) Pet Pourri
  - (22) The Athletes Foot
  - (23) Harris Street Music
  - (24) Bear's Auto Parts
  
- Service Stations
  - (1) Bobs Southside Service
  - (2) Yorky's (self-serve)
  - (3) Fullbelly Deli (self-serve)

- Personal Services

- (1) Shear Design
- (2) Rockurz Hair Design
- (3) Les Moodies Hair Design
- (4) Gerrits, Inc.
- (5) Ha's Hair Designer
- (6) Annie's of Fairhaven
- (7) Fairhaven Depot
- (8) Fairhaven Laundry
- (9) Bellingham National Bank

- Professional Services

- (1) Dr. Dennis A. Gale, DDS
- (2) Dr. Willaim Servais, DDS
- (3) Dr. Norman Krebill, DDS
- (4) Dr. Patrick Aarstol, OD (optometry)
- (5) Rod MacKenzie (pastoral counselor)
- (6) Psychiatric Offices
- (7) Architects Northwest
- (8) Fairhaven Realty
- (9) Vreeman Upholstery
- (10) South Bay Photo
- (11) Fairhaven Communications (printer/publisher)
- (12) Fairhaven Magazine
- (13) Northwest Capital Conservators (financial advisors)
- (14) Lorentzen and Associates (financial advisors)
- (15) Fairhaven Massage and Therapy Center
- (16) Krumsick Engineering (electrical)
- (17) Sitting Pretty (home care for children/elderly.)
- (18) Interiors Plus (interior design)

b. Restaurants/Taverns

- (1) Fairhaven Restaurant
- (2) Dirty Dan's
- (3) Spats Restaurant
- (4) Dos Padres
- (5) A La Carte (catering and gourmet carry-out)
- (6) Bullie's Restaurant
- (7) Venus Pizza
- (8) Win's Drive in
- (9) Tony's Coffee & Tea Shop
- (10) Cal's Tavern

c. Entertainment/Recreation

- (1) The Picture Show
- (2) Fairhaven Cinema
- (3) The Tennis Club
- (4) North Cascades Alpine (guide services)

d. Public Facilities

- (1) Fairhaven Library
- (2) Chuckanut Square (Bellingham Housing Authority senior highrise)

e. Industrial Facilities

- (1) Arrowac Fisheries
- (2) Murray Chris Craft Cruisers West, Inc.
- (3) Reid Boiler Works, Inc.
- (4) McEvoy Oil Company
- (5) Keith Oil Company
- (6) Marine Services
- (7) Fairhaven Industries
- (8) Glacier Distributing Company

7. Population Characteristics

The Fairhaven 1990 planning area falls within neighborhoods whose population characteristics have been compiled and reviewed by the City of Bellingham. It has been determined that the Happy Valley/Fairhaven neighborhoods are eligible as low to moderate income neighborhoods for the Community Development Block Grant (CDBG) program through 1987. The CDBG boundaries coincide with the City of Bellingham's Neighborhood Plan boundaries. (See Figure 1 for Neighborhood boundaries.)

Neighborhoods qualify for CDBG if more than 51% of all families in an area are of low or moderate income. Low to moderate income is defined as less than 80% of the median income of families in Whatcom County.

According to the 1980 Census of Population and Housing, 448 persons lived in the Fairhaven neighborhood census area on April 1, 1980. (Refer to Figure 1, for neighborhood census area boundaries.) This comprised 1.0 percent of the City population. Among the 448 persons in the Fairhaven neighborhood, thirty percent were 65 years and over. In the study of the overall City of Bellingham, thirteen percent were 65 years and over. This shows a significantly high percentage of retirement age persons living in the Fairhaven neighborhood, largely due to the Chuckanut Square high-rise located on 12th Street. The high-rise offers 101 units to low income senior citizens over the age of 62.

School enrollment from the Fairhaven neighborhood area included 100 persons. Thirty-six of these persons were enrolled in colleges, 48 in kindergarten through eighth grade, and 16 in high school. Of this total population 25 years old and over, 77 percent were high school graduates and 54 percent had completed one or more years of college. About 31 percent

of the population 25 years and over had completed 4 years or more of college.

The labor force (those actively seeking work) in the Fairhaven neighborhood consisted of 53 percent of all working-age persons (16 years old and above). Fifty-seven percent of this labor force was female, of which 92 percent were employed. The overall unemployment rate for the Fairhaven neighborhood in 1979 was 4.3 percent, at which time the unemployment rate for Whatcom County was averaging 9.1 percent. Recent statistics show that the unemployment rate for Whatcom County in January of 1984 was 13.8 percent. This rate will decline due to the seasonal work in the area, reaching its cyclic annual low sometime between July and October.

Those persons who were employed were grouped into occupational classifications. The three largest classifications included 40 persons in professional specialty occupations, another 31 persons were in executive, administrative, and management positions, and 30 persons in administrative support occupations, including clerical positions. Seventy-eight percent of those employed worked for wages or salary for a private company, business, or individual. Twelve point five percent held local, state, or Federal Government jobs. The remaining 9.5 percent represented the self-employed.

The median income in 1979 for the households in the Fairhaven neighborhood area was \$7,625. Households with incomes less than \$7,500 were 49.6 percent of all households in the neighborhood, while households with incomes of \$25,000 or more constituted 9.9 percent of the households. The poverty threshold for a four-person family was \$7,412 in 1979. There was a total of 106 persons below this level in 1979. Children under 18 years represented 8.5 percent of that population. There were 57 persons 65 years and over below the poverty level in 1979, or 47 percent of all elderly persons in the Fairhaven neighborhood area.

Although there was a significantly high percentage of low income households within the neighborhood area, the average income in 1979 for families was \$16,250. This statistic indicates a small number of households with extremely high incomes.

According to the neighborhood census report, there were 268 housing units in the Fairhaven neighborhood area, of which 255 were occupied year-round, and 64 percent of these were occupied by renters. There were 13 vacant units, all of which were rental homes.

Financial data for the Fairhaven neighborhood shows that the median value for specified owner-occupied houses (one-family houses on less than 10 acres without a commercial establishment or medical office on the property) was \$43,800. The median contract rent paid for rental housing was \$94 per month. Thirty-nine percent of the specified owner-occupied housing units were mortgaged, with a median monthly housing cost of \$329. The monthly housing costs are the sum of mortgage payments, real-estate taxes, property insurance, and utilities.

8. Administrative Jurisdictions/Neighborhood Associations

There are a number of organizations and agencies that have various levels of authority and influence over change in the Fairhaven 1990 planning area. These include:

Administrative:

City of Bellingham - The City maintains direct control over all City street rights of way and other publicly owned land. Through the permitting process, the City can also influence the development of privately held land, but beyond designating permitted uses and establishing development guidelines such as set-backs and parking requirements, the City has little control over the design or character of proposed development. Planned commercial, industrial, or residential land use plan designations are an exception in that the City's Technical Review Committee checks for compliance with additional guidelines such as landscaping and sign requirements.

The City checks development proposals for compliance with the Bellingham Plan Land Use Ordinance and Development Handbooks, subcontracts building permit review to the Bureau of Buildings and Code, issues shoreline substantial development permits, and assures compliance with the State Environmental Policy Act (SEPA).

Port of Bellingham - POB has direct control over a substantial land mass on the waterfront. POB must comply with City and other jurisdictional requirements.

Washington Departments of Game and Fisheries - WDOG and WDOF issue hydraulic permits for any construction or alteration within eligible waterways. Padden Creek exceeds the minimum flow volume threshold and is therefore eligible.

Washington Department of Ecology - WDOE reviews shoreline permits, must approve all shoreline conditional use permits

and variances, and issues all waste water permits under the National Pollutant Discharge Elimination System (NPDES).

Northwest Air Pollution Authority - NWAPA monitors compliance with the Clean Air Act and issues annual pollution control permits.

U.S. Army Corps of Engineers - The Corps issues permits for any work or construction below the ordinary high water line in tidelands (such as the Padden Creek estuary) and permits for any landfilling in designated wetlands.

#### Neighborhood:

Old Fairhaven Association - OFA, a local non-profit association of area merchants, residents, property owners, and interested citizens, sponsors and organizes a variety of activities to enhance and promote the Fairhaven area. OFA sponsors this Fairhaven 1990 Task Force Project.

Fairhaven residents group - The lower Fairhaven residential area (south of Larrabee to include Cowgill and West of 12th to 4th Street) is home to a loosely organized but interested and active group of citizens. These residents are watchfully aware of potential changes in the area and actively participate in the local political process.

Fairhaven Garden Club - This local chapter of the Garden Clubs of America sponsors beautification projects in the Fairhaven area.

Southside Recycling - As a member of Bellingham Community Recycling, Southside Recycling provides monthly collection of recyclables and provides information and assistance in waste reduction.

#### Other:

Other public service groups, while not specific to the Fairhaven 1990 planning area, have sponsored projects and activities in the Fairhaven vicinity. These include the the Chuckanut Jaycees, the Boy Scouts, DARE, etc. A list of public service organizations and contacts appears in the Appendix of this report.

#### 9. Visual Form and Character

The Fairhaven planning area's visual form and image are not clearly defined or delineated and are, for the most part, articulated by physical features and the historic core.

There are three visual elements common throughout the planning area which tend to tie it together:

- the uniformity of the road system which, except for unimproved streets, is visually undifferentiated by scale;
- the backdrop of Bellingham Bay and the green horizon line beyond;
- a generally low quality of maintenance, as characterized by vacant lots used for industrial and general storage, by overgrown vegetation (alders, brambles, weeds) reclaiming much of the area, and by neglected buildings.

While not clearly delineated at present, five major areas or entities can be visually differentiated within the planning area. Each of these areas serves different functions, and these functions are projected visually. The visual quality and appeal of each could be improved by many minor and a few major changes. These five major areas are:

- The historic core, with its "period style" and dominant red clay brick is set apart. It is unique in Bellingham and projects a very strong public image.
- The non-historic commercial areas scattered north and south of the historic core (Fairhaven Real Estate, Fairhaven Bicycle, Hayden's Thriftway, gas stations, etc.)
- The transitional residential/commercial area north of Donovan Street and west of 13th. This area is still somewhat tied to the residential neighborhood southwest of 10th Street, but is zoned for and changing to commercial uses.
- The socially coherent neighborhood south and west of Padden Creek, the lower Fairhaven neighborhood.
- The industrial sector, currently disorganized visually, with many different colors, scales, textures.

Several visual anomalies within the planning area include:

- the Marketplace (the historic Mason Block) at 12th and Harris, which stands as the dominant single structure. It represents a strong focal point/landmark that can be seen from all of the Southside.
- the presence of several major historic buildings consistent in architectural character and visually

dominating the area within the Historic District boundaries. (See Figure 1.)

- the new psychiatric clinic south of McKenzie between 11th and 10th Streets. Its placement on site, architectural style, and exterior materials are not in character with the rest of the area, setting it apart.

#### 10. Historic Sites/Landmarks/Designation/Funding

The National Register of Historic Places was formed in 1966 by an Act of Congress. Its purpose is to officially list the properties within the United States worthy of preservation due to their historic value.

This serves as a vehicle to encourage the recognition, preservation and rehabilitation of our national heritage. The Register is made up of districts, sites, buildings, archeological and culturally significant sites, and other objects of importance in American History.

Among the benefits of being listed on the Register are Federal and State matching grants-in-aid when available, some protection from demolition if a federally-funded project is involved, rehabilitation investment tax incentives, and recognition as an historic landmark which gives a special identity to an historic place.

The Register does not force an owner to maintain his/her property, preserve the property from local- or state-funded projects, or block federal projects when the destruction of a site is wanted by a property owner or is shown to be in the best interests of the public.

One incentive for the protection of registered sites is that the cost of demolition cannot be included in the costs of construction for tax purposes.

##### a. Nomination Process

A local group and/or State Historic Preservation Office conducts a detailed inventory in order to substantiate the significance of the area or site. When completed, the nomination form is sent to the State Advisory Council who decides to list it on the State Historic Register and/or pass it on to the National Register for consideration. If a site qualifies at the Federal level, it automatically is listed on the State Register. Federal approval is made through the Department of Interior National Park Service.

The criteria for selection include: the age of the building, whether the site was associated with events that have made a significant contribution to broad patterns of history or is associated with the lives of persons significant to our past, whether the building is a distinctive illustration of the building-style of a period, a method of construction, or the work of a master, or whether the site will yield or likely will yield information important to prehistory or history.

Not usually included are cemeteries, birthplaces, graves, properties owned by religious organizations and used for religious purposes, moved structures, reconstructed buildings, commemorative properties, and buildings less than 50 yrs old, though there are exceptions to these rules.

b. Fairhaven Historic District

An inventory of Fairhaven, compiled in 1972-1977, is incomplete and not completely accurate at present, but was adequate for nomination purposes at that time, as far as building history is concerned.

The District is classified as a public, commercial, and private-residential district with public and private ownership, currently occupied, with unrestricted accessibility.

The District boundary, as shown on Figure 6, consists of one main parcel with two satellite parcels to the north and south. This Boundary may be inadequate, and a boundary study and reworking of the District is needed to discuss the possibility of including Pacific American Fisheries structures, archeological sites, and historical residences.

Primary Buildings

- Mason Block (the Marketplace Building)
- Waldron Building, NW corner of 12th and McKenzie
- Nelson Block, SE corner of 11th and Harris
- Terminal Building, NE corner of 11th and Harris
- Monahan Building, 1209 11th Street
- Dirty Dan's Restaurant Building, 1211 11th Street
- Knights of Pythias Building, 1204-1210 11th Street
- Morgan Block, SE corner of 10th and Harris
- Jenkins-Boys Building, 913-915 Harris Street

- Bellingham Bay Hotel, NW corner of 10th and Harris
- 1410 11th Street building
- Fairhaven Public Library, 1105 11th Street
- Kulshan Club (Kulshan Apartments), 1121 11th Street

#### Secondary Buildings

- the Fairhaven Pharmacy
- Finnegans Alley
- 1304-1306 11th Street

#### Intrusive Structures

- various banking/shopping buildings
- service stations/apartments
- the newly erected clinic, SW corner of 11th and McKenzie

#### Landscape Remnants of Note

- street car roadway on Harris Street
- brick pavement exposed in some gutter areas
- scenic view of Puget Sound
- historic advertising signs on exterior walls

### c. Historic District Controls Available

A number of mechanisms are used throughout the country to protect the character of historic districts.

- Easement programs enable a tax-exempt charitable organization, a corporation, or public agency to protect buildings, land, or scenic areas against potential adverse development or change.

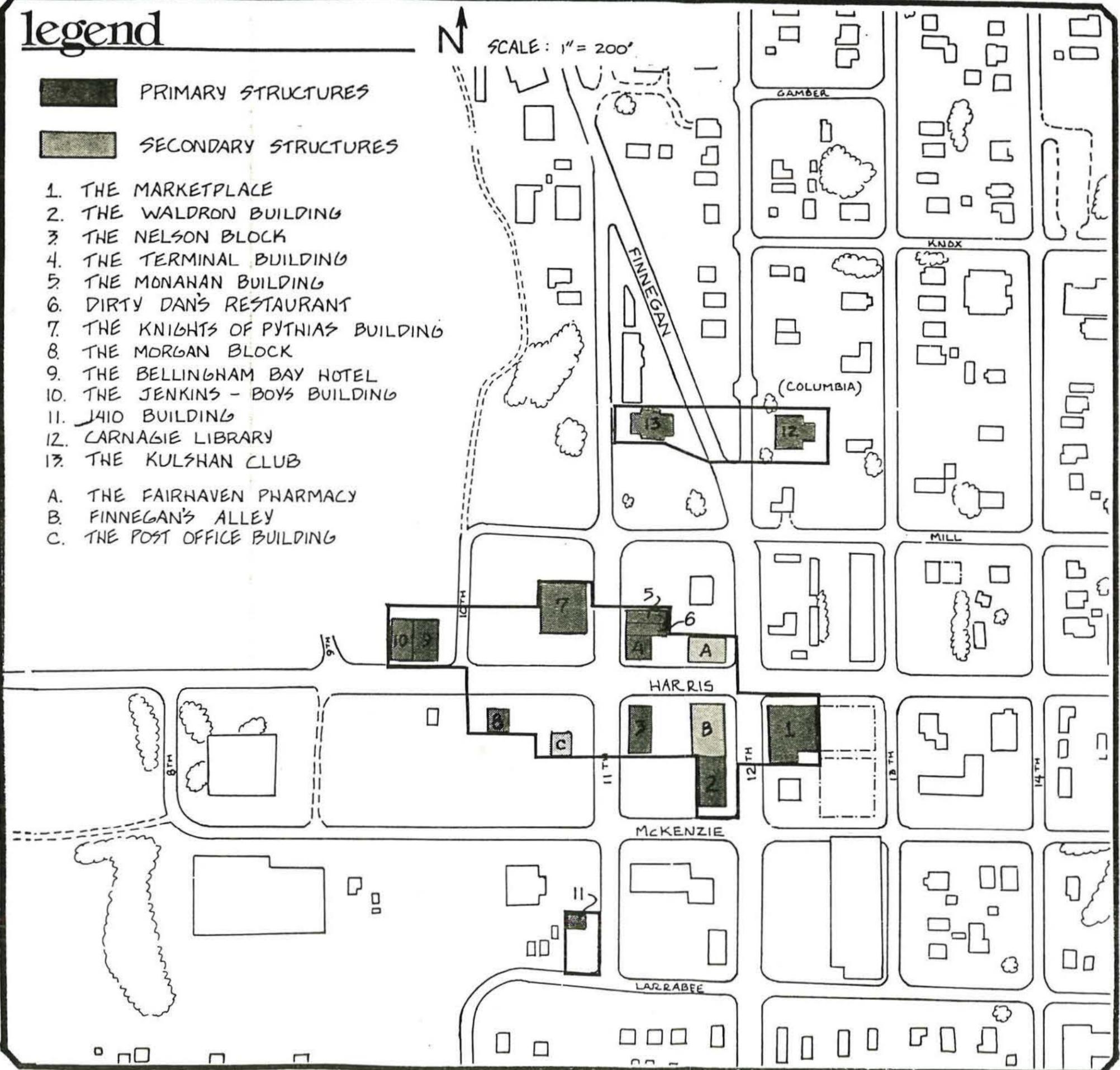
The easement grants partial ownership interest in a property without the burdens of full ownership responsibilities. Easements can benefit a land or building owner by protecting his property after its sale or transfer, and the donation of an easement may qualify the donor for tax savings. Easements on undeveloped properties can reduce pressure to develop them, and developed properties can be protected from inappropriate alteration.

# legend

-  PRIMARY STRUCTURES
-  SECONDARY STRUCTURES

1. THE MARKETPLACE
  2. THE WALDRON BUILDING
  3. THE NELSON BLOCK
  4. THE TERMINAL BUILDING
  5. THE MONAHAN BUILDING
  6. DIRTY DAN'S RESTAURANT
  7. THE KNIGHTS OF PYTHIAS BUILDING
  8. THE MORGAN BLOCK
  9. THE BELLINGHAM BAY HOTEL
  10. THE JENKINS - BOYS BUILDING
  11. 1410 BUILDING
  12. CARNAGIE LIBRARY
  13. THE KULSHAN CLUB
- 
- A. THE FAIRHAVEN PHARMACY
  - B. FINNEGAN'S ALLEY
  - C. THE POST OFFICE BUILDING

N  
SCALE: 1" = 200'



# HISTORIC BUILDINGS



THE NATIONAL REGISTER OF HISTORIC PLACES WAS CREATED IN 1966 TO ENCOURAGE THE RECOGNITION, PRESERVATION, AND REHABILITATION OF HISTORIC PROPERTIES.

PART OF THE FAIRHAVEN AREA IS OFFICIALLY RECOGNIZED AS AN HISTORIC DISTRICT, AND BUILDING ON THE REGISTER AND WITHIN THE DISTRICT CAN QUALIFY FOR INVESTMENT TAX CREDITS AND OTHER BENEFITS.

figure 6

- Overlay zoning or special district designations create a publicly administered mechanism with a set of guidelines so that changes to public surfaces of existing structures and designs for new construction are compatible with an overall thematically-consistent design for the district.
- Landmarks ordinances establish a process for the local designation of historic landmarks. Once a structure is recognized as a valuable local asset, changes to any public surface of the structure require a Certificate of Approval from the board or agency administering the ordinance.

The City of Bellingham is in the process of developing a landmark ordinance. As written, the property owner must agree to the designation and inclusion on the local landmarks list.

d. Monetary/Funding Sources

- Rehabilitation investment tax credits are available for qualified rehabilitation projects. Qualified rehabilitation is defined as substantial renovation of a building, retaining 75% of existing exterior walls, adhering to the Secretary of the Interior rehabilitation standards, and passing the certification process administered by the National Park Service.

The central criteria of this NPS certification process is the consistency of renovation with the historical character of building or district and the adherence to the Secretary of the Interior Standards for Rehabilitation.

Renovation of certified historic structures qualifies for a 25% federal income tax credit, renovation of any 40 year old or older building qualifies for a 20% tax credit, and work on a 30 year old or older building qualifies for a 15% credit.

- Matching Federal and State grants-in-aid are available when these programs receive funding. Competition for these programs is stiff.
- Community Development Block Grants, administered by the City of Bellingham, can be used for historic preservation projects.

- The Main Street Program is organized by the National Trust for Historic Preservation. In Washington State this program is under the direction of the Washington Trust for Historic Preservation and the Washington State Downtown Association. Its purpose and goals are to combine historic preservation with development to rekindle economic vitality in downtown areas of smaller communities. Five communities in Washington state are to be chosen by this summer.
- Washington Commission for Humanities dispurses three types of grants: for speakers and public presentations, for planning, and matching grants for major projects.
- Industry/Business may be willing to participate in local development projects.
- Fund-raising by the Old Fairhaven Association to generate the capital for local historic renovation and improvement projects.

## 11. Facilities and Emergency Services

### Water Facilities:

The water distribution system for the Fairhaven study area is adequate to serve both present needs and probable future development needs. The installation in 1983 of a 16 inch diameter main along Mill Street from 16th to 10th, south to Harris Street on 10th, and west on Harris to 4th now provides adequate fire flow to the Fairhaven Business District and the Port of Bellingham property.

### Sewer and Storm Drainage Facilities:

The Fairhaven Business District and surrounding area is served by a combined sanitary/storm sewer system. The large diameter of existing lines provide adequate flow and back-ups are very infrequent, but the inclusion of storm runoff in the sanitary sewer system contributes to occasional Post Point Treatment Plant excess flow problems during major rainstorms. The installation of a separate storm drainage system for the area is recommended in the Bellingham Plan (Fairhaven Plan, p. 3) but has not been listed in the 1984 5-year Capital Improvement Program, reflecting its relatively low priority.

The recent street improvements east of 14th Street along Mill, Harris, McKenzie, and Larrabee included an enclosed storm water system. Inlets with floatables separation and silt sumps capture and transfer runoff to Padden Creek via a collector trunk along 14th.

#### Emergency Services:

The City of Bellingham provides police, fire, and medical emergency services to the Fairhaven study area. Response times and levels of service are considered adequate to serve current needs. However, the average response time for back-up units is slightly longer for the Southside than for other parts of the City.

Review of the adequacy of existing emergency services may be required if major development occurs in the study area, depending on the nature of such development.

#### Public Schools:

The public schools serving the Fairhaven planning area consist of three elementary schools (Happy Valley, Lowell, and Larrabee), Fairhaven Middle School, and Sehome High School. These public schools are currently meeting the needs of those residents in the area, and no significant problems are anticipated in the near future by the School District office.

#### Public Library:

The Fairhaven Public Library serves as a branch of the Bellingham Public Library system. Renovation of this 1907 Carnegie Library currently underway is scheduled for completion in late 1984. A large assembly room and two meeting rooms will then be available for community use.

## 12. Land Ownership Patterns

Detailed information on real estate ownership in the planning area was gathered in the County Assessor's office as part of Phase Two background research. The volume of information, its changability, and its accessibility in the County Courthouse argue against listing it here. The Assessor's office will continue to be the most current source of ownership and land value data.

General patterns did emerge from the data. The City of Bellingham owns a number of scattered lots, the public library, the sewage treatment plant site, Fairhaven Park, and

when the wide street rights of way, alley rights of way and easements are included, the City controls a large fraction of the Fairhaven planning area. The Port of Bellingham holds title to nearly the entire waterfront from Douglas Avenue south to and including Marine Park.

The following private owners hold large parcels of commercial and industrial land: Jacaranda Land Company (Ken Imus, principal); V. K. and B. P. Davis; Pac Six, Inc. (Reid Boiler Works); Haggen's, Inc.; and F. Muljat.

Most residential land peripheral to the commercial areas is held by individual property owners, typically in small parcels. The ownership pattern is markedly different from the commercial/industrial area pattern of large parcels in single ownership.

#### C. NEW INFORMATION ABOUT THE PLANNING AREA

##### 1. Fairhaven Public Opinion Survey Analysis

The following section, "Public Preferences for the Future of Fairhaven", was prepared by a team from the Department of Sociology at Western Washington University. Along with the Executive Summary presented here, the research group prepared a detailed descriptive report and a second section (Selected Further Analysis). These and a copy of the telephone survey script are included in Appendix A of this report.

Robert Jones, Maureen Hovland, Professor Carl Simpson, and others at the Department of Sociology devoted, as a public service, a tremendous amount of time and effort to the production of this opinion survey and analytic report.

Please refer to Appendix A for the complete report.

## PUBLIC PREFERENCES FOR THE FUTURE OF FAIRHAVEN

### EXECUTIVE SUMMARY

Robert Jones

Maureen Hovland

Carl Simpson

As a service to the Fairhaven 1990 Task Force, we conducted telephone surveys of 340 households in Bellingham, Whatcom and Skagit counties. Residents were asked to indicate the qualities they prefer in multi-use areas they visit often or visit for extended periods. Also, those who were familiar with the Fairhaven District were asked how desirable they felt a series of possible future changes to be.

**The directions for Fairhaven preferred by the public** are clear cut.

\*\* A moderate level of development is preferred, including some new construction consistent with present buildings but including no large scale development.

\*\* Changes to enhance the outdoor environment and to emphasize historical qualities are favored markedly over others. The type of construction most often favored involves enhancing aesthetics by connecting the business district to the waterfront.

\*\* Public construction, increased public events, and increased parking all receive relatively strong support.

\*\* Increased availability of shopping receives relatively little support.

\*\* By far the least favored changes are those involving large scale construction in the private sector.

**General Preferences For Areas to Visit Often** are very similar to preferences for Fairhaven's growth.

\*\* For three-fourths of those we interviewed, shopping is less important than non-shopping activities.

\*\* Outdoor environment is most important, followed by eating facilities and special public events, with shopping and overnight relatively less important.

**All these findings are remarkably consistent.**

\*\* The same pattern of preferences emerges for individuals of different genders, ages, income levels, and family sizes.

\*\* These patterns of preference for aesthetics, waterfront, and history hold for residents of Bellingham's Southside and hold even more strongly for those living farther from Fairhaven.

\*\* These patterns hold for those with moderate knowledge of Fairhaven and hold even more strongly for those with much knowledge.

In general, members of the public recommend a focus on enhancing Fairhaven's current strengths and on enhancing the public environment.

## 2. Fairhaven Business District Parking Study

The Fairhaven 1990 Task Force identified parking as one of the most important problems facing the Fairhaven 1990 planning area. There is the definite impression that parking demand exceeds supply during peak use periods (evenings, weekends, and mid-day on weekdays.)

However, the parking supply in the area had never been systematically surveyed. This parking study was developed to inventory existing supply, to determine parking needs based on current land uses and Land Use Ordinance requirements, and to determine if and where a supply deficiency exists.

The parking study focused on the Fairhaven commercial district. Boundaries were set to include all commercial uses in the historic and neighborhood commercial areas and those adjacent blocks and streets upon which people park.

The study area was divided into sectors roughly equal to one square block so that field checking, notes and comments, and compiling of data would be thorough and organized.

First, parking spaces in the area were counted and notes were made. Field checking of each sector included noting the number of on- and off-street parking spaces available, whether these were fully improved (curbs, lighting, sidewalks) or unimproved (gravel; no curbs, lighting or sidewalks), whether these were angled, parallel, or head-in parking spaces, whether time restrictions limit parking, and whether off-street parking was for general use or was restricted to particular business establishments or residents. This information is presented in Figure 7.

Second, parking demand was estimated based on the businesses and land uses that currently are in place, not counting any potential renovation or new construction.

Parking requirements for the area were determined by referring to the Land Use Ordinance, Chapter 20.34.050, with its list of commercial land use categories and the number of parking spaces required for each.

These average requirements are similar to parking ratios required in other municipalities. The requirements are somewhat flexible, based on the particular circumstances of location and land use. There is some argument as to their adequacy or excessiveness, and each case must be reviewed individually.

For the Fairhaven commercial areas, the following categories were relevant:

General business and personal services establishments	1 space for every 250 square feet open to the public
Offices	1 space for every 350 square feet of gross floor area
Eating and drinking establishments	1 space for every 75 square feet open to the public
Doctor and dentist offices	5 spaces for every 1000 square feet of gross floor area
Theaters	1 space for each 4 seats
Service stations	5 spaces

Third, using the list of businesses compiled for the Economic Profile section of this report and using actual square footage (or other relevant unit of measure) for each business, the total number of parking units required for each sector was estimated.

The chart on the following page and Figure 13 present this data with totals for each sector.

This inventory of parking needs and supply clearly shows the shortage of parking in the Fairhaven commercial district. Even when on-street parking spaces are included in the supply total, a shortage exists in the area with highest demand (Sectors 9, 5, 6, 7).

Looking at area-wide totals, the demand of 786 spaces (based on existing land uses) is met only if we include all on- and off-street, improved and unimproved spaces. However, unimproved spaces, because they lack level paving, sidewalks, and especially lighting, are of little value after dark, a period of highest demand.

Therefore, the total area demand exceeds on- and off-street improved supply by almost 200 spaces. This observed shortage is linked to the condition of many commercial area streets. Improving these to full City standards would help alleviate the area parking shortage. A number of locations have been

prioritized for attention in the Recommendations section of this report under Parking. Improving to a wider street in the 80 feet wide right of way could provide additional badly needed parking in the commercial district.

SECTOR #	PARKING DEMAND		PARKING SUPPLY			
	BASED ON PRESENT LAND USE		ON-STREET IMPROVED	ON-STREET UNIMPROVED	OFF-STREET IMPROVED	OFF-STREET UNIMPROVED
1	7		9	27	15	0
2	31		33	11	29	0
3	17		8	21	17	0
4	33		27	0	75	0
5	88		28	0	12	16
6	36		19	11	0	4
7	29		6	16	0	0
8	8		28	22	12	34
9	216		22	16	0	28
10	37		13	9	23	0
11	145		11	17	99	0
12	87		15	11	54	0
13	16		0	8	11	0
14	23		5	6	11	0
15	<u>13</u>		<u>6</u>	<u>0</u>	<u>17</u>	<u>0</u>
TOTALS	786		230	175	369	92

# Legend

N SCALE: 1" = 200'

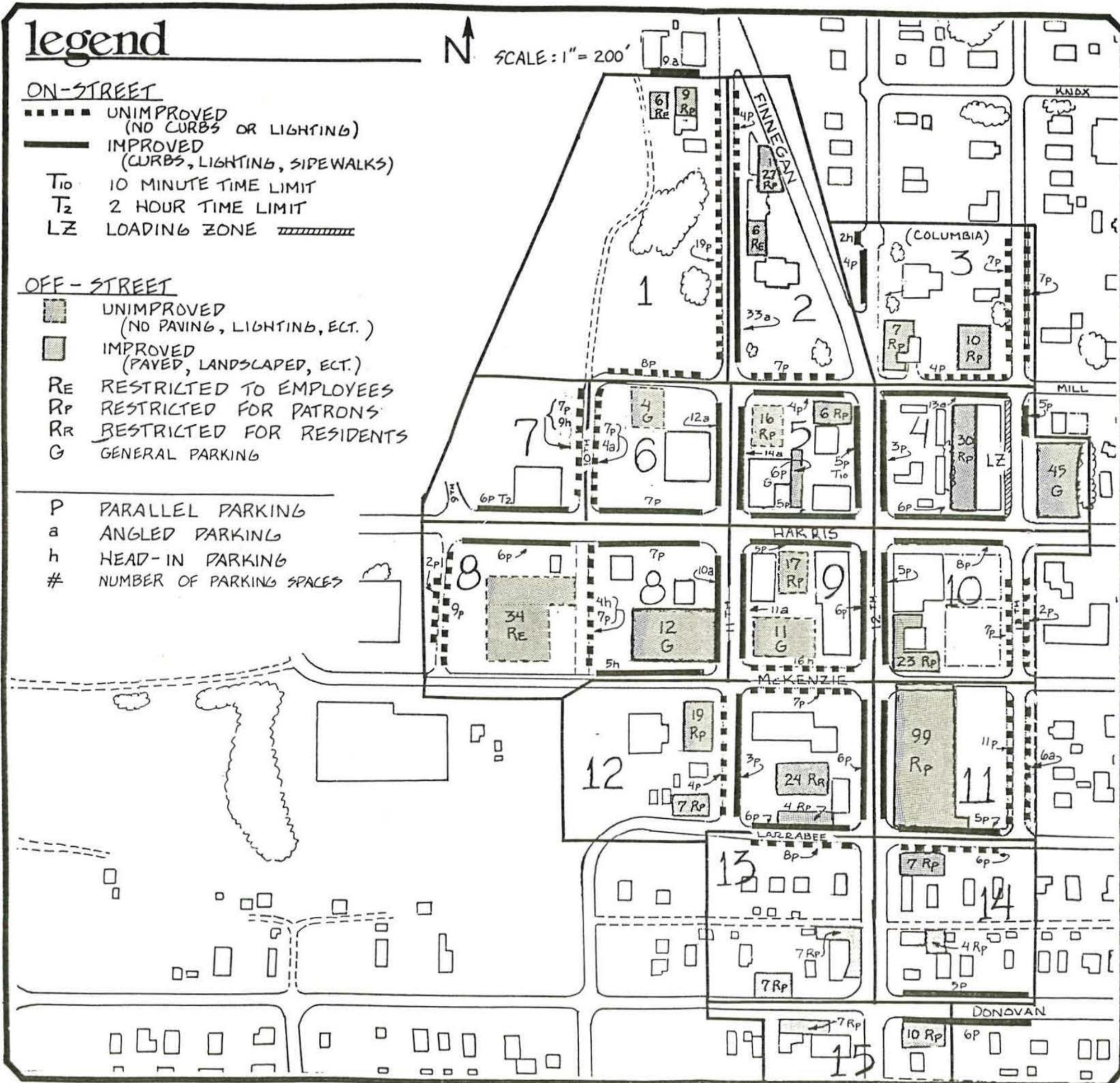
## ON-STREET

- ..... UNIMPROVED (NO CURBS OR LIGHTING)
- IMPROVED (CURBS, LIGHTING, SIDEWALKS)
- T<sub>10</sub> 10 MINUTE TIME LIMIT
- T<sub>2</sub> 2 HOUR TIME LIMIT
- LZ LOADING ZONE

## OFF-STREET

- UNIMPROVED (NO PAVING, LIGHTING, ECT.)
- IMPROVED (PAVED, LANDSCAPED, ECT.)
- RE RESTRICTED TO EMPLOYEES
- Rp RESTRICTED FOR PATRONS
- Rr RESTRICTED FOR RESIDENTS
- G GENERAL PARKING

- P PARALLEL PARKING
- a ANGLED PARKING
- h HEAD-IN PARKING
- # NUMBER OF PARKING SPACES



# EXISTING PARKING SUPPLY

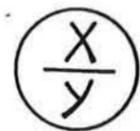
PARKING IN THE FAIRHAVEN COMMERCIAL AREA IS A MIX OF UNIMPROVED AND IMPROVED SPACES BOTH ON- AND OFF-STREET.

THIS FIGURE PRESENTS THE INFORMATION GATHERED BY FIELD WORK IN JUNE, 1984.

figure 7

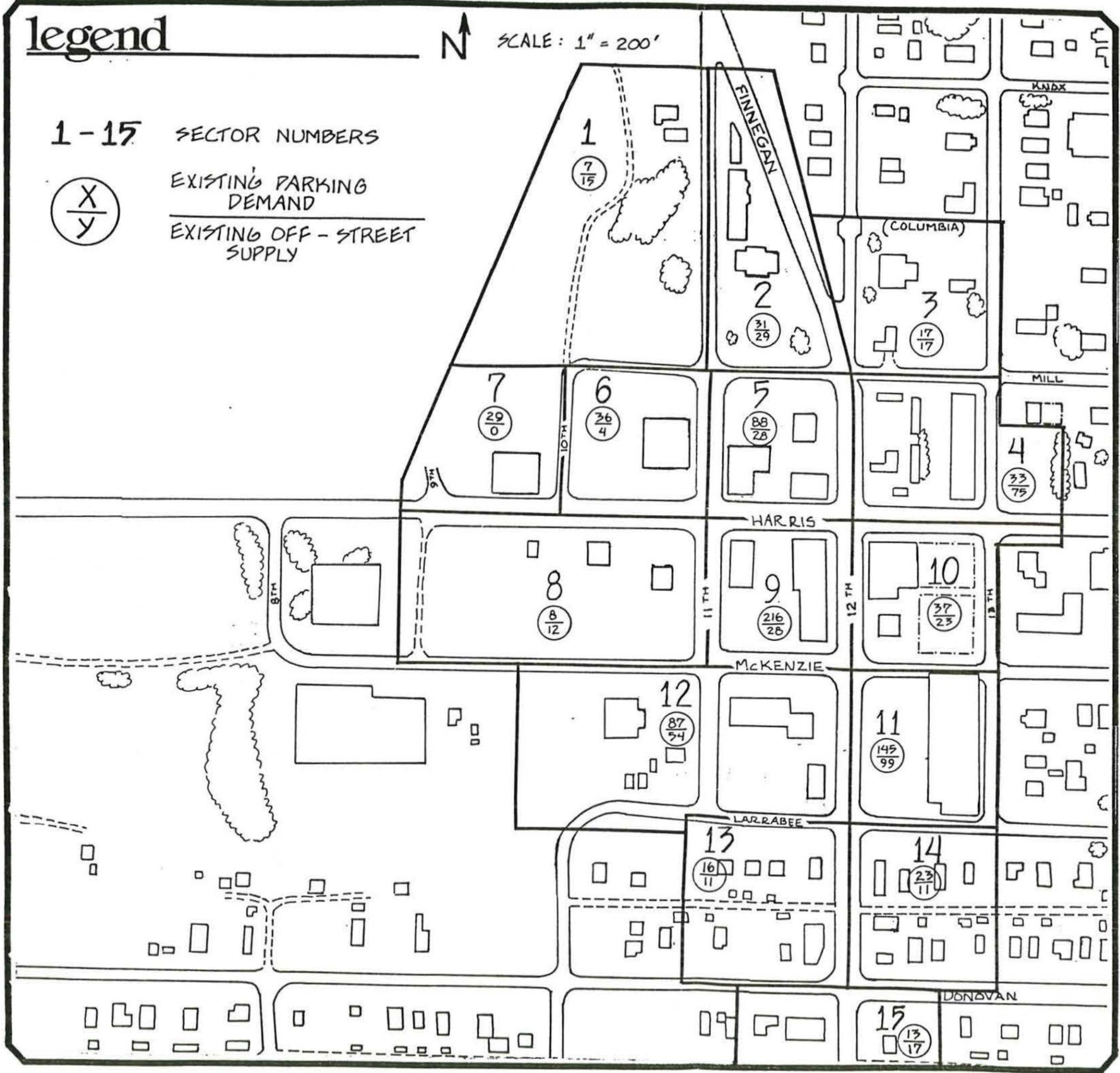
# Legend

1 - 15 SECTOR NUMBERS



EXISTING PARKING DEMAND  
 -----  
 EXISTING OFF-STREET SUPPLY

SCALE: 1" = 200'



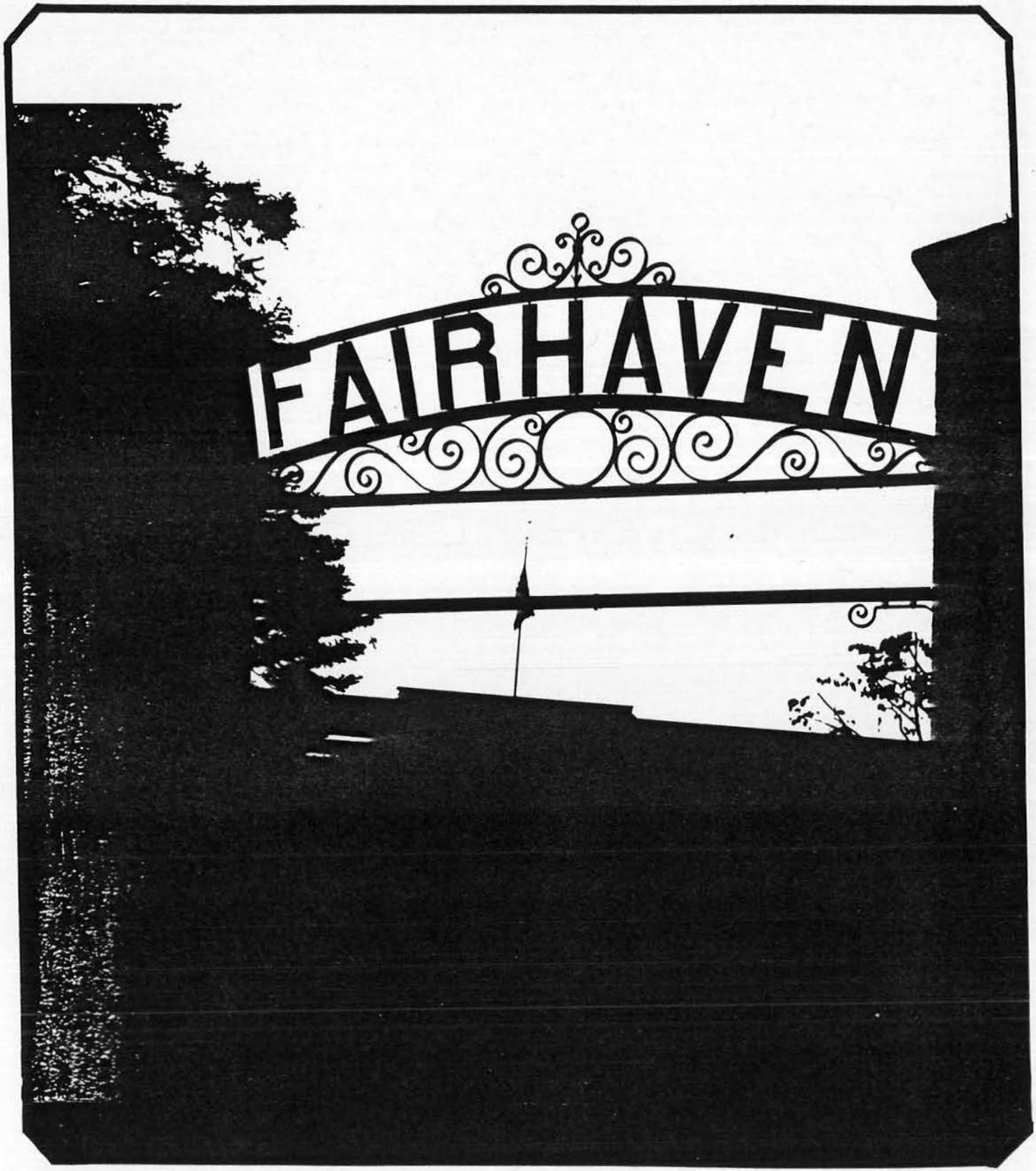
# PARKING SUPPLY & DEMAND

PARKING DEMAND IN AN AREA CORRESPONDS TO THE NUMBER, SIZE, AND TYPE OF BUSINESSES THAT BRING VEHICLES INTO THE AREA.

DEMAND REFERS TO OFF-STREET PARKING NEEDS AND ASSUMES ON-STREET PARKING IS ALSO PROVIDED.

figure 8

# III. THE FAIRHAVEN 1990 PLAN



### III. THE FAIRHAVEN 1990 PLAN

#### A. PLANNING ASSUMPTIONS

Assumptions establish a basis for goal and objective identification, development of design concepts, and selection of recommendations. They are based on socio-economic realities, previous plans and policies, and existing physical patterns. Some may seem more favorable than others, depending on one's perspective.

##### 1. Assumptions for Physical Layout and Development

- Land now vacant will be more fully developed in the future.
- Establishing land use patterns and infrastructure should precede full development.
- More parking is needed within the planning area.
- A pedestrian orientation enhances the vitality of a commercial area.
- Old Fairhaven should serve as the hub of a network of paths and walking places.
- Twelfth Street will continue to serve as the main north-south arterial.
- Improved vehicular and pedestrian access to the waterfront is essential, whether waterfront development is industrial or tourist/commercial.
- Any major waterfront development will affect the future development in Fairhaven.
- Port of Bellingham and other property owners hold opportunities to control and guide development.
- Major development on the waterfront is assumed, though its nature is not assumed.
- Major through-traffic will be generated by the waterfront and its future development.
- Fast-paced vehicular through-traffic should be diverted from the historic core, especially from the 11th and Harris Street intersection.

## 2. Social/Cultural/Economic Assumptions

- Fairhaven has potential to operate as a strong, viable economic unit in Bellingham.
- Fairhaven attracts and accommodates recreational and cultural activity.
- The waterfront is a valuable asset and could draw visitors to Fairhaven.
- There is value in protecting and preserving the historical aspects of Fairhaven.
- The historical character is a valuable marketing tool.
- Economic vitality and visitor traffic in Fairhaven are interdependent.

## B. ANALYSIS OF PROBLEMS AND OPPORTUNITIES

Fairhaven is a unique area and enjoys a number of special advantages and features. Fairhaven faces in 1984 a variety of problems and opportunities. This section presents the current conditions and circumstances in which planning occurs and recommendations are made.

### 1. Building Codes and Regulation

#### a. Problems

- Many structures in the Fairhaven Historic District are nearly 100 years old. Their age, their structural design, and years of neglect combine to make renovation economically difficult or impossible if modern building codes must be followed.
- The brick historic buildings were built long before modern structural engineering and earthquake requirements were developed. Upgrading existing structures to meet these codes is expensive and can render a renovation project infeasible.
- Buildings left vacant and neglected are unsafe, public nuisances, targets for vandalism and arson, and eyesores that detract from the District.
- Renovation to full modern code requirements, being more expensive, leads to higher lease rates for potential tenants.

b. Opportunities

- Relief from code requirements (building, electrical, plumbing, fire, handicapped access, zoning) for qualifying renovation projects would allow buildings now vacant to be brought back into use.
- Large empty buildings in the Fairhaven Historic District, if renovated to allow occupancy, can provide room for retail, office, and even residential uses.
- The Bureau of Building and Codes Administration allows some flexibility in meeting code requirements for historically designated buildings and structures. Building permits can be authorized by the building official provided (1) the building has been designated by official action as having historical or architectural significance, (2) any unsafe conditions as described in the code are corrected, and (3) the restored building or structure will be no more hazardous based on life safety, fire safety, and sanitation than the existing building. (See Uniform Building Code, page 25 - 26.)

2. Circulation

a. Problems

- Traffic that passes through the Fairhaven Historic District to reach other destinations tends to travel at higher speeds and creates conflicts with traffic stopping in the Fairhaven area and with the pedestrian pace that is more appropriate.
- The important intersection at 11th and Harris deserves special attention because of the many functions it serves. Currently, no special treatment highlights its importance, nothing gives a feeling of arrival, it's scaled for vehicles, not for pedestrians, and nothing slows the traffic that tends to accelerate downhill.
- Directional information is lacking for unfamiliar visitors looking for the Fairhaven Historic District or for parking.
- Donovan Avenue traffic west of 12th Street tends to drive the uninterrupted stretch at too high a speed.

- The Chuckanut Drive-12th-Hawthorn-Cowgill-Parkridge intersection is a busy, wide intersection. If Bayside/Edgemoor traffic is diverted from Donovan, it will add to the need for improvements at this corner.
- All circulation to the shoreline must work around the existing Burlington Northern railroad line.
- Current pedestrian volumes at several points (crossing streets with arterial traffic) deserve special treatment for the sake of safety.
- The 12th Street bridge across Padden Creek could use improved lane markings to assure room for cyclists.
- Pedestrian ways and sidewalks are missing in many places throughout the area.

b. Opportunities

- The intersection of 11th & Harris Streets can and does serve as the hub and heart of the Fairhaven District and is vital to Fairhaven's character. Special treatment of the intersection could give visitors the feeling of arrival, make it more pleasant and safe as a pedestrian scale corner, not interfere with the circulation of vehicles, slow 11th Street traffic to make 11th more of a parking, pedestrian, non-through kind of street.
- The construction of a new access arterial to the South Terminal can carry trucks, industrial traffic, and through-traffic whose destination is the waterfront, not the commercial area. Careful roadway design and sign placement can highlight the new entry into the Historic District from the west as the Extension approaches Harris Street. Removing some of the through-traffic from the historic core will allow the change to a more pedestrian scale there.
- An alternative alignment shifted northeast away from the creek offers a number of advantages, including: greater protection of the lower Fairhaven residential neighborhood, restoration of the creek ravine/recreational corridor, and permanent impact on future circulation and land use patterns.
- Special treatment can accentuate the sense of arrival of several major entryways into the Fairhaven Historic District. The principal entries where an entrance

transition is appropriate are: the north side of the 12th Street bridge across Padden Creek, the end of Valley Parkway at 12th, 11th Street coming south off Finnegan Way, Harris Street approaching 13th from the east and 10th from the west, and when the new waterfront access arterial is built, on 10th approaching Harris.

- McKenzie Avenue is very lightly used between 12th and 10th. It could provide many parking spaces on the right-of-way and always relate well to 12th Street and the proposed Valley Parkway Extension.
- The underdeveloped rights-of-way on Mill from 11th to 10th and on 10th from Mill to Harris provide opportunities to handle more traffic and provide many parking spaces. This could take some of the through-traffic off 11th between Mill & Harris, adding to an enhanced pedestrian scale on that important block.

### 3. Parking

#### a. Problems

- A shortage of parking spaces exists during peak use hours (weekends, evenings, weekday lunchtime) in the Fairhaven Historic District. Curb side spaces on rights-of-way near most destinations are in high demand and over-utilized.
- The current Land Use Ordinance requires off-street parking with new construction, renovation, and for new or expanding businesses. These requirements are difficult to meet on small commercial lots. For example, a 50 by 100 foot lot cannot accommodate both parking and a building. Improving another lot to full standards for paving and landscaping stands as an expensive burden for new businesses.
- Increasing business activity and hosting special events are difficult when parking is already a problem. Further development of vacant and industrial property will create additional needs.
- Signs directing visitors to parking areas are not posted and parking locations are not identified.

- Industrial facilities in the area create parking needs that when not met on the industrial sites spill over onto street rights-of-way and circulation areas.
- Overflow parking needs during occasional special events and festivals require temporary provision of parking.

b. Opportunities

- The Fairhaven commercial area functions as a small central business district (CBD) and solutions appropriate for CBD's fit Fairhaven. Cooperative development of increased parking capacity by property owners and the public sector would add to the economic vitality and ease of use of the area.
- The location of major parking areas adjacent to the commercial core but not in its centers and easily accessible from the main roads leading into the Fairhaven area would help establish and separate vehicle and pedestrian circulation patterns.
- There is currently vacant, public- and privately-owned land in appropriate sites which could be used for increased parking.
- Port of Bellingham owns vacant lands that might be available for overflow parking during events.
- Off-street parking can be developed through a number of methods:
  - (1) The Old Fairhaven Association, a local development corporation, or other group can secure a long-term lease of property or can purchase property and develop it for parking.
  - (2) A profit-seeking corporation can develop parking facilities for which users pay to park, or businesses lease space, or the OFA, an LDC, or merchants group leases space.
  - (3) The City can purchase land and develop parking with public money or develop parking with a local assessment to recoup costs.

#### 4. Waterfront Uses and Access

##### a. Problems

- The future of the waterfront in the planning area is not known. Several scenarios are possible:

(1) continuation of the present (industrial uses, vacant land, and some recreational uses)

(2) change from the present (more industrial uses and deep-draft ocean shipping; and/or tourist/resort/recreational/non-industrial uses; and/or mix of resort and industrial uses)

Events over the next year or two will help determine which uses from among these options will be accommodated on the waterfront of the planning area.

- The shoreline closest to the hub of the Fairhaven commercial district has limited circulation connections.

- Marine Park at the western point of land is about one-half mile from 11th and Harris, and the busy Harris Street connection between the two fails to provide for pedestrian use.

- At present the waterfront has limited opportunities for public use or enjoyment. Industrial uses dominate the shoreline.

- The railroad line that passes through the area creates special design problems for all uses and potential hazards if pedestrian use of the shoreline is encouraged.

- Shoreline Master Program regulations for parking and setbacks create design problems for development on the waterfront.

##### b. Opportunities

- The Bellingham Bay shoreline represents one of the Fairhaven planning area's most valuable assets, with the potential for some mix of industrial, commercial, and public uses. The waterfront now hosts industrial and limited recreational activity, but its potential is not fully developed.

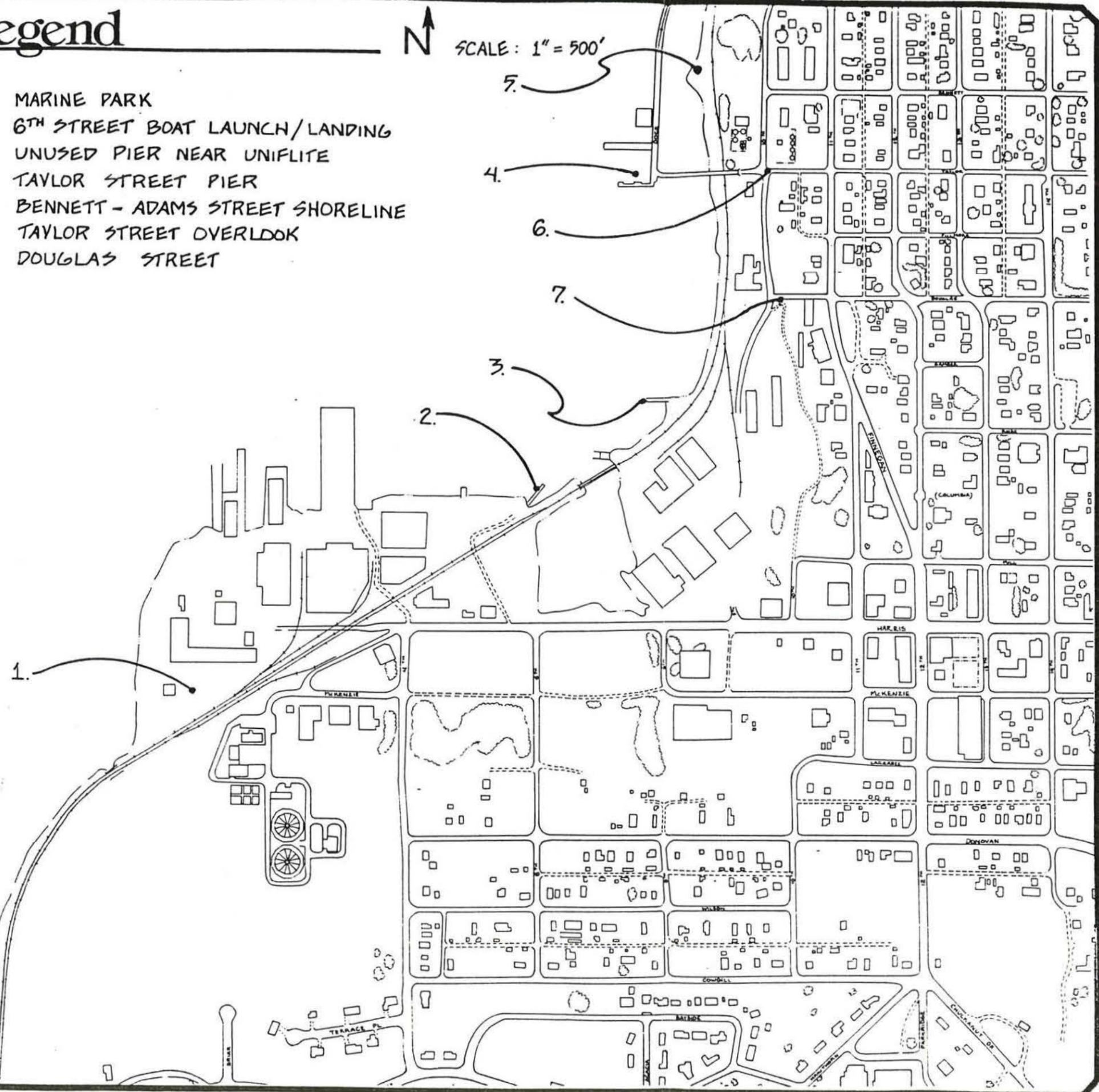
With sensitive planning, it can accommodate more intensive mixed use, including recreational, tourist/commercial, and industrial uses in close proximity.

- Harris Bay is unique in Bellingham Bay: there is deep water close to shore without dredging, the water is calm because it's sheltered from prevailing winds, and it's two miles closer to the mouth of Bellingham Bay than Squalicum Harbor.
- Boat moorage improvements could provide a base for commercial transportation and charter boat services.
- Once boat moorage facilities are in place, the opportunity to visit Fairhaven by boat can be promoted throughout the Puget Sound's vast boating community.
- Increased use of the waterfront can lead to the increased use of the Old Fairhaven District's commercial areas, the creation of jobs, and increased tax revenues for local governments.
- The waterfront is largely owned by the Port of Bellingham, a public sector governmental unit whose charge is the encouragement of economic activity. Control by the POB over change and development assures an opportunity for coordinating needs and uses.
- Few people realize that a natural sand/sandstone beach accessible at low tide exists along the waterfront from about Douglas Street north to Adams Street.
- The land adjacent to the waterfront from Bennett to Douglas Streets, zoned Commercial/Waterfront/Recreational and privately owned, can host a variety of commercial uses and form an extension of the Fairhaven commercial area. Some direct connections to the existing activity centers at Harris Street are important.
- Development of visual public access can allow many people to enjoy the waterfront without actual physical contact with the beach or water.

# legend

1. MARINE PARK
2. 6<sup>TH</sup> STREET BOAT LAUNCH/LANDING
3. UNUSED PIER NEAR UNIFLITE
4. TAYLOR STREET PIER
5. BENNETT - ADAMS STREET SHORELINE
6. TAYLOR STREET OVERLOOK
7. DOUGLAS STREET

N  
SCALE: 1" = 500'



# WATERFRONT ACCESS SITES



THE TEXT OF THIS REPORT CONTAINS A LIST OF THE PROS AND CONS FOR PUBLIC ACCESS AND RECREATIONAL USE OF THE SEVEN LOCATIONS IDENTIFIED IN THIS FIGURE.

figure 9

c. Pros and Cons for Existing and Possible Waterfront Access Sites (Fig. 9)

\* Marine Park (Site 1)

Pros

- Excellent viewpoint
- End of future trail from Fairhaven Park
- Owned by Port of Bellingham
- Beginning of trail to Post Point
- Easy access for cars, bicycles, and pedestrians
- Boat landing for visiting boats is a tremendous asset for Fairhaven businesses

Cons

- Wave action high
- Less desirable as a boat launch or landing
- One-half mile from Fairhaven Historic District

\* 6th Street Boat Launch/Landing (Site 2)

Pros

- Excellent viewpoint
- Provides all 4 kinds of access
- Sheltered from storm wave action
- Currently the only dock available for small boats to come ashore in Fairhaven
- Boat landing for visiting boats is a tremendous asset for Fairhaven businesses
- End of a trail along Padden Creek from Fairhaven Park

Cons

- Increased POB land use may displace boat and trailer parking area
- New Squalicum Harbor will provide boat launch and trailer parking area
- Potential conflicts with large boats may develop if industrial uses increase
- Railroad crosses close to shore

\* Unused Pier near Uniflite (Site 3)

Pros

- Could serve as dinghy dock for visiting boats
- A path to Fairhaven commercial areas along 10th Street is only about 4 blocks long
- Uniflite is willing to cooperate with site planning
- Boat landing for visiting boats is a tremendous asset for Fairhaven businesses

Cons

- Pier needs improvements to serve as a dinghy dock
- Moorage buoys off-shore are not in place
- Railroad passes close to shore

\* Taylor Street Pier (Site 4)

Pros

- Existing privately-owned dock could be improved to provide dinghy dock for visiting boats, charter boat moorage, other uses, and possible commercial uses
- Excellent viewpoint
- Future path from Boulevard Park to Fairhaven along 10th passes right by the pier
- Pier crosses above the railroad line
- Boat landing for visiting boats is a tremendous asset for Fairhaven businesses

Cons

- Renovation of the pier necessary before expanding its uses
- Pier currently closed to public use
- Connection to the south end of Boulevard Park from 10th not yet developed

\* Bennett-Adams Street Shoreline (Site 5)

Pros

- Fairly sheltered from wave action
- Good spot for small boat landing and hand-launched boats (kayaks, canoes, sculls, etc.)
- Old road leads down from 10th
- Land is publicly owned
- A natural sand/sandstone beach is exposed at low tides there

Cons

- Railroad passes close to shore
- Connection to south end of Boulevard Park not yet developed
- View obscured by old railroad trestle pilings

\* Taylor Street Overlook (Site 6)

Pros

- Street right-of-way publicly owned
- Excellent overlook and viewpoint
- Future Boulevard Park-Fairhaven pedestrian-way on 10th passes
- Eventual development of adjacent land likely to be complementary commercial uses

Cons

- Allows visual, but not physical closeness to the water
- Connection to Boulevard Park not yet developed

\* Douglas Street Overlook (Site 7)

Pros

- Excellent overlook and viewpoint
- Boulevard Park-Fairhaven pedestrian way on 10th passes right by the site
- To be developed by the Port of Bellingham before Gambier Street vacation will be final

Cons

- Allows visual, but not physical closeness to the water

5. Special Events Staging Area

a. Problems

- There is no permanent facility for the staging of special events or outdoor festivals in Fairhaven.
- Though there are open spaces (vacant lots) throughout the historic core now used during events, all are privately-owned and might be developed in the future.

b. Opportunities

- A permanent staging area would allow the Old Fairhaven Association, Whatcom County organizations, as well as others to easily host events and festivals.
- This same facility could serve other functions for the community year-round.
- A small open space at the hub of the Historic District could function as a "village green" for residents and visitors and as the hub of a network of pleasant pedestrian pathways.
- Public events introduce new people to the Fairhaven District and help to create the foot traffic necessary for economic growth.

6. Visual Character

a. Problems

- The impact of building color, proportion, placement, materials, etc., have an impact that extends far beyond property boundaries.

- No mechanism is in place to assure that new construction on the vacant lots throughout the Historic District or in adjacent areas will be compatible with the existing buildings.
- Features that can visually unify an area are underdeveloped. These include enhanced entryway treatment, a change in the street scale to a more pedestrian orientation, a color palette common throughout the area, etc.

b. Opportunities

- Fairhaven's setting, on a hillside with the backdrop of Bellingham Bay and the green horizon beyond, can remain one of the area's greatest visual assets if care is taken to protect important view corridors through careful site planning.
- The uniqueness of the historic core is reflected visually in its architectural style, by the red clay brick color, old lampposts, and a few other historic remnants.

These can form the basis of a unified visual character for at least the Historic District and also for adjacent areas if development reflects a compatible style.

7. Beautification

a. Problems

- The general impression of neglected maintenance, abandonment, and blight pervades the planning area and is characterized by vacant lots used for both general and industrial storage and by overgrown vegetation which has reclaimed much of the district.
- Empty buildings with neglected facades and missing windows project an image of blight and abandonment.
- Open common areas can suffer more mistreatment and deterioration when a neglected appearance inspires no care or consideration from the public.

b. Opportunities

- Many ideas and opportunities to make Fairhaven more beautiful arise all the time. They usually wait for a key person to press them into reality.
- The planting strips along sidewalks and in parking areas and the many vacant lots could be full of blooming flowers, perennials, and shrubs. Existing vegetation could be pruned to appear visually as landscaping. Use of vacant lots for plantings would not prevent the land from later being developed.

8. Open Space and Recreational Network

a. Problems

- Several key improvements are needed in the network of off-street pedestrian ways.
- Sidewalks are missing along many City streets in the Fairhaven 1990 planning area.

b. Opportunities

- The parks that surround the Fairhaven area and the trails that pass through Fairhaven connecting them are features that attract visitors to the area.
- The Fairhaven Historic District can function as the hub of a network of pleasant on- and off-street pedestrian pathways.
- The combination of the Historic District, shopping areas, and the nearby parks and walking places together form an attractive, marketable combination.

9. Unified Promotion

a. Problems

- The need for merchants to advertise, the costs of that promotion, and the many options that compete for limited advertising budgets combine to vex today's businessperson.
- The relative small size of Fairhaven's businesses limits the scope of promotion that is affordable for a single merchant.

b. Opportunities

- The distinctiveness of the Fairhaven shopping district and the physical proximity of so many shops suggest that it may be efficient to coordinate and combine promotional efforts.
- Each merchant might reach more people more effectively for less cost.
- Merchant promotions might be coordinated with special events to create greater interest, more effective advertising with more widespread results.

C. RECOMMENDATIONS AND ACTIONS BY CATEGORY

1. Building Codes and Regulations

A subcommittee of the standing committee referred to in Section III.D Recommendation for Implementing Body will be formed to address Building Code and regulation issues (plumbing, electrical, engineering, fire, handicapped access, zoning, etc.) and to work with the City toward resolution of these issues.

2. Circulation

- (a) The Valley Parkway Extension (also referred to as the "proposed truck route") should be developed to carry through-traffic destined for the waterfront. The curving alternative alignment shifted away from the creek is preferred.

Special attention to how this new arterial relates to the historic/commercial area and signs to identify the Fairhaven Historic District and parking areas are important.

- (b) Street improvements that give special treatment of important intersections can add to the sense of place, mark points of entry, highlight important corners, re-orient them to a more pedestrian scale, and not interfere with arterial traffic circulation:

Scenario 1  
(Without the development of  
the Valley Parkway Extension)

- The following corners should be improved:
  - . on 11th at Harris, particularly special treatment
  - . on 11th at McKenzie and at Mill
  - . on Harris at 11th, 10th, and 13th
  - . on 12th at Mill and McKenzie
- Improve the 10th Street right-of-way from Mill to Douglas for pedestrians and bicyclists.
- Signs to direct traffic are essential. (See Sign Location List following page.) A uniform sign system (lettering, color, logo , etc.) should be developed and adhered to. (See Visual Character section for design recommendations.)
- Improve the Chuckanut-12th-Cowgill-Hawthorn intersection for pedestrian/ cyclist safety and to make it a more preferred exit from Bayside/Edgemoor.
- Mark pedestrian crosswalks on arterials for safety with paint, pavement material changes, signs on vehicle approaches, etc.
- Add lane channelization on Padden Creek bridge for cyclist safety.

Scenario 2  
(With the development of  
the Valley Parkway Extension)

- In addition to the above recommendations under Scenario 1, the following corners should be improved:
  - . those corners listed above, plus
  - . on Harris at 12th
  - . on 12th at Harris, plus
  - . an even greater pedestrian orientation to improvements.

(c) Recommended Sign Locations

- "Fairhaven Historic District" Directional Signs
  - . On Valley Parkway at 12th for westbound Valley Parkway traffic
  - . on 12th at Valley Parkway for Chuckanut Drive traffic
  - . on Finnegan Way before 11th for southbound traffic
- "Fairhaven Historic District" Entryway Signs (Fairhaven Historic District logo):
  - . on Harris at 13th, west-bound
  - . on Harris at 9th, east-bound
  - . on 11th before Mill, south-bound
  - . on 12th at McKenzie, north-bound
- "Parking" directional signs directing traffic to parking areas
  - . off south-bound 12th to the 13th and Harris parking area
  - . off north-bound 12th to the 13th & Harris parking area
  - . to wherever new parking facilities are developed
- "Public Parking" signs with Fairhaven logo at the entrance to off-street lots

3. Parking

- (a) Signs and other devices to direct incoming traffic to parking areas are essential (see preceding page for Sign Locations). A uniform sign system (lettering, color, logo, etc,) should be adhered to. (See Visual Character section for design recommendations.)
- (b) Maintain the policy that employees of businesses in the commercial district be encouraged to use peripheral parking.
- (c) Increased parking capacity can be developed by improving one or more of the following sub-standard city rights of way to provide lighting, curbs and gutters, sidewalks, and angled parking.

The Task Force would find acceptable parking improvements at less than full street standards to provide parking at a lower cost.

Priorities for improvements:

- (1) Mill between 10th & 11th
- (2) McKenzie between 11th and 12th
- (3) 10th between Harris & Mill
- (4) 11th north of Mill
- (5) Mill between 11th & 13
- (6) 11th between McKenzie and Larrabee
- (7) McKenzie between 10th & 12th, using the 100 foot right of way and adjacent private property
- (8) 10th between Harris and McKenzie until the new arterial is built

- (d) Parking is a general problem around Fairhaven and waterfront sites. We encourage a review of city policy relating to credits and standards of parking requirements and use of public rights of way for parking requirements. Parking requirements seem to be inhibiting factors in the commercial development of the vicinity.

4. Waterfront Uses and Access

Mixed use and the sensitive integration of industrial facilities, tourist/commercial uses, and public access to the waterfront is encouraged wherever possible.

- (a) Boulevard Park should be extended south as planned to complete the promenade from the Park onto 10th Street and on onto Fairhaven. The route offers panoramic views of the Bay and horizon.
- (b) Footpaths between waterfront places and commercial areas should be established and improved.
- (c) Boat moorage in Harris Bay could be improved to attract visiting boaters. Simple, low-cost, low-maintenance improvements might include mooring buoys, a dinghy dock to come ashore, and a foot path to Old Fairhaven.

Such a facility would have to be compatible with other land and water uses surrounding Harris Bay at South Terminal. Onshore land requirements for such a facility would be minimal.

- (d) If more land is needed at South Terminal, the Padden Creek lagoon between Harris Street and the railroad can be filled and enhanced, as recommended in the Coastal Zone Management Study, 1977 (see excerpts in Appendix), to allow for industrial or waterfront commercial uses and a healthy stream channel and a linear park to complete the trail along the Creek from Fairhaven Park to the Bay.
- (e) Actively support and explore the possibility of establishing water transportation services.
- (f) Parking is a general problem around waterfront sites. We encourage a review of city policy relating to credits and standards of parking requirements and the use of public rights of way for parking. Parking requirements seem to be an inhibiting factor in commercial development of the vicinity.
- (g) Analyze the pros and cons of the possible waterfront access sites presented earlier in this report (page 48), prioritize for viability, and work to implement as appropriate.

5. Events Staging Area

- (a) To serve as a focal point and staging area for events in the Fairhaven area, the Task Force recommends the acquisition of open space, a minimum of one-half square block, ideally within one and one-half blocks of the 11th and Harris corner and adjacent to parking lots.
- (b) Additional features to be constructed as follows in this order:
  - . platform stage with storage underneath
  - . public restrooms
  - . covered stage area

6. Visual Character

- (a) Prepare a "Fairhaven Patterns Book" to show the suggested and recommended visual elements that contribute to historic thematic consistency: architectural features, colors, landscape plants, litter barrels, etc. Included will be illustrations of storefronts, lights, benches, windows, awnings, etc., that are examples of the "period" character desired for the Historic District and surrounding areas, along with examples of alterations and new construction that are out of character or incompatible.

- (b) Establish a design review service for anyone considering doing work in the area. This shall be an informal feedback and suggestion process.
- (c) Street lighting throughout the planning area, especially in the Historic District should be replica historic lamps similar to those now in use.
- (d) Encourage the saving of the remaining trolley tracks and cement paving, if feasible.
- (e) Encourage cooperation with the City to develop signage in keeping with the historic character of the district.

7. Beautification Plan

The following actions will help change the overall impression of the Fairhaven area from neglect to increasing care and beauty. When effecting private property, the work will be coordinated with the owners

(a) General suggestions:

- Litter clean-up and clearing campaign.
  - . Regularly scheduled, twice a year.
  - . Rally of volunteers.
  - . Trucking help donated.
- Upgrading existing vegetation.
  - . Regular pruning schedule.
  - . Organized "Fairhaven Landscape Brigade".
  - . Coordinated with Garden Clubs and others.
  - . Priority to areas adjacent to pedestrian ways.
- Enhancing the Landscape.
  - . Planting projects, scheduled to the seasons.
  - . Adoption of a Fairhaven Landscape chart.
  - . Chart shows:
    - Examples of suggested plant choices
    - Examples of planting arrangements.
    - Background map of the area
    - Chart is sold to recover costs.
  - . Suggested plant choices might include:
    - Quick-growing European white oak
    - Nootka rose, heather, azaleas, lilac, and specimen plants.
    - Preference for low-maintenance, suitable mature size, bloom and color schedule, etc.
    - Focus on pedestrian-ways and highly visible areas.

(b) Some Itemized Suggestions

- Plant "Scarlett Runner" bean on the barbed wire fences at 11th and Harris.
- Set-up display of architectural antiques in the vacant lots and storefronts.
- Add gravel, sawdust, or brick pavers to unpaved walkways.
- Add plywood murals to window openings. (Run a contest to solicit mural ideas.)
- Add outdoor seating but designs must appear 19th Century.
- Restore some of the painted advertising signs on the brick buildings.
- Create a paid job for someone to improve and maintain the Fairhaven Landscape and to coordinate volunteers. Work with merchants to combine efforts.

8. Open Space

- (a) Establish a downtown Fairhaven open space to serve as a public square and events staging area. (Note discussion under Events Staging Area.)
- (b) Improve the Harris Street right-of-way west of 10th to Marine Park for pedestrians as well as vehicles.
- (c) Improve the 10th Street right-of-way from Mill to Douglas for pedestrians and bicyclists. (Note discussion under Circulation.)
- (d) Extend the Padden Creek trail-Larrabee Street buffer past 4th to Marine Park.
- (e) Develop a viewpoint west of 10th on the Douglas Avenue right-of-way. (Note discussion under Waterfront Access.)
- (f) Complete the pedestrian connection from the south end of Boulevard Park up to the 10th Street right-of-way. (Note discussion under Waterfront Access.)
- (g) Extend the Padden Creek trail from 8th and McKenzie along the creek.

- (h) Encourage the use of current and modified legislation for tax relief for privately-owned historic buildings, common areas, parking areas, and landscaped areas to facilitate and implement the private improvement of such properties for public benefit.
- (i) Encourage the City to provide incentives for privately-developed open space by establishing a system of bonuses, such as increased density, reduced parking standards, decreased setbacks, etc.

9. Unified Promotion

- (a) Unified promotion of the area to two distinct populations should be encouraged:
  - potential consumers/users of the area
  - potential new businesses/commercial development
- (b) The commercial committee of the Old Fairhaven Association should be maintained and should be charged with the accumulation of marketing information and the development of a unified campaign to these populations.
- (c) Based on information gathered by the Fairhaven 1990 Task Force and marketing data gathered by the commercial committee, a unified theme should be developed for the area. This theme may include, but not be limited to: a logo, a slogan, theme music, etc. Professional consultation in the development of this theme is advised. The use of this theme by individual businesses, as well as by a collective group, should be encouraged.
- (d) The pooling of advertising dollars for unified promotion by businesses in the area should be carefully explored.
- (e) A report of information pertinent to the establishment of commercial development in the area (traffic counts, store transaction counts, and other demographic data) should be compiled and made available to those examining the area for potential business sites.

D. RECOMMENDATION FOR IMPLEMENTING BODY

A number of ways to implement the recommendations of the Task Force were identified, including seeking a major private sector investor, creating a "voice" to work with the City to secure support for Fairhaven and to pursue funding such as CDBG, UDAG, CERB, IRB, etc., forming a non-profit local development corporation (LDC), organizing a local improvement district (LID), organizing a

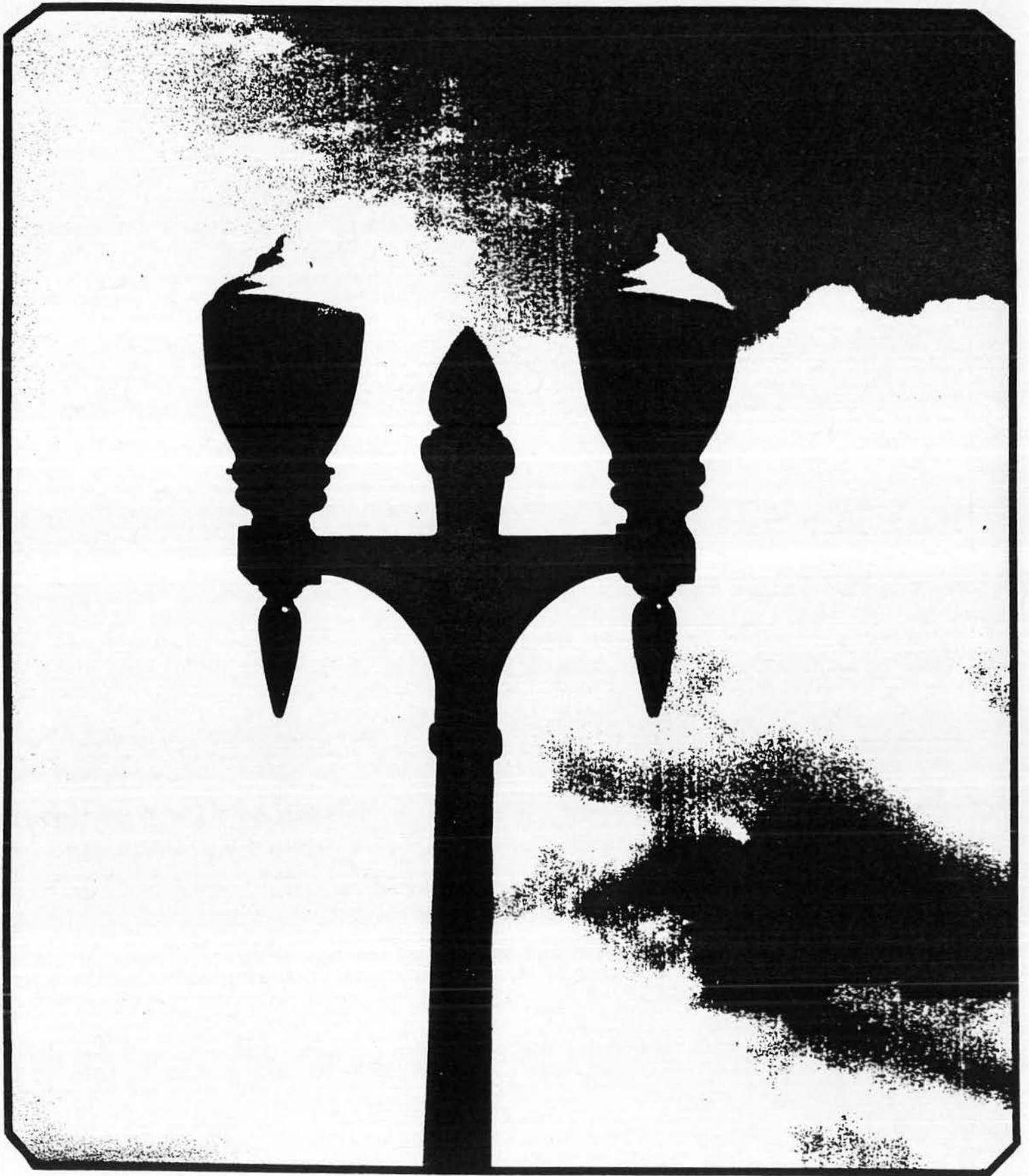
"business improvement area" (BIA), or developing a profit-making venture to generate revenue.

Since the Old Fairhaven Association is a non-profit corporation, no new organization is needed initially. At a later date, if necessary, a local development corporation or for-profit subsidiary can be formed.

RECOMMENDATION: That the Old Fairhaven Association create a standing committee to implement the recommendations of this Task Force, and to prioritize and work on other related items assigned to it by the Old Fairhaven Association. This committee shall be called the Fairhaven Development Committee.

Time is of the essence in the formation of this committee since certain recommendations require funding for which Fairhaven may have to compete and which may only be available for a limited period of time.

# IV. APPENDICIES



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The Bellingham Plan, 1977 - 1982: City Planning Staff, Bellingham, WA

#### Components:

Goals and Policies

Fairhaven Neighborhood Plan  
South Hill Neighborhood Plan

Open Space (Technical Appendix 5)  
Circulation (Technical Appendix 6)  
Public Facilities (Technical Appendix 7)

Coastal Zone Management Plan, 1977: Kramer, Chin & Mayo for Bellingham

Bicycles Facilities Planning, 1978: Tim Wahl for Bellingham

Capital Improvement Program, 1984: City of Bellingham.

# PUBLIC PREFERENCES FOR THE FUTURE OF FAIRHAVEN

A Technical Report of the Department of Sociology  
and the Demographic Research Laboratory

Written as a Public Service to the Fairhaven 1990 Task Force

by

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June 11, 1984

This report, and the research effort on which it is based, represents a commitment on the part of members of the Department of Sociology at Western to offer services to the public where resources allow and where to do so is consistent with the educational goals of the university.

We wish to thank all members of the Sociology Research Methods course who, under supervision of Professor Carl Simpson, collected the data on which this report is based. We also thank the members and staff of the task force for participating in the construction of the survey.

## PUBLIC PREFERENCES FOR THE FUTURE OF FAIRHAVEN

### EXECUTIVE SUMMARY

Robert Jones

Maureen Hovland

Carl Simpson

As a service to the Fairhaven 1990 Task Force, we conducted telephone surveys of 340 households in Bellingham, Whatcom and Skagit counties. Residents were asked to indicate the qualities they prefer in multi-use areas they visit often or visit for extended periods. Also, those who were familiar with the Fairhaven District were asked how desirable they felt a series of possible future changes to be.

**The directions for Fairhaven preferred by the public** are clear cut.

\*\* A moderate level of development is preferred, including some new construction consistent with present buildings but including no large scale development.

\*\* Changes to enhance the outdoor environment and to emphasize historical qualities are favored markedly over others. The type of construction most often favored involves enhancing aesthetics by connecting the business district to the waterfront.

\*\* Public construction, increased public events, and increased parking all receive relatively strong support.

\*\* Increased availability of shopping receives relatively little support.

\*\* By far the least favored changes are those involving large scale construction in the private sector.

**General Preferences For Areas to Visit Often** are very similar to preferences for Fairhaven's growth.

\*\* For three-fourths of those we interviewed, shopping is less important than non-shopping activities.

\*\* Outdoor environment is most important, followed by eating facilities and special public events, with shopping and overnight relatively less important.

**All these findings are remarkably consistent.**

\*\* The same pattern of preferences emerges for individuals of different genders, ages, income levels, and family sizes.

\*\* These patterns of preference for aesthetics, waterfront, and history hold for residents of Bellingham's Southside and hold even more strongly for those living farther from Fairhaven.

\*\* These patterns hold for those with moderate knowledge of Fairhaven and hold even more strongly for those with much knowledge.

In general, members of the public recommend a focus on enhancing Fairhaven's current strengths and on enhancing the public environment.

## INTRODUCTION

The following report is based upon a February, 1984 public opinion survey conducted in response to the request of the Fairhaven 1990 Task Force. The task force sought public input regarding types of changes or stability in the Fairhaven District most desired by residents of Bellingham, Whatcom County, and Skagit County. A Sociology research methods class taught by Dr. Carl Simpson composed a questionnaire and conducted telephone interviews with 340 households in Whatcom and Skagit counties. (See Appendix A for a more technical description of the survey method and Appendix B for a copy of the survey.) The authors of this report later analyzed the survey and wrote the report with the hope that the information will assist the task force in developing its long range planning recommendations.

## THE ORGANIZATION OF THIS REPORT

We report the results of our survey in two separate sections. The first summarizes responses to each question having to do with preferred types of facilities or development. Information is presented graphically and summarized verbally. The second section reports our analysis of several more analytic questions. For each issue, the question is defined, our results are summarized, and implications are indicated. Following these two results sections, we briefly summarize the overall implications of our findings. This report is brief and non-technical. Fuller results have been supplied to the task force, and we are willing to answer further questions if we are able.

## RESULTS SECTION ONE: GENERAL DESCRIPTIVE FINDINGS

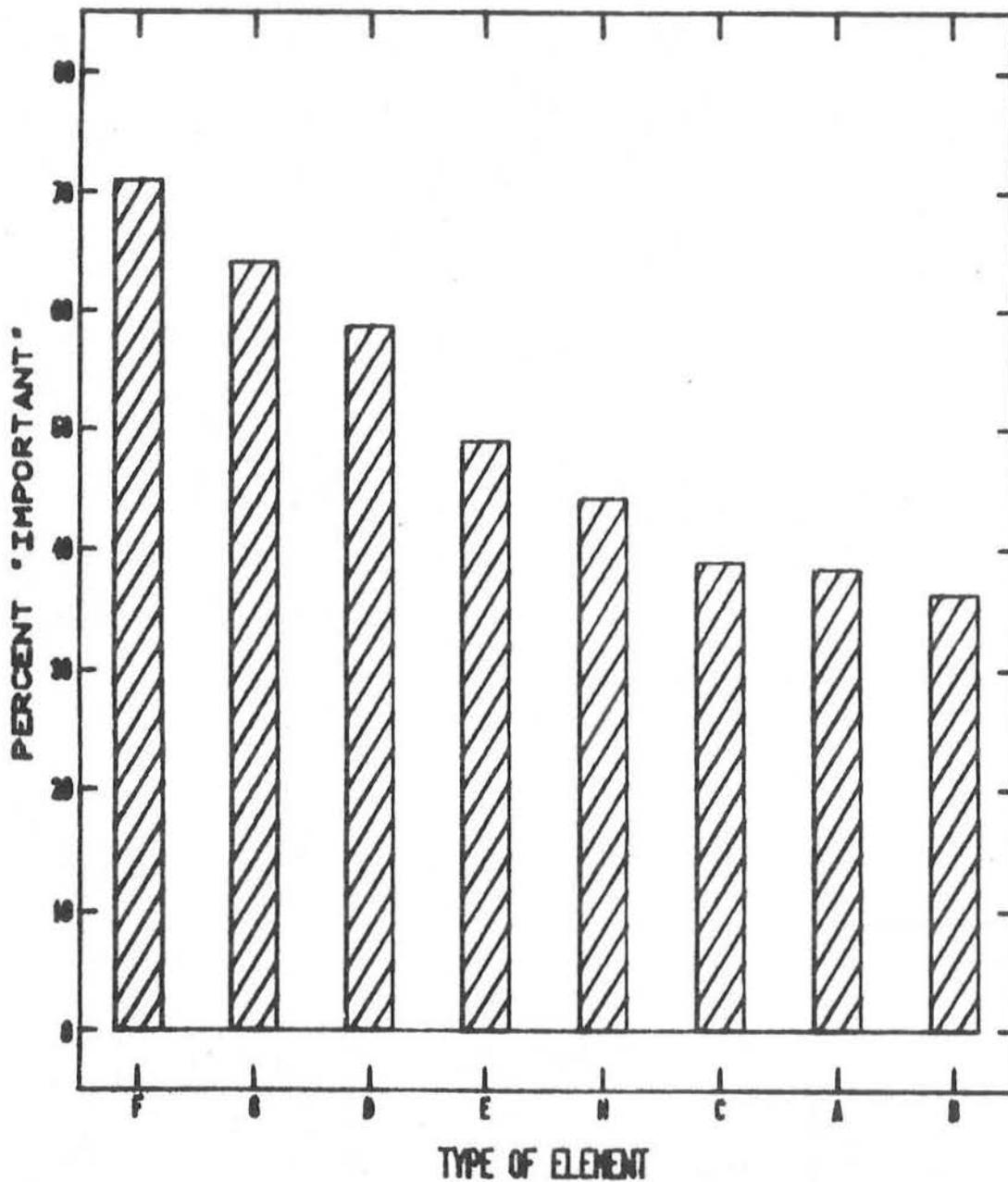
The survey began by asking how often individuals visit each of five areas in or near Washington State, characterized by historical thematic consistency. This was done primarily to let the individuals we interviewed know we would be asking about small town multi-activity areas, rather than shopping malls or the like. (Thus, our findings would not apply to very different settings, such as malls.) In addition, we learned that Whatcom/Skagit residents visit these other areas infrequently and have no consensual preference among them.

## GENERAL PREFERENCES REGARDING AREAS TO VISIT

We asked respondents to rate the importance they place on several qualities when choosing a place to spend several hours or to visit often. At this point in the survey, Fairhaven has not been mentioned in any context. However, we have directed attention to areas somewhat similar in character.

Figure 1, on the next page, shows the percent of all those we interviewed who indicated that each element was important to them (that is, who answered "4" or "5" on a scale where 1=not at all important and 5=extremely important.) Items are shown in order from most to least preferred. They are also labeled using the original numbering system from the survey (Appendix B, question 3.)

FIGURE 1  
**IMPORTANT ELEMENTS FOR VISITING AN AREA**



- |  |  |
|--|--|
| f. The availability of outdoor recreation or family areas. | h. Having frequent special public events to attend.              |
| g. Having pedestrian areas free from traffic.              | c. The availability of overnight accommodations.                 |
| d. The availability of high quality restaurants.           | a. The variety of small, specialty shops in the area.            |
| e. The availability of inexpensive places to eat.          | b. The number of multipurpose stores, such as department stores. |

**Findings:** Areas with outdoor facilities and high quality restaurants are most favored.

All items we asked about were considered important by at least one-third of those we interviewed. Outdoor recreation or family areas, and pedestrian malls are rated as highly important by two-thirds, with high quality restaurants rated third. The number and variety of stores, and availability of overnight accommodations are least important.

**Interpretation:** The two items rated most important have in common a theme of outdoor environmental appreciation. The second two involve dining, with shopping facilities rated least important. This pattern suggests that when choosing an area to visit often, people think first of aesthetics, recreation, and dining enjoyment and secondarily of shopping. Even frequency of public events rates above shopping in importance. This interpretation is supported by findings from another question. We asked whether, overall, it was more important "to have lots of shopping available" or "to have lots of other activities available." Only 23% chose shopping.

This does not necessarily mean that the individuals we interviewed do little shopping. Shopping facilities are at least somewhat important to nearly all. Rather, shopping is secondary. Shopping will occur, but where it will occur is determined by aesthetic and recreational concerns (aside from explicit shopping trips to malls, etc., which we did not ask about.)

We also note the value of balance, a proper mix, among different elements of an area. While environment is most important, all qualities we asked about are somewhat important.

#### **FAMILIARITY WITH THE FAIRHAVEN DISTRICT**

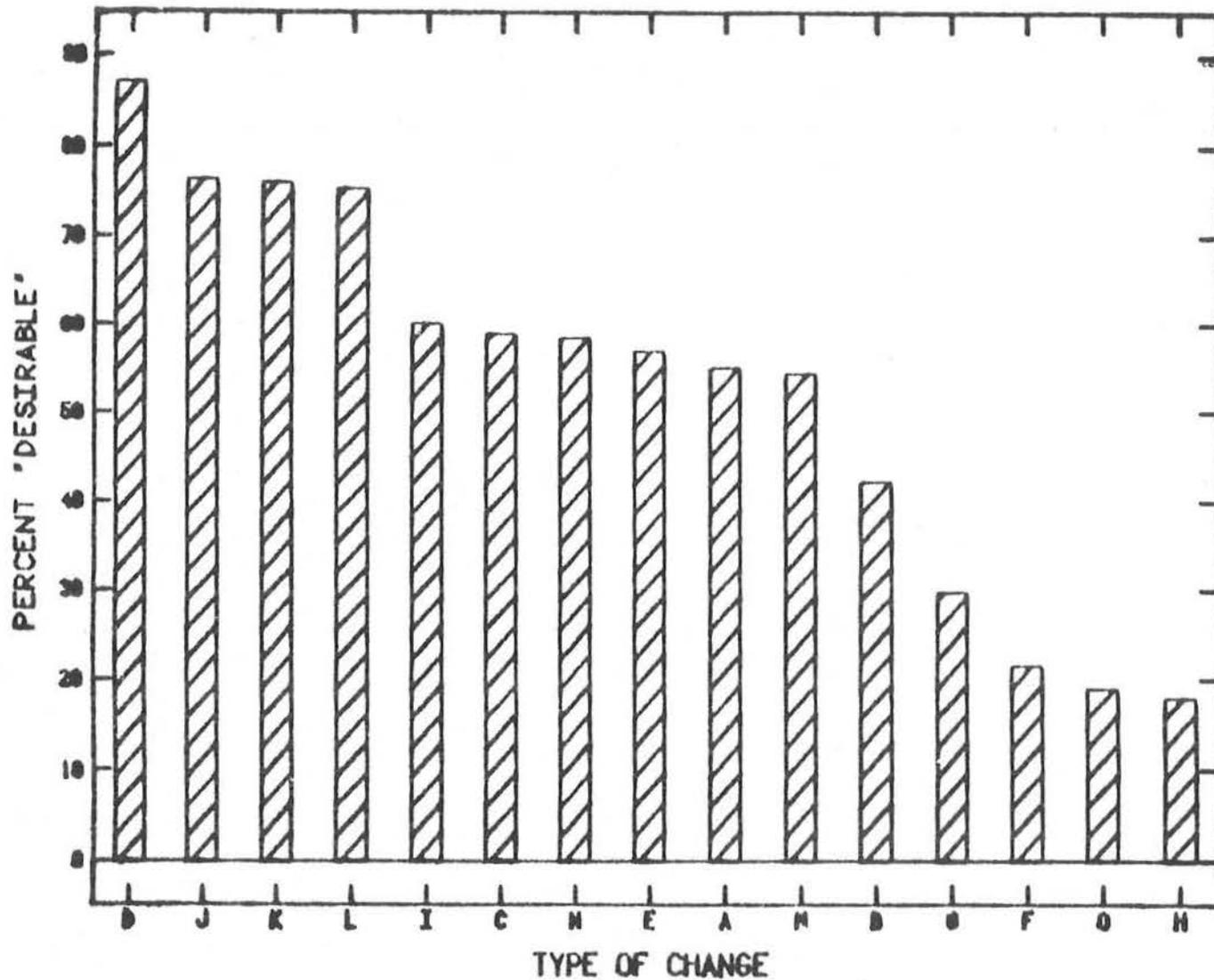
Before asking for opinions as to most preferable futures for the Fairhaven District, we asked how familiar each respondent was with Fairhaven. Thirty-six percent reported high familiarity; another 36% were "a little or somewhat" familiar. However, 26% were unfamiliar with Fairhaven. This last group of individuals were not asked any questions concerning Fairhaven. These questions were asked only of those 256 individuals with enough knowledge to answer meaningfully.

#### **DESIRABILITY OF POSSIBLE FUTURE CHANGES IN THE FAIRHAVEN DISTRICT**

We asked individuals with knowledge of the Fairhaven area to rate "...how desirable you think each" of a series of 15 changes in Fairhaven would be. This question was prefaced with an indication that a task force had been established to make recommendations for the future of the Fairhaven historical district. Figure 2, on page 4, shows the percent who see each type of change as desirable (who rate each "4" or "5" on a 1-5 scale). They are also labeled using the original numbering system from the survey (Appendix B, question 6.)

FIGURE 2

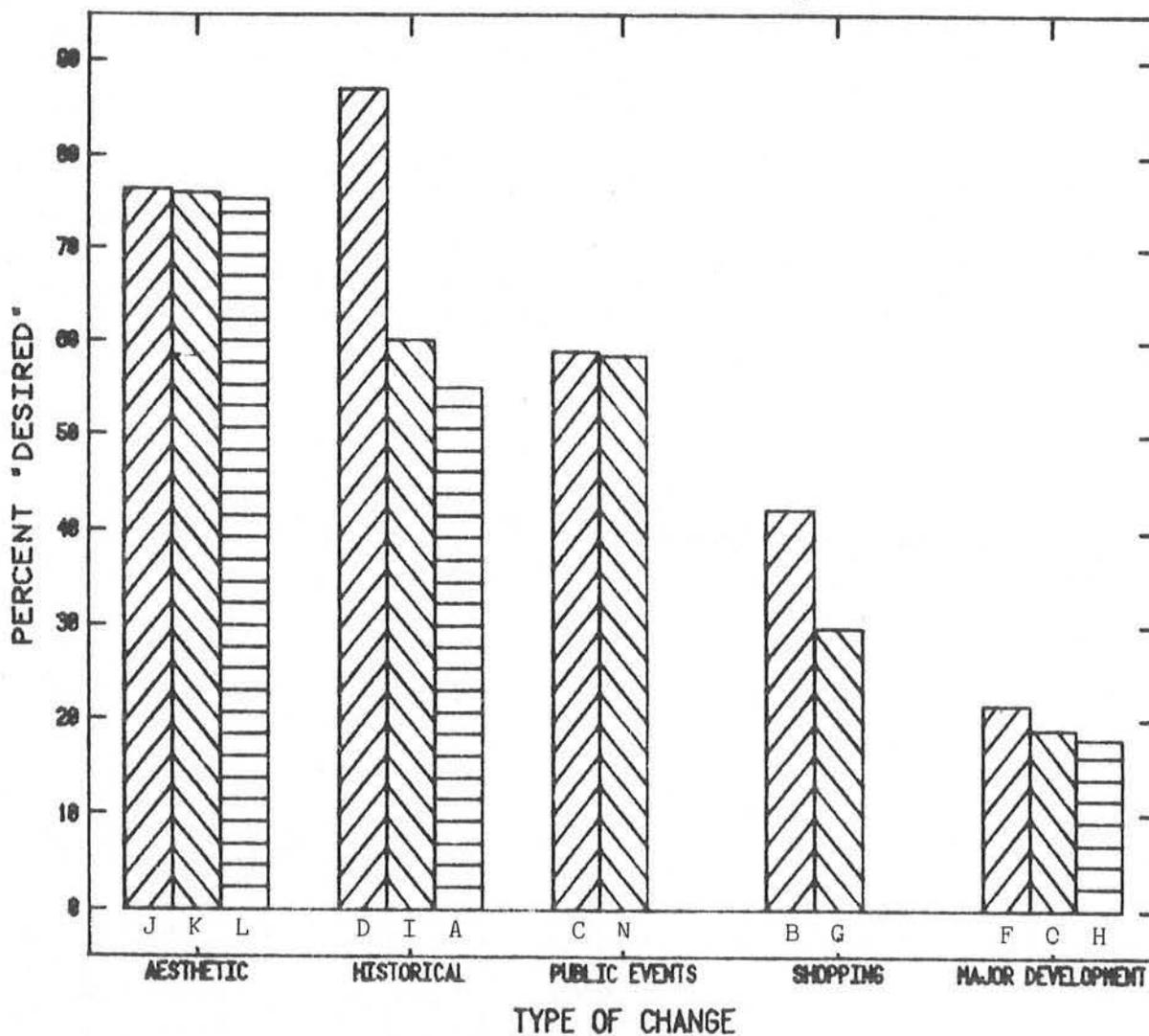
## DESIRABILITY OF CHANGES FOR FAIRHAVEN



- |   |   |
|---|---|
| d. Restoring and preserving Fairhaven's historical buildings.                       | e. Removing buildings if they cannot be restored.                           |
| j. Establishing a beautification program  | a. Constructing an historical/maritime museum.                              |
| k. Establishing public access to the waterfront close to the business district.     | m. Increasing the amount of parking close to businesses.                    |
| l. adding nature walks connecting the business area to nearby parks.                | b. Increasing the amount of shopping available.                             |
| i. Having the businesses in the area reflect a common theme of Fairhaven's history. | g. Increasing the number of eating places.                                  |
| c. Constructing a public events staging area with public restrooms                  | f. Developing overnight facilities in Fairhaven.                            |
| n. Increasing the number of public events and activities.                           | o. Increasing the amount of major industry in the area.                     |
|   | h. Developing a convention center, with a major hotel and group facilities. |

A second look at these same findings is provided by Figure 3, below, where items are grouped into 5 "scales", each indicating a particular type or direction of change for the area. Each of these scales includes items which have similar meaning and which also tend to be preferred or preferred by the same individuals.

FIGURE 3  
DESIRABILITY OF CHANGES, BY TYPE



See page 4 for identification of each item shown in Figure 3.

**Findings: Most desired changes involve beautification, preservation, and connection with parks and waterfront. Least desired changes involve major construction in the private sector.**

More than three-fourths rate outdoor aesthetic development, including a beautification program, connecting the business district to nearby parks, and connecting it to the waterfront, as highly desirable changes.

Historical preservation is the most popular single item,\* with historical thematic consistency and constructing a museum also favored by more than half of respondents.

A number of other options also receive clear support from a majority of those we interviewed: increasing public events and building a staging area for them, removing buildings which cannot be restored, and increasing parking close to businesses.

Increasing available shopping and eating facilities receive moderate support, while "major developments," including overnight facilities, major industry, and a convention center, are seen as desirable by only one-fifth of those we interviewed.

**Interpretation:** To a marked degree, the most desired changes involve aesthetics of the outdoor environment in and around the business district. This includes beautification, connection to water and parks, and historical preservation. At the opposite extreme is major development of indoor facilities. All five items favored by fewer than half of respondents involve construction of indoor facilities. The only types of construction favored by more than half of respondents, an historical/maritime museum and a public events staging area, are in the public sector and part of the public environment.

This overall tendency in preference by the two-county residents is exceptionally clear cut. It also follows the pattern of residents' general preferences for areas to visit often (see Figure 1), except that the pattern is more marked in the Fairhaven case. Emphasis on outdoor aesthetics is even greater, and interest in shopping, eating, and sleeping facilities is even smaller. This reinforces the wisdom of developing the most obvious strengths Fairhaven now has. The ability to interconnect the historical theme, access to the waterfront, walking paths, and an aesthetically pleasing business area would seem to be a balanced design, accentuating Fairhaven's historical image. In short, development in the direction of an "aesthetically pleasing historical tourist area" receives considerable support from this survey.

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\* The item "restoring and preserving Fairhaven's historical buildings" is no doubt somewhat inflated by our mention that Fairhaven is an historical district.

This interpretation is consistent with the support for increasing Fairhaven's already considerable emphasis on special public events, including willingness to see additional facilities built for that purpose. It is also consistent with the support for increased parking and for removing buildings which cannot be restored. All the changes receiving greatest support involve improving on current strengths in historical and outdoor environment rather than supplementing weaknesses in areas such as variety of shopping opportunities.

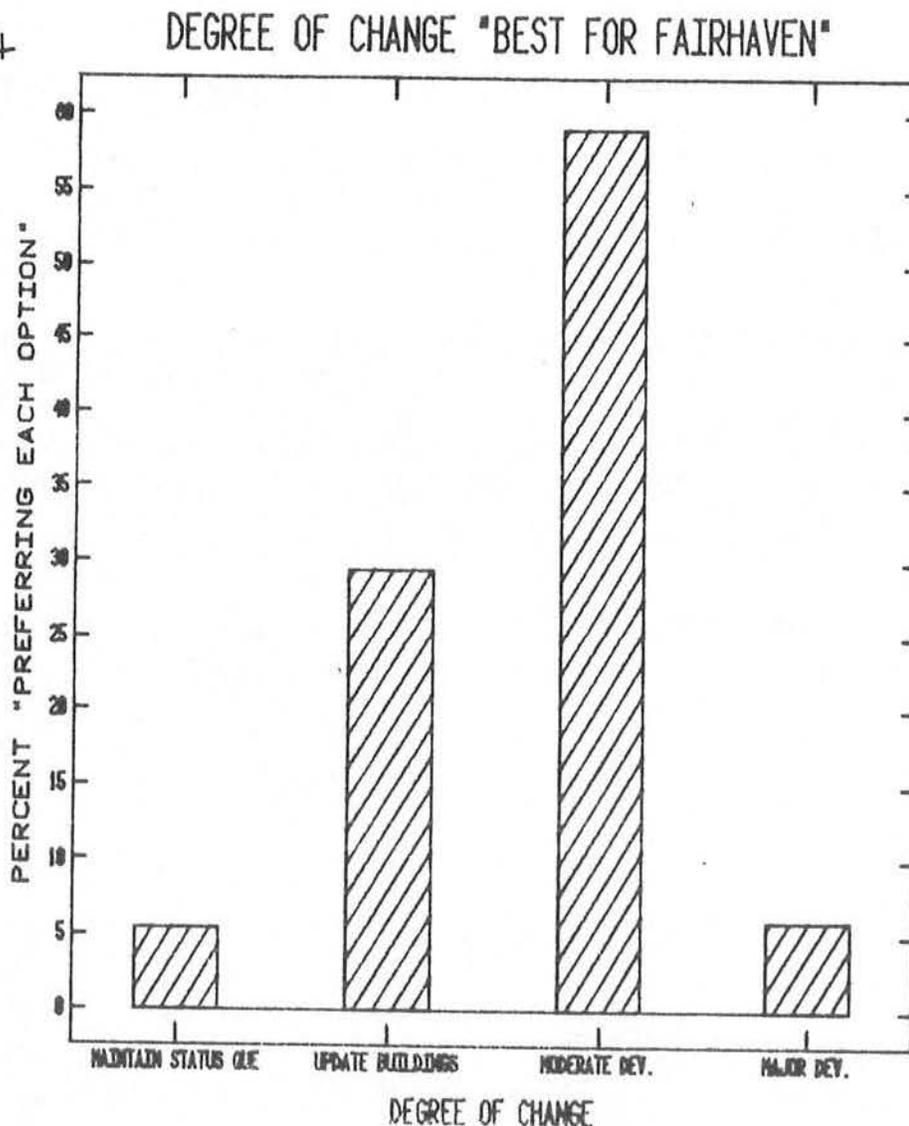
#### HOW MUCH CHANGE IS PREFERRED FOR FAIRHAVEN?

Respondents were given four alternative degrees of change for Fairhaven: maintain as is, change only by updating existing buildings, develop moderately, constructing some new buildings consistent with current ones, or develop major new facilities.

**Findings: The majority favor moderate development, including some construction consistent with existing buildings.**

We find that these individuals have in mind especially developments which would enhance the beauty of the area and would involve connection of the business district with the waterfront. Fewer than 7% favor either the no change or the major development options.

FIGURE 4

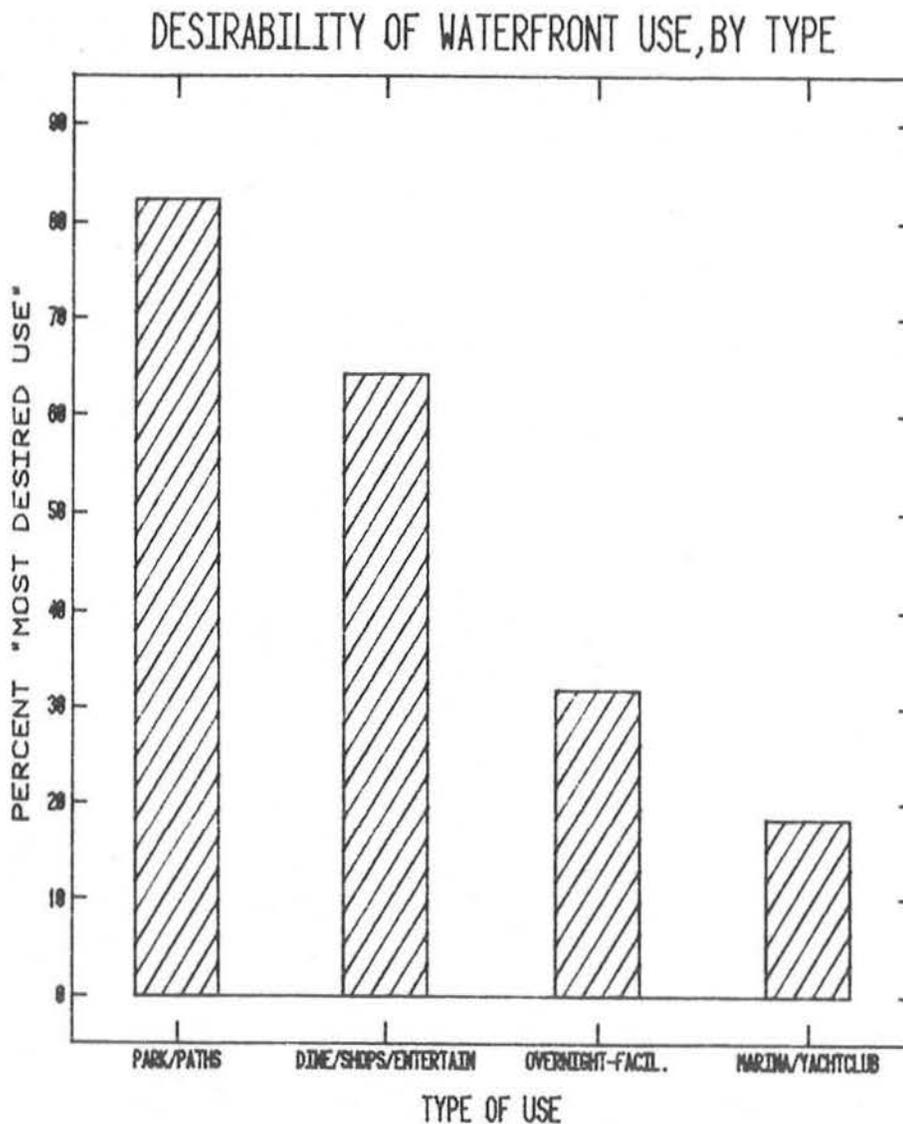


## PREFERRED DEVELOPMENT OF THE WATERFRONT

Access to the waterfront was rated as a desirable change. We also asked what types of development would be most preferable if the waterfront were to be developed.

**Findings: Outdoor and multiple small scale development are preferred.**

As figure 5 shows, a park or walking paths are seen as desirable by nearly all those we spoke with. Two thirds also see "waterside shops, restaurants, or entertainment" as desirable. However, few favor overnight facilities or a yacht club.



**Interpretation:** As with previous findings, this set of questions again reflects the public's priority on the outdoor experience. The waterfront involves outdoor recreation and beauty, and therefore represents diversification of the Fairhaven environment consistent with the strengths otherwise associated with Fairhaven. Integrating the business district to waterside outdoor facilities is therefore extremely popular, and the further integration of modest, diversified construction at the waterside is favored by many.

## **SUMMARY TO DESCRIPTIVE FINDINGS**

The individuals we interviewed provided a remarkably consistent picture of their preferences. Whether asked about general preferences, desirable changes for all of Fairhaven, or desirable changes for the Fairhaven waterfront, the answers provide the same general picture: The public prefers that which is **public, outdoors, beautiful, historical if available, integrated, diverse, and of modest scale.**

In the case of Fairhaven, it appears this means accentuating the current strong points, historical and diverse natural beauty, rather than attempting first to remedy the gaps, such as in diversity of retail stores. No doubt visitors will shop during visits. However, shopping appears clearly secondary to non-shopping activities when the choice of where to visit often is made.

One implication of the picture our interviews paint is that successful development of Fairhaven may require considerable cooperation between public and private sectors, and perhaps considerable public sector funding. The great majority of those we interviewed are saying "the best things in life are free." The outdoors, historical beauty, clean and beautiful surroundings -- these are public qualities, free to be viewed and enjoyed once in place. However, that freedom stands intermediate to two financial exchanges. The first involves the cost of making that public beauty available. The second involves consumer money likely to be spent as a byproduct of time spent in freely enjoyable surroundings.

## FINDINGS SECTION TWO: SELECTED FURTHER ANALYSES

### DIMENSIONS UNDERLYING RESPONDENTS' PREFERENCES

In an effort to provide further interpretation of major themes underlying both general preferences and changes desired within Fairhaven, we grouped several issues into logical combinations or indexes. (See Appendix A for composition of these indexes.) The groupings are basically extensions of those presented in Figure 3. Each indicates a particular orientation. Several analyses below draw on these indexes. Here, we briefly summarize the intent of each index and what we find to be the relationships among the different orientations represented by each index.\*

The **AESTHETICS** index reflects an interest in enhancing the natural environment, e.g. nature walks or waterfront parks. It is the most popular orientation for changes in Fairhaven and for choosing areas to visit often or for prolonged periods. In the case of Fairhaven, the AESTHETICS dimension is closely associated with historical preservation and very closely associated with increased access with the water (though not with extensive development of the waterfront.) That is, these orientations complement each other and tend to be emphasized or de-emphasized by the same individuals.

The index which involves emphasis on the **HISTORICAL** setting within Fairhaven is also associated with the idea of aesthetics. For example, a museum and an integrated historical theme are desirable, but more importantly, respondents are interested in restoring and preserving historical buildings which make the area aesthetically pleasing.

**WATER ACCESS** is a popular dimension which contains two components. First is access and natural development of the area. This option is extremely popular, is nearly synonymous with the aesthetics index, and is also favored by those emphasizing the historical theme for Fairhaven. The second component involves the development of waterfront facilities beyond parks and the like. While less popular, this option receives considerable support, in particular, by those desiring moderate change including some construction.

**MAJOR DEVELOPMENT** within Fairhaven in terms of industry and tourist attractions (convention center) is seldom rated as desirable. Furthermore, it tends to be antithetical to the changes rated as very desirable. That is, the few who prefer to see major development there place less emphasis on outdoor beauty, historical restoration, or water access.

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\* Based on correlational analysis of respondents' relative score on each index.

**OVERNIGHT FACILITIES** also tend to be rated as an undesirable change within the Fairhaven District and as of little importance when choosing areas to visit often or for extended stays. Preferred development within the Fairhaven District tends to be closely associated with the waterfront area and to be limited to parks, shops, restaurants or entertainment. Preference for **OVERNIGHT FACILITIES** runs modestly counter to all other orientations except major development.

**SHOPPING OR DINING** facilities\* either within Fairhaven or when choosing an area to visit frequently are given only modest emphasis. Furthermore, this emphasis runs counter to each other orientation except major development, public events, and parking.

One option for Fairhaven involves increasing **PUBLIC EVENTS**. This dimension is interesting in that it is neither associated with nor antithetical to other dimensions. That is, except for being supported slightly less often by those emphasizing major development or increased parking, public events are emphasized to an equal (moderate) degree by those with both high and low emphasis on each other dimension we have introduced.

The final issue raised here is **PARKING**. Parking is similar to the public events index. It is slightly antithetical to nearly all other dimensions, but with the emphasis on "slightly." It is likely that the word "parking" conjurs quite different images in different individuals' minds, and that support for increasing parking depends on themes of aesthetics and historical integration.

#### **OVERALL PREFERENCE FOR SHOPPING OR NON-SHOPPING ACTIVITIES**

As noted earlier, only one-fourth of our sample say they emphasize shopping over non-shopping activities when choosing an area to visit often or for an extended period. We now ask whether these individuals favor a different future for Fairhaven than the three-fourths who emphasize non-shopping activities, and if so, how the two groups differ.

**Findings: Those who generally emphasize shopping more often prefer growth of shopping or industry in Fairhaven. Those who emphasize non-shopping activities most often prefer outdoor recreation and aesthetics, and increased public events.**

In this case we do identify a trade off between the desires of different segments of Fairhaven's potential market, although the relationships on which we base this finding are not strong. Those most emphasizing shopping more

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\* We exclude from this index the development of shops or restaurants at the waterfront, since we asked only how desirable they would be given that the waterfront were definitely being developed.

often prefer the types of changes others want least to occur. Both groups agree that the best degree of change for Fairhaven is moderate development. However, the nature of the development differs and differs in somewhat mutually incompatible ways, at least in the subjective views of these two groups.

#### **WHAT TYPES OF CHANGE ARE DESIRED BY THOSE WHO FAVOR NEW CONSTRUCTION?**

Nearly all those we interviewed preferred either slight or moderate change. Those who prefer less change center their attention on beautifying and updating or restoring current buildings. Sixty percent of our sample favored moderate change, including some new construction consistent current buildings. What types of construction are these individuals thinking about?

**Findings: Those favoring moderate development are especially interested in developing access to the waterfront.**

To a modest extent, those favoring moderate development are more open to all types of growth except major industrial expansion. However, the one type of development which stands out from the rest is waterfront development. It is for this reason that we find an emphasis on moderate development (as opposed to updating only) positively associated with preference for increasing the beauty of the Fairhaven environment. The major type of development these individuals have in mind would be aesthetically pleasing in itself and would integrate the beauty of the waterfront with the current historical areas of Fairhaven.

This finding provides an important interpretation to our finding reported in Figure 4. By far the most popular option for degree of change is moderate development. However, the nature of the development intended is consistent with the major theme also supported by those preferring only historical restoration: to gain a more pleasing overall environment.

#### **ARE FINDINGS AFFECTED BY INDIVIDUAL CHARACTERISTICS OF THOSE INTERVIEWED?**

The findings we describe in Section I of this report show quite strong patterns. We assume, however, that the task force would like to know whether different sectors of the available public market express different preferences. We therefore recalculated all the results reported thus far, in order to compare the following groups: men and women, individuals of all ages, households having four different income levels, and households with and without children.

**Finding: Individual and household characteristics we measured have remarkably little impact in any of the findings we have reported.**

We did find that younger respondents tended to rate recreational facilities or family areas as more important for an area than shopping, while older

respondents gave shopping relatively more emphasis. Also, households with children prefer growth in public events somewhat more than others, while those without children emphasize aesthetics to a greater degree. However, these differences are small and in the great majority of comparisons we find no difference at all.

These findings are convenient for the task force. One need not entertain trade offs between one portion of the market and other portions (e.g., young poor families and well to do families without children.) With very small exceptions, the same types of preferred changes are expressed by all the demographic segments of the sample which we measured.

#### **ARE FINDINGS AFFECTED BY LEVEL OF KNOWLEDGE ABOUT FAIRHAVEN?**

It is possible that those who know Fairhaven very well might express different preferences for its future than those who are more removed. This possibility is worth exploring both because those more knowledgeable may have more useful ideas on the topic and because they are more likely to become politically involved in debates in response to the task force's recommendations.

We separated individuals who reported knowing Fairhaven "quite" or "very" well from those who knew "a little" or "some" about the area. We then compared the answers these two groups gave to all questions concerning Fairhaven's future. The result is almost perfectly consistent for all questions.

**Results: Those who know Fairhaven well display the same pattern of preferences as others, with somewhat greater certainty.**

For some questions, no difference at all emerges between the groups. For others, a slight difference emerges: whatever is the most popular option is even more popular among those who know Fairhaven well. For example, connection to parks is even more preferred and overnight facilities are even more opposed by those who know Fairhaven well. These differences are small.

This is another convenient finding for the task force. To the extent that task force recommendations reflect public preferences, they will satisfy both those who know Fairhaven best and also those who are currently less involved with the area but might become part of an expanded future market of patrons.

#### **ARE FINDINGS AFFECTED BY WHERE RESPONDENTS LIVE?**

Aside from knowledge of Fairhaven, it is possible that individuals living in different degrees of proximity to Fairhaven may express different preferences for its future than those who are more removed. This possibility is again worth exploring both because those who live in the immediate area may be more knowledgeable and because they are more likely to become politically involved in debating the task force's recommendations.

We separated individuals in two different ways for this comparison. First, we formed three groups, residents of: Bellingham, the remaining areas in Whatcom County, and Skagit County. Second, we grouped residents of the Southside of Bellingham versus all others.\* We then compared the answers these groups gave to all questions concerning Fairhaven's future.

**Results: Residents of Bellingham, Whatcom County and Skagit County answer in nearly identical ways. Southside residents answer very similarly to others except that they slightly more often prefer diversified moderate development, and slightly more often prefer removal of buildings which cannot be restored.**

On the backdrop of overwhelming similarity among the preferences of those living in different areas, we note those differences we find to be statistically reliable. All differences are very small, except for the observation that many fewer Skagit residents than others had enough knowledge about Fairhaven to answer the questions.

**Differences among Bellingham, Whatcom, and Skagit residents:** 1) Bellingham residents emphasize multipurpose stores less than residents of either county when choosing areas to visit often. 2) Bellingham residents place greatest emphasis on outdoor family facilities. 3) Bellingham residents express greatest and Skagit residents least preference on increased shopping in Fairhaven. 4) Overnight facilities are least often favored by Skagit residents and most often by Bellingham residents.

**Differences between Southside residents and all others:** 1) Southside residents give greater emphasis to small specialty shops and inexpensive restaurants, and less emphasis to multipurpose stores when choosing areas to visit often. 2) Southside residents slightly more often than others desire a variety of developments in Fairhaven. These include: increased availability of shopping, increased public events, construction of overnight facilities, eating facilities, convention center, a marina/yacht club, and waterfront shops. 3) Southside residents also favor slightly more often several changes associated with outdoor aesthetics. These include: removal of buildings which cannot be restored, a beautification program, access to waterfront, nature walks connecting the business area to parks, and a waterside park or paths.

It must be emphasized that all these differences are small, and the small number of Southside residents interviewed make them somewhat unreliable. We report them primarily because taken together, they form coherent patterns useful to identify. In particular, the Southside of Bellingham has a reputation for resisting development. This leads one to ask whether future uses which might be planned for the Fairhaven District might pit the nearby community against others who visit periodically. Our findings suggest not.

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\* For this comparison, we draw on our Southside oversample. (See Appendix A.)

Neither Southside residents nor residents of any other area favor large scale development. All favor moderate and aesthetically pleasing development which emphasizes the outdoor environment and the historical heritage of the area. Indeed, those living outside the immediate area express even greater support for environment and opposition to development than Southside residents. We assume this represents the greater mixture of interests in the Southside, where many residents shop in the Fairhaven area and some own property there.

**HOW SATISFIED ARE RESPONDENTS WITH FAIRHAVEN CURRENTLY?**

We asked those familiar with Fairhaven how satisfied they currently are with Fairhaven in two regards, as a place to shop and as a place to visit for reasons other than shopping.

**Finding: Satisfaction is moderately low with shopping, and moderately high with non-shopping.**

Ratings were made using 5 point scales, where "1" signified "poor" and "5" signified "excellent." Results are presented below.

<u>Rating</u>	<u>For Shopping</u>	<u>For Non-Shopping</u>
Excellent (5)	8.2%	18.7%
(4)	10.2%	30.9%
(3)	42.5%	31.6%
(2)	26.7%	18.9%
Poor (1)	12.4%	2.1%

**Discussion.** Although the largest portion of the people (43%) evaluated shopping in the middle category (3) the next largest portion (27%) rated it only one point above "poor." This finding is of course not surprising; a task force was constituted in part to address this problem. On the other hand, over 81% evaluate the current Fairhaven at or above the middle of the scale (3-5) as "a place to visit for reasons other than shopping."

Clearly, evaluations of the current strengths of Fairhaven correspond closely with preferred areas of future development or enhancement. Indeed, despite its current problems, Fairhaven has the advantage that its strengths lie in the very areas most often named as important when choosing an area to visit often or for prolonged periods.

**IS DEGREE OF SATISFACTION WITH FAIRHAVEN ASSOCIATED WITH PREFERRED FUTURES?**

Following up on the apparent theme of developing strengths rather than filling in the weak areas, we can ask what preferences are expressed by those who evaluate Fairhaven most and least positively in shopping and other areas.

**Findings: satisfaction with shopping is unrelated to type of change preferred for Fairhaven or to factors influencing choice of areas to visit frequently.**

No relationships were found between satisfaction with shopping and indexes indicating emphasis on aesthetics, historical, shopping, water, parking, or major development factors. A slight association is found concerning public events: those most satisfied with shopping in Fairhaven more often desire increase in public events. However, the great majority evaluate Fairhaven's shopping without regard to any of these factors. Even the index regarding emphasis on shopping does not offer any explanation as to why people rate Fairhaven's shopping high or low.

One implication of this analysis is that the individuals we interviewed were probably not often thinking of Fairhaven in terms of a place to shop. Their preference for future changes refer almost entirely to non-shopping aspects of the area and are unrelated to their evaluation of shopping. It may be that improving both the environment and the shopping facilities in Fairhaven would produce more shopping there. However, it appears that for Fairhaven to become an active shopping area would require both an improvement of facilities and a change in the public definition of the essential nature and potential of the area.

**Findings: satisfaction with factors other than shopping is associated with preference to emphasize non-shopping qualities in Fairhaven's future**

The result of our analysis of satisfaction with non-shopping aspects of Fairhaven closely follow the general observation that the public supports strengthening areas of current strength. Specifically, those who evaluate Fairhaven highly for non-shopping quality more often recommend emphasis on historical qualities, and on aesthetic qualities, including a waterfront park. These same individuals express less desire for increased shopping or parking in Fairhaven.

**SUMMARY TO SECTION TWO, FURTHER ANALYSES**

Most further analyses we conducted confirmed and strengthened the descriptive findings reported in Section I. Regardless of personal characteristics, area of residence, degree of knowledge about Fairhaven, or evaluation of Fairhaven currently, the same pattern of preferences emerges. The minority who place most emphasis on shopping do report divergent preferences, but only to a modest degree.

In addition, we came to see more clearly the pivotal role of access to the waterfront. This is the type of new construction most often referred to by the majority who want moderate development, and it is development which represents both growth and commitment to environmental aesthetics.

Finally, residents surrounding the Fairhaven area express very similar preferences to those living farther away. The only small differences noted indicate slightly more Southside residents willing to entertain diverse types of moderate development.

## APPENDIX A. SAMPLING PROCEDURES AND SURVEY METHODS

This project combined course experience for students learning survey methods with a public service project by the Department of Sociology. The project was directed by the course instructor, Carl Simpson, who has extensive professional experience in the survey research field. Although the project was volunteered, quality standards were maintained; the methods were equivalent to those of any high quality paid professional survey.

Interviews were conducted during evenings and afternoons in the first week of March, 1984. Students conducted the interviews after training in class. Households were selected for interview from telephone directories (released in 1983) through a systematic random sampling technique, with exclusion of businesses. Interviewers were instructed to balance interviews with male and female adult heads of households. A total of 340 interviews were completed, 146 with males, 194 with females. Ages of respondents ranged from 17 to 86, with mean of 39.5.

The survey sample was stratified to include some individuals from Skagit County but to retain greatest accuracy of estimates within Whatcom County and Bellingham. We conducted 144 interviews drawn systematically from the Bellingham telephone directory, 124 from the Whatcom County directory, and 49 from the Skagit County directory. Thus, we selected Skagit names at only 30% the rate at which we selected Bellingham and Whatcom names.

Where appropriate, analysis is based on a mathematically corrected sample. All results in Section One: Descriptive Findings, are calculated from a mathematically reweighted data file in which the number interviewed from each of these three areas was expanded or reduced to represent accurate relative population levels drawn from the 1980 census. Results in Section Two: Selected Further Analyses, work with the unweighted sample. Upon inspection, we found so little difference by area that it was preferable to perform the analysis in this fashion, thereby improving reliability of estimates.

In addition, we included a small "oversample" from the Southside of Bellingham. These were extra names not part of the overall representative sample. They are therefore excluded from all analysis except that which compares preferences of Southside residents to those of others. We took this step to insure that views of residents in the immediate area, those most affected by any change, would be reported.

The reliability (relative accuracy) of our estimates depends on the size of the sample employed for any particular analysis. The following four general rules may guide the reader concerned with this issue:

\*\* Where the entire sample is involved, as in Figure 1, the 95% confidence interval around percentage estimates will vary from 4.5% to 5.5%. That is, if we conducted the survey 100 times with this same size sample,

then in 95 of those surveys, any particular estimate would fall within about 5% either way from the estimate we report here.

\*\* Where our calculations are based on only those familiar with Fairhaven, as in Figures 2 through 5, the 95% confidence interval expands to between 5.0 and 6.3 for nearly all measures.

\*\* For analyses of the small Southside sample only, the 95% confidence interval is large: 10-15%. Even so, estimates from that subgroup are useful. We can be 60% confident that true scores lie within 5-7%, and our analysis shows such consistency of pattern that we have much more confidence in the relative pattern of preferences we report than in any single estimate.

\*\* For all analyses in section two of the report, we state that variables are associated or groups differ only when tests are statistically reliable at the 95% level of confidence.

All our analysis was performed using the Statistical Package for the Social Sciences (SPSSx, release 2). The data set, saved as an SPSSx system file, is available to any in the community planning process who require further information.

#### VARIABLES INCLUDED IN INDEXES, WITH MEAN RESPONSES

On pages 10-11 we report on a set of indexes indicating various orientations characterizing respondents' preferences. The following list indicates the measures which compose each index. All indexes are strictly additive.

Number and letter combinations refer to the questionnaire sequence. See Appendix B for wording.

Mean values are expressed in terms of the original scales, where 1=lowest and 5=highest preference or importance.

AESTHETICS:	6J, 6K, 6L, 11A;	MEAN: 4.2
HISTORICAL:	6A, 6D, 6I;	MEAN: 3.9
WATER DEVELOPMENT:	6K, 11A;	MEAN: 4.3
MAJOR DEVELOPMENT:	6H, 6O, 11B, 11D;	MEAN: 2.4
OVERNIGHT FACILITIES:	6F;	MEAN: 2.4
SHOPPING/DINING:	3A, 3B, 6B, 6G;	MEAN: 3.0
PUBLIC EVENTS:	3H, 6C, 6N;	MEAN: 3.5
PARKING:	6M;	MEAN: 3.6

APPENDIX B. THE SURVEY

1. First, I'd like to ask you approximately how often you visited each of the following places during the last year.

- |                       |       |       |  |
|-----------------------|-------|-------|--|
| a. Leavenworth        | _____ | TIMES | CODING: 98 = 98 OR MORE;<br>99 = DON'T KNOW THE AREA |
| b. Gastown, Vancouver | _____ | TIMES |  |
| c. Friday Harbour     | _____ | TIMES |  |
| d. Winthrop           | _____ | TIMES |  |
| e. Port Townsend      | _____ | TIMES |  |

5-6  
7-8  
9-10  
11-12  
13-14

2. If one of these were moved closer so you could visit more often, which one would you choose?

(READ THE LIST AGAIN IF YOU NEED TO.)

- A . 1    B . 2    C . 3    D . 4    E . 5    DON'T KNOW . 8

15

3. We'd like to know what ingredients are important to you when you choose an area to spend several hours or to visit often. Would you please indicate the importance of each thing I will read by rating it with a number between 1 and 5 where 1 means it is not at all important to you and 5 means it extremely important to you.

- |   |   |   |   |   |   |                 |
|---|---|---|---|---|---|-----------------|
| a. First . . The variety of small, specialty shops in the area. | 1 | 2 | 3 | 4 | 5 | DON'T KNOW<br>8 |
| b. The number of multipurpose stores, such as department stores | 1 | 2 | 3 | 4 | 5 | 8               |
| c. The availability of overnight accomodations                  | 1 | 2 | 3 | 4 | 5 | 8               |
| d. The availability of high quality restaurants                 | 1 | 2 | 3 | 4 | 5 | 8               |
| e. The availability of inexpensive places to eat                | 1 | 2 | 3 | 4 | 5 | 8               |
| f. The availability of outdoor recreation or family areas       | 1 | 2 | 3 | 4 | 5 | 8               |
| g. Having pedestrian areas free from traffic                    | 1 | 2 | 3 | 4 | 5 | 8               |
| h. Having frequent special public events to attend              | 1 | 2 | 3 | 4 | 5 | 8               |

16  
17  
18  
19  
20  
21  
22  
23

4. Overall, is it more important to you . . .
- to have lots of shopping available . . . . . 1
- or to have lots of other activities available . . 2      DK . 8

24

5. How familiar are you with the Fairhaven District of Bellingham?

NOT AT ALL . . . . . 1 → SKIP TO LAST PAGE.

A LITTLE/SOME . . . . . 2

↓  
 QUITE/VERY FAMILIAR . 3

OK. As you may know, then, Fairhaven has been officially designated as an historical area. A task force has been set up to make recommendations for the future of the Fairhaven District.

6. I am going to list some possible ways in which Fairhaven could change. We would like you to indicate how desirable you think each of these would be, by rating each with a number from 1 to 5, where 1 means it is not at all desirable and 5 means it is extremely desirable.

	1	2	3	4	5	DK	
a. Constructing an historical/ maritime museum						8	26
b. Increasing the amount of shopping available						8	27
c. Constructing a public events staging area with public restrooms						8	28
d. Restoring and preserving Fairhaven's historical buildings						8	29
e. Removing buildings if they cannot be restored						8	30
f. developing overnight facilities in Fairhaven						8	31
g. Increasing the number of eating places						8	32
h. Developing a convention center, with a major hotel and group facilities						8	33
i. having the businesses in the area reflect a common theme of Fairhaven's History						8	34
j. establishing a beautification program						8	35
k. Establishing public access to the waterfront close to the business district						8	36
l. adding nature walks connecting the business area to nearby parks						8	37
m. Increasing the amount of parking close to businesses						8	38
n. Increasing the number of public events and activities						8	39
o. increasing the amount of major industry in the area						8	40

25

7. In general, how would you rate Fairhaven at present, as a place to shop, if 5 is excellent and 1 is poor?

1 2 3 4 5 DON'T KNOW . 8

41

8. How would you rate Fairhaven as a place to visit for reasons other than shopping, using the same 1 to 5 rating?

1 2 3 4 5 DON'T KNOW . 8

42

9. Please indicate how much change you think would be best for Fairhaven, by choosing one of the following alternatives.

- A. Maintaining it just the way it is . . . . . 1
- B. Changing it only by updating existing buildings . 2
- C. Developing it moderately, constructing some new buildings consistent with current ones . . . . . 3
- or D. Developing major new facilities . . . . . 4

43

10. Building codes oriented to new buildings make renovation very expensive. Do you think building codes should be tailored to make it easier to restore historical buildings?

NO . 1 YES . 2 UNDECIDED . 3

44

11. If Fairhaven were able to arrange public access to the nearby waterfront area, what do you think would be the most desirable uses of the waterfront. Please use the 1-5 rating again, where 1 means not at all desirable and 5 means extremely desirable.

	1	2	3	4	5	DK	8
a waterside park or walking paths							
a marina or yacht club							
waterside restaurants, shops, or entertainment							
waterfront overnight accomodations							

45

46

47

48

12. If you were to recommend one new type of retail store that you think Fairhaven needs, what would that be?

no code

13. Is there any one thing aside from retail stores which you think Fairhaven needs to add?

no code

OK. I'd like to ask a couple questions about you, if you don't mind. It helps us get some idea of the people we interviewed.

17. What is your age? (IF HESITANT, PROBE: Rounded off to the nearest 5 years is fine).

\_\_\_\_\_ YEARS

49-50

19. Do you have any children living at home?

NO . 1 YES . 2

51

20. would you please indicate whether your household's annual income is . . .

less than \$15,000 . . . . . 1

between 15 and \$25,000 . . . . . 2

between 25 and \$35,000 . . . . . 3

or over \$35,000 . . . . . 4 DON'T KNOW . 8 REFUSED . 9

52

IF THEY WERE NOT FAMILIAR WITH FAIRHAVEN:

Thanks very much. I have only one final question: Do you have any suggestions for what types of facilities, shopping or otherwise, you would like to see developed in the Whatcom (Whatcom/Skagit) county area?

IF THEY DID KNOW FAIRHAVEN:

no code

Thanks very much. The last question I have is whether you want to add anything about what you think would be best for Fairhaven in the future.

Thanks very much for taking this time to talk with us.

CODE DIRECTLY:

GENDER MALE . 1 FEMALE . 2

53

LOCATION: FAIRHAVEN OVERSAMPLE . 1 SOUTHSIDE . 2 OTHER BELLINGHAM . 3

WHATCOM, BELLINGHAM ADDRESS . 4 OTHER WHATCOM . 5 SKAGIT . 6

54

June 28, 1984

Dear Joy,

Obviously a tremendous amount of work went into preparing the 1990 Task Force Report, this is a give. Unfortunately it seems to be little more than a listing of ideas which have been discussed and rediscussed for sometime.

Had more people been involved who had a strong background in Fairhaven the essence of this paper could have been completed in a matter of weeks and the funds expended where they are actually needed - on developing an economic "sales package" of Fairhaven. Now, assuming the Fairhaven Economic and Historic Development Committee does begin to address the real economic problems of Fairhaven, the work will apparently have to be done by volunteers - an overwhelming task for any unpaid group.

The report itself seems to dwell on the "easy" stuff (signs, trails, cyclists, parking, litter, beautification) and ignores in large part the really tough problems of economic development and revitalization. Very little is said about attracting private enterprise to Fairhaven, there seeming to be a mentality dominating

the report which looks in the direction of Federal Grants instead of actual and real economic development in the community.

Finally, though the stated purpose of the report is limited and thus manages to avoid addressing the real question of how to implement its own recommendations, its very blandness gives me little to object to during the final vote.

Sincerely,

A handwritten signature consisting of a horizontal line with a vertical line extending downwards from its center, and a small hook-like mark at the bottom right of the vertical line.

To: Mr. Paul Schisler, Planner/Project Manager

Re: Fairhaven 1990 Task Force

Dear Sir,

Having read the 1990 Task Force document, the following has become apparent to me.

- 1) A lot of effort and time has gone into the work.
- 2) Traffic patterns, parks, open space needs, water access and visual impacts have been thoroughly addressed.
- 3) The economics of the area and it's future have not been looked at, i.e. there is not so much as an inventory of space available for new business or any attempt to identify service needs of the area.

I can not accept this as an economic document in it's present form.

I could accept this document if the title were changed to delete any reference to economics or to indicate that the economic study was not contained therein but would be forthcoming in a future study.

Thank-you for giving me the opportunity to review and comment on this matter.

Sincerely,



6/20/84

Mr. John Hauter  
President Old Fairhaven Association  
Thru: Joy Schroeder

Topic: Task Force 1990 Recommendations

Dear John and Joy:

In reference to the 1990 report I should like to express my respect for a commendable effort on the part of those who contributed to its completion. Even so I find its focus problematic in terms of economic development.

The enhancement of the physical elements of the district, landscaping, trails, bicycle lanes, pedestrian paths while useful, and desirable do not clothe, feed and house entire communities. Our community is suffering from unemployment, underemployment, and the physical deterioration of its historic core.

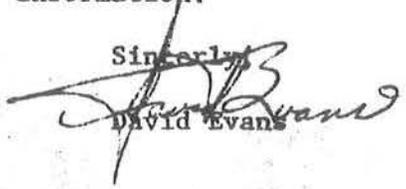
It is my contention that if large development in the form of tourist, commercial, and/or overnight accommodations, and manufacturing are in any way discouraged that Fairhaven will continue to be known as its own worse enemy. One certain way to allow the fine old buildings of Fairhaven to reach a point of irreparable decay is to convey to those who would invest in the area that we don't want "large" and we don't want "modern."

Our failure to thrive is directly tied to our failure to deal with economic realities. Architectural snobbery, fear of "size" and the real world do not mix. If Fairhaven decides to remain separate and quaint it will lose that which it wants to save, its physical integrity and historic atmosphere.

Specific Recommendations:

- 1) Apply for block grant funds to vacate McKenzie between 12th and 11th and construct an area parking lot.
- 2) Apply for fisheries enhancement funds for Padden Creek.
- 3) Support and encourage major land holders in their efforts to develop and market their properties.
- 4) Have committee meet on a regular basis with city and port authorities to assist their development efforts.
- 5) Provide major investment groups with information about Fairhaven's many virtues, and potentials for investment.
- 6) Have committee work as an adjunct to Chamber of Commerce, in providing investment information.

Sincerely,

  
David Evans

# WHATCOM CHAMBER OF COMMERCE & INDUSTRY

Michael J. Brennan,  
Exec. Vice President



## BUSINESS INFORMATION CENTER

Jerry Burns,  
Director

Mr. Paul Schissler, Planner/Project Manager  
Fairhaven 1990 Task Force

Subject: Phase Two Report, Draft

Dear Paul,

First, I would like to commend you and the Task Force participants for the obvious labor and energy expended in compiling this document. I'm sure the effort will meet with suitable appreciation.

I am responding from a critical and, hopefully, constructive viewpoint. I guess my exception to the Phase Two Report is identified on the title page, to wit, "... is an on-going community-based economic development and planning effort. . .". After studying this paper, it is my firm opinion that it has little, if anything, to do with economic development.

And, to preclude bandying about an abstract and often misused term, I am using "economic development" as an effort which creates new job opportunities and new dollars in the economy that would otherwise not exist. Typically, that effort would be a combined effort of both public and private sectors. That is, public expenditure would leverage or inspire private sector investment toward the desired ends.

The development effort must be measured in terms of economic growth. Use of public funds only, or with the public sector as lead agency in an endeavor that is not legally defined as public sector responsibility, inevitably results in increased bureaucracies, private gain without public purpose or, at the very least, business subsidies with little real economic growth.

If the Fairhaven Area is to prosper, there will be more healthy small businesses. Too, those businesses may be expected to establish and operate within the environmental and historical frameworks outlined in this report. But there must be a net increase in number of jobs, income, and provision of goods and services.

The role of the public sector is both that of a catalyst and a partner to the private sector — which, finally, develops the viable financial opportunities.

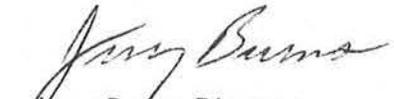
Therefore, since this report serves only to reflect a survey of a public interest in possible future use as primarily a recreational area, and a delineation of City of Bellingham areas of legal responsibilities, and is not a proposal to develop the economy of the area, I recommend the following:

- 1) that the report title page and all subsequent references therein be amended to delete "economic development effort" or any reference to priorities defined as such,
- 2) that the effort to analyze and understand the uniqueness of the

Fairhaven area be continued to the end that a rationale and a strategy for economic development be devised,

- 3) that a moratorium be placed on those activities proposed herein which require expenditure of public funds that might more appropriately leverage private investment. This is not to preclude public fund expenditure per se, but only in those instances where private benefit exceeds public purpose.
- 4) that this letter and all other such responses be appended to the Draft Report as part of the final presentation.

Sincerely,

  
Jerry Burns, Director  
Business Information Center

7/5/84

FAIRHAVEN 1990 TASK FORCE

COMPENDIUM

COMPILED; JUNE 1984

## Fairhaven Task Force 1990 Compendium

- A. Methods and Programs for Financing Job Creation and Economic Development.
- B. Directory of Individuals, Groups, Non-profit Organizations, Private Businesses, Local Industries, and Local, State, Regional and National Agencies Involved in Economic Development.

Prefatory Note: The focus in this compendium is on the means available for a traditional (macro?) economic development program for Fairhaven. It may be that for immediate and tangible economic impact on the district, the Old Fairhaven Association should concentrate on a more unified and dynamic marketing and promotional approach that would consider anything from a square dancing festival to flea markets to using the Market Place for professional and historical association meetings (e.g. the 1989 Centennial Commission).

### Introduction to Methods and Programs for Financing Job Creation and Economic Development.

Economic development funding assistance opportunities depend on such factors as the purpose of the financing program, the type of applicant, the credit-worthiness of applicant, amount sought, eligible activities and uses, potential jobs creation, quality of proposal to funding agency, TIMING, available funds, local and state competition for funds, location of applicant, local government cooperation and advocacy to state and federal levels, and the advocacy by the business and the Old Fairhaven Association or its preservation and development committee to all agencies involved.

To consider what funding assistance may be available it is necessary to identify the potential applicant(s) and have a fairly clear vision of what the applicant wants to accomplish. Because most economic development assistance programs are designed to create jobs in large numbers, most commercial/retail enterprises do not fit their qualifying criteria. Although not likely, it is possible that any one of the programs could be used in the Fairhaven District. Many would have to be applied for by the City or the Port to be accessible to private business or industry wishing to locate in Fairhaven. The range of programs available will depend on the scope of development planned as well as the other factors mentioned above.

### Possible scenarios for development of Fairhaven:

1. Individual property owners seeking assistance on their own.
2. Group or organizational activity seeking minor improvements to existing situation.
3. Major improvements to existing situation sought by group or organizational activity .
4. Full development of "Historic Fairhaven".
5. Full development of an expanded commercial and historic Fairhaven.
6. Development of "Greater Fairhaven" from historic district to the water.

Each scenario provides a different range of financing opportunities and requirements to realize those opportunities. In many programs the participation of a local government unit is central and required. Seeking cooperation from local government officials is necessary for most of the other programs.

Even where potential applicants are sure they meet the eligibility requirements, assistance in processing applications, meeting deadlines and assuring an effective proposal is needed. The expertise, cooperation and assertiveness of local governmental officials and staff are often the critical factors determining the success of a private business that needs outside assistance to get started, expand, or even hold its own.

These programs must be viewed as a competitive situation where multiple applicants are seeking limited funds. It is possible that activities of major developers outside of the Fairhaven area, such as the Trillium Corporation, may limit successful applications to many of these programs by businesses or developers in Fairhaven. There is only so much money available in any one funding period and the State has incentives to spread the benefits of these programs around the rest of the state from one funding period to the next.

Because of this situation it is imperative that Fairhaven interests be currently informed about assistance available, funding processes (especially deadlines and lead-times) and individuals who are centers of influence in these processes; organized to act effectively; and, willing to put forth the time and effort necessary to effectively represent Fairhaven in the political and administrative processes associated with funding assistance. City government will be the focal point for most of this effort. However, for a few programs state level lobbying (both legislative and administrative) is essential.

It may be that the element most critical to the success of Fairhaven interests in seeking outside financing assistance is the one yet to be developed between the Old Fairhaven Association and the Fourth Corner Development Corporation. The FCDC has the potential for a tremendous impact on the economy of Whatcom County. It already has the attention of state agencies and expressions of intended cooperation from the agencies' leadership. Both the City and County governments are represented in the membership of the FCDC. The degree of enthusiasm and cooperation between governmental units and private business interests is unusual and very encouraging.

The FCDC is in the process of hiring a high-powered executive director to attract new and assist expanding businesses. It intends an aggressive and effective marketing campaign with special emphasis on Canadian businesses. This group could be viewed as a threat but should be sought as a potentially strong ally for Fairhaven interests. Effective liason to this organization needs to be established. Such a liason will enhance Fairhaven's opportunities to participate in both state and federal programs and increase chances for cooperation with city agencies for any efforts to increase business in Fairhaven.

#### General Information Sources:

For general information regarding small business start-ups or expansions or specific information regarding the SBA the following two individuals and their respective organizations are available and willing to help:

Mr. Jerry Burns  
Director, Business Information Center  
Whatcom Chamber of Commerce and Industry  
1111 Cornwall Avenue  
Bellingham, Wa. 98225  
Telephone: (206) 734-1330

Mr. Max King,  
Director, Small Business Development Center  
College of Business and Economics  
Western Washington University  
Bellingham, Wa. 98225  
Telephone (206) 676-3899

## State Level

The State of Washington's efforts supporting economic development have recently increased. However, in addition to the increase in effort there is considerable reorganization going on in areas providing support services to community/economic development projects. This may cause some confusion as to who is the appropriate contact for a specific program. The best general contact point for state assistance is the Department of Community Development at (206) 753-2200 or 753-4900.

An example of the types of things being done by the State is The Community Development Finance Program. This Program was begun in 1983 by the State to help business and industry secure long-term expansion loans. This Program focuses on business expansion through community development activities by combining private financial resources with Federal and State lending assistance, and local leadership. When used in conjunction with State and Federal loans, these activities can leverage maximum private financing. Eligible applicants are local governments in need of community development assistance, any successful business that wants to expand and is in need of long-term capital, and wholesale companies.

Depending on the circumstances and the characteristics of the business, uses of loan programs may include real estate acquisition, new construction, renovation, major leasehold improvements, machinery, equipment and working capital. Start-up businesses may qualify for the government financing but require a larger down payment by the business.

### Financing tools for the Community Development Finance Program:

UDAG (Urban Development Action Grant) Businesses and developers in eligible cities can receive a second-mortgage loan for financing up to 28% of their fixed assets. Job creation is required with a job/loan ratio of one job for every \$6-8,000 in 3-5 years. Bellingham is eligible. Rehabilitation projects for older (e.g. historic) buildings are prime candidates.

CDBG (Community Development Block Grant) State administered Federal grants are available to local governments for economic development activities, including public works projects, facility improvements, and loans to businesses. These activities must benefit low and moderate income people. The Fairhaven District qualifies for participation and individuals, businesses or District representatives must interact with the City regarding potential uses of these funds in Fairhaven.

CERB (Community Economic Revitalization Board) Municipalities can receive state loans for public improvements (e.g. water, sewer, access roads and site development) needed to attract businesses or stimulate expansion. Job creation is required. Timing of applications critical factor with this program.

IRB (Industrial Revenue Bonds) These tax-exempt bonds are sold to provide below-market-rate financing to businesses for the acquisition, construction enlargement or improvement of industrial development facilities. The bonds are issued by public corporations specifically created for that purpose by local governments. The tax-exempt status provides incentive so the bond buyer will accept a lower rate of interest on the bonds.

Examples of projects assisted:

1. \$715,000 development project to build a lodge/resort in Goldendale.

UDAG -	\$146,000
SBA 7 (a)	450,000
Owner equity	118,500

2. A shut-down Anacortes plywood mill was recently purchased by a worker cooperative through creative local/private and government financing for a total of \$2,400,000.

CDBG-	\$300,000
City-	500,000 (creative use of JTPA program)
Olympic Bank	1,000,000
Owner equity	600,000

3. \$1,600,000 loan package to a Yelm manufacturer to double plant, consolidate operations and add 35 new employees.

UDAG	\$350,000
SBA 503	500,000
Bank loan	775,000

Methods and Programs for Financing Job Creation and Economic Development that may be relevant to existing Fairhaven businesses or to a business or industry contemplating location in the greater Fairhaven area (down to and including Port of Bellingham property at the water):

1. Small Business Administration 7(a) loan guarantees:
2. Small Business Administration 503 subordinated loans:
3. Community Development Block Grant loans and projects:
4. Urban Development Action Grants (UDAG) subordinated loans:
5. Job Training Partnership Act (JTPA) wage subsidies, tax credits and employee recruitment and training:
6. Community Economic Revitalization Board loans to local government units:
7. Local Development Matching Fund Program (\$35,000 apparently earmarked for use by the Fourth Corner Development Corporation):
8. State Economic Development "Set-Aside" Program (new and being organized):
9. Main Street Program (new and being organized):
10. Washington Centennial Commission (seeking funds from legislature for economic development/tourism projects related to the 1989 State Centennial):
11. Rehabilitation Investment Tax Credit (Economic Recovery Tax Act of 1981) for qualifying older (30 yrs., 40 yrs. or certified historic) structures:
12. Local Improvement District:
13. Developer Local Improvement District:
14. Real Estate Excise Tax designation for use for impact of growth:
15. Industrial Revenue Bonds (IRB) tax exempt bonds issued by public corporation:
16. Economic Development Administration (EDA) loan guarantees:
17. Venture Capital:
18. Foreign Trade Zone:

Summaries of each of the financing assistance or incentive programs:

(1. and 2.) Small Business Administration (SBA) Business Loan Programs

The SBA assists the nation's small businesses through a number of programs and efforts. SBA helps new or growing businesses meet their financial needs, counsels small firms with problems, offers special assistance to minority, women-owned and veteran-owned businesses, helps small businesses secure government contracts, and acts as a special advocate for small businesses with other federal agencies, with states and within the private sector.

SBA offers two basic types of business loans:

- A. Loans made by private lenders, usually banks, and guaranteed by SBA. SBA "bank guaranteed loans" are tied to funds appropriated by Congress. The amount of loans which SBA can guarantee is much larger than funds appropriated for direct loans. Thus, the majority of SBA loans is of the guaranteed type.

By law, SBA can guarantee a portion of a loan made by a bank or other private lender, however, SBA's guaranty cannot exceed \$500,000.

- B. Loans made directly by the Agency. Monies for "direct" loans also come from Congress and typically require a year's processing to get if an applicant is both eligible and otherwise qualifies.

The loan guarantee program of A above is more relevant for Fairhaven with the two most applicable type A programs being:

SBA 7 (a) This loan provides up to a 90% guarantee of a bank loan for a maximum of \$500,000 to be used for working capital, fixed asset acquisition or leasehold improvements. Eligible applicants are small business owner/users only, with net worth less than \$6 million and profits after taxes less than \$2 million for the past two years. The loan can be a companion to an SBA 503 up to a combined maximum of \$500,000. This loan is normally used for weaker credit projects and involves a lot of paperwork. Terms of the loan are up to 25 years for real estate, up to 7 years for working capital and up to 10 years for machinery and equipment. The loan rate is prime plus 2.75%, fixed or variable. Developers, not being eligible, should direct potential tenants to program.

SBA 503 Business owner/users meeting the size criteria for a SBA 7 (a) can receive a second-mortgage for up to 40% of the project cost or a maximum of \$500,000 for financing of fixed assets only. Job creation is required with a job/cost ratio of one job to be created over two years for every \$15,000 of loan. The term of the loan is tied to the life of the assets. The rate is the Treasury Bond rate plus 0.75% which is fixed upon closing. The loan is for take-out financing only. Interim construction financing is from conventional lenders. Developers should direct potential tenants to the program.

### 3. Community Development Block Grant Program:

The City of Bellingham expects to receive approximately \$738,000 in CDBG funds during each of the next three years (1985, '86 and '87). All projects must either principally benefit low and moderate income persons, or eliminate slums or blight, or eliminate an immediate threat to health or safety.

Previously funded projects include:

1. An on-going housing rehabilitation loan program,
2. Street, sidewalk and drainage improvements,
3. Development of community facilities, neighborhood parks and pedestrian trails,
4. Street beautification,
5. Public service activities, and
6. An economic development loan program.

Of particular interest to Fairhaven are eligible rehabilitation and preservation activities such as financing the rehabilitation of:

1. privately owned buildings and improvements,
2. low income public housing and other publicly owned residential buildings and improvements, and
3. publicly owned nonresidential buildings and improvements (not for the general conduct of Government).
4. Historic preservation is specifically identified as an eligible area for financing assistance.

Additional possible activities of significance for Fairhaven are:

1. Code enforcement (special historic district code?)
2. Renovation of a closed school building for use as an eligible facility.
3. Special economic development activities:
  - a. acquisition, construction, reconstruction or installation of commercial or industrial buildings, structures, and other real property equipment and improvements, and
  - b. provision of assistance to private businesses, including but not limited to grants, loans, loan guarantees, interest supplements, technical assistance and other forms of support.
4. Special activities by subrecipients. The recipient may grant funds to sub-recipients to carry out neighborhood revitalization, community development, or energy conservation projects. Eligible subrecipients include
  - a. neighborhood based non-profit organizations,
  - b. sec. 301 (d) Small Business Investment Companies,
  - c. Local Development Corporations.

#### 4. Urban Development Action Grants

The UDAG Program of the U.S. Dept. of Housing and Urban Development is designed to encourage private development projects within or near eligible cities only (Bellingham is eligible). Funds may be used for fixed asset financing in a wide variety of commercial, industrial and mixed use projects. Projects are usually large (\$300,000 and up).

Eligible applicants are for-profit, non-profit, public or private entities that are owner/users or developers. The subordinated loans have a flexible term up to 30 years. The rate is typically near the long term Treasury Bond rate. There is a jobs/loan ratio of one job to be created over two years for every \$8,000 of loan. The loan amount typically represents 15-25% of the project and a loan amount of less than \$100,000 is unusual. There is incentive to use UDAG with tax-exempt revenue bonds.

UDAG loans have effectively been used in rehabilitation projects.

#### 5. Job Training Partnership Act (JTPA).

JTPA (Job Training Partnership Act) went into effect on October 1, 1983. This Federal legislation provides funds for job training and for creating employment opportunities for low-income adults and youth, and for displaced workers.

The incentives for use of the JTPA are specialized recruitment, specialized training, wage subsidies and significant tax credits. This program was effectively packaged with existing loan programs to successfully reopen the Anacortes Plywood company as a workers' cooperative.

A Private Industry Council consisting of 26 private and public sector executives was appointed by local government officials to set policy, plan and direct the programs in Whatcom, Skagit, Island and San Juan counties

The PIC selected as its administrative entity, the Northwest Services Council, to implement its policies and carry on its day-to-day business of managing the programs and federal monies coming into the area.

#### 6. Community Economic Revitalization Board loans to local governments.

CERB makes loans to political sub-divisions of the state to assist in financing construction of public facilities. Eligible projects include, but are not limited to: sewer, water, access roads, site development, and bridges when such projects will improve the opportunities for successful maintenance, establishment or expansion of industrial and commercial plants, or will otherwise assist in the creation or retention of long-term employment opportunities.

Eligible costs include the acquisition and development of land and improvements for public facilities, as well as acquisition, construction, rehabilitation, alteration, expansion or improvement of such facilities. Interest rate is up to 10% by statute and usually 70% of Treasury Bill rate. The term is 20 years.

There must be convincing evidence that private development is imminent and will only come to pass with CERB assistance.. Preference is first given to industrial development such as manufacturing and processing, then to commercial or service enterprises. The application process requires close attention to CERB meeting dates and lead times but they will assist in the application process.

## 7. Local Development Matching Fund Program

The purpose of this program is to facilitate comprehensive, strategic and coordinated economic development efforts at the local and regional levels by providing state matching funds to non-profit development entities and local governments. The Old Fairhaven Association appears to qualify as a "non-profit local development entity" under the draft guidelines, assuming 501 (c)(3) status is forthcoming.

Eligible activities include:

- a. Formulating local economic development strategies, particularly those which foster new developments and expansions resulting in the trading of goods and services beyond the state's borders.
- b. Performing the technical analyses necessary to designate and implement economic development strategies, including developing and disseminating data on: local markets, demographics, comparative business costs, site availability, labor force characteristics and local incentives.
- c. Assisting local businesses in utilizing state/federal programs in exporting, training and financing.
- d. Providing technical assistance to businesses in land use, transportation, site location, and/or manpower training.

Note: Local resources must match program funds on a dollar-for-dollar basis. Local resources means cash or in-kind services, materials or supplies with a determinable dollar value provided by the local matching entity. The limit for each application is \$50,000. The Fourth Corner Development Corporation appears to have been designated to receive \$35,000 under this program. This may make separate funding for Fairhaven difficult or impossible. However, Fairhaven would have a reasonable claim on the services of the FCDC for providing information and assistance under the terms of this matching program.

## 8. State Economic Development "Set-Aside Program (new and being organized):

State sources indicate there may be \$1-3 million available in early 1985 in this new program characterized as a state "mini-UDAG" without several of the limitations on appropriate uses found in the regular UDAG program. Possibilities in this regard include a revolving loan program and some training programs. The new manager for this program is expected to be named in July. Guidelines for this program will probably be available in the fall.

## 9. Main Street Program (new and being organized):

Although the guidelines for this program have not been drafted, it appears the program will involve 5 sites being chosen with funding being available up to \$50,000 for each to develop projects involving marketing or aesthetics. Because of the role of the Washington Trust for Historical Preservation in the organization of this program, an historical orientation is expected. Fairhaven representatives should monitor this program's organization to be prepared early and well to take advantage of the opportunities it presents.

10. Washington Centennial Commission (seeking funds from the legislature for economic development/tourism projects relating to the 1989 State Centennial):

Because of the stage of these plans, efforts by Fairhaven representatives should be directed toward state legislators. Because of the contested elections this fall, opportunities for getting support for this program will be available if a clear and defensible position is developed and effectively presented to the candidates.

11. Rehabilitation Investment Tax Credit (Economic Recovery Tax Act of 1981) for qualifying older (30 yrs., 40 yrs. or certified historic) buildings:

Under the Economic Recovery Act of 1981, tax incentives for rehabilitating older buildings have been simplified and substantially improved, especially in the case of certified historic buildings.

Investment Tax Credits for Qualified Rehabilitation. The ITC for "qualified rehabilitation" effective January 1, 1982, is as follows: 15 % for structures at least 30 years old, 20 % for structures at least 40 years old, and 25 % for certified historic structures. A qualified rehabilitation means any building which has been substantially rehabilitated, which was in use prior to beginning the rehabilitation and which retains at least 75 % of the existing external walls.

An ITC is a dollar-for-dollar tax savings because it is deducted from the amount of taxes owed in contrast to a deduction, which merely reduces a taxpayer's income subject to taxation.

Eligible Categories of Rehabilitation. The 25 % credit for certified historic rehabilitation is available to both depreciable nonresidential and residential buildings. However, the 15 and 20 % credits are limited to non-residential industrial and commercial buildings used for income producing purposes. Thus, there is a significant incentive for the creation of rental housing in historic buildings.

A certified historic building owned and occupied in part by the taxpayer may allow the taxpayer to take the credit, on a pro-rata basis, for that portion of the building that is income producing. Additional complexities as well as incentives such as the adjustment to basis rule require tax competence for full understanding.

Which Buildings Qualify as Historic? A building may be certified by the Secretary of Interior as historic if (1) it is listed in the National Register of Historic Places, or (2) it is located in a Registered Historic District and the Secretary certifies that the building is of historic significance to the district.

To qualify for the 25 % ITC and to assure consistent standards of quality of rehabilitation of certified historic structures, the rehabilitation must be certified by the Secretary as being consistent with the historic character of the building or the district within which the building is located. Certification is a cooperative process conducted by the Dept. of the Interior and the Washington State Office of Archaeology and Historic Preservation.

Parties interested in the process are advised to get the assistance of a team consisting of at least an historic preservation consultant and a tax specialist (attorney or CPA).

## 12. Local Improvement District (LID)

An LID is formed for the purpose of financing all or a part of the costs of public improvements (including parking) by the levying of special assessments within the span of special benefits conferred on the property by those improvements. In other words, property owners are expected to pay for the public improvements because their respective properties are increased by the value of the improvements.

The financing of the district is by an assessment backed bond with the first source of payment of the LID debt the obligation of the City to collect and the obligation of the property owners to pay the special assessments levied against their properties.

The marketability of such a bond depends on:

1. The "willingness and ability to pay" of the property owners in the LID (as indicated by past record of payment of general and special taxes) .
2. The value of the land should there be a foreclosure (investors look for a post development value of 4 times the bond amount to guaranty the bonds).
3. The adequacy of the City's local improvement district guaranty fund (a two year cushion for the worst case foreclosure scenario will keep the interest rate down).\*

The attractiveness of the LID is a 20-22 year payout with interest rates moderated by the quality of the three marketability factors.

\*With a limited exception, the City's general fund, under current law, cannot be made obligated to pay local improvement district obligations. Thus, the adequacy of the City's guarantee fund becomes a critical factor for bonds to be marketed at satisfactory interest rates.

## 13. Developer Local Improvement District (DLID)

A DLID is similar to an LID with only one property owner, the developer, and the accompanying different implications for the marketability of the bond. The Trillium Corporation and its Cordata Project on the Wilder Farm Land (which is almost wholly in the County) may be seeking assistance from the City under this as well as other programs.

Should a project the size of Cordata be approved it is likely to use up all the guaranty fund capability of the City and, therefore, preclude or severely limit use of this mechanism by any other interested property owners.

#### 14. Real Estate Excise Tax percentage for use for municipal capital improvements

RCW 82.46.010 provides for an excise tax on the sale of real property. RCW 82.46.030 (2) provides that the remaining proceeds, after cost of collection for this tax is deducted, be available for municipal capital improvements funds and that such use not be considered a limit on the use of special assessments as well. Specific capital improvement projects would require the cooperation and approval of the City.

#### 15. Industrial Revenue Bonds

IRB's are tax-exempt bonds issued by a public corporation at no obligation to the creating district. Eligible applicants are public corporations created by cities, counties or ports. Eligible activities are fixed asset acquisition, construction, or improvements for manufacturing, processing, assembly, warehousing, transportation, and facilities. The advantage of IRB's is in their tax-exempt status; interest paid to bondbuyer is not subject to federal income tax, so buyer will accept a lower rate of interest. Washington State law limits the type of activities for which IRB's may be issued. Presently, the minimum issue which is feasible is approximately \$1,000,000. The use of IRB's is unlikely unless a large enough project with these kinds of needs were to become interested in locating in Fairhaven. The Port of Bellingham's south terminal is a likely focus for this level of activity.

#### 16. Economic Development Administration

Only large businesses that are fairly labor intensive are eligible because of the size of minimum loan guarantee of \$550,000, representing 75% of total loan, and a jobs/loan ratio of one job for every \$7,500 of loan guarantees (i.e. 73+ employees). Attractive terms are available if eligibility requirements can be met.

#### 17. Venture Capital

Venture capital may be available for investment in Fairhaven but it is likely to require the full organization of a project including development of a complete formal business plan with clear pro forma and cash-out information as well as investment tax credit details and rehabilitation problems and prospects should an historic building be involved. It does not appear likely that venture capitalists will be wandering into Fairhaven on their own under present economic and financial conditions. Thorough project organization and marketing efforts will be necessary.

#### 18. Foreign Trade Zone (Fairhaven sub-zone)

A foreign trade zone is a duty and quota-free holding area in a port of entry. These zones are areas within the U.S., but considered outside the Customs territory of the United States. Benefits available to FTZ users include receiving and storing goods indefinitely without payment of duty or bond, the ability to discard damaged or substandard goods and thereby save on customs duty, shipping unassembled goods into the zone for assembly there, thus saving on ocean freight charges and avoiding the inverted U.S. tariff system on components vs. completed units of production.

The Port of Bellingham is undertaking a study of the possible establishment of a foreign trade zone and its implications, including the designation and location of sub-zones. Foreign trade zones are becoming popular rapidly although there are mixed reviews on the benefits any particular types of FTZ's have for a community's economic development.

DIRECTORY

I. Fairhaven Taskforce 1990 Members:

Chairperson: Phyllis "Joy" Schroeder  
Beauty Consultant, Mary Kay Cosmetics

Members: Jim Brown  
GTM Corporation (Dirty Dan Harris's)

Gerri Dale  
Manager, Fairhaven Branch, Bellingham National Bank

Dr. Vincent Davis  
Business and Property Owner

Joel Douglas  
Harbor Lands Company

Darryl Freudenberg  
Business Manager, Glacier Distributing

F. M. "Red" Haskell  
Haskell Corporation

Gary Imus  
Property Owner

Brad Imus  
Property Owner

Jeff Kaspar  
Assistant General Manager, Port of Bellingham

Joanne MacKay  
Owner, Tony's Coffee and Tea Shop

Theo Mittet  
Theo Mittet, Associates

Chuck Robinson  
Owner, Village Books and Paper Dreams

Roger Sahlin  
President, Bellingham Stevedoring

David Waschke  
Operations Director, Fairhaven Industries

Jack Wetherby  
TV Facts (1983 Old Fairhaven Association President)

Larry Wilman  
Shoreline Group and Consultant, Mount Baker Bank

II. Old Fairhaven Association Officers

President -

John Hauter  
733-4433

Vice-President -

Penny Guenther  
671-7573

Treasurer -

Ty Tillson  
671-7573

Secretary -

Don Jordan  
733-1251

### III. Fourth Corner Development Corporation

President	Hal Arnason, Jr. Arnason Real Estate Inc.	At-large Representative, Whatcom Chamber of Commerce and Industry
Vice-President	T.B. Asmundson, Commissioner	Port of Bellingham
Secretary/ Treasurer	Carl Nielson, Manager General Welding Supply	Industrial Div. Chmn., Whatcom Chamber of Commerce & Industry
	Don Hansey, Councilman	Whatcom County Council
	F.M. "Red" Haskell, Pres.	Haskell Corporation
	Jeff Kaspar, Deputy Dir.	Port of Bellingham
	R.W. "Bob" Muenscher, Chmn.	Council of Governments of Whatcom County
	Anne Rose, President	Bellingham City Council
	Dr. G. Robert Ross, Pres.	Western Washington University
	Roger Sahlin, President	Bellingham Stevedoring
	David Syre, President	Trillium Corporation
****		
Ex-Officio:	Dennis Braddock	Representative, 42nd District
	Michael Brennan	Executive Vice-President Whatcom Chamber of Commerce and Industry
	Tim Douglas	Mayor, City of Bellingham
	Pat Fiske	Representative, 40th District
	Don Fleming	Executive Director, Port of Bellingham
	Barney Goltz	Senator, 42nd District
	Patrick McMullen	Representative, 40th District
	Lowell Peterson	Senator, 40th District
	Elaine Ramel	Executive Director, Council of Governments of Whatcom County
	Roger Van Dyken	Representative, 42nd District
	Shirley Van Zanten	Executive, Whatcom County

IV. Local Officials

City: Tim Douglas, Mayor (676-6797)  
Anne Rose, Council, Ward 5 (676-6970)  
James Caldwell, Council, Ward 6 " "  
Don Gischer, Council, Ward 1 " "  
Dorothy Culjat, Council, Ward 2 " "  
Arne Hanna, Council, Ward 3 " "  
Dave Wolf, Council, Ward 4 " "  
Jacqui MacConnell, Council, " "  
At-large Representative

City Staff: Bobbi Hinde, Director  
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Steve Price  
Dept. of Planning and Community Development  
(676-6880)

Judith Brown, Block Grant Administrator  
Dept. of Community Development  
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Bill Hager  
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Whatcom County Council of Governments: Elaine Ramel, Executive Director  
(676-6974)

Port of Bellingham: Don Fleming, Manager  
(676-2500)

Jeff Kaspar; Ass't. General Manager  
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V. Contact Persons for Funding Assistance Information:

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Industrial Development Division  
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Local Development Matching Fund Program

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Community Development Specialist  
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State Economic "Set-Aside" Program (New- being developed)

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Manager for Community Programs  
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Main St. Program (New- being developed)

Greg Dohrn (see "Set-Aside" Program just above)

JTPA Job Training Partnership Act

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Northwest Services Council  
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Toll Free: 1-800-PIC-JTPA

Washington Centennial Commission

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Executive Director  
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Olympia, Wa. 98504

Rehabilitation Investment Tax Credit: Economic Recovery Act of 1981

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LID/  
DLID

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Real Estate Excise Tax designation for impact of growth

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Foreign Trade Zone

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(206) 676-2500

BELLINGHAM CITY COUNCIL AGENDA BILL

FILE

SUBJECT	FOR AGENDA OF	COUNCIL ASSIGNMENT	BILL NUMBER
Fairhaven Parking Plan			
			RECVD IN CITY COUNCIL OFFICE

ATTACHMENTS	CLEARANCES:	INITIAL	DATE
<ul style="list-style-type: none"> <li>- Site Area</li> <li>- Memo</li> <li>- Armitstead Report</li> </ul>	Patricia R. Decker, PCDD Director	<i>PRD</i>	2/16/94
	Joann R. Smith, Planning Manager	<i>JRS</i>	2/16/94
	Dawn Sturwold, Asst. City Attorney	<i>DS</i>	
	Jackie Lynch, Associate Planner	<i>JL</i>	2/16/94
PUBLIC HEARING	NO *		

**SUMMARY STATEMENT**  
 Consideration of the Armitstead Fairhaven Zoning and Parking Report, which recommends removing parking requirements for the Fairhaven Historic Core.

**RECOMMENDED ACTION**  
 \* Referral to full Council for joint public hearing with the Planning Commission on March 21, 1994.

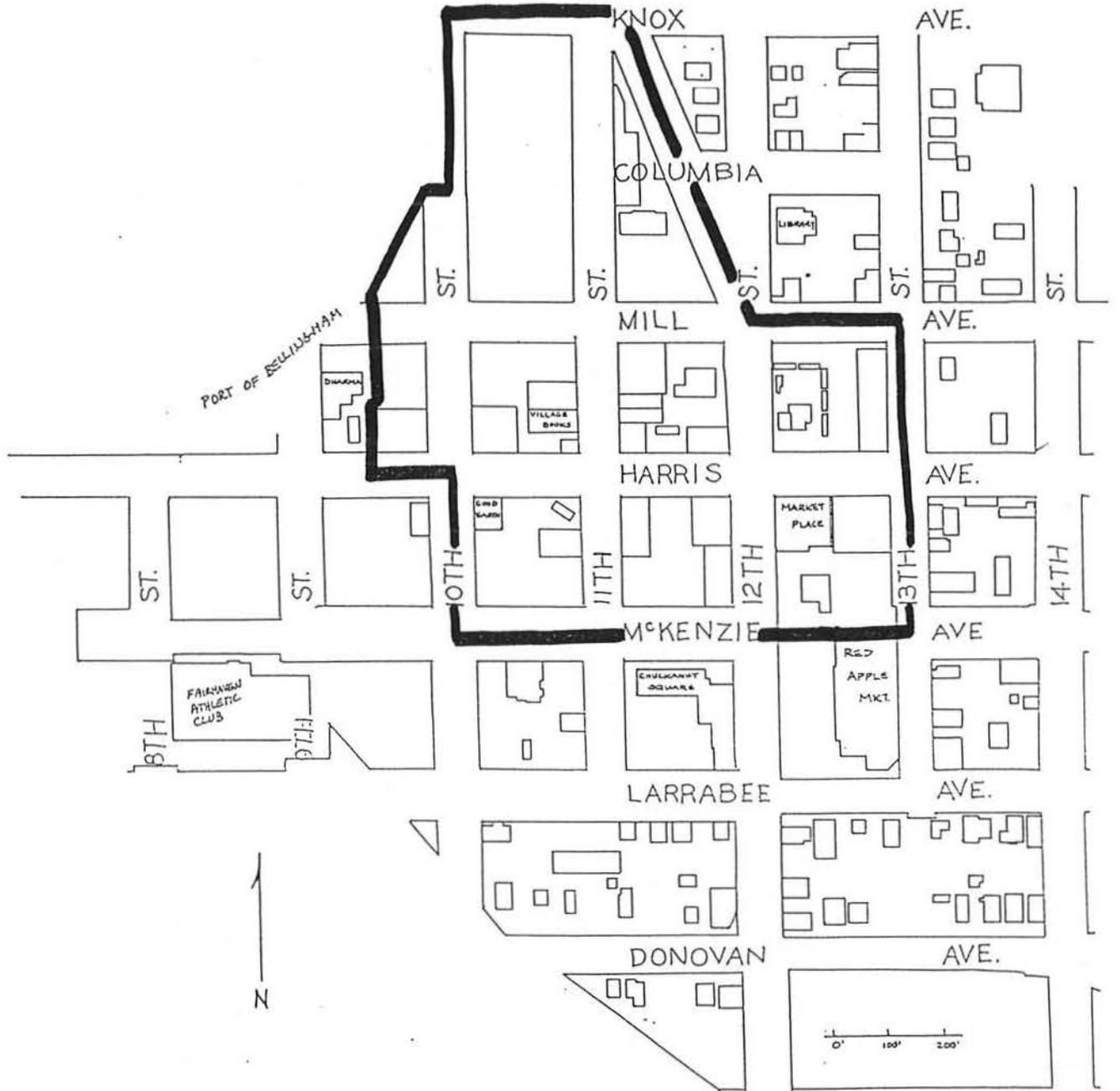
**COMMITTEE RECOMMENDATION/ACTION**

**COUNCIL ACTION**

- Should code requirements be eliminated or simply made more flexible, especially in the interim period before a district is legally formed?
- Should the City participate in funding improvements in Fairhaven, beyond allowing public right-of-way to be used to meet parking requirements?
- How are existing code-mandated parking lots to be treated (those tied to previous building permits?)
- What is the impact to full use of historic buildings if new infill buildings do not have to provide parking?
- What is the most feasible legal entity or approach to forming a district and paying for improvements? How will improvements be phased? Who will take on the task of forming the legal entity, assuring accurate cost estimates to calculate assessments, etc.
- What are the long-term impacts on the district? (This is a first come, first served approach, based on ability of the on-street supply to meet demand over time. ) What are the potential impacts on surrounding areas? Who benefits and who pays?

# FAIRHAVEN PARKING PLAN

Armitstead Parking Plan  
Boundary Map



J.L.  
1943

FAIRHAVEN  
Zoning & Parking

Issues / Discussion / Solutions

*"The Goal of Historic-District Zoning Should be to Provide Maximum Flexibility within some Framework of Minimum Standards. . .*

*It Must be Recognized that Inconsistencies are the Essence of that Environment; Surprise is a Major Ingredient. Imagination, no Matter How Wild it Seems, Should at least get a Fair Hearing. . .*

*FAIRHAVEN Must have its Zoning Changed to be Anything but a Mediocre Experience, and to encourage the investment of money and energy."*

John Armitstead, AIA

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## BACKGROUND

*Existing Zoning:* The existing zoning for Fairhaven within the "Historic" area and the fringe commercial areas is Commercial with a Neighborhood Mixed-Use qualifier. That designation is generally intended for strip mall local shopping and business developments. The zoning does not in any way recognise historic areas although it is to be used in conjunction with the Neighborhood Plan modifiers, which do.

*Existing Zoning's Intent:* The Neighborhood Plan, based on a 1973 study attempts to lay down some stylistic requirements but does not in any way change 'strip mall' zoning. In the 1973 study, some recommendations, such as closing streets to make pedestrian malls, have, thankfully, not been acted upon.

Prior to the 1973 study, a number of towns and cities in North America tried to create pedestrian malls this way and had succeeded only in killing off all the businesses on the street and creating dead zones. This situation has been heavily reinforced since that time. Pedestrian Malls do not succeed. The Fairhaven zoning seems to be targeted toward helping create merely a shopping community and not a robust Historic District.

At that time it was understandable. Fairhaven did not have many historic buildings and most were derelict. The present dedication to preserving the old hadn't really started. Communities need focus and shopping is one of its major elements. Strip malls were our culture's way of providing it.

*Zoning Parking Requirements.* One of the most disastrous consequences of the zoning imposed upon the area is the parking philosophy and requirements which are part of it: Basically, for each type of use, a parking space must be provided for every "x" square feet. The number of square feet varies with the use.

It has long been recognised, however, that a Parking District plan is a more logical way to look at a community's requirements. Yet, twenty years have passed and no parking district exists; strip mall parking requirements still prevail and are rigidly enforced.

*The 1973 and 1984 Studies:* There have been two reports which influenced Fairhaven's growth or lack of it and were summarized by a city report: 'Fairhaven Parking Study'. The 1973 study made a number of recommendations which would have benefited FAIRHAVEN and some which, from today's perspective, would not. Few were acted upon. The 1984 report built on the 1973 one. Neither report, however, addressed the suitability on strip mall zoning for an Historic District. Surely that must be the key issue for [responsible future] development.

## REASONS FOR THIS DOCUMENT

***Present Stalemate - Infill Buildings:*** There is a holdup in the provision of smaller infill buildings in Fairhaven because of (1) the need to buy land to satisfy parking requirements (which, on small lots, cannot be accommodated on site) and (2) unnecessary delays. As cases in point, two buildings are presently stalled in the building department awaiting resolution of parking. In addition to these, several more could be designed and built immediately after the overall parking requirements are corrected.

These small buildings will add enormously to the character and viability of Fairhaven; each of them, incidentally, will have upper levels for business or living to diversify and enrich the area (presently, all have good tenants waiting for the space).

***Full Use of Existing Buildings:*** Existing buildings can have upper levels finished when the parking does not dominate decisions. Present requirements vary the number of parking spaces associated with the use. The use in historic buildings, however, can change frequently; adding or subtracting parking just does not make sense and destroys the ability to build without a loss financially.

***Examination of Present Frustrations:*** The Fairhaven Parking Policy, again quoting the two previous studies, says "that both studies identified inadequate parking as a potential constraint to business growth in Fairhaven". From the vantage point of 1993 it is possible to state categorically that it is this projection and its subsequent negative effect that have caused the major constraint to business.

All of these reports project a parking shortage based on strip zoning code requirements, in which mandated parking levels related to each type of use in each building are added together to produce a supposed total parking shortfall.

In dealing with the Fairhaven's eight block CBD-type of area it concluded that, upon buildout, the required number of parking spaces would have to be 1,500. It was thus implied that between 3,000 and 6,000 people would visit Fairhaven and go separately to each business. Further, they would arrive by car only and either stay the entire fourteen hour day or would be replaced at intervals throughout the day, the latter of which would bring the count to many times that number.

The business people in Fairhaven would be delighted if the above conclusions were the reality. The former study does not include residents, people who walk in or cycle or use public transport. In addition to the *magnitude* of required new parking spaces the requirement is for parking also to be within 500 feet of the particular building providing it. This is nonsense as people expect to walk in Fairhaven as in all other Historic Districts and when there is more to see and discover, those distances are arbitrary.

However, building parking lots within the core area should be avoided. They cause interruption of the experience by an element which destroys the ambiance. Courts or open areas, on the other hand, do not interrupt, they enhance.

In point of fact, to those who own property, run businesses or use the Fairhaven area for dining and entertainment on a regular basis, there is no shortage of parking.

The process required to build or renovate in Fairhaven is bureaucratic in the extreme. Even putting in signs or canopies can take a minimum of seven to nine months for approvals. The worst interpretations for the developer are the ones enforced, and it is as if the policy is to discourage building.

*Cost of Developing in Historic Districts:* Fairhaven is unusual in one way compared to most historic areas. A small group of people own the land and buildings. This should enable more comprehensive development plans to be implemented. It is very expensive to rehab old buildings and it costs more to build in historic styles (if well done) than to build in more contemporary styles. Few people develop in historic areas if maximum profit is their chief criteria.

*There is a need for encouragement and enthusiasm from local government toward people willing to invest time and money to enhance Fairhaven. At the very least, local government can just avoid discouraging those who wish to make Fairhaven a better experience.*

Fairhaven is part of the city of Bellingham and improvements there are good for the city as a whole. They do not detract from the CBD as seems to be the prevailing philosophy among local government people.

## HISTORIC DISTRICTS AND PLACES

*Interest in Historic Preservation Worldwide:* Interest in the preservation of existing historic buildings and areas is becoming a worldwide phenomenon.. We have destroyed a very large proportion of the inventory of old buildings in the development frenzy that has hit area after area since the end of the second world war. Unfortunately, buildings are still falling to the wrecker's ball in Europe and North America; they are often just too expensive to preserve as business ventures.

People everywhere still head for places that have old world charm on travels and vacations, [but] rarely to the product of the last fifty years-worth of planning.

*What Makes these Areas Desirable:* The charm of these older places was analyzed brilliantly by Gordon Cullen in a book entitled *Townscape*. It highlights the visual and emotional impact of small places, villages, towns, cities and open spaces. None of these could be built today with the current zoning and building laws. Originally instituted for public safety, current codes are now so restrictive and maniacally paternal that they have a whole disparate life of their own and are generally applied with heavy-handed officiousness.

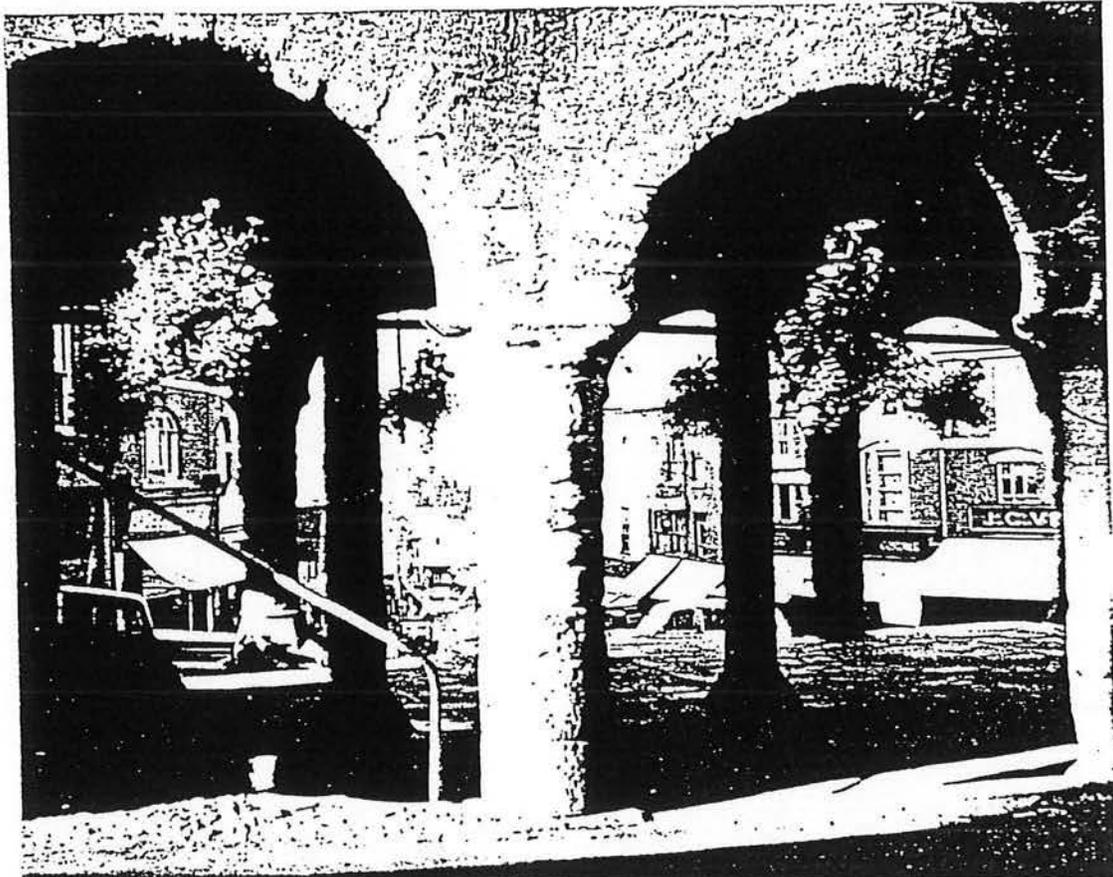
This is bad enough in general building but it is the worst barrier to enthusiasm for historic restoration and enhancement. Codes must be goal-oriented. The goal is not to enforce the code, but to create something of value. If the code detracts from the quality of the project it is obviously wrong.

Old places were seldom planned; they happened rather than were controlled; they are full of random creative individual efforts; their character and nuance cannot be legislated; they are not "by the book".

*Parking Parameters in Other Areas:* Few, if any, historic districts had any provision for the automobile. In cities like London there were stables and carriage houses which in the 1920s and 1930s became garages and in the 1960s were converted to the most desirable residences in the central area. The city constantly changed and renewed itself. Cars were an inconvenience and took a secondary place in planning.

In the Pacific Northwest, stables were of minimal construction and have not survived. Our non-residential historic buildings, however, are of masonry, and many have lasted if maintained.

Our answer to the automobile has been parking lots and parking structures. The exception to the dominance of cars in planning has been in historic districts where it is recognised as incompatible or incongruous. Yet, Our historic district does not have a special historic zoning as all others do. To repeat: our parking problems are a direct expression of our inappropriate zoning, not the reality.



#### enclaves

The enclave or interior open to the exterior and having free and direct access from one to the other is seen here as an accessible place or room out of the main directional stream, an eddy in which footsteps echo and the light is lessened in intensity. Set apart from the hurly-burly of traffic, it yet has the advantage of commanding the scene from a position of safety and strength.

#### enclosure

Enclosure sums up the polarity of legs and wheels. It is the basic unit of the precinctual pattern; outside, the noise and speed of impersonal communication which comes and goes but is not of any place. Inside, the quietness and human scale of the square, quad or courtyard. This is the end product of traffic, this is the place to which traffic brings you. Without enclosure traffic becomes nonsense.



#### closed vista

Probably the most banal of all the Beaux Arts gambits is the closed vista, which puts a building down and then invites you to step back and admire it. This is a somewhat inorganic and purely architectural attitude, but the closed vista is yet capable of infinite adaptation. The particular instance here shows the author's sketch for the development of the precinct of Liverpool cathedral, in which the vista is closed by the mass of the tower—but the scene is really given life by the great arch of the transept which is in black shade and swallows up the pedestrian's glance in mystery.



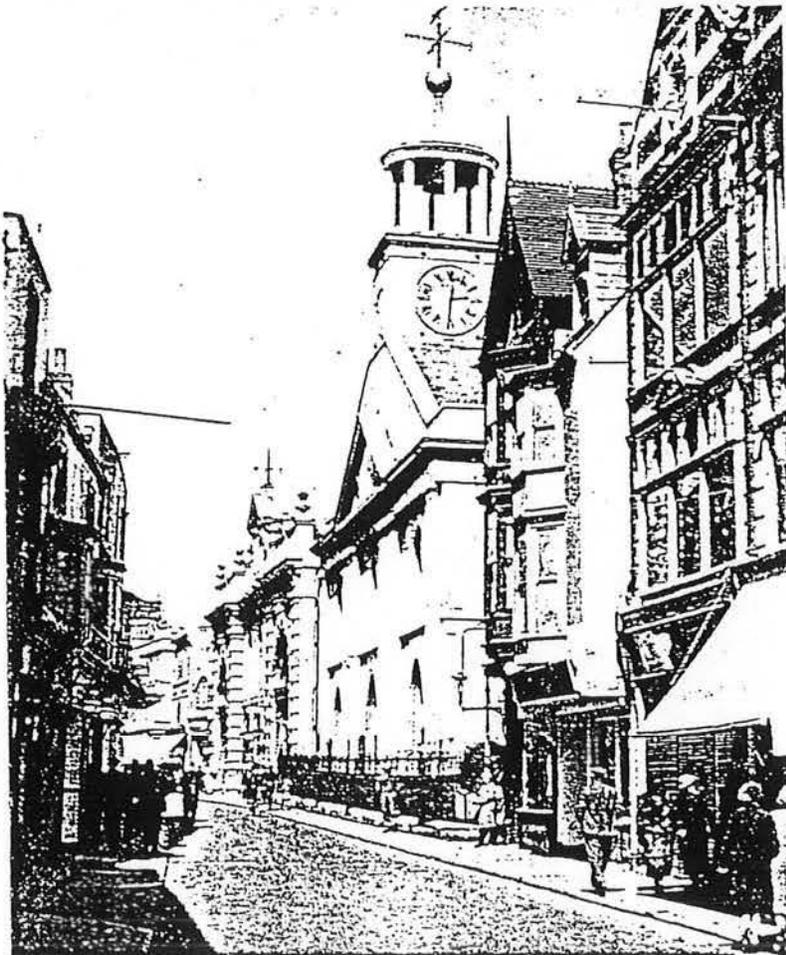
#### deflection

A variation on the closed vista is deflection, in which the object building is deflected away from the right angle, thus arousing the expectation that it is doing this to some purpose, i.e. that there is a place at the end of the street as yet unseen and of which this building forms a coherent part. This is invariably not so, but deflection arouses the thought.



#### projection and recession

This street in Rye demonstrates the charm of projection and recession. Instead of the eye taking in the street in a single glance, as it would in a street with perfectly straight façades, it is caught up in the intricacy of the meander and the result is a repose or dwelling of the mind which is wholly appropriate to the subject, which is a street of houses and not a fluid traffic route.



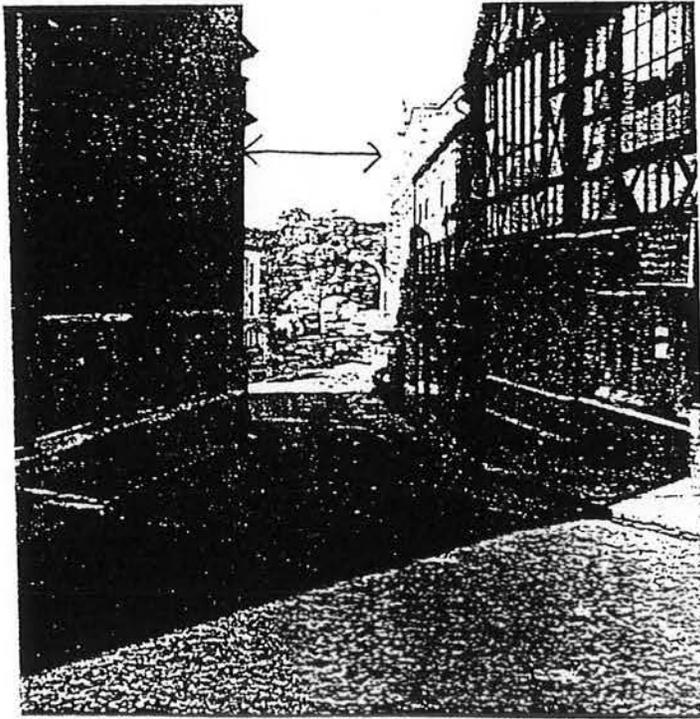
#### incident

The value of incident in a street—tower, belfry, silhouette feature, vivid colour and so on—is to entrap the eye so that it does not slide out into the beyond with resulting boredom. The skilful disposition of incident gives point to the basic shapes of the street or place; it is a nudge. The pattern is there but in the pre-occupation of life our attention must be drawn to it. I think that it is through the lack of incident that so many meticulously thought-out plans fail to come to life in three dimensions.



#### punctuation

If the vista seems like a complete sentence containing subject and predicate, the use of the word punctuation may clarify those demarcations of the enclosed phrase which this picture illustrates. In the continuing narrative of the street, function and pattern change from place to place; this should be acknowledged by some physical signal. The church, for instance, being a particular building, interrupts the alignment of the street and so closes one phrase and conceals the next, so that a pause is created.



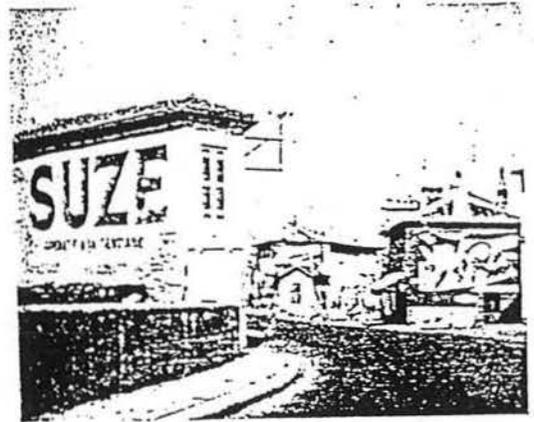
#### narrows

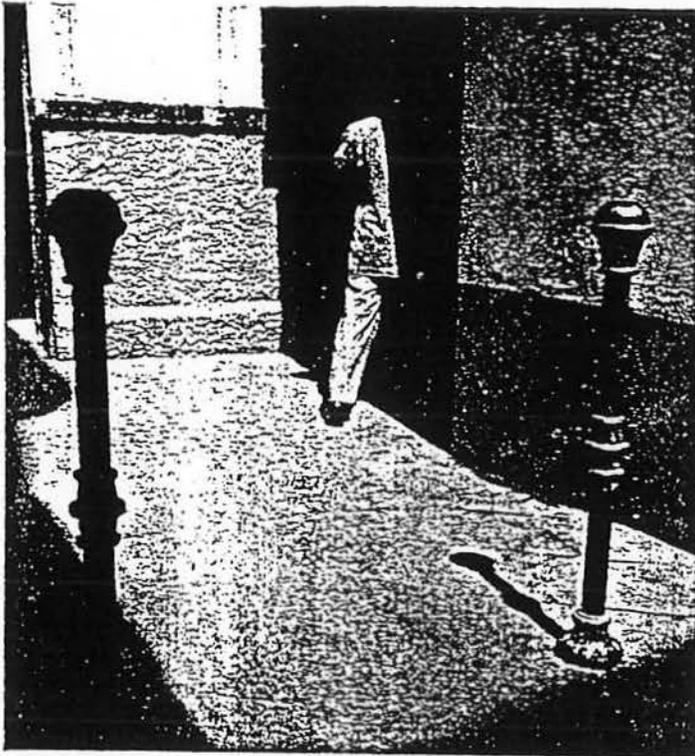
The crowding together of buildings forms a pressure, an unavoidable nearness of detail, which is in direct contrast to the wide piazza, square or promenade, and by the use of such narrows it is possible to maintain enclosure without forbidding the passage of vehicles and pedestrians. In this way the articulation of the city into clear and well-defined parts is made more possible. In its own right narrowness has a definite effect on the pedestrian, inducing a sense of unaccustomed constriction and pressure.



closure

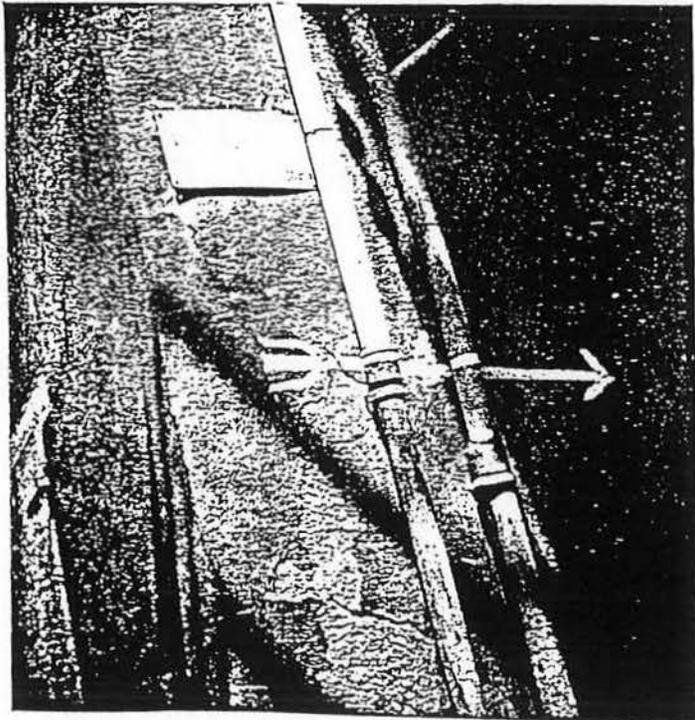
In enclosure the eye reacts to the fact of being completely surrounded. The reaction is static: once an enclosure is entered, the scene remains the same as you walk across it and out of it, where a new scene is suddenly revealed. Closure, on the other hand, is the creation of a break in the street which, whilst containing the eye, does not block out the sense of progression beyond as in the example at Buckingham. You'll probably get the hang of it by studying the siting of advertisements in the French village.





mystery

From the matter-of-fact pavement of the busy world we glimpse the unknown, the mystery of a city where anything could happen or exist, the noble or the sordid, genius or lunacy. This is not Withenshawe.





#### pedestrian ways

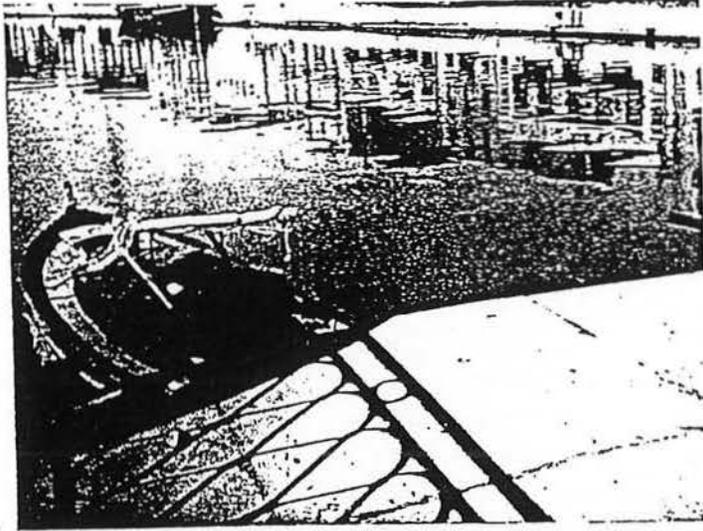
The pedestrian network links the town together in a viable pattern: it links place to place by steps, bridge and distinctive floor pattern, or by any means possible so long as continuity and access are maintained. The traffic routes sweep along impersonally but the tenacious and light-hearted pedestrian network creates the human town. Sometimes brash and extrovert, it may synchronize with the great traffic routes or with shops and offices, at other times it may be withdrawn and leafy; but it must be a connected whole.



#### continuity

The example opposite, from Shepton Mallet, shows in a very simple way how the open countryside and the town centre are directly linked together by a footpath. It should be read from left to right.





### immediacy

Preparation, softening up, railings, 'do be careful', and so on. Sometimes we get sick of all these conventions which get in between, which get in the way, and we long for the direct contact of immediacy, whether it be the edge of water or the edge of height. This quality of immediacy is implicit in what has been written before, the conception of categories and their juxtaposition to give drama and clarity to the landscape, and it is also germane to what now follows, the consideration of thisness or uniqueness.



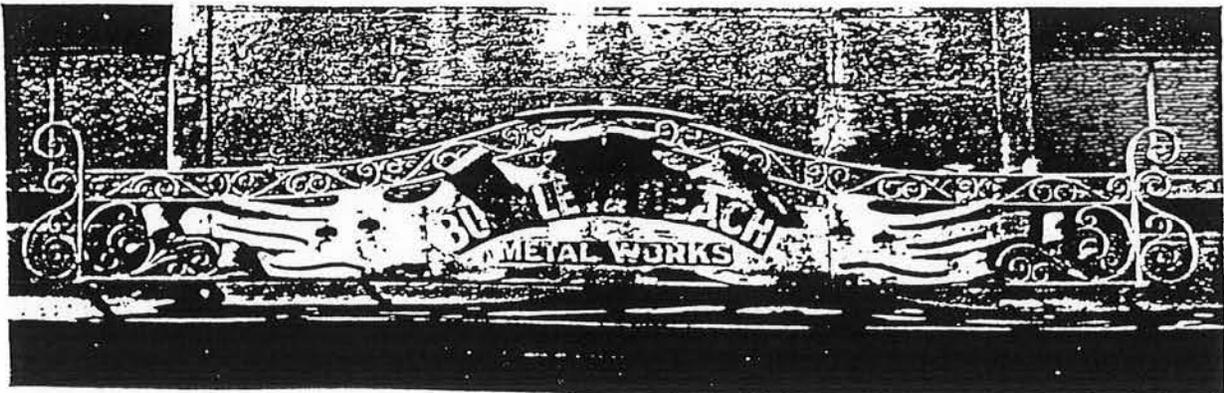


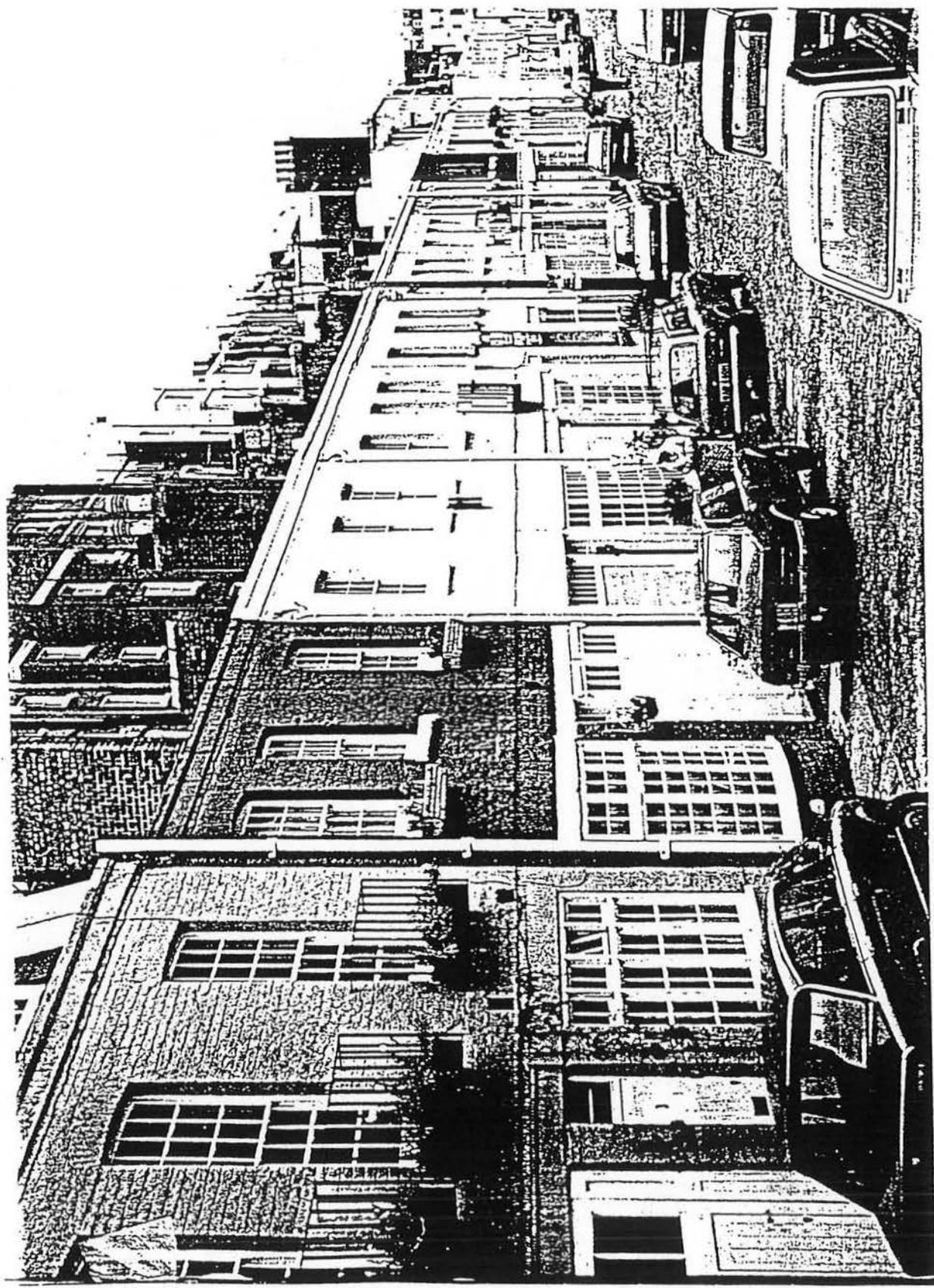
#### intricacy

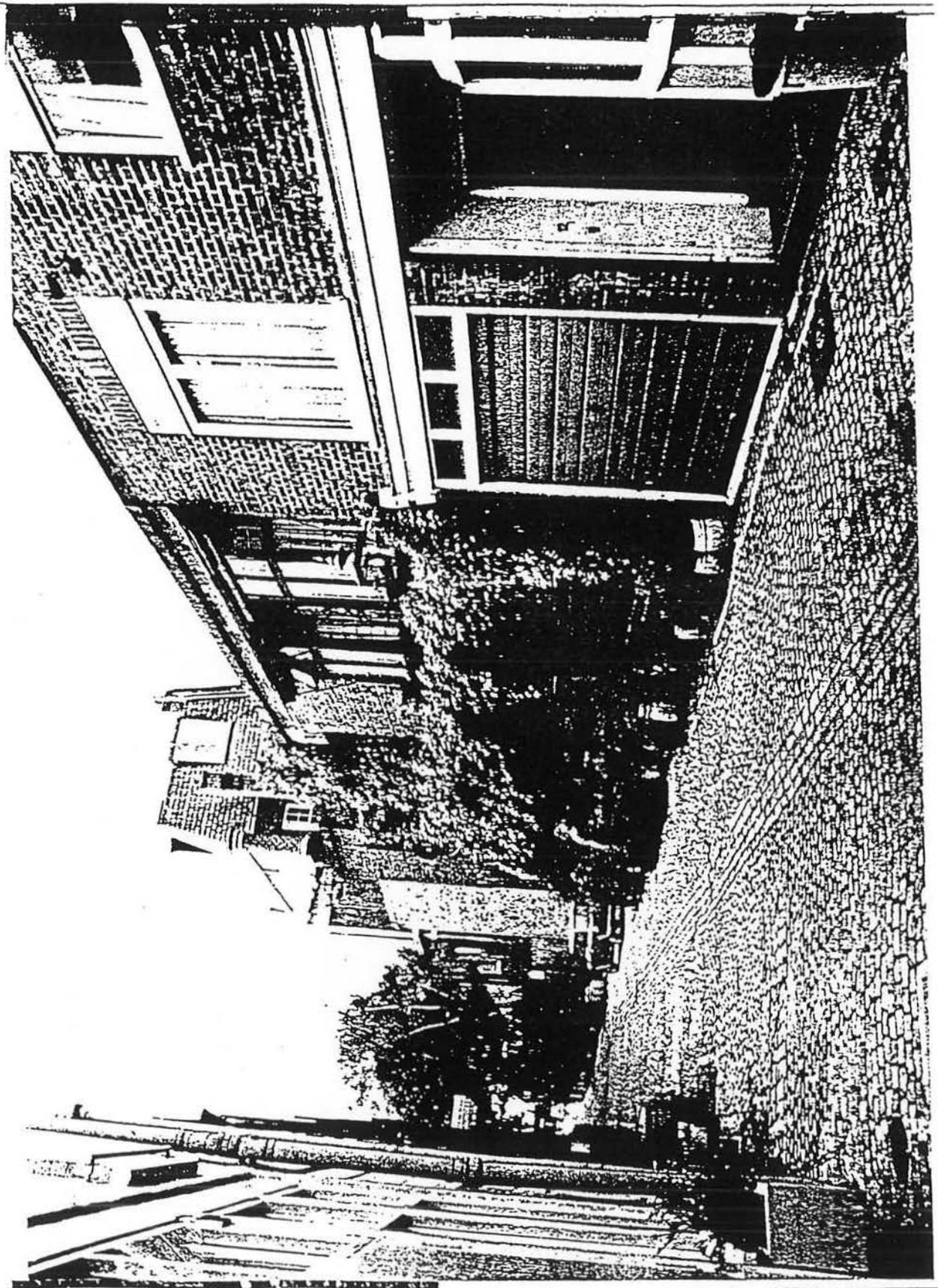
This quality is perhaps the least understood (or the least demonstrated) in present day building, which seems to stop dead at the obvious, the slab block, the gridiron of curtain walling, the banality of pastel-shaded surfaces giggling down from the sky. But the quality of intricacy absorbs the eye. It is an extra dimension obtained through the knowledge and experience of true professionalism as opposed to the crudities of the amateur.

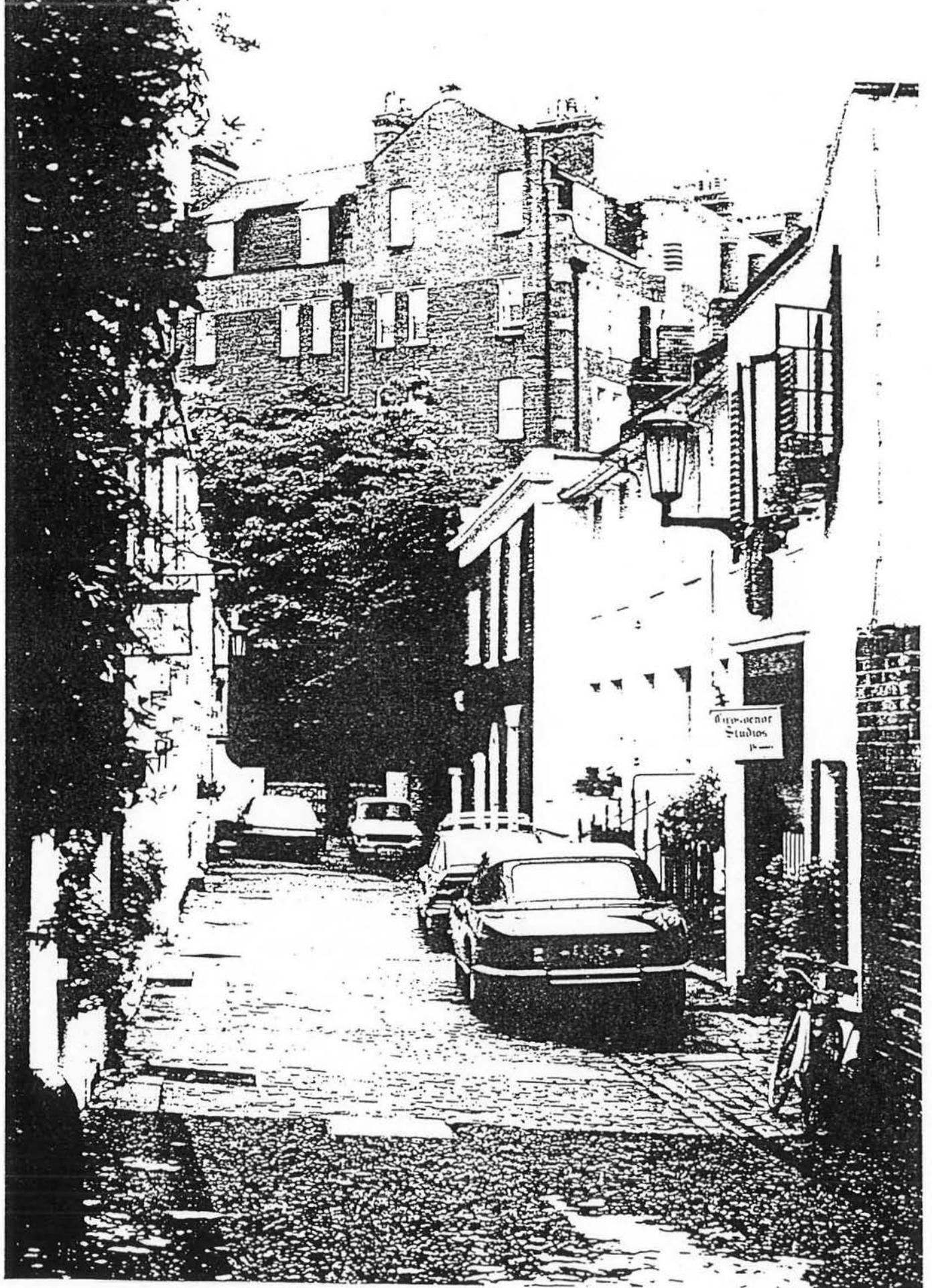
#### propriety

Propriety stems from the mutual respect which a true society should maintain amongst its members, which is not quite the same thing as manners. Our example is a somewhat astonishing shop fascia with lettering which might be thought out of place in a modest street, but since it is an example of the metalworker's craft it retains the sense of propriety. Propriety never seeks to stifle, rather is it self-expression within a civilized framework.

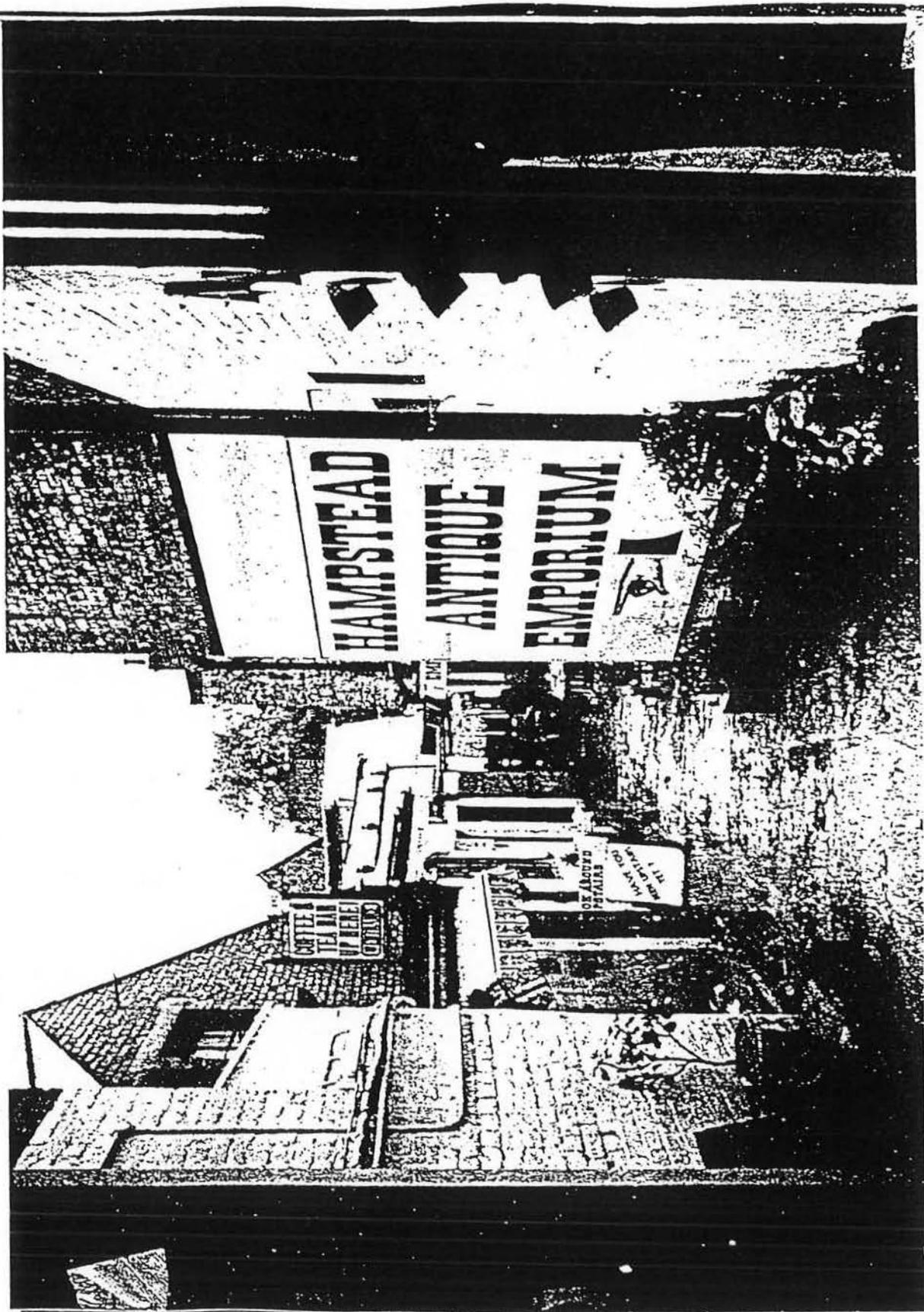








A Hampstead mews is quiet and solitary in the rain . . .





*How FAIRHAVEN Fits the Image:* In 1973 Fairhaven was not an historic district. It was a run down area, with a few derelict buildings and it looked it. Through the efforts of a few individuals the area is now called and recognised as an historic area.

There is some opposition to building new buildings or building in historic styles and yet the core of Fairhaven in 1993 consists primarily of new or reconstructed buildings; this is Fairhaven's future if it is not to stagnate.

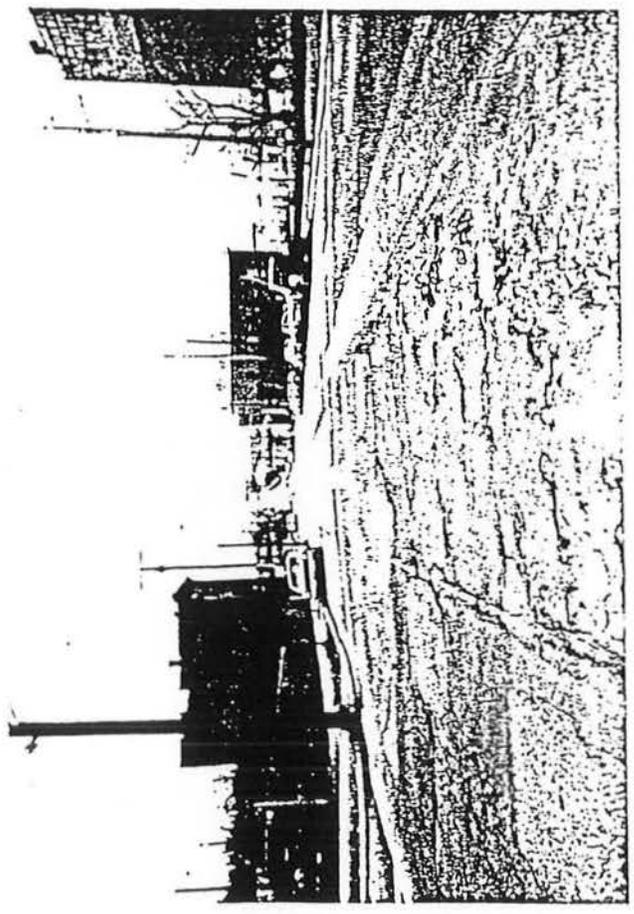
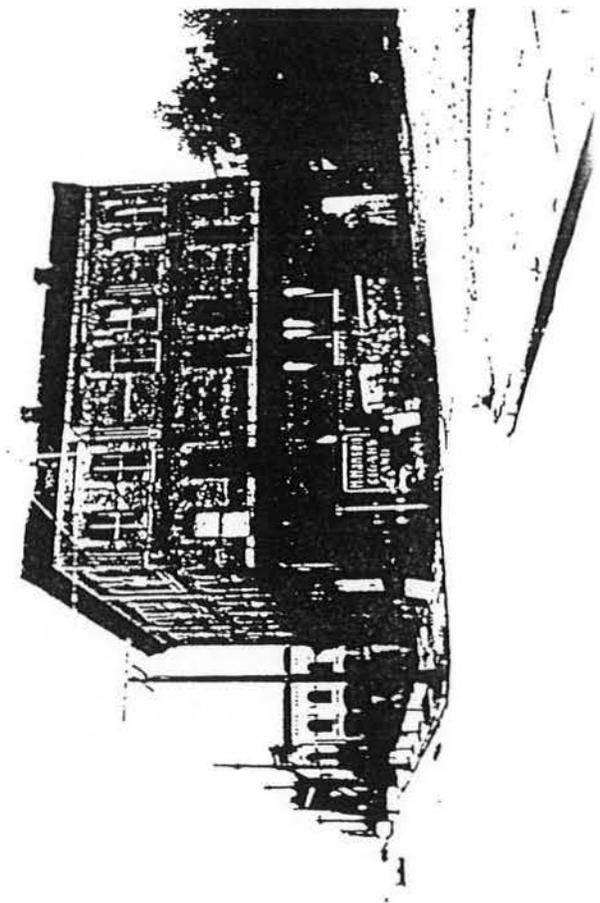
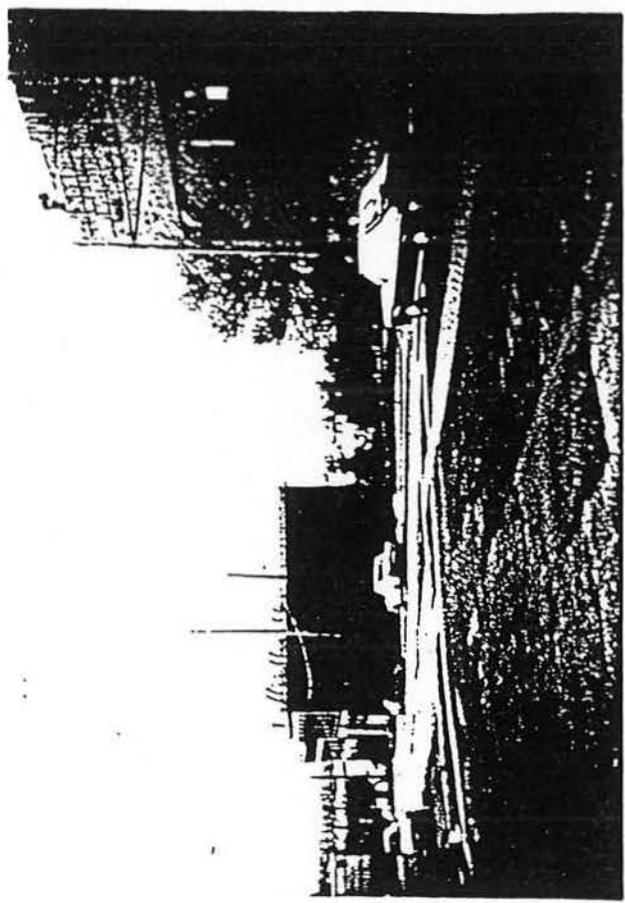
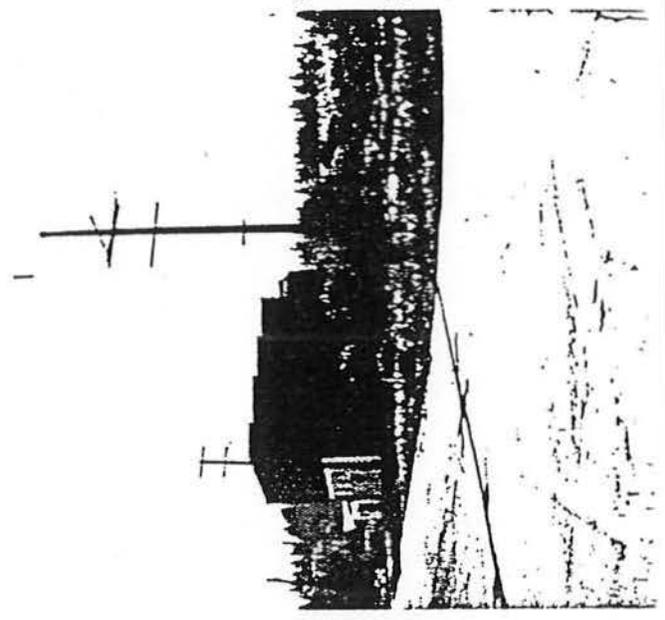
This is one part of the city that has a strong growth demand and can support increased specialised retail outside of Bellis Fair and can create a viable hotel industry in the upper end of the spectrum.

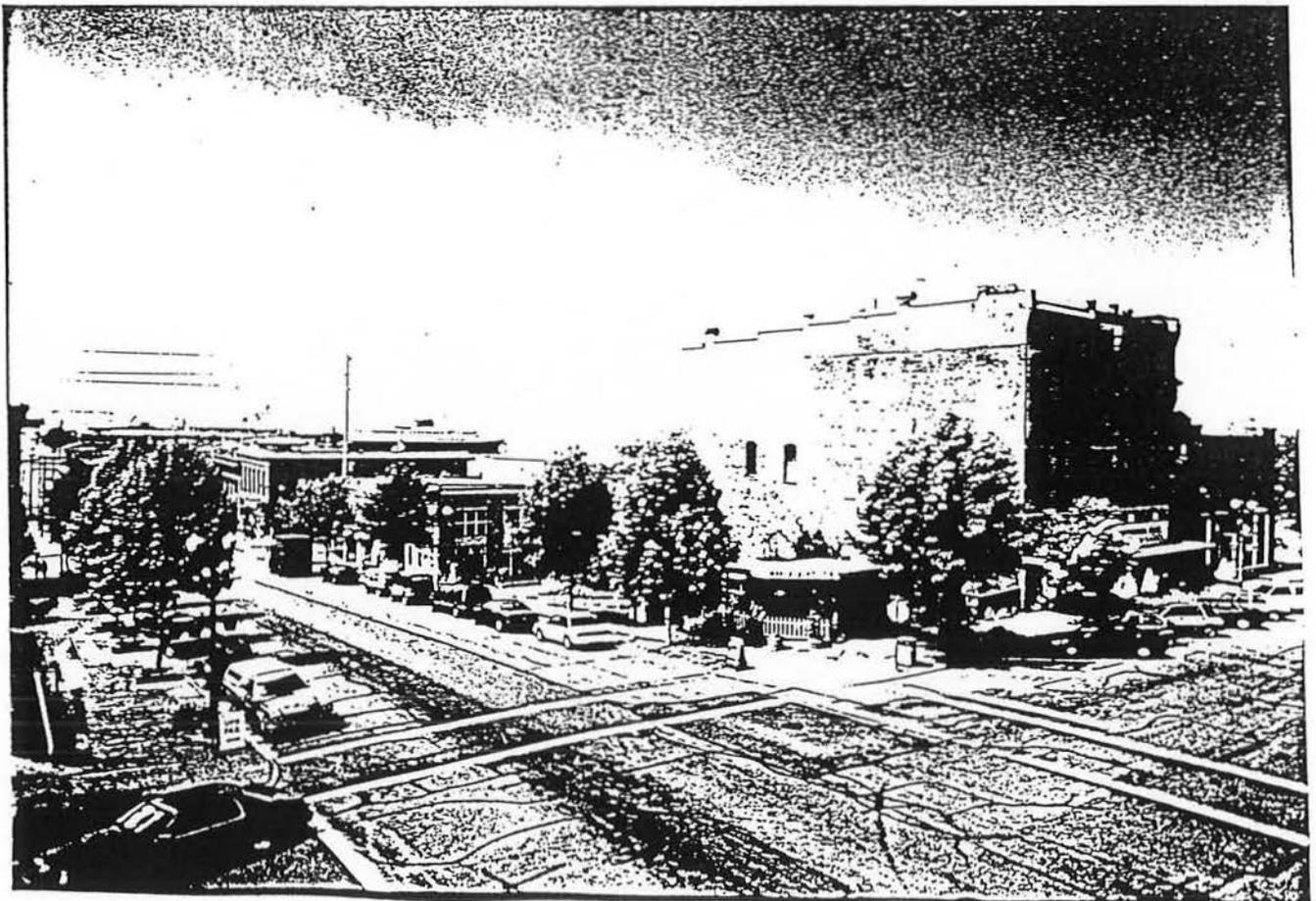
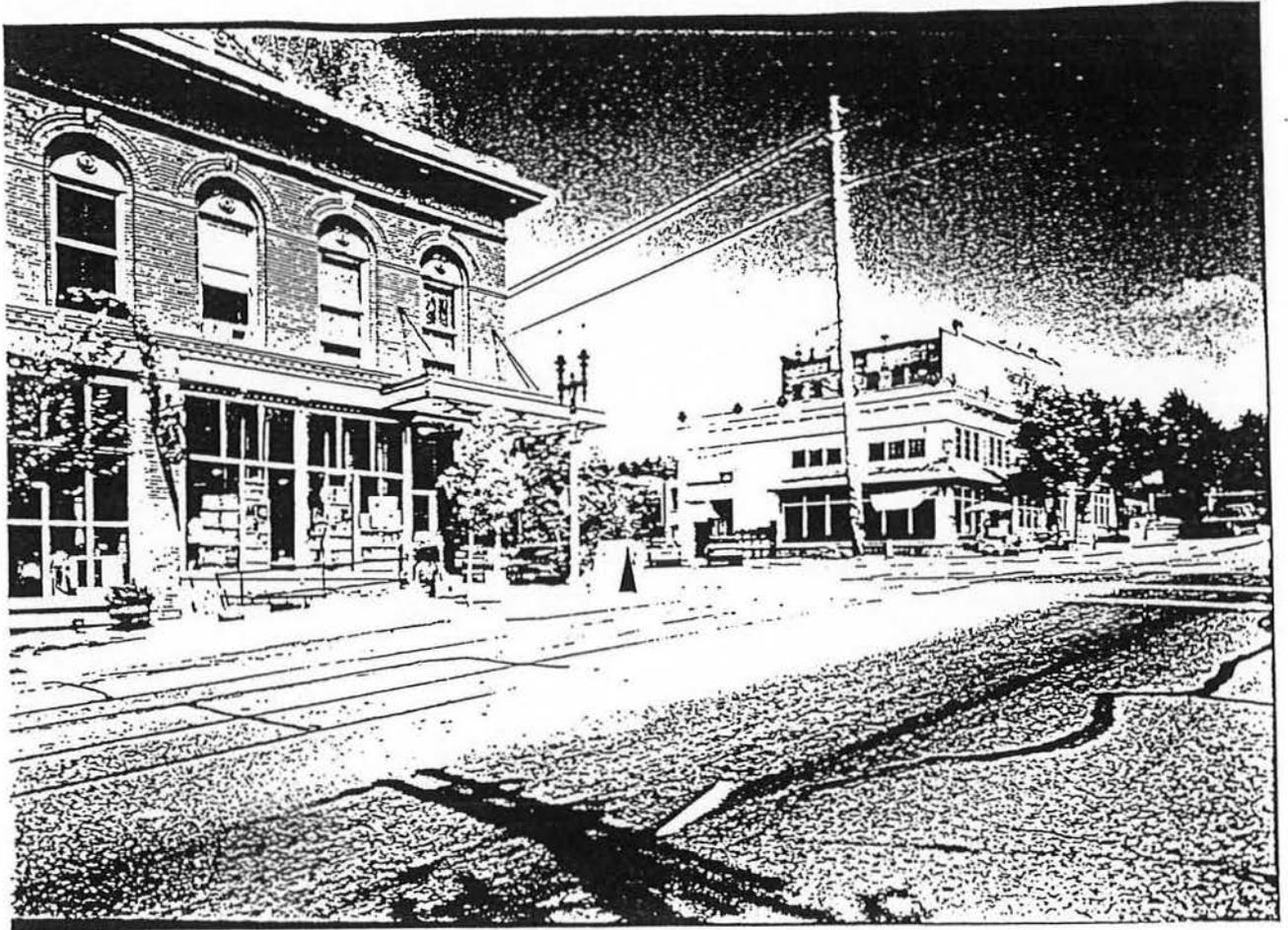
The expansion area of Fairhaven is strictly limited and its success must spill over into the CBD. It is not a threat but a catalyst to urban renewal for the whole city. The changes in Fairhaven to date have been by determined efforts of a few individuals in spite of frustrating difficulties, difficulties caused by negative attitudes directly attributable to rigid enforcement of a zoning policy that is the antithesis of what is required for the area to reach its full potential.

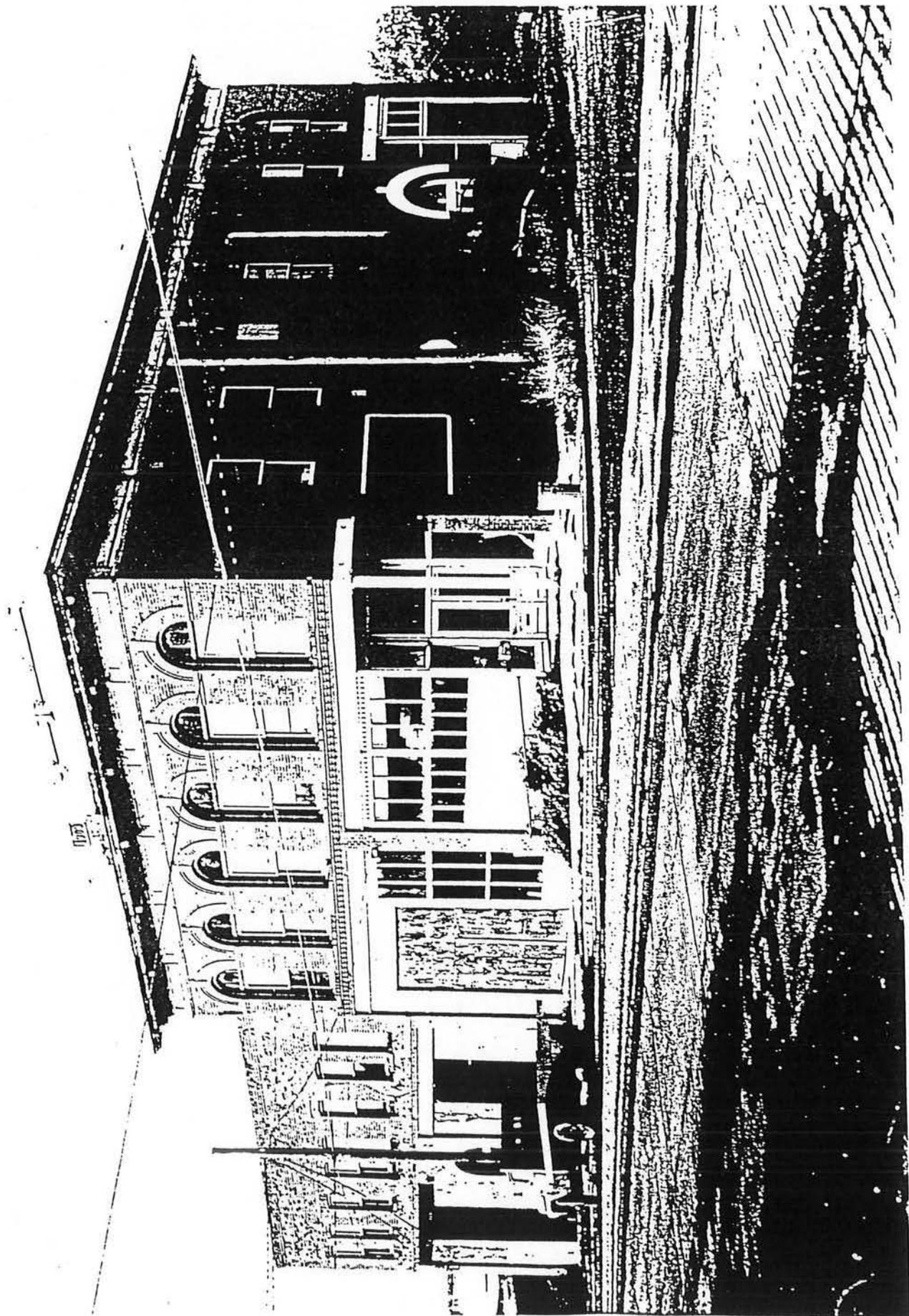
*How FAIRHAVEN Does Not Fit the Image:* Fairhaven does not have enough buildings to create a workable shopping, dining, entertainment or genuine focal point for the surrounding area. It is of minor interest to tourists, and businesses tend to be marginal. What gathering points exist are by courtesy of a few owners. Opportunities to walk and browse are minimal and soon exhausted.

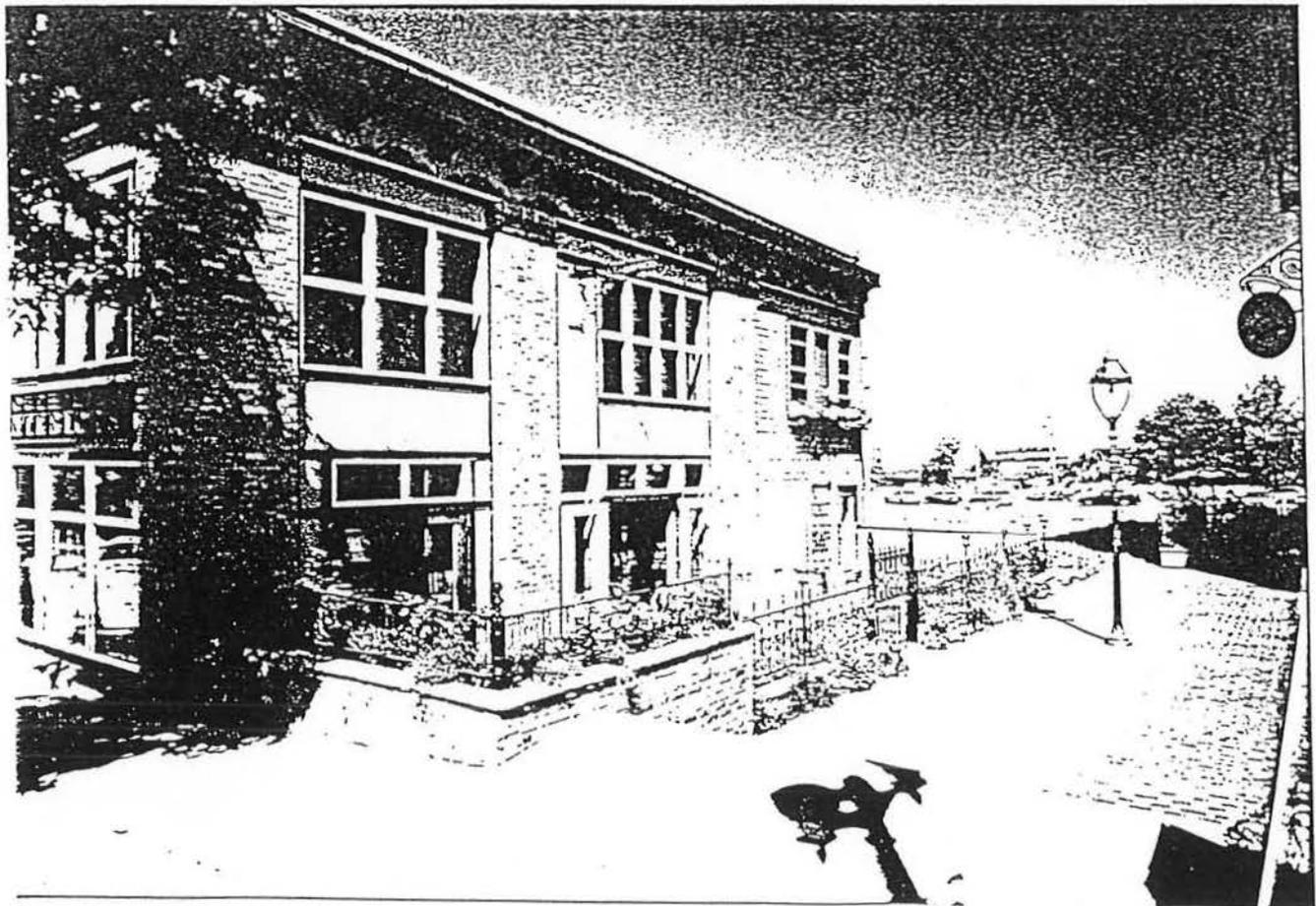
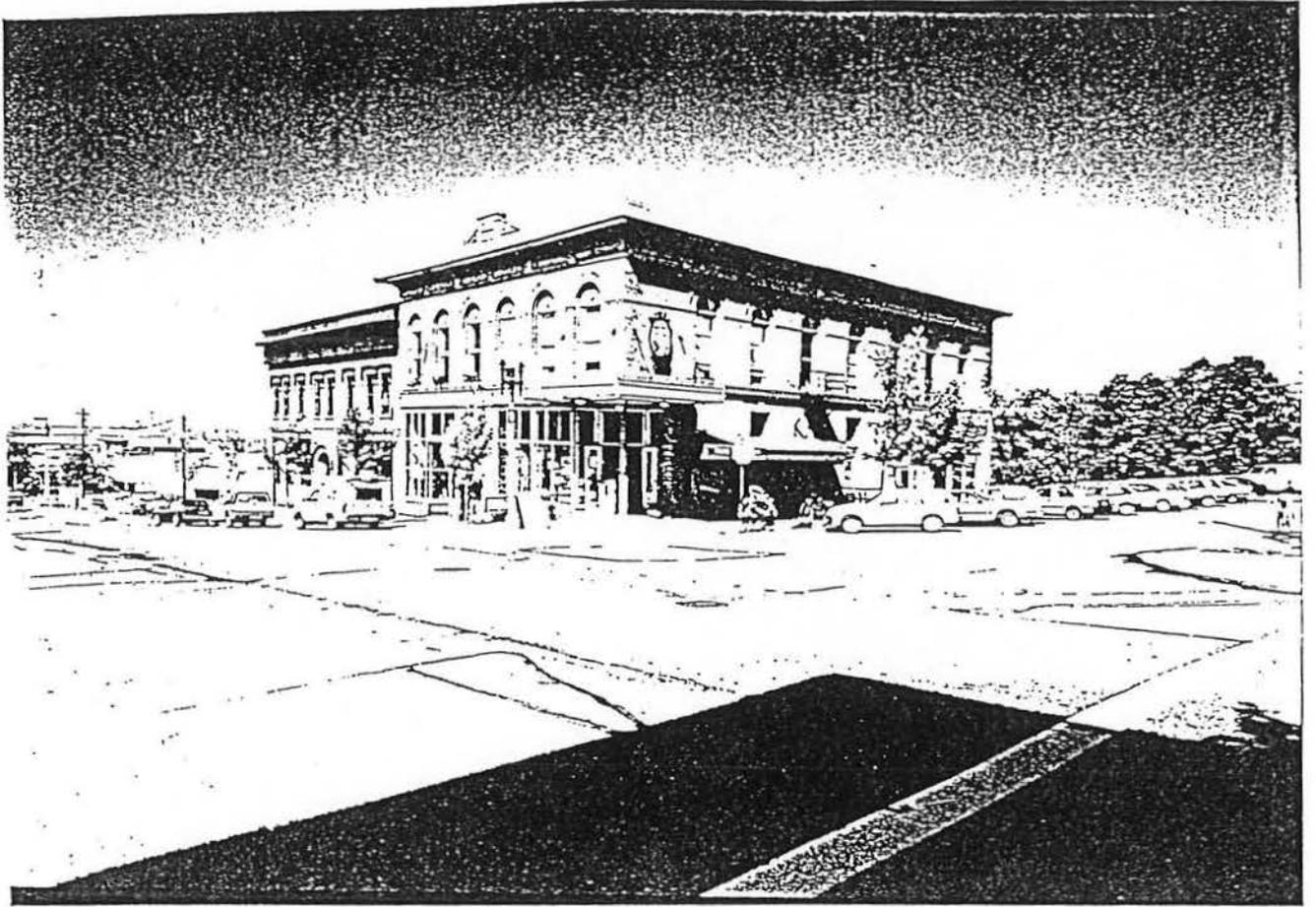
Consequently, the entire area can be seen in minutes from a car, and that is the worst condemnation of a community. There are few elements of surprise, discovery, excitement or quiet places for resting and contemplation. These are what make an 'Historic Community' work. We must create it if we are sincere in wanting it. The opportunity exists here to do the whole thing without asking for government handouts or subsidies.

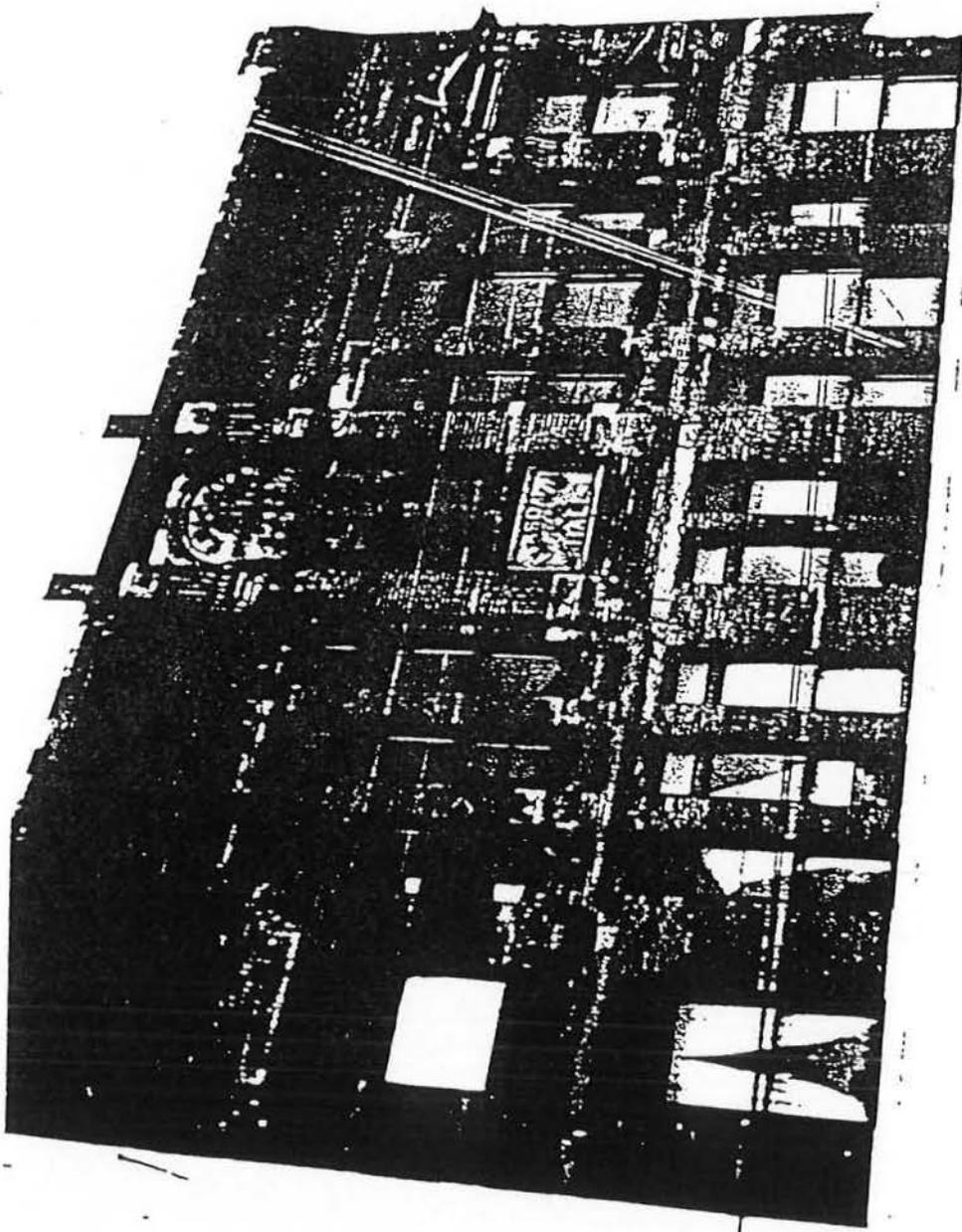
A fair share of tax dollars created here should be available for some public improvements, but encouragement and flexibility are more important. The people here are quite prepared to build the community out with the same care and commitment that brought it this far.









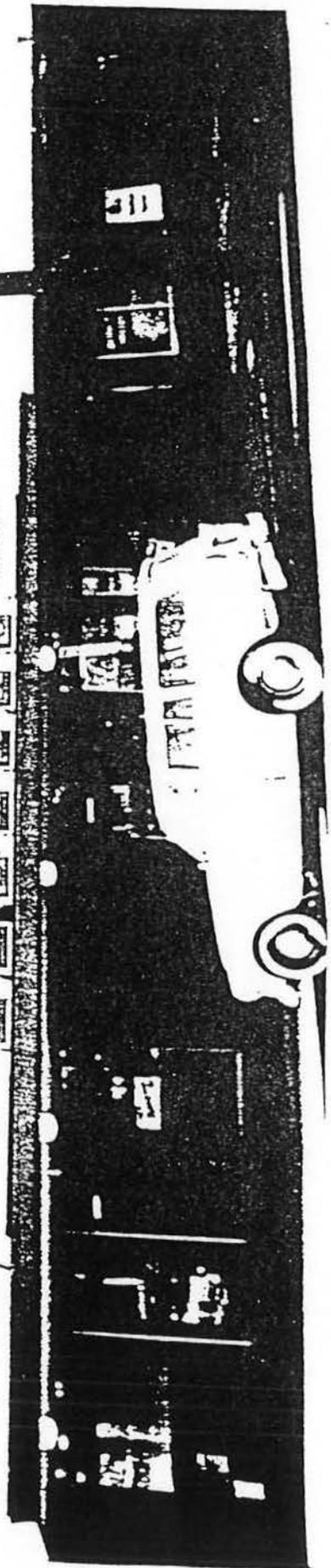


FAIRH  
VEN GROCERY

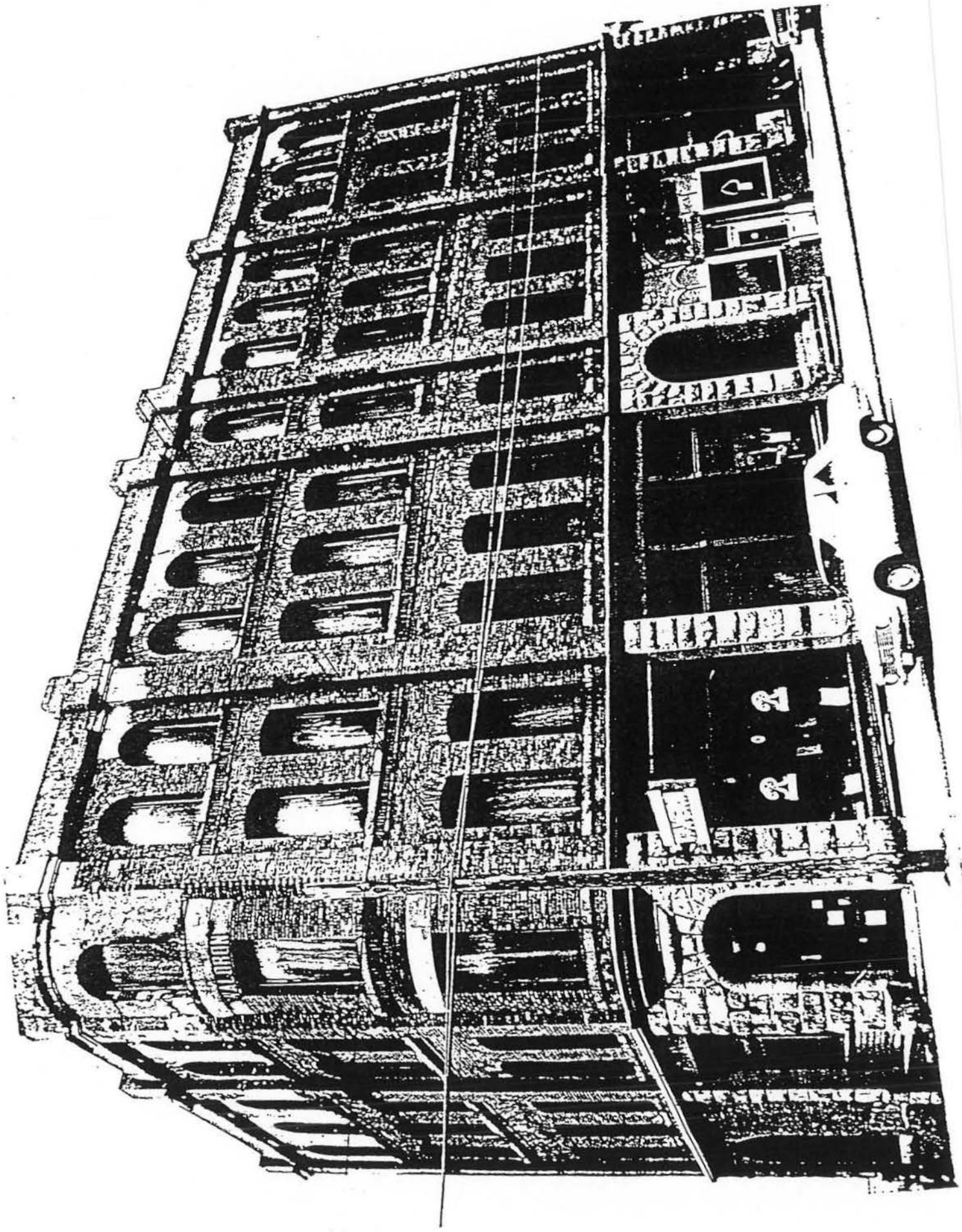
QUALITY  
MEAT

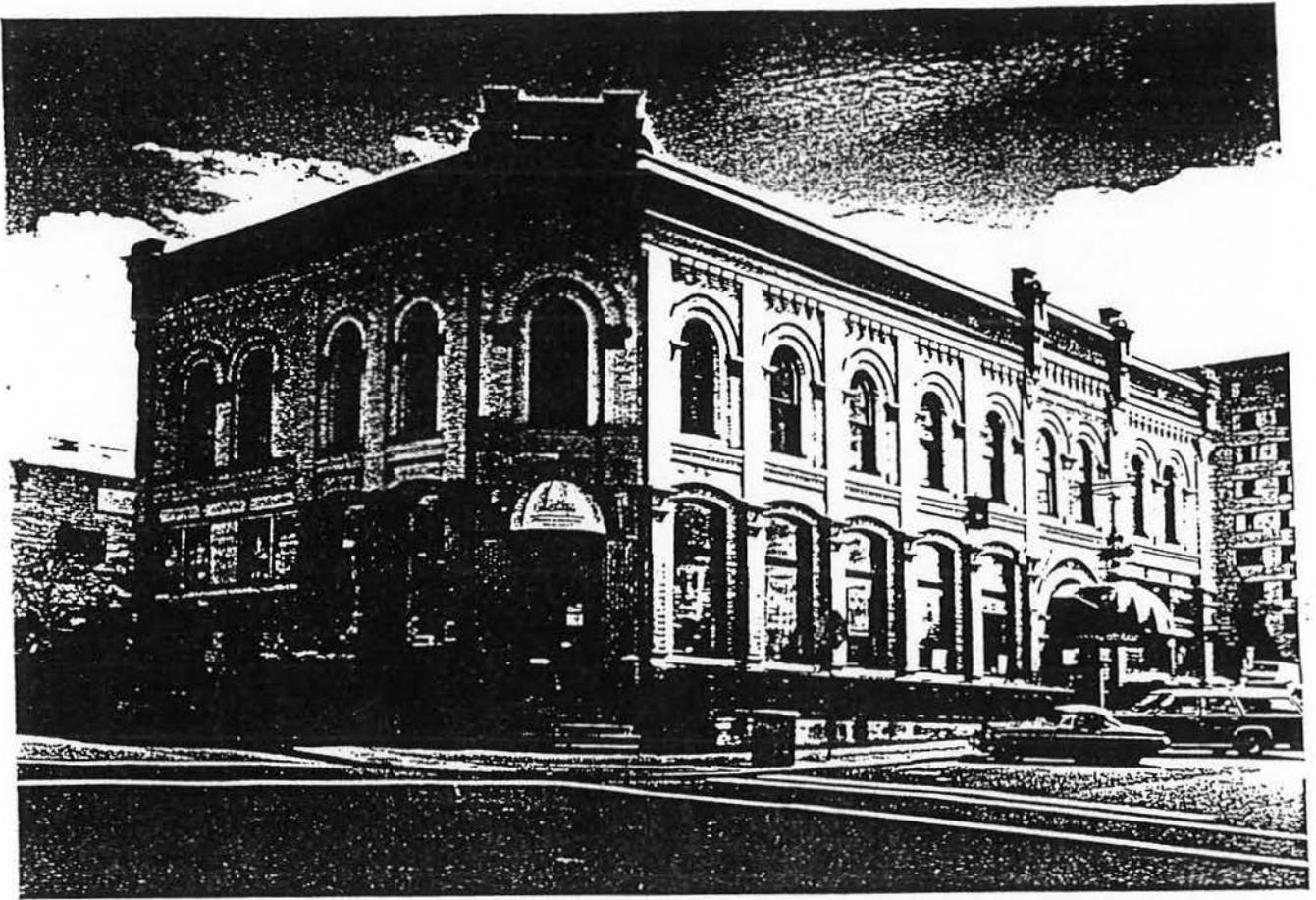
FREE  
DELIVERY

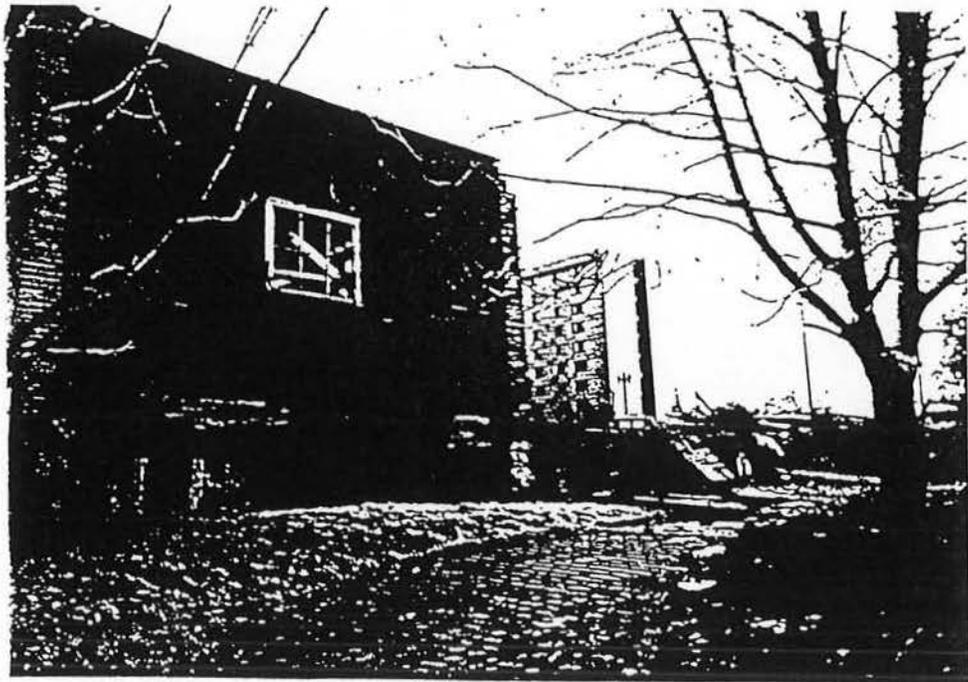
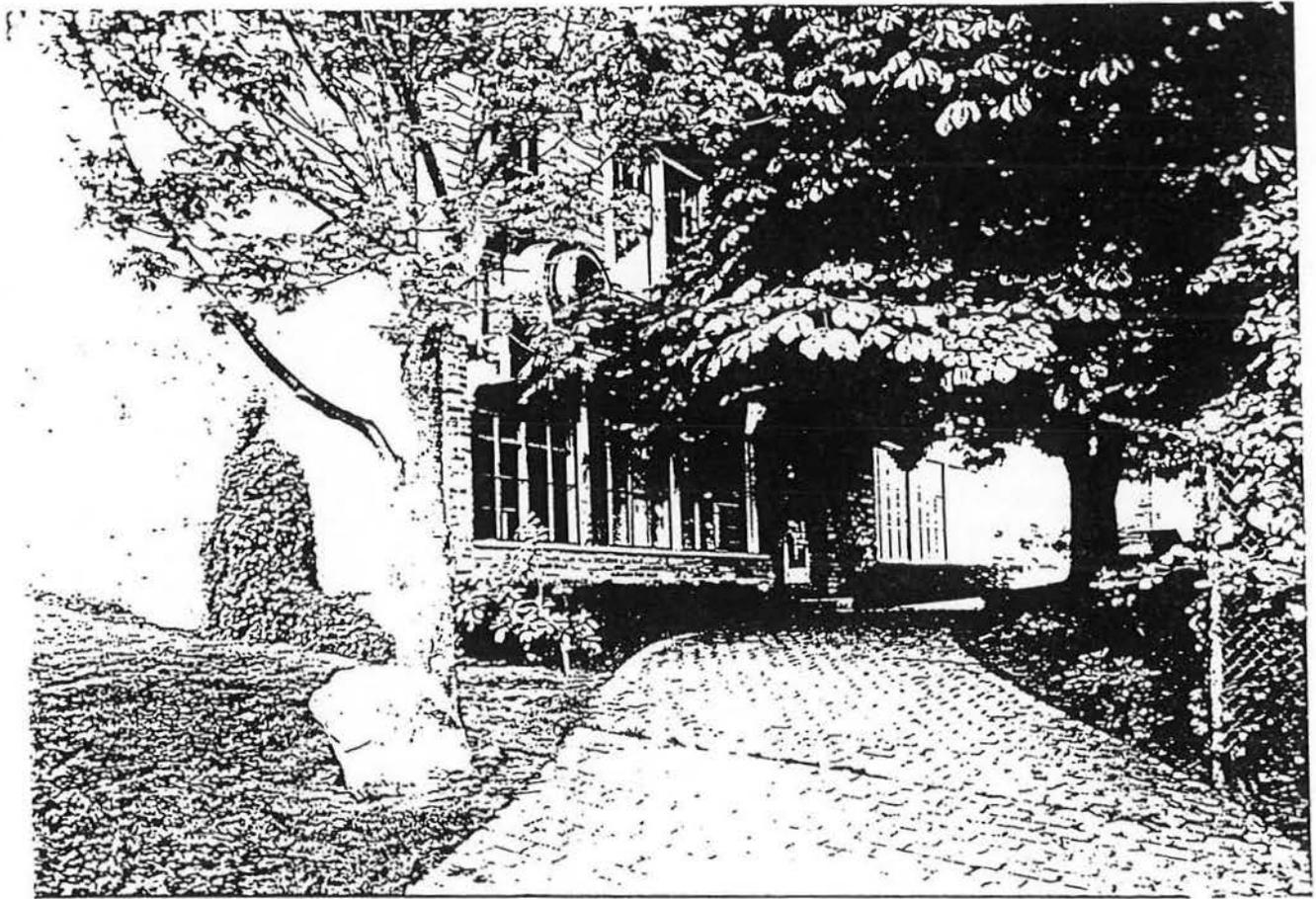
HOME  
CENTER  
ALS PRONAHAT

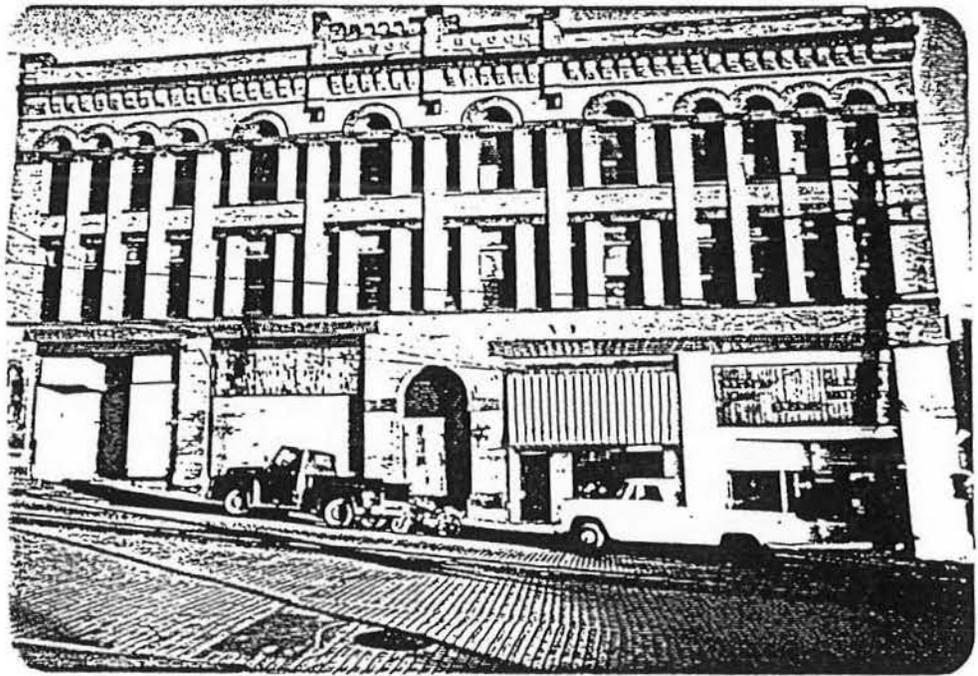


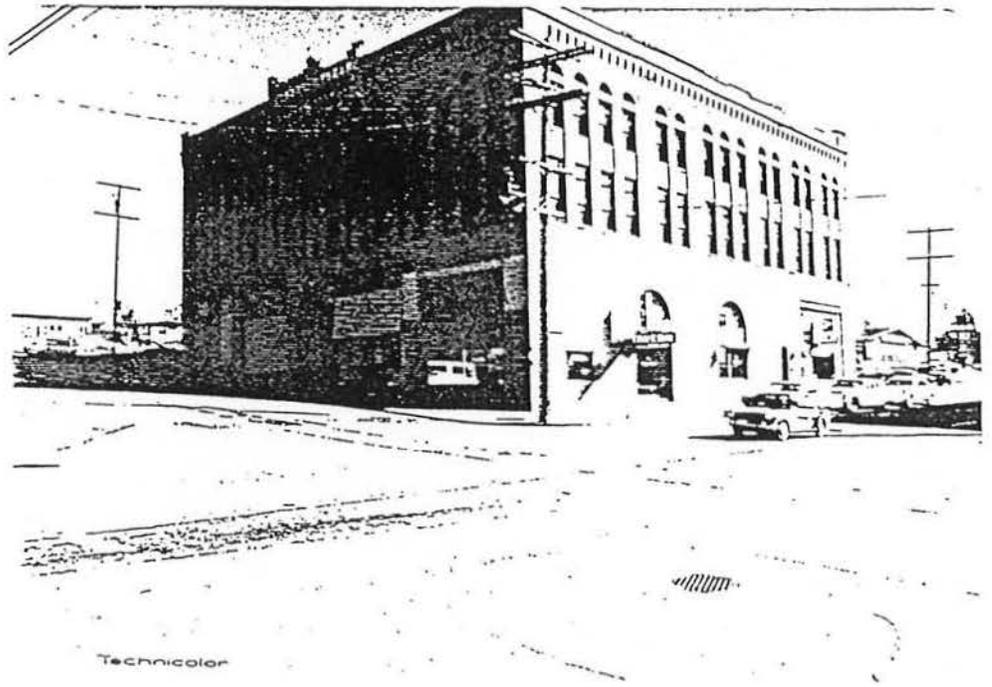


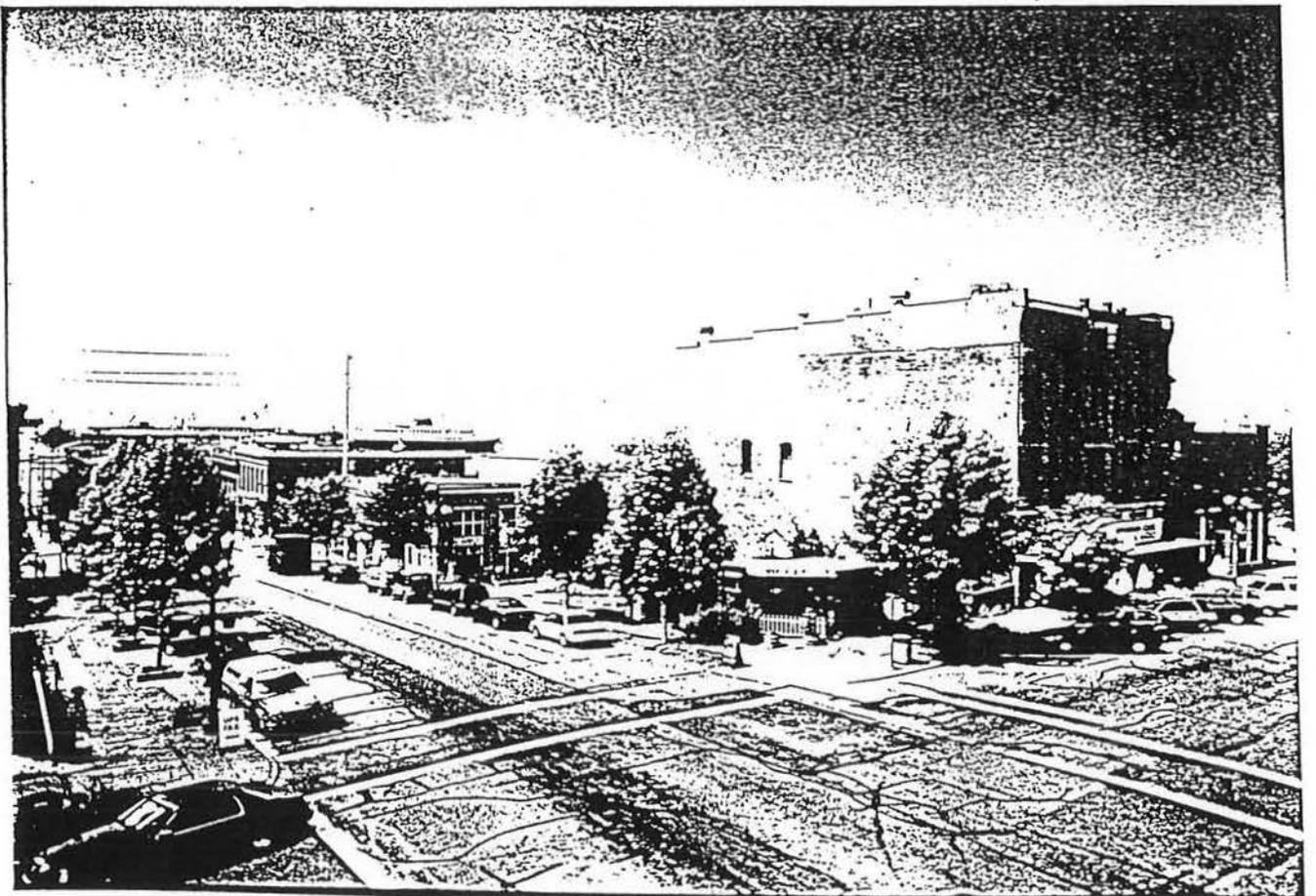
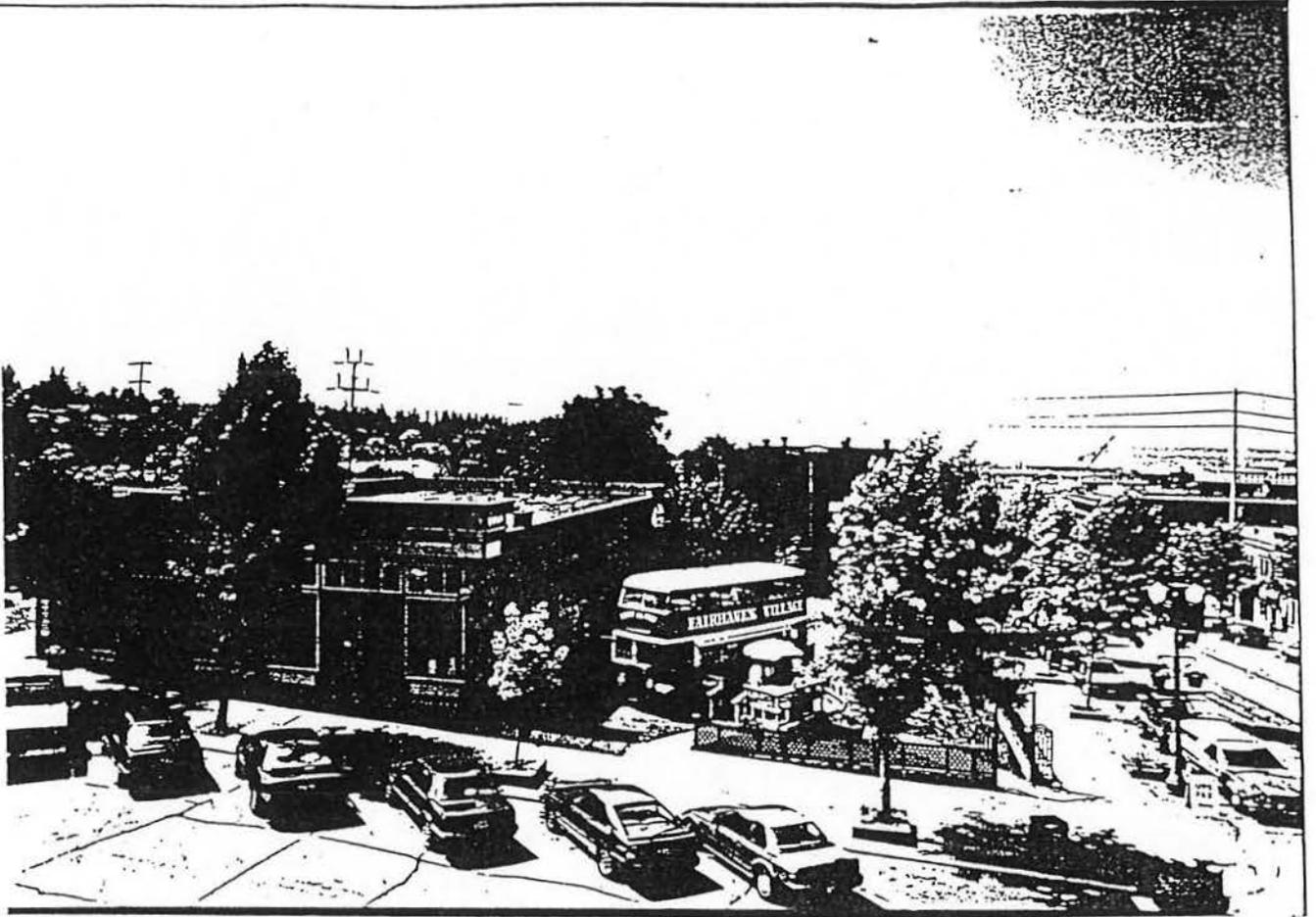












## SOLUTIONS

*Factions - Who Wants What?* There is a small element of opposition to further development in Fairhaven. Some people want the place to be as it was. They are not owners or business people who have time and money invested in the area.

They either forget or didn't know what it was like twenty years ago. Those who are deeply committed here want Fairhaven to reach its full potential and since we have chosen for it to be historic, let's do it well. Let's make it lively and fun. Let's make it year-round for every-day use by the community and a destination for visitors. Let's help people earn a decent living here.

*Requirements to Make Fairhaven a Viable Place for Business & Leisure:* To achieve these goals we need to have several things happen:

- A long range **PARKING PLAN**.
- A **LOOSE PLANNING FRAMEWORK** within which we can plan the larger schemes - infill and rehab, and still ensure [that] things like the cobble stones, a park, and outside gathering spaces can happen. [Further,] It should encourage a continuation of the trailways linking Fairhaven to parks and the downtown.

To elaborate on this last point, We also need a means of transportation or a trolley connection along the waterfront and a boardwalk that blends with the trailways; combined, they will augment the links between Bellingham's downtown, Fairhaven and the waterfront, and create new nodes of experiences at both ends and along the way.

- Rezoning to a specific **HISTORIC-DISTRICT CODE**.
- **DIMINUTION OF THE DESIGN CONTROL BOARD'S ROLE** to that of advisory only.
- Examine **TRAFFIC PLANNING** one last time for a solution which will be implemented in a timely fashion.

*Parking Proposal:* It is proposed here that the parking requirement for all buildings, new or old, within the Fairhaven Historic District be dropped with the exception of projects large enough to sensibly provide parking on-site and for hotel and residential uses. As to living units over small infill buildings, some compromise must be reached because housing of this type diversifies the area and people mix.

The parking provided generally for the area should be on-street. The Fairhaven street rights-of-way are 80' to 100' wide. 11th Street has angle parking for three blocks and it is the most popular parking. People ignore the parking lots and drive many times 'round the block until street parking is available. Sidewalks at intersections should be extended to enclose the parking both for safety and appearance. This can be done inexpensively by leaving existing curbs and pouring new ones beyond. The extra sidewalk should be brick-paved or landscaped, and wheel chair cuts should be established everywhere.

Street parking should extend downhill into the commercial/industrial areas and not uphill into residentially-zoned streets. Undeveloped streets west of 11th should be paved and striped with 90° parking until development occurs there, when probably angle parking would be more appropriate.

Plans must be made for McKensie (and others as well) to be used exclusively for parking, even on two levels, as the 100' width and the slope do make this feasible and economical, if ever required. Parking must be provided when really needed, not when projected by unreal methodology.

A parking district established by all owners and business people must be in place to ensure parking is provided at appropriate times. They are going to pay for it both directly and from their taxes. Once these principles are agreed to, the Parking District can be set up without delay.

The benefits of the following proposed parking plan are numerous. Namely, the plan:

- Permits full use of existing buildings, without requiring parking lots.
- Allows "core" commercial area properties to be developed with buildings, not parking lots.
- Allows a compact commercial core business district while maintaining the pedestrian-oriented historic "CBD" atmosphere of Fairhaven.
- Resolves a parking issue which is discouraging further development in Fairhaven.
- Provides approximately 542 on-street parking spaces convenient to the core commercial area.

- Will beautify and improve the appearance of areas adjacent and peripheral to the core historic commercial area.

The parking district must be approved by 60% of land owners within the subject area. This proposal is sanctioned by \_\_\_% of owners. Their signatures are reproduced in the Appendix.

Each ownership represents a percentage of the total square footage of land within the area, and each owner will be charged on a square-foot basis.

The above stipulation pertains regardless of the use to which the property is put. For example, an hotel or residential scheme must provide parking within the site but the property is still assessed for parking district purposes based on the number of square feet of land.

The success of particular land improvements depends directly on the success of the historic area as a whole in attracting people to it. The area will not succeed without a parking district because development and infill will, otherwise, essentially cease.

Each property will be liened for a period of ten years until the debt is retired. Any land owner will have the option of paying cash at the beginning or anytime during the lien period. It is suggested that the city contribute 1/3rd of the improvement cost as a means of returning some tax money to the Fairhaven community. At the moment, almost all improvements and maintenance is done by the community. The city does little financially for Fairhaven.

Proposed parking district improvements will consist of curbs and sidewalks where required; wires shall be underground; more trees and additional lighting is scheduled. Further, some streets are proposed to be blacktopped and striped

The following are the proposed phases of parking-district development program:

1. *Retain and expanded street parking in the central district, including 90° parking on streets that are presently not paved; paving and striping as required. This is the proposed L.I.D.*
2. *McKensie between 12th & 11th, and 11th & 10th streets are to have four rows of angle parking, respectively.*
3. *McKensie to have double-decked parking. This would be a last choice if more parking is required and cannot be expanded westward.*

If 10th Street between Harris and Donovan becomes a truck route, the parking shown will change to parallel on 10th Street. Harris Avenue, no longer an arterial above 10th, will

have angle parking. The net result will be about the same number of spaces but, of course, Harris' street parking is better located and more desirable than 10th Street's.

As part of the parking district implementation, streets such as 12th from Donovan to the library should be included in the tree-planting and lighting programs. The end result of a street parking program will also be street beautification. The two are compatible.

Further, in order to provide logical cost figures for phase 1, it is assumed that Harris Avenue will be angle parked. It would be pointless to extend the sidewalk corners for angle parking at all the streets which abut Harris, and then retain parallel parking on Harris (and then have to rework them within a couple of years).

The estimated cost of Phase 1 parking and beautification is as follows:

Base Construction Cost	\$344,000
Plus Taxes	27,000
Plus Contingency @ 15%	<u>56,000</u>
Rounded Out to Include Soft Costs	<u>\$450,000</u>

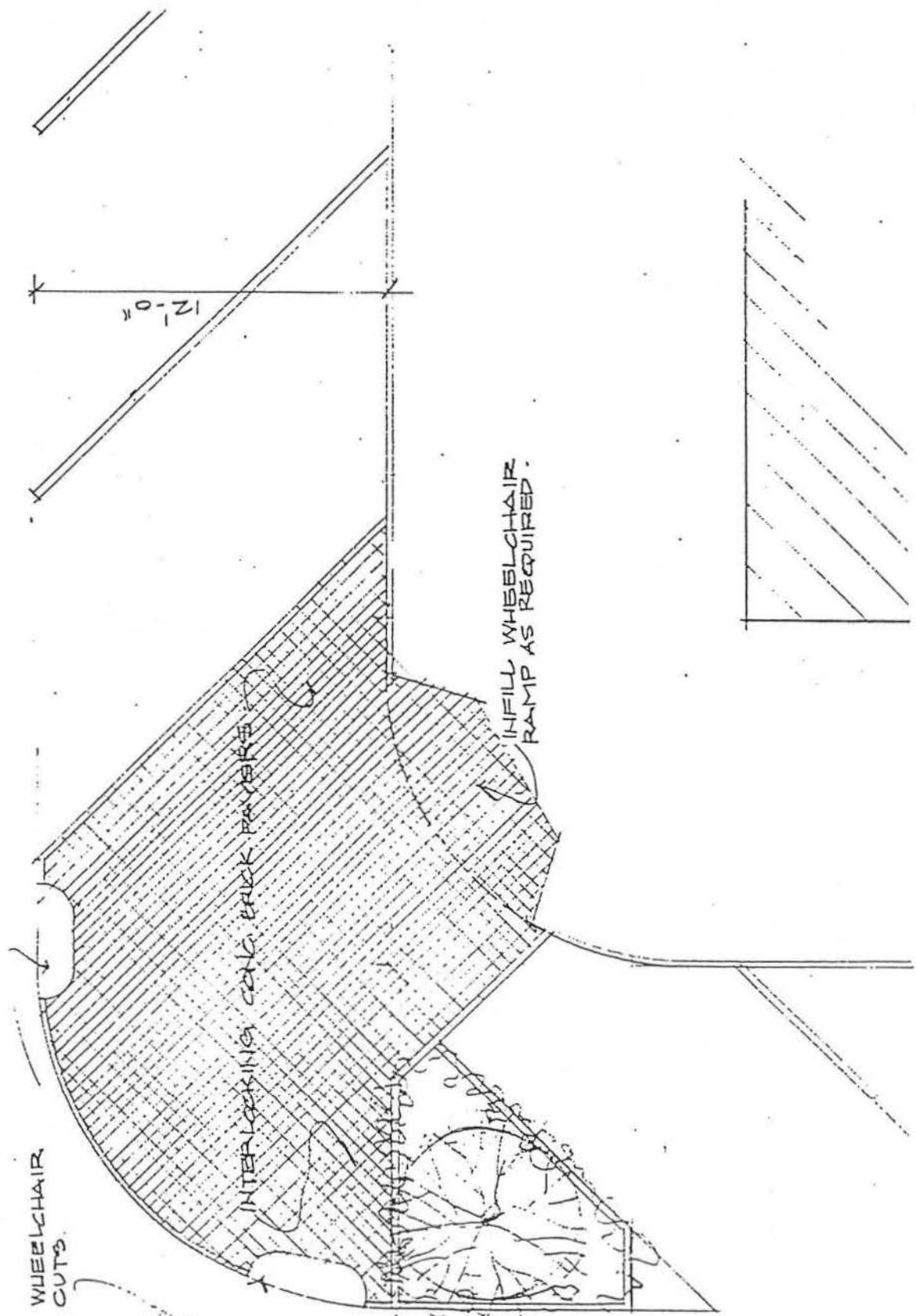
Funding Sources:

Property Owners	\$300,000
City's Contribution	<u>150,000</u>
	<u>\$450,000</u>

A 15% contingency is included because, if the work is done over a long period, prices will rise and the economies of scale will be lost. It also safeguards against unknown conditions common in older areas.

A fairly generous tree planting (112) and lighting (42) program may have to be reduced somewhat if the contingency is not adequate. The decisions would be made by the parking district management who, in turn, would be property owners paying for the work.

When this parking district is approved, existing liens for parking will be released, thus allowing all infill and scheduled building remodeling to resume.



**Zoning:** Zoning is a fact of modern life. While historic areas were developed without it, one would be naive to expect that set of circumstances will ever happen again. Historic special district zonings have been put in place by many communities to achieve some balance between the generally-inflexible requirements of zoning and the anarchy of the personal 'whims' of the past. When you examine historically the results of both systems, it's hard not to be nostalgic about the latter.

The goals of historic-district zoning should be to provide maximum flexibility within some framework of minimum standards. It must be recognized that inconsistencies are the essence of that environment. Surprise is a major ingredient. Imagination, no matter how wild it seems, should at least get a fair hearing.

Fairhaven must have the zoning changed for it to be anything but, merely, a mediocre experience

**Design Control - Major; Minor:** Design Control is a very contentious issue. The justification is that it prevents the worst from happening. Experience teaches that it invariably prevents the best, encourages safe mediocrity and does little about the worst.

The City of Vancouver, B.C. and all the communities in the lower mainland have design panels and, since their inception, the overall standard of design has deteriorated beyond belief.; one of the most beautiful settings on earth for a city, ruined finally by its buildings.

In first-year architectural school in the 1940s and 1950s, in Design 101, the favorite introduction was that *a camel is a horse designed by committee*. That's not taught anymore; there is seldom any other way today.

It is difficult to say what the answer to design panels is. In Bellingham it has become one more layer of bureaucracy and a forum for people to air their own prejudices in design or style. Months of delay for approval of small things - signs, canopies, street furniture of any sort, confirm how out-of-hand the situation has become. If we are to continue with design panels the process must be speeded up and strict guidelines be given to the members as to what their authority and duties are. Further, the design panels should include business property owners of Fairhaven.

For the smaller things one person with some background in historical design should be able to answer in the same day whether the item is totally unacceptable or not. Variety must be encouraged, not banned. It is worth remembering that for many years Victorian architecture was so disliked that destroying it was encouraged. It is not 'pure'. It is the most eclectic style in history, but now we have people attempting to lay down design rules for it.

When the zoning ordinance is rewritten as an historic district ordinance, it will not be difficult to include wording to protect the principles of producing compatible buildings. In Fairhaven, there are so few people who actually own the properties that control is very

easy because they are the ones who have cared about the quality of the area. At that time design panels should be abandoned.

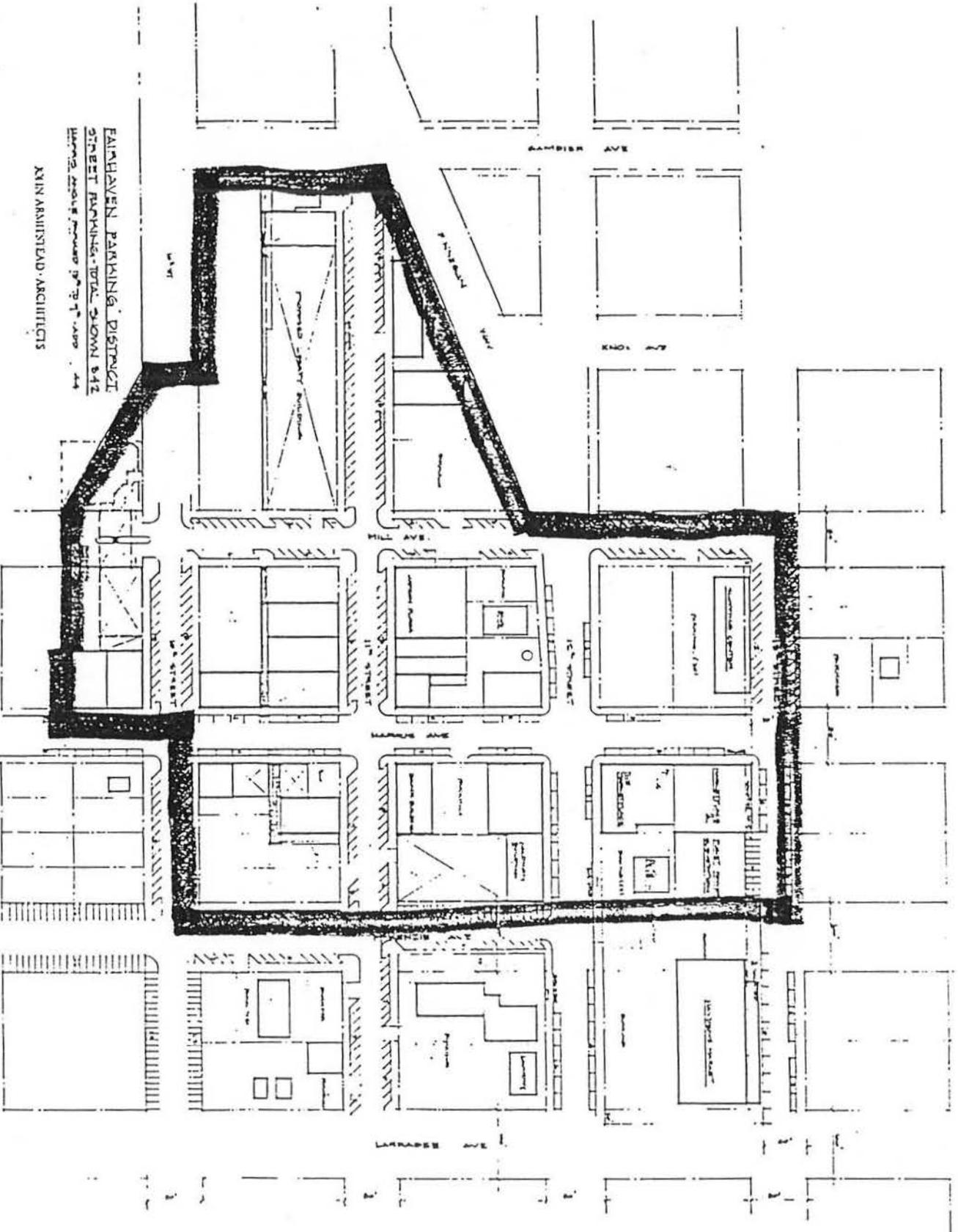
*Traffic:* Zoning changes will obviously take time. Parking changes, which will allow development in Fairhaven to proceed, can be made immediately. The proposal to park in the streets would benefit from the resolution of the traffic problems in Fairhaven. Proposals were made twenty years ago but basically nothing has changed. For full build-out of the downtown of Fairhaven, heavy trucks and commuter traffic should be routed around it. Each year as development occurs it will be harder to find a comprehensive solution and any options will become more and more expensive.

Expansion of the Port's activities and changes of use will alter traffic patterns. This will have a greater effect on Fairhaven than build-out of the eight block area. A number of scenarios and solutions must be developed in conjunction with the Port to ensure the impact is understood and solved before the next twenty years becomes history.

To be able to build a community with the potential of Fairhaven is a very exciting prospect. The expansion of its 'downtown' westwards adds new dimensions to possibilities. It requires flexibility, understanding and cooperation from city staff and elected officials and dedication from owners, the latter of which is clearly in evidence and a vital element of any long-term robust set of solutions.

Block Number	Ownership Composition of Fairhaven's Proposed Parking District	Size of Individual Parcels within Fairhaven's Proposed Parking District, by Owners of Record	% Ownership in Parking District's Aggregate 438,493 sq. ft. Land Area	<input checked="" type="checkbox"/> I Choose to make a Lump Payment	Pro Rata Dollar (\$) Share of Proposed L.I.D.	<input checked="" type="checkbox"/> I Choose to make Monthly Payments + Interest	Expressed as Even Monthly Principal Payments (84 Interest) Over 10 Years	The Undersigned Land Owners have Studied the Proposed Fairhaven Parking L.I.D. and Agree with its Aims and Funding. The Payment Option (Lump-Sum or Monthly) has been Indicated and Approved by my Signature Below.
Signature Section								
12	Jacaranda	29,000 sq. ft.	6.64%		\$19,930		\$106.08	
12	Fairhaven Realty	6,000 sq. ft.	1.37%		\$4,120		\$34.33	
12	Libby	5,000 sq. ft.	1.15%		\$3,440		\$28.67	
12	Brailard	18,000 sq. ft.	4.12%		\$12,370		\$103.08	
17	Trunkey (Southport)	10,000 sq. ft.	2.29%		\$6,870		\$57.25	
17	Garrets	10,000 sq. ft.	2.29%		\$6,870		\$57.25	
18	Winderemere	15,750 sq. ft.	3.61%		\$10,820		\$90.17	
18	Gray Realty	13,500 sq. ft.	3.09%		\$9,280		\$77.33	
18	Jacaranda	5,000 sq. ft.	1.15%		\$3,440		\$28.67	
18	Libby	1,500 sq. ft.	0.34%		\$1,030		\$8.58	
18	Christie	5,500 sq. ft.	1.26%		\$3,780		\$31.50	
19	Jacaranda	20,000 sq. ft.	4.58%		\$13,750		\$114.58	
19	Brailard	20,000 sq. ft.	4.58%		\$13,750		\$114.58	
20	Jacaranda	8,000 sq. ft.	1.83%		\$5,500		\$45.83	
30	Jacaranda	15,000 sq. ft.	3.44%		\$10,310		\$85.92	
30	Brad Imus	5,000 sq. ft.	1.15%		\$3,440		\$28.67	
30	Tasker	2,500 sq. ft.	0.57%		\$1,720		\$14.33	
30	Braun	2,500 sq. ft.	0.57%		\$1,720		\$14.33	
31	Jacaranda	15,000 sq. ft.	3.44%		\$10,310		\$85.92	
31	Dr. Davis	20,000 sq. ft.	4.58%		\$13,750		\$114.58	
31	Jones	5,000 sq. ft.	1.15%		\$3,440		\$28.67	
32	Winderemere	10,000 sq. ft.	2.29%		\$6,870		\$57.25	
32	Key Bank	12,084 sq. ft.	2.77%		\$8,310		\$69.25	
32	Gordon Tweit	5,014 sq. ft.	1.15%		\$3,450		\$28.75	
32	Bob Elliot	5,690 sq. ft.	1.30%		\$3,910		\$32.58	
32	Martinez	2,455 sq. ft.	0.56%		\$1,690		\$14.08	
32	Bolstor (Dirty Dan's)	2,500 sq. ft.	0.57%		\$1,720		\$14.33	
32	Kloy / Olason	2,500 sq. ft.	0.57%		\$1,720		\$14.33	
33	Coleman	21,000 sq. ft.	4.81%		\$14,430		\$120.25	
33	Cunningham Station	11,535 sq. ft.	2.64%		\$7,930		\$66.08	
33	Douglas (Trains)	8,465 sq. ft.	1.94%		\$5,820		\$48.50	
36	Jacaranda (M.P.)	21,000 sq. ft.	4.81%		\$14,430		\$120.25	
36	Puget Power	11,000 sq. ft.	2.52%		\$7,560		\$63.00	
36	Walstrom (Wlms)	11,000 sq. ft.	2.52%		\$7,560		\$63.00	
37	Jacaranda	20,000 sq. ft.	4.58%		\$13,750		\$114.58	
37	Jacaranda (Bk)	5,000 sq. ft.	1.15%		\$3,440		\$28.67	
37	Phylis McKee	15,000 sq. ft.	3.44%		\$10,310		\$85.92	
38	Jacaranda	32,500 sq. ft.	7.45%		\$22,340		\$186.17	
38	Land Trust	7,500 sq. ft.	1.72%		\$5,150		\$42.92	

Block Number	Ownership Composition of Fairhaven's Proposed Parking District	Size of Individual Parcels within Fairhaven's Proposed Parking District, by Owners of Record	% Ownership In Parking District's Aggregate 436,493 sq. ft. Land Area	<input checked="" type="checkbox"/> I Choose to make a Lump Payment	Pro Rata Dollar (\$) Share of Proposed L.I.D.	<input checked="" type="checkbox"/> I Choose to make Monthly Payments + Interest	Expressed as Even Monthly Principal Payments (B4 Interest) Over 10 Years	The Undersigned Land Owners have Studied the Proposed Fairhaven Parking L.I.D. and Agree with its Aims and Funding. The Payment Option (Lump-Sum or Monthly) has been Indicated and Approved by my Signature Below.	
								Monthly (Principal)	Signature Section
32	Bob Elliot	5,690 sq. ft.	1.30%		\$3,910		\$32.58	\$32.58	
32	Bolstor (Dirty Dan's)	2,500 sq. ft.	0.57%		\$1,720		\$14.33	\$14.33	
30	Brad Imus	5,000 sq. ft.	1.15%		\$3,440		\$28.67	\$28.67	
12	Braillard	18,000 sq. ft.	4.12%		\$12,370		\$103.08		
19	Braillard	20,000 sq. ft.	4.58%		\$13,750		\$114.58	\$217.68	
30	Braun	2,500 sq. ft.	0.57%		\$1,720		\$14.33	\$14.33	
18	Christie	5,500 sq. ft.	1.26%		\$3,780		\$31.50	\$31.50	
33	Coleman	21,000 sq. ft.	4.81%		\$14,430		\$120.25	\$120.25	
33	Cunningham Station	11,535 sq. ft.	2.64%		\$7,930		\$66.08	\$66.08	
33	Douglas (Trains)	8,465 sq. ft.	1.94%		\$5,820		\$48.50	\$48.50	
31	Dr. Davis	20,000 sq. ft.	4.58%		\$13,750		\$114.58	\$114.58	
12	Fairhaven Realty	6,000 sq. ft.	1.37%		\$4,120		\$34.33	\$34.33	
17	Garrets	10,000 sq. ft.	2.29%		\$6,870		\$57.25	\$57.25	
32	Gordon Tweit	5,014 sq. ft.	1.15%		\$3,450		\$28.75	\$28.75	
18	Gray Realty	13,500 sq. ft.	3.09%		\$9,280		\$77.33	\$77.33	
12	Jacaranda	29,000 sq. ft.	6.64%		\$19,930		\$166.08		
18	Jacaranda	5,000 sq. ft.	1.15%		\$3,440		\$28.67		
19	Jacaranda	20,000 sq. ft.	4.58%		\$13,750		\$114.58		
20	Jacaranda	8,000 sq. ft.	1.83%		\$5,500		\$45.83		
30	Jacaranda	15,000 sq. ft.	3.44%		\$10,310		\$85.92		
31	Jacaranda	15,000 sq. ft.	3.44%		\$10,310		\$85.92		
37	Jacaranda	20,000 sq. ft.	4.58%		\$13,750		\$114.58		
38	Jacaranda	32,500 sq. ft.	7.45%		\$22,340		\$186.17		
37	Jacaranda (Bk)	5,000 sq. ft.	1.15%		\$3,440		\$28.67		
36	Jacaranda (M.P.)	21,000 sq. ft.	4.81%		\$14,430		\$120.25	\$976.67	
31	Jones	5,000 sq. ft.	1.15%		\$3,440		\$28.67	\$28.67	
32	Key Bank	12,084 sq. ft.	2.77%		\$8,310		\$69.25	\$69.25	
32	Kloy / Olason	2,500 sq. ft.	0.57%		\$1,720		\$14.33	\$14.33	
38	Land Trust	7,500 sq. ft.	1.72%		\$5,150		\$42.92	\$42.92	
12	Libby	5,000 sq. ft.	1.15%		\$3,440		\$28.67		
18	Libby	1,500 sq. ft.	0.34%		\$1,030		\$8.58	\$37.25	
32	Martinez	2,455 sq. ft.	0.56%		\$1,690		\$14.08	\$14.08	
37	Phylis McKee	15,000 sq. ft.	3.44%		\$10,310		\$85.92	\$85.92	
38	Puget Power	11,000 sq. ft.	2.52%		\$7,560		\$63.00	\$63.00	
30	Tasker	2,500 sq. ft.	0.57%		\$1,720		\$14.33	\$14.33	
17	Trunkey (Southport)	10,000 sq. ft.	2.29%		\$6,870		\$57.25	\$57.25	
36	Walstrom (Wins)	11,000 sq. ft.	2.52%		\$7,560		\$63.00	\$63.00	
18	Winderemere	15,750 sq. ft.	3.61%		\$10,820		\$90.17		
32	Winderemere	10,000 sq. ft.	2.29%		\$6,870		\$57.25	\$147.42	



FAIRHAVEN PARKING DISTRICT  
 STREET PARKING TOTAL 3,000 842  
 1970-1971  
 KIM ARMISTEAD ARCHITECTS





March 21, 1994

**PUBLIC HEARING(S)**

**JOINT CITY COUNCIL/PLANNING COMMISSION HEARING:**

**AB11244 1. CONSIDERATION OF A PARKING PLAN AND/OR DISTRICT FOR FAIRHAVEN, AS PROPOSED BY PROPERTY OWNERS**

This public hearing was held jointly as the parking plan requires action by both the Planning Commission and City Council. The Planning Commission will provide a recommendation to City Council sometime after the hearing at which time City Council will provide the final decision action. Joann Smith, Planning Department, made the staff presentation. The parking plan is proposed by Mr. John Armitstead and is entitled the Armitstead Plan. This plan pertains to the Fairhaven neighborhood historic district and was proposed after noting that building permits have been delayed due to lack of available parking. The business owners felt these permit approval delays were stifling development in the Fairhaven area. The plan proposes establishing a parking district of property owners in partnership with the city to expand and improve the on-street supply of parking, enhancing the appearance of the district, and financing the district by assessing land owners on a square foot basis.

There are currently about 350 on-street paved and unpaved parking spaces available, 300 off-street spaces available (with 170 spaces code required, and approximately 130 scattered spaces throughout the area that are not code required). The 1987 Zervas Study indicated that close to 400,000 square feet could ultimately be developed in Fairhaven by building out on vacant lots and with existing buildings. Currently, there are approximately 180,000 square feet developed. The on-street supply of parking could be increased by 70 spaces to a total of over 400 spaces if McKenzie and Mill were improved.

Staff reviewed approaches to making improvements with one option being a Business Improvement Area. Another option is using an L.I.D. with at least 60% of the property owners agreeing to the plan and the City administers the project. The Armitstead proposal suggests the City enter as a 1/3 partner. The total costs are estimated at \$450,000. City fund sources which could be used are the General Fund, the City Street Fund, or Community Development Block Grant (CDBG) within the community development target area (from Harris Avenue north). Staff recommends the City pay for a separate improvement to avoid making the entire proposal subject to public administrative and bidding requirements. Staff suggests improving Mill Street, using the CDBG funding, from 10th to 11th St. and around the corner at 10th. The cost of the Mill Street improvement is estimated at \$160,000.

In addition, the Armitstead plan stipulates that the code requirement for all buildings be eliminated, except for residential and hotels, so all commercial buildings would be exempt from a parking requirement if the parking plan is

implemented. Staff proposes working out a private funding agreement between the city and business owners, which would speed up the approval process for the current building permits awaiting approval and provide a long-term plan for dealing with parking in the Fairhaven District. Building on code-required parking lots should not be allowed until new on-street improvements on McKenzie are in place.

Mr. John Armitstead, one of the principal designers of the Armitstead Plan, stated that he began this parking plan only in part because of the delays in building permits for structures. The street improvements to Harris Ave. are preferred for the best value and that Mill Ave. requires too much improvement for the money and the small amount of cars that use that street. He has a reasonable amount of confidence in the \$450,000 estimate for improvements. The business owners have indicated they can raise approximately \$300,000, by forming a private non-profit association entity and obtaining bank financing. Their priorities are to 1) perform street improvements to McKenzie Ave, 2) provide curb bulbing at the intersections for safety, underground wires, and the other projects as outlined in the plan. The business owners are currently discussing a proposal of moving the truck route to 9th St. instead of 10th St. to free up more real estate for parking purposes. He states that it was his understanding that at some point in time, "all" commercial buildings would be exempt from parking requirements. All hotels and apartments should provide parking on-site, with an exception being apartments over small buildings, who should pay a stipend of \$5,000 for each required parking space into the plan.

The public hearing was opened.

1. Jolene Johnson, a property owner on 13th St., asks which residents would be involved in paying the assessment and states that residential multi-family dwelling owners should be included in the exemption along with hotels and apartment owners.
2. Tom Walstrom, 2804 Connelly, representing Win's Drive-In in Fairhaven is considering joining the parking plan and asks the implications if they decide not to financially participate in the private portion of the plan.
3. Chuck Robinson, co-owner of Village Books and Paper Dreams in Fairhaven, asks for council support for the plan and to consider angle parking on Harris. He questions why the city would improve Mill Ave. when the staff states that no parking will be added?

Joann Smith responded to the questions raised. She stated that the intent of the plan is to deal with the commercial core of the area and not to include the residential area. As far as Win's Drive-In, their current code requirement of 15

spaces could be eliminated with implementation of the plan. The financial implications of not joining the plan are not established at this time. The question about angle parking on Harris Ave. is within the council jurisdiction to decide. Mill St. was selected because it falls within Community Development Block Grant funding boundaries and is in bad condition. If the truck route were moved to 10th Street, there would have to be some property acquisition to make that happen. Tom Rosenberg stated that a request for grant funds was submitted to the Transportation Improvement Board for a truck route on 10th Street, and included a pavement width of 32 feet, would not include any on-street parking, but would include 2 lanes of traffic, bike lanes, sidewalks, and landscaping. If the truck route were switched to 9th Street, the grant conditions may be affected and property negotiations would be involved. The grant decision is expected in 2-3 months.

The public hearing was closed.

The Planning Commission Board Members will be discussing the issue further at their March 31, 1994 meeting and will provide City Council with their recommendations.

**CITY OF BELLINGHAM  
PLANNING COMMISSION  
FINDINGS OF FACT AND CONCLUSIONS  
MARCH 31, 1994**

**Re: FAIRHAVEN PARKING PLAN/DISTRICT  
(PUBLIC HEARING MARCH 21)**

Overview

<b>SUMMARY</b>	Conceptual approval of a new parking plan for the Fairhaven Commercial District.
<b>LOCATION</b>	Fairhaven District (see attached map)
<b>MAJOR ISSUES</b>	Phasing of improvements, cost, City funding, parking demand/supply.
<b>STAFF RECOMMENDATION</b>	Approval with revisions.
<b>PLANNING COMMISSION RECOMMENDATION</b>	Approval of a phased approach for eliminating code-mandated parking. (5-0)

**Applicant/Owner**

John Armitstead, AIA  
1305 11th Street  
Bellingham, WA 98225

**Proposal**

The Fairhaven Zoning and Parking Issues/Discussion solutions proposes "...getting rid of the parking requirements in the Fairhaven District, building out as far as possible on-street parking through a private district in partnership with the City, within a certain boundary...". (See Attachment A.) Specific recommendations include:

- Establish a Parking District to remove on-site parking requirements from any use in Fairhaven, except apartment buildings and hotels.

- Extend and improve on-street parking, to provide approximately 542 spaces.
- Enhance the appearance of the area with street trees, lighting, sidewalk pavers.
- Finance this district by assessing land owners on a square foot basis, with the City paying one-third of the cost. Lien properties for a period of ten years to guarantee payment.

### **Statutory Authority**

#### Fairhaven Neighborhood Plan

"Rather than requiring parking adjacent to each building constructed or rehabilitated, substitute a required contribution to a local parking authority to develop on-grade parking in accordance with the 1973 Zervas Plan. [Staff Underlining]

#### Bellingham Municipal Code 20.12.010

"The Director shall... have the authority to waive parking requirements... when consistent with an area-wide parking plan and/or district which has been instituted together with a mechanism for providing required parking for the area or district. These plans and/or districts must have been approved by the City Council after public hearings before the Planning Commission and City Council."

### **Comprehensive Plan Designation**

(See Attachment B.)

### **Background/Prior Hearings**

#### BACKGROUND:

The most recent proposal for a Fairhaven Parking Plan/District was precipitated by building permit applications for several small, new infill buildings (1010 Harris; 4,000 square feet, 2 stories; and 1002 Harris, 7,000 square feet, 3.5 stories). The construction of these buildings has been delayed because the applicant, Ken Imus, had difficulty in providing inexpensive off street parking.

Local land and business owners (The "Fairhaven Owners") felt that the parking regulations were stifling additional development in Fairhaven and agreed to form a parking district. John Armitstead, a local architect, spearheaded this effort and submitted a proposal to the City Council in November, 1993. The Council asked staff to facilitate the development of a plan/district so that code-mandated parking, lot by lot, could be eliminated. This direction was reiterated by the new Council at a staff

briefing and update on February 22, 1994. They also asked staff to explore potential resources for City participation.

Parking in Fairhaven has been a significant issue for the last 20 years. The following chronology highlights some of the planning and public decisions during this period.

1973: The City does the Zervas Plan, also know as the Fairhaven Study, which identifies inadequate parking as a potential constraint to business growth in Fairhaven.

1976: Fairhaven Historic District designation requested from Federal Government. District is formally established the next year.

1984: The Fairhaven Merchants do the Fairhaven 1990 Task Force Phase Two: Report, which again concludes that inadequate parking is a potential constraint to business growth in Fairhaven.

1987: The City does the Fairhaven Parking Study, which builds on the information in the Fairhaven 1990 Task Force report and recommends a single mechanism to provide on and off-street parking in Fairhaven. It suggests a Public Development Authority or a Business Improvement District. The study recommends reserving the on-street parking for build-out of existing buildings in Fairhaven.

1988: The City and the Port of Bellingham sign an Interlocal Cooperation Agreement which mandates that the Old Fairhaven Parkway extension will be financed through proportional shares. The City and the Fairhaven Neighbors sign an agreement which mandates that The Old Fairhaven Parkway extension shall not be any further west, than east of the Padden Creek ravine fill at 10th.

1989: Fairhaven Historic Design Review Ordinance adopted. City also adopts changes to land use code to facilitate parking solutions for Fairhaven. BMC 20.12.010 now allows a parking waiver when consistent with an area-wide parking plan or district together with a mechanism to provide the parking.

City offers to provide \$150,000 from Revolving Loan Fund to assist Fairhaven Association in funding development of parking. Owners and merchants do not proceed with formation of a district.

## **PUBLIC HEARING**

The Planning Commission and City Council held a joint hearing on March 21, 1994 to consider the Armitstead proposal and staff recommendations.

## **TESTIMONY**

John Armitstead stated that Fairhaven has to have a parking district or it will stop growing. His plan can be done within budget if funds are spent sparsely. Most of the

funds will go to parking, some to beautification. Undergrounding is not expensive if a street is already ripped up and wires are not high-tension.

He noted that 80% of the Fairhaven Owners had agreed to pay into a fund and to accept liens against their properties.

He then discussed what would happen if insufficient parking were provided. They (property and business owners) would hear first when parking was tight. He also noted that Council had the prerogative to "call us in" and change the rules if the Fairhaven Owners couldn't find a solution. Therefore, he didn't think it was necessary to require a special parking survey in the future.

He then made specific comments on the staff report. He agreed with a priority for improving McKenzie Avenue, supported angled parking on Harris. He stated that improvement of Mill Avenue is expensive and there would be better ways to spend taxpayer money. He also recommended bulbing all intersections and providing more sidewalks, such as along 11th Street, north of Mill.

Jolene Johnson asked if her property in the Residential Multitone could be included in the area. With duplex zoning, parking takes up half of her lot.

Tom Walstrom for Win's Drive-In said they were considering paying into the fund. They have always maintained parking as required. He asked if they would be required to participate.

Chuck Robinson of Village Books asked Council and the Planning Commission to support the proposal. He would like to see reconsideration of angled parking on Harris Avenue. Other areas have changed their rules on thoroughfares and parking. Angled parking is being used to slow traffic in some areas. He then asked why the City would develop Mill Avenue if no additional parking would result.

#### **DOCUMENTS CONSIDERED**

The Fairhaven Study 1973

Fairhaven 1990 Task Force Phase Two: Report 1984

Fairhaven Parking Study 1987

Fairhaven Zoning & Parking Issues/Discussion/Solutions 1993

#### **Details of the Armitstead Proposal**

Require parking only for new residential buildings and hotels.

Provide parking when needed, not when projected.

Finance this parking plan by square footage-based payments of owners, with the city paying 1/3 of the cost.

Construct parking as follows:

Phase I

Pave, curb, and place parallel parking on undeveloped streets until development, where angled parking would probably be placed. Bulb the intersections, install street trees and lights, and underground overhead wires;

Remove the arterial status from Harris west of 12th and establish angled parking.

Establish head-in parking along 10th between Donovan and Harris.

Establish 4 rows of angled parking on McKenzie 10th - 12th.

Phase II

If needed, construct a bi-level parking garage on McKenzie.

**Staff Analysis**

The City's goals for the Fairhaven historic core business district are to preserve the historic buildings and to foster a healthy business climate. The City recognized that off-street parking was not appropriate for much of the area and encouraged on-street parking, jointly used off-street lots, and the formation of a Parking Plan and District. (See also the Background/Prior Hearings Section.)

**CURRENT PARKING REQUIREMENTS**

Bellingham Municipal Code 20.12 specifies the parking required for all commercial uses. Parking standards which apply in Fairhaven include:

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TABLE 1

**City of Bellingham Parking Standards**

<u>USE</u>	<u>NUMBER OF SPACES</u>	<u>FOR</u>
Offices	1 for	each 350 square feet of floor area
Doctor & Dentist Offices	1 for	each 200 square feet of gross floor area (gfa).

Restaurants & Taverns	1 for each 75 square feet of floor area open to the public, minimum of 7 spaces
Personal Service & General Business (Retail)	1 for each 250 square feet of floor area open to the public.
Neighborhood Shopping Center	1 for each 200 square feet gfa (or 5 per 1000 square feet gfa).

**PARKING DEMAND AND SUPPLY**

The 1987 Fairhaven Parking Study stated that 496 spaces were needed for existing 1987 uses, and that these were provided: 238 on - street and 258 off - street (see map boundary for 1987 study). New development has been required to provide parking. We can assume that, based on the existing code, supply and demand are in balance. The supply today of on -street and off - street parking in the Armitstead Plan boundary is as follows:

TABLE 2

Existing Parking

Amount of Parking (# of Spaces)	
Total Supply	634
On - street	345
Off - street	289
Code-Required	168
Not Required	130

- Notes:
- Armitstead Boundary.
  - Figures are approximate
  - On-street includes informal, unimproved spaces

The 1987 study estimated additional demand of 265 spaces would be generated by renovation of existing buildings and 600 spaces for new construction, based on the parking code in Table 1. This additional demand would be for maximum build-out, which is unlikely to be achieved for many years, if ever. This creates a total demand of about 1300 spaces for full build-out of the area, or approximately 390,000 square feet of development. (Projection from 1973 Fairhaven Business District Study.) It equates to 1 parking space per 300 square feet of development.

The '87 Study concluded that the on- street supply should serve historic buildings, allowing them to be renovated. Other uses should provide peripheral parking lots to meet parking needs. The study stated that historic renovation was difficult if parking also had to be supplied.

The Fairhaven core is compact and is designed for pedestrians. Many cities reduce their parking requirements by 10 -20% for such compact development. General observation is that at holidays and other peak weekends, parking in Fairhaven is near capacity, but at any periods there are a significant number of available spaces. (No systematic, professional parking utilization study has been completed.) If we applied a 20% reduction (based on common approaches to factoring in shared parking and linked trips) to the 1300 spaces of estimated demand, we are left with a need for about 1000 spaces at full buildout. This compares to a current supply of just over 600 spaces, on-street and off-street.

The current gross floor area of development is about 182,000 square feet, or close to half of the projected maximum of 390,000 square feet. Our current parking supply, on and off-street, maintains a ratio of one space per 300 square feet of gfa. If we assumed that only 75% of the area is open to the public or 136,500 square feet (assumption used in 1987 parking study), we have a ratio of about one space to 225 square feet of area open to the public (i.e., excludes storage area, related office, etc.) This is comparable to a mix of our office and retail service parking requirements.

We have said above that the code requirement could be reduced by about 20% due to the compact and pedestrian character of Fairhaven. This translates to one space per 280 square feet of area open to the public. Therefore, the current supply of about 600+ spaces could be reduced to about 488 spaces and presumably meet demand. In summary, there is enough theoretical capacity to build on some of the off-street lots that now provide parking. (Note: In most situations where the 20% factor is applied, it would be a reduction in the code-required on-site parking. We are using the total on and off-street supply in this analysis.)

The supply also is supplemented by parking availability in areas outside of this study boundary that are within a comfortable walking distance for most people - about 1/4 mile or a 5 minute walk. This would most likely be the areas west and south of the core which involve less of a grade change than to the east.

#### **ON-STREET PARKING CONSTRUCTION**

The Armitstead Plan's location of on - street parking is reasonable and consistent with recommendations in the 1987 Parking Study. Staff has the following provisos: 10th Street is scheduled to be improved to arterial status as part of the Old Fairhaven Parkway Extension. This project is in the 1994-2000 Transportation Improvement Program, and the Public Works Department has applied for a State grant to help fund construction. No parking will be allowed on 10th south of Harris Avenue.

Public Works also opposes removal of arterial status and installation of angled parking on Harris. This approach could be workable after construction of 10th, which may reduce some of the traffic on Harris.

Renovation of unimproved spaces (graveled or dirt) to improved spaces (paved, with sidewalk, lighting, and curb) will not necessarily create new spaces. It will allow better access to spaces and easier use after dark and in inclement weather. The major addition to supply would be from additional rows of angled parking on McKenzie Avenue between 10th and 12th Streets, which has a 100' right-of-way, and new angled parking on Mill Street between 10th and 11th Streets. Parking construction will need to include provision for handicapped accessible/ barrier free stalls. Staff estimates that a net total of about 70 on - street spaces could be added within the Armitstead Plan Boundary, assuming parking on 10th south of Harris would be removed. This would establish an on-street supply of about 415 spaces.

The City's Public Works Department has reviewed the cost estimate in the Armitstead Plan. They determined that the probable cost of improvements is within \$100,000 of the \$450,000 identified in the plan, except for the unknown cost of lighting, landscaping, and the undergrounding of utilities.

How the City participates in a plan also will affect cost because of requirements to pay prevailing wages and other administrative costs created with public versus private construction.

#### **PARKING DISTRICT AND FINANCING**

The Armitstead Plan proposes a parking district, with assessment of property owners by square foot. A 10-year lien would be placed on property to facilitate the payment for parking improvements. Basic options for supplying parking (other than through code mandates) in Fairhaven are:

1. Private Lots: A private entity establishes private lots and sells parking. This could be a private parking business or the Fairhaven merchants and owners. When use of on-street parking is not at or near capacity, the financial feasibility of paid lots is questionable.
2. Private Corporation: Fairhaven property owners and/or merchants establish a private corporation, which contracts with the City to fund and build on-street parking and may ultimately develop parking on private lots. This process may be the most rapid method of providing parking and is the basic approach in the Armitstead Plan. It will not require open bidding or fair wage provisions, so it should be less expensive.

Participants may choose whichever approach is acceptable to assess themselves for parking. The difficulties will be obtaining financing and assuring payment of assessments, as has been assumed in the Armitstead Plan. The power of the City could not be used to lien property.

3. Business Improvement Area: Local businesses can form a Business Improvement Area (BIA). There is a public role in this process and governing board. The administration must either be public or assigned to a private party. There is an existing legal form for the BIA. Professional legal assistance and management are available. The City can contribute directly to a BIA. Businesses pay into the fund, so everyone who benefits, pays. Payments can be based on square footage, sales, number of employees, or some other standard set up by the BIA.

BIAs can be difficult and time consuming to set up. A longer time to set up can equal greater cost. Competitive bidding and prevailing wages are required. It may be difficult to legally link the benefit of parking with the value to people paying the fees. A new petition would be required and another City Council hearing.

4. LID: The property owners can form a Local Improvement District. LIDs are an existing, common, legal method to build public facilities. They can be voted upon. The City administers the program, providing professional legal assistance and management which is accustomed to dealing with public facility challenges. The City can contribute to the cost of improvements.

The benefit of the improvement must be linked to an increase in value of property. The key question is: will owners see an increase in value from additional on-street parking? Setting up an LID is a time consuming process, taking at least a year. The Public Works Department estimates the City's cost to set up an LID will be in excess of \$60,000. Competitive bidding is required, and additional City Council hearings.

In summary, forming a public mechanism to finance on - street parking adds cost, bureaucracy, and time to the basic objective of improving and expanding on - street parking. The most practical and cost effective method seems to be a private entity with members paying contracted amounts. The City would develop a contract agreement with the entity to make specific improvements to the on - street supply.

#### **CITY CONTRIBUTION**

The Armitstead Plan proposes the City provide one third of the estimated \$450,000 construction cost of on-street parking, -- approximately \$150,000.

Because City funds have been used in the past to provide some of the parking improvements benefiting downtown, the applicants have argued that City funds should be available for some of the parking improvements in Fairhaven. In fact, some downtown property was acquired and improved with parking facilities to serve the downtown area. Partial funding came from City revenues. This is the case with parking facilities on portions of Railroad Avenue. More recently, downtown parking

facilities have been developed using a revenue bond approach. In this case, parking fees and meter revenues are being used to retire the debt.

City participation in a Parking Plan in Fairhaven would include providing right of way for development, and maintenance and operation of the parking. Parking improvements and other facilities within the right of way (lighting, sidewalks, etc.) would be deeded to the City. Assuming a private association is formed to carry out this work, the City would work with the association and other affected parties in developing and applying regulations which affect the on-street parking.

If the City Council wishes to participate through direct funding of capital improvements, staff has identified the following sources:

#### General Fund

We cannot provide funds directly to the Fairhaven Owners, a private entity, from the General Fund to help finance the total project. We can directly finance a street improvement. All normal public works and prevailing wage requirements would apply. A budget amendment would have to allocate funds for a project by reducing funding in other General Fund Projects or programs. This is a policy decision for the Council to make.

#### City Street Fund

The fund is supported by sales and gasoline tax collections. The Fairhaven improvements are eligible projects. Again, it would require reallocating funds from other projects.

#### Community Development Block Grant Fund (CDBG)

The City's CDBG Program identifies target areas within which public facilities and improvements can be carried out with CDBG funds. A portion of the Fairhaven Study Boundary north of Harris Avenue and west of 12th Street is included in the eligible target areas. Public improvements on Mill Street between 10th and 11th would, therefore, be block grant eligible.

If CDBG funds are to be used, funds could be reallocated from the existing Business Revolving Loan Fund (BRLF). This fund was set up to provide loans for business growth and expansion which meets CDBG job creation objectives. The reallocation process involves an initial recommendation from the Community Development Advisory Board (CDAB) followed by a separate public hearing before the City Council and Council action.

## **ADDITIONAL FINDINGS\SPECIFIC FACTS**

1. According to the Public Works Department, the municipal code does not permit angle parking on an arterial street. Harris Avenue is a designated arterial.
2. It may be possible to construct the Fairhaven Parkway extension route along 9th Street rather than 10th Street. Cost is unknown at this time as well as geometrics. It will take some time to determine feasibility and support of the Fairhaven Neighbors.
3. Improvement of Mill Street at an estimated \$160,000 is expensive, partly because of the need for a retaining wall, and will provide only a small number of additional parking spaces. The improvement would provide aesthetic benefit.
4. A plan needs to be financed by private capital to be a district wide parking plan.

## **CONCLUSIONS**

1. The Fairhaven Business District can benefit from the removal of parking requirements to facilitate renovation and infill development.
2. If there is a parking problem in the future, that will be communicated through the political process. Special Agreements about future parking studies are not necessary.
3. It is reasonable to include the Southport Clothier property on Mill Avenue in the district boundary. The ramifications of any significant expansion of the boundaries have not been evaluated.
4. It is important to gain additional parking through expenditure of public funds. Other improvements should be secondary.
5. It is reasonable to eliminate certain parking requirements prior to the formal organization of a parking district to encourage redevelopment.

## **RECOMMENDATIONS**

1. Prior to the formation of a district to fund on-street parking:
  - eliminate the parking requirement for renovation of existing buildings;

- allow parking waiver for construction of infill buildings with a footprint of 5,000 square feet or less, if equitable fees assessed on square footage or per unit basis are paid to a fund for on-street parking. These buildings should not displace parking on code-required lots.
2. Expand the boundary to include the Southport Clothier's site as requested by the property owner (Lots 5 and 6 of Block 17 of the Amended Plat of Fairhaven).
  3. Spend funds on those alternatives that yield the most additional parking.
  4. Release code-required lots after construction of on street parking.
  5. After approval of a funding plan eliminate code requirements for all uses except new residential and hotel buildings above the 5,000 square foot footprint.
  6. Allow the political process to determine when there is a need for additional parking in the longer term.

ADOPTED this April 11 day of, 1994.

Mary J. Conway  
Chairperson

ATTEST: P. Jamerson  
Recording Secretary

APPROVED AS TO FORM:  
R. Ann Hurwath  
Office of the City Attorney

## APPENDIX TO FINDINGS

### STAFF/TECHNICAL REVIEW COMMITTEE RECOMMENDATION

1. Support of the basic Armitstead Plan concept with modifications. Analysis of supply/demand shows that requirement could be reduced.
2. Recommend City participate through funding of a specific street improvement with reallocated CDBG Business Revolving Loan Fund monies. CDBG eligibility area is north of Harris Avenue. Public Works has evaluated cost of diagonal parking on Mill Street between 10th and 11th Streets. The estimate is \$160,000. (See Memo from Tom Rosenberg, Attachment C.) This would provide about 30 improved parking spaces, along with sidewalk, curb/gutter and lighting.
3. Responsibility for on-street improvements
  - City improves Mill Street, 10th - 11th.
  - Private parking improvement entity improves McKenzie Street from 12th to 10th; 11th north of Mill on west side, improved by adjacent property owner with redevelopment (currently is a requirement of a Planned Contract or could be partly improved by the private parking entity); on east side most property is developed, more long term, lesser priority improvement.
  - 10th between Harris and Mill--improved with redevelopment by adjacent property owner, or could be added to scope of improvements by private entity (some link to City improvement of Mill).
  - Diagonal parking on Harris Avenue may be considered after construction of Fairhaven Parkway extension on 10th Street.
4. Phasing out of code requirement
  - New residential buildings and hotels are required to meet code requirements. Upper floor residential in infill buildings under 10,000 square feet could be exempt.
  - After Council adoption of plan and signing of agreement with private entity and surety or bond for improvements, all existing buildings may be renovated without code requirement; small infill primarily retail buildings (e.g. 2 story, 10,000 square foot limit) could also proceed.
  - After construction of parking on McKenzie, can release code required lots (See Attachment D.) Improvements on this street add the primary additional capacity to the on-street supply.

- If evidence of parking problem in future, City and private entity sponsor parking utilization survey and determine course of action (e.g. metering, peripheral lots, parking structure); if survey shows parking is at capacity use, and agreement cannot be reached on providing and funding appropriate parking, a code requirement may need to be re-evaluated, or approval of new building permits delayed.
- District businesses may want to consider a BIA approach to manage special aesthetic improvements and parking needs in the longer term.

## 5. Next Steps

- If City Council approves the parking plan, work with private entity being formed to develop a contract and design scope for priority improvements to McKenzie Avenue and Mill Street.
- Private organization must complete incorporation process and get formal commitments from owners and/or merchants. (See Draft Articles of Incorporation submitted by applicant, Attachment E.)

BELLINGHAM CITY COUNCIL AGENDA BILL

FILE

SUBJECT		FOR AGENDA OF	COUNCIL ASSIGNMENT	BILL NUMBER
Consideration of a Parking Plan and District for Fairhaven.				
				RECD IN CITY COUNCIL OFFICE
ATTACHMENTS	CLEARANCES:		INITIAL	DATE
- Decision Agenda	Patricia R. Decker, PCDD Director		<i>PRD</i>	4/20/94
- Area Map	Joann R. Smith, Planning Manager		<i>JRS</i>	4/20/94
- Planning Commission Findings and Conclusions	Dawn Sturwold, Asst. City Attorney		<i>DS</i>	
- Misc. Attachments & Letters	Jackie Lynch, Associate Planner		<i>JL</i>	4/20/94
- Planning Commission Minutes				
- Article on Flexible Parking Codes				
PUBLIC HEARING	NO			
<b>SUMMARY STATEMENT</b>				
<p>Subsequent to the joint Public Hearing on March 21, 1994, the Planning Commission held a public meeting and completed their recommendation for Fairhaven parking.</p> <p>The Commission recommended elimination of code required parking in conjunction with a plan to increase and improve the on-street parking supply. They indicated that alternatives that provide the most additional parking should have priority for on-street improvements. Commissioners favored eliminating the parking requirements for existing buildings whether or not a parking district agreement is completed. They also supported allowing infill buildings on a footprint of 5000 square feet or less to proceed prior to completion of additional on-street parking, if a fee is paid.</p>				
<b>RECOMMENDED ACTION</b>				
<p>Approval of Parking Plan/District. Direct staff to prepare resolution approving plan and to complete agreement with district organization based on Council decision on specific improvements and phasing out of parking requirements.</p>				
<b>COMMITTEE RECOMMENDATION/ACTION</b>				
<b>COUNCIL ACTION</b>				

FAIRHAVEN PARKING PLAN/DISTRICT

City Council Decision Agenda  
April 25, 1994

**I. Code Requirements**

Should the City eliminate code-mandated parking requirements for rehabilitation of existing buildings and new construction in the Fairhaven historic business district in conjunction with a plan to improve and expand the on-street parking supply? Should new residential and hotel uses be required to provide on-site parking? Should new residential uses on upper floors of existing buildings be exempt from a parking requirement? Should upper story residential in small commercial infill buildings (e.g. 5,000 sq. ft. footprint or less) be exempted from parking requirements?

**II. Boundary**

Should the boundary for the parking plan/district be expanded to include the Southport Clothiers site (see attached letter)? Any other areas which are zoned commercial to the east, west and south? Should those who do not pay for improvements be required to provide parking?

**III. Improvement Areas**

What are the priority areas for improvement/expansion of the on-street supply? If the City Council approves public funding for a plan, what should be the City's priority investment?

**IV. Phasing**

Should the elimination of the on-site parking requirements be phased to allow:

- redevelopment of existing buildings and small infill buildings after an agreement is signed between the City and the proposed private non-profit parking entity, or only after additional on-street parking is built? A fee payment in lieu of parking as recommended by Planning Commission? Eliminate the parking requirement for existing buildings immediately as recommended by the Planning Commission?

- release of current code-required parking lots for redevelopment only after construction of on-street parking?

**V. Monitoring Supply**

Should there be special provisions in a City/private entity agreement to address future monitoring of the parking supply?



**CITY OF BELLINGHAM  
PLANNING COMMISSION  
FINDINGS OF FACT AND CONCLUSIONS  
MARCH 31, 1994**

**Re: FAIRHAVEN PARKING PLAN/DISTRICT  
(PUBLIC HEARING MARCH 21)**

Overview

**SUMMARY**

Conceptual approval of a new parking plan for the Fairhaven Commercial District.

**LOCATION**

Fairhaven District (see attached map)

**MAJOR ISSUES**

Phasing of improvements, cost, City funding, parking demand/supply.

**STAFF RECOMMENDATION**

Approval with revisions.

**PLANNING COMMISSION RECOMMENDATION**

Approval of a phased approach for eliminating code-mandated parking. (5-0)

**Applicant/Owner**

John Armitstead, AIA  
1305 11th Street  
Bellingham, WA 98225

**Proposal**

The Fairhaven Zoning and Parking Issues/Discussion solutions proposes "...getting rid of the parking requirements in the Fairhaven District, building out as far as possible on-street parking through a private district in partnership with the City, within a certain boundary...". (See Attachment A.) Specific recommendations include:

- Establish a Parking District to remove on-site parking requirements from any use in Fairhaven, except apartment buildings and hotels.

- Extend and improve on-street parking, to provide approximately 542 spaces.
- Enhance the appearance of the area with street trees, lighting, sidewalk pavers.
- Finance this district by assessing land owners on a square foot basis, with the City paying one-third of the cost. Lien properties for a period of ten years to guarantee payment.

## **Statutory Authority**

### Fairhaven Neighborhood Plan

"Rather than requiring parking adjacent to each building constructed or rehabilitated, substitute a required contribution to a local parking authority to develop on-grade parking in accordance with the 1973 Zervas Plan. [Staff Underlining]

### Bellingham Municipal Code 20.12.010

"The Director shall... have the authority to waive parking requirements... when consistent with an area-wide parking plan and/or district which has been instituted together with a mechanism for providing required parking for the area or district. These plans and/or districts must have been approved by the City Council after public hearings before the Planning Commission and City Council."

## **Comprehensive Plan Designation**

(See Attachment B.)

## **Background/Prior Hearings**

### BACKGROUND:

The most recent proposal for a Fairhaven Parking Plan/District was precipitated by building permit applications for several small, new infill buildings (1010 Harris; 4,000 square feet, 2 stories; and 1002 Harris, 7,000 square feet, 3.5 stories). The construction of these buildings has been delayed because the applicant, Ken Imus, had difficulty in providing inexpensive off street parking.

Local land and business owners (The "Fairhaven Owners") felt that the parking regulations were stifling additional development in Fairhaven and agreed to form a parking district. John Armitstead, a local architect, spearheaded this effort and submitted a proposal to the City Council in November, 1993. The Council asked staff to facilitate the development of a plan/district so that code-mandated parking, lot by lot, could be eliminated. This direction was reiterated by the new Council at a staff

briefing and update on February 22, 1994. They also asked staff to explore potential resources for City participation.

Parking in Fairhaven has been a significant issue for the last 20 years. The following chronology highlights some of the planning and public decisions during this period.

1973: The City does the Zervas Plan, also know as the Fairhaven Study, which identifies inadequate parking as a potential constraint to business growth in Fairhaven.

1976: Fairhaven Historic District designation requested from Federal Government. District is formally established the next year.

1984: The Fairhaven Merchants do the Fairhaven 1990 Task Force Phase Two: Report, which again concludes that inadequate parking is a potential constraint to business growth in Fairhaven.

1987: The City does the Fairhaven Parking Study, which builds on the information in the Fairhaven 1990 Task Force report and recommends a single mechanism to provide on and off-street parking in Fairhaven. It suggests a Public Development Authority or a Business Improvement District. The study recommends reserving the on-street parking for build-out of existing buildings in Fairhaven.

1988: The City and the Port of Bellingham sign an Interlocal Cooperation Agreement which mandates that the Old Fairhaven Parkway extension will be financed through proportional shares. The City and the Fairhaven Neighbors sign an agreement which mandates that The Old Fairhaven Parkway extension shall not be any further west, than east of the Padden Creek ravine fill at 10th.

1989: Fairhaven Historic Design Review Ordinance adopted. City also adopts changes to land use code to facilitate parking solutions for Fairhaven. BMC 20.12.010 now allows a parking waiver when consistent with an area-wide parking plan or district together with a mechanism to provide the parking.

City offers to provide \$150,000 from Revolving Loan Fund to assist Fairhaven Association in funding development of parking. Owners and merchants do not proceed with formation of a district.

## **PUBLIC HEARING**

The Planning Commission and City Council held a joint hearing on March 21, 1994 to consider the Armitstead proposal and staff recommendations.

## **TESTIMONY**

John Armitstead stated that Fairhaven has to have a parking district or it will stop growing. His plan can be done within budget if funds are spent sparsely. Most of the

funds will go to parking, some to beautification. Undergrounding is not expensive if a street is already ripped up and wires are not high-tension.

He noted that 80% of the Fairhaven Owners had agreed to pay into a fund and to accept liens against their properties.

He then discussed what would happen if insufficient parking were provided. They (property and business owners) would hear first when parking was tight. He also noted that Council had the prerogative to "call us in" and change the rules if the Fairhaven Owners couldn't find a solution. Therefore, he didn't think it was necessary to require a special parking survey in the future.

He then made specific comments on the staff report. He agreed with a priority for improving McKenzie Avenue, supported angled parking on Harris. He stated that improvement of Mill Avenue is expensive and there would be better ways to spend taxpayer money. He also recommended bulbing all intersections and providing more sidewalks, such as along 11th Street, north of Mill.

Jolene Johnson asked if her property in the Residential Multizone could be included in the area. With duplex zoning, parking takes up half of her lot.

Tom Walstrom for Win's Drive-In said they were considering paying into the fund. They have always maintained parking as required. He asked if they would be required to participate.

Chuck Robinson of Village Books asked Council and the Planning Commission to support the proposal. He would like to see reconsideration of angled parking on Harris Avenue. Other areas have changed their rules on thoroughfares and parking. Angled parking is being used to slow traffic in some areas. He then asked why the City would develop Mill Avenue if no additional parking would result.

#### **DOCUMENTS CONSIDERED**

The Fairhaven Study 1973

Fairhaven 1990 Task Force Phase Two: Report 1984

Fairhaven Parking Study 1987

Fairhaven Zoning & Parking Issues/Discussion/Solutions 1993

#### **Details of the Armitstead Proposal**

Require parking only for new residential buildings and hotels.

Provide parking when needed, not when projected.

Finance this parking plan by square footage-based payments of owners, with the city paying 1/3 of the cost.

Construct parking as follows:

Phase I

Pave, curb, and place parallel parking on undeveloped streets until development, where angled parking would probably be placed. Bulb the intersections, install street trees and lights, and underground overhead wires;

Establish head-in parking along 10th between Donovan and Harris.

Establish 4 rows of angled parking on McKenzie 10th - 12th.

Phase II

Remove the arterial status from Harris west of 12th and establish angled parking.

Phase III

If needed, construct a bi-level parking garage on McKenzie.

**Staff Analysis**

The City's goals for the Fairhaven historic core business district are to preserve the historic buildings and to foster a healthy business climate. The City recognized that off-street parking was not appropriate for much of the area and encouraged on-street parking, jointly used off-street lots, and the formation of a Parking Plan and District. (See also the Background/Prior Hearings Section.)

**CURRENT PARKING REQUIREMENTS**

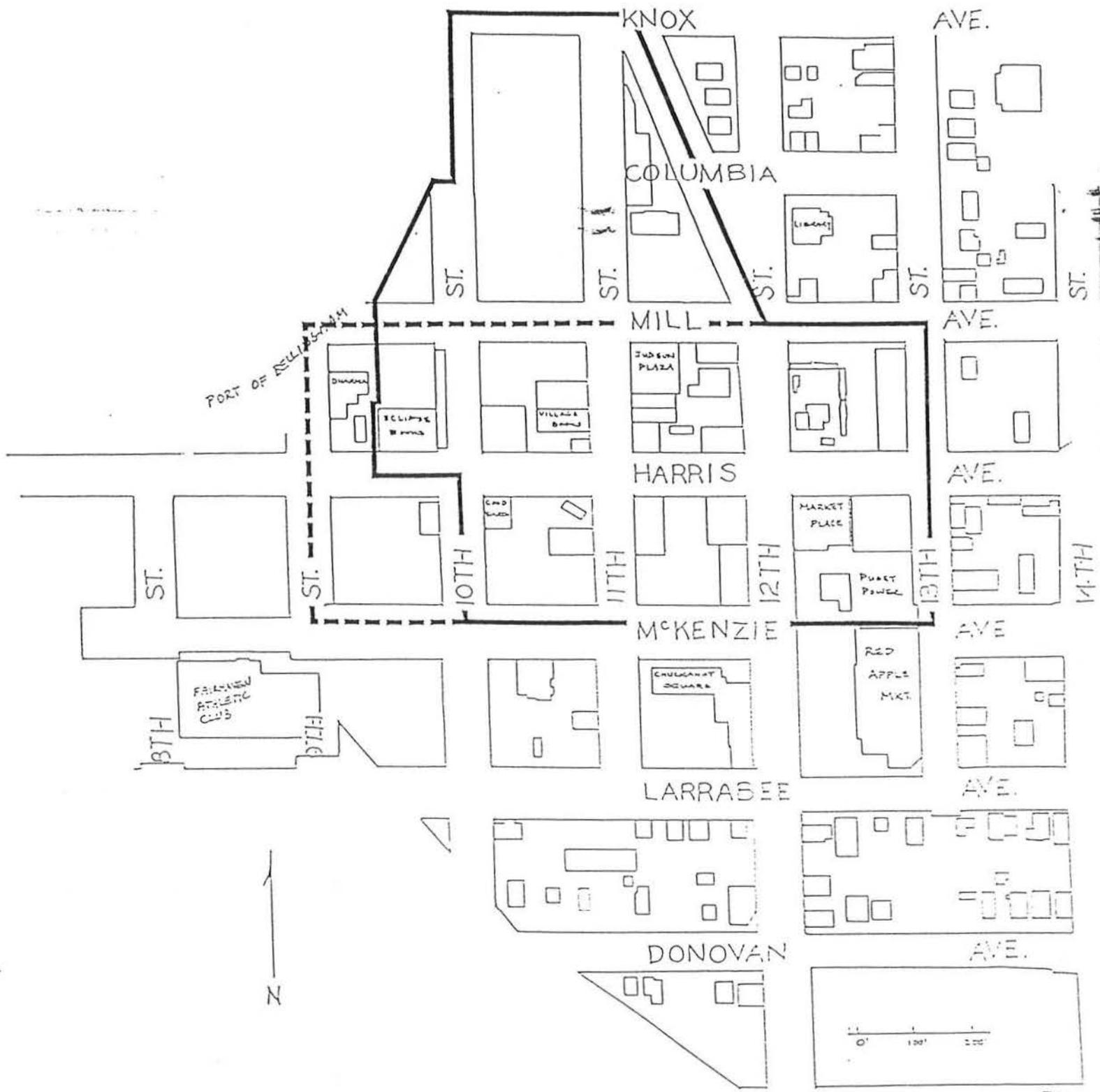
Bellingham Municipal Code 20.12 specifies the parking required for all commercial uses. Parking standards which apply in Fairhaven include:

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TABLE 1

**City of Bellingham Parking Standards**

<u>USE</u>	<u>NUMBER OF SPACES</u>	<u>FOR</u>
Offices	1 for	each 350 square feet of floor area
Doctor & Dentist Offices	1 for	each 200 square feet of gross floor area (gfa).



LEGEND

----- 1987 PLAN BOUNDARY

26  
1943

Restaurants & Taverns	1 for each 75 square feet of floor area open to the public, minimum of 7 spaces
Personal Service & General Business (Retail)	1 for each 250 square feet of floor area open to the public.
Neighborhood Shopping Center	1 for each 200 square feet gfa (or 5 per 1000 square feet gfa).

**PARKING DEMAND AND SUPPLY**

The 1987 Fairhaven Parking Study stated that 496 spaces were needed for existing 1987 uses, and that these were provided: 238 on - street and 258 off - street (see map boundary for 1987 study). New development has been required to provide parking. We can assume that, based on the existing code, supply and demand are in balance. The supply today of on -street and off - street parking in the Armitstead Plan boundary is as follows:

TABLE 2

Existing Parking

Amount of Parking (# of Spaces)

Total Supply	634
On - street	345
Off - street	289
Code-Required	168
Not Required	130

- Notes:
- Armitstead Boundary.
  - Figures are approximate
  - On-street includes informal, unimproved spaces

The 1987 study estimated additional demand of 265 spaces would be generated by renovation of existing buildings and 600 spaces for new construction, based on the parking code in Table 1. This additional demand would be for maximum build-out, which is unlikely to be achieved for many years, if ever. This creates a total demand of about 1300 spaces for full build-out of the area, or approximately 390,000 square feet of development. (Projection from 1973 Fairhaven Business District Study.) It equates to 1 parking space per 300 square feet of development.

The '87 Study concluded that the on- street supply should serve historic buildings, allowing them to be renovated. Other uses should provide peripheral parking lots to meet parking needs. The study stated that historic renovation was difficult if parking also had to be supplied.

The Fairhaven core is compact and is designed for pedestrians. Many cities reduce their parking requirements by 10 -20% for such compact development. General observation is that at holidays and other peak weekends, parking in Fairhaven is near capacity, but at any periods there are a significant number of available spaces. (No systematic, professional parking utilization study has been completed.) If we applied a 20% reduction (based on common approaches to factoring in shared parking and linked trips) to the 1300 spaces of estimated demand, we are left with a need for about 1000 spaces at full buildout. This compares to a current supply of just over 600 spaces, on-street and off-street.

The current gross floor area of development is about 182,000 square feet, or close to half of the projected maximum of 390,000 square feet. Our current parking supply, on and off-street, maintains a ratio of one space per 300 square feet of gfa. If we assumed that only 75% of the area is open to the public or 136,500 square feet (assumption used in 1987 parking study), we have a ratio of about one space to 225 square feet of area open to the public (i.e., excludes storage area, related office, etc.) This is comparable to a mix of our office and retail service parking requirements.

We have said above that the code requirement could be reduced by about 20% due to the compact and pedestrian character of Fairhaven. This translates to one space per 280 square feet of area open to the public. Therefore, the current supply of about 600+ spaces could be reduced to about 488 spaces and presumably meet demand. In summary, there is enough theoretical capacity to build on some of the off-street lots that now provide parking. (Note: In most situations where the 20% factor is applied, it would be a reduction in the code-required on-site parking. We are using the total on and off-street supply in this analysis.)

The supply also is supplemented by parking availability in areas outside of this study boundary that are within a comfortable walking distance for most people - about 1/4 mile or a 5 minute walk. This would most likely be the areas west and south of the core which involve less of a grade change than to the east.

## **ON-STREET PARKING CONSTRUCTION**

The Armitstead Plan's location of on - street parking is reasonable and consistent with recommendations in the 1987 Parking Study. Staff has the following provisos: 10th Street is scheduled to be improved to arterial status as part of the Old Fairhaven Parkway Extension. This project is in the 1994-2000 Transportation Improvement Program, and the Public Works Department has applied for a State grant to help fund construction. No parking will be allowed on 10th south of Harris Avenue.

Public Works also opposes removal of arterial status and installation of angled parking on Harris. This approach could be workable after construction of 10th, which may reduce some of the traffic on Harris.

Renovation of unimproved spaces (graveled or dirt) to improved spaces (paved, with sidewalk, lighting, and curb) will not necessarily create new spaces. It will allow better access to spaces and easier use after dark and in inclement weather. The major addition to supply would be from additional rows of angled parking on McKenzie Avenue between 10th and 12th Streets, which has a 100' right-of-way, and new angled parking on Mill Street between 10th and 11th Streets. Parking construction will need to include provision for handicapped accessible/ barrier free stalls. Staff estimates that a net total of about 70 on - street spaces could be added within the Armitstead Plan Boundary, assuming parking on 10th south of Harris would be removed. This would establish an on-street supply of about 415 spaces.

The City's Public Works Department has reviewed the cost estimate in the Armitstead Plan. They determined that the probable cost of improvements is within \$100,000 of the \$450,000 identified in the plan, except for the unknown cost of lighting, landscaping, and the undergrounding of utilities.

How the City participates in a plan also will affect cost because of requirements to pay prevailing wages and other administrative costs created with public versus private construction.

#### **PARKING DISTRICT AND FINANCING**

The Armitstead Plan proposes a parking district, with assessment of property owners by square foot. A 10-year lien would be placed on property to facilitate the payment for parking improvements. Basic options for supplying parking (other than through code mandates) in Fairhaven are:

1. Private Lots: A private entity establishes private lots and sells parking. This could be a private parking business or the Fairhaven merchants and owners. When use of on-street parking is not at or near capacity, the financial feasibility of paid lots is questionable.
2. Private Corporation: Fairhaven property owners and/or merchants establish a private corporation, which contracts with the City to fund and build on-street parking and may ultimately develop parking on private lots. This process may be the most rapid method of providing parking and is the basic approach in the Armitstead Plan. It will not require open bidding or fair wage provisions, so it should be less expensive.

Participants may choose whichever approach is acceptable to assess themselves for parking. The difficulties will be obtaining financing and assuring payment of assessments, as has been assumed in the Armitstead Plan. The power of the City could not be used to lien property.

3. Business Improvement Area: Local businesses can form a Business Improvement Area (BIA). There is a public role in this process and governing board. The administration must either be public or assigned to a private party. There is an existing legal form for the BIA. Professional legal assistance and management are available. The City can contribute directly to a BIA. Businesses pay into the fund, so everyone who benefits, pays. Payments can be based on square footage, sales, number of employees, or some other standard set up by the BIA.

BIAs can be difficult and time consuming to set up. A longer time to set up can equal greater cost. Competitive bidding and prevailing wages are required. It may be difficult to legally link the benefit of parking with the value to people paying the fees. A new petition would be required and another City Council hearing.

4. LID: The property owners can form a Local Improvement District. LIDs are an existing, common, legal method to build public facilities. They can be voted upon. The City administers the program, providing professional legal assistance and management which is accustomed to dealing with public facility challenges. The City can contribute to the cost of improvements.

The benefit of the improvement must be linked to an increase in value of property. The key question is: will owners see an increase in value from additional on-street parking? Setting up an LID is a time consuming process, taking at least a year. The Public Works Department estimates the City's cost to set up an LID will be in excess of \$60,000. Competitive bidding is required, and additional City Council hearings.

In summary, forming a public mechanism to finance on - street parking adds cost, bureaucracy, and time to the basic objective of improving and expanding on - street parking. The most practical and cost effective method seems to be a private entity with members paying contracted amounts. The City would develop a contract agreement with the entity to make specific improvements to the on - street supply.

#### **CITY CONTRIBUTION**

The Armitstead Plan proposes the City provide one third of the estimated \$450,000 construction cost of on-street parking, -- approximately \$150,000.

Because City funds have been used in the past to provide some of the parking improvements benefiting downtown, the applicants have argued that City funds should be available for some of the parking improvements in Fairhaven. In fact, some downtown property was acquired and improved with parking facilities to serve the downtown area. Partial funding came from City revenues. This is the case with parking facilities on portions of Railroad Avenue. More recently, downtown parking

facilities have been developed using a revenue bond approach. In this case, parking fees and meter revenues are being used to retire the debt.

City participation in a Parking Plan in Fairhaven would include providing right of way for development, and maintenance and operation of the parking. Parking improvements and other facilities within the right of way (lighting, sidewalks, etc.) would be deeded to the City. Assuming a private association is formed to carry out this work, the City would work with the association and other affected parties in developing and applying regulations which affect the on-street parking.

If the City Council wishes to participate through direct funding of capital improvements, staff has identified the following sources:

#### General Fund

We cannot provide funds directly to the Fairhaven Owners, a private entity, from the General Fund to help finance the total project. We can directly finance a street improvement. All normal public works and prevailing wage requirements would apply. A budget amendment would have to allocate funds for a project by reducing funding in other General Fund Projects or programs. This is a policy decision for the Council to make.

#### City Street Fund

The fund is supported by sales and gasoline tax collections. The Fairhaven improvements are eligible projects. Again, it would require reallocating funds from other projects.

#### Community Development Block Grant Fund (CDBG)

The City's CDBG Program identifies target areas within which public facilities and improvements can be carried out with CDBG funds. A portion of the Fairhaven Study Boundary north of Harris Avenue and west of 12th Street is included in the eligible target areas. Public improvements on Mill Street between 10th and 11th would, therefore, be block grant eligible.

If CDBG funds are to be used, funds could be reallocated from the existing Business Revolving Loan Fund (BRLF). This fund was set up to provide loans for business growth and expansion which meets CDBG job creation objectives. The reallocation process involves an initial recommendation from the Community Development Advisory Board (CDAB) followed by a separate public hearing before the City Council and Council action.

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## **CONCLUSIONS**

1. The Fairhaven Business District can benefit from the removal of parking requirements to facilitate renovation and infill development.
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## **RECOMMENDATIONS**

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- 6. Allow the political process to determine when there is a need for additional parking in the longer term.

ADOPTED this April 11 day of , 1997.

Mary J. Conway  
Chairperson

ATTEST: S. Jameson  
Recording Secretary

APPROVED AS TO FORM:

Jan Sturwold  
Office of the City Attorney

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  - New residential buildings and hotels are required to meet code requirements. Upper floor residential in infill buildings under 10,000 square feet could be exempt.
  - After Council adoption of plan and signing of agreement with private entity and surety or bond for improvements, all existing buildings may be renovated without code requirement; small infill primarily retail buildings (e.g. 2 story, 10,000 square foot limit) could also proceed.
  - After construction of parking on McKenzie, can release code required lots (See Attachment D.) Improvements on this street add the primary additional capacity to the on-street supply.

- If evidence of parking problem in future, City and private entity sponsor parking utilization survey and determine course of action (e.g. metering, peripheral lots, parking structure); if survey shows parking is at capacity use, and agreement cannot be reached on providing and funding appropriate parking, a code requirement may need to be re-evaluated, or approval of new building permits delayed.
- District businesses may want to consider a BIA approach to manage special aesthetic improvements and parking needs in the longer term.

## 5. Next Steps

- If City Council approves the parking plan, work with private entity being formed to develop a contract and design scope for priority improvements to McKenzie Avenue and Mill Street.
- Private organization must complete incorporation process and get formal commitments from owners and/or merchants. (See Draft Articles of Incorporation submitted by applicant, Attachment E.)

ATTACHMENT A

FAIRHAVEN  
Zoning & Parking

Issues / Discussion / Solutions

*"The Goal of Historic-District Zoning Should be to Provide Maximum Flexibility within some Framework of Minimum Standards. . .*

*It Must be Recognized that Inconsistencies are the Essence of that Environment; Surprise is a Major Ingredient. Imagination, no Matter How Wild it Seems, Should at least get a Fair Hearing. . .*

*FAIRHAVEN Must have its Zoning Changed to be Anything but a Mediocre Experience, and to encourage the investment of money and energy."*

John Armitstead, AIA

ATTACHMENT A  
(Continued)

## BACKGROUND

*Existing Zoning:* The existing zoning for Fairhaven within the "Historic" area and the fringe commercial areas is Commercial with a Neighborhood Mixed-Use qualifier. That designation is generally intended for strip mall local shopping and business developments. The zoning does not in any way recognize historic areas although it is to be used in conjunction with the Neighborhood Plan modifiers, which do.

*Existing Zoning's Intent:* The Neighborhood Plan, based on a 1973 study attempts to lay down some stylistic requirements but does not in any way change 'strip mall' zoning. In the 1973 study, some recommendations, such as closing streets to make pedestrian malls, have, thankfully, not been acted upon.

Prior to the 1973 study, a number of towns and cities in North America tried to create pedestrian malls this way and had succeeded only in killing off all the businesses on the street and creating dead zones. This situation has been heavily reinforced since that time. Pedestrian Malls do not succeed. The Fairhaven zoning seems to be targeted toward helping create merely a shopping community and not a robust Historic District.

At that time it was understandable. Fairhaven did not have many historic buildings and most were derelict. The present dedication to preserving the old hadn't really started. Communities need focus and shopping is one of its major elements. Strip malls were our culture's way of providing it.

*Zoning Parking Requirements.* One of the most disastrous consequences of the zoning imposed upon the area is the parking philosophy and requirements which are part of it. Basically, for each type of use, a parking space must be provided for every "x" square feet. The number of square feet varies with the use.

It has long been recognized, however, that a Parking District plan is a more logical way to look at a community's requirements. Yet, twenty years have passed and no parking district exists; strip mall parking requirements still prevail and are rigidly enforced.

*The 1973 and 1984 Studies:* There have been two reports which influenced Fairhaven's growth or lack of it and were summarized by a city report: 'Fairhaven Parking Study'. The 1973 study made a number of recommendations which would have benefited FAIRHAVEN and some which, from today's perspective, would not. Few were acted upon. The 1984 report built on the 1973 one. Neither report, however, addressed the suitability on strip mall zoning for an Historic District. Surely that must be the key issue for [responsible future] development.

## REASONS FOR THIS DOCUMENT

*Present Stalemate - Infill Buildings:* There is a holdup in the provision of smaller infill buildings in Fairhaven because of (1) the need to buy land to satisfy parking requirements (which, on small lots, cannot be accommodated on site) and (2) unnecessary delays. As cases in point, two buildings are presently stalled in the building department awaiting resolution of parking. In addition to these, several more could be designed and built immediately after the overall parking requirements are corrected.

These small buildings will add enormously to the character and viability of Fairhaven; each of them, incidentally, will have upper levels for business or living to diversify and enrich the area (presently, all have good tenants waiting for the space).

*Full Use of Existing Buildings:* Existing buildings can have upper levels finished when the parking does not dominate decisions. Present requirements vary the number of parking spaces associated with the use. The use in historic buildings, however, can change frequently; adding or subtracting parking just does not make sense and destroys the ability to build without a loss financially.

*Examination of Present Frustrations:* The Fairhaven Parking Policy, again quoting the two previous studies, says "that both studies identified inadequate parking as a potential constraint to business growth in Fairhaven". From the vantage point of 1993 it is possible to state categorically that it is this projection and its subsequent negative effect that have caused the major constraint to business.

All of these reports project a parking shortage based on strip zoning code requirements, in which mandated parking levels related to each type of use in each building are added together to produce a supposed total parking shortfall.

In dealing with the Fairhaven's eight block CBD-type of area it concluded that, upon buildout, the required number of parking spaces would have to be 1,500. It was thus implied that between 3,000 and 6,000 people would visit Fairhaven and go separately to each business. Further, they would arrive by car only and either stay the entire fourteen hour day or would be replaced at intervals throughout the day, the latter of which would bring the count to many times that number.

The business people in Fairhaven would be delighted if the above conclusions were the reality. The former study does not include residents, people who walk in or cycle or use public transport. In addition to the *magnitude* of required new parking spaces the requirement is for parking also to be within 500 feet of the particular building providing it. This is nonsense as people expect to walk in Fairhaven as in all other Historic Districts and when there is more to see and discover, those distances are arbitrary.

However, building parking lots within the core area should be avoided. They cause interruption of the experience by an element which destroys the ambiance. Courts or open areas, on the other hand, do not interrupt, they enhance.

In point of fact, to those who own property, run businesses or use the Fairhaven area for dining and entertainment on a regular basis, there is no shortage of parking.

The process required to build or renovate in Fairhaven is bureaucratic in the extreme. Even putting in signs or canopies can take a minimum of seven to nine months for approvals. The worst interpretations for the developer are the ones enforced, and it is as if the policy is to discourage building.

*Cost of Developing in Historic Districts:* Fairhaven is unusual in one way compared to most historic areas. A small group of people own the land and buildings. This should enable more comprehensive development plans to be implemented. It is very expensive to rehab old buildings and it costs more to build in historic styles (if well done) than to build in more contemporary styles. Few people develop in historic areas if maximum profit is their chief criteria.

*There is a need for encouragement and enthusiasm from local government toward people willing to invest time and money to enhance Fairhaven. At the very least, local government can just avoid discouraging those who wish to make Fairhaven a better experience.*

Fairhaven is part of the city of Bellingham and improvements there are good for the city as a whole. They do not detract from the CBD as seems to be the prevailing philosophy among local government people.

## HISTORIC DISTRICTS AND PLACES

*Interest in Historic Preservation Worldwide:* Interest in the preservation of existing historic buildings and areas is becoming a worldwide phenomenon.. We have destroyed a very large proportion of the inventory of old buildings in the development frenzy that has hit area after area since the end of the second world war. Unfortunately, buildings are still falling to the wrecker's ball in Europe and North America; they are often just too expensive to preserve as business ventures.

People everywhere still head for places that have old world charm on travels and vacations, [but] rarely to the product of the last fifty years-worth of planning.

*What Makes these Areas Desirable:* The charm of these older places was analyzed brilliantly by Gordon Cullen in a a book entitled *Townscape*. It highlights the visual and emotional impact of small places, villages, towns, cities and open spaces. None of these could be built today with the current zoning and building laws. Originally instituted for public safety, current codes are now so restrictive and maniacally paternal that they have a whole disparate life of their own and are generally applied with heavy-handed officiousness.

This is bad enough in general building but it is the worst barrier to enthusiasm for historic restoration and enhancement. Codes must be goal-oriented. The goal is not to enforce the code, but to create something of value. If the code detracts from the quality of the project it is obviously wrong.

Old places were seldom planned; they happened rather than were controlled; they are full of random creative individual efforts; their character and nuance cannot be legislated; they are not "by the book".

*Parking Parameters in Other Areas:* Few, if any, historic districts had any provision for the automobile. In cities like London there were stables and carriage houses which in the 1920s and 1930s became garages and in the 1960s were converted to the most desirable residences in the central area. The city constantly changed and renewed itself. Cars were an inconvenience and took a secondary place in planning.

In the Pacific Northwest, stables were of minimal construction and have not survived. Our non-residential historic buildings, however, are of masonry, and many have lasted if maintained.

Our answer to the automobile has been parking lots and parking structures. The exception to the dominance of cars in planning has been in historic districts where it is recognised as incompatible or incongruous. Yet, Our historic district does not have a special historic zoning as all others do. To repeat: our parking problems are a direct expression of our inappropriate zoning, not the reality.

ATTACHMENT A  
(Continued)

*How FAIRHAVEN Fits the Image:* In 1973 Fairhaven was not an historic district. It was a run down area, with a few derelict buildings and it looked it. Through the efforts of a few individuals the area is now called and recognised as an historic area.

There is some opposition to building new buildings or building in historic styles and yet the core of Fairhaven in 1993 consists primarily of new or reconstructed buildings; this is Fairhaven's future if it is not to stagnate.

This is one part of the city that has a strong growth demand and can support increased specialised retail outside of Bellis Fair and can create a viable hotel industry in the upper end of the spectrum.

The expansion area of Fairhaven is strictly limited and its success must spill over into the CBD. It is not a threat but a catalyst to urban renewal for the whole city. The changes in Fairhaven to date have been by determined efforts of a few individuals in spite of frustrating difficulties, difficulties caused by negative attitudes directly attributable to rigid enforcement of a zoning policy that is the antithesis of what is required for the area to reach its full potential.

*How FAIRHAVEN Does Not Fit the Image:* Fairhaven does not have enough buildings to create a workable shopping, dining, entertainment or genuine focal point for the surrounding area. It is of minor interest to tourists, and businesses tend to be marginal. What gathering points exist are by courtesy of a few owners. Opportunities to walk and browse are minimal and soon exhausted.

Consequently, the entire area can be seen in minutes from a car, and that is the worst condemnation of a community. There are few elements of surprise, discovery, excitement or quiet places for resting and contemplation. These are what make an 'Historic Community' work. We must create it if we are sincere in wanting it. The opportunity exists here to do the whole thing without asking for government handouts or subsidies.

A fair share of tax dollars created here should be available for some public improvements, but encouragement and flexibility are more important. The people here are quite prepared to build the community out with the same care and commitment that brought it this far.

## SOLUTIONS

*Factions - Who Wants What?* There is a small element of opposition to further development in Fairhaven. Some people want the place to be as it was. They are not owners or business people who have time and money invested in the area.

They either forget or didn't know what it was like twenty years ago. Those who are deeply committed here want Fairhaven to reach its full potential and since we have chosen for it to be historic, let's do it well. Let's make it lively and fun. Let's make it year-round for every-day use by the community and a destination for visitors. Let's help people earn a decent living here.

*Requirements to Make Fairhaven a Viable Place for Business & Leisure:* To achieve these goals we need to have several things happen:

- A long range PARKING PLAN.
- A LOOSE PLANNING FRAMEWORK within which we can plan the larger schemes - infill and rehab, and still ensure [that] things like the cobble stones, a park, and outside gathering spaces can happen. [Further,] It should encourage a continuation of the trailways linking Fairhaven to parks and the downtown.

To elaborate on this last point, We also need a means of transportation or a trolley connection along the waterfront and a boardwalk that blends with the trailways; combined, they will augment the links between Bellingham's downtown, Fairhaven and the waterfront, and create new nodes of experiences at both ends and along the way.

- Rezoning to a specific HISTORIC-DISTRICT CODE.
- DIMINUTION OF THE DESIGN CONTROL BOARD's ROLE to that of advisory only.
- Examine TRAFFIC PLANNING one last time for a solution which will be implemented in a timely fashion.

ATTACHMENT A  
(Continued)

*Parking Proposal:* It is proposed here that the parking requirement for all buildings, new or old, within the Fairhaven Historic District be dropped with the exception of projects large enough to sensibly provide parking on-site and for hotel and residential uses. As to living units over small infill buildings, some compromise must be reached because housing of this type diversifies the area and people mix.

The parking provided generally for the area should be on-street. The Fairhaven street rights-of-way are 80' to 100' wide. 11th Street has angle parking for three blocks and it is the most popular parking. People ignore the parking lots and drive many times 'round the block until street parking is available. Sidewalks at intersections should be extended to enclose the parking both for safety and appearance. This can be done inexpensively by leaving existing curbs and pouring new ones beyond. The extra sidewalk should be brick-paved or landscaped, and wheel chair cuts should be established everywhere.

Street parking should extend downhill into the commercial/industrial areas and not uphill into residentially-zoned streets. Undeveloped streets west of 11th should be paved and striped with 90° parking until development occurs there, when probably angle parking would be more appropriate.

Plans must be made for McKensie (and others as well) to be used exclusively for parking, even on two levels, as the 100' width and the slope do make this feasible and economical, if ever required. Parking must be provided when really needed, not when projected by unreal methodology.

A parking district established by all owners and business people must be in place to ensure parking is provided at appropriate times. They are going to pay for it both directly and from their taxes. Once these principles are agreed to, the Parking District can be set up without delay.

The benefits of the following proposed parking plan are numerous. Namely, the plan:

- . Permits full use of existing buildings, without requiring parking lots.
- . Allows "core" commercial area properties to be developed with buildings, not parking lots.
- . Allows a compact commercial core business district while maintaining the pedestrian-oriented historic "CBD" atmosphere of Fairhaven.
- . Resolves a parking issue which is discouraging further development in Fairhaven.
- . Provides approximately 542 on-street parking spaces convenient to the core commercial area.

ATTACHMENT A  
(Continued)

- Will beautify and improve the appearance of areas adjacent and peripheral to the core historic commercial area.

The parking district must be approved by 60% of land owners within the subject area. This proposal is sanctioned by \_\_\_% of owners. Their signatures are reproduced in the Appendix.

Each ownership represents a percentage of the total square footage of land within the area, and each owner will be charged on a square-foot basis.

The above stipulation pertains regardless of the use to which the property is put. For example, an hotel or residential scheme must provide parking within the site but the property is still assessed for parking district purposes based on the number of square feet of land.

The success of particular land improvements depends directly on the success of the historic area as a whole in attracting people to it. The area will not succeed without a parking district because development and infill will, otherwise, essentially cease.

Each property will be liened for a period of ten years until the debt is retired. Any land owner will have the option of paying cash at the beginning or anytime during the lien period. It is suggested that the city contribute 1/3rd of the improvement cost as a means of returning some tax money to the Fairhaven community. At the moment, almost all improvements and maintenance is done by the community. The city does little financially for Fairhaven.

Proposed parking district improvements will consist of curbs and sidewalks where required; wires shall be underground; more trees and additional lighting is scheduled. Further, some streets are proposed to be blacktopped and striped

The following are the proposed phases of parking-district development program:

1. *Retain and expanded street parking in the central district, including 90° parking on streets that are presently not paved; paving and striping as required. This is the proposed I.I.D.*
2. *McKensie between 12th & 11th, and 11th & 10th streets are to have four rows of angle parking, respectively.*
3. *McKensie to have double-decked parking. This would be a last choice if more parking is required and cannot be expanded westward.*

If 10th Street between Harris and Donavan becomes a truck route, the parking shown will change to parallel on 10th Street. Harris Avenue, no longer an arterial above 10th, will

ATTACHMENT 7  
(Continued)

have angle parking. The net result will be about the same number of spaces but, of course, Harris' street parking is better located and more desirable than 10th Street's.

As part of the parking district implementation, streets such as 12th from Donovan to the library should be included in the tree-planting and lighting programs. The end result of a street parking program will also be street beautification. The two are compatible.

Further, in order to provide logical cost figures for phase 1, it is assumed that Harris Avenue will be angle parked. It would be pointless to extend the sidewalk corners for angle parking at all the streets which abut Harris, and then retain parallel parking on Harris (and then have to rework them within a couple of years).

The estimated cost of Phase 1 parking and beautification is as follows:

Base Construction Cost	\$344,000
Plus Taxes	27,000
Plus Contingency @ 15%	<u>56,000</u>
Rounded Out to Include Soft Costs	<u>\$450,000</u>

Funding Sources:

Property Owners	\$300,000
City's Contribution	<u>150,000</u>
	<u>\$450,000</u>

A 15% contingency is included because, if the work is done over a long period, prices will rise and the economies of scale will be lost. It also safeguards against unknown conditions common in older areas.

A fairly generous tree planting (112) and lighting (42) program may have to be reduced somewhat if the contingency is not adequate. The decisions would be made by the parking district management who, in turn, would be property owners paying for the work.

When this parking district is approved, existing liens for parking will be released, thus allowing all infill and scheduled building remodeling to resume.

ATTACHMENT A  
(Continued)

**Zoning:** Zoning is a fact of modern life. While historic areas were developed without it, one would be naive to expect that set of circumstances will ever happen again. Historic special district zonings have been put in place by many communities to achieve some balance between the generally-inflexible requirements of zoning and the anarchy of the personal 'whims' of the past. When you examine historically the results of both systems, it's hard not to be nostalgic about the latter.

The goals of historic-district zoning should be to provide maximum flexibility within some framework of minimum standards. It must be recognized that inconsistencies are the essence of that environment. Surprise is a major ingredient. Imagination, no matter how wild it seems, should at least get a fair hearing.

Fairhaven must have the zoning changed for it to be anything but, merely, a mediocre experience

**Design Control - Major; Minor:** Design Control is a very contentious issue. The justification is that it prevents the worst from happening. Experience teaches that it invariably prevents the best, encourages safe mediocrity and does little about the worst.

The City of Vancouver, B.C. and all the communities in the lower mainland have design panels and, since their inception, the overall standard of design has deteriorated beyond belief.; one of the most beautiful settings on earth for a city, ruined finally by its buildings.

In first-year architectural school in the 1940s and 1950s, in Design 101, the favorite introduction was that *a camel is a horse designed by committee*. That's not taught anymore; there is seldom any other way today.

It is difficult to say what the answer to design panels is. In Bellingham it has become one more layer of bureaucracy and a forum for people to air their own prejudices in design or style. Months of delay for approval of small things - signs, canopies, street furniture of any sort, confirm how out-of-hand the situation has become. If we are to continue with design panels the process must be speeded up and strict guidelines be given to the members as to what their authority and duties are. Further, the design panels should include business property owners of Fairhaven.

For the smaller things one person with some background in historical design should be able to answer in the same day whether the item is totally unacceptable or not. Variety must be encouraged, not banned. It is worth remembering that for many years Victorian architecture was so disliked that destroying it was encouraged. It is not 'pure'. It is the most eclectic style in history, but now we have people attempting to lay down design rules for it.

When the zoning ordinance is rewritten as an historic district ordinance, it will not be difficult to include wording to protect the principles of producing compatible buildings. In Fairhaven, there are so few people who actually own the properties that control is very

ATTACHMENT A  
(Continued)

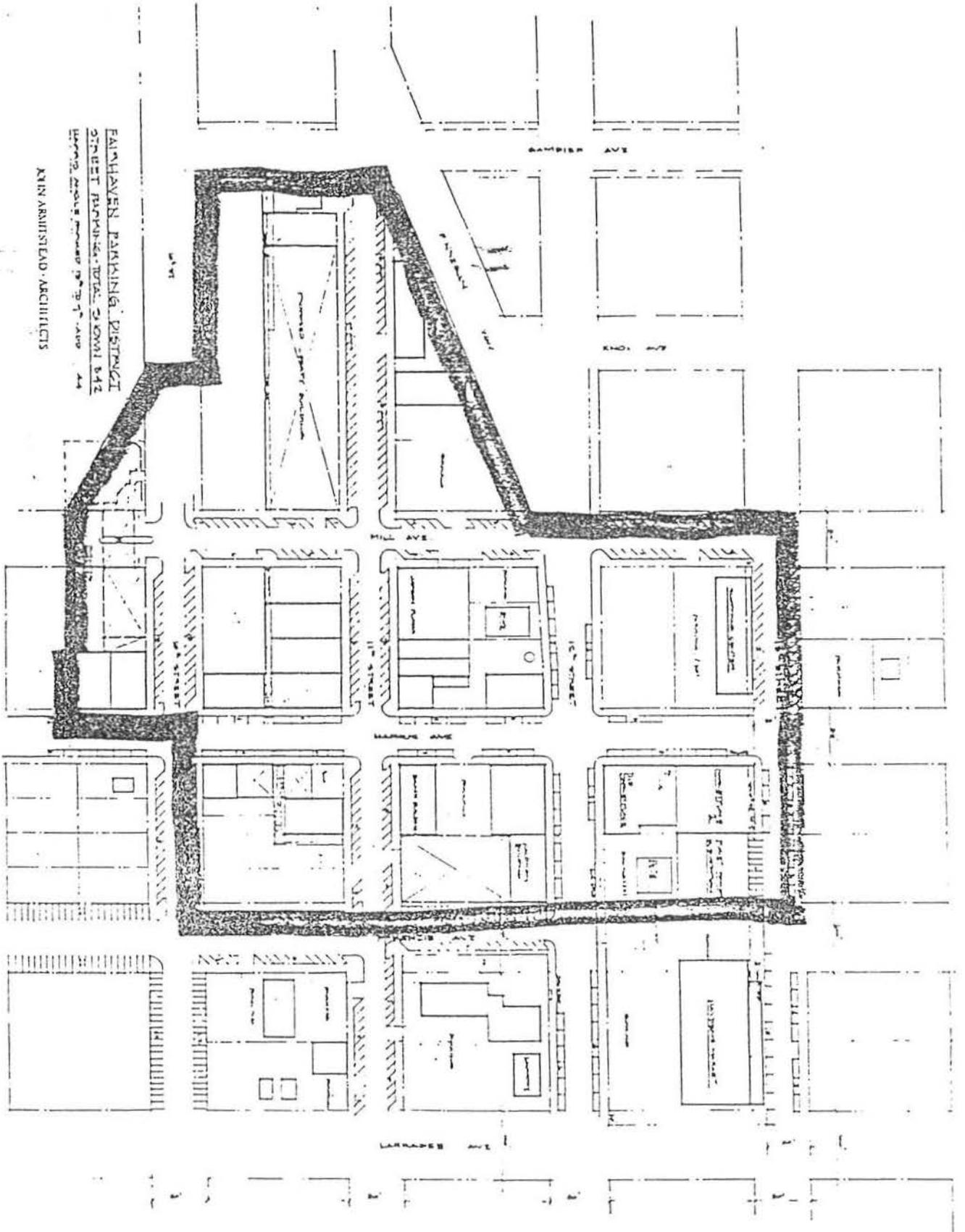
easy because they are the ones who have cared about the quality of the area. At that time design panels should be abandoned.

*Traffic:* Zoning changes will obviously take time. Parking changes, which will allow development in Fairhaven to proceed, can be made immediately. The proposal to park in the streets would benefit from the resolution of the traffic problems in Fairhaven. Proposals were made twenty years ago but basically nothing has changed. For full build-out of the downtown of Fairhaven, heavy trucks and commuter traffic should be routed around it. Each year as development occurs it will be harder to find a comprehensive solution and any options will become more and more expensive.

Expansion of the Port's activities and changes of use will alter traffic patterns. This will have a greater effect on Fairhaven than build-out of the eight block area. A number of scenarios and solutions must be developed in conjunction with the Port to ensure the impact is understood and solved before the next twenty years becomes history.

To be able to build a community with the potential of Fairhaven is a very exciting prospect. The expansion of its 'downtown' westwards adds new dimensions to possibilities. It requires flexibility, understanding and cooperation from city staff and elected officials and dedication from owners, the latter of which is clearly in evidence and a vital element of any long-term robust set of solutions.

ATTACHMENT A  
(Continued)



FAIRHAVEN PARKING DISTRICT  
3100 WEST PARKWAY, SUITE 200  
DENVER, COLORADO 80202-1500

KYIN ARNSTEAD - ARCHITECTS



ATTACHMENT B

Land Use Designations for those areas included in the proposed District

Area 2A

This is the majority of the Fairhaven commercial area, excluding the area adjacent to buildings on the current state historical preservation building list. Architecture and suburban service stores commonly associated with neighborhood business areas should not be encouraged in this area. Development in this area need not be of an historical style in order to be compatible, but it should be sympathetic in scale, material, color and proportion. Professional offices and apartments should be encouraged on upper floors. Hotels should also be permitted.

In order to promote a compact commercial core and encourage streetscape development, special development restrictions and options shall be applicable.

Parking areas should not be permitted between the building and street.

No use shall be permitted to have facilities which provide for the ordering, payment or pick-up of goods and/or services for customers staying within motorized vehicles.

The standard thirty-five foot (35') height restriction may be increased to fifty-four feet (54') upon specific approval by the City Council. Approval must be preceded by implementation of an areawide district parking plan which considers the increased parking demand generated by the increase in floor area. The Council must find that the proposed structure will not adversely impact views of the water from adjacent areas. No request for increase in height above 35' may be approved unless the proposal includes the provision or dedication of or contribution towards needed public amenities within the District such as a centralized open space area or public restrooms. The type and amount of amenities required shall be determined by an area-wide plan approved by the City Council. No increase in height shall be granted until such an area-wide plan has been approved. In the event all or any part of this paragraph, or requirements imposed or plans approved pursuant thereto, is determined to be invalid by a court of competent jurisdiction, the standard height restriction of 35 feet shall not be increased. In no case shall the 35 foot height limitation be exceeded for new construction located northerly of Mill Avenue between 10th and 12th Streets or northerly of Harris Avenue east of 12th Street.

General Use Type : Commercial  
Use Qualifier : Neighborhood - mixed uses (#1)  
Density : No density restriction for retail  
or office buildings  
Special Conditions : "design review"  
View, height, parking, prohibition  
of vehicular drive-through  
facilities

Prerequisite Considerations

ATTACHMENT B  
(Continued)

: None

1. Mixed uses - Additional uses specifically permitted in this area shall include and be limited to apartments, hotels and non-commercial parking lots constructed to meet the overall parking demands of the commercial area according to a parking plan approved by City Council.

Area 2B

A group of 16 buildings have been designated for the state and federal historic buildings register. Other than the opportunity to compete for grants-in-aid, federal tax write-offs, and the recognition that comes from display of a plaque, little protection is afforded to the building and little incentive is afforded to the building owners by way of this historical designation.

The following recommendations would enhance development in the historical, recreation/commercial area of "Old Fairhaven":

---

RATHER THAN REQUIRING PARKING ADJACENT TO EACH BUILDING CONSTRUCTED OR REHABILITATED, SUBSTITUTE A REQUIRED CONTRIBUTION TO A LOCAL PARKING AUTHORITY TO DEVELOP ON-GRADE PARKING IN ACCORDANCE WITH THE 1973 ZERVAS PLAN.

---

Within this area, new construction that is compatible in theme, scale, bulk, and materials should be encouraged. The more compact the commercial core becomes, the more exciting experience it will be for the pedestrian. A policy issue on adaptive use, as opposed to authentic historical restoration, needs to be clarified. Some property owners have attempted to highlight local history by using materials, styles, etc., indigenous to the area at the turn of the century. Others have selected memorabilia, antiques, and themes from other countries and time periods. This issue should be resolved in terms of what present entrepreneurs and property owners want for the area, and appropriate design features should be encouraged.

The recreational commercial market, which Fairhaven is in the process of becoming, can be successfully enhanced by a pedestrian mall. As pedestrian volumes grow, a mall should be encouraged by rerouting traffic around it and by creating pedestrian streets. Mixing residential with commercial development in this area is desirable. Hotels in existing buildings should be permitted. In order to promote a compact commercial core and encourage streetscape development, special development restrictions and options shall be applicable.

Parking areas should not be permitted between the building and street.

No use shall be permitted to have facilities which provide for the ordering, payment or pick-up of goods and/or services for customers staying within motorized vehicles.

The standard thirty-five foot (35') height restriction may be increased to fifty-four feet (54') upon specific approval by the City Council. Approval

ATTACHMENT B -  
(Continued)

must be preceded by implementation of an areawide district parking plan which considers the increased parking demand generated by the increase in floor area. The Council must find that the proposed structure will not adversely impact views of the water from adjacent areas. No request for increase in height above 35' may be approved unless the proposal includes the provision or dedication of or contribution towards needed public amenities within the district such as a centralized open space area or public restrooms. The type and amount of amenities required shall be determined by an area-wide plan approved by the City Council. No increase in height shall be granted until such an area-wide plan has been approved. In the event all or any part of this paragraph, or requirements imposed or plans approved pursuant thereto, is determined to be invalid by a court or competent jurisdiction, the standard height restriction of 35 feet shall not be increased. In order to promote streetscape development, individual parking lots should not be permitted between the building and the street.

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DEVELOP A PHASED TRAFFIC REROUTING, PARKING, AND PEDESTRIAN MALL ENHANCEMENT PLAN FOR "OLD FAIRHAVEN".

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General Use Type : Commercial  
Use Qualifier : Neighborhood - Mixed uses (#1)  
Density : No density restrictions for retail or office buildings  
Special Conditions : "design review", height, parking, prohibition of vehicular drive-through facilities  
Prerequisite Considerations : None

1. Mixed uses - Additional uses specifically permitted in this area shall include and be limited to apartments, hotels in existing buildings (buildings existing as of April 1, 1989), and non-commercial parking lots constructed to meet the overall parking demands of the commercial area according to a parking plan approved by City Council.

Area 5

The property north and east of Padden Creek, south of Harris and west of 10th, is predominantly vacant except for the tennis club on the southwest corner.

This planned commercial area is intended to be a multiple use zone, with both commercial (offices, retail stores, etc.) and public and private recreational facilities. These uses are compatible with, and can be supportive of, the "Old Fairhaven" commercial area. Area 5 is separated from the residential areas (6 and 7) and most of the industrial areas (1A and 4) by Padden Creek, which should be managed as a buffer. (See open space section.)

Conflicts with the Harris Street arterial and existing recreational and

ATTACHMENT B  
(Continued)

commercial uses could only be avoided by the relocation of Harris toward the south to intersect 10th at McKenzie. The benefits of such a relocation may not outweigh the costs. In any case, portions of the proposed truck route, discussed in the circulation section of the plan, will need to be improved as this area is developed.

Because of the area's proximity to the Alaska Ferry Terminal, care should be exercised in approving site plan contracts to ensure development which is compatible. In addition, no use shall be permitted to have facilities which provide for the ordering, payment or pick-up of goods and/or services for customers staying within motorized vehicles. However, non-commercial parking lots should be permitted when constructed to meet the overall parking demands of the commercial area according to a parking plan approved by the City Council.

Signage should be limited and controlled by the prohibition of billboards (outdoor advertising signs) and roof signs. Flashing or revolving signs should not be allowed. The size and height of free standing signs should be scrutinized and limited based on the proposed use and the impact to residential areas. Signs should not be erected on building walls facing and lying adjacent to residential areas.

General Use Type	:	Commercial
Use Qualifier	:	Planned, mixed use; parking
Density	:	N/A
Special Conditions	:	Shoreline, "design review", signage, prohibition of vehicular drive-through facilities
Prerequisite Considerations	:	Improvement to arterial standards on 10th Street and Donovan to 12th

TO: Joann Smith  
FROM: Tom Rosenberg  
DATE: 3/11/94  
SUBJ: Mill Street, 10th to 11th - Angle parking

The Public Works Department has prepared a management level cost estimate for the construction of angle parking on Mill Street between 10th and 11th Street. The facility would provide approximately 40 full size angle parking stalls. The facility would include 60' of asphalt pavement, concrete sidewalks on both sides, concrete curbs and gutters, a drainage collection and treatment facility, street lights, street trees, pavement marking and signing.

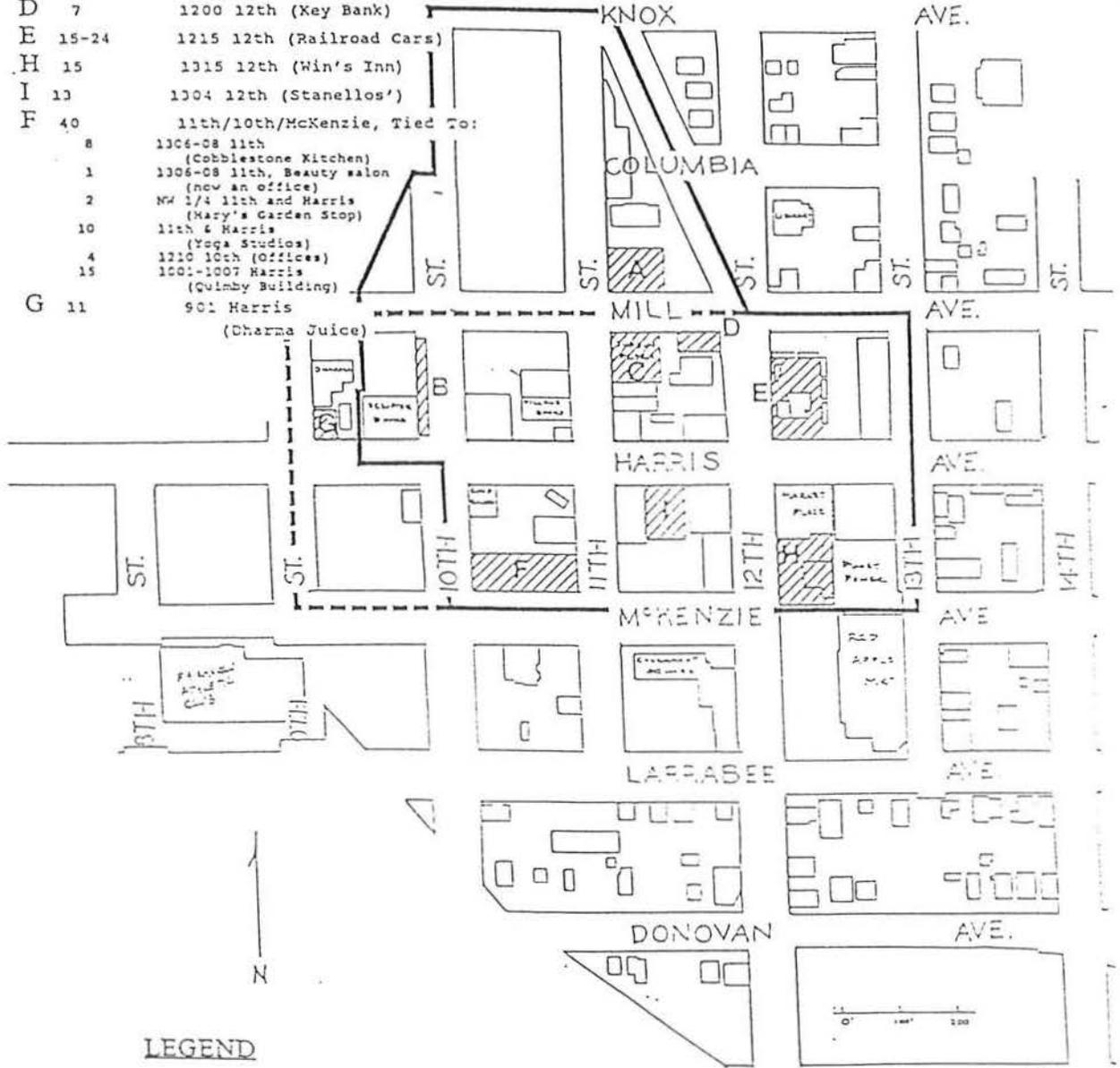
The cost in 1994 dollars is approximately \$160,000. Since we have made several assumptions regarding soil suitability, wetlands and retaining walls needs, the cost estimate includes a \$20,000 contingency.

# FAIRHAVEN PARKING PLAN

## CODE REQUIRED PARKING - Fairhaven

Within Armitstead Boundary -- 159-168  
 Within '87 Plan Boundary -- 132-141

	Required # of spaces	Tied To
A	38	1115 Mill tied to the Judson Plaza Building
B	15	1212 10th: Archer's Ale House (on street)
C	16	Lipscomb Building
D	7	1200 12th (Key Bank)
E	15-24	1215 12th (Railroad Cars)
H	15	1315 12th (Win's Inn)
I	13	1304 12th (Stanellos')
F	40	11th/10th/McKenzie, Tied To:
	8	1306-08 11th (Cobblestone Kitchen)
	1	1306-08 11th, Beauty salon (now an office)
	2	NW 1/4 11th and Harris (Mary's Garden Stop)
	10	11th & Harris (Yoga Studios)
	4	1210 10th (Offices)
	15	1001-1007 Harris (Quinby Building)
G	11	901 Harris (Charma Juice)



### LEGEND

- Armitstead Parking Study Boundary
- 1987 Fairhaven Parking Study Boundary
- Parking Lot Area

# Existing Code Requirement

## 20.12.000 GENERAL STANDARDS

### .010 PARKING.

#### A. Applicability.

- (1) This subsection contains the complete text of parking regulations for all uses.
- (2) Off-Street parking in accordance with the provisions herein shall be provided whenever:

(a) A main building is constructed or relocated upon another lot;

OR

(b) The cost of interior alteration or repair within any twelve month period exceeds fifty percent (50%) of the actual valuation;

OR

(c) The number of required parking spaces is increased by the change of use, floor area expansion, or any other modification, in which case the additional number of parking spaces resulting from the change is required, unless already provided.

The Director shall have the authority to waive parking requirements for situations (2)(b) and (2)(c) above, only when there is no existing space available on site to provide additional parking, no parking can reasonably be provided within 500 feet of the generator, and the surrounding streets will not be adversely affected due to the existence of ample on-street parking. The Director shall have the authority to require the proponent to construct, with concurrence from the Public Works Director, on-street parking on nonarterial streets adjacent to the development for use by the general public if space is available within the right-of-way.

The Director shall further have the authority to waive parking requirements for situations 2(a), 2(b) and 2(c) above, when consistent with an area-wide parking plan and/or district which has been instituted together with a mechanism for providing required parking for the area or district. These plans and/or districts must have been approved by the City Council after public hearings before the Planning Commission and City Council. This provision is intended to allow on-street parking and off-site parking to meet parking requirements in those areas.

#### B. Number of Spaces Required.

- (1) All uses shall provide, at a minimum, the number of spaces required herein.
- (2) Permitted uses within the central commercial general use type, core and fringe areas only, are exempt from parking requirements, except for hotels and motels.

All.CMP (49)

City of Bellingham  
CITY ATTORNEY  
210 Lottie Street  
Bellingham, Washington 982  
Telephone (206) 676-6900



March 7, 1994

Planning Department  
City of Bellingham  
210 Lottie Street  
Bellingham, WA 98225

Re: Hotel Parking - Comments for Public Hearing

Dear Department:

It will be very costly and difficult to acquire land sufficient to construct on-site parking for hotel-type use. If the requirements were one car per two rooms, it would be more adequate. The hotels would have a joint-use of the common area parking for the remaining 50 percent of the rooms. Since the average daily occupancy of a motel is 62 percent, this would result in only 12 percent needing common parking spaces.

Sincerely,

Joel S. Douglas

cc: Ken Imus

DRAFT

RECORD OF PROCEEDINGS OF THE  
PLANNING AND DEVELOPMENT COMMISSION  
CITY OF BELLINGHAM, WASHINGTON

THURSDAY  
MARCH 31, 1994

REGULAR MEETING

7:00 PM  
COUNTY ANNEX BUILDING

FAIRHAVEN PARKING PLAN AND  
URBAN FRINGE COMPREHENSIVE PLAN UPDATE  
I-5/GUIDE MERIDIAN ANALYSIS AREA

CALL TO ORDER: The worksession of the Planning Commission was called to order by Mary Chaney, Chairperson.

ROLL CALL:

Board Members Present: Mary Chaney  
Judith Wiseman  
Nicholas Zaferatos  
David Waschke  
David Edelstein  
Carol Salisbury

Board Members Absent: Judith Wiseman  
Mary Passmore

Staff Members Present: Patricia R. Decker, Director  
Joann Smith, Planning Manager  
Jackie Lynch, Associate Planner  
Pat Anderson, Associate Planner  
Gillian Zacharias, Recording Sec'y  
Carl Batchelor, County Planner

1. Consideration of a Parking Plan and/or District for Fairhaven, as proposed by owners. (Joint City Council/Planning Commission Public Hearing held on March 21, 1994.)

Joann Smith explained the issues of parking in Fairhaven that the Commissioners would be dealing with:

Should the parking requirement be eliminated and should certain exemptions be made and for whom?

What should be the boundary of the district?

Should there be phasing out of the code requirement?

Should there be a future parking study?

Ms. Smith handed out additional material.

David Edelstein asked whether a plan needs to be financed?

Patricia Decker said it does need to be financed. If no private capital is forthcoming, there will be no district-wide parking plan.

Mr. Edelstein suggested that a plan be instituted for exempting parking requirements for dwelling units built in existing buildings, even if no money is raised, to foster redevelopment. In regard to the 10,000 square foot threshold for new infill construction, he suggested that the threshold for parking be based on units not square feet. He did not think off-street parking in Fairhaven is a good idea.

Ms. Smith noted that the Planning Commission has already recommended in the past that on-street parking can satisfy parking requirements for existing buildings.

Mary Chaney asked what would be the potential square foot build-out in Fairhaven.

Ms. Smith said that current development is close to 200,000 square feet and that ultimate buildout would be close to 400,000 square feet for new and renovated space.

Mary Chaney asked Commissioners if they are supportive of relaxing restrictions. Mr. Edelstein asked if parking was waived for upper floor development, would this stimulate development. He asked if applicants have ever been denied a waiver.

Jackie Lynch responded that some tenants have had to provide some off-street parking.

Mr. Edelstein asked if the goal is to develop residential units in upper floors. He thought that the use was relatively unimportant. He suggested that any use in existing buildings qualify for the waiver, rather than just residential uses.

Ms. Smith reported that there is approximately 60,000 square feet of vacant space in existing buildings.

Mary Chaney took a straw vote for supporting the elimination of parking restrictions for uses in existing buildings. All Commissioners present supported. She then stated that the next level was new buildings.

Nicholas Zaferatos supported waiving parking requirements for new buildings only on condition that a Fairhaven parking plan of improvements is developed.

Other Commissioners concurred.

Mr. Edelstein suggested that a waiver could be tied into development fees in lieu of parking spaces for small buildings (under 5,000 square feet footprint). The funds could be paid into a future parking fund.

Ms. Decker said that when we developed this approach (a parking plan for Fairhaven) in the past, a benefit was given to renovation of existing buildings. The reason it may

not entirely work is that Fairhaven seems to have a market for ground floor retail, as opposed to upper floor development.

Mr. Edelstein did not see empty spaces on the upper floors of existing buildings competing with small, new buildings. Is there a mechanism for asking for a fee to be paid into a fund for future parking development?

Ms. Smith said Council could decide to do that if they approve of the approach. Ms. Chaney said any fees should be counted as part of the private sector share of the plan. Mr. Edelstein and other Commissioners agreed.

Mr. Edelstein said height does not matter as long as the fee is based on square footage. The footprint should be kept to 5,000 square feet.

Mr. Zaferatos asked if 5,000 should be the maximum. What is the size of the buildings currently being proposed?

Ms Smith responded that this footprint would be consistent with the size of the buildings currently proposed which are 4,000 square feet/2 stories and 7,000 square feet/3.5 stories.

Commissioners agreed this is a large enough footprint to include a majority of small buildings.

Ms. Decker asked if this applied to infill buildings on code-required parking lots?

Mr. Edelstein said it does not make sense to waive requirements in that case.

Commissioners supported waivers for parking for infill buildings with a 5,000 square foot or less footprint -- as long as they did not displace existing code-required parking -- and fees would be assessed on a square footage basis. Commissioners did not support larger buildings with waived requirements.

Commissioners also supported elimination of parking requirements for all uses, except new residential and hotel (over the 5,000 square foot footprint), when a parking funding plan is in place.

Commissioners then went on to the issue of boundaries. Ms. Smith pointed out the boundary of the Armitstead parking plan.

Mr. Edelstein said the ramifications of widening the area have not been examined. There is the question of effects on adjacent residential areas. Encouraging development of on-site parking in the fringe area could limit the expansion of Fairhaven's visual character.

Ms. Decker said staff was really just looking at including the Southport Clothier as requested.

Commissioners agreed to just include Southport Clothier into the boundary.

The next issue discussed was the improvement priorities. Ms. Smith noted that there are some restrictions on location of improvements that use Block Grant funding. Some things such as diagonal parking on Harris can be considered, if Commissioners believe improvement of Mill Street does not provide enough parking for the cost.

Mr. Zaferatos expressed a preference for alternatives for the public contribution that would produce the greatest number of spaces.

Mr. Edelstein recommended that the criteria for choosing an alternative be simply the number of spaces provided by the alternative.

Carol Salisbury supports more money going to create parking than to beautification. Private property owners can provide additional funds for that purpose if they desire, such as the bulbing proposed in the Armitstead Plan.

Ms. Decker added that Armitstead's presentation raised the issue of how people get from their cars to the businesses. For example, people park on 11th and walk down the middle of the street because there isn't anywhere else to walk. Another priority should be to address pedestrian safety.

Mr. Edelstein said money should be spent according to a cost/benefit analysis.

Commissioners agreed that parking studies should not be required. Money should be spent on parking, not studies. Mr. Edelstein said: "We will always have a City Council" (to respond if public and property owners complain about lack of parking.)

Motion was made reflecting the decisions above. All ayes by voice vote.



William F. Trunkey  
2000 Franklin Street #1  
Bellingham, WA 98225  
647-0702

Patricia R. Decker, PCDD Director  
Planning and Community Development  
210 Lottie Street  
Bellingham, WA 98225

March 23, 1994

RE: Parking Plan for Fairhaven

Dear Ms. Decker:

I own the property at 1125 12th Street that Southport Clothiers is now leasing. Site size is 100 X 100 and is abutted by the library on the North, Gerrit's on the East, Mill Street on the South and 12th Street on the West. This site has been commercial since the 1930's and before, and is just outside the boundaries that John Armistad has proposed for parking improvement. I have met with him and he stated that I was included, but he has not yet, to date, jogged the line to involve my site. He did include my site in contributions to the \$450,000 total project cost.

I am requesting that the Planning Commission redraw the boundaries to include my site in the proposed parking area.

The present structure is an old gas station that I would like to replace. However, the present required on-site parking requirements make the project not viable. On-site parking will still be needed for the new project because of the retail nature of the lower floor businesses, but the office space planned for the second floor will need additional, off-site parking.

I also request that the City Council authorize the Planning Department to administratively redraw the parking district boundaries as necessary.

Sincerely,

*William F. Trunkey*  
William F. Trunkey

cc Jackie Lynch, Associate Planner  
John Armistad, Petitioner  
Tim Douglas, Mayor  
Arnie Hanna, Council President



## Hillcrest Chapel

1400 Larrabee  
Bellingham, Washington 98225  
(206) 733-8400



March 14, 1994

Jackie Lynch  
City of Bellingham Planning Dept.  
210 Lottie St.  
Bellingham, WA 98225

Re: Fairhaven Parking Plan

Dear Jackie

On behalf of the congregation and staff of Hillcrest Chapel, I want to offer our cooperation with your efforts to facilitate a workable parking plan for the Fairhaven District. As you know, we have considerable parking in the area of 14th and Larrabee which is adjacent to the Fairhaven commercial area. We have already made our parking areas available to some merchants as over flow parking and also allow park and ride parking in our parking lots. We may be able to help in additional ways to reduce the parking shortage in the Fairhaven District. Our lots are not in use very much during the week and could be used at least by employees of the commercial establishments in Fairhaven. Please let us know how we can help in your efforts to find parking solutions. We will be willing to participate in any planning meetings that you believe we should attend.

Sincerely,

A handwritten signature in cursive script that reads "Robert T. Patton".

Robert T. Patton  
Associate Pastor

# PAS Memo

APA AMERICAN  
PLANNING  
ASSOCIATION

NOVEMBER 1993

## Flexible Parking Codes for Older Downtowns

By Constance E. Beaumont

In the hierarchy of barriers to the preservation of historic buildings, modern parking regulations rank near the top. These regulations can place overwhelming design and economic obstacles in the path of architects and property owners seeking to renovate and convert old buildings to new uses. Too often, the result is the loss of perfectly serviceable, adaptable, safe historic structures.

Some communities have lowered these preservation barriers by enacting flexible parking regulations for historic buildings. This issue of *PAS Memo* examines such efforts to encourage historic preservation without compromising the modern lifestyle.

Ever since Lewis Mumford observed that "the right to have access to every building in the city by private motorcar, in an age when everyone possesses such a vehicle, is actually the right to destroy the city," urbanologists have lamented the automobile's negative impacts on the city.

In her 1961 classic, *The Death and Life of Great American Cities*, Jane Jacobs wrote:

"Today everyone who values cities is disturbed by automobiles.

"Traffic arteries, along with parking lots, gas stations and drive-ins, are powerful and insistent instruments of city destruction. To accommodate them, city streets are broken down into loose sprawls, incoherent and vacuous for anyone afoot. Downtowns and other neighborhoods that are

marvels of close-grained intricacy and compact mutual support are casually disemboweled. Landmarks are crumbled or are so sundered from their contexts in city life as to become irrelevant trivialities. City character is blurred until every place becomes more like every other place, all adding up to Noplace."

James Marston Fitch, a leading preservation architect and educator, echoed these views when he noted that "the automobile has not merely taken over the street, it has dissolved the living tissue of the city. Its appetite for space is absolutely insatiable."

In short, in attempting to facilitate public access to local destinations, some communities have nearly destroyed the destinations themselves.



*Parking and loading dock requirements are waived for historic buildings being rehabbed in Washington, D.C. One of the beneficiaries has been the historic Warner Theatre.*

## Zoning-based (and Market-Driven) Parking Requirements

Zoning-based parking requirements are a big part of the problem. Such requirements are often excessive and thereby contribute unnecessarily to sprawl while destroying historic buildings and even entire districts. Even when these requirements are not unreasonably high, they pose challenges for historic buildings constructed before the automobile era.

In order to meet modern parking requirements, historic property owners must often demolish adjoining structures to accommodate the parking. This destroys not only the buildings, but the visual cohesiveness of historic areas. It forces people to rely even more heavily on cars for transportation because it makes the urban environment less hospitable for pedestrians. Over time, the community loses its social cohesiveness along with its identity.

Sometimes the problems originate with parking ratios and configurations demanded by representatives of the private lending, real estate, and development industries. In a sense, these industries act as de facto city planners.

It is not uncommon for a local government—or a lender or developer—to require parking facilities that consume more land than the buildings they serve. A typical parking space takes 300 square feet. (This allows room for the car as well as lanes for entering and exiting.) If a shopping center must provide five parking spaces for every 1,000 square feet of retail space, the developer must lay 1,500 square feet of asphalt for every 1,000 square feet of retail space. An office building requiring four parking spaces for every 1,000 square feet of office space ends up with 1,200 square feet of parking for every 1,000 square feet of office space. This is sprawl.

About 80 percent of all parking spaces in the U.S. are in surface parking lots rather than in multilevel parking structures. According to the Urban Land Institute, parking standards for shopping centers are based on the amount of parking needed during the 20th busiest shopping hour of the year—which occurs on a day between Thanksgiving and Christmas. More than half of these parking spaces sit vacant for 40 percent of the year.

Of course planners must be realistic. Because of the spread-out nature of American communities, access to jobs, housing, community services—indeed, access to just about everything—usually requires a car and a place to store it. However, through leadership, creativity, and sometimes simple persuasion, planners can promote local parking policies and private industry practices that reduce sprawl, preserve historic buildings, and make communities more walkable, livable, and sustainable.

### Denver's Lower Downtown

One city where planners are trying to do exactly that is Denver, which in 1988 approved flexible parking requirements as part of a comprehensive program aimed at rejuvenating the Lower Downtown Historic District.

The spark for this program came from former Denver Mayor Federico Pena, who in 1984 called on the city's civic, political, business, and neighborhood leaders to come up with a long-range vision for the downtown's future development. The Downtown Area Plan hammered out by these leaders and approved in 1986 envisioned a city "that is beautiful and full of people and activity." It conjured up the transformation of

Lower Downtown, a historic but down-at-the-heels warehouse district, into a vibrant neighborhood with housing, shops, offices, art galleries, and night life—all within an easy walk or bus ride. It also called for special economic incentives to encourage property owners to fix up Lower Downtown's many historic buildings.

Under zoning rules enacted in 1988 to implement this plan, Lower Downtown buildings constructed before August 20, 1974 are exempted altogether from local parking requirements. Buildings built later must provide parking. However, by making it easier to meet parking requirements for smaller buildings, the rules discourage developers from assembling land parcels to build hulking behemoths that overwhelm the historic district. Buildings smaller than 150 by 125 feet need provide only one parking space for every 1,000 square feet of building space, whereas larger structures must provide one space for every 750 square feet. Developers are not required to provide any on-site parking if they contribute to a parking district. So far, however, no such district has been formed.

To minimize the deadening effects of parking garages linked to new construction in the district, the zoning encourages parking underground by giving developers a density bonus—an increase in the allowable floor area ratio of 2:1—when they move cars underground.

Historic buildings in Lower Downtown cannot be demolished without the approval of a design review board and a specific plan for a new replacement structure. This policy guards against demolitions for surface parking lots.

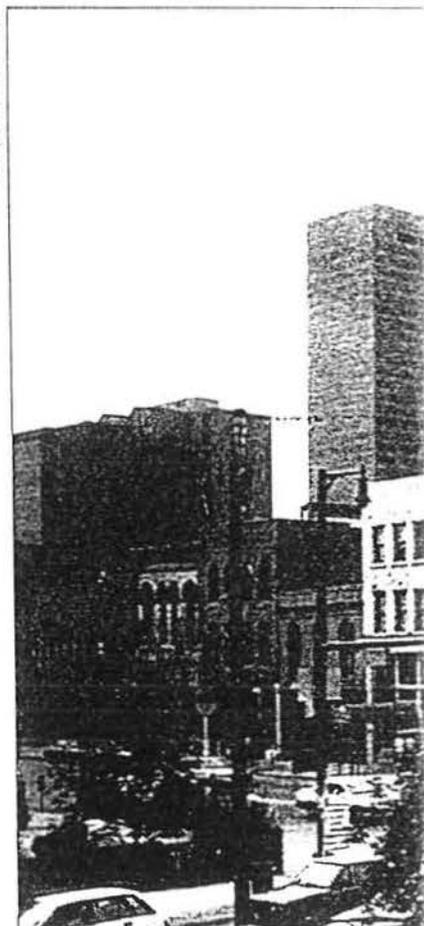
### Denver's Studebaker Project

Denver's parking exemption proved critical to the recent renovation of Lower Downtown's old Studebaker building, a late 19th-century warehouse converted into 33 low- and moderate-income apartments with 8,000 square feet of street-level retail space.

According to architect Mark Hoskin of Cocallas and Hoskin, this project could not have succeeded without the parking exemption. "Lower Downtown would normally have required one parking space per housing unit and one space for every 1,000 square feet of commercial space," he said. "We would have had to provide as many as 45 parking spaces. We could not have done this."

The building occupies the entire lot on which it sits and there simply isn't room for parking. Although the developer could have located the parking off-site but nearby, doing so would have forced him to raise rents beyond the means of the intended market: households making as little as \$19,000 a year. Moreover, the whole point of living in Lower

Courtesy of Cocallas and Hoskin



*Constance Beaumont is the director of State and Local Policy at the National Trust for Historic Preservation in Washington, D.C.*



Courtesy of Division of Education, Historic Preservation Division

Downtown is to be within walking distance—or a short bus ride—of the downtown and university areas. The Studebaker will, however, use a small, 27-space parking lot across the street to accommodate patrons of the project's ground-floor stores.

Some housing developers in Lower Downtown have not been able to take advantage of the parking exemption because private lenders are reluctant to finance projects that lack parking. Many lenders think residential units will not sell unless they have parking, even though Lower Downtown is within walking distance of Denver's main downtown, well-served by public transit, and an area where housing and stores are purposely intermingled to encourage people to walk. The education of lenders in innovative preservation and urban design concepts remains a challenge.

### Other Cities

Among other cities that exempt buildings in the downtown historic districts from local parking requirements are Fairfax City and Staunton, Virginia. Both cities also allow on-street parking—despite the objections of state transportation officials—to encourage customers to patronize local merchants. The on-street parking creates a buffer between sidewalk pedestrians and traffic.

For surface parking lots outside its historic district, Fairfax City now allows developers to meet landscaping requirements

*Flexibility in parking regulations helped make practical the renovation of this historic townhouse in Washington, D.C.'s Dupont Circle neighborhood (left) and Denver's Studebaker Building (below).*

by retaining tall, mature trees already on the site instead of installing small planter islands with little bushes and saplings every 12 parking spaces. Ordinances requiring such islands at regular intervals sometimes make it difficult for developers to preserve existing trees even when they want to. Nature doesn't grow trees at regular intervals.

- The District of Columbia grants historic buildings a waiver from local parking and loading dock requirements, a policy that has facilitated the rehabilitation of dozens of historic buildings. Architects took advantage of this policy to renovate Washington's historic Warner Theatre. Once slated for demolition, this building has now been beautifully restored and draws rave reviews from residents who proudly show it to out-of-town visitors.
- Carson City, Nevada, exempts buildings in the downtown historic district from parking requirements unless new construction or major expansions are involved. Even then, the



city will waive up to the first 50 parking spaces otherwise required. In adjoining historic districts, the city allows property owners converting single-family residences to offices to provide half of the required parking on the street if the other half is located on the building site. City planners believe these policies have encouraged businesses to move into the downtown area and occupy historic buildings.

- Philadelphia exempts all downtown buildings—new and historic—other than hotels and residences from parking requirements. The city's rationale: private market forces already ensure an adequate parking supply. Philadelphia discourages the construction of above-ground garages through reductions in allowable building densities. For example, if a developer builds an office project, she loses 300 square feet of allowable office space for every parking space of 300 square feet. New garages built above ground must undergo special design review. Finally, parking facilities are prohibited altogether from facing important historic streets, such as Broad and Chestnut.
- Milwaukee, like Philadelphia, takes the view that private lenders already require sufficient parking for development projects. Therefore, the city does not require downtown parking at all. The city planning department actively discourages surface parking lots along major downtown streets and sometimes negotiates toward that end.

Not only does Milwaukee exempt all central business district buildings from parking requirements, but the city also negotiates with developers and lenders to minimize the negative impacts of parking requested by the private sector. When a row of small historic buildings known as the Curry Pierce project recently underwent renovation for use as retail shops and offices, lenders insisted on parking as a prerequisite for financing. The city, however, wanted to avoid placing surface parking at the corner of two prominent avenues. In the end, city planners persuaded the developer to create an attractively landscaped vest-pocket park on the street side of the small parking lot created to serve the buildings.

### Disincentives for Surface Parking Lots and Garages

*Lost America*, a book on demolished historic landmarks published in the 1970s, reported that more historic buildings were demolished to make way for surface parking lots than for any other reason. Although this survey has not been updated, demolitions for parking lots remain a serious problem. Thus while some cities try to encourage the rehabilitation of historic buildings by exempting them from parking requirements, others seek to prevent the demolition for surface parking lots.

- Pasadena, California's preservation ordinance prohibits surface parking lots—even as an interim use—on the site of any historic building demolished without a permit for at least five years after the demolition. Meanwhile, the property owner must sod, seed, and landscape the site lest it become a forlorn vacant lot. Portland, Maine, has a similar policy.
- Atlanta, a city with abundant surface parking, amended its zoning ordinance in 1989 to require property owners seeking to demolish historic buildings to show proof of financing and architectural plans for new replacement structures. Such evidence must be in hand before a demolition permit is issued. This policy grew out of an analysis conducted by the Georgia Trust for Historic Preservation, which debunked

assertions that new construction and investment usually follow demolitions. The Georgia Trust demonstrated that the city usually ended up with vacant lots, no investment, and the permanent loss of irreplaceable landmarks.

- Salt Lake City also prohibits the demolition of historic buildings unless their owners explain how they intend to replace them. Before granting a demolition permit, the city planning department must review the owner's post-demolition plans. It can require a performance bond to ensure the installation and maintenance of special landscaping on the site of the demolished building.
- Seattle prohibits surface parking lots and other auto-oriented land uses, such as drive-in businesses, in the Pioneer Square Historic District. Parking garages are allowed under certain circumstances, but they must undergo special design review by the district's preservation board to ensure that their exteriors harmonize with neighboring buildings. The ground floor of a garage must be devoted to something other than parking. Residential projects are exempted altogether from parking requirements, while new office or commercial buildings can get parking requirements reduced.
- Leesburg, Virginia, uses "historic corridor overlay" zoning to enhance the quality of new development lining the highway gateway into the downtown historic district. This ordinance has enabled the city to persuade national franchises and other developers to reconfigure parking lots and preserve more trees. Bozeman, Montana, has a similar policy.
- Louisville's policy is to ensure that parking garages and surface parking lots are "designed to promote comfort and safety for pedestrians on the street and the sidewalk." Garages must meet the same guidelines applied to new buildings generally and relate well to their neighbors. Surface lots must not create gaps along the street and are required to have adequate landscaping, especially shade trees.

### Conclusions

These examples of parking flexibility demonstrate that cities and towns can overcome major preservation barriers when they have the will. Many communities have discovered that rules written for suburbs or modern structures are simply inappropriate for older areas and historic buildings. They have also learned that breaking away from rigid molds can mean economic success and revitalization for historic downtowns, neighborhoods, and main streets.

.....  
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**PLANNING AND COMMUNITY DEVELOPMENT DEPARTMENT**

City Hall, 210 Lottie Street, Bellingham, Washington 98225

Telephone: (206) 676-6982 FAX (206) 676-7693

August 11, 1994

Ken Imus  
1305 11th Street  
Bellingham, WA 98225

Re: Fairhaven Parking Plan--Release of Covenant

Dear Ken:

At yesterday's meeting you requested assurance that upon completion of the McKenzie Avenue parking improvements (as set forth in the proposed agreement with Fairhaven Village, Inc.) the City would promptly release the covenant on your parcel binding it to other properties for the provision of parking. Please accept this letter as an indication of the City's commitment, in accordance with the proposed agreement, to release this lot (legally described as Lots 4, 5 and 6, Block 38, Amended Plat of Fairhaven) from the covenant which restricts it to parking for designated uses located in Fairhaven. We will release the City's interest in the covenant as soon as the proposed agreement has been executed and the improvements to McKenzie called for in the agreement are completed and approved.

The process for release of this covenant is the same as that for execution of a contract and should be accomplished within a few days of a request for the release. It would not hold up any building permit application for this property, provided the McKenzie improvements were satisfactorily completed.

Please note, the City cannot release any interest the parties who are using the parking spaces may have in their continued use of this parcel. Any amendment to easements, lease agreements, etc., which might be required before you could redevelop this parcel would be strictly between you and your lessees and easement holders.

If you have any questions, please feel free to call me or Dawn Sturwold in the City Attorneys Office (676-6903).

Sincerely,

Patricia R. Decker  
Director

c: Dawn Sturwold, Asst. City Attorney  
Joann R. Smith, Planning Manager

RESOLUTION NO. 43-94

WHEREAS, property owners and merchants in the Fairhaven Neighborhood have formed the Fairhaven Village Association for the purpose of improving parking facilities on the streets in Fairhaven, and

WHEREAS, the Fairhaven Village Association has requested that the City form a parking district for an area of Fairhaven for the improvement of on-street parking facilities and the elimination of certain on-site parking requirements, and

WHEREAS, the Bellingham Planning and Development Commission and the Bellingham City Council held a public hearing on the Association's request on the 21st day of March, 1994 and the Planning Commission has recommended the formation of the district and the phasing out of certain parking requirements in conjunction with the implementation of a parking plan for the area, and

WHEREAS, the Bellingham City Council has considered the recommendations of the Planning Commission and finds that the parking district should be approved and that certain on-site parking requirements may be phased out in accordance with the area-wide parking plan adopted herein and Section 20.12.010A of the Bellingham Municipal Code, and

WHEREAS, a modification to Resolution No. 94-17 has been requested by the Fairhaven Village Association (Fairhaven Village, Inc.) to reduce the allowable footprint for certain buildings exempted from parking requirements from 5000 square feet to 2500 square feet,

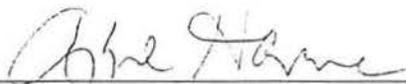
NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF BELLINGHAM:

An area-wide parking district is established in the Fairhaven Neighborhood with boundaries as shown on the Attached Exhibit A, "Area-wide Parking Plan" and map, provided that only those properties which are participants in the Fairhaven Village Association, as confirmed by the Board of Directors of the Association, shall be included within the parking district. The attached Area-wide Parking Plan is hereby adopted.

The Fairhaven Village Association and the City shall enter into an agreement to implement the plan.

This Resolution shall supersede Resolution No. 94-17.

PASSED BY COUNCIL THIS 22 DAY OF Aug., 1994.

  
\_\_\_\_\_  
Council President

City of Bellingham  
CITY ATTORNEY  
210 Lottie Street  
Bellingham, Washington 98225  
Telephone (206) 676-6903

APPROVED BY ME THIS 7th DAY OF Sept, 1994.

Jim Dorf  
Mayor

Attest: Lynn Carpenter  
Finance Director

APPROVED AS TO FORM:

Norm Sturlock  
Office of the City Attorney

## AREA-WIDE PARKING PLAN - FAIRHAVEN VILLAGE ASSOCIATION

1. This area-wide parking plan covers the properties located within the boundaries shown on the attached map, Exhibit A, with the exception of those properties which are not participants in the Fairhaven Village Association, as confirmed by the Board of Directors of the Association.

2. Parking improvements shall be constructed in the rights-of-way listed below:

McKenzie Avenue between 12th Street and 10th Street.

Mill Avenue between 11th Street and 10th Street.

Optional: 10th Street from Mill Avenue to Harris Avenue.

Optional: 10th Street south of Harris Avenue to McKenzie Avenue if consistent with final plans for location and design of the Fairhaven Parkway extension.

Optional: Diagonal parking on Harris Avenue west of 12th Street if the arterial status of the street is removed.

3. On-site parking requirements for properties included in this parking plan shall be phased out in accordance with the following schedule:

A. Parking requirements for renovation of existing buildings within the district shall be waived upon City Council approval of this plan, except as provided in C. below for code-required parking lots, and except for residential and lodging accommodations on a footprint greater than 2500 square feet.

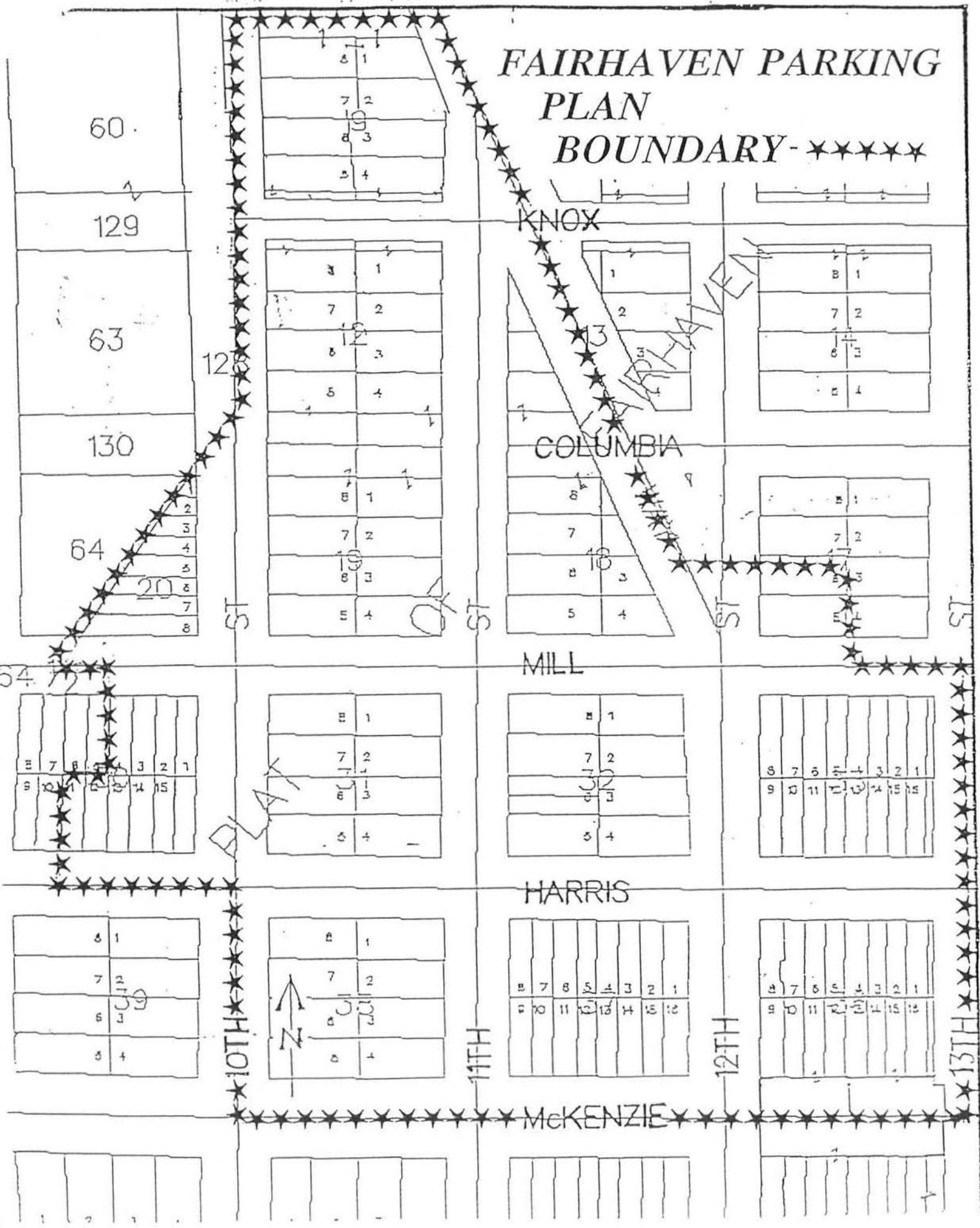
B. Parking requirements for new buildings within the district, except residential and lodging accommodations on a footprint greater than 2500 square feet, shall be waived upon execution of an agreement between the City and the Fairhaven Village Association. Applications for buildings meeting this criteria which have completed design review contracts shall be forwarded for building permit review upon City Council approval of this plan.

C. Upon completion of improvements to McKenzie Avenue between 12th Street and 10th Street, to the satisfaction of the City, parcels which provide parking based on previous code requirements for uses within the district shall be allowed to redevelop for other uses.

4. This plan, including but not limited to required improvements, district boundaries and waivers of parking requirements, may be modified by the City Council in accordance with the procedures established for creation of an area-wide parking district, or by legislative action of the City Council.

Exhibit A

# FAIRHAVEN PARKING PLAN PLAN BOUNDARY-\*\*\*\*\*



60

129

63

130

64

54

KNOX

COLUMBIA

MILL

HARRIS

McKENZIE

10TH

11TH

12TH

13TH

BLAK

FAIRHAVEN



8	7	6	5	4	3	2	1
9	10	11	12	13	14	15	

8	1
7	2
6	3
5	4

8	1
7	2
6	3
5	4

8	7	6	5	4	3	2	1
9	10	11	12	13	14	15	16

8	1
7	2
6	3
5	4

8	1
7	2
6	3
5	4

8	7	6	5	4	3	2	1
9	10	11	12	13	14	15	16

8	7	6	5	4	3	2	1
9	10	11	12	13	14	15	16

1	2	3	4
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1	2	3	4
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1	2	3	4
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1	2	3	4
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007 31 1994

## PARKING IMPROVEMENT AGREEMENT

WHEREAS, the Bellingham City Council has approved an area-wide parking plan for portions of the Fairhaven Neighborhood, which plan is attached as Exhibit A; and

WHEREAS, to implement this plan the merchants and property owners in the portion of the Fairhaven Neighborhood included in the parking plan have formed a corporation under the Washington Nonprofit Corporation Act, known as Fairhaven Village Association, which will be responsible for providing parking improvements as outlined in this agreement; and

NOW, THEREFORE, in consideration of the mutual covenants contained herein, and other valuable consideration, the Fairhaven Village Association and the City of Bellingham covenant and agree as follows:

1. The Fairhaven Village Association shall construct, at its own expense, the following improvements:

A. Diagonal parking on McKenzie Avenue between 12th Street and 10th Street, together with pedestrian improvements. This improvement shall maximize the number of parking spaces consistent with safety and proper design considerations.

B. Such other parking and pedestrian improvements as shall be mutually agreed upon by the parties. The Association agrees to expend a minimum of \$300,000 for parking and pedestrian improvements in or adjacent to the parking district.

A public facilities construction agreement is required for each such improvement. All improvements must be designed and constructed in accordance with plans approved by the Public Works Department. The design and scope of the improvements may be reviewed by the Bellingham City Council at its discretion and at the request of the Association.

2. On-site parking requirements for the uses located within the parking plan area will be phased out for properties which are participants in the parking district as certified by the Association, in accordance with the following schedule:

A. Parking requirements for renovation of existing buildings within the parking district shall be waived upon City Council adoption of the area-wide parking plan, except as provided in C. below for code-required parking lots, and except for residential and lodging accommodations on a footprint greater than 2,500 square feet.

B. Parking requirements for new buildings within the district, except for residential and lodging accommodations on a footprint greater than 2,500 square feet, shall be waived upon execution of this agreement between the City and the Fairhaven Village Association. Applications for buildings meeting this criteria which have completed design review contracts shall be forwarded for building permit review upon City Council approval of the parking plan.

C. Upon completion of improvements to McKenzie Avenue between 12th Street and 10th Street to the satisfaction of the City, parcels which provide parking to satisfy previous code requirements for uses within the district shall be allowed to redevelop for other uses.

3. Subject to the appropriation of funds by the City Council, the City of Bellingham shall construct the following improvements within the parking plan area:

Improvements of parking spaces on Mill Avenue between 11th Street and 10th Street and extending along portions of the unimproved area of 10th Street. The design and scope of these improvements shall be reviewed with adjoining property owners and the Fairhaven Village Association.

4. The Fairhaven Village Association shall be solely responsible for determining its membership, assessing its members, collecting assessments and managing its financial affairs. The Association shall, immediately upon execution of this agreement, and at such later times as shall be requested by the City, certify in writing to the City the names and locations of all properties and uses which are participants in the Fairhaven Village Association for purposes of forming the parking district. It is understood that the list certified by the Association shall be used by the City for the purpose of determining which properties are located within the parking district and eligibility for the on-site parking waiver provided for in the parking plan and this agreement.

5. The City of Bellingham reserves the right to modify the parking requirements and waivers for the area covered by the parking plan by action of the City Council, whether or not the improvements listed in this agreement are constructed, if the City Council determines that the parking provided is inadequate for the then-existing and proposed uses located within the area and provided that any one or more of the following conditions are met:

A. Fairhaven Village Association concurs in the City Council's determination that the parking provided is inadequate and is unable to provide an adequate solution for such parking problem at that time;

B. Fairhaven Village Association has dissolved or ceased to function as an organization; or

C. 60% of the property owners within the area covered by the parking plan who have been certified to the City by Fairhaven Village

Association as participants in the Association for purposes of forming the parking district shall have requested the City Council to take such action. For purposes of this subsection, each real property owner, whether a person, group of persons or other entity, shall have one vote, regardless of the size or number of parcels owned.

ENTERED INTO THIS 18<sup>th</sup> day of October, 1994.

FAIRHAVEN VILLAGE ASSOCIATION  
A Washington Nonprofit Corporation

John Mountstead  
By \_\_\_\_\_, its general manager

CITY OF BELLINGHAM

Tim Douglas  
By: Tim Douglas, Mayor

Attest: Lynn Carpenter  
Finance Director

Approved as to form:

W. A. Stewart  
Office of the City Attorney

City of Bellingham  
CITY ATTORNEY  
210 Lottie Street  
Bellingham, Washington 98225  
Telephone (206) 676-6903



SECOND AGREEMENT BETWEEN  
FAIRHAVEN NEIGHBORS, INC. AND THE CITY OF BELLINGHAM

FILE  
ST909

WHEREAS, Fairhaven Neighbors, Inc., is a duly qualified Washington State non-profit corporation (hereafter referred to as "FNI"); and

WHEREAS, FNI and the City of Bellingham have previously entered into an agreement dated November 7, 1988 related to the extension of Old Fairhaven Parkway; and

WHEREAS, FNI and the City wish to clarify and supplement their prior agreement;

NOW THEREFORE, the parties mutually agree as follows:

**Section 1:** That the Old Fairhaven Parkway extension plan identified as "Alignment F" shall be the alignment constructed by the City.

**Section 2:** That in order to mitigate noise, light and visual impacts of the roadway extension, the City shall:

- A. Commission the services of a noise expert to examine the potential noise impacts of the roadway. In assessing potential impacts, the study shall forecast and take into account growth in traffic volumes for the twenty year period following completion of the roadway. Noise impacts shall be defined by the most current industry standards. The expert shall consult with FNI concerning potential noise impact when conducting the noise study.
- B. Construct a solid uninterrupted earthen berm, approximately six feet in height as measured from the roadway, which shall be placed on the westerly side of the extension in the vicinity of what is presently the

intersection of 10th and Donovan Streets. The berm shall extend, at a minimum, the length of the tangent between the curves of the new roadway and as far around the curves as the natural terrain will allow. The berm shall be hydro-seeded with a mixture of grass and wildflowers. To further mitigate the impact of vehicle lights on the surrounding area, trees, shrubs or plants shall be placed at both ends of the berm.

- C. Remove the asphalt from portions of 10th and Donovan streets which are cut-off by the new roadway and cover these areas, and the adjacent area leading to the berm, with topsoil. A landscape plan will be prepared and implemented by the City and FNI shall be consulted in the planning process. The final design shall provide a visual buffer so as to minimize the visual impact of the roadway on the residential neighborhood.
- D. Pedestrian access shall be provided as shown on Attachment "F".

**Section 3:** The City shall contact the Parks Department to determine:

- A. Whether the Padden Creek and South Bay trails should be enhanced in the Fairhaven neighborhood to facilitate foot and bicycle traffic;
- B. Whether there is a need to place traffic warning signs at the trail intersections located at 4th and 6th Streets;
- C. Whether there is funding available to make any improvements which may be identified as the result of the preceding determinations.

**Section 4:** Signs shall be posted by the City in such a manner as to direct commercial and ferry traffic in the area to the Old Fairhaven Parkway extension and to Interstate 5.

**Section 5:** The City shall conduct a baseline traffic study to determine current traffic speed, volume and turning movements in the neighborhood, by December 1, 1994. For purposes of this provision, the "neighborhood" shall be defined as Wilson, Cowgill and Donovan Streets between 4th and 10th Streets. Thereafter, the City shall monitor traffic in the neighborhood every six months for the two year period following the opening of the roadway extension. If traffic increases from the baseline by fifty or more vehicles per hour, during the morning or afternoon peak hour, then the City shall take measures to reduce the volume of traffic below 50 peak vehicles per hour.

**Section 6:** The barriers presently installed in the Fairhaven neighborhood shall remain in place until such time as construction of the roadway extension is completed; provided, the barriers may be moved in order to allow construction vehicles to gain access to and from the work site.

**Section 7:** Each of the signatories to this agreement represents that he/she has received all authorizations necessary to execute this agreement on behalf of their respective organizations.

SIGNED this 22<sup>nd</sup> day of August, 1994 by:

Jim Douglas  
Mayor, City of Bellingham

Attest: Jimmy Carpenter  
Finance Director

Approved as to Form:  
[Signature]  
City Attorney

Stuart J. Plotnick  
President, Fairhaven Neighbors, Inc.

John A. Blethen  
Vice President  
Fairhaven Neighbors, Inc.

Unide Brinnos  
Secretary, Fairhaven Neighbors, Inc.

City of Bellingham  
CITY ATTORNEY  
210 Lottie Street  
Bellingham, Washington 98225  
Telephone (206) 676-6903

0265.ENG (3)

Departmental Approval  
[Signature]



# Fairhaven Village Association

December 6, 1994

City of Bellingham  
Department of Planning & Community Development  
ATTN: Jackie Lynch  
210 Lottie Street  
Bellingham, WA 98225

RE: Fairhaven Parking District - Parking Certification

Dear Ms. Lynch:

The following people have paid in full their shares of the Parking District assessment for the properties which are listed and the properties are therefore certified:

JACARANDA	BLOCK 30, LOTS 1, 2, 3, 4, 12 & 13 BLOCK 20, LOTS 5, 6, 7 & 8 BLOCK 12, LOTS 5, 6, 7 & 8 and 10' of KNOX AVE W 1/2 VACATED COLUMBIA AVE BLOCK 19, LOTS 5, 6, 7 & 8 BLOCK 18, LOT 7 BLOCK 37, LOTS 7, 8, 9, 10, 11, 12, 13, 14, 15 & 16 BLOCK 33, LOTS 1, 2, 3, 4, 5, 6, S 1/2 7, E 1/2 8 BLOCK 31, LOTS 3, 4 & 5
BRAD IMUS	BLOCK 30, LOTS 15 & 16
DRS. DAVIS	BLOCK 31, LOTS 1, 6, 7 & 8
JIM TAGASAKI	BLOCK 19, LOTS 1, 2, 3 & 4 BLOCK 12, LOTS 3 & 4 E 1/2 VACATED COLUMBIA AVE
DOUG GRAY	PARTS OF: BLOCK 13, LOTS 5, 6, 7 & 8 and Vacated Columbia
BILL TRUNBEY	BLOCK 17. LOTS 5 & 6

JOEL DOUGLAS	BLOCK 33, N 33' OF LOTS 5, 6, 7 & 8 and E 20' OF LOTS 5 & 12 and E 3' OF S 25' LOT 10 and S 25' OF LOTS 11 & 12 and W 5' OF LOTS 4-13
PHYLLIS MCKEE	BLOCK 37, LOTS 1, 2, 3, 4, 5 & 6
KEY BANK	BLOCK 32, LOTS 1, 2 and PART 3
GORDON TWEIT	BLOCK 32, LOT 4
BOB ELLIOTT	BLOCK 32, LOT 5
BILL GUNTHER	BLOCK 36, LOTS 1, 2, 3, & 10' of 13TH STREET

The following people have signed notes to pay their respective assessments in installments and will be certified on completion of such payments:

JIM SANDS (Dirty Dan's)	BLOCK 32, 1/2 LOT 6
GORDON KLEY	BLOCK 32, 1/2 LOT 6
JUDSON PLAZA	BLOCK 32, LOTS 7 & 8
SHARON GRIEMSMANN	BLOCK 18, LOTS 3, 4, 5 & 6
CHUCK ROBINSON	BLOCK 31, LOT 2
MR/MRS. COLEMAN	BLOCK 13, LOTS 1, 2, 3, 4, 13, 14, 15 & 16
R.C. CUNNINGHAM	BLOCK 33, LOTS 5, 6, 7 & 8 except N 33' and except E 20' OF LOT 5; BLOCK 33, LOTS 9, 10, 11 & 12, except the E 3' of the S 25' of LOT 10, and except the S 25' of LOTS 11 & 12, and except the E 20' of LOT 12
STEVE GALAGHER	BLOCK 12, LOT 1 and 10' OF KNOX AVE
ARRAN LIBBY	BLOCK 12, LOT 2 BLOCK 18, PART OF LOT 2

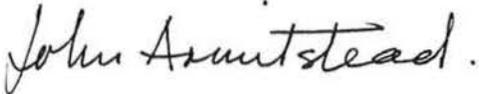
The following people within the Parking District chose not to join and will not be certified:

PECK UY (Marketplace)	BLOCK 36, LOTS 5, 6, 7 & 8
TOM WALSTROM	BLOCK 36, LOTS 9, 10, 11 7 12
BRIAN CHRISTIE	BLOCK 18, LOT 8
ROB BRAUN	BLOCK 30, LOT 11
LAND TRUST	BLOCK 38, W 1/2 LOT 8 and N 1/2 LOT 7
PUGET POWER	BLOCK 36, LOTS 13, 14, 15 & 16 and 10' of 13th St.

I believe this is all the information you requested. If you need further information or have any question, please do not hesitate to contact me.

Sincerely,

FAIRHAVEN VILLAGE ASSOCIATION



John Armitstead  
General Manager

# Fairhaven Village Association



February 3, 1995

City of Bellingham  
Department of Planning & Community Development  
ATTN: Jackie Lynch  
210 Lottie Street  
Bellingham, WA 98225

RE: Fairhaven Parking District

Dear Ms. Lynch:

We have had an opportunity to thoroughly review the parking district information previously submitted to you and, in addition to amendments, we have also experienced a couple of changes. Accordingly, our letter to you of December 6, 1994 is amended as follows, with the changes being underlined:

The following people have paid into the Parking District and the properties listed are therefore certified:

JACARANDA	BLOCK 30, LOTS 1, 2, 3, 4, 12, <u>13 &amp; 14</u> BLOCK 20, LOTS 5, 6, 7 & 8 BLOCK 12, LOTS 5, 6, 7 & 8 and 10' of KNOX AVE W 1/2 VACATED COLUMBIA AVE BLOCK 19, LOTS 5, 6, 7 & 8 BLOCK 18, LOT 7 BLOCK 38, LOTS 7, 8, 9, 10, 11, 12, 13, 14, 15 & 16 BLOCK 33, LOTS 1, 2, 3, 4, 5, 6, S 1/2 7, E 1/2 8 BLOCK 31, LOTS 3, 4 & 5
BRAD IMUS	BLOCK 30, LOTS 15 & 16
DAVIS	BLOCK 31, LOTS 1, 6, 7 & 8
JIM TAGASAKI	BLOCK 19, LOTS 1, 2, 3 & 4 BLOCK 12, LOTS 3 & 4 E 1/2 VACATED COLUMBIA AVE

# Fairhaven Village Association

DOUG GRAY	BLOCK 13, LOTS 5, 6, 7 & 8
BILL TRUNBEY	BLOCK 17. LOTS 5 & 6
JOEL DOUGLAS	BLOCK 33, N 33' OF LOTS 5, 6, 7 & 8 and E 20' OF LOTS 5 & 12 and E 3' OF S 25' LOT 10 and S 25' OF LOTS 11 & 12 and W 5' OF LOTS 4 & 13
PHYLLIS MCKEE	BLOCK 37, LOTS 1, 2, 3, 4, 5 & 6
KEY BANK	BLOCK 32, LOTS 1, 2 and PART 3
GORDON TWEIT	BLOCK 32, <u>PART OF LOTS 3 &amp; 4</u>
BOB ELLIOTT	BLOCK 32, LOT 5
BILL GUNTHER	BLOCK 36, LOTS 1, 2, 3, <u>4</u> , & 10' of 13TH STREET

The following people have signed notes to pay in installments and will be certified on completion of such payments:

JIM SANDS (Dirty Dan's)	BLOCK 32, 1/2 LOT 6
GORDON KLEY	BLOCK 32, 1/2 LOT 6
JUDSON PLAZA	BLOCK 32, LOTS 7 & 8
SHARON GRIEMSMANN	BLOCK 18, LOTS 3, 4, 5 & 6
CHUCK ROBINSON	BLOCK 31, LOT 2
MR/MRS. COLEMAN	<u>NO LONGER PARTICIPATING</u>
R.C. CUNNINGHAM	BLOCK 33, LOTS 5, 6, 7 & 8 except N 33' and except E 20' OF LOT 5; BLOCK 33, LOTS 9, 10, 11 & 12, except the

# Fairhaven Village Association

E 3' of the S 25' of LOT 10, and except  
the S25' of LOTS 11 & 12, and except  
the E 20' of LOT 12

STEVE GALAGHER      BLOCK 12, LOT 1 and 10' OF KNOX AVE  
  
ARRAN LIBBY          BLOCK 12, LOT 2  
BLOCK 18, PART OF LOT 2

The following people within the Parking District chose not to join and will not be certified:

PECK UY (Marketplace)      BLOCK 36, LOTS 5, 6, 7 & 8  
  
TOM WALSTROM              BLOCK 36, LOTS 9, 10, 11 & 12  
  
BRIAN CHRISTIE              BLOCK 18, LOT 8  
  
ROB BRAUN                  BLOCK 30, LOT 11  
  
LAND TRUST                  BLOCK 38, W 1/2 LOT 8 and N 1/2 LOT 7  
  
PUGET POWER                BLOCK 36, LOTS 13, 14, 15 & 16 and 10' of 13th St.  
  
BILL MARTINEZ              BLOCK 32, PART OF LOT 4  
  
MR./MRS. COLEMAN      BLOCK 13, LOTS 1, 2, 3, 4, 13, 14, 15 & 16,  
EXCEPT W 5' OF LOTS 4 & 13

I believe this is all the information you requested. If you need further information or have any question, please do not hesitate to contact me.

Sincerely,

FAIRHAVEN VILLAGE ASSOCIATION



John Armitstead  
General Manager

# Fairhaven Village Association



April 3, 1995

City of Bellingham  
Department of Planning & Community Development  
ATTN: Jackie Lynch  
210 Lottie Street

RE: Fairhaven Parking District

Dear Ms. Lynch:

The following property owners in the Parking District who were not participating, have now paid their assessment in full and are therefore certified.

Bill Altman                      Block 32, Part of lot 4

Brian Christie                  Block 18, Lot 8

I also enclose for your information, a copy of a letter sent to other property owners who are not members of the Parking District, giving them the same latecomers opportunity .

Sincerely,

*John Armitstead*

John Armitstead  
General Manager

Copies: Bill Altman  
          Brian Christie

Fairhaven Parking District Property Owners:

March 4, 1995

We have had two requests from property owners within the District who did not choose to participate originally who now have need to join.

The final date for property owners to participate was in November of 1994, however to accommodate those who now desire to become part of the Parking District, the Board of Directors of the Fairhaven Village Association at the March 2nd meeting voted to allow anyone owning property within the District to join during this month by paying a latecomer fee of twenty per cent (20%) above the original amount to join the Parking District.

The money can be paid directly to Lennette Corwin, manager of the Fairhaven Branch of Key Bank, any time up until March 31, 1995.

Fairhaven Village Association

*John Asmestad (733-5191)*

Fairhaven Village Association



May 16, 1995.

MV-  
FYI JJ

City of Bellingham.  
Department of Planning & Community Development.  
Attn: Jackie Lynch.  
210 Lottie St.

RE: Fairhaven Parking District.

Dear Ms Lynch,

Mr Gordon Kley owner of 1/2 lot 6  
Block 32, who was previously listed  
as paying his assessment in installments  
has now paid in full & is therefore  
certified.

Sincerely.

John Amundstead.  
General Manager: Fairhaven Parking District

# Fairhaven Village Association

MAR 25 1996

March 22, 1996

City of Bellingham  
Dept. of Planning and Community Development  
ATTN: Jackie Lynch  
210 Lottie street

RE: Fairhaven Parking District

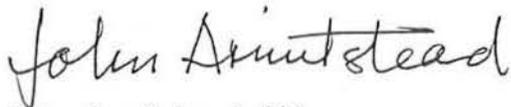
Dear Ms. Lynch:

The following properties are now certified as having fully paid for their Parking District assessment.

Block 31 lot 2	Chuck Robinson
Block 12 lot 2	Arran Libby
Block 18 lots 3, 4, 5, and 6	Now owned by Jacaranda not Sharon Griemsmann

For your information, the land listed as owned by Jim Tagasaki, Block 19 lots 1, 2, 3, and 4, Block 12, lots 3 and 4-E 1/2 vacated Columbia Avenue is also now owned by Jacaranda.

Sincerely,



John Armitstead AIA  
General Manager

cc: Chuck Robinson  
Arran Libby  
Jacaranda



January 6, 1995

**PLANNING AND COMMUNITY DEVELOPMENT DEPARTMENT**  
City Hall, 210 Lottie Street, Bellingham, Washington 98225  
Telephone: (206) 676-6982 FAX (206) 676-7693

FILE

Sharon Griemsmann, C.C.I.M.  
2901 Meridian Street  
Bellingham, WA 98225

Re: Fairhaven Parking Plan -- Release of Covenant

Dear Ms. Griemsmann:

You requested assurance that upon completion of the McKenzie Avenue parking improvements (as set forth in the agreement with Fairhaven Village, Inc.) the City would promptly release the covenant on your parcels binding them for the provision of parking. Please accept this letter as an indication of the City's commitment, in accordance with the agreement, to release the non-residential parking on lots 3,4,5, & 6; Block 18 and Lots 7 & 8; Block 32, Amended Plat of Fairhaven from the covenant which restricts it to parking. We will release the City's interest in the non-residential portion of the covenant as soon as the improvements to McKenzie called for in the agreement are completed and approved.

The process for release of this covenant is the same as that for execution of a contract and should be accomplished within a few days of a request for the release. It would not hold up any building permit application for this property as long as the McKenzie improvements were satisfactorily completed and the required residential parking continues to be provided.

The City cannot release any interest the parties who are using the parking spaces may have in their continued use of this parcel. Any amendment to easements, lease agreements, etc., which might be required before you could redevelop this parcel would be strictly between you and your lessees and easement holders.

If you have any questions, please feel free to call me or Dawn Sturwold in the City Attorneys Office (676-6903).

Sincerely,

Patricia R. Decker  
Director

c: Dawn Sturwold, Asst. City Attorney  
Joann R. Smith, Planning Manager

# FAIRHAVEN PARKING PLAN

## CODE REQUIRED PARKING - Fairhaven

Within Armitstead Boundary -- ~~133-168~~ 171-180

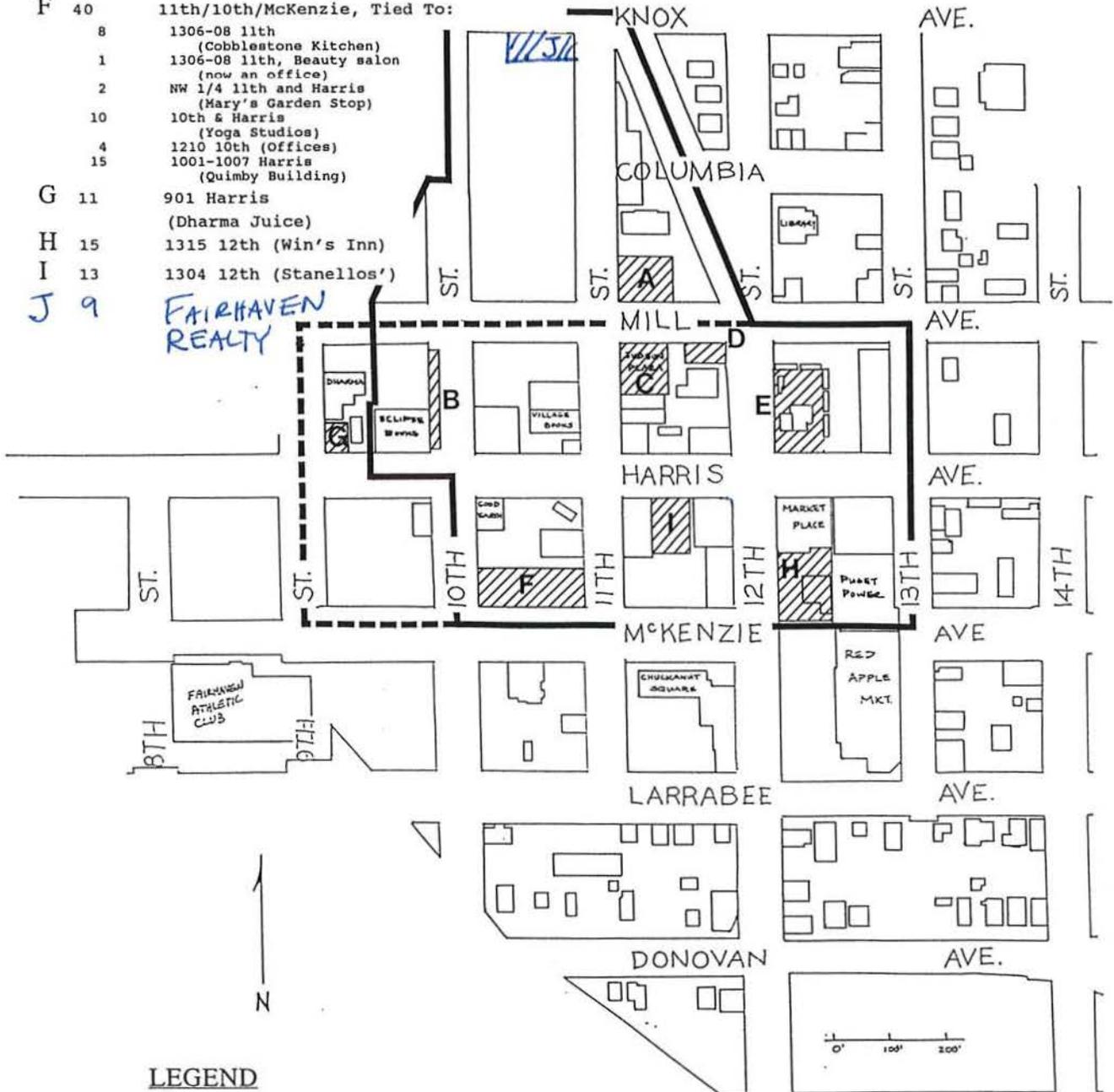
Within '87 Plan Boundary -- 132-141

135-144

Required # of spaces      Tied To

- A 38      1115 Mill tied to the Judson Plaza Building
- B 15      1212 10th: Archer's Ale House  
(on street)
- C ~~16~~ 19      Judson Plaza Building
- D 7      1200 12th (Key Bank)
- E 15-24      1215 12th (Railroad Cars)
- F 40      11th/10th/McKenzie, Tied To:
  - 8      1306-08 11th (Cobblestone Kitchen)
  - 1      1306-08 11th, Beauty salon (now an office)
  - 2      NW 1/4 11th and Harris (Mary's Garden Stop)
  - 10      10th & Harris (Yoga Studios)
  - 4      1210 10th (Offices)
  - 15      1001-1007 Harris (Quimby Building)
- G 11      901 Harris (Dharma Juice)
- H 15      1315 12th (Win's Inn)
- I 13      1304 12th (Stanellos')
- J 9      FAIRHAVEN REALTY

Totals as of ~ 1/15/95



### LEGEND

-  Armitstead Parking Study Boundary
-  1987 Fairhaven Parking Study Boundary
-  Parking Lot Area

J.L. 1/93

## **The Fairhaven Parking District**

The City of Bellingham and the Fairhaven Village Association (FVA) created a Parking District in 1994. Resolution #43-94, attached, governs this District.

### ***How do I find out if a property is in the District?***

- The map on the back of this handout shows the boundary.

### ***What properties do not have to provide parking?***

- A development must:
  - o Be within the Parking District, and
  - o The owner must have paid a parking assessment to the FVA. The FVA keeps a list of these payments. Please verify with Phyllis McKee, 676-5278.

### ***What properties do have to provide parking?***

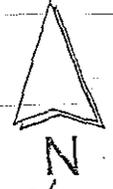
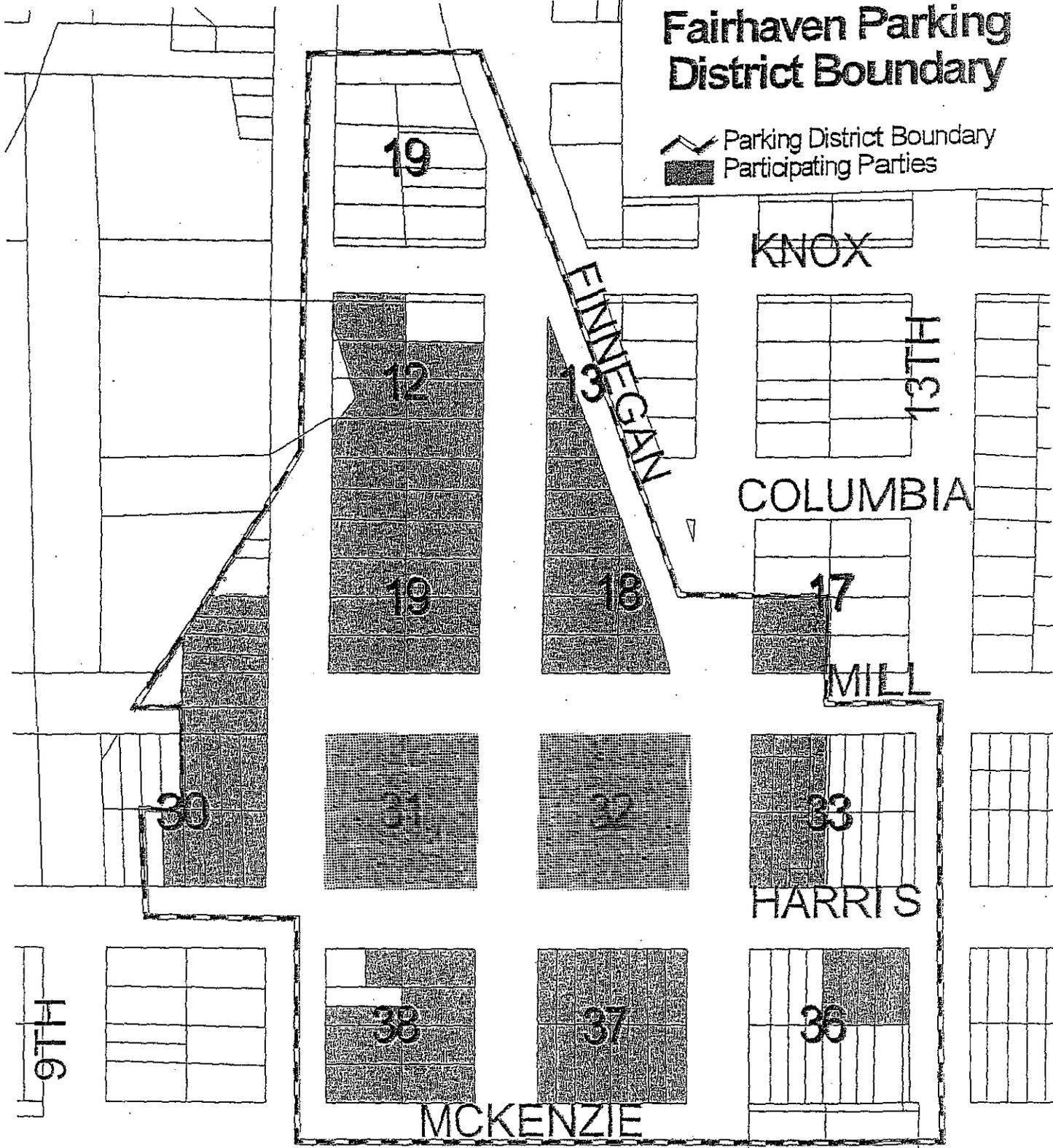
- Residences and lodging on a 2,500 square foot or larger footprint.

### ***Who can answer questions?***

- Call the Planning Division at (360) 676-6982, or
- Send a letter to:  
Planning and Community Development Department (PCDD)  
City Hall, 210 Lottie Street, Bellingham, WA 98225

# Fairhaven Parking District Boundary

 Parking District Boundary  
 Participating Parties



*Disclaimer:* This map may be dated. New payments to the Fairhaven Village Association may have added properties. Others may have...

RESOLUTION NO. 43-94

WHEREAS, property owners and merchants in the Fairhaven Neighborhood have formed the Fairhaven Village Association for the purpose of improving parking facilities on the streets in Fairhaven, and

WHEREAS, the Fairhaven Village Association has requested that the City form a parking district for an area of Fairhaven for the improvement of on-street parking facilities and the elimination of certain on-site parking requirements, and

WHEREAS, the Bellingham Planning and Development Commission and the Bellingham City Council held a public hearing on the Association's request on the 21st day of March, 1994 and the Planning Commission has recommended the formation of the district and the phasing out of certain parking requirements in conjunction with the implementation of a parking plan for the area, and

WHEREAS, the Bellingham City Council has considered the recommendations of the Planning Commission and finds that the parking district should be approved and that certain on-site parking requirements may be phased out in accordance with the area-wide parking plan adopted herein and Section 20.12.010A of the Bellingham Municipal Code, and

WHEREAS, a modification to Resolution No. 94-17 has been requested by the Fairhaven Village Association (Fairhaven Village, Inc.) to reduce the allowable footprint for certain buildings exempted from parking requirements from 5000 square feet to 2500 square feet,

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF BELLINGHAM:

An area-wide parking district is established in the Fairhaven Neighborhood with boundaries as shown on the Attached Exhibit A, "Area-wide Parking Plan" and map, provided that only those properties which are participants in the Fairhaven Village Association, as confirmed by the Board of Directors of the Association, shall be included within the parking district. The attached Area-wide Parking Plan is hereby adopted.

The Fairhaven Village Association and the City shall enter into an agreement to implement the plan.

This Resolution shall supersede Resolution No. 94-17.

PASSED BY COUNCIL THIS 22 DAY OF Aug., 1994.

  
Council President

City of Bellingham

APPROVED BY ME THIS 7th DAY OF Sept, 1994.

Jim Dorf  
Mayor

Attest: Lynn Caspate  
Finance Director

APPROVED AS TO FORM:

Ken Sturdevant  
Office of the City Attorney

## AREA-WIDE PARKING PLAN - FAIRHAVEN VILLAGE ASSOCIATION

1. This area-wide parking plan covers the properties located within the boundaries shown on the attached map, Exhibit A, with the exception of those properties which are not participants in the Fairhaven Village Association, as confirmed by the Board of Directors of the Association.

2. Parking improvements shall be constructed in the rights-of-way listed below:

McKenzie Avenue between 12th Street and 10th Street.

Mill Avenue between 11th Street and 10th Street.

Optional: 10th Street from Mill Avenue to Harris Avenue.

Optional: 10th Street south of Harris Avenue to McKenzie Avenue if consistent with final plans for location and design of the Fairhaven Parkway extension.

Optional: Diagonal parking on Harris Avenue west of 12th Street if the arterial status of the street is removed.

3. On-site parking requirements for properties included in this parking plan shall be phased out in accordance with the following schedule:

A. Parking requirements for renovation of existing buildings within the district shall be waived upon City Council approval of this plan, except as provided in C. below for code-required parking lots, and except for residential and lodging accommodations on a footprint greater than 2500 square feet.

B. Parking requirements for new buildings within the district, except residential and lodging accommodations on a footprint greater than 2500 square feet, shall be waived upon execution of an agreement between the City and the Fairhaven Village Association. Applications for buildings meeting this criteria which have completed design review contracts shall be forwarded for building permit review upon City Council approval of this plan.

C. Upon completion of improvements to McKenzie Avenue between 12th Street and 10th Street, to the satisfaction of the City, parcels which provide parking based on previous code requirements for uses within the district shall be allowed to redevelop for other uses.

4. This plan, including but not limited to required improvements, district boundaries and waivers of parking requirements, may be modified by the City Council in accordance with the procedures established for creation of an area-wide parking district, or by legislative action of the City Council.

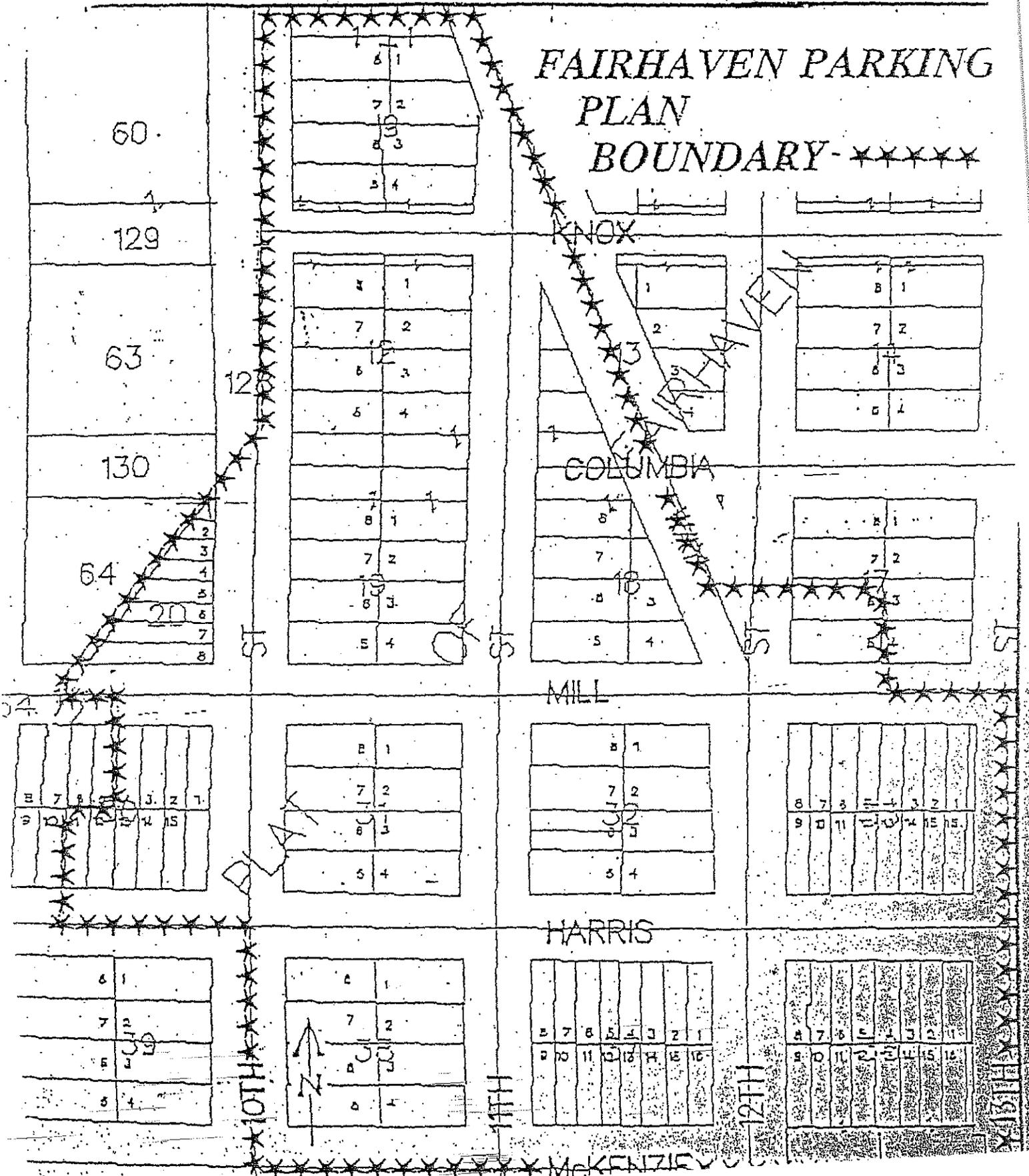
Exhibit A

City of Bellingham  
CITY ATTORNEY  
210 Lotus Street

Bellingham, Washington 98225  
Telephone: (360) 676-4211

# FAIRHAVEN PARKING PLAN

## BOUNDARY-\*\*\*\*\*



60

129

63

130

64

128

KNOX

COLUMBIA

MILL

HARRIS

12TH

MCKENZIE

CLAY

6	1
7	2
8	3
5	4

4	1
7	2
6	3
5	4
8	1
7	2
6	3
5	4

1	
2	
3	
4	
5	
6	
7	
8	
5	4

8	1
7	2
6	3
5	4

8	1
7	2
6	3
5	4

7	8	9	10	11	12	13	14	15
16	17	18	19	20	21	22	23	24

8	1
7	2
6	3
5	4

8	1
7	2
6	3
5	4

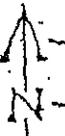
8	7	6	5	4	3	2	1
9	10	11	12	13	14	15	16

6	1
7	2
8	3
5	4

6	1
7	2
8	3
5	4

7	8	9	10	11	12	13	14	15
16	17	18	19	20	21	22	23	24

6	7	8	9	10	11	12	13	14	15	16
17	18	19	20	21	22	23	24	25	26	27





FILE

**PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT**

William T. Geyer, Director  
(206) 676-6982

City Hall • 210 Lottie Street • Bellingham, Washington 98225

M E M O R A N D U M

TO: Mary Chaney  
Carol Saulisbury

FROM: Rick Fackler *Rick*

DATE: November 23, 1988

RE: Fairhaven Parking Plan

At the November Planning Commission Meeting, I distributed copies of the revised Fairhaven Parking Study to the Commission members present. Attached is a copy of that study for your information. As you may recall, the Planning Commission approved the study recommendations in principle last spring. Since that time staff has been working with property owners in Fairhaven on funding mechanisms. Those discussions are ongoing. The parking study will be taken forward to the City Council when a funding mechanism is in place.

RF/pf

MEM00650

# FAIRHAVEN PARKING STUDY

## I. Introduction

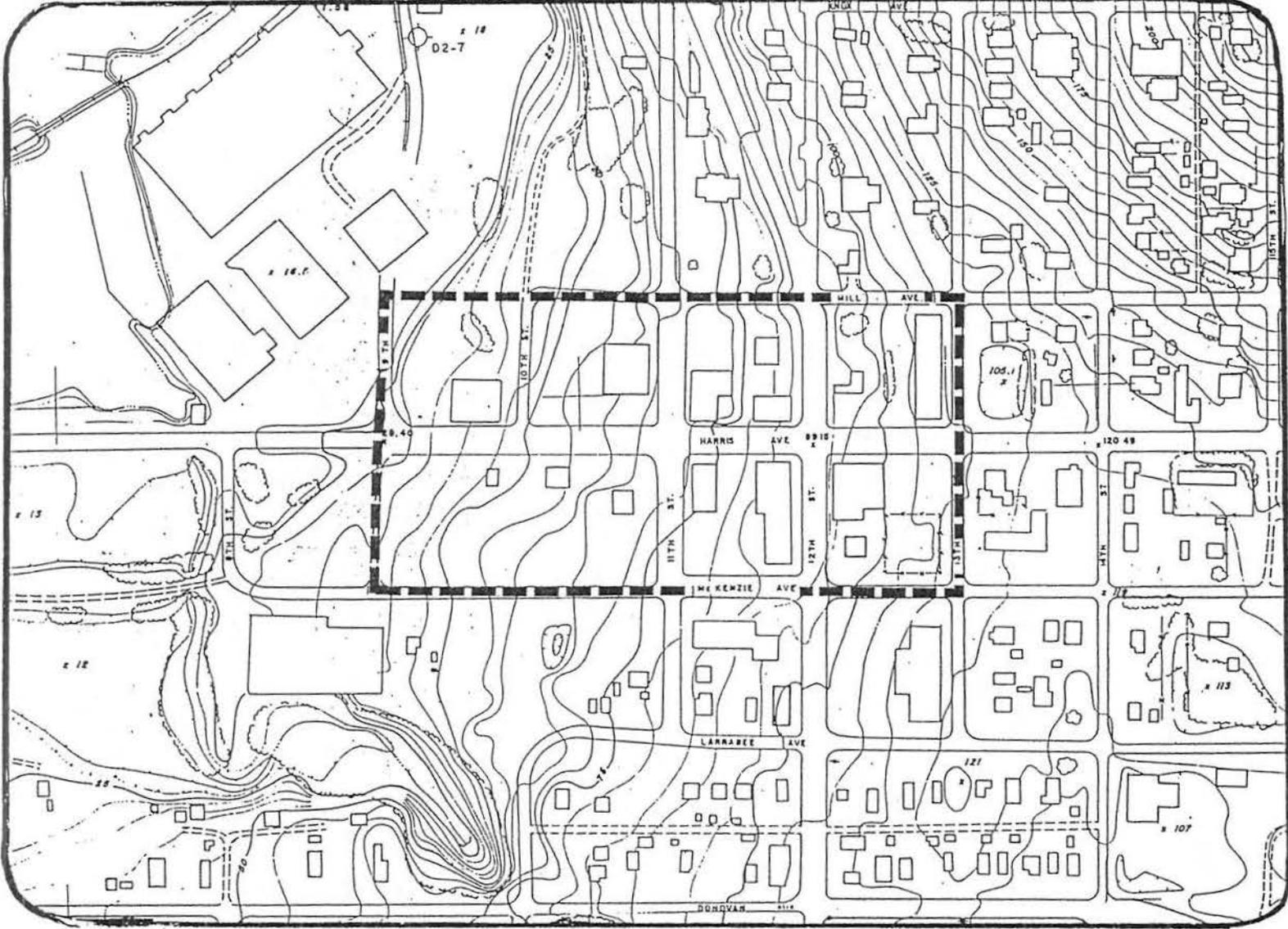
### A. BACKGROUND

The potential of the Fairhaven business area has been officially recognized by the City of Bellingham since at least 1973 when the Fairhaven Study was done by architect Jim Zervas. That and a subsequent study conducted in 1984 by the Fairhaven 1990 Task Force, titled Fairhaven 1990 Task Force Phase Two: Report, both identified inadequate parking as a potential constraint to business growth in Fairhaven. With the recent interest and growth in Fairhaven, the projected parking shortage has begun to be realized. Interim measures have been taken by property owners, the Old Fairhaven Merchants Association, and the City to relieve the shortage, but the potential for additional growth and the consequent demand for additional parking in Fairhaven is obvious. The purpose of this study is to help the City and Fairhaven property owners and merchants develop an overall "game plan" for providing necessary parking for additional businesses in Fairhaven. Hopefully, this study will stimulate discussion which will result in agreement by the City, merchants, and property owners on specific steps each will take to accommodate present and future parking needs in Fairhaven.

### B. STUDY AREA

The "study area" for this parking analysis is the eight city blocks bounded by Mill, McKenzie, 9th and 13th Streets as shown on Map 1. This area includes the primary (and secondary) historic commercial buildings in Fairhaven. It also includes the active CBD type commercial heart of Fairhaven. The reason for confining the parking analysis to this limited area within Fairhaven is to focus on the parking needs related to the full use of the core historic buildings and of potential infilling in that core area. There is considerable vacant and underutilized land surrounding the study area. As development occurs in those surrounding areas, adequate parking can be provided on site for the new uses, under city Land Use Code requirements.

# FAIRHAVEN PARKING STUDY



-2-

STUDY AREA BOUNDARIES

N  
MAP 1  
SCALE 1" = 300'

### C. ASSUMPTIONS

There are several assumptions and biases which underlie the following analysis and recommendations. The first is that it is desirable to maintain the character of Fairhaven's compact historical commercial district while encouraging its economic growth. That provision of adequate parking is necessary to growth and prosperity of the area is the second assumption. The final underlying assumption is that it is essential that the Fairhaven property owners, merchants and the City of Bellingham share the responsibility for providing parking to accommodate appropriate economic growth of the historic Fairhaven business area.

### D. METHODS

Both the previously referenced 1973 Fairhaven Business District Study and the Fairhaven 1990 Task Force Phase Two: Report contain analyses and recommendations on parking for the study area. Those figures and recommendations have been reviewed. Relevant information and ideas have been updated and used as a basis for additional study.

Recent and accurate building sizes were obtained from the Whatcom County Assessor's Records, as was the current ownership of property within and surrounding the study area. Business license records and the 1985 Polk Directory have been used, together with information from a 1986 business survey conducted in Fairhaven, to determine current uses and the amount of space leased for various uses. New or recently occupied buildings and recent parking changes have been visually inventoried and added to the extensive information previously compiled.

With this basic data, parking need is calculated (using the City's Land Use Code requirements) for:

1. The current uses in the study area.
2. Full use of existing buildings in the eight block study area, and
3. A full build-out scenario as envisioned in the 1973 Fairhaven Study.

Opportunities for meeting the existing and projected parking needs are then analyzed. Finally, recommendations are made. These recommendations are intended for consideration by study area property owners and merchants, and City policy makers.

## II. Inventory and Analysis

Parking need is calculated by comparing the demand for parking to the availability of existing spaces. Existing spaces were inventoried using the Fairhaven 1990 figures and updating them, and are shown on Map 2. Demand is determined from standards based on typical parking usage for particular land uses. In Bellingham's Land Use Ordinance, parking standards for most commercial uses are based on the building floor area devoted to that use. While this or any other method of predetermining parking need is imprecise, it does reflect with reasonable accuracy the need for parking in most cases.

The first step to determine need is to inventory the existing spaces and the floor area devoted to particular uses. That information has been collected and presented as part of the Fairhaven 1990 study, based on uses in place then. The information from the study was updated using a visual inventory and business license and Polk Directory records. Assessor's records were tabulated and used as a crosscheck to verify the space now being used and available in existing Fairhaven buildings.

The floor area data from the Assessor's office is shown on Table 1. The information has been broken out to show space currently in use and vacant. The area devoted to restaurant usage is noted in parenthesis on the table as well. This information was used to calculate the parking need, based on the City's parking standards, for existing uses in the study area and for full occupancy of the existing buildings in that area. Table 2 shows those calculations, and the assumptions that were made when applying the standards. The calculations show that 496 off-street parking spaces are necessary to meet the parking requirement for current uses in Fairhaven. This is very close to the number arrived at using the actual count for every use in the area (499), done in the Fairhaven 1990 study and updated as noted above. To fully occupy the existing buildings in the study area with uses similar to those in place would require another 265 off-street parking spaces, for a total requirement of 764 spaces.

The existing parking supply in the study area is shown on Table 3. This information was updated from the Fairhaven 1990 study. It shows that there are a total of 493 parking spaces in the study area now. This essentially meets the current demand of 496 spaces discussed above. However, the City parking requirement is for off-street parking only. Table 3 shows that there are currently 258 off-street parking spaces

available in the study area - approximately half the required amount. While an argument can be made that parking is parking - whether on a street right-of-way or not - observation of the parking situation in the study area confirms that there are numerous times during a given week when the existing parking is at or near capacity. Additional nearby parking is obviously needed to accommodate further use of the existing buildings.

Table 3 projects parking demand and need for the current use, for full use of existing buildings, and finally for a full build-out of the entire Fairhaven commercial area - an ultimate development plan. This longest range plan is taken from projections made in the 1973 Fairhaven Business District Study. The plan calls for a total of 390,600 square feet of building floor area within the study area. Using the same assumptions and standards shown on Table 2, approximately 1,300 parking spaces would be required to accommodate that level of development. This is shown as the "build-out" columns in Table 3. The table shows that approximately 600 additional parking spaces will be required for potential new buildings within the study area.

# Legend

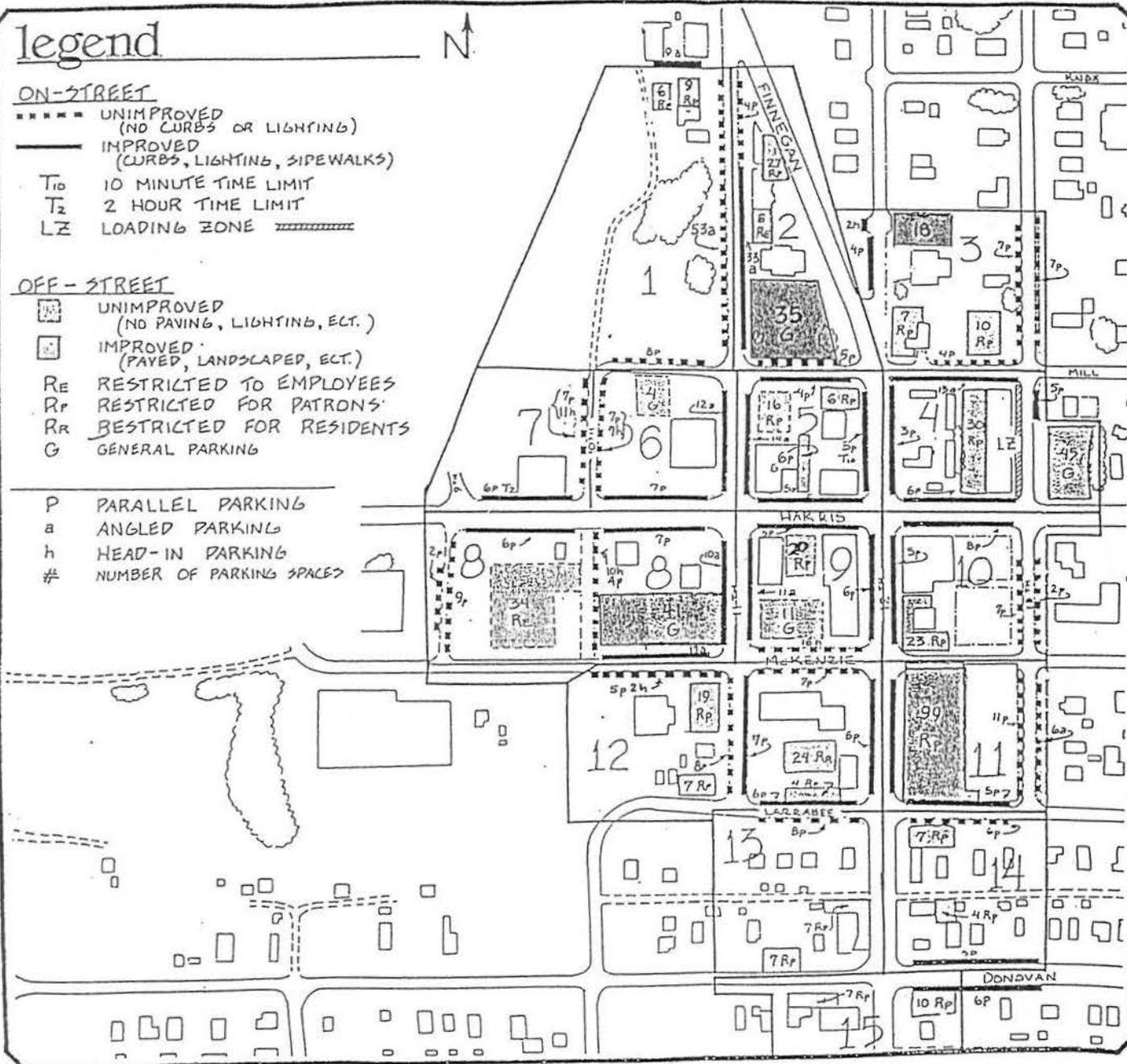


## ON-STREET

- UNIMPROVED (NO CURBS OR LIGHTING)
- IMPROVED (CURBS, LIGHTING, SIDEWALKS)
- T<sub>10</sub> 10 MINUTE TIME LIMIT
- T<sub>2</sub> 2 HOUR TIME LIMIT
- LZ LOADING ZONE

## OFF-STREET

- UNIMPROVED (NO PAVING, LIGHTING, ECT.)
  - ▣ IMPROVED (PAVED, LANDSCAPED, ECT.)
  - RE RESTRICTED TO EMPLOYEES
  - Rp RESTRICTED FOR PATRONS
  - Rr RESTRICTED FOR RESIDENTS
  - G GENERAL PARKING
- P PARALLEL PARKING  
 a ANGLED PARKING  
 h HEAD-IN PARKING  
 # NUMBER OF PARKING SPACES



# EXISTING PARKING SUPPLY

PARKING IN THE FAIRHAVEN COMMERCIAL AREA IS A MIX OF UNIMPROVED AND IMPROVED SPACES BOTH ON- AND OFF-STREET.

THIS FIGURE PRESENTS THE INFORMATION GATHERED BY FIELD WORK IN JUNE, 1984, AND UPDATED WITH INFORMATION GATHERED IN MAY, 1987.

MAP 2

# TABLE 1

## FAIRHAVEN PARKING STUDY AREA

### Floor Area (in Square Feet)

	<u>Total In Use</u> (restaurants in parentheses)	<u>Total Vacant</u>	<u>First Floor</u>	
			<u>In Use</u>	<u>Vacant</u>
<u>Block 30</u>				
905 Harris	2,280		912	
909 through 911 Harris		3,920		3,500
913 through 915 Harris	5,000	3,000	4,000	
<u>Block 31</u>				
1204 through 1206 - 11th	8,460	1,581	4,320	
1208 through 1210 - 11th	4,500 (2,000)	13,500	4,500	
<u>Block 32</u>				
1200 - 12th	2,444		2,444	
1115 Harris	2,500		1,250	
1111 through 1113 Harris	2,450		2,450	
1101 - 1103 Harris	5,000 (2,500)		2,500	
1105 Harris	234		234	
1209 - 11th	3,500		1,750	
1211 - 11th	2,393 (2,393)		2,250	
<u>Block 33</u>				
1202 through 1214 - 13th	8,800		8,800	
1215 - 12th	1,125		1,125	
1201 - 12th (R.R. Cars)	1,000		1,000	
<u>Block 36</u>				
1200 through 1202 Harris	7,890 (2,500)	25,881	7,890	1,610
1315 - 12th	2,431 (2,431)		2,431	
<u>Block 37</u>				
1300 through 1302 - 12th	14,748 (12,032)		14,748	
1100 Harris	10,000 (2,500)	5,000	5,000	
1308 through 1314 - 12th		25,000		5,000
<u>Block 38</u>				
1306 - 11th	5,778 (1,780)		4,016	
1000 through 1002 Harris	7,272		2,376	
<u>Block 39</u>				
916 Harris	1,248		1,248	
<b>TOTALS</b>	<b>99,053 (28,136)</b>	<b>77,882</b>	<b>75,244</b>	<b>10,110</b>
TOTAL Vacant (other Than First Floor)		67,772		
TOTAL (Vacant and In Use) 176,935 (all flrs)		85,354 (1st flr)	91,581 (all other flrs)	

(From Whatcom County Assessor's Records, 12/86)

## TABLE 2 PARKING REQUIREMENT CALCULATIONS

Calculations for estimating parking required for existing uses and full use of existing buildings in Fairhaven.

### I. ASSUMPTIONS

- \* Retail parking standard = 1 space/250 square feet open to public (assume 75% of floor area is open)
- \* Restaurant parking standard = 1 space/75 square feet open to public (assume 75% of floor area is open)
- \* Assume office/personal service and occasional other more intensive use of upper floors at a proportion which would require one parking space for every 325 square feet of floor area.
- \* Assume future retail and restaurant use of first floors at same proportion as currently used.

### II. EXISTING USE PARKING CALCULATIONS

#### First Floor

Floor Area Currently In Retail Use                       $\frac{47,108 \text{ sq. ft. (.75)}}{250 \text{ sq. ft.}} = 142$  parking spaces required

Floor Area Currently In Restaurant Use                       $\frac{28,136 \text{ sq. ft. (.75)}}{75 \text{ sq. ft.}} = 281$  parking spaces required

#### Other Floors

In Use Floor Area Currently                       $\frac{23,809 \text{ sq. ft.}}{325 \text{ sq. ft.}} = 73$  parking spaces required

Total spaces required for current uses = 496

### III. FULL USE PARKING CALCULATIONS

#### First Floor

Currently in Use	75,244 sq. ft.	
- As restaurants	28,136 sq. ft. (38%)	
- As other retail	47,108 sq. ft. (62%)	
Currently Vacant	10,110 sq. ft.	
- Projected restaurant	3,842 sq. ft.(38%)	$\frac{3,842 \text{ sq. ft. (.75)}}{75 \text{ sq. ft.}} = 38$ parking spaces required
- Projected retail	6,268 sq. ft.(62%)	$\frac{6,268 \text{ sq. ft.}}{250 \text{ sq. ft.}} = 19$ parking spaces required
		57 parking spaces required

Other Floors                      91,581 sq. ft. Total

Currently in Use                      23,809 sq. ft.

Currently Vacant                      67,772 sq. ft.                       $\frac{67,772 \text{ sq. ft.}}{325 \text{ sq. ft.}} = 208$  parking spaces required

Total additional spaces required for full occupancy of existing buildings = 265 spaces total

### TABLE 3

#### PARKING INVENTORY AND NEED SUMMARY

Study Area

PARKING AVAILABLE

-	<u>On-Street</u>		
	- <u>Unimproved</u>		92
	- <u>Improved</u>		143
-	<u>Off-Street</u>		
	- <u>Unimproved</u>		127
	- <u>Improved</u>		131
-	<u>Total</u>		493

PARKING REQUIRED IN STUDY AREA \*\*

-	<u>Now</u>		(496*) 499
-	<u>Full Use of Existing Buildings</u>		(761*) 764
-	<u>Build-Out of Entire Area</u>		1,300 (approx.)
-	<u>Spaces Needed for Potential New Buildings</u>		600 (approx.)

These figures are based on actual counts taken in 1984 as part of the FAIRHAVEN 1990 TASK FORCE PHASE TWO: REPORT and updated as noted in text.

\*\* Based on Land Use Code requirements for off-street parking built to certain standards (only improved off-street parking counts toward these requirements.)

\* Figures estimated from Assessor's Floor Area Records (12/86)

### III. Recommendations

In order to encourage full use of the existing historic buildings in the study area, and to further encourage infilling to maintain a compact commercial environment in Fairhaven with minimal adverse impacts on adjacent residential areas, the following parking improvement alternatives are proposed.

#### A. ON-STREET PARKING FOR EXISTING BUILDINGS

It is proposed that diagonal on-street parking (together with an expanded parking lot on property owned by Ken Imus next to McKenzie between 10th and 12th Streets) be developed and permitted to accommodate the parking necessary for full use of the existing buildings in the study area. It is proposed that this parking be located as shown on Map 3. The parking is proposed in areas where it will be most convenient to the core historic business area in Fairhaven. Table 4 lists each of the street segments proposed for upgrading, and summarizes the number of additional spaces, costs and some of the advantages /disadvantages of each site.

This proposal is intended as an incentive to encourage full use of the existing historic buildings in Fairhaven. On-street diagonal parking is less expensive, in that there are no acquisition costs involved. The rights-of-way are eighty and one hundred feet wide - adequate to safely accommodate diagonal on-street parking on streets which are not truck routes, arterials, and are not steep uphill slopes.

The proposal reflects a reduction in the number of parking spaces that would be required for the projected full use of the existing buildings in the study area. As was discussed in the Analysis section (and shown on Table 3), approximately 764 parking spaces will be required for full use of existing buildings. There are now a total of 493 spaces in the area. The proposals shown on Map 3 and Table 4 would provide another 199 spaces for a total of 692 spaces. It is proposed that the City code be amended to allow conversion or remodeling of existing buildings in the study area without requiring on-site parking, provided the proposed on-street parking is provided, as shown on Table 4. It should be noted that the Fairhaven commercial area is unique within the city in its compact nature, and in that it consists primarily of multi-story historic commercial structures. In order to preserve the historic and compact character of the Fairhaven Business District, it is felt that shared use of street parking is appropriate.

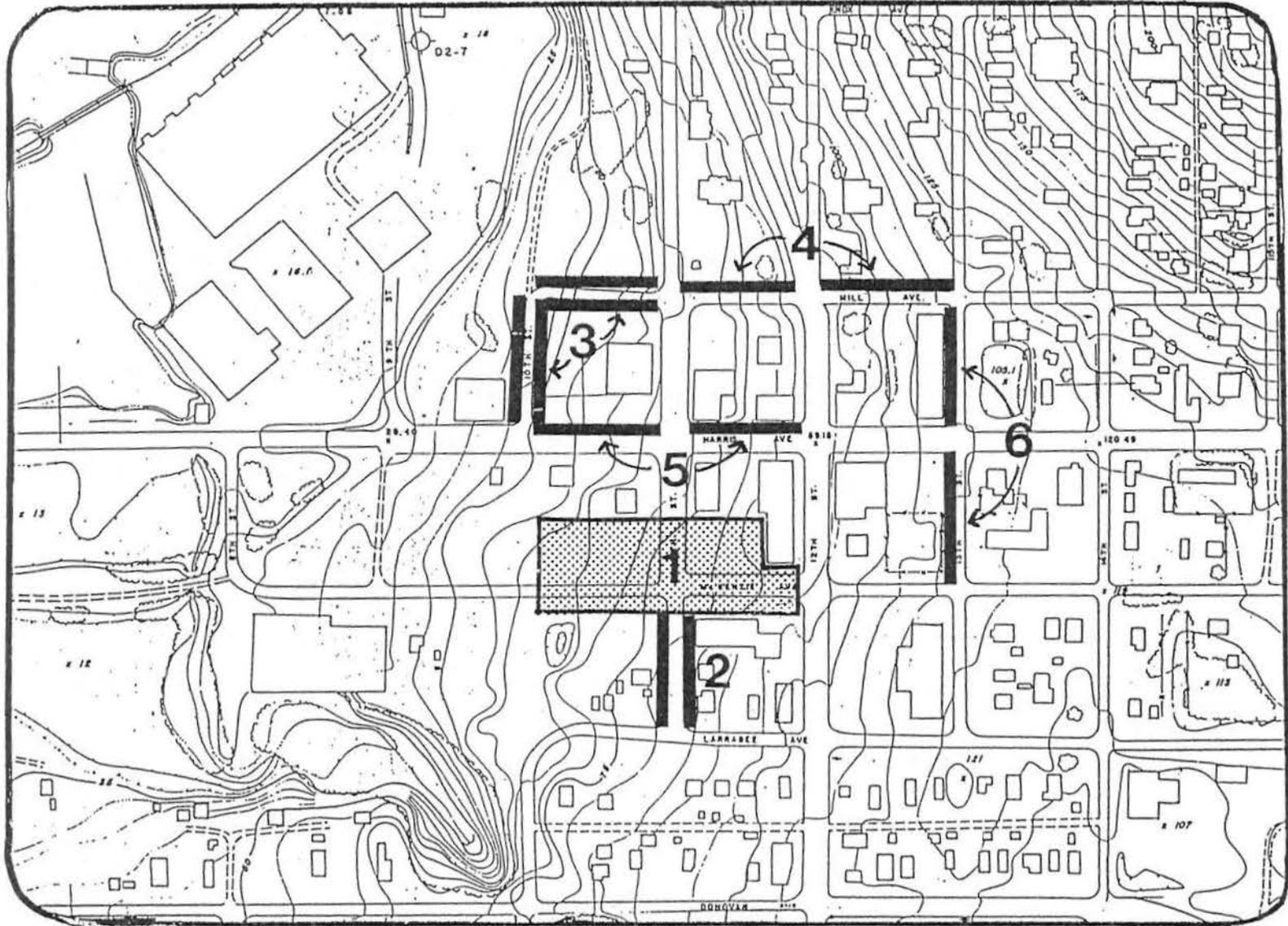
T A B L E 4

PHASE I - PARKING PROPOSALS

Map #	Street Segment	Net Parking Gain	Estimated Cost (x \$000)	Benefits/Drawbacks
1	McKenzie, 10th to 12th, together with the adjacent private land	89	107 (no acquisition costs included)	<u>Benefits</u> - Close, wide right-of-way - Opportunity for efficiencies when combined with adjacent private lots <u>Drawbacks</u> - Sensitive traffic, nuisance issues with adjacent residential and office uses
2	11th Street, McKenzie to Larrabee (diagonal parking)	19	53	<u>Benefits</u> - Relatively close <u>Drawbacks</u> - Relatively expensive
3	Mill, 10th to 11th and 10th, Mill to Harris (diagonal parking)	29	106	<u>Benefits</u> - Close, would improve area, adjacent properties <u>Drawbacks</u> - Possible grade problem, relatively expensive
4	Mill, 11th to 13th <u>north side only</u> (diagonal parking)	17	78	<u>Benefits</u> - Close to demand <u>Drawbacks</u> - Expensive; can only use north side of street due to steep grade
5	Harris, 10th to 12th <u>north side only</u> (diagonal parking)	20	2 (+450 for truck route)	<u>Benefits</u> - Centrally located, inexpensive <u>Drawbacks</u> - 10th Street truck route must be built first - Can only use north side of the street due to steep grade
6	13th, Mill to McKenzie <u>west side only</u> (diagonal parking)	25	101	<u>Benefits</u> - Convenient to Marketplace Building <u>Drawbacks</u> - Relatively expensive right-of-way improvement
TOTALS		199 Spaces	\$447 (Plus \$450 for truck route) \$ 92 LID and Federal Requirement Costs \$539	

-11-

# FAIRHAVEN PARKING STUDY



-12-

## PROPOSED ON-STREET PARKING

▨ PARKING LOT SITE

▬ AREAS CONVERTED TO DIAGONAL PARKING

NUMBERS CORRELATE WITH DESCRIPTIONS ON TABLE 4

N  
MAI

Standards for these improvements should be at a level which will minimize long-term maintenance costs and liability exposure of the City. They should include asphalt paving, concrete curbs, eight foot sidewalks, lighting, minor landscaping and pavement markings. Rough estimated costs for each segment are shown on Table 4.

A number of alternatives are available for developing and financing on-street parking. One method is regulatory, as now stipulated in the City's Land Use Code, which allows the Director of Planning and Economic Development, with concurrence from the Public Works Director, to require construction of on-street parking for use by the general public on non-arterial streets if space is unavailable on site, but is available within the right-of-way. This requirement applies when renovations or changes in use require that additional parking spaces be provided. This would provide parking on a case by case basis, as the need arises. This alternative may not be equitable, however, as some of the on-street parking sites being recommended are more expensive to improve than others, and the cost would be difficult to equitably distribute over various improvements.

Other alternatives for providing additional on-street parking in Fairhaven are essentially financial in nature. While a number of alternatives for funding may be available and should be pursued, the important concept to consider at this point is that the funding should be shared by the City, property owners and possibly merchants in the Fairhaven Commercial Area. Such funding as Community Development Block Grant programs, low interest, long term loans or various state sources may be available for public dollars. The property owners could form a Local Improvement District, a Business Improvement District, a Public Development Authority, private agreements or employ other means to help fund the improvements. The Fairhaven property owners and merchants should determine which method is most appropriate for funding this parking.

Once the on-street parking improvements are completed, the City would be responsible for their maintenance.

## B. OFF-STREET PARKING FOR NEW BUILDINGS

The City Land Use Code requires that any new structure provide parking on site (or within 500 feet). If the remaining lots in Fairhaven are developed in this manner, it will be out of character with the existing "CBD" style of development of the commercial area with solid storefronts built up to the sidewalks. It is therefore recommended that common-use peripheral parking lots be developed on vacant land surrounding the core commercial area in Fairhaven. Parking for new buildings would be provided in those large, common parking lots. This parking arrangement may be more complicated to administer, but would encourage infilling of the commercial area, retaining a compact core with an historic flavor.

The 600 spaces required for new buildings in the "full build-out" scenario will require approximately 180,000 square feet of parking surface area, using a standard of 300 square feet of parking and maneuvering area per space. This is equivalent to four-and-one-half platted blocks if single level parking lots are constructed. 1988 Costs to develop surface parking lots are approximately \$500 per space, assuming minimal earth moving is necessary. It would cost approximately \$300,000 to develop 600 parking spaces on relatively level land in Fairhaven today. Land acquisition costs are not included in that figure.

Some possible locations for peripheral parking lots are shown on Map 4, and described in Table 5. Several of the sites are well suited for two story parking structures, if it is found to be feasible to build them. The structures may be phased, with surface parking developed initially. Second levels would be added as the need for additional parking arises. Most of the potential sites for parking structures are located on hillside areas, and should be developed using this topographic opportunity to minimize view obstructions. The lots should be well lit, well drained, and hard surfaced with safe, convenient pedestrian access to the adjacent commercial areas.

Funding alternatives for off-street parking lots are similar to those listed above for on-street parking. They are listed separately because of the importance of the distinction of on-street parking being specifically to accommodate the existing buildings in Fairhaven, with off-street parking recommended for new development.

The City Land Use Code requires that off-street parking be provided on site (or within 500 feet if space is not available on site) when any building is constructed or relocated. One alternative for providing parking for new buildings in the study area is to follow the existing code. The disadvantage of this is that the compact nature of Fairhaven Business District may be lost, if required parking lots are interspersed throughout the area as it develops.

Other alternatives are mechanisms to fund the proposed area-wide peripheral parking lots as shown on Map 4 and Table 5. In order to develop and use the peripheral lots under any of the funding options, the City Land Use Code must be changed to allow parking facilities in those areas, and to permit off-site parking which maybe more than 500 feet from the business it serves.

It may be possible to utilize a single mechanism (such as a Public Development Authority or a Business Improvement District) to provide both on and off-street parking facilities for the Fairhaven Buisness District. The specific timing and financing issues are different for on-street and off-street parking, however, so the alternatives for providing each type of parking are discussed separately.

These recommended alternatives are intended to stimulate discussion within the Fairhaven business community. Hopefully, that will result in a consensus recommendation to the City of Bellingham, for whatever action is necessary by the City to effect the desired solution to Fairhaven's existing and projected parking shortage.

T A B L E 5  
 PHASE II - POSSIBLE PARKING LOT LOCATIONS

LOT 1

Legal Lots 9 through 14, Block 37, Lots 3 through 6, Block 38, Amended Plat of Fairhaven  
Location 1000 and 1100 Blocks of McKenzie, 11th Street and adjacent vacant lots to the north  
Facility Type/Parking Gain Second story, 200 spaces to proposed Phase I lot  
Owner City (right-of-way), Jacaranda Land Company  
Benefits Central location, few owners  
Drawbacks Expensive (structure)  
 Potential view/nuisance/traffic impacts on adjacent residential and office uses

LOT 2

Legal Lots 5-8, Block 19, Lots 1-10, Block 20, Amended Plat of Fairhaven, and adjacent 10th Street and  
 Columbia Avenue rights-of-way  
Location North of Mill Avenue, including and on both sides of 10th  
Facility Type/Parking Gain Surface lot, 180 spaces. Possible 2nd Phase could be a second story, doubling the number of  
 spaces to approximately 350.  
Owner City (right-of-way), Ellis Massey  
 Mary Brozovich, Charles Lappenbusch  
Benefits Close vacant land, topography can reduce view obstruction, first phase could be relatively  
 inexpensive surface parking with second level possible as a later phase.  
Drawbacks Many owners, conflicts with trail plans (pedestrian access from Fairhaven along shoreline  
 to north)

LOT 3

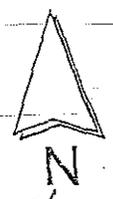
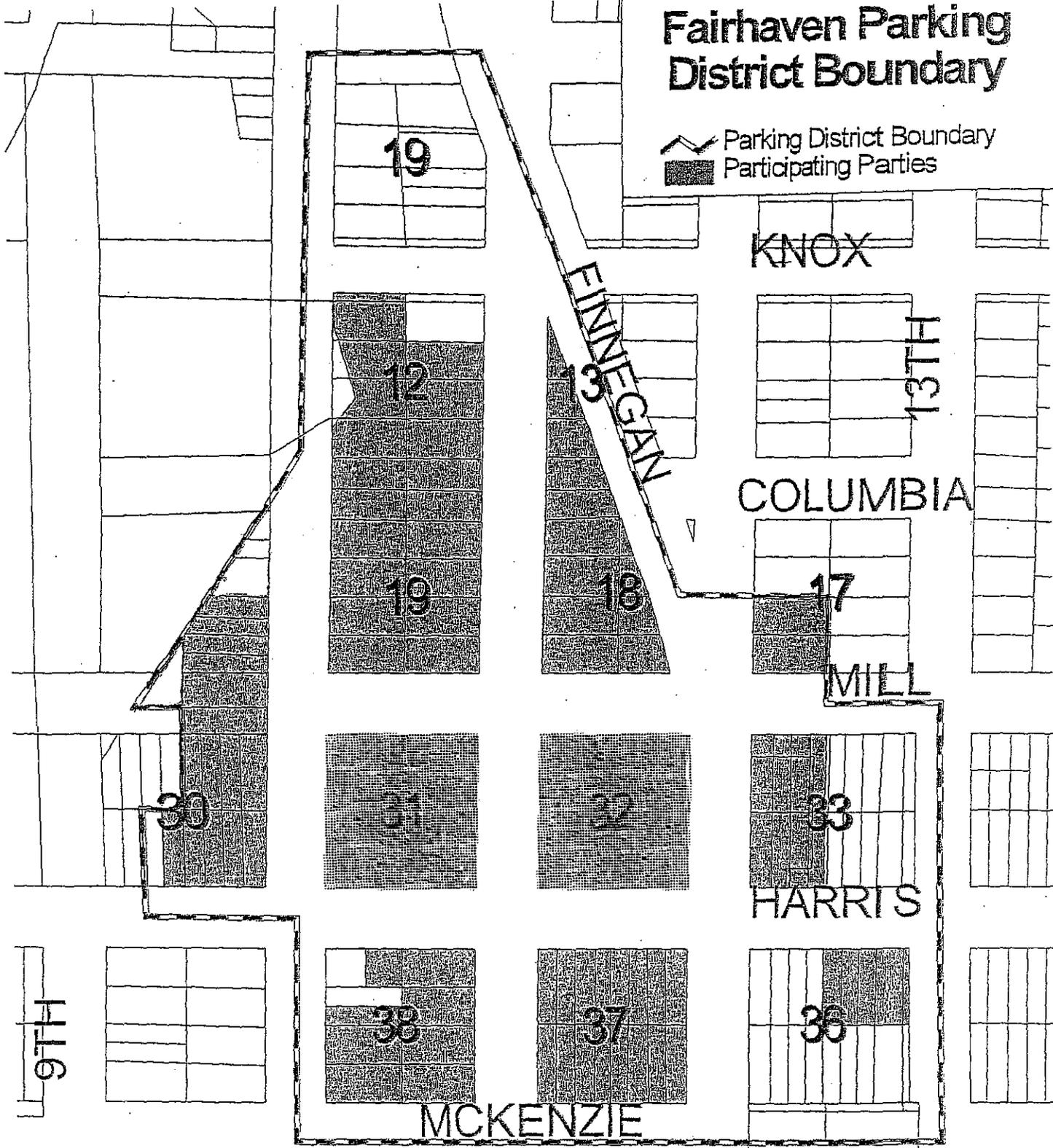
Legal Lots 1 through 4, Block 30, Amended Plat of Fairhaven  
Location West of 10th, south of Mill on the north half of the block  
Facility Type/Parking Gain Two story structure, 50 spaces  
Owner Jacaranda Land Company (4 lots)  
Benefits Close vacant land, view obstruction can be minimized, few owners, first phase could be relatively  
 inexpensive surface parking  
Drawbacks Not a large site, could be combined with #2 above

LOT 4

Legal Lots 5 through 12, Block 34, Amended Plat of Fairhaven  
Location West half of block bounded by Harris, Mill, 13th and 14th  
Facility Type/Parking Gain 15 spaces for surface lot increase. 60 additional spaces for 2nd level.  
Owner Nina Vitaljic (4 lots), Jacaranda Land Company (3 lots), Marion A. Hart (1 lot)  
Benefits Close  
Drawbacks Many owners, including owner occupied homes  
 Adjacent to residential neighborhood  
 Views blocked for adjacent residents

# Fairhaven Parking District Boundary

 Parking District Boundary  
 Participating Parties



*Disclaimer:* This map may be dated. New payments to the Fairhaven Village Association may have added properties. Others may have...