

ORDINANCE NO. 2020-12-037

AN ORDINANCE OF THE CITY OF BELLINGHAM RELATING TO LAND USE PLANNING AND UPDATING THE BELLINGHAM COMPREHENSIVE PLAN, WITH THE NEW PARKS, RECREATION AND OPEN SPACE PLAN

WHEREAS, an updated Parks, Recreation, and Open Space Plan (PRO Plan) is required by state and federal agencies for the City to qualify for parks and recreation funding; and

WHEREAS, the City updates its Pro Plan every six years, and City Council last adopted an updated Pro Plan in 2014 with minor modifications made in 2016; and,

WHEREAS, the Pro Plan is included as Parks, Recreation and Open Space of the City's Comprehensive Plan; and,

WHEREAS, on June 20, 2019 the City Council held a public hearing and subsequently voted to include consideration of the proposal to update the Pro Plan Chapter of the Comprehensive Plan in the annual amendment process for 2019/2020; and

WHEREAS, the Parks and Recreation Department worked with the Parks and Recreation Advisory Board and the Greenways Advisory Committee to oversee the PRO Plan update process, provide input, and evaluate recommendations; and

WHEREAS, other public participation opportunities in the PRO Plan update process included a web-based survey, monthly public meetings, a public workshop and open house; and

WHEREAS, a Determination of Non-Significance (DNS) was issued for the proposed update to the Pro Plan Chapter of the Comprehensive Plan on November 21, 2019, consistent with RCW 43.21 C; and

WHEREAS, as required by RCW 36.70A.106, notice of the City's intent to adopt an update to the Pro Plan was sent to the Department of Commerce on November 22, 2019; and

WHEREAS, after mailed and published notice, the Bellingham Planning Commission held a public hearing on the proposal to update the Pro Plan Chapter of the Comprehensive Plan on December 5, 2019; and

WHEREAS, December 5, 2019, the Planning Commission found the proposal consistent with the Comprehensive Plan amendment criteria in BMC 20.20.040, and thereafter adopted Findings of Fact, Conclusions and Recommendations in support of adoption of the updated PRO Plan; and

WHEREAS, City Council held a duly noticed public hearing on February 10, 2020, to consider the proposal, the staff report and recommendations, and the record and recommendations of the Planning Commission; and

WHEREAS, the City Council finds that the proposal satisfies the Comprehensive Plan Amendment requirements of BMC 20.20.040 and is consistent with the State Growth Management Act and the rest of the Bellingham Comprehensive Plan; and

WHEREAS, the City Council agrees with the Findings of Fact, Conclusions and Recommendations of the Planning Commission.

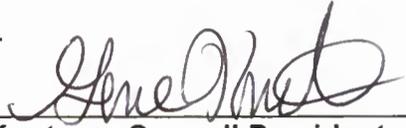
WHEREAS, in February 2020, City Council adopted the updated 2020 PRO Plan by Resolution **2020-07** and

NOW THEREFORE, THE CITY OF BELLINGHAM DOES ORDAIN:

Section 1. Parks, Recreation and Open Space Chapter of the 2016 Bellingham Comprehensive Plan is hereby repealed and replaced by the updated Pro Plan attached as **Exhibit A**.

Section 2. City Council adopts the Findings of Fact, Conclusions and Recommendations of the Planning Commission dated December 5, 2019, attached as **Exhibit B**.

PASSED by the Council this 14th day of December, 2020.



Gene Knutson, Council President

APPROVED by me this 18 day of December, 2020.



Seth Fleetwood, Mayor

ATTEST:



Andy Asbjornsen, Finance Director

APPROVED AS TO FORM:



Office of the City Attorney

Published:

December 18, 2020

ORDINANCE UPDATING THE PARKS, RECREATION
AND OPEN SPACE PLAN CHAPTER OF THE
COMPREHENSIVE PLAN (2)

EXHIBIT A

PRO Plan

City of Bellingham



Sehome Hill Arboretum Trail. Photo by Sean Stockburger.

Parks, Recreation & Open Space Plan

February 24, 2020

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I. Introduction, Goals & Objectives

The City's Park, Recreation and Open Space Plan (PRO Plan), an element of the City's Comprehensive Plan, is the overarching document that guides the preservation and expansion of the park, recreation and open space system as the community grows. The PRO Plan must be updated every six years in order for the City to remain eligible for grants administered by the Washington State Recreation and Conservation Office, such as the Washington Wildlife and Recreation Program, Boating Facilities Program, and Land and Water Conservation Fund. The PRO Plan outlines the steps to continue to achieve a quality park and recreation system for the future.

Mission Statement: Support a healthy community by promoting high quality parks and recreation services.

1.1 Growth Management Act and Plan Components

The Growth Management Act (GMA) establishes goals for cities and counties to ensure that their quality of life is sustained as their communities grow. One of these goals is to “retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreational facilities” (RCW 36.70A.020(9)).

This plan contains the following components:

- Establish Goals and Objectives – Identify the goals to be met and objectives to carry out those goals as the PRO Plan is implemented.
- Inventory Existing Park System – List the lands and facilities owned and operated by the City or other public agencies within the City limits and the Urban Growth Area.
- Analyze Needs & Opportunities – Determine the needs for future park, recreation, and open space facilities or programs.
- Adopt Level-of-Service – Based on the existing park system and the identified needs, establish level of service standards to help guide development of the park system over the next 10 to 20 years.
- Create Implementation Plan – Estimate the overall cost of achieving the proposed level of service, based on the community's recommendations, prioritize those recommendations, and develop a plan to pay for them.



Overlooking South Bay Trail at Taylor Dock. Photo by Kenni Merritt.

1.2 Principles, Goals and Objectives

Principles

These six principles demonstrate the collective community values regarding Bellingham's park system:

- **Preservation:** Conserves habitat and open space, enhances native species and creates opportunities to learn about and interact with nature.
- **Connection:** Supports community connection through enhanced trail corridors protecting wildlife habitat and improving physical, mental and emotional health.
- **Play:** Inspires imagination and joy.
- **Equity:** Quality and quantity of amenities equally distributed, easy to safely use year-round and accessible by all modes of travel.
- **Resiliency:** Stewards a long-term park system that helps reduce the impact of climate change and supports flexible spaces that accommodate traditional, emerging and future recreational use.
- **Inclusivity:** Responsive to the entire Bellingham community: all ages, abilities, languages, genders, cultures and income levels.



Couple dancing at Boulevard Park. Photo by Dex Horton.

Goals & objectives

These eight goals, and their corresponding objectives, reflect the community's desired outcomes and provide a strategic framework for recommendations in the PRO Plan.

Goal 1: Provide high-quality facilities and services that are accessible, inclusive and distributed equitably across Bellingham.

Objectives:

- a. Provide a system of parks, trails and open space so that all residents live within one-half mile safe route of a developed park or trail.
- b. Proactively upgrade and restore existing facilities to address community needs, improve resiliency and protect long-term health of existing park assets.
- c. Provide adequate staff year-round to maintain and enhance park facilities and services.
- d. Target new park acquisitions and development in areas that are under-served.

Goal 2: Enhance the capacity, quality and variety of use of the existing park and recreation system,

Objectives:

- a. Evaluate park facilities and infrastructure to ensure adequate capacity can support existing and future use.

- b. Incorporate art and whimsy into park facilities.
- c. Evaluate opportunities to renovate existing facilities to expand use and accommodate popular recreational activities such as pickleball, volleyball, disc golf, competitive swimming and alternative sports such as skate boarding, BMX and other biking, and water/paddle sports.
- d. Design and prioritize system upgrades that respond to condition assessments, community vision and preferences.
- e. Acquire and develop additional shoreline access.



Bellingham Farmers Market. Photo by Cynthia St. Clair.

Goal 3: Create environments that encourage regular active and passive recreation activities to support health, sense of safety, wellness and social connections.

Objectives:

- a. Partner and collaborate with local service providers that activate underserved locations and populations.
- b. Work with other City departments and organizations to keep parks safe and clean.
- c. Provide more small gathering spaces, especially in the urban area as infill occurs.
- d. Provide larger event spaces such as enclosed meeting rooms and outdoor shelters suitable for family gatherings, weddings, festivals, and events.
- e. Identify outdoor facilities that may be identified or designated as natural therapy locations.

Goal 4: Preserve and integrate nature, natural systems and ecological principles throughout the park system.

Objectives:

- a. Protect environmental features that reflect Bellingham's natural character, including ridgelines, critical areas, forests and wildlife corridors.
- b. Participate in development and implementation of an Urban Forestry Master Plan to proactively assess and protect urban tree canopy and undergrowth.
- c. Recognize the importance of taking action to reduce the impacts of climate change and the natural carbon sequestration function of our existing parks.
- d. Contribute to the City's sequestration capacity through continuing to incorporate principles of preservation in park design and development.
- e. Expand dog-waste program and provide additional trash receptacles to improve self-maintenance and litter control.
- f. Implement low impact development measures and integrated pest management to reduce environmental impacts.

- g. Steward and protect open spaces from invasive species, illegal activity, and inappropriate use, and revegetate where appropriate.
- h. Perform invasive species removal and habitat restoration on open space properties.
- i. Provide environmental education opportunities such as interpretive signage or other educational programs to promote the value of the natural environment throughout the park system.

Goal 5: Develop innovative programs, services and strategies for expanding recreational opportunities and improving accessibility.

Objectives:

- a. Involve the community in habitat restoration and maintenance activities through the Parks Volunteer Program.
- b. Explore partnerships that expand services or leverage support for specific projects.
- c. Target service improvements that decrease barriers and expand park and recreation system use.
- d. Evaluate existing scholarship program for low income families with the goal of expanding participation.
- e. Ensure new development invests in and dedicates new parks, trails, street trees and open space.
- f. Target improvements that connects trails with transit stops, key destinations, bike routes and sidewalks to improve non-motorized transportation options.
- g. Coordinate with Public Works to identify opportunities for better trails, habitat corridors, sidewalks and bike route connectivity.
- h. Provide Diversity, Equity and Inclusion (DEI) training opportunities for staff.
- i. Provide programs and events that meet the diverse needs of the community-increasing access to public services in underserved areas.
- j. Provide program and service information in multiple languages.



Fairhaven Village Green. Photo by Kenni Merritt.

k. Modernize recreation programs to meet interests and needs of the community.

l. Redefine “duplication” of services. There may still be a lack of services even if other agencies provide certain opportunities (after-schools, camps, pre-school, teen, senior programming etc.).

m. Develop a partnership agreement with Recreation Northwest to integrate their Parkscriptions model into City recreational programs and curricula.

Goal 6: Connect and unify the community with trail and greenway corridors.

Objectives:

- a. Provide an interconnected trail system so all residents are within a one-half mile of a safe route.
- b. Balance the demand for public access and interpretive education with protection of environmentally sensitive areas and historic sites.
- c. Implement the Greenways Strategic Plan and pursue recommended future parks, open space and trails.
- d. Provide safe street crossings (i.e. beacons, raised crossings, signalization, medians, etc.) that connect to parks and trails.
- e. Improve wayfinding.
- f. Continue to explore new trail surface alternatives that balance the natural character of Bellingham's trail system with accessibility requirements, long-term maintenance, sustainable development practices and availability of local materials.
- g. Promote the use of pedestrian and bike travel and encourage the reduction of single occupancy vehicle use by providing safe and connected alternative transportation routes.

Goal 7: Manage Bellingham's park land and programs effectively, efficiently and sustainably utilizing quantitative and qualitative measures.

Objectives:

- a. Design and develop facilities that reduce overall maintenance, operation requirements and costs, while improving resiliency and efficiency.
- b. Establish baseline conditions and maintenance standards for park assets and evaluate and report progress towards meeting standards and improving conditions.
- c. Prioritize capital improvements based on safety, condition, socio-economic factors and population served.
- d. Analyze options for long-term financial sustainability.
- e. Explore options to improve enforcement of park rules while ensuring all park users feel welcome.
- f. Provide staff with adequate training, resources and equipment to increase productivity and efficacy.
- g. Assess energy efficiency of park facilities and prioritize energy and system upgrades.

Goal 8: In 2020, conduct a Community Recreation Needs Assessment guided by the following objectives.

Objectives:

- a. Explore barriers and/or constraints to recreation participation, such as timing, location, lack of information, transportation, or money.
- b. Evaluate public willingness to pay for services.
- c. Identify who we are serving and what demographics have unmet needs.
- d. Explore specific recreation programs and services - what will people use vs. perceived desires.
- e. Identify facility needs and/or desires for enhancements or improvements.
- f. Explore marketing needs to understand how the public learns about program opportunities.

- g. Determine what community needs are being met by other service providers.
- h. Design the Community Recreation Needs Assessment to achieve the following implementation tools:
 - Provide a policy framework for the use of parks and facilities that establishes methods for effectively tracking service utilization and creates realistic cost recovery models.
 - Informs recommendations for the provision of equitable services.
 - Form the basis for a Recreation Services Strategic Plan that includes staff guidance, program development, cost recovery models and staffing needs.



Boulevard Park. Photo by Brian Pitzen.

1.3 Public Involvement

Public input is important to a community-based parks and recreation plan. The members of the Parks and Recreation Advisory Board (PRAB) served as the Steering Committee to help oversee the process, provide input and evaluate the recommendations. Greenways Advisory Committee members tackled the updates to recommended trails and open space. A web-based survey, public workshops and a public open house were also conducted to augment and inform the Committee’s discussions.

A summary of the 2,463 responses to the Parks & Recreation Community Survey is attached as Appendix F. Public hearings were held with the Planning Commission and City Council prior to final adoption. The public involvement process included the following:

Meeting	Topic	Date
2019		
Steering Committee/PRAB	Project Launch	April
Online Public Survey	Community Survey	June-July
Public Workshop #1	Goals and Objectives	June 4, 2019
All Staff Workshop	Priorities and Goals	June 6, 2019
City Council	Project Update and PEP Tool	June 17, 2019
Workshop #2	Maps	July 11, 2019
Steering Committee/PRAB	Recommendations	September 11, 2019
Public Open House	Overview of key elements	September 19, 2019
Steering Committee/PRAB	Final Recommendation	October 9, 2019
Planning Commission	Public Hearing	November 21, 2019
City Council	Public Hearing	February 10, 2020

1.4 Plan History and Boundary

This PRO Plan, updated every six years, builds on previous comprehensive planning efforts and is an element of the Comprehensive Plan for Bellingham. The PRO Plan considers parks, recreation and open space land, trails, facilities and programs. The planning area for this process includes the Bellingham City Limits and the adopted Urban Growth Area (UGA).

Whatcom County is responsible for planning the area outside of the UGA, however, the planning efforts of each agency must be coordinated. Also, for the purposes of the PRO Plan, it is assumed that residents who currently live within the UGA are served by existing parks, and that by the end of the 20-year planning period, or 2040, all UGA areas will be incorporated into the City. The proposed facilities, population, level-of-service and any other recommendations projected to the year 2040 include both the existing City and the entire UGA. If all these areas are not annexed, some of the recommendations would not be implemented.

Projects prioritized during the planning process are included in the City's six-year Capital Budget (see Appendix D), which is updated at least bi-annually.

II. Community Setting

2.1 Location, Topography and Climate

Bellingham is located in northwest Washington along the shores of Bellingham Bay. The inland urban area is framed by the slopes of Stewart, Lookout, and Chuckanut Mountains, at the edge of the Cascade foothills with Mount Baker in the background.



Fall at Maritime Heritage Park. Photo by David Veatch.

Topography ranges from sea level to about 500 feet on the hilltops around Bellingham. Elevation increases to 3,050 feet at the top of Stewart Mountain, and eventually to 10,785 feet at the top of Mount Baker. The land is generally flat to rolling within the urban growth area, though the plateau edge overlooking Bellingham Bay can drop off abruptly in slopes ranging from 40% to 75%.

Bellingham has a mild maritime climate with an average temperature of 50 degrees Fahrenheit. Mean temperatures vary from a high of 74 degrees in July to a low of 32 degrees in January. Average annual precipitation is about 39 inches; approximately 80% of the precipitation occurs from October through March.

2.2 Natural Features

The first Greenway Levy passed in 1990 largely in response to citizen interest in protecting valuable wildlife habitat corridors, shoreline, riparian, wetland and unique upland areas and providing public access to those unique areas. The levy was approved again in 1997, 2006 and 2016.

In 2005, Bellingham strengthened protection of wetland and streams by adopting the Critical Areas Ordinance in compliance with the requirements of the Washington Growth Management Act (GMA) which also protects steep slopes and frequently flooded areas. The Shoreline Master Program (SMP) was updated in 2013, adding more protection for shorelines and providing habitat restoration guidance while supporting public access.

In 2012, the City Council adopted an Environment Element (Chapter 9) of the Comprehensive Plan to address environmental protection and ensure compliance with the GMA. The City developed a Habitat Restoration Technical Assessment and a marine nearshore assessment, which use a science-based prioritization framework to guide the preservation, restoration, and recovery of the City's terrestrial, aquatic and riparian habitats. The recommendations in the PRO Plan were informed by these documents.

Following is a list of important environmental features with public recreation elements in and around the Bellingham area.

2.2.1 Notable Creeks

Three major creeks and multiple minor creeks drain the Bellingham area. Squalicum, Whatcom, and Padden Creeks and their tributaries are on the Washington State list of impaired water bodies. Preventing further degradation and improving water quality of the City's creeks is important to ensure the resources they provide to the community are protected.

- Squalicum Creek is a major creek that starts at Squalicum Lake and flows southwest to the mouth of Bellingham Bay. The Squalicum Creek Trail is partially built within the creek alignment.
- Whatcom Creek is a major creek that drains from the northwest end of Lake Whatcom west into Bellingham Bay. Whatcom Creek Trail and Greenway generally follow the alignment of Whatcom Creek.
- Padden Creek is a major creek that drains from the Lake Padden west into Bellingham Bay. Upper and lower Padden Creek Greenway Trail follows the corridor. The 26-acre Connelly Creek Nature Area flows into Padden Creek, preserves valuable habitat and provides walking trails.
- Little Squalicum Creek is a minor perennial creek northwest of Squalicum Creek that flows through Little Squalicum Park and into Bellingham Bay.
- Chuckanut Creek is a minor perennial creek that drains from near Lake Samish west into Chuckanut Bay, through Arroyo Park.
- Bear Creek, a tributary of Silver Creek, runs through several northern trail and open space systems.



Whatcom Creek in Whatcom Falls Park. Photo by Evan Bogart.

2.2.2 Lakes, ponds and estuaries in and near Bellingham

Lakes are defined here as water bodies greater than 20 acres in size or more than 6 feet in depth.

- Lake Whatcom is 10 miles long with a surface area of approximately 5,000 acres. Since 1968, the City has relied on Lake Whatcom for its municipal water supply. The lake is on the Washington State list of impaired water bodies. Public swimming and boating access to the lake is provided at Bloedel Donovan Park, with monitoring for prevention of aquatic invasive species. Other public access within the UGA is available at the Department of Natural Resources leased property located on North Shore Drive, Euclid Park, and several unimproved street rights-of-way.
- Lake Samish located south of the urban growth area, is three miles long with a surface area of approximately 809 acres. Most of the lake shoreline has been developed for private

residential uses. Whatcom County has developed Lake Samish Park with swimming, fishing, and boat access.

- Lake Padden is one mile long with a surface area of approximately 151 acres. The entire lake is within the boundaries of Lake Padden Park with a perimeter trail, swimming, boating and fishing access.
- Toad Lake is a one-half mile long with a surface area of approximately 28 acres. Washington State Fish & Wildlife has developed swimming, fishing and boat access on the south end of the lake. The rest has been developed with primarily residential uses.
- Sunset Pond is a human-made freshwater retention pond at Sunset Pond Park with improved perimeter trails that connect to Bay to Baker Trail.
- Bug Lake is a man-made freshwater retention pond with informal walking trails. It will be restored to a forested wetland in 2020.
- Padden Lagoon is a saltwater estuary at the inlet of Padden Creek into Bellingham Bay. The shoreline has been restored and preserved but has no on-water access.
- Hoag's Pond, located near the Interurban Greenway and Trail, is a small basin surrounded by a trail that flows into Chuckanut Creek.



Lake Padden. Photo by Chris Hughes.

Most of the other small ponds or lakes in the Bellingham urban area have either been developed for private residential use and/or are too small to support public access activities.

2.3.3 Beaches and Shorelines

Bellingham has a wide variety of waterfront access in various places around Bellingham Bay. These include Little Squalicum and Squalicum Beaches, Zuanich Park (Port of Bellingham), the Central Waterfront Trail (ASB), Waypoint Park, Cornwall Beach Park, Boulevard Park, Taylor Dock-area tidelands, Marine Park (Port of Bellingham), and Chuckanut Bay. Trails connect to and from these beaches and shorelines, and the public has strong interest in obtaining future beach and shoreline access and protection.

2.3 Population

The 2019 population for Bellingham was estimated to be 90,110. Bellingham’s official census population for 2000 was estimated to be 67,171 resulting in an average annual increase of 1.56% per year over the 19-year period. The unincorporated Urban Growth Area (UGA) for Bellingham contains an estimated 10,457 people for a total UGA population of 100,567 in the year 2019.

2019 City Population = 90,110

2019 UGA Population = 10,457

2019 Total Population = 100,567

2040 Projected Population = 130,468

According to the 2016 Whatcom County Comprehensive Plan, the City’s population will increase to 124,157 persons by the year 2036 assuming all UGA areas are incorporated, or by another 23,590 people from the 2019 population. Estimating the population of Bellingham in 2040 can be done by using the 2019 population estimate of 100,567 and the Comprehensive Plan’s 2036 population estimate of 124,157. The growth rate between 2019 and 2040 would then be an annual average of 1.24% per year. This growth rate can then be used to derive a value of 130,468 people living in the City of Bellingham and the UGA by 2040.

2.4 Recreation Trends

Similar to the rest of Washington State, Bellingham has seen a steady increase in organized sports. In Bellingham, that increase has also included new types of activities, such as pickleball, rugby, lacrosse, ultimate frisbee, radio-controlled drones and cars, geocaching, disc golf and paddle boarding.

A changing demographic and an increase in cultural diversity in the Bellingham area have brought new types of interests in recreational activities and programs. It has also brought a greater need for more community recreational activities and financial assistance to lower-income residents for program fees.



Cornwall Memorial Park pickleball courts. Photo by Neal Bittner

Similar to trends across the nation, Bellingham residents continue to demand more off-road walking and bicycling trails. As trails increase in popularity and the community grows, there are increased user conflicts, including dogs off leash, and increasing cut-through trails causing erosion and vegetation damage. Additional user conflicts are caused by increasing environmental changes including increased fecal coliform levels in streams, algae blooms and aquatic invasive species.

The census data shows that, much like the rest of the nation, Bellingham's population is aging with the percent of the population over 65 years of age increasing from 13.2% in 2014 to 17.3% in 2017. Ensuring that park facilities provide active recreational opportunities for our aging population is critical to community health. Accessible facilities for those with limited mobility will be key in ensuring access for all groups in our community.

Nationally, there has been recognition of the importance of recreation and park systems to overall quality of life, health and well-being especially as related to the growing obesity rate across the nation. Research shows that well-designed and accessible parks and open spaces are correlated with better physical health through increased rates of physical activity and lower rates of depression and stress.

Establishing a level of service for parks and trails that ensures equitable access and proximity for all populations within the community is an important step towards addressing health disparities and promoting good health for all.

Recreation and sports tourism activities are drivers that support local and regional economic development. As Bellingham continues to grow as a "destination city" it will be important to provide recreation and sports services, events and facilities to keep pace with demand. Such services have potential to provide increased or alternative sources of revenue for both private and public providers and play an important role in economic development and a healthy recreation economy.

2.5 Maintenance Management & Volunteer Program

The existing system of 83 community parks, neighborhood parks, open space, trails and special use sites totaling 3,186 acres is currently maintained by a full-time equivalent (FTE) staff of 47.17 (33 permanent and 14.17 seasonal employees). Approximately 8,000 volunteers contribute over 20,000 hours annually through the Parks Volunteer Program to improve parks by removing invasive species and restoring and planting native plants.



Many Hands. Photo by Philip Humphries

Almost one-third (923 acres) of the properties can be classified as developed parks with the remaining

2,263 acres as open space and trail corridors. There is an additional 2,182 acre Recreational Use Easement on Galbraith Mountain managed by the Whatcom Mountain Biking Coalition.

In Spring 2019, the City took an important step forward by implementing a new computerized maintenance management system. This GIS-based software provides a unified approach to manage operational work activities and maintain capital assets by recording service requests, work orders, and inspections and allows the City better manage, project and plan park infrastructure into the

future. As the data is collected, baseline condition assessments for all park facilities can be developed to identify needed improvements as well as additional maintenance staff.

III. Existing Facilities

An extensive network of park, recreation, trails and open space facilities are available to Bellingham citizens provided by the City and other agencies including the County, School District, Port and State. The inventory of existing facilities is organized into those that are owned or managed by the City along with other agency facilities available to the general public within the City/UGA planning area. These are included in the City’s level-of-service metrics.

The inventory of existing facilities is divided into the following park classifications:

- Neighborhood Park
- Community Park
- Special Use Site
- Open Space
- Trail

“The nation behaves well if it treats its natural resources as assets which it must turn over to the next generation increased, and not impaired, in value.” – Theodore Roosevelt

Each classification is described along with a map locating and identifying each facility. A more detailed description of each park classification type, including approximate size, service area, development, and acquisition guidelines is included in Appendix A of the PRO Plan. A detailed inventory of existing park facilities, organized by ownership and classification, is also included in Appendix B of the PRO Plan.

Facility Classification	How Many
Community Parks	14 (2 undeveloped)
Neighborhood Parks	24 (2 undeveloped)
Special Use Sites	11
Open Spaces	45 (10 County or watershed acquisitions)
Trails	80.25 miles, 24 corridors
Total Facility Acres	3,186 (City only)
Galbraith Mt. Recreation and Conservation Easement (timber harvesting ongoing)	2,182 acres, 60 miles of single-track trail

3.1 Neighborhood Park (NP)

Neighborhood parks are the basic recreational focus and center of neighborhoods. They should be developed with both active and passive recreation activities and serve those living within a half-mile walk along a designated pedestrian route, sidewalk or trail (safe route). Neighborhood parks should accommodate a wide variety of ages and user groups: youth, adults, seniors and special needs populations. Creating a sense of place by bringing together the unique character of the site with that of the neighborhood is vital to a successful neighborhood park.

3.2 Community Park (CP)

Community parks are generally larger than neighborhood parks and are intended to serve a broader range of activities and users. Their focus is on meeting the recreation needs of the larger community with more specialized activities, as well as preserving unique landscapes, open spaces or environmental features. They allow for group activities and offer diverse recreation opportunities,

such as lighted programmed sports facilities not generally found at the neighborhood level. Due to their larger size, they are often designed to serve both as a neighborhood park function as well as having expanded and unique activities.

3.3 Special Use Site (SU)

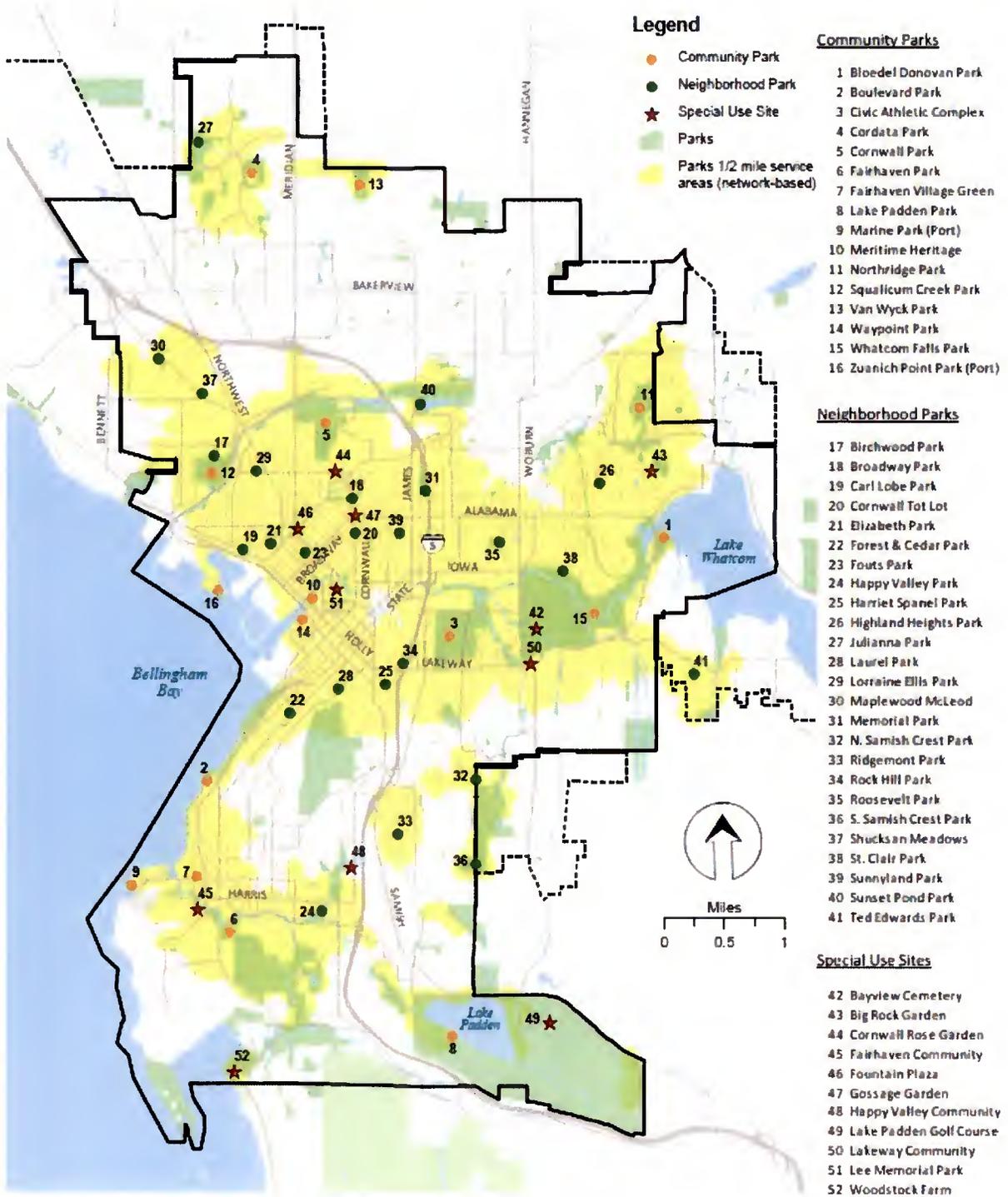
The special use classification covers a broad range of parks and recreation facilities oriented toward a single-purpose use. They often fall into three general categories:



Woodstock Farm in Summer. Photo by Tore Oftness.

- Cultural Facilities – unique resources offering historical, educational, visual/performance art or other similar experiences. These include gardens, art displays, and historic sites.
- Indoor Facilities – focused toward indoor uses, such as community centers, teen/senior centers, aquatic centers, etc.
- Unique Sites – generally, but not necessarily, a single use, of a significance that draws from a larger region. These may include arboretums, cemeteries, plazas, community gardens, golf courses, etc., especially when they are not in conjunction with other typical park amenities.

EXISTING FACILITIES PLAN • PARKS AND SPECIAL USE SITES



3.4 Open Space (OS)

Open space sites are generally lands set aside for preservation of significant natural resources, unique landscapes, or visually aesthetic or buffer functions. One of the major purposes of open space is to enhance the livability and character of a community by preserving as many of its natural areas as possible, as well as providing wildlife habitat in urban areas. Natural areas are essential to maintaining native plant and wildlife heritage in perpetuity.

Examples include sites with steep slopes, old or second-growth forests, wetlands, stream corridors, tidelands, meadows, agricultural lands, shorelines (salt or fresh water), storm water features, and/or watershed or aquifer recharge zones.



Chuckanut Creek passing through Arroyo Nature Area. Photo by Seam Stockburger.

New open space areas should link to existing open spaces to create a network of wildlife migration corridors and greenway trail corridors. These linked areas visually define and separate developed areas in accordance with the objectives of the Washington State Growth Management Act (GMA). The linked areas should lead to open space anchors: larger open space sites that help visually break up development patterns and preserve large tracts of ecologically important areas.

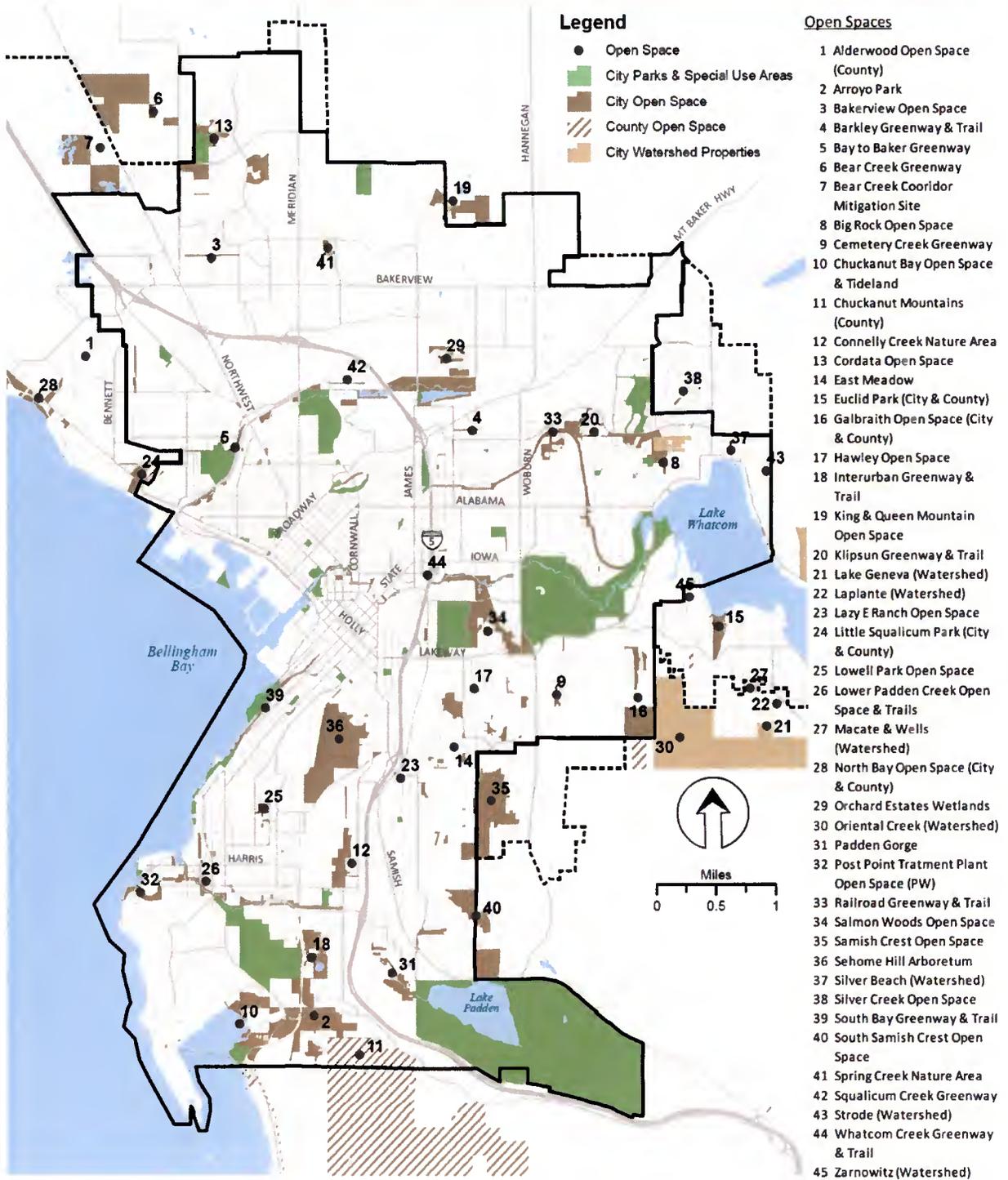
General Open Space Guidelines:

- *Protection may occur through acquisition or easements, development rights and other similar non-fee simple arrangements;*
- *Provisions for public access and interpretive use should be included where appropriate;*
- *Conservation of wildlife migration corridors and critical habitats should be considered;*
- *Habitat restoration and invasive species removal should occur; and*
- *Tax incentives, density bonuses, transfer rights and other methods should be encouraged.*

Open space may include trails and interpretive facilities that increase public awareness and appreciation of significant and visually interesting ecological features. Depending on site specific conditions and feasibility, supporting services such as wildlife viewing areas, trailheads, parking lots and restrooms may also be developed.

Open space may be located on independent properties or include portions of other sites provided for parks, recreation, trail corridors or other public facilities. Open space may also be preserved on privately-owned land, subject to public use agreements or easements, or on land acquired for public purposes such as stormwater management, watershed protection, and wastewater treatment sites.

EXISTING FACILITIES PLAN • OPEN SPACE



3.5 Trails (TR)

While trails may be categorized into many different types, for the purpose of the PRO Plan, trails are generally limited to non-motorized off-road linear pathways. Trails are intended to form a network throughout the planning area, linking neighborhoods, parks, schools, open spaces, civic facilities and commercial centers.

On-road systems (sidewalks and bike lanes) are included in the transportation element of the Comprehensive Plan which includes a pedestrian plan and a bike plan. Pedestrian and bike facility improvements can increase safe access to existing parks and trails. The community has expressed the desire for all non-motorized elements to be coordinated with an integrated system of directional signage and overlay maps. Therefore, the trail system should be coordinated and connected to the street system.

Trails should be developed for a variety of uses including walking, biking, running, and horseback riding. Trail widths and surfacing varies depending on the type of use and location. While multi-use trails are generally desirable, not all trails are appropriate for all uses. Narrower trails or trails in sensitive areas may be suitable for pedestrians only. Trails in

General Trail Guidelines:

- *Conserve natural features;*
- *Define urban identities;*
- *Link community facilities;*
- *Ensure safety/security along trail corridors;*
- *Provide identification, way-finding and directional signage along routes;*
- *Serve people with varied abilities;*
- *Promote commuter and other non-motorized transportation.*

Bellingham are often located within greenway corridors that preserve and enhance native vegetation and wildlife habitat.



Trail in Whatcom Falls Park. Photo by Roberta Hochreiter.

Trails that parallel established vehicular corridors or other transportation systems should be separated from them with a physical and/or visual barrier (vegetation, low walls, etc.). Trail corridors may include picnic areas, educational features or trailhead development located independently or shared with other types of park facilities.

Multipurpose trails should generally be developed to Washington State Department of Transportation (WSDOT) and American Association of State Highway & Transportation Officials (AASHTO) trail standards. Trails may be concrete, asphalt or a fine crushed rock base, provided the material meets the Americans with Disabilities Act (ADA) requirements and is usable by all age and skill groups. Select trail corridors, including those within the Waterfront District, should be concrete or asphalt to allow for a greater flexibility of use and accessibility.

Off-leash dog use should only be allowed on trails designated appropriate for that use. This may be accomplished through physical designations (e.g., only certain trail corridors) or through time limitations (e.g., late evenings or other non-peak times).

Trail corridors may be improved with trailhead services including benches, parking lots, restrooms, drinking water or other facilities. Where the trail is located in association with another park and recreation improvement or public facility, the trailhead may be improved with picnic, playgrounds and informal lawn areas.

Shoreline trails may be unimproved and may cross over tidelands. Trails may also include boardwalks developed over wetlands, other water bodies or on top of jetty breakwaters to provide access to waterfront activities and viewpoints along lakes, natural areas, or Bellingham and Chuckanut Bays.

3.6 Galbraith Mountain



What a View. Photo by Kyle Stitt

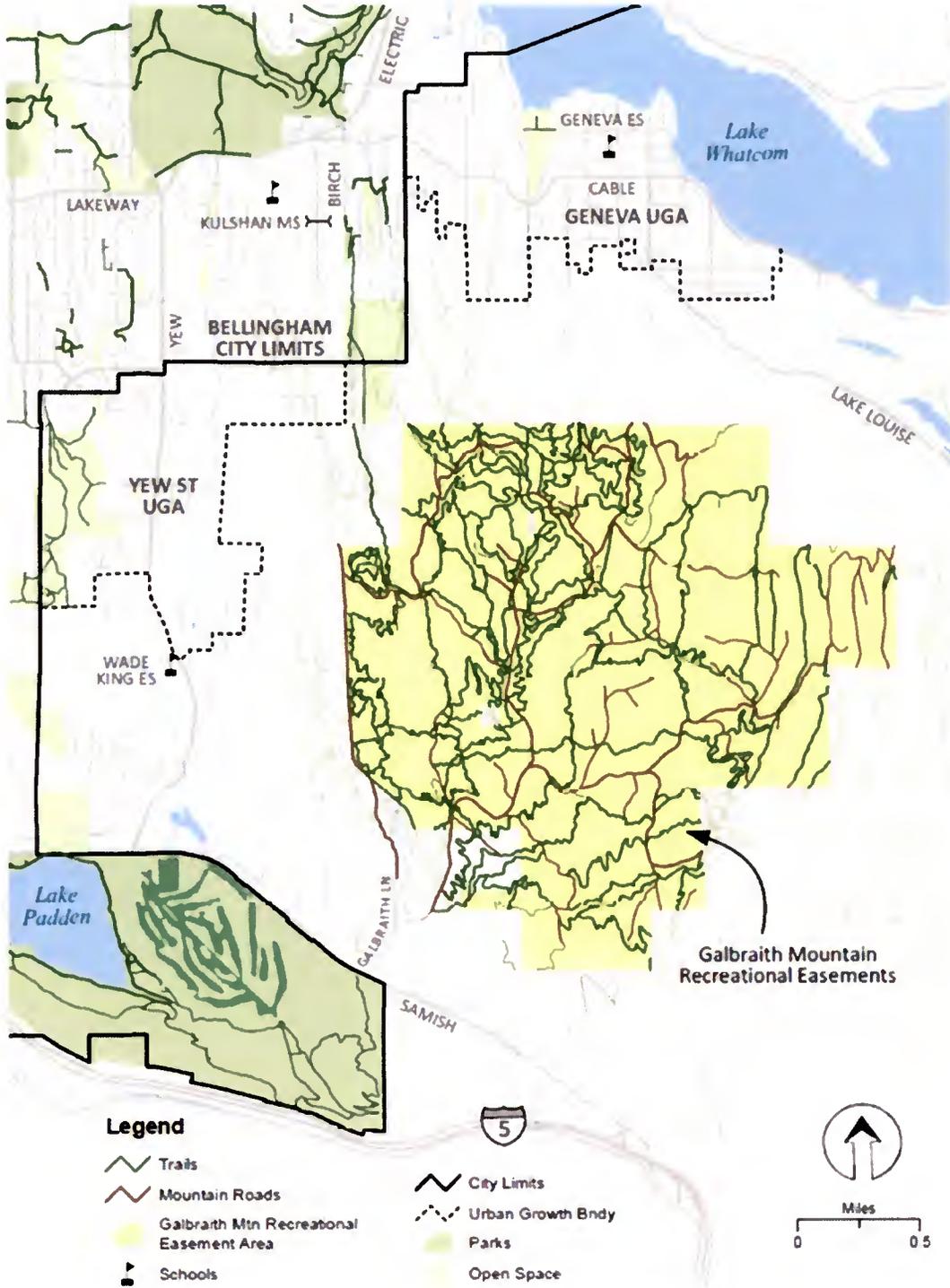
In July of 2018, the City of Bellingham, Whatcom Land Trust, and Galbraith Tree Farm LLC entered into a purchase and sale agreement that secured the public's recreational use of up to 65 miles of trails on Galbraith Mountain and protected over 2,000 acres from development in perpetuity. Whatcom Land Trust contributed \$250,000 to the purchase and the City of Bellingham Greenway Funds contributed \$2.75 million for a total of \$3 million. The acquisition adjoins 4,250 acres of public land managed by Whatcom County.

Galbraith Mountain is a world-renowned mountain biking destination located east of Bellingham between Lake Padden and Lake Whatcom. Mainly used by mountain bikers, the trails are open to horse riders, hikers, and trail runners. For over 30 years the Whatcom Mountain Bike Coalition (WMBC) has worked to keep Galbraith Mountain open for recreational use coordinating with hundreds of volunteers to help maintain and build trails. Due to the topography, size, and number of trails available, Galbraith offers mountain bikers a wide variety of trail experiences for varying skill levels.

With approximately 1,023 acres located directly within the Lake Whatcom Watershed, this agreement provides important protection for Whatcom County's drinking water supply. Galbraith Mountain will remain a working tree farm, with Galbraith Tree Farm continuing to harvest timber in a sustainable fashion.

An interactive map (not managed by City of Bellingham) is located here: <http://www.galbraithmountainmap.com/>. There are currently no E-Bikes or other motorized devices allowed on Galbraith Mountain.

EXISTING FACILITIES PLAN • GALBRAITH MOUNTAIN



IV. Land and Facility Demand

Level of service (LOS) standards for park, recreation, and open space land and facilities can help a community plan and budget for the demands of a growing and changing population. This plan articulates multiple LOS standards and tools that can be used to ensure a spectrum of measurement possibilities. These standards will help measure specific land and facility demands through the 20-year planning period, or 2040. LOS is expressed several ways in this plan: the proximity of facilities to the population (service area), as a ratio of land to the population (acres per 1,000 people), maintenance and enhancement LOS, and an overall system dollar value per capita.

Multiple Level of service standards ensure a spectrum of assessment possibilities.

4.1 Service Area LOS



Community input meeting at Bloedel Donovan. Photo by Steven Janiszewski.

A park system’s LOS may be measured in a multitude of ways, including quantity of acres per person, walking distance proximity to parks and trails, equitable distribution and maintenance of park facilities, public satisfaction with facilities, participation in parks programs, costs to maintain the park system, and facility service areas.

Citizens desire easy access to park and recreation facilities with equitable distribution across the community. The City has adopted a goal that every resident lives within a half-mile walk for both a park and a trail. The recommendations in this plan were developed with this LOS goal in mind.

The Port of Bellingham and Whatcom County provide additional land for park, recreation and open space within the UGA planning area that is included in the service area LOS. School facilities are not included in the service area LOS as they are not always available but are considered when determining the facilities available to a neighborhood. Other major recreational areas, such as the Mount Baker National Recreation Area, North Cascades National Park, and Mount Baker National Forest, also provide a variety of recreational opportunities at a more regional level.

4.2 Population Ratio LOS

The National Recreation & Park Association (NRPA) recognizes the limitations of the population ratio methodology, first developed in 1930, and since 1996 has recommended a community-based ratio be developed to reflect the specific conditions and unique nature of each community. The [2019 NRPA Agency Performance Review](#) states that “there is not a single set of standards for parks and recreation because *different agencies serve different communities* that have unique needs, desires and challenges.”

Bellingham’s ratio of population to acres is significantly higher than the average according to the NRPA. The average of reporting agencies is 10.1 acres to 1,000 residents, with 2,181 residents per park. However; no two agencies measure things the same, some only include developed parks in their calculations.

The existing ratio of land to population level-of-service standard uses existing population estimates from the average American Community Survey Demographic Profiles. The ratio is calculated by dividing the total City or UGA acres of land in each park classification by the respective population. The same calculation is used for existing or proposed (existing acres divided by existing population and proposed acres divided by proposed population) as expressed per 1,000 people. UGA population includes both the City and UGA 2019 estimated populations. The plan recognizes residents of the unincorporated UGA are already using existing parks and are therefore included in calculating the existing land ratio of acres/1,000. This is detailed in Table 4.6.1.

Although several parks are not yet developed, the acreage is part of the park system and is calculated as part of the current land to population ratio (i.e. Cornwall Beach Park, Van Wyck Park, North and South Samish Crest Parks).

4.3 System Value LOS

Table 4.6.1 shows the existing park acres per 1,000 and system cost per capita and the 2040 proposed acres per 1,000 and cost per capita within the Bellingham planning area.



Waypoint Park’s Old-School slide. Photo by Robin Eldore.

The per capita value of the existing park system of \$6,189/person was derived by adding total land facility improvements for the existing park system and dividing by the 2019 City population. This is done for City-owned facilities only, since that is the basis for the Park Impact Fee. Cost data used to develop these estimates are defined by each activity type (e.g., cost per acre of land, ball field or playground) in the Existing Facilities Table in Appendix B.

Proposed land and facility quantities were derived by applying average park sizes and facility improvements to the parks, open space, and trails identified through the community input process. Specific recommendations such as the location of each proposed park or trail are described in greater detail in Chapter 5 and specific detail in Appendix C. The values are based on current dollar cost data developed from land sale information, land value data, bid documentation, and other local cost data. Raw land cost and facility improvement or construction costs are included.

The total value of the proposed recommendations is divided by the projected 2040 population to determine the proposed value per capita LOS standard. A more detailed description of how these figures relate to the Park Impact Fee calculation can be found in the Bellingham Municipal Code, Chapter 19.04.

The forecast population for Bellingham and the UGA projects an increase from 100,567 people in 2019 to an estimated 130,468 people by the year 2040, an increase of 29,901 people for the 20-year planning period. This number assumes all current UGA areas will be incorporated into the City within the planning period. This forecasted population will require all types of park, recreation and open space lands and facilities within the planning area.

2019 Value City Only = \$6,070/Capita

2040 Value All UGA = \$5,012/Capita

4.4 Maintenance Standards LOS

One of the primary goals of the Parks and Recreation Department is to maintain parks that are clean, safe and accessible for all park users. In the past, we lacked a solid methodology to determine the overall costs associated with maintaining parks, Maintenance primarily focused on routine tasks and reactive or emergency repairs to an aging infrastructure as some new facilities were added.

Maintenance management principles are now utilized to develop individual maintenance management plans (MMP) for new parks facilities. The MMP identifies maintenance tasks and the frequency, expressed in staff hours per each task, over a calendar year. MMP labor statistics, past budget expenditures for services and supplies, along with an inflation factor have used to develop biennial budget requests to maintain current assets and keep up with system growth. Using this methodology, 4.75 FTE have been added in response to new parks or trail developments, increased workloads from new programs, and to address critical ongoing repairs to aging infrastructure, as well as increased maintenance obligations for mitigation and restoration areas.

Further development will include preventative maintenance schedules, assigning maintenance scores to park assets, prioritizing capital maintenance projects based on condition assessments, building reports, and interfacing with the City-wide financial system. Ultimately, maintenance standards for each type of park will be used in developing levels of service for each park or groups of parks.

As new recommendations for park, recreation, and open space facilities move forward through the approval process, analytics from the Cityworks software will provide detailed and accurate estimates for staffing, maintenance, and operating costs.

4.5 Park Enhancement Prioritization Tool (PEP Tool)

In addition to setting goals to establish park maintenance standards, this plan also creates the first methodology that incorporates socio-economic factors into how upgrades and enhancements to existing facilities are prioritized.

Once similar types of existing facilities are inspected and given condition assessments, staff will use the Park Enhancement and Prioritization Tool to sort projects to ensure identified projects located in areas with the most need receive priority.

The PEP Tool, similar to prioritization criteria in other City-wide plans, will score similar groups of projects using an equally weighted rescaled value methodology. A simplified example using three

neighborhood park playgrounds is as follows. The actual data is rescaled to values based on minimum to maximum range of 1 to 10.

	% Multi-family housing ½ mile	% of families on free or reduced school lunches	Population within ½ mile	Final Score	Priority
Playground A	15% = 0.0	20% = 2.9	1245 = 1.5	4.4	3
Playground B	25% = 2.0	14% = 0	650 = 0	2.0	4
Playground C	50% = 7.0	23% = 4.3	4500 = 10	21.3	2
Playground D	65% = 10	35% = 10	2500 = 4.8	24.8	1

Implementation of this methodology will result in capital repairs and upgrades targeting those areas with the highest population served, lowest income, and highest percentage multi-family housing. Health and safety upgrades always take precedent, but with general upgrades, this method will be very helpful to ensure equitable distribution of limited maintenance funds to those areas that are most in need.

4.6 Projection Summary

Over the 20-year planning period, residents should not experience a noticeable reduction in the LOS for parks. The proposed recommendations, if implemented, require the addition of approximately 103.9 acres of land for neighborhood and community parks, special use sites, trails and open space. Although the overall land acreage ratio is expected to decrease, more of the population are projected to live within a one-half mile walk of a park and a trail. The recommendations, if implemented will provide a balance of passive and active recreational opportunities that are well distributed throughout the community. Special use sites and open space often reflect unique opportunities and environments and may not be equally distributed by neighborhood throughout the community.

2019 City Population = 90,110

2019 UGA Population = 10,457

2019 Total Population = 100,567

2040 Projected Population = 130,468

Since the PRO Plan is updated every six years, the growth, cost and budget implications can be monitored and adjusted based on revised community preferences and population projections with the 2020 plan update. The City can use community input provided during the regular six-year PRO Plan updates in combination with new LOS tools and population forecasts to adequately plan for future growth.

If the proposed recommendations are not implemented, the City may experience a loss of public accessibility and lack of preservation of more sensitive and appealing environmental sites, particularly within the developing urban growth areas. Likewise, not implanting the plan could preclude the purchase and development of suitable lands for active recreation, such as playgrounds, picnic shelters, athletic fields and courts, and other land-intensive recreational facilities. This may result in crowding of existing recreational facilities and reduce the availability of organized programs requiring travel to other jurisdictions outside the planning area to meet the demand. The following Table 4.6.1 shows a comparison between the existing and 2040 proposed population and park statistics per 1,000 population if the recommendations are implemented.

TABLE 4.6.1

Existing Park System Acres - City & UGA							
Ownership	Total Land	Trail Miles	Neighborhood Parks	Community Parks	Special Use Sites	Open Space	Total value/capita
City of Bellingham	3,186.7	80.25	123.1	1,413.4	295.7	1,354.5	\$6,070
Lake Whatcom Watershed	264.8					241.7	
Port of Bellingham	37.2	2.1		7.9	4.3	25	
Whatcom County	131.1	1.3	6.7		1.5	122.9	
Total Existing UGA	3,619.8	83.7	129.8	1,421.3	301.5	1,744.1	

Proposed Park System Additions - City & UGA							
	Total Land	Trail Miles	Neighborhood Parks	Community Parks	Special Use Sites	Open Space	Total value/capita
City of Bellingham	103.9	46.25	27	0	0.6	76.3	\$6,070
Total Existing UGA by 2040	3,723.7	129.9	156.8	1,421.3	302.1	1,820.4	\$5,012

Park System Standard - City & UGA							
	Total Land	Trail Miles	Neighborhood Parks	Community Parks	Special Use Sites	Open Space	Total value/capita
2019 City Existing/1000	35.4	0.9	1.4	15.7	3.3	15	\$6,070
2019 City + UGA /1000	35.9	0.8	1.3	14.1	3	17.3	
2040 City + UGA /1000	28.5	1	1.2	10.9	2.3	13.9	\$5,012

V. Recommendations



Acid Ball at Waypoint Park. Photo by Jerry Legault.

The following recommendations for park, recreation and open space facilities in Bellingham are based on the results of existing inventories, needs analysis (trends, population, level-of-service), public input, workshop, and surveys. A detailed list of each proposed facility is included in Appendix C of the PRO Plan. Items marked with a grey box are listed in the adopted Capital Facilities Plan; those that say “ADD” will be added in subsequent budget cycles.

All recommendations presented here are done with the understanding that they will only be implemented as opportunity, funding, and feasibility allow.

All land acquisitions and capital projects are subject to further approval by the City Council.

It is specifically NOT the intention of this plan that any recommendation included here limit the City’s ability to act on an opportunity that may arise.

5.1 Neighborhood Parks (NP)

Specific recommendations for neighborhood parks in Bellingham include:

5.1.1 Policy Recommendations Neighborhood Parks (NP)

- Neighborhood parks should be located within a safe half-mile route of residential development.
- Acquire and develop new neighborhood parks in the City limits and as areas annex in the general vicinity shown on the map.
- Improve or add restrooms at neighborhood parks where feasible and provide a guide to restrooms that are available during winter months.
- Use the Parks Enhancement Prioritization Tool to prioritize enhancements and upgrades to existing facilities.



Birchwood Park. Photo by Sabine Fuller.

- Evaluate opportunities to enhance or expand existing features to increase potential uses.

5.1.2 Project Recommendations Neighborhood Parks (NP)

Recommendations	Funded 2019/2020	High 2021/2022	Medium 2023/2024	Low 2025/2026
Acquire and develop neighborhood park in the Bakerview corridor				
Renovate and upgrade Shuksan Meadows Park				
Develop Julianna Park				
Develop Maplewood/McLeod Park				
Add additional park amenities at Sunset Pond Park			ADD	
Acquire a Neighborhood Park in Happy Valley			ADD	
Plan and develop North Samish Hill Park				ADD

5.2 Community Parks (CP)

Specific recommendations for community parks in Bellingham are as follows:

5.2.1 Policy Recommendations Community Parks (CP)

- Community parks should be distributed throughout the City with approximately one park for every four square miles, and served by designated pedestrian routes, sidewalks or trails.
- Develop waterfront parks according to the Waterfront District Subarea Plan.
- Create capital maintenance plans for each Community Park.
- Evaluate opportunities to enhance or expand existing features to increase potential uses.



Lake Padden Park. Photo by Sean Stockburger.

5.2.2 Project Recommendations Community Parks (CP)

Recommendations	Funded 2019/2020	High 2021/2022	Medium 2023/2024	Low 2025/2026
Construct new restrooms at Boulevard Park				
Develop Cordata Park Phase 2				
Explore partnership with YMCA and Arne Hanna Aquatic Center		ADD		
Complete a master plan for Fairhaven Park's Chuckanut Community Forest				
Complete Boulevard Park cleanup of South State Street Manufactured Gas Plant				
Replace roof at Bloedel-Donovan multi-purpose building		ADD		
Implement recommendations from Cornwall Memorial Park Task Force		ADD		
Collaborate on donation of Bloedel-Donovan swim docks				
Collaborate on donation of Galbraith/Lake Padden parking lot				
Master Plan and develop Van Wyck Park				
Develop Cornwall Beach Park				
Civic Complex, make needed improvements including: <ul style="list-style-type: none"> • Replace dugouts at Geri Fields • Replace scoreboard at Civic Stadium • Lighting assessment 			ADD	
Improve drainage conditions at multi-use field in Lake Padden Park			ADD	
Squalicum Creek Park - complete remaining master planned improvements				ADD
Replace natural field surfaces with synthetic surfaces to maximize use at Geri Fields, Squalicum Creek Park and other sites				ADD

5.3 Special Use Sites (SU)

As a result of the public process and the needs analysis, specific recommendations for special use sites in the Bellingham park system include:

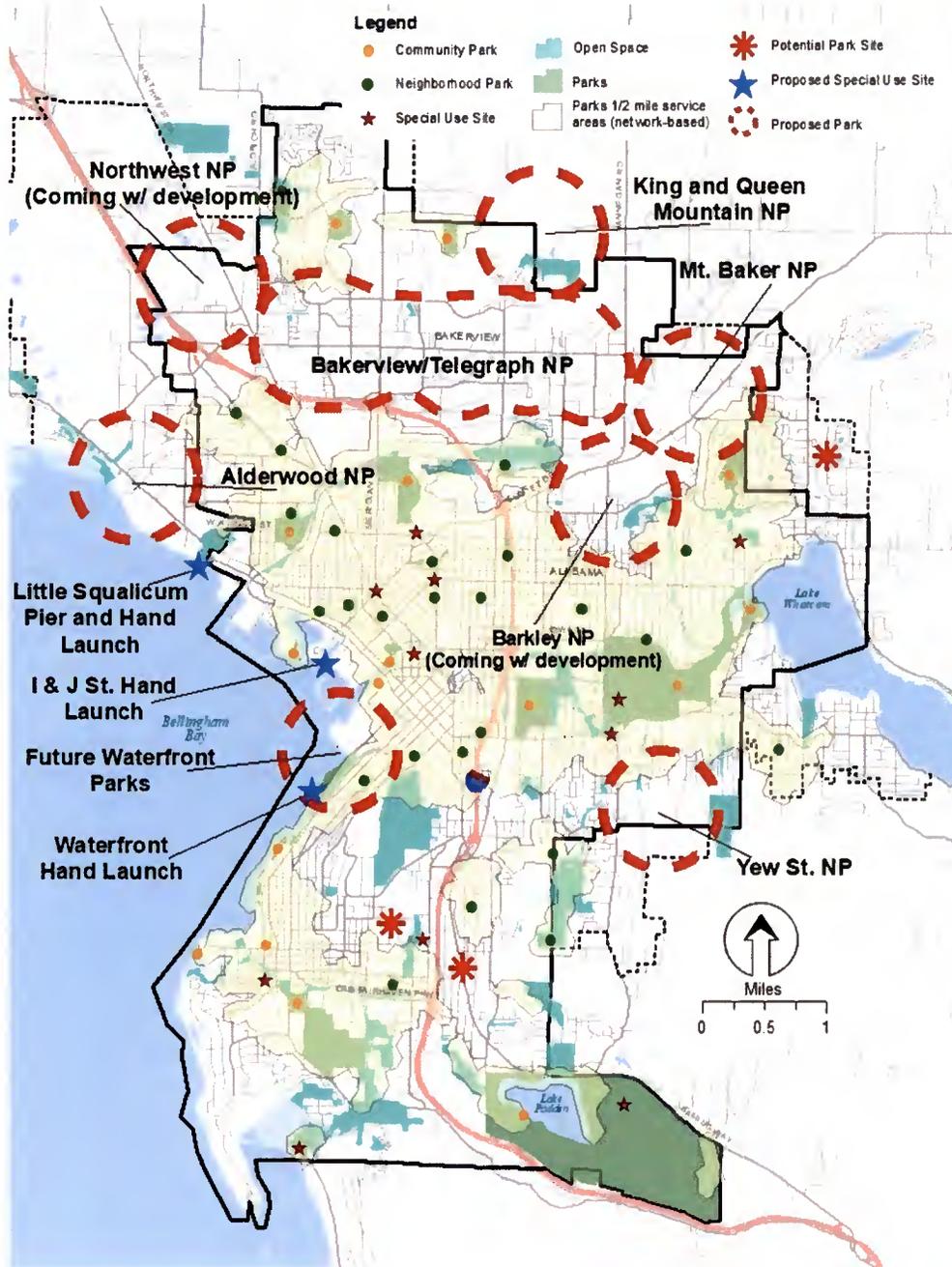
5.3.1 Policy Recommendations Special Use (SU)

- Acquire and develop new hand-carry boat launch or landing facilities in conjunction with park development in the Waterfront District and at other locations.
- Identify appropriate location for a north end skate park.
- Acquire or develop new or improved town square or plaza space downtown and in urban villages such as Old Town, Samish and at Fountain Plaza.
- Explore opportunity for pickleball/sports pavilion.

5.3.2 Project Recommendations Special Use (SU)

Recommendations	Funded 2019/2020	High 2021/2022	Medium 2023/2024	Low 2025/2026
Acquire and renovate the pier for public access at Little Squalicum Park.		ADD		
Add parking, ADA access and trail connectivity to Woodstock Farm and develop a strategic management and maintenance plan.		ADD		
Provide identified improvements to community gardens and form a committee to propose a strategic management and maintenance plan.		ADD		
Implement master plan improvements at Big Rock Garden, including improved fencing.		ADD		

RECOMMENDED FACILITIES PLAN • PARKS AND SPECIAL USE SITES



5.4 Open Space (OS)

As a result of the public process and the needs analysis, specific recommendations for open space in Bellingham include:

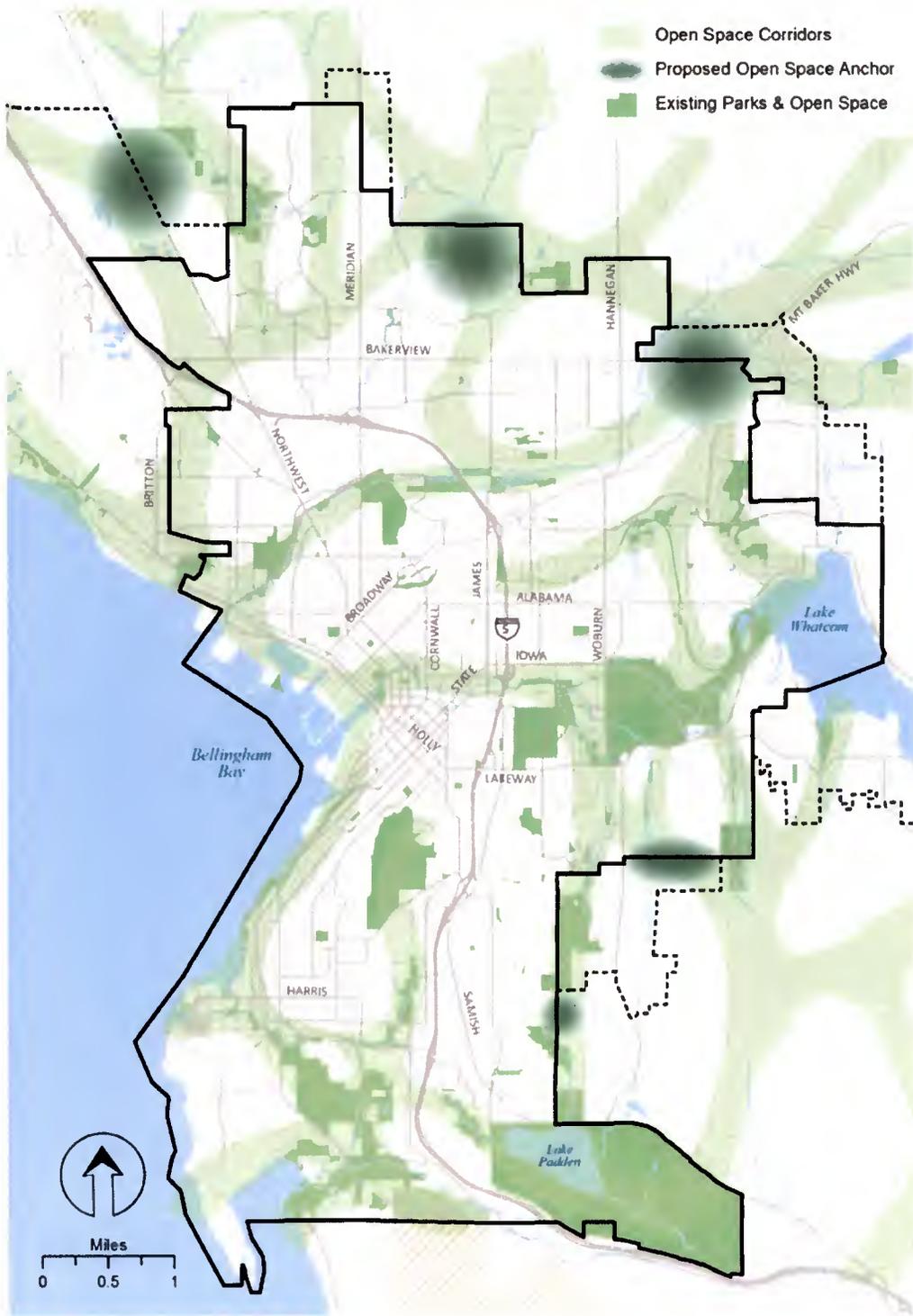
5.4.1 Policy Recommendations Open Space (OS)

- Acquire additional greenway corridors as identified on the map following this section.
- Acquire additional open space anchors in the general vicinity of the areas identified on the following map.
- Acquire additional salt waterfront land and tidelands to expand the network of open space and public access along Bellingham Bay.
- Evaluate Samish Crest open space for surplus or land swap opportunities.
- Develop a prioritization strategy and monitoring to guide maintenance and restoration of open spaces.
- Expand dog waste program.
- Participate in development of a City-wide herbicide use plan that incorporates an integrated pest management approach.
- Pursue Bakerview/Telegraph habitat restoration opportunities.

5.4.2 Project Recommendations Open Space (OS)

Recommendations	Funded 2019/2020	High 2021/2022	Medium 2023/2024	Low 2025/2026
Improve parking and wayfinding at Riley Open Space.		ADD		
Prioritize and implement recommendations of Urban Forestry Management Plan on Parks open space.		ADD		
Develop access to King and Queen Mountain Greenway.			ADD	
Complete Little Squalicum Estuary restoration		ADD		

RECOMMENDED FACILITIES PLAN • OPEN SPACE



5.5 Trails (TR)

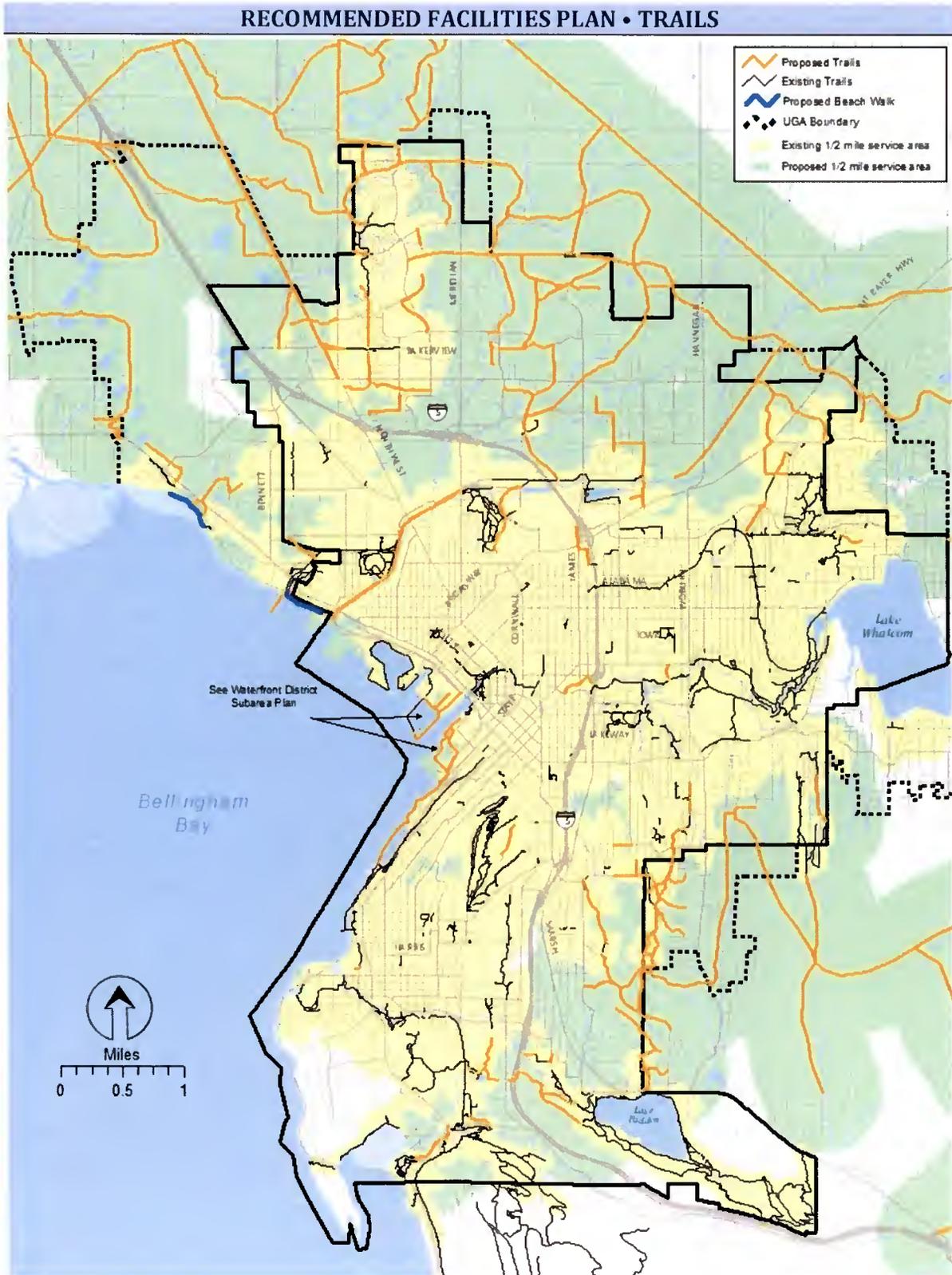
Originally based on the [North Bellingham Trail Plan](#), Bellingham’s proposed trail map was updated extensively during this planning process to more accurately reflect development patterns, critical areas and targeted corridors. As a result of the public process and the needs analysis, specific recommendations for multi-purpose trails in Bellingham include:

5.5.1 Policy Recommendations Trails (TR)

- Acquire and/or develop new trail connections as shown on the following map in order to provide an off-street trail within a half mile of every resident in Bellingham.
- Coordinate with Public Works to identify opportunities for better trail, habitat corridor, sidewalk and bike route connectivity.
- Institute a maintenance replacement program to monitor, maintain, improve and/or replace trail features, including bridges, boardwalks and stairs.
- Connect Cordata Park, Whatcom Community College and Van Wyck Park.
- Acquire and/or develop trailheads (parking, signage, restrooms, picnic areas, etc.) at Galbraith Mountain area, Woodstock Farm, Fairhaven Park’s, Chuckanut Community Forest and North Chuckanut Trailhead.
- Acquire and develop a trail corridor to extend the Northridge Park Trail west.
- Pursue easements to connect Bay to Baker Trail to King and Queen Mountain Greenway.
- Pursue connections from Little Squalicum Park northwest to Alderwood/Airport area.
- Develop trails to fulfill the Waterfront District Subarea Plan.

5.5.2 Project Recommendations Trails (TR)

Recommendations	Funded 2019/2020	High 2021/2022	Medium 2023/2024	Low 2025/2026
Acquire trail corridor along Squalicum Creek.				
Extend trail along Whatcom Waterway as development occurs.				
Samish Crest – complete connection to Lake Padden.				
Connect Riley Open Space and the Cordata Trail.		ADD		
Evaluate and replace bridges – Wildflower, Civic, Silver Creek.		ADD	ADD	
Acquire and improve trailhead parking and access to Galbraith from the north.			ADD	
Complete Locust Beach trailhead and trail improvements.				ADD



VI. Implementation

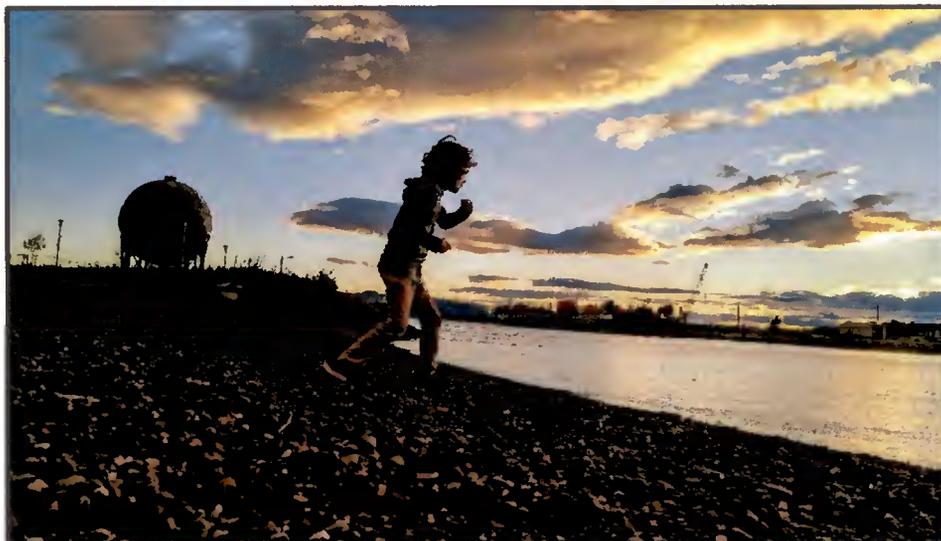
The financial strategy for Bellingham Parks and Recreation for the next six to 20-year period should generate enough revenue to maintain existing facilities, provide recreational program services, renovate facilities, and implement priority projects from the proposed recommendations.

The following forecasts are based on average trends in capital facility fund expenditures by the City during recent years. However, it should be noted that priorities shift over time, responding to new interests, opportunities, and community decision making processes. The City's six-year Capital Facilities Plan (CFP) is updated at least bi-annually in part to reflect these changes.

Recommendations outlined in Chapter 4 of the PRO Plan total approximately \$107 million in today's dollars. This includes improvements to existing facilities, as well as additional land and facilities to serve new growth. Projected revenue sources for park system improvements through the year 2040 could provide enough funding for the priority projects with traditional funding sources as estimated with the assumptions shown in the following table. Detailed costs for proposed recommendations are included in Appendix C of the PRO Plan. The 2019 and 2020 approved six-year Capital Facilities Plans are included in Appendix D of the PRO Plan.

6.1 Revenue and Expenditures

Table 6.1 outlines options for capital revenue sources and projected expenditures through the year 2040 and corresponds with the adopted level-of-service discussed in Chapter 4 and the recommendations included in Chapter 5 of the PRO Plan. A detailed description of the projects and costs is in Appendix C of the PRO Plan. A description of the funding sources and assumptions made for each item in the tables is listed on the following pages.



Waypoint Park at Sunset. Photo by Robin Eldore.

TABLE 6.1 PRO Plan Projected Funding and Expenditures

Revenue	Funding Estimates for 2020-2040				Notes
REET				\$5,000,000	Estimated REET funding for park projects
Greenway IV Levy				\$10,000,000	Existing balance and projected revenue allocated for recommended projects
5 th Greenway Levy or Metropolitan Park District				\$40,000,000	Assumes renewal starts 2024
Grants & donations				\$5,000,000	Estimate based on 5-year history
Park Impact Fees				\$5,000,000	Existing balance allocated for recommended projects
Total Revenue				\$65,000,000	
Total Proposed Costs in 2019 \$				(107,012,013)	
Required additional revenue				\$ 42,012,013	
Potential PIF Fees	31%	\$1,881.70	29,901	\$56,264,711	Assumes continued 31% fee assessed for all projected population growth

As this is a long-range strategic plan and not a financing plan, both revenues and expenditures are in estimated 2019 dollars and do not include inflation. This plan assumes that both expenditures and revenues will increase over time and that projects will be implemented as funding becomes available. As each project is scheduled for implementation, costs and revenues will be updated. When new parks are developed, additional staffing will also be required for maintenance and operations. Those costs are not quantified in this estimate.

Pubic Survey – top 2 Essential budget priorities:

1. Maintaining and improving existing parks, trails, and facilities
2. Protecting open space and habitat

Project improvements (acquisition or facilities) and maintenance and operations costs will be adjusted as needed to match available revenue sources concurrent with the annual Capital Facilities Plan budget process. The PRO Plan is updated every six years with an updated forecast of revenues and expenditures.

Any potential difference between the total revenue and the actual cost of improvements could be made up through a variety of means including an increase in the park impact fee, bonding for specific project improvements, decreasing the LOS, or through the use of development agreements requiring land dedications or improvements as a condition of annexation or rezones.

6.2 Capital Maintenance Needs

The most recent Greenway levy authorized 25% (approximately \$1.25 million per year) to be spent on capital maintenance needs. Therefore, the proposed facilities improvements in Appendix C include \$20 million in capital maintenance costs over the 20-year planning period. This assumes continued support for maintenance and operations at existing funding levels, and anticipates the significant improvements required to upgrade existing aging infrastructure. Costs for additional staff resources are not included.

As described in Section 4.4, the City will be utilizing a computerized maintenance management system to track and manage assets and maintenance plans, with the overall goal of being much more proactive than reactive.

6.3 Funding Sources

6.3.1 REET Real Estate Excise Tax



Taylor Dock at Sunset. Photo by Linda Wright.

REET revenue has been used to pay off the Civic Field Bond, help fund large capital maintenance projects, and set aside to fund future waterfront development projects, including parks and roads. As the economy picks up, and bonds are paid off, more REET revenue may be available for capital projects, including development of waterfront parks. A recent change in State law allows more flexibility for using REET funds for maintenance.

6.3.2 Greenway Levies

Since 1990, Bellingham citizens have approved four property tax levies to fund acquisition, development and maintenance of Bellingham's park system. Included in the table are existing levy balances from the fourth levy, as well as future revenues, with no growth in valuation assumed. This plan assumes a continued levy support, either using the existing Greenway Levy model or a Metropolitan Parks District, at similar levy levels for the full plan term.

6.3.3 Grants

The City has received an average of \$1 million annually over the last five years from various sources, including Washington Recreation and Conservation Office grant programs, federal Transportation Enhancement grants and Department of Ecology grants. This plan estimates a total of \$5 million in grant funding over a 20-year period.

6.3.4 Park Impact Fees

In 2006, the City began assessing a Park Impact Fee on new residential units. Future funding from Park Impact Fees is estimated based on future City population projections and is entirely dependent on new residential development activity. The City expects an additional 29,110 new residents by the year 2040, the difference between the current and projected urban growth area/City population. This calculation assumes that all urban growth areas will incorporate into the City during that time frame.



Squalicum Creek in Cornwall Park. Photo by Kristen Krussow

6.4 Revenue Source Description

A general description of the different types of revenue resources that may be used to fund park, recreation and open space programs or facilities is presented in Appendix E of the PRO Plan. Some are restricted to development only while others may be used for operations and maintenance. These are listed in no particular order and with no reference to the feasibility or recommendation of implementing each revenue source.

Appendix A

Park Classification

The intent of parks and recreation classifications is to aid in making acquisition and design decisions for park sites, facilities and the organization of recreation space which is responsive to public needs, creates quality recreational experiences and facilities that can be effectively maintained.

Park classifications are primarily based on National Parks and Recreation Association (NRPA) guidelines and consider types of uses, size and relative service area of each park. The classifications used in Bellingham include:

1. Parks & Recreation
 - a. Neighborhood Parks
 - b. Community Parks
 - c. Special Use Sites
2. Open Space
3. Trails

The guidelines below are for general purposes only. Actual acquisition and/or development of a park site will depend on several factors which should be considered in connection with classification guidelines when making planning decisions. These can include goals or needs for a given area, usually defined through a community process, or site-specific information such as topography, critical areas, access, zoning regulations, etc., that may limit the use of a given site.

Park classifications establish several essential elements for park land based generally on the types of recreational uses and services to be provided. The following describes the park classifications for Bellingham, generally modified from the NRPA standards to reflect the Bellingham community preferences. In all cases, the approximate size of each park type shown below is a general parameter only. Actual size should be based on the land area needed to accommodate desired uses. Service areas shown may also vary as physical characteristics, such as topography or major roadways, may reduce the service area if access is limited by these factors. Park lighting and general crime prevention through environmental design (CPTED) principles should also be considered during the design process to promote safety and security within park settings.

Neighborhood Parks

1. **General Description:** A neighborhood park is the basic recreational focus and center of a neighborhood. They should be developed for both active and passive recreation activities geared specifically for those living within the service area. They should also accommodate a wide variety of age and user groups, including children, adults, seniors and special populations.

Creating a sense of place by bringing together the unique character of the site with that of the neighborhood is vital to successful neighborhood park design.

2. Approximate Size: 2 to 10 acres.
3. Service Area: ½ mile radius.
4. Acquisition Guidelines: Neighborhood parks should be centrally located within the neighborhood it serves. Vehicular access may be provided through arterial roadways or local neighborhood streets. Citizens should be able to walk to these parks without having to cross a major arterial street. Some portion of the total acreage should be upland "developable" land of a size sufficient to support the desired uses for that neighborhood.
5. Development Guidelines: Since each neighborhood is unique, neighborhood input should be used to determine the development program for the park. In general, development should provide a balance between active and passive recreation uses and should represent the characteristics and context of the community in which it is located. Where active recreation is provided, it should be intended for primarily informal, unstructured activities, or smaller programmed activities that will not overburden the supporting infrastructure (parking, restroom, etc.). The following activities are intended to serve as a general guideline only:
 - a. *Parking* - generally limited to around 2-10 stalls. While the intent is for neighborhood parks to be walkable to most residences in the area it serves, parking may still be needed to support those uses that need greater assistance, such as seniors or those with disabilities. Americans with Disabilities Act (ADA) requirements should be met in all cases. On street parking may be used to meet these criteria.
 - b. *Site Furnishings* - such as bike racks, benches, trash receptacles, park signage, picnic tables and drinking fountains.
 - c. *Restrooms* - may be provided where space and funding allow. This could include permanent, semi-permanent or portable facilities.
 - d. *Play Area* - with climbing structures, swings or other similar elements, designed for a variety of ages and abilities.
 - e. *Picnic* - tables, barbecue and/or small group shelters.
 - f. *Open grass lawn areas*.
 - g. *Sport facilities* - compatible with neighborhood setting and park site constraints, such as:
 - Basketball: half court or full court
 - Volleyball, tennis, bocce ball, pickleball
 - Softball/baseball field (informal or youth)
 - Soccer field (informal or youth)
 - h. *Other* - features as need or site conditions allow that may help create diversity and a unique character to each individual park. These may include public art, skateboard elements, climbing walls, or other similar elements. Where provided, these should generally be smaller in nature to fit the scale and context of the neighborhood park setting.
 - i.

Community Parks

1. **General Description:** Community parks are larger in size and are intended to serve a broader range of activities and users. Their focus is on meeting the recreation needs of several neighborhoods with more specialized activities, as well as preserving unique landscapes, open spaces or environmental features. They allow for group activities and offer other recreation opportunities not generally found at a neighborhood level. Due to their larger size, they are often designed to serve a neighborhood park function as well and generally include all of the same neighborhood park activities as well as additional unique characteristics described above.
2. **Approximate size:** 20-60 acres.
3. **Service Area:** 4-mile radius.
4. **Acquisition Guidelines:** The land available for anticipated uses and the quality of the natural resource base should play a defining role in locating potential community park sites. They should be located adjacent to a major arterial or other collector street to provide easy vehicular as well as pedestrian and other multi-modal access. The proximity of other park types should also be considered as the types of activities found in a community park may overlap with other park functions. Some portion of the total acreage should be "developable" land of a size sufficient to support the desired uses for that park.
5. **Development Guidelines:** Surrounding neighborhood and larger community or city-wide input should be used to determine the development program for a community park. In general, development should provide a balance between active and passive recreation uses and should represent the characteristics and context of the community in which it is located. Where active recreation is provided, it is generally intended for larger programmed activities such as sports league practices, games and/or tournaments. Active recreation, such as sports fields, in community parks may have additional support facilities not found at a neighborhood level, such as bleachers, fencing, dugouts, concessions, synthetic turf and/or lighting. The following activities are in addition to neighborhood park guidelines and are intended to serve as a general guideline only:
 - a. *Parking* - generally larger in size to support more organized activities and larger group events. May be anywhere from 20-100 or more stalls depending on the intended uses.
 - b. *Restrooms* - should generally be provided and should provide permanent facilities where feasible. Additional portable facilities may be needed during peak season or for special organized events.
 - c. *Picnic* - larger group shelters that can be programmed and/or rented out for special events.
 - d. *Specialized Uses* - that may not be feasible to provide in every neighborhood park. These may include:
 - Spray park
 - Skateboard Park
 - Off leash area

- Fishing docks or piers
 - Waterfront access
 - Regional trail connections
 - Education/demonstration areas
 - Outdoor stage/amphitheater
- e. *Concessions/Vendors* - for food, beverage, rentals, etc. as feasible and demand allows.

Special Use Sites

1. **General Description:** The special use classification covers a broad range of parks and recreation facilities oriented toward a single-purpose use. They often fall into three general categories:
 - *Cultural Facilities* - unique resources offering historical, educational, visual/performance art or other similar experiences. These include museums, theaters, galleries, libraries and other civic sites.
 - *Indoor Facilities* - geared toward indoor uses, such as gymnasiums, community centers, teen/senior centers, aquatic centers, ice arenas, etc.
 - *Unique Sites* - generally a single use, but smaller than a regional park and not necessarily of a significance that might draw from a larger regional base. These may include arboretums, cemeteries, plazas, sports stadiums, farmer's markets, marinas, etc. - especially when they are not in conjunction with other typical park amenities.
2. **Approximate Size:** Varies.
3. **Service Area:** Varies.
4. **Acquisition Guidelines:** As specialized, single use facilities, special use parks should be selected based on the function that they are intended to serve. They should be situated such that sufficient infrastructure could be developed or already exists to support the intended use, including major arterials, buses and other mass transit capabilities as necessary. They should also have access to multi-modal connections.
5. **Development Guidelines:** Special use parks should be developed to maximize their intended uses. They generally do NOT include the same activities as those found in other park types. Activities provided will depend solely on the type of intended uses for the park and the influence of the community or region as expressed through a public process, so are not listed individually with this section.

Open Space

1. **General Description:** Open space sites are generally lands set aside for preservation of significant natural resources, landscapes, open space and visual aesthetic or buffering functions. One of the major purposes is to enhance the livability and character of a community by preserving as many of its natural amenities as possible, as well as providing wildlife habitat in

urbanized areas. These may include both individual sites that exhibit natural resources, or lands that are unsuitable for development but that offer other natural resource potential. Examples include sites with steep slopes, old or second growth forests, wetlands, stream corridors, tidelands, shorelines (salt or fresh water), storm water features, and/or watershed or aquifer recharge zones.

2. Approximate Size: Varies.
3. Service Area: Varies.
4. Acquisition Guidelines: The quality of the natural resource should play a defining role in locating potential open space sites and may be quite different than other park classifications. For example, they may not necessarily need good access, vehicular or multi-modal, if they are intended for preservation purposes. Limited access in this case may be more desirable. For the same reason, there is not the same need for "developable" land unless the site is intended for regional trailheads, interpretive facilities, environmental learning center, conference/retreats or other similar auxiliary uses. Therefore, acquisition guidelines are much more flexible to respond to opportunities as they may become available.

Sites that connect to other parks, open space or natural features should be considered, as well as those that provide wildlife corridors through urban or urbanizing areas, though no priority is intended in these guidelines, unless stated otherwise in other sections of this plan.

Preservation techniques beyond simple fee acquisition should also be considered, such as preservation easements, dedications, conservation grants or programs, trusts, development regulations and zoning codes. Tax incentives, density bonuses and other "trade-offs" should be considered to help encourage these types of alternative preservation techniques.

5. Development Guidelines: Because open space sites serve primarily a preservation function, development should be limited. Access, where provided, may include trails, minor trailhead and/or educational features. Because of the limited nature of development on these sites, specific activities are not listed individually in this section.

Trails

1. General Description: While trails may be categorized into many different types, for the purpose of this plan, trails is limited to generally include off-road multi-use trails only. Trails within parks are shown in individual park development plans and on-street non-motorized facilities (sidewalks and bikeways) are included in the transportation element of the Comprehensive Plan. Trails in this context are intended to form a network of connections in and around the planning area, between neighborhoods and parks, schools, open space, civic facilities and commercial centers.
2. Approximate Size: Varies (linear); generally 15'-50' wide.
3. Service Area: ½ mile radius.

4. Acquisition Guidelines: Trails should be located within open space or greenway corridors whenever possible. They may also be located adjacent to streams, stream corridors or within utility right-of-ways, abandoned railroad corridors or expanded roadway networks where they can be separated from vehicular traffic by landscape or other natural features. Larger areas may be needed at key locations along trail corridors to support trailhead development as outlined below. Trails should be considered an integral part of the transportation network.
5. Development Guidelines: In general, trail development should meet local and state departments of transportation or public works standards, as needed. They should also consider AASHTO guidelines and ADA accessibility requirements. Consideration should be given to the trail surfacing and drainage patterns early in the design process. The following activities may be included with supporting trailhead development, as feasible, and is intended to serve as a general guideline only:
 - a. *Parking* - generally limited to around 2-5 stalls unless at a major trailhead location when more parking may be anticipated. On street parking may be used to meet these criteria.
 - b. *Site Furnishings*- such as benches, trash receptacles, wayfinding signage, picnic tables and drinking fountains.
 - c. *Restrooms* - may be provided where space and funding allow. This could include permanent, semi-permanent or portable facilities.
 - d. *Other* - features as needs or site conditions allow.

Appendix B

Existing Facilities Tables

See the attached tables of Existing Facilities, both within and outside the planning area as referenced in *Chapter 3* of the Parks, Recreation and Open Space Comprehensive Plan.

Various sources and data are used to calculate existing and proposed land and facility costs including:

- Recent public land acquisition costs
- Professional Real Estate Appraisal services
- Land valuation comparisons - Whatcom County Assessor information (Selecting all privately-owned property inside city limits (e.g. NOT = “City of Bellingham”, “Whatcom County”, “Washington State”, “Port of Bellingham”, “Bellingham School District”, etc..) with less than \$10,000 improvement value (our typical threshold for saying something is “vacant”) AND a valid land value, yields 2,713 acres with a total land value of \$366,333,311 or \$135,029 per acre.)
- Public agency bid data including Parks and Recreation, Public Works and Washington State Department of Transportation
- Means Construction Cost data
- Construction trend information

The following abbreviations are used in the tables:

*	Facility not shown on maps in plan
AC	Acre
AQ	Aquatic Land
BSD	Bellingham School District
BTC	Bellingham Technical College
COB	City of Bellingham
CP	Community Park
EA	Each
LF	Linear Foot
NP	Neighborhood Park
N/A	Not Applicable
OS	Open Space
PRI	Private
POB	Port of Bellingham
ROW	Right-of-Way
ROS	Right-of-Way Streetscape
SU	Special Use Site
SF	Square Foot
TR	Trail
UGA	Urban Growth Area

WCC Whatcom Community College
WWU Western Washington University
WA Washington State
WC Whatcom County
WS Watershed

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Name	Designation	Ownership	Parking Lot Space (ea)	Land (acres)	Trail (acres)	Picnic Shelter (ea)	Playground (ea)	Restroom (ea)	Basketball (ea)	Volleyball - sand (ea)	Multi-Use Field (ea)	Beach (ea)	Boat Launch - ramp (ea)	Hand Boat Launch (ea)	Community Center/Meeting Room (sf)	Informal Lawn (acres)	Dock/Pier (sf)	Picnic Table (ea)	Bench (ea)	Trash Can (ea)	Concessions (sf)
Arroyo Park	OS	COB-PARK	0	85.9	2.41	0	0	0	0	0	0	0	0	0	0	0.00	0	0	3	0	0
Bakerview Open Space	OS	COB-FIN	0	5.3	0.57	0	0	0	0	0	0	0	0	0	0	0.00	0	0	0	0	0
Barkley Greenway & Trail	OS	COB-PARK	0	4.9	0.67	0	0	0	0	0	0	0	0	0	0	0.00	0	0	0	0	0
Barkley Woods	OS	COB-FIN	0	0.2	0.00	0	0	0	0	0	0	0	0	0	0	0.00	0	0	0	0	0
Bay to Baker Greenway & Trail	OS	COB-PARK	0	7.5	1.30	0	0	0	0	0	0	0	0	0	0	0.00	0	0	0	0	0
Bayview Cemetery	SU	COB-PARK	5	67.7	0.00	0	0	1	0	0	0	0	0	0	0	0.00	0	0	0	0	0
Bear Creek Open Space	OS	COB-FIN	0	78.6	1.97	0	0	0	0	0	0	0	0	0	0	0.00	0	0	0	0	0
Bellingham High School Trail Easement	OS	BSD	0	0.2	0.18	0	0	0	0	0	0	0	0	0	0	0.00	0	0	0	0	0
Big Rock Garden Park	SU	COB-PARK	7	2.7	0.45	0	0	1	0	0	0	0	0	0	0	0.00	0	0	8	1	0
Big Rock Open Space	OS	COB-PARK	0	10.4	0.46	0	0	0	0	0	0	0	0	0	0	0.00	0	0	0	1	0
Birchwood Park	NP	COB-PARK	11	4.0	0.23	1	1	1	2	0	0	0	0	0	0	0.00	0	10	9	5	0
Bloedel Donovan Park	CP	COB-PARK	243	19.1	0.17	0	1	3	2	1	1	1	1	1	1	3.17	2545	24	3	13	1109

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Name	Designation	Ownership	Parking Lot Space (ea)	Land (acres)	Trail (acres)	Playground (ea)	Restroom (ea)	Basketball (ea)	Multi-Use Field (ea)	Dog Off-Leash Area (acres)	Beach (ea)	Boat Launch - ramp (ea)	Hand Boat Launch (ea)	Informal Lawn (acres)	Dock/Pier (sf)	Picnic Table (ea)	Bench (ea)	Trash Can (ea)	Auditorium/Amphitheater (ea)	Concessions (sf)
Bloedel Donovan Park (water)	AQU	COB-PARK	0	12.3	0.00	0	0	0	0	0.0	0	0	0	0.00	0	0	0	0	0	0
Boulevard Park	CP	COB-PARK	105	13.7	1.20	1	2	0	0	0.0	1	0	1	2.42	34189	11	52	13	0.5	2103
Boulevard Park (water)	AQU	COB-PARK	0	1.4	0.00	0	0	0	0	0.0	0	0	0	0.00	0	0	0	0	0	0
Broadway Overlook	SU	COB-PW	0	0.3	0.00	0	0	0	0	0.0	0	0	0	0.00	0	0	0	1	0	0
Broadway Park	NP	COB-PARK	0	6.7	0.16	1	1	1	1	0.0	0	0	0	3.36	0	2	2	3	0	0
Carl Lobe Park	NP	COB-PARK	0	0.6	0.00	1	0	0	0	0.0	0	0	0	0.00	0	1	2	1	0	0
Cemetery Creek Greenway	OS	COB-PARK	0	6.4	0.00	0	0	0	0	0.0	0	0	0	0.00	0	0	0	0	0	0
Central Waterfront Walkway	n/a	PORT	10	0.0	0.71	0	0	0	0	0.0	0	0	0	0.00	0	0	0	0	0	0
Chuckanut Bay Open Space - North	OS	COB-PARK	0	27.2	0.29	0	0	0	0	0.0	1	0	1	0.00	0	0	0	0	0	0
Chuckanut Bay Open Space - South	OS	COB-PARK	0	21.0	0.36	0	0	0	0	0.0	0	0	0	0.00	0	0	1	0	0	0

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Chuckanut Bay Open Space and Tidelands (water)	AQU	COB-PARK	0	56.4	0.00	0	0	0	0	0	0	0	0	0.00	0	0	0	0	0	0	0	0	0	0	0
Civic Athletic Complex	CP	COB-PARK	938	69.9	1.20	0	1	8	0	0	0	6	2	2000	0.00	4	3	15	1	1	1	0	1862	0	0
Connelly Creek Nature Area	OS	COB-PARK	0	29.5	1.19	0	0	0	0	0	0	0	0	0.00	0	0	0	0	0	0	0	0	0	0	0
Cordata Open Space	OS	COB-PARK	0	32.8	0.99	0	0	0	0	0	0	0	0	0.00	0	5	0	0	0	0	0	0	0	0	0
Cordata Park	NP	COB-PARK	49	25.0	1.09	1	1	1	0	0	0	0	0	0.00	1.16	12	16	6	1	0	0	0	0	0	1
Cornwall Beach Park	CP	COB-PARK	0	20.3	0.00	0	0	0	0	0	0	0	0	0.00	0	0	0	0	0	0	0	0	0	0	0
Cornwall Memorial Park	CP	COB-PARK	186	68.0	3.40	2	2	2	1	4	1	0	0	0.00	6.53	38	20	16	0	0	0	0	0	1	1
Cornwall Rose Garden	SU	COB-PARK	0	0.5	0.00	0	0	0	0	0	0	0	0	0.00	0	1	0	0	0	0	0	0	0	0	0
Cornwall Tot Lot	NP	COB-PARK	0	0.2	0.00	0	1	0	0	0	0	0	0	0.00	0	2	1	0	0	0	0	0	0	0	0
Dumas Ave Open Space	OS	COB-PARK	0	0.1	0.00	0	0	0	0	0	0	0	0	0.00	0	0	0	0	0	0	0	0	0	0	0
East Meadow	OS	COB-FIN	0	0.9	0.07	0	0	0	0	0	0	0	0	0.00	0	0	0	0	0	0	0	0	0	0	0
Elizabeth Park	NP	COB-PARK	0	4.5	0.43	0	1	1	1	2	0	0	0	0.00	3	10	3	0	0	0	0	0.5	0	0	0

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Name	Designation	Ownership	Parking Lot Space (ea)	Land (acres)	Trail (acres)	Picnic Shelter (ea)	Playground (ea)	Restroom (ea)	Basketball (ea)	Tennis/Pickleball (ea)	Multi-Use Field (ea)	Community Center/Meeting Room (sf)	Informal Lawn (acres)	Picnic Table (ea)	Bench (ea)	Trash Can (ea)	Auditorium/Amphitheater (ea)	Community Garden (ea)	Spray Park (ea)
Euclid Park	OS	COB-PARK	0	20.1	0.18	0	0	0	0	0	0	0	0.00	0	0	0	0	0	0
Euclid Park (water)	AQU	WC	0	3.0	0.00	0	0	0	0	0	0	0	0.00	0	0	0	0	0	0
Fairhaven Community Garden	SU	COB-PARK	0	0.4	0.00	0	0	0	0	0	0	0	0.00	1	0	0	0	1	0
Fairhaven Park	CP	COB-PARK	91	136.9	2.18	2	1	2	2	2	1	2004	2.76	21	16	5	0	0	1
Fairhaven Village Green	SU	COB-PARK	0	0.4	0.00	0	0	1	0	0	0	0	0.08	0	19	5	0.5	0	0
Fever Creek Nature Area	OS	COB-FIN	0	10.8	0.11	0	0	0	0	0	0	0	0.00	0	0	0	0	0	0
Forest & Cedar Park	NP	COB-PARK	0	1.6	0.08	0	1	1	1	0	0	0	0.00	3	1	1	0	0	0
Fountain Plaza	NP	COB-FIN	0	0.1	0.00	0	0	0	0	0	0	0	0.00	0	0	0	0	0	0
Fouts Park	NP	COB-PARK	0	1.2	0.15	0	1	0	0	0	0	0	0.00	2	0	1	0	0	0
Galbraith Mountain Open Space	OS	COB-FIN	9	51.4	1.75	0	0	0	0	0	0	0	0.00	0	0	0	0	0	0
Gibson Plaza	SU	COB-PARK	0	0.2	0.00	0	0	0	0	0	0	0	0.00	0	0	0	0	0	0
Gossage Gardens Plaza	SU	COB-FIN	0	0.2	0.00	0	0	0	0	0	0	0	0.00	0	0	1	0	0	0
Happy Valley Community Garden	SU	PVT	0	0.8	0.00	0	0	0	0	0	0	0	0.00	0	0	0	0	1	0

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Happy Valley Park	NP	COB-PARK	0	5.1	0.34	1	1	0	0	0	0	0	0.0	0	0	0	0.00	0	4	2	1	0
Harriet Spanel Park	NP	COB-PARK	0	2.0	0.33	1	1	0	1	0	0	0.25	0.0	0	0	0	0.00	0	6	6	2	0
Hawley Open Space	OS	COB-FIN	0	15.0	0.00	0	0	0	0	0	0	0	0.0	0	0	0	0.00	0	0	0	0	0
Highland Heights Park	NP	COB-PARK	0	1.1	0.06	0	1	0	1	0	0	0	0.0	0	0	0	0.00	0	2	2	1	0
Interurban Greenway & Trail	OS	COB-PARK	17	93.1	3.47	0	0	0	0	0	0	0	0.0	0	0	0	0.00	0	0	2	0	0
Julianna Park	NP	COB-PARK	0	19.2	0.49	0	0	0	0	0	0	0	0.0	0	0	0	0.00	0	3	6	0	0
King/Queen Mountain Open Space	OS	COB-FIN	0	47.8	0.00	0	0	0	0	0	0	0	0.0	0	0	0	0.00	0	0	0	0	0
Klipsun Greenway & Trail	OS	COB-PARK	0	18.1	1.34	0	0	0	0	0	0	0	0.0	0	0	0	0.00	0	0	0	0	0
Lake Padden Golf Course	SU	COB-PARK	157	205.1	0.00	0	0	1	0	0	0	0	0.0	0	0	0	0.00	0	0	0	0	2330
Lake Padden Open Space	OS	COB-PARK	0	35.6	0.00	0	0	0	0	0	0	0	0.0	0	0	0	2.26	0	0	0	0	0
Lake Padden Park	CP	COB-PARK	367	558.0	9.76	2	2	3	2	2	2	0	2.2	1	1	1	6.61	1935	53	26	21	0
Lake Padden Park (water)	AQU	COB-PARK	0	151.0	0.00	0	0	0	0	0	0	0	0.0	0	0	0	0.00	0	0	6	0	0

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Name	Designation	Ownership	Parking Lot Space (ea)	Land (acres)	Trail (acres)	Playground (ea)	Basketball (ea)	Dog Off-Leash Area (acres)	Informal Lawn (acres)	Picnic Table (ea)	Bench (ea)	Trash Can (ea)	Community Garden (ea)
Lakeway Community Garden	SU	COB-PARK	0	1.8	0.00	0	0	0.0	0.00	0	0	0	1
Laurel Park	NP	COB-PARK	7	2.2	0.09	1	1	0.0	0.00	1	3	1	0
Laurelwood Trail Open Space	OS	ROW	0	2.3	0.37	0	0	0.0	0.00	0	0	0	0
Lazy E Ranch Open Space	OS	COB-FIN	0	2.3	0.00	0	0	0.0	0.00	0	0	0	0
Lee Memorial Park	SU	COB-PARK	0	1.2	0.00	0	0	0.0	0.68	1	5	0	0
Lenora Court Open Space	OS	COB-FIN	0	0.1	0.00	0	0	0.0	0.00	0	0	0	0
Lincoln Creek Open Space	OS	COB-FIN	0	1.3	0.00	0	0	0.0	0.00	0	0	0	0
Little Squalicum Park	OS	WC	14	25.0	1.16	0	0	1.8	0.00	0	0	1	0
Lockwood Open Space	OS	COB-FIN	0	16.5	0.00	0	0	0.0	0.00	0	0	0	0
Lorraine Ellis Park	NP	COB-PARK	0	0.5	0.00	1	0	0.0	0.42	0	2	1	0
Lowell Park Open Space	OS	COB-PARK	0	5.4	0.37	0	0	0.0	0.00	0	0	0	0
Lower Padden Open Space & Trail	OS	COB-FIN	0	7.4	0.50	0	0	0.0	0.00	0	0	0	0

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Name	Designation	Ownership	Parking Lot Space (ea)	Land (acres)	Trail (acres)	Restroom (ea)	Community Center/Meeting Room (sf)	Informal Lawn (acres)	Picnic Table (ea)	Bench (ea)	Trash Can (ea)	Auditorium/Amphitheater (ea)
Maplewood/Mcleod Park (Potts)	NP	COB-PARK	0	5.8	0.28	0	0	0.00	0	0	0	0
Maritime Heritage Park	CP	COB-PARK	27	12.6	1.42	2	1463	3.29	2	14	10	1
Memorial Park	NP	COB-PARK	0	7.6	0.07	0	0	0.67	1	13	1	0
Mian Shores LLA Open Space	OS	COB-PARK	0	0.4	0.00	0	0	0.00	0	0	0	0
North Bay Open Space	OS	COB-FIN	0	14.1	0.35	0	0	0.00	0	0	0	0
North Bay Open Space (Holmes 2013)	OS	COB-FIN	0	0.4	0.00	0	0	0.00	0	0	1	0
North Bay Open Space (Neher 2013)	OS	COB-FIN	0	1.0	0.00	0	0	0.00	0	0	0	0
North Bay Open Space (water)	AQU	COB-FIN	0	11.2	0.00	0	0	0.00	0	0	0	0
North Samish Crest Open Space	OS	COB-FIN	0	119.2	1.02	0	0	0.00	0	0	0	0
Northridge Park	CP	COB-PARK	3	38.8	2.12	0	0	0.00	1	4	0	0
Old Village Trail	ROW	COB-PARK	0	1.0	0.31	0	0	0.00	0	0	0	0

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Name	Designation	Ownership	Parking Lot Space (ea)	Land (acres)	Trail (acres)	Playground (ea)	Restroom (ea)	Basketball (ea)	Multi-Use Field (ea)	Skate Park (ea)	Dog Off-Leash Area (acres)	Picnic Table (ea)	Bench (ea)	Trash Can (ea)
Orchard Estates Open Space	OS	COB-FIN	0	14.5	0.00	0	0	0	0	0	0.0	0	0	0
Padden Gorge	OS	COB-PARK	0	31.0	0.67	0	0	0	0	0	0.0	0	0	0
Padden Lake Hills Open Space	OS	COB-FIN	0	0.7	0.00	0	0	0	0	0	0.0	0	0	0
Palakika Trail	ROW	PVT	0	0.3	0.22	0	0	0	0	0	0.0	0	0	0
Park Operations	OS	COB-PARK	15	5.4	0.00	0	0	0	0	0	0.0	1	1	0
Peabody Plaza	OS	COB-PARK	0	0.4	0.00	0	0	0	0	0	0.0	0	0	0
Post Point Treatment Plant Open Space	OS	COB-FIN	0	13.0	0.72	0	0	0	0	0	1.0	0	3	1
Railroad Greenway & Trail	OS	COB-FIN	0	30.2	4.06	0	0	0	0	0	0.0	0	0	1
Ridgemont Park	NP	COB-PARK	0	1.0	0.05	1	0	1	0	0	0.0	1	1	1
Right-of-Way	ROW	COB-PW	0	9.9	1.74	0	0	0	0	0	0.0	0	1	0
Rock Hill Park	NP	COB-PARK	0	1.2	0.02	1	0	1	0	0	0.0	1	1	0
Roosevelt Park	NP	COB-PARK	9	6.7	0.48	1	1	2	1	0.25	0.0	6	0	3

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Name	Designation	Ownership	Parking Lot Space (ea)	Land (acres)	Trail (acres)	Picnic Shelter (ea)	Playground (ea)	Restroom (ea)	Basketball (ea)	Tennis/Pickleball (ea)	Multi-Use Field (ea)	Baseball/Softball - lighted (ea)	Skate Park (ea)	Dog Off-Leash Area (acres)	Informal Lawn (acres)	Picnic Table (ea)	Bench (ea)	Trash Can (ea)
Salmon Woods Open Space	OS	COB-PARK	0	45.1	0.98	0	0	0	0	0	0	0	0	0.0	0.00	0	0	0
Samish Glen Open Space	OS	COB	0	1.6	0.16	0	0	0	0	0	0	0	0	0.0	0.00	0	0	0
Sehome Hill Arboretum	OS	COB-FIN	4	139.0	7.13	0	0	0	0	0	0	0	0	0.0	0.00	0	0	1
Shuksan Meadows Park	NP	BSD	6	0.7	0.05	0	1	0	0	0	0	0	0	0.0	0.19	0	0	1
Silver Beach Open Space	OS	DNR	0	0.4	0.00	0	0	0	0	0	0	0	0	0.0	0.00	0	0	0
Silver Beach Open Space (water)	AQU	DNR	0	0.9	0.00	0	0	0	0	0	0	0	0	0.0	0.00	0	0	0
South Bay Greenway & Trail	OS	COB-FIN	0	14.0	3.44	0	0	0	0	0	0	0	0	0.0	0.00	0	0	0
South Samish Crest Open Space	OS	COB-FIN	0	38.3	0.00	0	0	0	0	0	0	0	0	0.0	0.00	0	0	0
Spring Creek Nature Area	OS	COB-FIN	0	5.3	0.12	0	0	0	0	0	0	0	0	0.0	0.00	0	0	0
Squalicum Creek Greenway & Trail	OS	COB-PARK	0	93.8	0.00	0	0	0	0	0	0	0	0	0.0	0.00	0	0	0
Squalicum Creek Park	CP	COB-PARK	56	36.2	1.78	1	2	2	2	0	1	2	1	1.7	4.13	22	14	9
St. Clair Park	NP	COB-PARK	7	3.7	0.18	0	1	1	0	0	0	0	0	0.0	0.00	2	1	1

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Name	Designation	Ownership	Parking Lot Space (ea)	Land (acres)	Trail (acres)	Picnic Shelter (ea)	Playground (ea)	Restroom (ea)	Basketball (ea)	Tennis/Pickleball (ea)	Informal Lawn (acres)	Dock/Pier (sf)	Picnic Table (ea)	Bench (ea)	Trash Can (ea)	Bike Park (ea)
Sunnyland Park	NP	COB-PARK	0	0.8	0.13	0	1	0	0	0	0.00	0	3	2	1	0
Sunset Pond Park	NP	COB-PARK	17	9.5	0.56	0	0	0	0	0	0.84	0	2	1	2	0
Sunset Pond Park (water)	AQU	COB-PARK	0	12.1	0.00	0	0	0	0	0	0.00	0	0	0	0	0
Sylvan Pond Open Space	OS	COB-FIN	0	0.4	0.00	0	0	0	0	0	0.00	0	0	0	0	0
VanWyck Park	CP	COB-PARK	0	19.9	0.00	0	0	0	0	0	0.00	0	0	0	0	0
Waypoint Park	CP	COB-PARK	0	1.1	0.21	0	1	0	0	0	1.13	0	0	10	0	0
Whatcom Creek Greenway & Trail	OS	COB-PARK	0	40.5	2.04	0	0	0	0	0	0.00	0	0	9	0	0
Whatcom Falls Park	CP	COB-PARK	104	254.2	7.08	2	2	2	2	2	2.90	110	30	15	9	1
Woodstock Farm	SU	COB-PARK	2	13.0	0.63	0	0	4	0	0	0.00	0	1	5	1	0
Woodstock Farm (water)	AQU	COB-PARK	0	1.4	0.00	0	0	0	0	0	0.00	0	0	0	0	0

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Total Existing City System	4			\$546,967,584	\$6,070	\$2,662
Spray Park (ea)	3		\$250,000	\$750,000	\$8	\$4
Disc Golf (ea)	1		\$200,000	\$200,000	\$2	\$1
Community Garden (ea)	3		\$150,000	\$450,000	\$5	\$2
Concessions (sf)	7404	\$500	\$3,701,850	\$41	\$18	
Auditorium/Amphitheater (ea)	2.5	\$1,200,000	\$3,000,000	\$33	\$15	
Baseball Park - field included (ea)	1		\$-	\$-	\$-	
Football/Track/Stadium - field and restrooms included (ea)	1		\$-	\$-	\$-	
Bike Park (ea)	3		\$-	\$-	\$-	
Trash Can (ea)	163		\$-	\$-	\$-	
Bench (ea)	328		\$-	\$-	\$-	
Picnic Table (ea)	275		\$-	\$-	\$-	
Dock/Pier (sf)	38779	\$143	\$5,545,440	\$62	\$27	
Informal Lawn (acres)	42.60	\$10,000	\$426,000	\$5	\$2	
Community Center/Meeting Room (sf)	14495	\$400	\$5,797,880	\$64	\$28	
Swimming/Aquatic (sq)	20000	\$800	\$16,000,000	\$178	\$78	
Hand Boat Launch (ea)	4	\$75,000	\$300,000	\$3	\$1	
TOTAL EXISTING CITY						
Facility Unit Cost						
Existing Total Facility Cost						
Existing Total Facility Cost/Capita						
Proposed Total Facility Cost/Household (2.28)						

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Name	Land (acres)	Designation	Ownership	Trail (miles)	Picnic Shelters (ea)	Playground (ea)	Restrooms (ea)	Beach (ea)	Boat Launch (ramp)	Hand Boat Launch (ramp)	Community Center (sf)	Notes
Airport - Marine Drive Trail	18.0	OS	POB	0								trail
Fairhaven - Marine Park	1.9	CP	POB		1	1	1	1				picnic shelter, sand beach, restrooms
Fairhaven - Padden Creek Lagoon Boat Launch	0.8	SU	POB						1			boat launch
Squalicum - Inner Harbor Promenade	2.0	TR	POB	2								lighted 1.5 mile, 12 wide paved trail with harbor view and ornamental plantings.
Squalicum - Harbor Boat Launch	3.5	SU	POB						1			boat launch
Squalicum - Tom Glenn Commons	1.6	CP	POB									plaza stage & viewpoint
Squalicum - Zuanich Point Park	4.4	CP	POB	X		1	1			1	1	transitory moorage, public art, Playground
Little Squalicum Beach	5.0	OS	POB					1				undeveloped beach and gravel parking
TOTAL EXISTING PORT	37.2			2.1	1	2	2	2	2	1	1	

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Name	Land (acres)	Designation	Ownership	Trail (miles)	Picnic Shelters (ea)	Playground (ea)	Restrooms (ea)	Neighborhood Park (acres)	Special Use Park (acres)	Open Space (acres)	Notes
Alderwood-Redwood Property	0.5	OS	WC							0.5	Lawn & tables
Bellingham Senior Center	1.0	SU	WC						1		
Chuckanut Mountain/City	100.0	OS	WC	1.3			1			100	Inside of the UGA.
Cottonwood Park	3.0	NP	WC					3.0			undeveloped
Euclid Park Parcel	2.1	OS	WC							2.1	undeveloped, tidelands
Galbraith Mountain	20.3	OS	WC	x						20.3	Just outside UA
Roeder Home	0.5	SU	WC						0.5		Historical Registry
Ted Edwards (Truax) Park	3.7	NP	WC		1	1		3.7			Neighborhood Park
COUNTY UGA SUBTOTAL	131.1			1.3	1	1	1	6.7	1.5	122.9	

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Name	Land (acres)	Designation	Ownership	Open Space (acres)	Notes
Lake Geneva Preserve (outside UGA)	7.7	WS	COB	7.7	2013 Lake Whatcom Watershed Properties within or adjacent to City UGA and managed by COB Public Works Department
Laplante (outside UGA)	2.0	WS	COB	2.0	
Macatee & Wells (outside UGA)	4.6	WS	COB	3.5	
Oriental Creek Preserve (outside UGA)	198.7	WS	COB	####	
Silver Beach Preserve (in City Limits)	22.1	WS	COB	19.0	
Strode (in City Limits)	1.0	WS	COB	1.0	
Zarnowitz (in UGA)	3.1	WS	COB	2.6	
TOTAL EXISTING COB WATERSHED	239.1				

Appendix C

Proposed Facilities Tables

See the attached tables of Proposed Facilities, including recommendations as referenced in *Chapter 7* of the Parks, Recreation and Open Space Comprehensive Plan.

Various sources and data are used to calculate existing and proposed land and facility costs including:

- Recent public land acquisition costs
- Professional Real Estate Appraisal services
- Land valuation comparisons - Whatcom County Assessor information (Selecting all privately-owned property inside city limits (e.g. NOT = "City of Bellingham", "Whatcom County", "Washington State", "Port of Bellingham", "Bellingham School District", etc..) with less than \$10,000 improvement value (our typical threshold for saying something is "vacant") AND a valid land value, yields 2,713 acres with a total land value of \$366,333,311 or \$135,029 per acre.)
- Public agency bid data including Parks and Recreation, Public Works and Washington State Department of Transportation
- Means Construction Cost data
- Construction trend information

The following abbreviations are used in the tables:

*	Facility not shown on maps in plan
AQ	Aquatic Land
CP	Community Park
NP	Neighborhood Park
OS	Open Space
SU	Special Use Site
TR	Trail

Name	Designation	Ownership	Parking Lot Space (ea)	Land (acres)	Trail (miles)	Picnic Shelter (ea)	Playground (ea)	Restroom (ea)	Basketball (ea)	Volleyball - sand (ea)	Tennis/Pickleball (ea)	Mult-Use Field (ea)	Baseball/Softball - Inlited (ea)	Skate Park (ea)	Dog Off-Leash Area (acres)	Beach (ea)	Hand Boat Launch (ea)	Community Center/Meeting Room (sf)	Informal Lawn (acres)	Dock/Pier (sf)	Concessions (sf)	Trailhead Parking (ea)	Disc Golf (ea)	Spray Park (ea)	Paved Plaza (ea)	All other Misc. \$\$	Notes
Alderwood Park	NP		10	3.0	0.20	1	1		0.5					0.5					0.50								
Barkley Park	NP		10	3.0	0.25	1	1	1	0.5										0.50								Expand Existing Open Space
Bay to Baker Greenway & Trail	OS	COB-PARK		5.0	2.00																						Complete trail
Bay to Baker to King Mountain Greenway and Trails	TR/OS			4.1	2.00																						
Big Rock Garden Park	SU	COB-PARK	10		0.25																						Improvements per master plan
Birchwood Park	NP	COB-PARK						1																			
Bloedel Donovan Park	CP	COB-PARK																							300,000		Roof on multi-purpose room
Boulevard Park	CP	COB-PARK						4								1											Complete Shorelines Improvements
Capital Maintenance, upgrades	ALL	COB-PARK																							20,000,000		
Central Bakerview Park	NP		10	5.0	0.25		1	1	0.5					0.5					1.00								
Chuckanut to Woodstock Greenway and Trail	TR/OS			1.0	0.50																	1					
Civic Athletic Complex	CP	COB-PARK																							1,000,000		Maintenance and upgrades

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Name	Designation	Ownership	Parking Lot Space (ea)	Land (acres)	Trail (miles)	Picnic Shelter (ea)	Playground (ea)	Restroom (ea)	Basketball (ea)	Volleyball - sand (ea)	Tennis/Pickleball (ea)	Multi-Use Field (ea)	Baseball/Softball - lighted (ea)	Skate Park (ea)	Dog Off-Leash Area (acres)	Beach (ea)	Hand Boat Launch (ea)	Community Center/Meeting Room (sf)	Informal Lawn (acres)	Dock/Pier (sf)	Concessions (sf)	Trailhead Parking (ea)	Disc Golf (ea)	Spray Park (ea)	Paved Plaza (ea)	All other Misc. \$\$	Notes	
Courthouse Plaza	SU			0.3																				1			per Old Town Neighborhood Plan	
Cordata Park	CP		100			1	1	1			4								500				1					
Cornwall Beach Park	CP	COB-PARK	250		2.00	3	1	2		2									1650	2.00		5050	1				Develop per master plan	
Cornwall Memorial Park	CP	COB-PARK																										per Old Town Neighborhood Plan
Depot Plaza	SU			0.3																				1			per Old Town Neighborhood Plan	
Dewey Valley	OS			5.0	2.00																							
Downtown Square and Plazas	NP			1.0																				2			To be determined with redevelopment	
East Bkerview Park	NP		10	5.0	0.50	1	1	1	0.5					0.25						1.00								
East Yew Street Park	NP		10	3.0	0.50		1	1	0.5					0.25	0.5				1.00									
Euclid Park	OS	COB-PARK			0.20																							
Fairhaven Park	CP	COB-PARK			5.00																		2			200,000	Drainage, entry improvements, trailhead, trails	
Fountain Plaza	NP	COB-FIN																						1		330,000	Improvements	
Happy Valley Park	NP	COB-PARK		1.0	0.25	1		1																				
I-5 Trail Crossing at Padden	TR			0.6	0.25																							
I and J Waterway Park	SU																1			0.25							Phase 4	

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Name	Designation	Ownership	Parking Lot Space (ea)	Land (acres)	Trail (miles)	Picnic Shelter (ea)	Playground (ea)	Restroom (ea)	Basketball (ea)	Volleyball - sand (ea)	Tennis/Pickleball (ea)	Multi-Use Field (ea)	Baseball/Softball - lighted (ea)	Skate Park (ea)	Dog Off-Leash Area (acres)	Beach (ea)	Hand Boat Launch (ea)	Community Center/Meeting Room (sf)	Informal Lawn (acres)	Dock/Pier (sf)	Concessions (sf)	Trailhead Parking (ea)	Disc Golf (ea)	Spray Park (ea)	Paved Plaza (ea)	All other Misc. \$\$	Notes
Interurban Greenway & Trail	OS	COB-PARK			2.00																	1					Chuckanut Community Forest
Juliana Park	NP	COB-PARK	11			1	1	1	0.5					0.25										1			Develop Existing Park
King/Queen Mountain Open Space	OS	COB-FIN			2.00																						
Lake Padden Park	CP	COB-PARK																								950,000	Drainage, field improvements
Little Squalicum Park	OS	WC	20					1									1				1800						Expand Parking, renovate pier
Lockwood Open Space	OS	COB-FIN		0.50																							
Maplewood/Mcleod Park (Potts)	NP	COB-PARK	5	0.10		1	1		0.5				0.5														
Maritime Heritage Park	CP	COB-PARK					1																				Playground restroom / year-around access
Mt Baker Park	NP		5	1.0	0.10		1		0.5																		North-South connection, assumes two
North Bay Open Space	OS	COB-FIN			2.00																						
North Bay Open Space (water)	AGU	COB-FIN																									
North Bellingham Greenway and Trails (other)	TR/OS			45.0	10.00																		3				All trails per master plan
Northwest Bellingham Open Space	OS				2.00																						
North Samish Park	NP	COB-FIN	10		0.50	1	1	1	0.5						0.5				2.00								Develop part of existing open space
Northridge Park	CP	COB-PARK				1	2	1	1					0.25													Develop existing park
Over Water Walkway	TR/OS				0.60																2400						

Name	Designation	Ownership	Parking Lot Space (ea)	Land (acres)	Trail (miles)	Picnic Shelter (ea)	Playground (ea)	Restroom (ea)	Basketball (ea)	Volleyball - sand (ea)	Tennis/Pickleball (ea)	Multi-Use Field (ea)	Baseball/softball - lighted (ea)	Skate Park (ea)	Dog Off-Leash Area (acres)	Beach (ea)	Hand Boat Launch (ea)	Community Center/Meeting Room (sf)	Informal Lawn (acres)	Dock/Pier (sf)	Concessions (sf)	Trailhead Parking (ea)	Disc Golf (ea)	Spray Park (ea)	Paved Plaza (ea)	All other Misc. \$\$	Notes
Padden to I-5 Greenway and Trails	TR/OS			2.4	1.00																						
Samish Crest Greenway and Trail	TR/OS			4.0	3.00																						Trailheads assumed with Samish Crest Park (north and south)
Samish Crest to Lookout Mt. Greenway and Trail	TR/OS				1.00																						
Sehome Bluff Trail - Downtown to Cornwall Beach	TR/OS			0.2	0.50																						
South Bay Greenway & Trail	OS	COB-FIN			1.00																						
South Samish Crest Park	NP	COB-FIN			0.50	1	1	1	0.5																		
Squalicum Creek Park	CP	COB-PARK	100					1					1					500									Phase 3, per master plan
Sunset Pond Park	NP	COB-PARK				1	1	1								0.5	1			0.50	40						Expand Existing Open Space
VanWyck Park	CP	COB-PARK	60		1.10	2	1	2	1			1			1.0			1200	2.00								
Waterfront/Tidelands	OS/AQ			3.0																							Varies
West Bakerview Park	NP		10	5.0	0.50		1		0.5						0.5				1.00								
Whatcom Creek Greenway & Trail	OS	COB-PARK		1.0	0.50																						Complete System
Whatcom Waterway Park and Trail	CP/TR				0.50	1	1	1									1										Phase 1-3, Central Pier
Woodstock Farm	SU	COB-PARK	10		0.20			1																			Improve access, hand boat landing (no launch)
Yew Greenway and Trail	TR/OS			5.0	0.50																						

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Community Center/Meeting Room (sf)	3850		\$800	\$3,080,000	\$34	\$15
Hand Boat Launch (ea)	5	\$100,000	\$500,000	\$6	\$2	
Beach (ea)	4.5	\$500,000	\$2,250,000	\$25	\$11	
Dog Off-Leash Area (acres)	3	\$150,000	\$450,000	\$5	\$2	
Skate Park (ea)	2	\$400,000	\$800,000	\$9	\$4	
Baseball/Softball - lighted (ea)	1	\$1,000,000	\$1,000,000	\$11	\$5	
Multi-Use Field (ea)	1	\$800,000	\$800,000	\$9	\$4	
Tennis/Pickleball (ea)	4	\$125,000	\$500,000	\$6	\$2	
Volleyball - sand (ea)	2	\$25,000	\$50,000	\$1	\$0	
Basketball (ea)	8.5	\$80,000	\$680,000	\$8	\$3	
Restroom (ea)	24	\$250,000	\$6,000,000	\$67	\$29	
Playground (ea)	19	\$175,000	\$3,325,000	\$37	\$16	
Picnic Shelter (ea)	17	\$150,000	\$2,550,000	\$28	\$12	
Trail (miles)	46.25	\$500,000	\$23,125,000	\$257	\$113	
Land (acres)	103.9	\$135,029	\$14,029,513	\$156	\$68	
Parking Lot Space (ea)	641	\$2,500	\$1,602,500	\$18	\$8	
TOTAL PROPOSED CITY						
Facility Unit Cost						
Proposed Total Facility Cost						
Proposed Total Facility Cost/Capita						
Proposed Total Facility Cost/Household (2.28)						

	Informal Lawn (acres)	Dock/Pier (sf)	Concessions (sf)	Trailhead Parking (ea)	Disc Golf (ea)	Sprey Park (ea)	Paved Plaza (ea)	All other Misc. \$\$	Total
TOTAL PROPOSED CITY	11.75	4240	5050	7	1	1	6	22780000	
Facility Unit Cost	\$100,000	\$3,500	\$500	\$400,000	\$300,000	\$350,000	\$250,000		
Proposed Total Facility Cost	\$1,175,000	\$14,840,000	\$2,525,000	\$2,800,000	\$300,000	\$350,000	\$1,500,000	\$22,780,000	\$107,012,013
Proposed Total Facility Cost/Capita	\$13	\$165	\$28	\$31	\$3	\$4	\$17		
Proposed Total Facility Cost/Household (2.28)	\$6	\$72	\$12	\$14	\$1	\$2	\$7		\$3,578.88

Appendix D

Capital Facilities Plan (6 Year)

See the City's adopted 2019-2020 Parks and Recreation Department 6 year Capital Facilities Plan (CFP) on the following pages. Expenditures for 2019-2020 were authorized after budget adoption by the City Council. Expenditures identified for years beyond 2020 are included for information and review of potential future needs. Their inclusion is not a request for approval or budget authorization.

Capital Plan

Parks and Recreation

Capital Item and Funding Sources	2019 Preliminary	2020 Preliminary	2021 Estimate	2022 Estimate	2023 Estimate	2024 Estimate
Birchwood Neighborhood Park						
Restroom	200,000	-	-	-	-	-
Park Impact	200,000					
Fairhaven Park - Master Plan Update	-	-	-	100,000	-	-
Park Impact				100,000		
Fleet and Equipment	97,000	36,000	-	-	-	-
General	97,000	36,000	-	-	-	-
Fountain Plaza	320,000	-	-	-	-	-
Park Impact	320,000					
Golf Course Capital Maintenance		80,000	100,000	100,000	100,000	-
Golf		80,000	100,000	100,000	100,000	
Greenway Land Acquisition	1,000,000	2,000,000	2,000,000	2,000,000	2,000,000	
Greenways	1,000,000	2,000,000	2,000,000	2,000,000	2,000,000	
Grounds Maintenance Projects	10,000	10,000	10,000	16,000	10,000	
REET 1	10,000	10,000	10,000	16,000	10,000	
Interurban Trail	300,000	300,000	-	-	-	-
Greenways	300,000	300,000				
Lake Padden Park Improvements	428,400	-	-	-	-	-
Greenways	428,400					
Maplewood McLeod Neighborhood Park	-	-	100,000	500,000	-	-
Park Impact			100,000	500,000		
Boulevard Cleanup	-	-	8,000,000	-	-	-
S. State St.			8,000,000			
Maritime Heritage Park Slide	100,000	-	-	-	-	-
Park Impact	100,000					
Neighborhood Park Acquisition	100,000	100,000	-	-	-	-
Park Impact	100,000	100,000				
Neighborhood Park Improvements	100,000	100,000	100,000	100,000	100,000	-
Park Impact	100,000	100,000	100,000	100,000	100,000	
Park Ops Office Addition and Repairs		200,000				
REET 2		200,000				
Playground Replacement	-	-	175,000	175,000	-	-
Park Impact			175,000	175,000		
Fencing at Maritime Heritage Park	80,000	80,000	-	-	-	-
REET 2	80,000	80,000				
Restroom at Little Squalicum Park	-	-	250,000	-	-	-
Park Impact			250,000			
Samish Crest Trail	-	-	-	-	400,000	-
Park Impact					400,000	
Shuksan Meadows Park Upgrade	50,000	200,000	-	-	-	-
Park Impact	50,000	200,000				

Parks and Recreation (cont'd)

Capital Item and Funding Sources	2019 Preliminary	2020 Preliminary	2021 Estimate	2022 Estimate	2023 Estimate	2024 Estimate
Boulevard Park Utility Re-route	3,500,000	-	-	-	-	-
Greenways	1,500,000					
REET 1	2,000,000					
S. State Street Gas Plant - Clean Up	250,000	850,000	8,000,000	-	-	-
Environmental Remediation	250,000	850,000	8,000,000			
Squalicum Creek Park YAF Field	350,000	500,000	-	-	-	-
Grant Funding	350,000					
Greenways		500,000				
Squalicum Pier	250,000	-	-	-	-	-
Greenways	250,000					
Structures/Facilities Maintenance	320,000	275,000	445,000	255,000	370,000	-
REET 1	205,000	135,000	275,000	125,000	240,000	
REET 2	115,000	140,000	170,000	130,000	130,000	
Trails , Repairs and Maintenance	30,000	30,000	30,000	30,000	30,000	-
Greenways	30,000	30,000	30,000	30,000	30,000	
Van Wyck Park	-	-	-	200,000	800,000	-
Park Impact				200,000	800,000	
Wetland Monitor & Maintenance	20,000	20,000	20,000	20,000	20,000	-
Greenways	20,000	20,000	20,000	20,000	20,000	
Wharf Street Trestle Repair	500,000	-	-	-	-	-
Greenways	500,000					
Whatcom Waterway Park	150,000	1,000,000	-	-	-	-
Park Impact	150,000	1,000,000				
Civic Complex - Repair/Replacements	478,000	85,000	10,000	10,000	20,000	-
Greenways	246,000					
REET 2	202,000	85,000	10,000	10,000	20,000	
Park Impact	30,000					
Downtown Plaza	100,000	300,000	-	-	-	-
Park Impact	100,000	300,000				
Comm. Garden Fencing & Wayfinding	25,000	25,000	-	10,000	-	-
Park Impact	25,000	25,000		10,000		
Cordata Community Park	7,500,000	-	400,000	4,000,000	-	-
Greenways	2,500,000		400,000	4,000,000		
Park Impact	5,000,000					
Cornwall Beach Park - Design	-	200,000	1,000,000	-	-	-
Park Impact		200,000	1,000,000			
Covered Storage Bins at Squalicum	25,000	-	-	-	-	-
REET 1	25,000					
Cordata Neighborhood Park	200,000	800,000	-	1,500,000	-	-
Park Impact	200,000	800,000		1,500,000		
Total	16,483,400	7,191,000	20,640,000	9,016,000	3,850,000	-

Appendix E

Revenue Source Descriptions

The following is a general description of the different types of revenue sources that may be used to fund park, recreation and open space programs or facilities. Some are restricted to development only while others may be used for operations and maintenance. These are listed in no particular order and with no reference to the feasibility or recommendation of implementing each revenue source.

General Fund

The General Fund is derived from property taxes, licenses and permits, intergovernmental revenues including state and federal grants, service charges and fees, fines and forfeitures, and other miscellaneous revenues. General funds are used to finance most government operations including staff, equipment, capital facility and other requirements. Park, recreation and open space programs and operations are funded primarily from general fund accounts.

- *Sales Tax* - is the City's largest single revenue source and may be used for any legitimate City purpose. The City has no direct control over this source; it is collected and distributed by the State and may fluctuate with general economic and local business conditions.
- *Property Tax* - under Washington State's constitution, cities may levy a property tax rate not to exceed \$3.60 per \$1,000 of the assessed value of all taxable property within incorporation limits. The total of all property taxes for all taxing authorities, however, cannot exceed 1.0% of assessed valuation, or \$10.00 per \$1,000 of value. If the taxes of all districts exceed the 1.0% of \$10.00 amount, each is proportionately reduced until the total is at or below the 1.0% limit.

In 2001, Washington State law was amended by Proposition 747, a statutory provision limiting the growth of regular property taxes to 1.0% per year, after adjustments for new construction. Any proposed increases over this amount are subject to a referendum vote.

The statute was intended to control local governmental spending by controlling the annual rate of growth of property taxes. In practice, however, the statute can reduce the effective property tax yield to an annual level far below a city's levy authorization, particularly when property values are increasing rapidly.

Special Revenues

Special revenues are derived from state and local option taxes dedicated to specific expenditure purposes, such as the motor vehicle tax, motor excise tax, real estate excise tax, motel and hotel tax, public art, criminal justice, paths and trails, convention center and the like. Some special revenues may be used to finance limited capital facilities, such as roads or parks, where the local option allows - such as the local real estate excise tax (REET).

Debt Service Funds

Debt service funds are derived from a dedicated portion of the property tax or general fund proceeds to repay the sale of general obligation (voted) and Councilmanic (non-voted) bonds. Both types of bonds may be used to finance park facility improvements - but not maintenance or operational costs.

- Councilmanic (limited or non-voted) bonds - may be issued without voter approval by the Council for any facility development purpose. The total amount of all outstanding non-voted general obligation debt may not exceed 1.5% of the assessed valuation of all city property.

Limited general obligation bonds must be paid from general governmental revenues. Therefore, debt service on these bonds may reduce the amount of revenue available for current operating expenditures and the financial flexibility of the Council may need to fund annual budget priorities. For this reason, Councilmanic bonds are usually only used for the most pressing capital improvement issues. This method was used to fund the 2006 improvements at Civic Athletic Complex.

- Unlimited general obligation bonds - must be approved by at least 60% of resident voters during an election which has a turnout of at least 40% of those who voted in the last state general election. The bond may be repaid from a special levy, which is not governed by the 1.0% statutory limitation on the property tax growth rate. Total indebtedness as a percent of the assessed valuation that may be incurred by limited and unlimited general obligation bonds together, however, may not exceed:
 - 2.5% - provided that indebtedness in excess of 1.5% is for general purposes,
 - 5.0% - provided that indebtedness in excess of 2.5% is for utilities, and
 - 7.5% - provided that indebtedness in excess of 5.0% is for parks and open space development.

Monies authorized by limited and unlimited types of bonds must be spent within 3 years of authorization to avoid arbitrage requirements unless invested at less than bond yield. In addition, bonds may be used to construction but not maintain or operate facilities. Facility maintenance and operation costs must be paid from general governmental revenue or by voter authorization of special annual or biannual operating levies or by user fees or charges.

Enterprise Funds

Enterprise funds are derived from the user fees and charges levied for utility operations including water and sewer, storm drainage, regional water, solid waste and cemetery. The enterprise revenues are used to pay operating costs, retire capital facility debt and plan future replacement and expansion projects. Enterprise funds may be created for a park or recreation activity that has a revenue source sufficient to finance all costs. Enterprise funds have been used on a limited basis for golf courses, marinas and similar self-financing operations.

Special Legislation

Local government representatives can seek state enabling legislation authorizing new or special revenue sources. Senate Bill 5972 (RCW 82.46) is an example of one possible legislative solution. The 1982 bill gave city governments the option of adding an additional 0.0025% increment to the real estate excise tax (REET) for the sole purpose of financing local capital improvement projects including parks, utilities and other infrastructure except governmental buildings.

Like bonds, Senate Bill 5972 funds may not be used to finance operation and maintenance requirements.

Unlimited General Obligation Bonds

Bellingham may come to depend on voter referendums as a means of financing a larger portion of the capital improvement program, since unlimited obligation bonds are not paid from the property tax subject to the 1.0% limitation.

Voter approved capital improvements may be more representative of actual resident priorities than some other methods of validating capital expenditures, and will at the least, ensure referendum submittals provide widespread benefits. However, bond revenue cannot be spent for maintenance and operational issues - and bond referendums must be approved by a margin over 60% of the registered voters who participated in the last election.

General Levy Rate Referendums

Proposition 747, the statutory provision limiting the growth of regular property taxes to 1.0% per year, can be waived by referendum approval of a simple (50%) majority of Bellingham's registered voters. Voters can be asked to approve a resetting of the property tax levy rate that would adjust the amount of revenue the city can generate. The new total revenue that can be generated by a resetting of the rate would be subject to the same 1.0% limitation, however, and the total amount of revenue and the resulting property tax rate would start to decline again in accordance with the Proposition.

However, the adjusted rate and revenue could finance specific capital improvement projects - or programs that involve construction, maintenance and operations aspects that a majority of the voters are willing to pay for under the adjusted rate.

The resetting of the rate can be permanent, subject to the provisions of Proposition 747. Or temporary, where the rate is adjusted until a specific amount of revenue has been generated to finance a project or program - whereupon the rate reverts to the original or a specified amount defined in the referendum.

Bellingham voters have passed three levy rate referendums, to the fund the Greenway Program acquisitions, improvements and maintenance endowment. The current levy will expire in 2016.

Environmental Impact Mitigation - Subdivision Regulations

City subdivision policies require developers of subdivisions within the City, or on lands that may eventually annex to the City, to provide suitably designed and located open spaces, woodland preserves, trail systems, playgrounds and other park or recreational facilities. Such facilities may include major components of the park or recreational system that may be affected by the project's location or development. The City may

also consider requiring developers to provide acceptable long-term methods of managing and financing maintenance requirements. Attractive management systems could include:

- Ownership by a private organization - like a tennis, swimming or golf club, who assumes responsibility for all maintenance responsibilities and costs,
- Ownership by a homeowners or common property owners association - who may contract maintenance responsibilities and assess property owner's annual costs.
- Dedication of property - to an adjacent city or school district who assumes maintenance responsibilities using local city or school funds, or
- Creation of a special recreation service district - where locally elected district representatives manage maintenance requirements and select a local method of financing.

The City should not accept title and maintenance responsibilities unless the land or facility will be a legitimate community park or recreation element that may be supported using public financing. The City may be contracted by any of the other agencies to provide or oversee a maintenance contract on the owner's behalf provided all City costs are reimbursed by an approved method of local financing.

Growth Impact Fees

Bellingham has adopted a growth impact fee provision in accordance with the Washington State Growth Management Act (GMA). A park impact fee is applied to all proposed residential developments within the city as a means to maintaining park, recreation and open space levels-of-service. The ordinance makes provisions for setting aside the resources, including lands or monies, necessary to offset the impact new residential development project has on park, recreation and open space facilities.

Land contributions can be accepted in lieu of impact fees if they will be suitable sites for future facilities. Land and fees accumulated under the ordinance must be invested within a reasonable time of impact assessment or be returned to the contributing developer.

Inter-local Agreements

Bellingham could work with Whatcom County to determine an equitable means whereby growth mitigation park impact fees can be collected for residential developments occurring within the urban growth area outside of existing city limits, but within the area the city eventually expects to annex.

A joint growth impact fee should be collected where the county and city maintain the same local and regional or citywide level-of-service (LOS) presently existing within the incorporated (city) and unincorporated (county) sections, and for the urban growth area in total. A common fee could be collected by each agency, then shared on a project by project basis for improvements benefitting local neighborhoods (and potential residents of proposed subdivisions) or residents of the community and urban growth area-at-large.

The City should also work with the Bellingham School District to determine to what extent the City could cooperatively finance shared or common facility improvements. Such improvements could use co-located school and park sites, commonly improved and scheduled fields and facilities, and the sharing of park and school growth impact fees - among other options.

It is to Bellingham's advantage to assist the school district with the development and operation of common facilities since these facilities serve residents of the entire city.

In return, however, the city and school district must determine some equitable means whereby the city and school district perform or reimburse each other for some of the added facility maintenance and operational impacts that users create on each agency's facilities.

User Fees and Charges

The City may increase the number of activities subject to user fees and charges and use the proceeds to purchase land, develop, operate and maintain facilities where all costs are reimbursed by the revenue obtained. Essentially, the City has become a facility developer/operator providing whatever facilities or services the market will support from user revenue.

User fees have been and could be used to provide facilities for park and recreation activities whose profit margins are too low to sustain commercial operations or whose benefiting user group may extend beyond county boundaries. Possible user fee financed facilities include indoor tennis and racquetball facilities, golf courses, horse stables and equestrian centers, boating resorts, recreational vehicle parks and any other facility where demand is sizable enough to warrant a user fee financing approach.

In essence, the market determines which facility's revenues equal costs, and thereby, which programs the City would provide on a direct costs/benefit basis. To date, City user fee revenues provide a significant source of operating funds for recreational programs. While important, this source of finance will likely never pay full costs for all programs, or any operation, maintenance or development costs.

Special Funding Sources

Bellingham has approved or could submit for approval the following special financing options.

- *REET (Real Estate Excise Tax)* - RCW 82.46 gives city governments the option of adding up to two 0.0025% increments to the real estate excise tax (REET) for the sole purpose of financing local capital improvement projects. REET funds may not be used to finance operation and maintenance requirements.

Bellingham has adopted both REET options.

REET remains a viable financing tool for park, recreation and open space acquisition and development projects. However, REET funds are to be used for all city capital requirements, not just park purposes.

- *Greenway Funds* - in 1990, 1997, 2006 and 2016 Bellingham voters approved property tax levies to fund the acquisition and development of park, recreation and open space projects. The most recent levy, which represented an annual cost of \$57.00 per \$100,000 in property value, will expire in the year 2023. The four levies combined will generate a total of \$101 million in funding.

State Grants

Washington State funds and administers a number of programs for non-motorized transportation and trails purposes using special state revenue programs.

- Washington Wildlife Recreation Program (WWRP) - provides funds for the acquisition and development of conservation and recreation lands. The Habitat Conservation Account of the WWRP program provides funds to acquire critical habitat, natural areas and wildlife categories. The Outdoor Recreation Account of the WWRP program provides funds for local parks, state parks, trails and water access categories.
- Aquatic Lands Enhancement Act (ALEA) - uses revenues obtained by the Washington Department of Natural Resources from the lease of state-owned tidal lands. The ALEA program is administered by the RCO for the development of shoreline related trail improvements and may be applied for up to 50% of the proposal.
- Endangered Species Act (ESA) - a Department of Ecology administered water quality program provides grants for up to 75% of the cost of water quality/fish enhancement studies. Referendum 39 monies can be applied to park developments that propose to restore, construct or otherwise enhance fish producing streams, ponds or other water bodies.
- Capital Projects Fund for Washington Heritage - provides funds for the restoration and renovation projects for historical sites and buildings by local governments and nonprofit agencies. The program is administered by the Heritage Resource Center (HRC).
- Boating Facilities Program - approved in 1964 under the state Marine Recreation Land Act, the program earmarks motor vehicle fuel taxes paid by watercraft for boating-related lands and facilities. Program funds may be used for fresh or saltwater launch ramps, transient moorage and upland support facilities.
- Washington State Public Works Commission - initiated a program that may be used for watercraft sanitary pump-out facilities.
- Youth Athletic Facilities (YAF) - provides grants to cities, counties and qualified nonprofit organizations for the improvement and maintenance of existing, and the development of new athletic facilities.
- Non-Highway & Off-Road Vehicle Activities Program (NOVA) - provides funding to develop and manage recreation opportunities for users of off-road vehicles and non-highway roads. An allocation (1%) from the state Motor Vehicle Fuel Tax (MVFT) and off-road vehicle (ORV) permit fees fund the program. NOVA funds may be used for the planning, acquisition, development, maintenance and operation of off-road vehicle and non-highway road recreation opportunities.

- *Firearms and Archery Range Recreation Program (FARR)* - provides funds to acquire, develop and renovate public and private nonprofit firearm and archery training, practice and recreation facilities. The program is funded from a portion of the fees charged for concealed weapons permits.

Federal Grants

Federal monies are available for the construction of outdoor park facilities from the National Park Service (NPS) Land and Water Conservation Fund (LWCF). The Washington State Recreation and Conservation Office (RCO) administers the grants.

- *National Park Service (NPS) grants* - usually do not exceed \$150,000 per project and must be matched on an equal basis by the local jurisdiction. The RCO assigns each project application a priority on a competitive statewide basis according to each jurisdiction's need, population benefit, natural resource enhancements and a number of other factors. In the past few years, project awards have been extremely competitive as the federal government significantly reduced the amount of federal monies available to the NPS program. The state increased contributions to the program over the last few years using a variety of special funds, but the overall program could be severely affected by pending federal deficit cutting legislation.

Applicants must submit a detailed comprehensive park, recreation and open space plan to be eligible for NPS funding. The jurisdiction's plan must demonstrate facility need and prove that the jurisdiction's project proposal will adequately satisfy local park, recreation and open space needs and interests. Due to diminished funding, however, RCO grants have not been a significant source of project monies for city or other local jurisdictions in recent years.

- *Transportation Enhancement Grants* - can be used to finance on and off-road non-motorized trail enhancements along major and minor arterial collector roads or sometimes, within separate trail corridors. The program was adopted in 1993 and is administered by the Regional Transportation Organization on behalf of the US Department of Transportation.

Applicants must demonstrate the proposed trail improvements will increase access to non-motorized recreational and commuter transportation alternatives.

- *National Recreational Trails Program (NRTTP)* - is the successor to the National Recreational Trails Act (NRFTA). Funds may be used to rehabilitate and maintain recreational trails that provide a backcountry experience. In some cases, the funds may be used to create new "linking" trails, trail relocations and educational programs.
- *Boating Infrastructure Grant Program (BIG)* - supports development and renovation of areas for non-trailer-able recreational boats over 26 feet and related support elements on US navigable waters. Funds may be used to produce and distribute information and educational materials. The federal

program compliments the state-funded Boating Facilities Program (BFP) administered for smaller vessels.

Recreation Service Districts (RCW Chapter 36.69)

State legislation authorizes the establishment of recreation service districts as special units of government that may be wholly independent of any involvement with a county or any other local public agency or jurisdiction. Districts may provide recreational facilities that are specific to the district's boundaries in return for the district residents' agreement to pay the special development, operation and maintenance costs utilizing special financing devices.

Special recreation service districts must be initiated by local jurisdiction resolution or citizen petition following hearings on feasibility and costs studies of the proposed district's facility development or operation costs. The proposal must ultimately be submitted for voter approval including all provisions relating to any special financing agreements. The voters must initially approve the formation of the district and may designate existing elected officials, or a body appointed by existing elected officials, or elect district commissioners or officers solely responsible for park and recreation policy. Separate voter approvals must be sought for 3-year operating levies providing maintenance, repair, operating costs and facility acquisition and development projects.

A recreation service district can be flexible and used to provide local recreational facilities in the same variety of custom service choices with the exception that the governing board may be separately elected. There are no limitations on the number of separate recreation service districts that can be established within a county, provided no district overlaps another.

Metropolitan Park Districts (SB 2557)

In 2002, the state legislature authorized the establishment of metropolitan park districts as special units of government that may be wholly independent of any involvement with a city, county or any other local public agency or jurisdiction. Like recreation service districts, metropolitan park districts may provide recreational facilities that are specific to the district's boundaries in return for the district residents' agreement to pay the special development, operation and maintenance costs utilizing special financing devices.

Metropolitan park districts must be initiated by local government resolution or citizen petition following hearings on feasibility and costs studies of the proposed district's facility development or operation costs. The proposal must ultimately be submitted for voter approval (50%) including all provisions relating to any special financing agreements. The voters must initially approve the formation of the district, and may designate existing elected officials, or a body appointed by existing elected officials or elect district commissioners or officers solely responsible for park and recreation policy.

Unlike recreation service districts, voters must also approve the establishment of *a continuous levy as a junior taxing district - compared with 3-year levies under a recreation service district* to provide maintenance, repair, operating costs and facility acquisition and development projects.

Like the recreation service district, a metropolitan park district can be flexible and used to provide local recreational facilities in the same variety of custom service choices with the exception that the financing levy may be as a junior taxing district with a continuous levy.

There are no limitations on the number of separate recreation service districts that can be established within a city, county or as a combination of multiple cities and counties provided no district overlaps another.

The Tacoma Metropolitan Park District was established in 1909 and is the largest and oldest recreation park district in the State of Washington. The Chuckanut Community Forest Park District was established in 2013 for the specific purpose of raising funds to pay back the loan used to acquire the Fairhaven Highlands development property.

Special Use Agreements

Special property agreements can often be used instead of property purchases to secure public use rights for land or property at no cost or a nominal fee, particularly where the possible public use is of benefit to the private landowner. Some forms of special use agreements can provide favorable tax benefits if the use agreement can be shown to have an assigned value.

The City could expand the use agreement concept to include complete development, operation or maintenance responsibilities. Package lease agreements will usually provide more effectively maintained facilities than possible where the City must staff specialized, small work crews.

Sometimes package lease agreements covering use and maintenance aspects may be the only way of resolving an equitable agreement with the private ownership. This may include trails on utility corridors where the ownership may prefer to control development and maintenance activities, and the City may prefer to avoid any implied responsibility or liability for the utility worthiness which the City's maintenance of a trail system could imply.

Public/Private Service Contracts

Private market skills and capital may be employed in a variety of ways including the use of public/private services contracts where a private party can be contracted to operate and maintain a facility for a fixed fee cost. Service contracts can be very efficient where the activities are small, scattered in location, seasonal, expert or experimental. Service contracts are also relatively easy to initiate or terminate if area demand fails to provide sufficient use or revenue to justify continued operation.

Service contracts may be very flexible and can include agreements with city, school district or local user groups who can or would be interested in sustaining the activity on a subsidized or sweat-equity basis on exchange for the facility.

Public/Private Concessions

The City could lease a portion of a site or facility to a private party in exchange for a fixed fee or a percentage of gross receipts. The private operator assumes operation and maintenance responsibilities

and costs in exchange for a profit. For certain types of facilities, such as enterprise fund account facilities like golf courses, the City's portion of the profits may be used to pay facility development and/or operation and maintenance costs at the same or for similar facility developments.

The City may save considerable monies on concessions where the activities are specialized, seasonal, experimental or unproven. Concessions can be easily initiated, provide direct user benefit/cost reimbursements and relieve the City of a capital risk should market or user interest fail to materialize to at least break-even levels.

Concessionaires could operate a wide variety of park and recreational facilities including horse stables and equestrian centers, boating and bicycle rentals, special group and recreational vehicle compounds, athletic field and court facilities, swimming pools and beaches, shooting ranges and ORV tracks among others.

Public/Private Joint Development Ventures

The City can enter into an agreement with a private or public developer to jointly own or lease land for an extended period of time. The purpose of the venture would be to allow the development, operation and maintenance of a major recreational facility or activity in exchange for a fixed lease cost or a percentage of gross receipts.

The developer assumes development, operation and maintenance responsibilities, costs and all market risks in exchange for a market opportunity providing a profitable return not otherwise available. The City realizes the development of a facility in exchange for a low minimum capital return and no or very little capital risk.

Joint development agreements represent an ultimate benefit/cost resolution that may also provide public revenue that the City could use for other development opportunities. Examples include the possible joint development on City lands of equestrian centers, marinas, hostels, recreational vehicle campgrounds, seminar retreats, special resorts, indoor racquetball courts and athletic clubs, swimming pools and water parks, golf courses, gun and archery ranges and ORV competition tracts, among others.

Self-Help Land Leases

There are instances where an activity is so specialized in appeal or of a service area so broad in scope that it cannot be equitably financed using general public funds. Specialized user groups should be provided options for developing or maintaining facilities in ways that account for equitable public cost reimbursements. Examples include the use of land leases where the City may lease land at low or no cost where a user group or club assumes responsibility for the development, operation and maintenance of the facility. The club could provide volunteer help or use club finances to develop, operate and maintain the facility as a means of meeting user benefit/cost objectives.

Land lease agreements could accommodate organized athletics like soccer, baseball, football, softball and rugby; or very specialized facilities like shooting ranges, archery fields, ORV trails and ultra-light aircraft parks, among others.

Self-Help Contract Agreements

The City can purchase land, develop, operate and maintain a specialized facility under a negotiated contract agreement where a special interest group agrees to defray all costs in addition to or in lieu of a user fee as a means of meeting user benefit/cost objectives. The agreements can be quite flexible and could contract the City, the user group, another public agency or a private operator to be developer/operator.

Contract agreements could accommodate a range of more expensive special purpose facility developments including high quality athletic competition facilities for league organizations and specialized facility developments like shooting ranges and ORV tracks when and where the user organization can provide financial commitments.

Appendix F

Survey Results

Developed by Parks & Recreation staff and publicly released on Survey Monkey from June through July of 2019, attached is a summary of the public survey results. For complete survey details, including open-ended comments, see: https://www.cob.org/Documents/parks/Projects/Data_All_190801.pdf.

Bellingham Parks and Recreation Community Survey

Thursday, August 01, 2019

Powered by  SurveyMonkey

2463

Total Responses

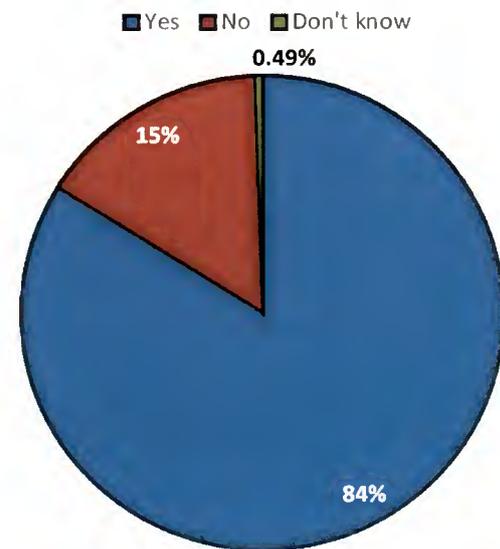
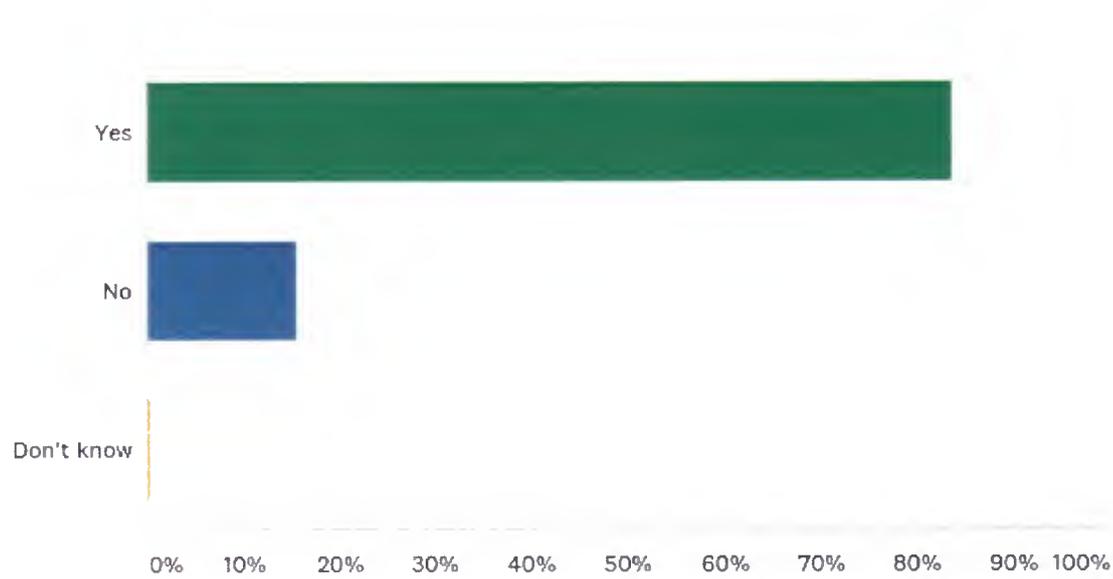
Date Created: Wednesday, May 22, 2019

Complete Responses: 2463

Powered by  SurveyMonkey

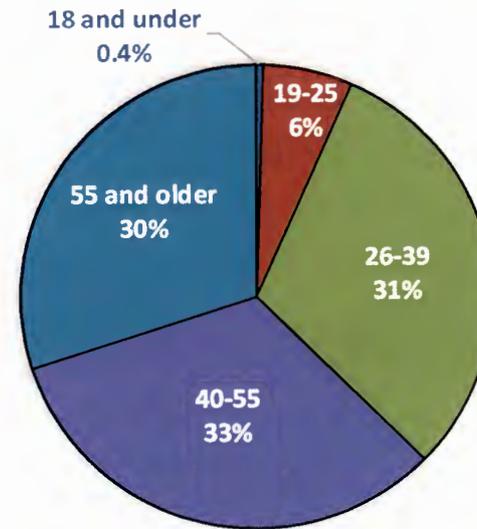
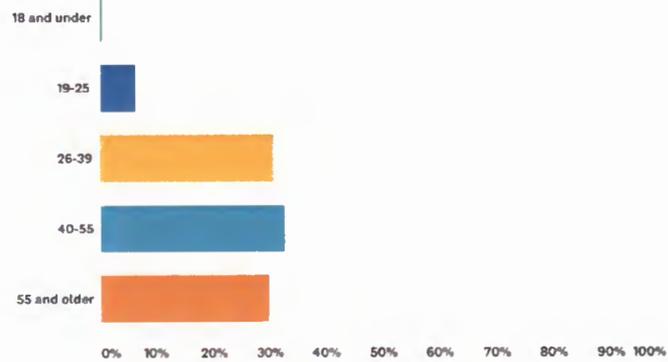
Q1: Do you live in the City of Bellingham?

Answered: 2,454 Skipped: 9



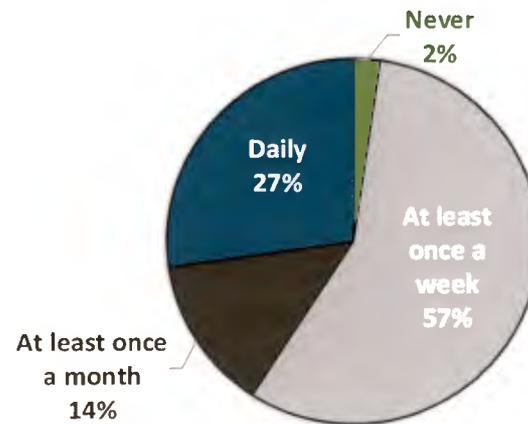
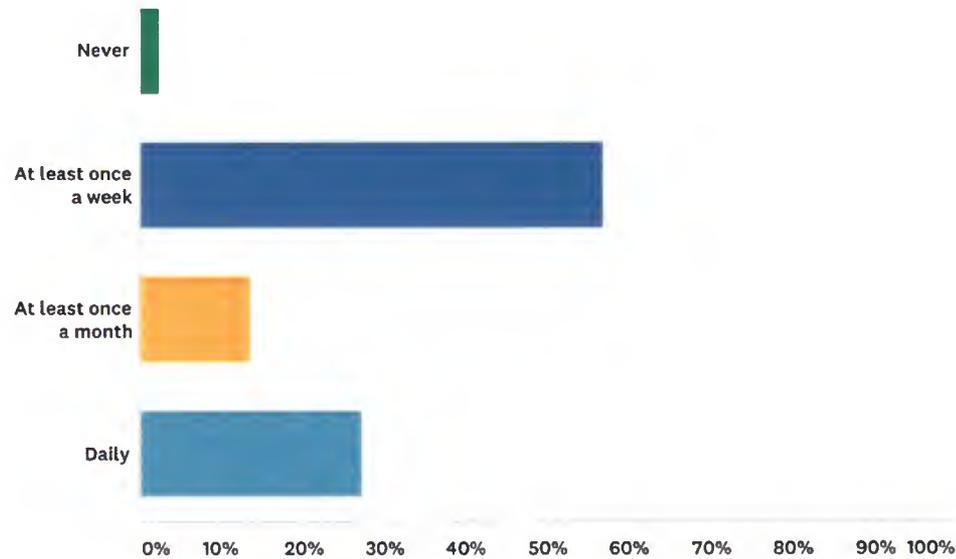
Q2: What is your age

Answered: 2,455 Skipped: 8



Q3: In the past month, how many times have you visited a park, trail or other park facility (pool, golf course, cemetery, athletic field) in Bellingham?

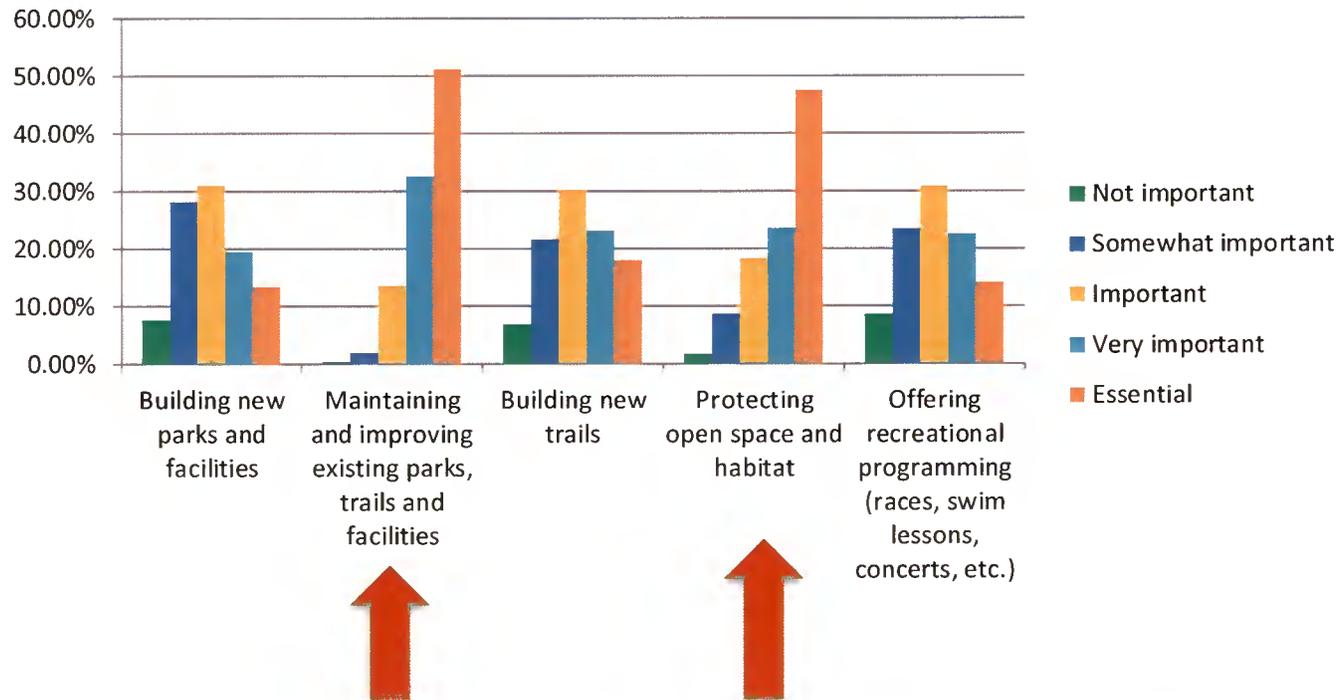
Answered: 2,457 Skipped: 6



Q4: For each of the following Park budget priorities, rate their importance to you

Answered: 2,459 Skipped: 4

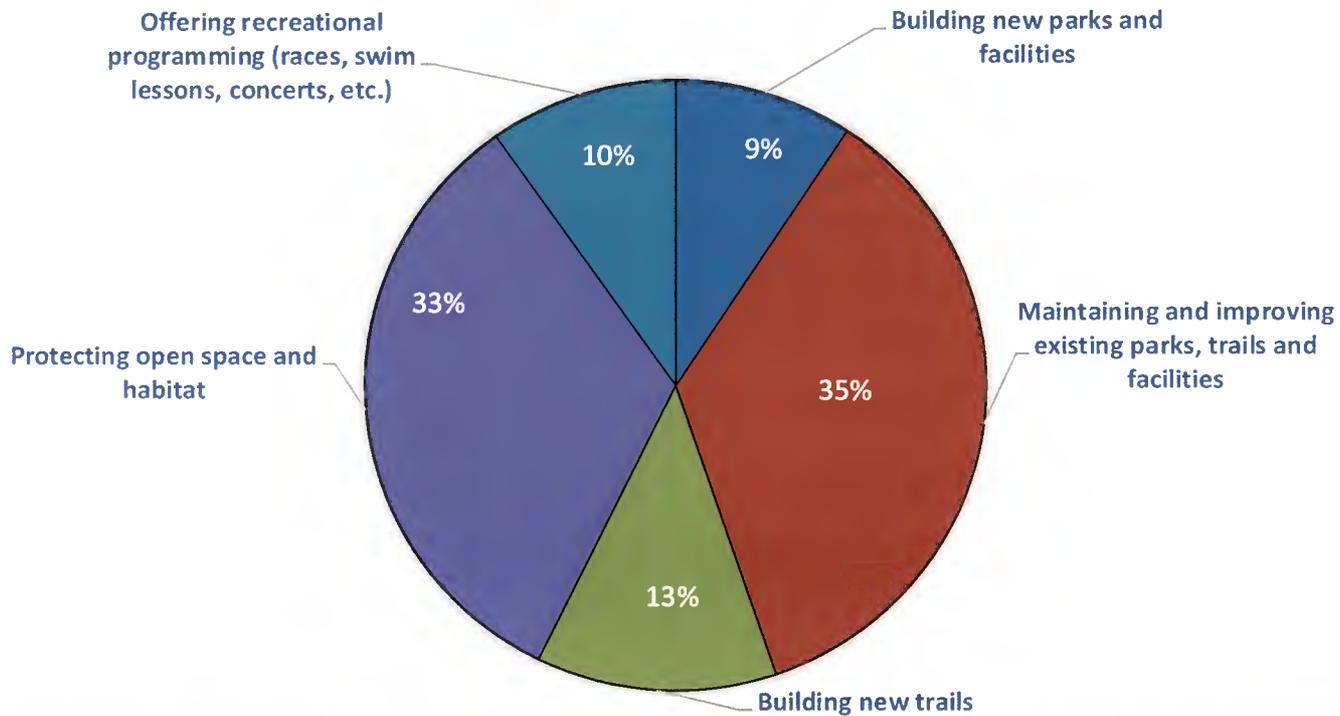
Public Input on Park Budget Priorities



Q4: For each of the following Park budget priorities, rate their importance to you

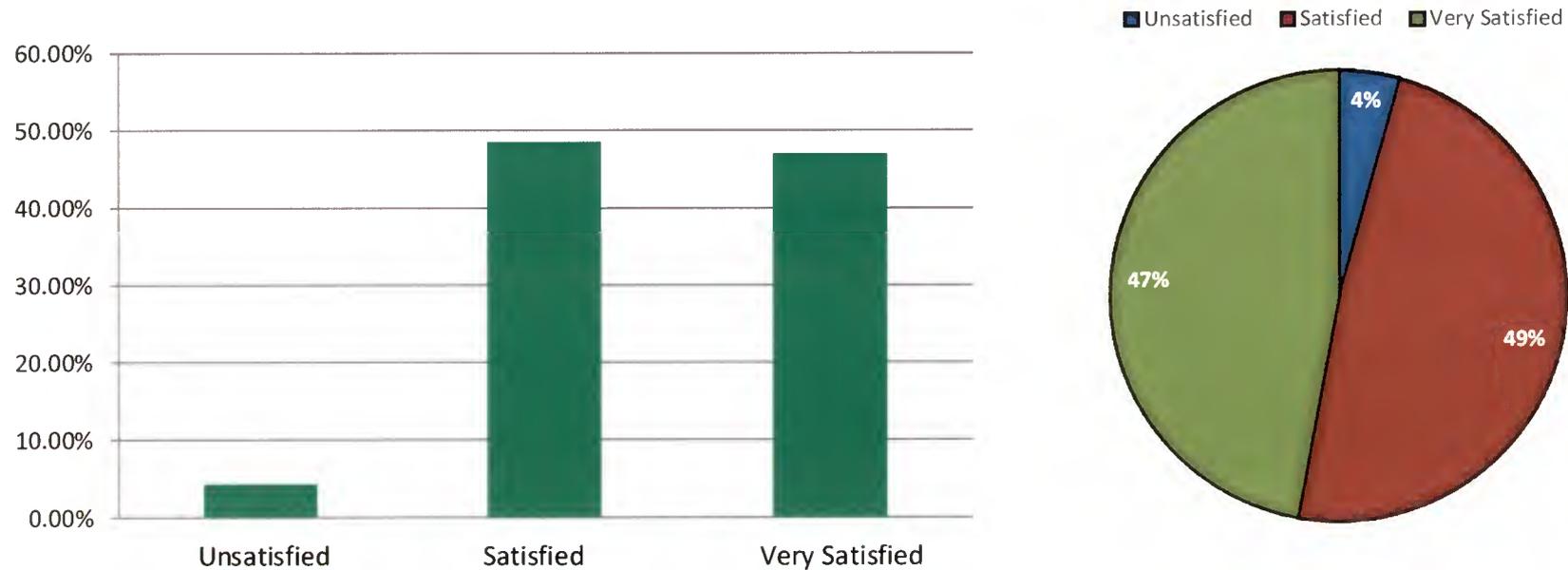
Answered: 2,459 Skipped: 4

PUBLIC OPINION ON MOST ESSENTIAL PRIORITIZATION OF P&R BUDGET



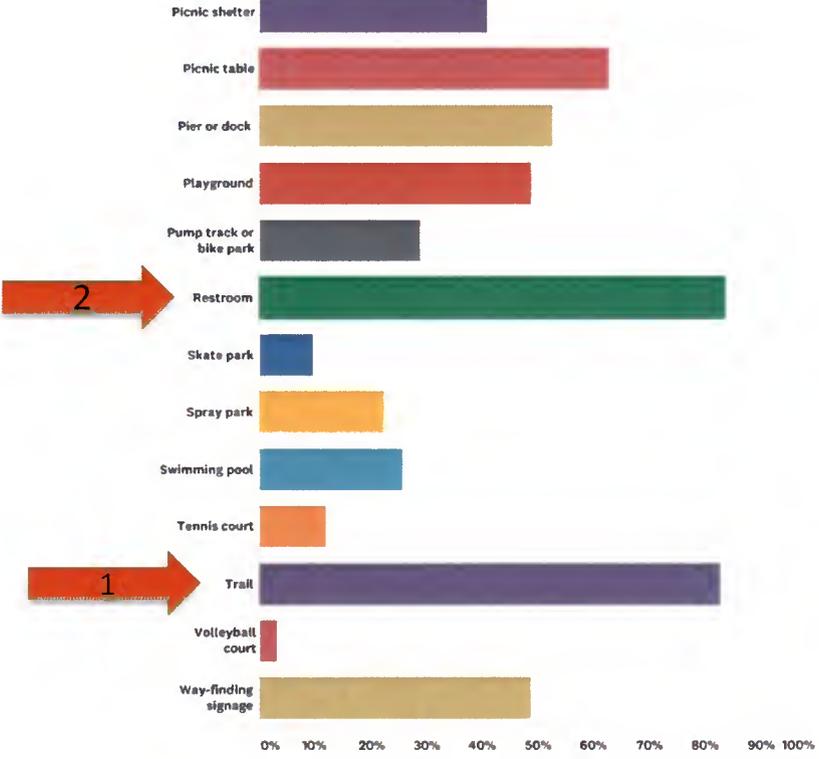
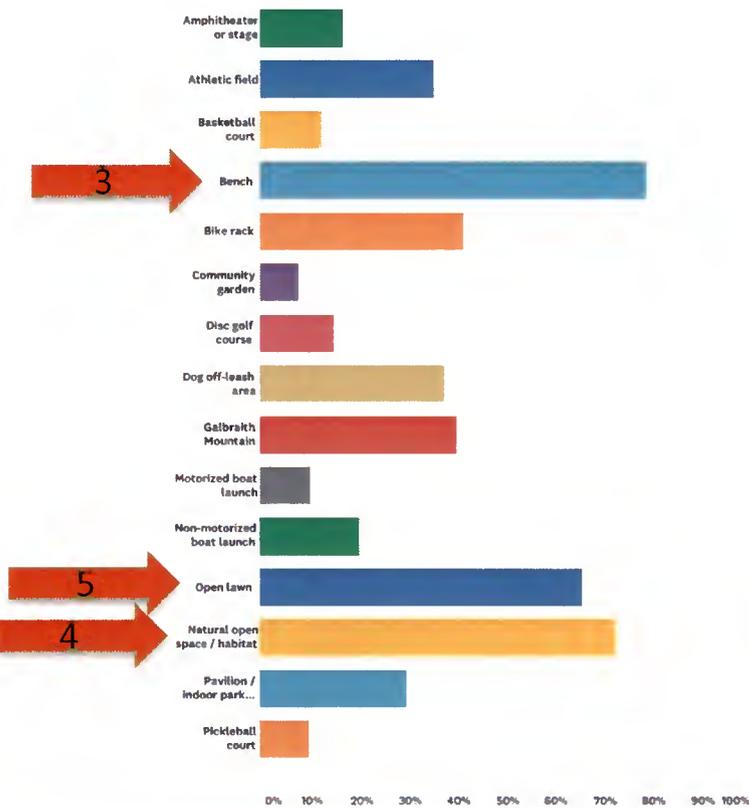
Q5: On a scale of 1-3, how satisfied are you with Bellingham's overall park system?

Answered: 2,447 Skipped: 16



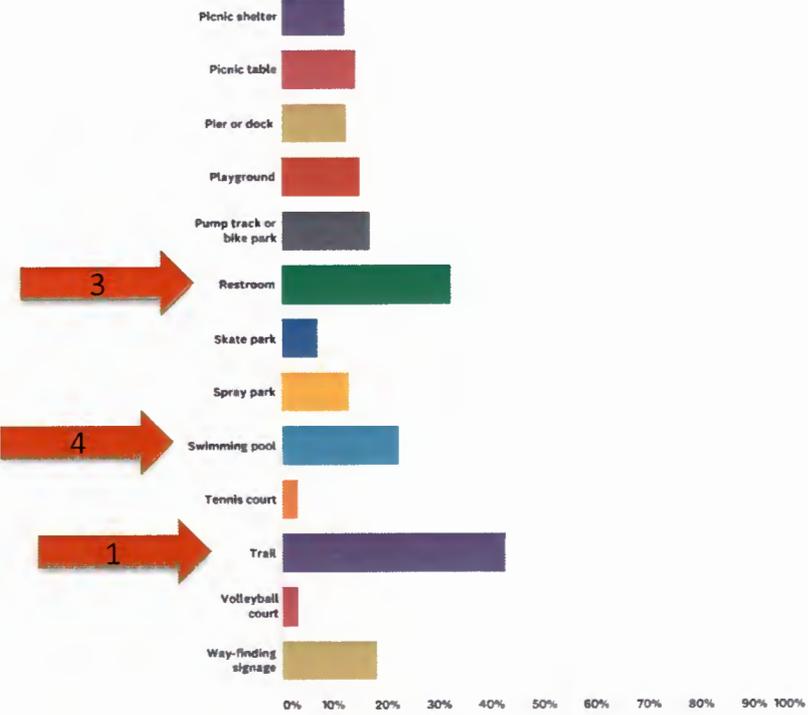
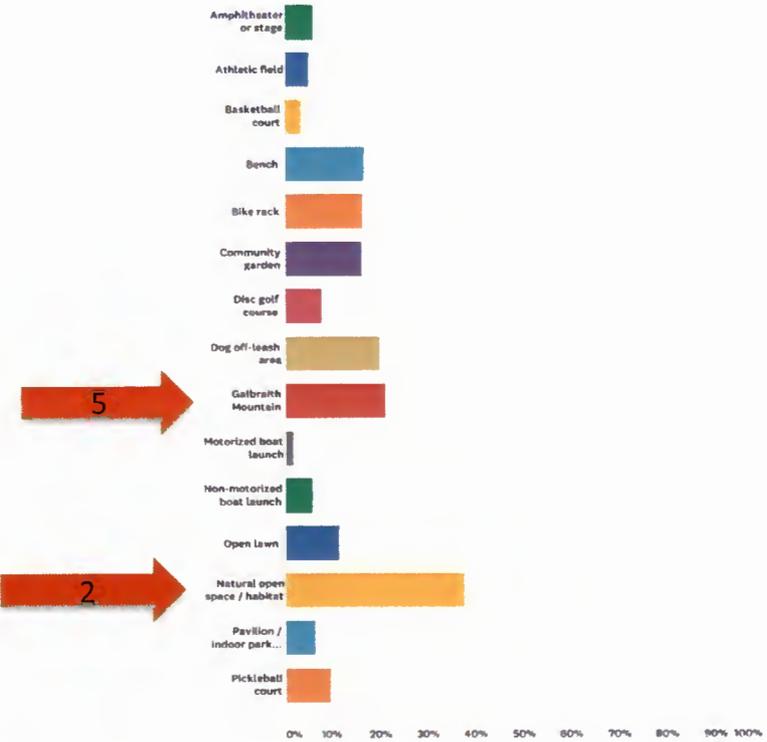
Q6: Which of the following features have you used in a City-managed park, trail or open space in the last year?

Answered: 2,454 Skipped: 9



Q7: Which features do we need more of in Bellingham's parks, trails and open spaces?

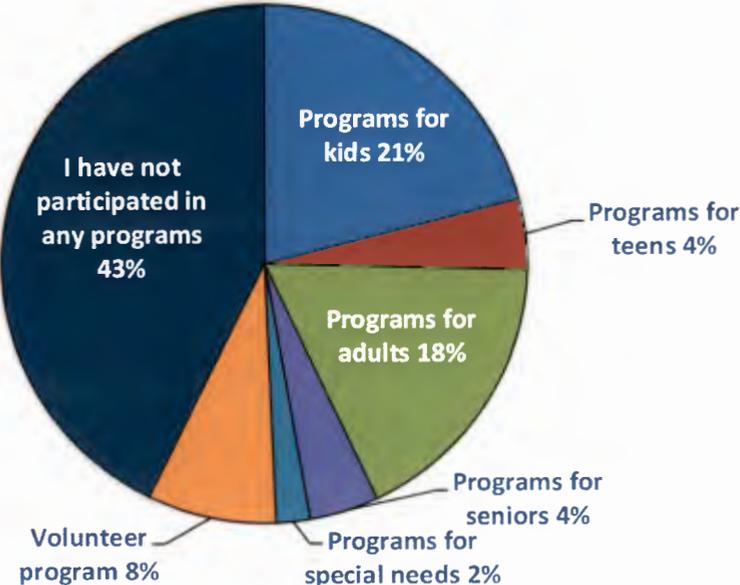
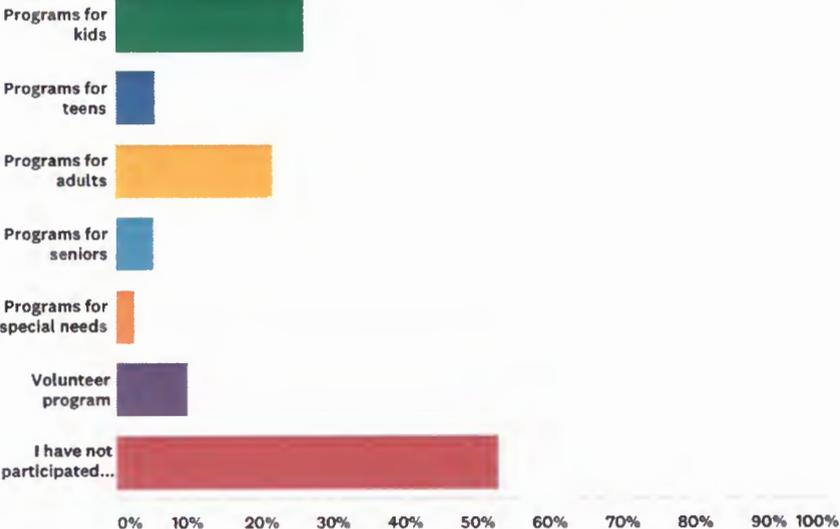
Answered: 2,306 Skipped: 157



Q8: Which of the following City-sponsored programs have you participated in last year?

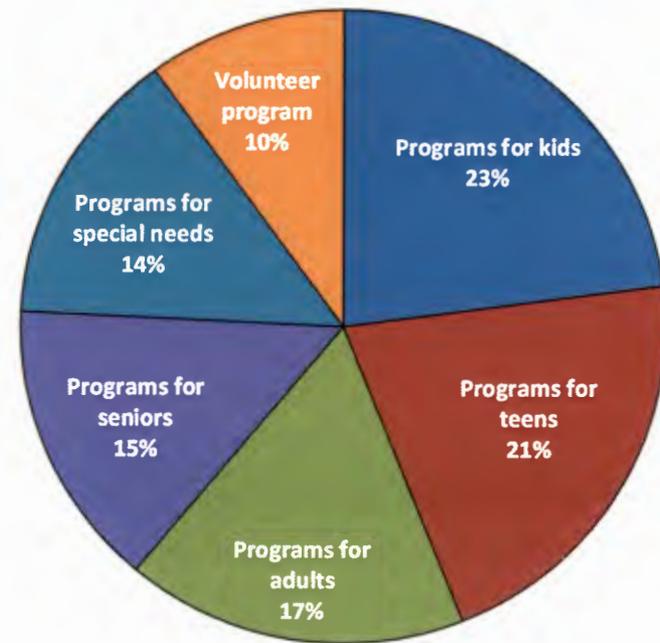
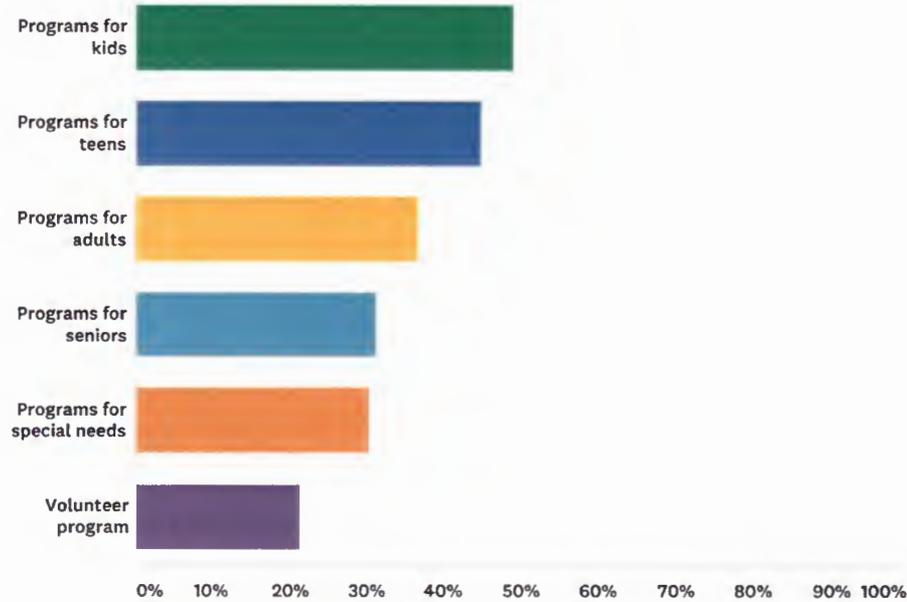
Answered: 2,408 Skipped: 55

Bellingham Parks and Recreation Community Survey



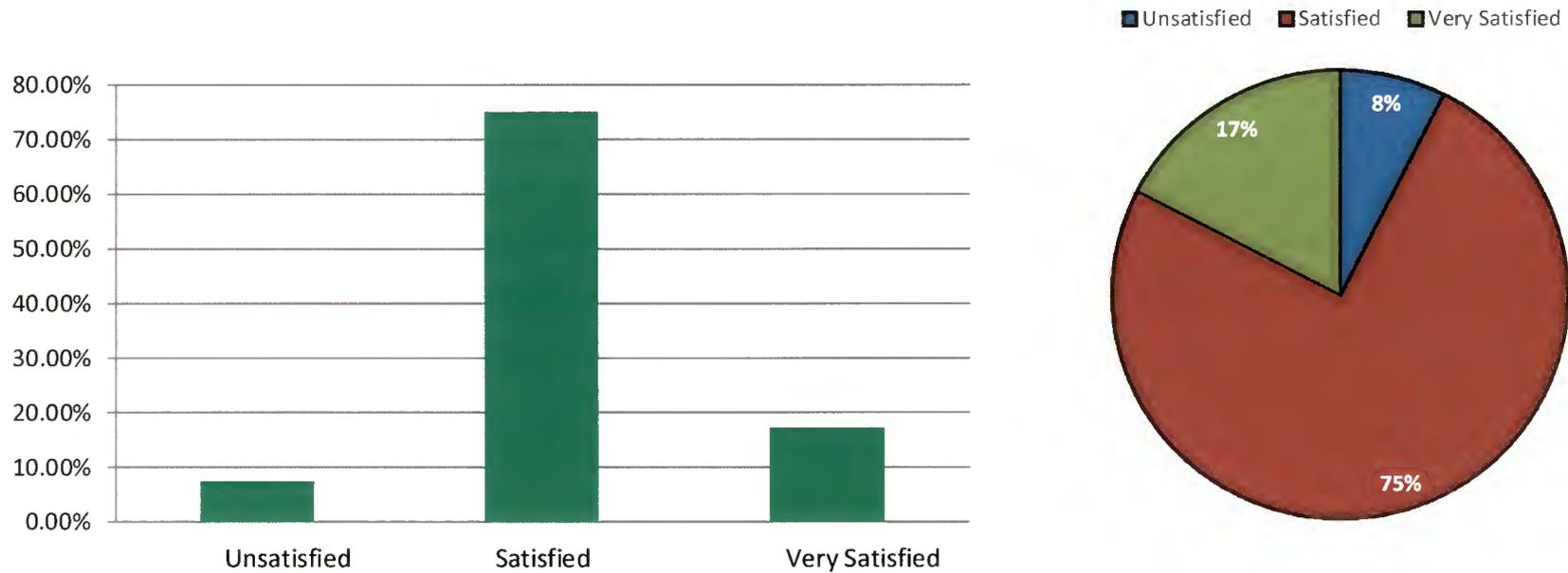
Q9: Which of the following City-sponsored programs do we need more of in Bellingham?

Answered: 1781 Skipped: 682



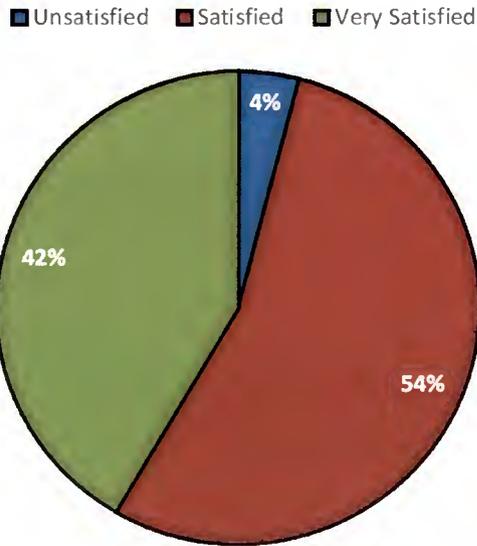
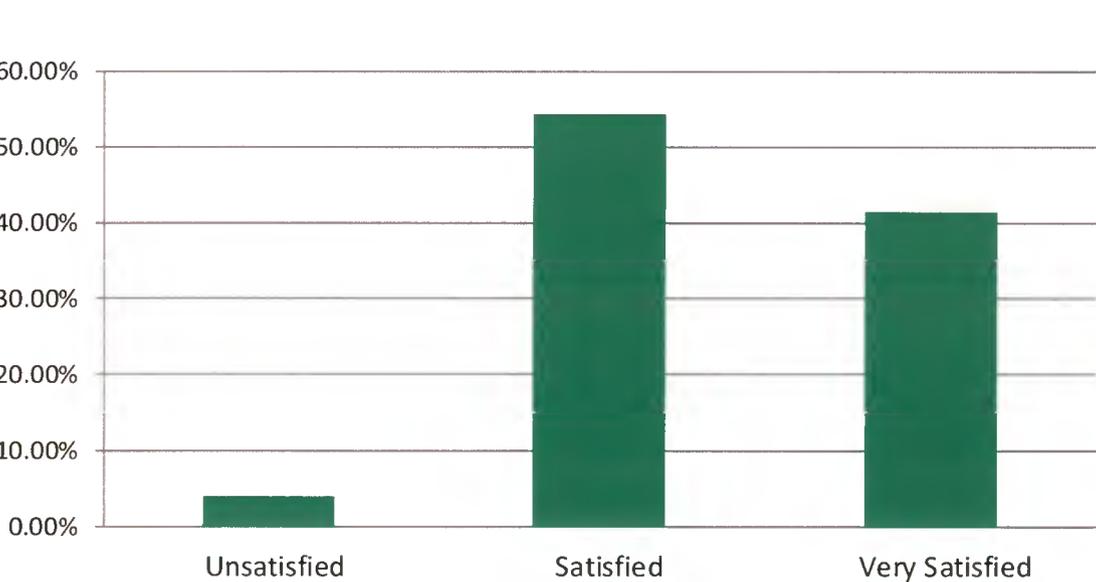
Q10: On a scale of 1-3, how satisfied are you with Bellingham's recreational programming?

Answered: 2,328 Skipped: 135



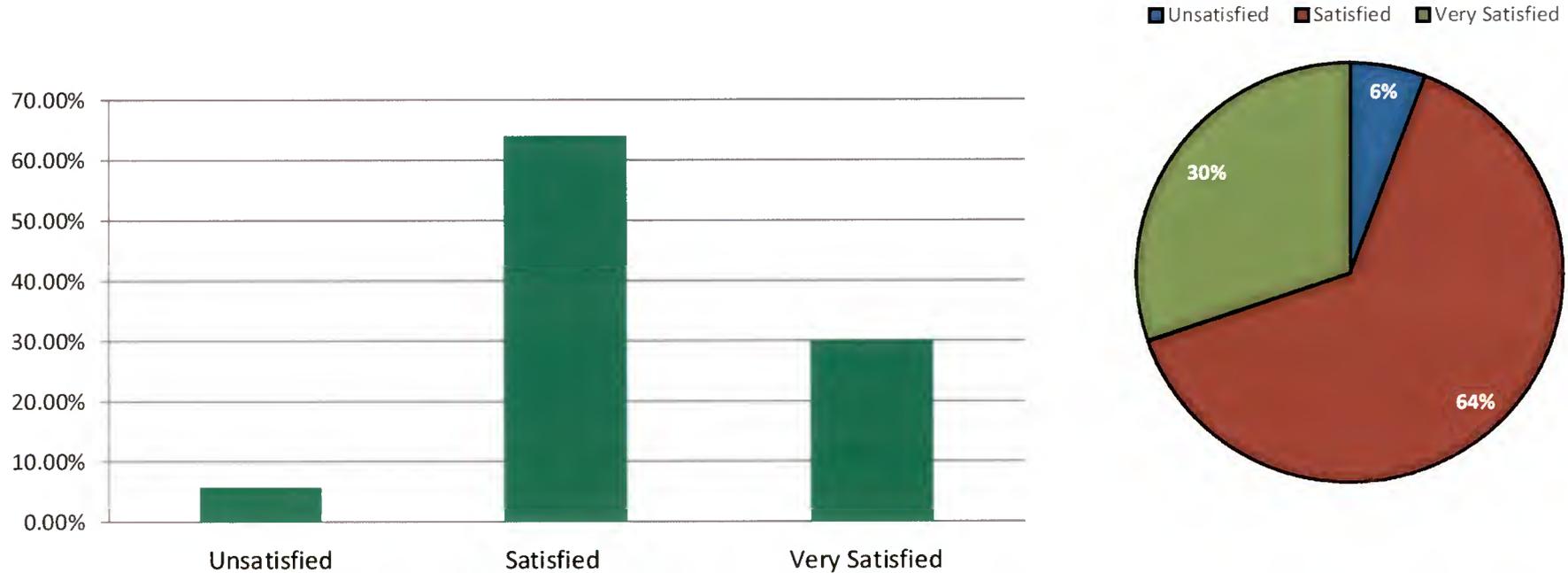
Q11: On a scale of 1-3, how satisfied are you with Bellingham's trail system?

Answered: 2,400 Skipped: 63



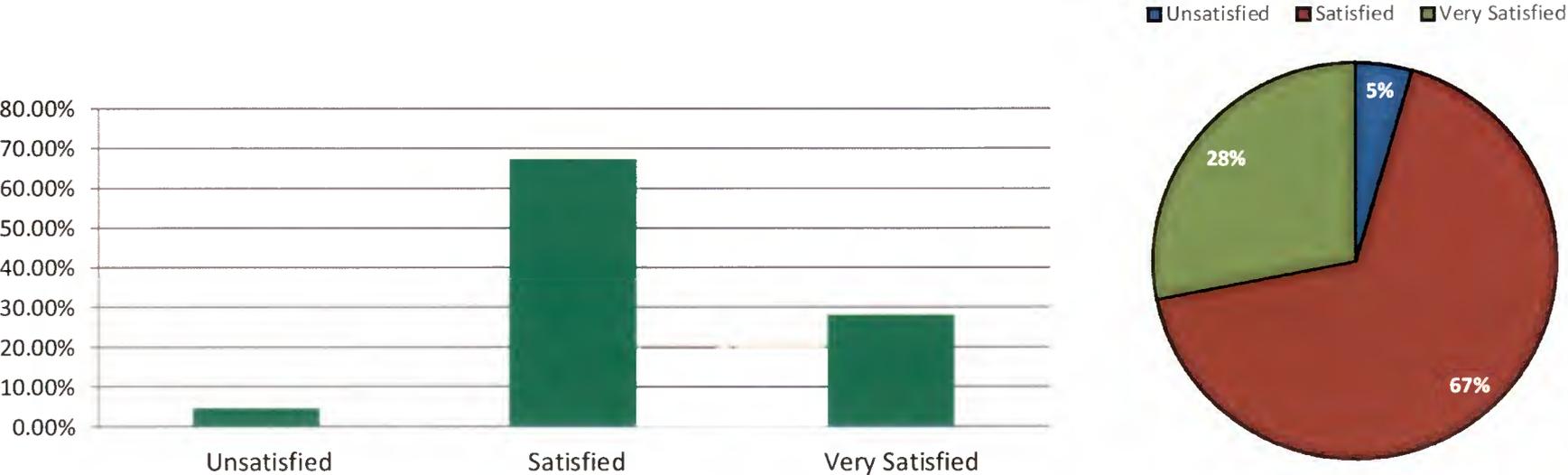
Q12: On a scale of 1-3, how satisfied are you with Bellingham's natural open space and habitat areas?

Answered: 2,408 Skipped: 55



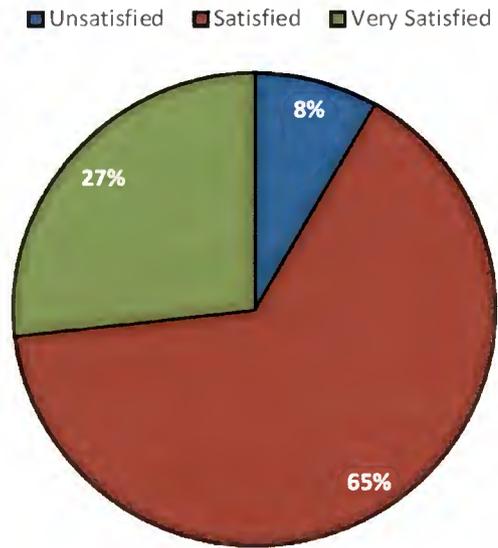
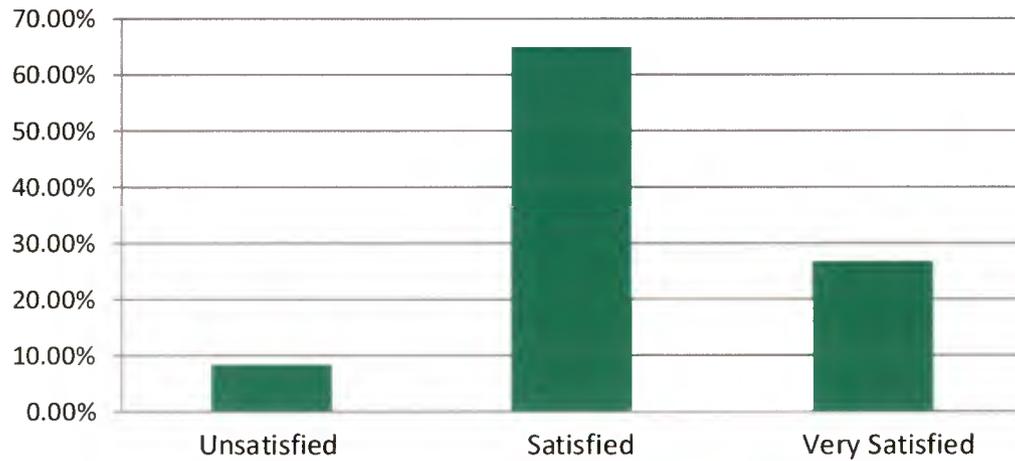
Q13: On a scale of 1-3, how satisfied are you with Bellingham's special use areas, such as the golf course, cemetery, Big Rock Garden, Depot Market Square, and Woodstock Farm?

Answered: 2,375 Skipped: 88



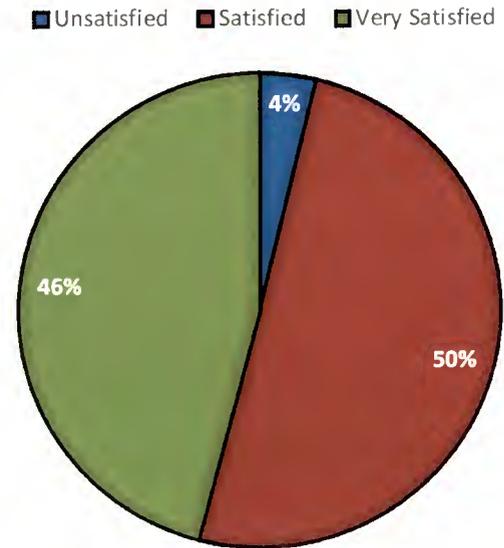
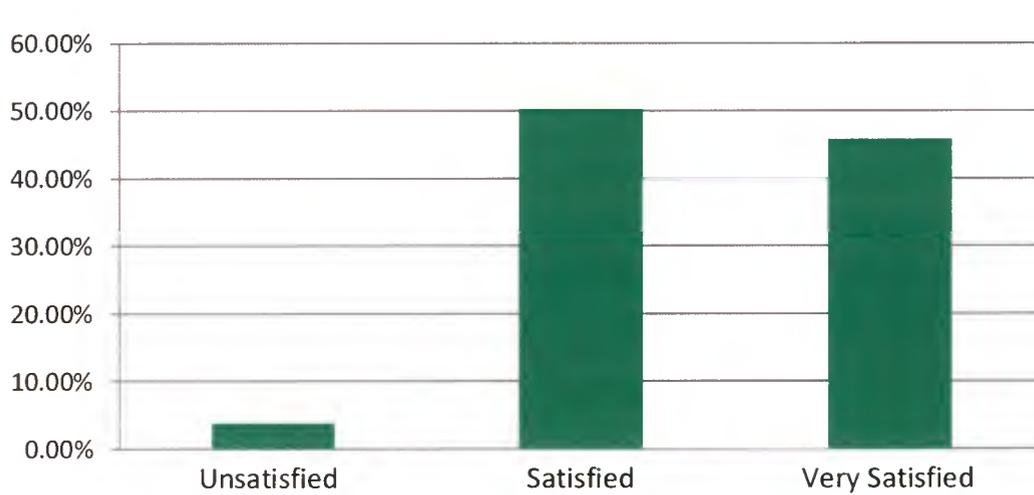
Q14: On a scale of 1-3, how satisfied are you with Bellingham's neighborhood parks (generally smaller parks serving immediate neighborhood)?

Answered: 2,399 Skipped: 64



Q15: On a scale of 1-3, how satisfied are you with Bellingham's larger community parks (such as Civic Stadium, Lake Padden, Boulevard and Squalicum Creek Parks?)

Answered: 2,420 Skipped: 43



Common Free Response Comments

Topic (# of times mentioned)

Trail/Trails/Trailhead (1432)

- Additional street/mountain biking trails
- Connectivity between trails and parks
- More garbage cans at trailheads
- Reduce the amount of social trails

Bike/bikes (494)

- Separate mountain bike lanes from hiking lanes
- Speed limit signage for bikers
- More bike trails outside of Galbraith
- Additional bike racks be added to parks
- Arguments about whether e-bikes should be allowed on trails

Safe/Safety/Safer (425)

- Homelessness
- Safe bike trails to get to parks/ around city
- Safety awareness between bikers and pedestrians

Dog/dogs (362)

- More frequent re-stocking of dog poop bags
- Trash cans along trails for dog-poop
- Arguments for and against off-leash dog location, need more areas for off-leash activity

Pool/pools (325)

- Arne Aquatic Center is inadequate for the needs of the community
 - Need a larger pool/ more than one pool
 - More swim lanes
- People want better access to clean and warm water to swim in

Common Free Response Comments

Topic (# of times mentioned)

Sign/signs/signage (240)

- Educational signage on habitat and natural open space preservation
- Educational signage on dog (poop etiquette, off-leash areas)
- Way finders between parks and trails
- Signs to remind bikers to slow down on trails
- Whatcom Falls needs more signs/maps

Programs (241)

- Many have no information on available programs and wish they could know more
- Those who do know about available programs are very satisfied with them
- More street/mountain bike race events
- More concerts
- More volunteer programs

Bathroom/restroom (239)

- Add restrooms to parks with no restrooms
- Year-round restroom access
- Maintain existing bathrooms

Pickleball (184)

- More pickleball courts throughout the city
- A lot of comments on creating pickleball facilities but pickleball is not even in the top 10 most wanted added features (Q7)

Galbraith (140)

- Better/more signage. Maps and signs are out of date in places
- Need a parking lot and restrooms

4.80.110 Execution of contracts.

┌

A. A formal written contract, signed by the mayor and attested by the finance director, shall be required as follows:

1. For public works or improvements where the cost thereof exceeds \$5,000;
2. For contracts for services in excess of \$10,000.

B. In cases of purchases of supplies, material or equipment, a purchase order shall be sufficient to document the transaction.

C. In all other cases, a document (on a form acceptable to the city) representing the terms of agreement between the contractor or vendor and the city shall be executed by the contractor or vendor and the head of the department for whom the work is being performed. The mayor and finance director are hereby authorized to delegate to such department head authority to sign such document. Such document shall be accompanied by an insurance certificate naming the city as an additional insured. [Ord. 2009-09-058; Ord. 2004-07-048; Ord. 1998-04-016; Ord. 9878, 1988; Ord. 8884 § 10, 1980].

**BELLINGHAM PLANNING COMMISSION
FINDINGS OF FACT, CONCLUSIONS, AND RECOMMENDATIONS**

DECEMBER 5, 2019

SUMMARY

Following the public hearing and deliberation on the proposed legislative action to update the 2016 PRO Plan of the Comprehensive Plan, the Planning Commission has determined that the proposed changes comply with, and will implement, the goals and policies of the 2016 Bellingham Comprehensive Plan.

I. FINDINGS OF FACT

1. Project or Proposal Description

The proposal is to update the 2016 Parks, Recreation and Open Space Plan (PRO Plan). The PRO Plan must be updated every six years for the City to remain eligible for grants under the Washington Wildlife and Recreation Program (WWRP). The update must be completed by March 2020.

The PRO Plan includes goals and objectives, specific recommendations and an implementation component intended to "expand and enhance Bellingham's park system as a vital part of the quality of life for Bellingham's residents. To be easily understood by a broad audience, the PRO Plan is presented in a concise but user-friendly format. The main changes from the 2016 PRO Plan include:

- **Chapter 1: Introduction** has been modified to include goals and objectives (previously Chapter 5) and includes a section about the PRO plan's history;
- **Chapter 2: Community Setting** provides updated information on population growth trends and forecasts (to 2040). A section on maintenance management was added. Demographics and historical development sections were removed;
- **Chapter 3: Existing Facilities** provides an updated inventory of Neighborhood Parks, Community Parks, Special Use Sites, Open Space and Trails within the planning area. A section about Galbraith Mountain was added. (For purposes of the PRO Plan update, the planning area includes the current city limits and urban growth areas);
- **Chapter 4: Land and Facility Demand** provides an updated level-of-service chart to reflect how many additional acres of each type of facility are needed based on the anticipated population growth, new sections on Park Enhancement Prioritization Tool and Maintenance Standards LOS have been added;
- **Chapter 5: Recommendations (Previously Goals and Objectives)** are updated based on survey and public input results. Policy and project recommendations are separated for each park type, project recommendations are now separated by priority level;

- **Chapter 6: Implementations (Previously Recommendations)** is updated to include funding strategies for the next six to twenty years, priorities moved to chapter 5; and;
- **Chapter 7: Implementation Plan** no longer exist. Implementation is now Chapter 6.

2. Background Information/Procedural History

- a. On June 20, 2019 the Planning Commission held a public hearing regarding the 2019-2020 Comprehensive Plan amendment docketing requests and recommended to City Council that the update to the 2016 PRO Plan be placed on the annual review docket. On August 26, 2019 City Council added the PRO Plan update to the 2019-2020 comprehensive plan amendment review docket.
- b. The PRO Plan update reflects the community-based approach used by the Parks Department. This approach allowed the residents of Bellingham to influence the process through public meetings and surveys, during which they were asked to evaluate the existing system and set priorities for additional facilities. A public open house focusing on key elements of the PRO Plan was held on September 19, 2019.
- c. The Parks and Recreation Advisory Board members served as the project Steering Committee to help oversee the planning process, provide input through workshops and field trips, and evaluated the recommendations. The Greenways Advisory Committee met monthly during the planning process to update the proposed trail network. In addition to the public meetings, a web-based survey was conducted to augment and inform the Steering Committee's discussions. The web survey was conducted to help identify people's priorities and preferences for parks and open space facilities. Included in the survey were questions about current park usage, satisfaction with park facilities, and attitudes towards potential park projects and funding. The web survey garnered 2,463 responses in June and July of 2019.

3. Public Comment

Notice of the Planning Commission hearing was published the Bellingham Herald and mailed to the Park and Recreation Advisory Board, the Greenways Advisory Committee, neighborhood associations and MNAC representatives.

4. State Environmental Policy Act (SEPA) Determination if applicable

A non-project SEPA threshold determination of Non-Significance (SEP2019-0056) was issued on November 21, 2019.

5. Consistency with the Bellingham Comprehensive Plan, and/or Review Criteria

The proposed update to the 2016 PRO Plan of the Comprehensive Plan is consistent with the five decision criteria found in Bellingham Municipal Code Section 20.20.040 B. The criteria that must be met are listed below, accompanied by an analysis of the proposal.

Review Criteria #1. The proposed amendment is consistent with the Growth Management Act (GMA) and other applicable laws.

The Commission finds that GMA establishes goals for cities and counties to ensure that their quality of life is sustained as their communities grow. One of these goals is to “*retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreational facilities*” (RCW 36.70A.020(9)). The parks and recreation chapter of a comprehensive plan must contain the following elements:

- Consistency with the capital facilities element;
- Estimates of park and recreation demand for at least a 10-year period;
- An evaluation of facilities and service needs; and
- An evaluation of intergovernmental coordination opportunities.

The 2020 PRO Plan addresses all these requirements.

The PRO Plan is also consistent with the GMA goal to “*encourage involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.*” The community engagement process used in developing the goals, policies, recommendations and prioritizations were all done by employing various methods of public and stakeholder input.

The PRO Plan also forwards the GMA goal to “*ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.*” The community's high level-of-service standards for parks, open space and trail facilities is maintained to provide fair and equitable services for all residents of Bellingham and its UGAs.

The Commission finds that the proposed amendment request meets this criterion.

Review Criteria #2. The proposed amendment addresses changing circumstances, changing community values, and is consistent with and will help achieve the Comprehensive Plan goals and policies.

The Commission finds that the Draft 2020 PRO Plan addresses the community values that focus on maintaining and enhancing the City's park, recreation, trail and open space/greenway system. Bellingham continues to grow and change as a community. Greater infill development is occurring within the central part of the City, while new development is expected in annexed areas. New types of recreation are emerging, and activities once considered “extreme” have become “mainstream. The park system also attracts a greater number of users than ever before and requires more flexible park resources to respond to new trends, maintain and enhance the aging park system, and serve an increasing population.

The City's 2016 Comprehensive Plan is predicated on the assumption that much of our future population growth will be accommodated in existing neighborhoods and in a variety of “urban villages”. For the infill strategy to be successful, the City's park system must respond accordingly, as land for parks, trails and open space in these areas becomes more difficult (and expensive) to acquire. Other significant growth areas are in the City's UGAs, where the City must plan for park system improvements before

development occurs so that when the areas are annexed, residents across the city will enjoy a comparable level-of-service. The Draft 2020 PRO Plan addresses these changed circumstances.

It is also critical that the City have an up-to-date park plan that can be used as the basis for:

- identifying future needed facilities in the City and UGA;
- establishing a policy base to guide future funding decisions;
- informing decisions by landowners as they plan development projects;
- providing the information needed to continue the City's park impact fee program; and
- identifying grant funding and other financing methods.

The Commission finds that the proposed amendment request meets this criterion.

Review Criteria #3. The proposed amendment will result in long-term benefit to the community and is in the community's overall best interests.

The Commission finds that adopting a new PRO Plan to acquire and build parks, trails and greenways will ultimately contribute to the overall health, welfare and quality of life of the community and provide value to adjacent property owners and neighborhoods. The Draft 2020 PRO Plan, *Chapter 1.2: Principles, Goals and Objectives* were refined to specifically focus on the positive correlation between Bellingham's community well-being and maintaining and enhancing our extraordinary park and recreation system for current and future generations.

The Commission finds that the proposed amendment request meets this criterion.

Review Criteria #4. The amendment will not adversely affect the public health, safety or general welfare.

The Commission finds that nothing in the proposed PRO Plan will adversely affect public health, safety or welfare.

The Commission finds that the proposed amendment request meets this criterion.

Review Criteria #5. If a concurrent rezone is requested, the proposal must also meet the criteria for rezones in BMC 20.19.030. [Ord. 2011-08-048].

The Commission finds that no rezones are proposed with this amendment.

The Commission finds that the amendment proposal did not include a rezone request, therefore, this criterion does not apply.

II. CONCLUSIONS

Based on the staff report, the Draft 2020 PRO Plan, supporting survey responses and the information presented at the public hearing, the Planning Commission concludes:

1. The proposed amendment to the Comprehensive Plan bears a substantial relation to public health, safety and welfare and will contribute to the quality of life that Bellingham and UGA residents currently enjoy.
2. The proposed amendment is consistent with the goals and policies of the 2016 Bellingham Comprehensive Plan and the State Growth Management Act.
3. The proposed amendment will benefit the community in the long-term and is the best interests of the community.
4. The proposed amendment to update the 2016 PRO Plan meets all of the Comprehensive Plan amendment criteria in BMC 20.20.040 B.

III. RECOMMENDATIONS

Based on the findings and conclusions, the Bellingham Planning Commission recommends that City Council approve the proposed 2020 Parks, Recreation and Open Space Plan (PRO Plan), as presented in **ATTACHMENT B**, with edits to incorporate references to the Climate Action Task Force recommendations.

ADOPTED this 5th day of December, 2019



Planning Commission Chairperson

ATTEST: 

Recording Secretary

APPROVED AS TO FORM:



City Attorney