



City of Bellingham
City Council Regular Meeting Agenda
June 7, 2021, 7:00 PM

Mayor Seth Fleetwood

Council Members Hannah Stone, Gene Knutson, Daniel Hammill,

Pinky Vargas, Lisa Anderson, Michael Lilliquist and

Hollie Huthman

Deputy City Clerk Elisabeth Oakes

Contact: (360) 778-8200, ccmail@cob.org

www.cob.org/council

All meetings are held in the City Hall Council Chambers at
210 Lottie Street, Bellingham, WA, unless otherwise noted.

Please note the doors to City Hall unlock at 6:30 PM.

Council members will participate in this meeting remotely through an online web-based meeting platform. Per Washington State Proclamation 20-28, in-person attendance at meetings is prohibited at this time.

Council meetings are streamed live via the City's website at meetings.cob.org and on the [City's YouTube channel](#). Meetings are broadcast in high definition on BTV on Comcast channel 321, and in standard definition on Comcast channel 10.

Anyone wishing to comment during the regular public comment period is invited to do so.

Advance written public hearing testimony is encouraged and can be presented to the Council by mail (210 Lottie Street, Bellingham, WA 98225), online <https://engagebellingham.org/council-public-comment>, or by telephone (360-778-8200).

To present live testimony during the 15-minute public comment period, pre-registration through the meeting link (<https://cob.org/ccsignup>) is encouraged but not required. Anyone wishing to testify live during the meeting may join remotely via <https://cob.org/cczoom>.

Those who would like to listen in by phone can do so using any of the following phone numbers:

- (253) 215-8782
- (346) 248-7799
- (669) 900-6833
- (301) 715-8592
- (312) 626-6799
- (929) 205-6099

Meeting ID: **941 9601 5179**

Password: **9**

The following items are heard in the Regular Meeting only:

Call to Order

Announcements & Upcoming Meetings:

Bellingham City Council meets all requirements of the State of Washington Open Meetings Act.

- 1. On June 21, 2021 at 7:00 PM there will be a Public Hearing to consider City Council's May 10, 2021 approval of an extension of a moratorium on the redevelopment of any of the ten manufactured home parks in Bellingham.**

Roll Call

Mayor's Report

Standing time for briefings, updates and reports to Council by the Mayor, if needed.
Information only.

23007	1.	Mayor's Appointment of Rachel Jewell to the Community Development Advisory Board (Information)	p. 6
23008	2.	Mayor's Appointments of Tourism Commission Members (Information)	p. 9
23009	3.	Mayor's Reappointment and Appointment to the Mayor's Neighborhood Advisory Commission (Information)	p. 24
23010	4.	Mayor's Appointment of Mary Hooker to the Bellingham Sister Cities Board (Information)	p. 27

Public Comment Period

City Council Special Meeting 1:00 PM

23011	1.	Closed Record Hearing to Consider a Street Vacation for a Portion of Queen Street North of Lakeway Drive, East of Puget Street and South of the Civic Field Open Space	p. 30
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The following are heard in both Committee sessions and Regular Meeting in order below:

Council Standing Committee Meetings:

Open to the public to attend. Note: there is generally no public comment period for Committee sessions. Standing Committee Members receive reports and information, ask questions and, when appropriate, vote on a recommended action for consideration by the full Council at the Regular Meeting. The notice of Committee Meetings identified below also serves as notice of Special Meetings of the City Council at the times identified as Council Members who are not members of the committee routinely attend and participate in the Committee Meetings.

Committee Chairs give a report of the Committee Meeting at the Regular Meeting in the evening prior to deliberation and formal vote in the order shown below:

Public Works and Natural Resources 1:10 PM

Michael Lilliquist, Chair

Gene Knutson, Lisa Anderson

- | | | | |
|--------------|-----------|---|---------------|
| 23012 | 1. | Update on Middle Fork Nooksack River Fish Passage Project (EN-0047) | p. 91 |
| 22994 | 2. | Adoption of Draft 2022-2027 Transportation Improvement Program (TIP) | p. 108 |

Planning 1:40 PM

Lisa Anderson, Chair

Daniel Hammill, Hollie Huthman

- | | | | |
|--------------|-----------|--|---------------|
| 23013 | 1. | An Ordinance Amending the 2021-2022 Biennial Budget Adding a Plans Examiner Position in the Development Services Fund | p. 142 |
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Parks and Recreation 1:45 PM

Gene Knutson, Chair

Pinky Vargas, Lisa Anderson

- | | | | |
|--------------|-----------|--|---------------|
| 23014 | 1. | Third Modification to Lease Agreement – Craft Studio at Boulevard Park (Woods Coffee) | p. 146 |
| 22982 | 2. | An Ordinance Amending BMC Chapter 8.04 Regarding Parks and Trails and Providing New Rules for Electric-Assisted Bicycles on Trails, Prohibiting Smoking, Reducing Speed Limits, and Other Updates | p. 154 |

Committee Of The Whole 2:00 PM

Hannah Stone, Chair

Gene Knutson, Daniel Hammill, Pinky Vargas, Lisa Anderson, Michael Lilliquist, Hollie Huthman

Please be advised that if the City Council is ahead of schedule, they may start with old/new business before the official Committee of the Whole meeting time.

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|--------------|-----------|--|---------------|
| 22971 | 1. | Fire Department Strategic Plan | p. 165 |
| 23015 | 2. | Discussion of Options for Civilian Oversight of Law Enforcement in Bellingham | p. 318 |
| | 3. | Approval of Minutes | |
| | 4. | Old/New Business | |

Executive Session 3:30 PM

Closed to the public. Report in the Regular Meeting only:

- 1. Potential Property Acquisition (Stamps approx. 3 min)**
- 2. Potential Property Acquisition (Stamps approx. 3 min)**
- 3. Potential Property Acquisition (Stamps approx. 3 min)**
- 4. Potential Property Acquisition (Stamps approx. 3 min)**
- 5. Litigation: Eldard v. City of Bellingham et al. (Brady approx. 10 min)**
- 6. Litigation: Fox v. City of Bellingham (Brady approx. 10 min)**
- 7. Litigation: Young v. City of Bellingham (Brady approx. 15 min)**
- 8. Litigation: Lev vs. City of Bellingham and Seth Fleetwood (Marriner approx. 30 min)**

Consent Agenda

All matters listed on the Consent Agenda are considered routine and/or non-controversial items and may be approved in a single motion. A member of the Council may ask that an item be removed from the Consent Agenda and considered separately.

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|--------------|-----------|---|---------------|
| 23016 | 1. | Authorization of Payroll Labor Cost Payments Dated May 01, 2021 to May 15, 2021 | p. 354 |
| 23017 | 2. | Authorization of A/P Transactions Issued May 07, 2021 through May 13, 2021 | p. 355 |
| 23018 | 3. | Authorization of A/P Transactions Issued May 14, 2021 through May 20, 2021 | p. 356 |
| 23019 | 4. | Authorize the Mayor to Enter Into an Interlocal Agreement Between the City of Bellingham and Whatcom County for Whatcom Unified Command COVID-19 Support Services | p. 357 |
| 23020 | 5. | A Resolution Setting the Date and Time for a Public Hearing Before the Hearing Examiner for Consideration of a Street Vacation Petition for "Center Street" Located Between D, E, Astor and Bancroft Streets in Old Town | p. 363 |

Final Consideration of Ordinances

- | | | | |
|--------------|-----------|---|---------------|
| 22979 | 1. | James Street Preferred Arterial Standard Ordinance | p. 367 |
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Adjournment

Agenda Information:

Council Committee and Regular Meeting agendas and agenda packets, which contain the supporting documentation for agenda items, are available to the public Wednesday afternoon prior to the meeting. They are posted at <https://meetings.cob.org>. A hard copy of the agenda packet is available for review from the reference desk at the Central Library or the Finance office at City Hall.

Live Broadcast Information:

The Bellingham City Council Committee Meetings are broadcast live on BTV Bellingham at the times listed on the Agenda. Committee session start times between 9:00 AM and 5:00 PM are estimated. A specific Committee may start later than the time published but will not begin earlier than its published time.

BTV can be found on cable systems as follows: Comcast channels 10 (standard) and 321 (high definition), and CenturyLink channels 40 (standard) and 1040 (high definition).

The meetings are also [streamed live](#) on the internet as they occur. Online viewers will see exactly what cable customers would see.

The Bellingham Public Library also has DVD's available for checkout. Video and audio files are available on the Internet at <https://meetings.cob.org> within 5 business days following each meeting.

BTV Council Meeting Rebroadcast Schedule:

Tues. 12 PM: Repeat broadcast of Monday afternoon Committee meetings
Tues. 7 PM: Repeat broadcast of Monday night regular meeting
Wed. 8 AM: Repeat broadcast of Monday night regular meeting
Sat. 12 PM: Repeat broadcast of Monday afternoon Committee meetings
Sat. 7 PM: Repeat broadcast of Monday night regular meeting

Accessibility:

The Council Chambers is fully accessible. Elevator access to the second floor is available at City Hall's west entrance. Hearing assistance is available, and a receiver may be checked out through the Deputy City Clerk prior to the evening session. For additional accommodations, contact the Legislative Assistant at 778-8200 in advance of the meeting. Thank you.

**Next City Council Meeting
Monday, June 21, 2021**

Deadline to submit material for any public hearing for inclusion in the published agenda packet is 8:00 a.m. on Wednesday prior to the meeting.



City Council Agenda Bill

23007

Bill Number

Subject: **Mayor's Appointment of Rachel Jewell to the Community Development Advisory Board (Information)**

Summary Statement: The Community Development Advisory Board is authorized by Ordinance 2.46.020.

The Mayor appoints Rachel Jewell to her first term, which will expire on June 1, 2024, at which time she may be reappointed.

Previous Council Action: **N/A**

Fiscal Impact: **None**

Funding Source: **None**

Attachments: 1. APPLICATION

Meeting Activity	Meeting Date	Recommendation	Presented By	Time
Mayor's Report - Appointment - For Information	6/07/2021	Information/Discussion	Mayor Seth Fleetwood	0 minutes

Recommended Motion:

Council Committee:

Agenda Bill Contact:

Tracy Lewis, Mayor's Office

Council Action:

Reviewed By	Department	Date
<i>Brian M. Heinrich</i>	Executive	6/01/2021
<i>Alan A. Marriner</i>	Legal	6/01/2021
<i>Seth M. Fleetwood</i>	Executive	6/01/2021

Lewis, Tracy L.

From: noreply@cob.org on behalf of City of Bellingham <noreply@cob.org>
Sent: Thursday, October 29, 2020 3:05 PM
To: Lewis, Tracy L.
Subject: Boards and Commissions Application - Rachel Jewell

City of Bellingham

Boards and Commissions Application

Entry Details

WHICH BOARD OR COMMISSION ARE YOU INTERESTED IN? *Community Dev. Board*

NAME Rachel Jewell

EMAIL

PRIMARY PHONE

SECONDARY PHONE

MAILING ADDRESS _____, BELLINGHAM, Washington
98225

IS YOUR HOME ADDRESS THE SAME AS YOUR MAILING ADDRESS? Yes

DO YOU LIVE WITHIN BELLINGHAM CITY LIMITS? Yes

HOW LONG HAVE YOU LIVED IN BELLINGHAM? Born and raised with a break in the middle (been home for at least 10 years now)

WHAT NEIGHBORHOOD DO YOU LIVE IN? Cornwall Park/Columbia

CURRENT (OR FORMER IF RETIRED) OCCUPATION	High School Teacher
HIGHEST LEVEL OF EDUCATION	Masters Degree in Ed
PROFESSIONAL / COMMUNITY ACTIVITIES YOU ARE INVOLVED IN	Most of my current activities take place within the school/education bureaucracy. I've been on the district equity team for three years - we design/coach/guide our school buildings on equity issues and through that I was on the policy writing team for our district equity policy. I'm also a member of the high school's "team leaders" - basically a school-wide leadership team.
QUALIFICATIONS RELATED TO THIS POSITION	Positive, innovative, future-forward thinker, charismatic leader, practical and intelligent, community builder.
DESCRIBE WHY YOU ARE INTERESTED IN SERVING ON THIS BOARD OR COMMISSION	I'm from Bellingham, own a home here, and would like to invest in/give back to/learn more about my city and its development. I really believe we've got a lot going for us over the next 20-30 years and would like to be involved in the process!
YES/NO TO THE ABOVE:	No
UPLOAD FILES	



City Council Agenda Bill

23008

Bill Number

Subject: **Mayor's Appointments of Tourism Commission Members (Information)**

Summary Statement: The Tourism Commission is authorized by BMC 2.80.020.

The Mayor appoints Matt Lesinski to his first partial term, which will expire on April 3, 2023, at which time he may be reappointed.
The Mayor appoints Christine Jenkins to her first term, which will expire on June 1, 2024, at which time she may be reappointed.
The Mayor appoints Craig Jewell to his first term, which will expire on June 1, 2024, at which time he may be reappointed.

Previous Council Action: **N/A**

Fiscal Impact: **None**

Funding Source: **None**

Attachments: 1. APPLICATIONS

Meeting Activity	Meeting Date	Recommendation	Presented By	Time
Mayor's Report - Appointment - For Information	6/07/2021	Information/Discussion	Mayor Seth Fleetwood	0 minutes

Recommended Motion:

Council Committee:

Agenda Bill Contact:

Tracy Lewis, Mayor's Office

Council Action:

Reviewed By	Department	Date
<i>Brian M. Heinrich</i>	Executive	6/01/2021
<i>Alan A. Marriner</i>	Legal	6/01/2021
<i>Seth M. Fleetwood</i>	Executive	6/01/2021

Lewis, Tracy L.

From: noreply@cob.org on behalf of City of Bellingham <noreply@cob.org>
Sent: Tuesday, March 23, 2021 4:24 PM
To: Lewis, Tracy L.
Subject: Boards and Commissions Application - Matt Lesinski
Attachments: COB Tourism - Resume (Mar 2021).pdf

City of Bellingham

Boards and Commissions Application

Entry Details

WHICH BOARD OR COMMISSION ARE YOU INTERESTED IN? Tourism

NAME Matt Lesinski

EMAIL

PRIMARY PHONE

SECONDARY PHONE

MAILING ADDRESS Bellingham, Washington 98226

IS YOUR HOME ADDRESS THE SAME AS YOUR MAILING ADDRESS? Yes

DO YOU LIVE WITHIN BELLINGHAM CITY LIMITS? Yes

HOW LONG HAVE YOU LIVED IN BELLINGHAM? 10 years

WHAT NEIGHBORHOOD DO YOU LIVE IN? Barkley (Roosevelt)

CURRENT (OR FORMER IF RETIRED) OCCUPATION	Chief Operating Officer
HIGHEST LEVEL OF EDUCATION	BA from Western
PROFESSIONAL / COMMUNITY ACTIVITIES YOU ARE INVOLVED IN	I recently finished tenure on Whatcom Young Professionals Advisory Council and Board of Directors for Bellingham Arts Academy for Youth. In addition, I'm actively involved in our local business community, specifically with the Bellingham Regional Chamber of Commerce, and collaborate with a variety of local non-profits to amplify their programming and engage their constituents.
QUALIFICATIONS RELATED TO THIS POSITION	I have worked professionally in the event and hospitality sector for over a decade in both Bellingham and Seattle. For each of these locations, there was a consistent balance of engaging local audiences while also attracting regional audiences. My experience with producing events, marketing to attendees beyond the local county, and owning budgeting responsibilities allows me to advocate on behalf of producers and while also maintaining an eye on the return-on-investment for the city.
DESCRIBE WHY YOU ARE INTERESTED IN SERVING ON THIS BOARD OR COMMISSION	As an active member of our community, that attends and supports many tourism-based activities, I want to propel our city's reach and empower local businesses to create and expand tourism-driven activities that have both an economic and social impact on our city. Moving beyond the pandemic we have the opportunity to redefine what it means to foster our community. I want to support our city to be known as the place that is an economic and cultural driver for our region.
DO YOU OR YOUR SPOUSE HAVE A FINANCIAL INTEREST IN, OR ARE YOU AN EMPLOYEE OR OFFICE OF ANY BUSINESS OR AGENCY WHICH DOES BUSINESS WITH THE CITY OF BELLINGHAM?	No

References (Preferred)

Reference 1

NAME Josh Burdick

EMAIL

PHONE

Reference 2

NAME Guy Occhiogrosso

EMAIL

PHONE

UPLOAD FILES COB Tourism - Resume (Mar 2021).pdf

RELEVANT EXPERIENCE

Chief Operating Officer (Mar 2021–Present)

Marketing Director (Jul 2020–Mar 2021)

Veritas Media Productions | Bellingham, WA

July 2020–Present

- Spearhead strategies to steer the company's future in a positive direction
- Drive operating capabilities to surpass client satisfaction, retention, & company goals
- Oversee all marketing initiatives and implementation of business practices

Marketing Director

Mount Baker Theatre | Bellingham, WA

Mar 2020–Jul 2020

- Directed strategy, creative direction, and production for marketing campaigns
- Managed messaging tactics across season ticketing, individual shows, development activities, concessions, venue rental, volunteer recruitment, and institutional branding
- Developed, negotiated, and managed all media contracts, ad buys, print costs, and supplies within budget constraints

Marketing Manager

Four Points by Sheraton | Bellingham, WA

Jun 2018–Mar 2020

- Implemented marketing efforts for print, digital, and display advertising campaigns
- Created community engagement programs within the hotel & local/regional markets
- Established schedules to outline promotional campaigns and annual budgets

Associate Director of Marketing (Dec 2017–Jun 2018)

Marketing Manager (Jun 2017–Dec 2017)

ACT Theatre | Seattle, WA

Jun 2017–Jun 2018

- Served as project manager for marketing efforts of ACTLab programming
- Established relationships with partnering artists and organizations
- Oversaw all promotional efforts and created targeted marketing campaigns

Marketing & Operations Director

The Upfront Theatre | Bellingham, WA

May 2015–Jun 2017

- Managed all earned revenue derived through ticket sales, advertising, & events
- Created marketing strategies to enhance public relations & community involvement
- Coordinated & oversaw all marketing, publicity, sales, and graphic design efforts

EDUCATION

Western Washington University | Bellingham, WA

Sep 2006–Aug 2009

- Bachelor of Arts in Theatre Arts

ASSOCIATIONS

- Whatcom Young Professional – Advisory Board
- Whatcom Young Professionals
- Bellingham Arts Academy for Youth – Board Member
- Leadership Whatcom

Jan 2019–Dec 2020

Jul 2015–Present

Mar 2019–May 2020

Feb 2017–Jun 2017

Lewis, Tracy L.

From: noreply@cob.org on behalf of City of Bellingham <noreply@cob.org>
Sent: Monday, May 10, 2021 5:59 PM
To: Lewis, Tracy L.
Subject: Boards and Commissions Application - Christine Jenkins
Attachments: ChristineJenkinsResume_TourismCommission.pdf; Letter of Recommendation-Reference_ChristineJenkins.pdf

City of Bellingham

Boards and Commissions Application

Entry Details

WHICH BOARD OR COMMISSION ARE YOU INTERESTED IN? Tourism Commission

NAME Christine Jenkins

EMAIL

PRIMARY PHONE

SECONDARY PHONE

MAILING ADDRESS Sedro Woolley, Washington
98284

IS YOUR HOME ADDRESS THE SAME AS YOUR MAILING ADDRESS? Yes

DO YOU LIVE WITHIN BELLINGHAM CITY LIMITS? Yes

HOW LONG HAVE YOU LIVED IN BELLINGHAM? 25 years

WHAT NEIGHBORHOOD DO YOU LIVE IN? Glenhaven

CURRENT (OR FORMER IF RETIRED) OCCUPATION Director of Marketing and Sales at Hotel Bellwether

HIGHEST LEVEL OF EDUCATION BA from WWU

PROFESSIONAL / COMMUNITY ACTIVITIES YOU ARE INVOLVED IN Bellingham Whatcom County Lodging Association Monthly Meetings (BWCLA), Bellingham Regional Chamber of Commerce Member, Bellingham Whatcom County Tourism Member, Women's Professional Network member

QUALIFICATIONS RELATED TO THIS POSITION Bring more than 20 years' experience in the tourism and hospitality industry with focus in sales, marketing, public relations and communications. Served previously on the Tourism Commission from 2012-2018, in addition to the Bellingham Whatcom County Tourism Board (2012-2018), Lodging Tax Allocation Committee (2012-2015). During this time, I was the Director of Sales & Marketing for the Best Western Lakeway Inn Hotel (now Four Points by Sheraton).

DESCRIBE WHY YOU ARE INTERESTED IN SERVING ON THIS BOARD OR COMMISSION I am passionate about our community in Bellingham/Whatcom County and contributing to the enhancement of the tourism and visitor industry. I have built strong relationships with our local businesses and have worked with most of the current Tourism Commission members.

DO YOU OR YOUR SPOUSE HAVE A FINANCIAL INTEREST IN, OR ARE YOU AN EMPLOYEE OR OFFICE OF ANY BUSINESS OR AGENCY WHICH DOES BUSINESS WITH THE CITY OF BELLINGHAM? No

References (Preferred)

Reference 1

NAME Jill Radel

EMAIL

PHONE

Reference 2

NAME

Keith Coleman

EMAIL

PHONE

UPLOAD FILES

ChristineJenkinsResume_TourismCommission.pdf
Letter of Reccomendation-
Reference_ChristineJenkins.pdf



Christine A. Jenkins

Sedro Woolley, WA 98284

PROFILE & VALUE

Highly motivated and adept Marketing, Public Relations, Communications, Sales and Administrative professional with more than 20 years of experience working with high-level executive management & leadership teams and community partners in the health, tourism, hospitality, state and county government, non-profit and education industries. Driven and focused with proven excellence in written and oral communication and presentations. Possess strong organizational skills and attention to detail, prioritizing tasks to manage a diverse workload in a fast-paced environment. Trustworthy with confidential and sensitive information. Seasoned in managing staff, complex projects and campaigns and maintaining high level of communication across teams. Resourceful and independent problem-solver. Active and passionate participant in the local community with excellent interpersonal skills for establishing and maintaining effective relationships with employees, customers, vendors and the public. Serve as a collaborative partner, educator, team motivator, troubleshooter, translator, help desk attendant, diplomat, travel consultant and ambassador to the community and beyond!

CORE COMPETENCIES, QUALIFICATIONS & EXPERTISE

- Visionary and Critical Thinker
- High Level of Diplomacy, Integrity & Discretion
- Positive Attitude & Team Motivator
- Flexible and Agile in Fast Paced Environment
- Relationship Builder and Team Developer
- Excellent Verbal & Written Communication
- Resourceful and Solution Focused
- Composure Under Pressure
- Proactive & Anticipates Needs
- Leadership, Growth Management & Business Development
- Superior Attention to Detail
- Multi-tasking, Time Management and Ability to Meet Tight Deadlines
- Sales and Marketing Development
- Community Outreach & Public Relations
- Detailed Reporting, Evaluation & Insight
- Complex Project Management
- Budget Management

CAREER EXPERIENCE

Barlean's – Ferndale, Washington
Executive Assistant to Chief Executive Officer

October 2014 to June 2020

- Provided high-level, confidential administrative & partnership support to the Chief Executive Officer (CEO)
- Assisted and supported CEO's direct reports and Executive Management & Senior Leadership Teams
- Represented CEO at meetings and events where he was unable to attend
- Managed complex CEO and executive team calendars & scheduled pertinent meetings and appointments
- Scheduled intricate domestic & international travel and maintained communication across teams

Barlean's – Ferndale, Washington
Executive Assistant to Chief Executive Officer**October 2014 to June 2020**

- Managed critical meetings and projects in a fast-paced environment
- Planned, organized and implemented Barlean's weekly executive team meetings, quarterly leadership team summits, national sales meeting, annual trade shows and monthly all employee plant luncheons
- Attended and promoted Barlean's products at key tradeshow and events, including Natural Products Expo in California & Baltimore, health fairs and community events
- Continuously sought out new opportunities and developed ways to identify, improve and promote efficient systems and processes within the organization and teams
- Prepared essential agendas, packets, presentations, documents and agreements for executive and leadership team and client meetings
- Documented and took detailed notes and minutes at key meetings and events
- Compiled and disseminated company-wide announcements on behalf of Owner and CEO
- Typed, edited and proofread correspondence, legal documents, presentations and promotional materials
- Analyzed and evaluated current document and records management policies, procedures and processes
- Actively observed the market & natural product industry, identified trends and monitored competitors to recommend strategic sales strategies and assist CEO in making important business decisions
- Developed, designed and produced various marketing & promotional materials including brochures, presentations, newsletters and sales contracts
- Coordinated client, vendor and community partner visits and site tours to Barlean's headquarters
- Developed and cultivated strong relationships with key clients and industry partners
- Represented the Barlean's brand and served as a community ambassador at key professional meetings including Women's Professional Network and Bellingham Whatcom Chamber of Commerce

Best Western Plus Lakeway Inn & Conference Center – Bellingham, Washington
Director of Sales and Marketing**August 2005 to August 2014**

- Led and managed the Sales and Catering team and worked closely with the Owners, General Manager and department head managers to determine appropriate sales strategies in all market segments towards maximizing and increasing hotel revenues in lodging, catering and meeting space
- Ensured clear understanding of hotel sales, marketing and public relation goals by Sales and Catering team through consistent and active communication with daily huddles, weekly team strategy meetings, event planning meetings, staff retreats, hosted trainings and mentorship
- Participated in sales calls and blitzes with members of the Sales and Marketing team to further develop relationships with existing & prospective clients and acquire new business and/or close on business
- Actively observed the market & travel industry, identified trends and monitored competitor hotels to create strategic sales strategies
- Provided customer intelligence in evaluating the market and economic trends and implemented changes in sales strategy to meet or exceed customer expectations
- Recommended management action to improve standard operation procedures and presented comparisons on costs, risks and benefits
- Managed key accounts and conducted persuasive sales presentations about hotel and Bellingham community to prospective clients, locally and throughout the country
- Compiled, developed and executed the 300+ page annual sales and marketing budget and plan
- Ensured training programs were conducted regularly and Best Western standards of performance were met consistently
- Coordinated production of the hotel's public relations campaigns and media, advertising and sales literature with department managers and advertising consultants, staying within established budgets
- Managed interns quarterly from the Tourism and Hospitality program at Whatcom Community College to develop marketing and sales initiatives and plan/attend events at hotel and in the community

Best Western Plus Lakeway Inn & Conference Center – Bellingham, Washington
Director of Sales and Marketing **August 2005 to August 2014**

- Reviewed and analyzed the Strategic Alignment Review (STAR) report, competitive shopping reports and used other resources to actively maintain an awareness of the hotels market position
- Edited and wrote innovative public relations and advertising copy for use in hotel promotions
- Reviewed all hotel advertising material for correct and easy-to-understand terminology and ensured all messages were clear, congruent and impactful in all advertising media
- Coordinated and developed sales promotions and other marketing activities with sales team and department head managers
- Planned, organized and implemented hotel participation in community and in-house special events
- Served on the Tourism Commission (City of Bellingham/Mayor Appointed), Bellingham Whatcom County Tourism Board and Lodging Tax Allocation Committee as community advisor in lodging sector

Bellingham/Whatcom County Convention & Visitors Bureau – Bellingham, Washington
Marketing and Public Relations Manager **July 1999 to July 2005**

- Worked with Executive Director to develop & direct planning, administration & implementation of all marketing and public relations activities for the Visitors Bureau
- Led and supervised marketing staff, contractors and interns to develop marketing programs, membership story profiles, visitors guide, trade show planning & other community initiatives as needed
- Developed, designed, produced & distributed various marketing, membership and Visitors Bureau materials including community brochures, event calendars, Tourism Talk newsletters, forms, banners, press sheets, maps, display ads and other printed materials
- Coordinated Bureau events such as the Great NW Travel Show and Annual Tourism Awards Dinner
- Traveled throughout the country and actively promoted Bellingham & Whatcom County at various industry conferences & trade shows and media sales blitzes
- Cultivated relationships with the local, regional and international media to further promote our area and generate editorial coverage through coordination of media blitzes, familiarization tours, dissemination of press releases, promotional materials & consistent communication
- Conducted research to develop Monthly Analytics, Month End Report, annual marketing plan, annual report & other tourism industry reports
- Compiled, updated and maintained media & area event coordinator contact tracking databases
- Promoted the Bureau's 300+ members locally & nationally
- Oversaw Visitors Bureau's leisure advertising budget and ensured placement of appropriate annual advertising campaigns. Coordinated billing & collection for event calendar ad sales, newsletters and other marketing projects
- Educated Bureau partners as presenter on various tourism topics through workshops, socials & forums
- Served as a key public relations representative, community ambassador and main media contact
- Worked with local and state government agencies to promote Bellingham/Whatcom County and tourism industry initiatives, including attending Tourism Day at our state's capital in Olympia
- Attended Board of Director meetings and Bellingham Tourism Commission meetings
- Attended county-wide meetings and served on local advisory boards and committees related to local tourism industry
- Participated with regional DMOs in state-wide tourism initiatives

MEMBER/BOARD ORGANIZATIONS

- Women's Professional Network Member (2005 to present)
- Women's Professional Network Board, Secretary Chair (2017-2019)
- Women's Professional Network Board, Publicity Chair (2005 to 2017)
- Tourism Commission – City of Bellingham/Mayor Appointed (2012 to 2018)
- Bellingham Whatcom County Tourism Board (2012 to 2018)
- Lodging Tax Allocation Committee – City of Bellingham (2012 to 2015)
- Charter College Hospitality Advisory Committee (2013 to 2014)
- Meeting Planners International – PNW Chapter (2005 to 2015)
- YWCA Board Member/Public Relations Chair (2000-2003)
- Whatcom County Search & Rescue – Whatcom County Sherriff's Office (1999-2010)

AWARDS & RECOGNITIONS

Invaluable Support to Mission and Organization	Women's Professional Network – 2019
Business Woman of the Year Award Finalist	Whatcom Women in Business – 2014
Certificate of Appreciation for Contributions & Service	Bellingham Tourism Commission – 2014
Director of Sales of the Year Award	Providence Hospitality Partners – 2010
Bellingham Community Builder Award	Western Washington University – 2005

EDUCATION/TRAINING

Bachelor of Arts	Communications – Journalism Minor Western Washington University, Bellingham, WA – 1996 to 1998
Associate of Arts & Sciences	Bellevue Community College, Bellevue, WA – 1994 to 1996
Marketing, Sales & Admin Training	To date, have attended more than 100 marketing, sales and administrative focused training and education conferences, seminars, webinars & career development functions

COMPUTER SKILLS, SOFTWARE APPLICATIONS & DATA MANAGEMENT SYSTEMS

- **MS Office** (Word, Excel, Outlook, PowerPoint, SharePoint, OneNote, Access)
- **Design and Graphics** (Adobe Photoshop, Illustrator, InDesign, Acrobat)
- **Google Drive** (Docs, Sheets, Slides, Forms, Surveys)
- **Email** (Constant Contact, mail merge, filters, folders, rules)
- **CRM Database & Email Management** (HubSpot, Salesforce, Caterease, Delphi, Constant Contact)
- **Social Media** (Facebook, Instagram). Highly effective in creating post engagement, customer reach & interaction. Creative photographer in capturing compelling images of people, scenery, food & events.
- **Writing Skills** (technical writing, journalism, research, associated press, average 70+ wpm speed)

Lewis, Tracy L.

From: noreply@cob.org on behalf of City of Bellingham <noreply@cob.org>
Sent: Monday, March 1, 2021 11:50 AM
To: Lewis, Tracy L.
Subject: Boards and Commissions Application - CRAIG JEWELL

City of Bellingham

Boards and Commissions Application

Entry Details

WHICH BOARD OR COMMISSION ARE YOU INTERESTED IN? Tourism Commission

NAME CRAIG JEWELL

EMAIL

PRIMARY PHONE

SECONDARY PHONE

MAILING ADDRESS , Bellingham, Washington 98225

IS YOUR HOME ADDRESS THE SAME AS YOUR MAILING ADDRESS? Yes

DO YOU LIVE WITHIN BELLINGHAM CITY LIMITS? Yes

HOW LONG HAVE YOU LIVED IN BELLINGHAM? 17 Years

WHAT NEIGHBORHOOD DO YOU LIVE IN? Lettered Streets

CURRENT (OR FORMER IF RETIRED) OCCUPATION	Co-Owner of the Wild Buffalo House of Music, Talent Buyer of the Summer Meltdown Festival
HIGHEST LEVEL OF EDUCATION	BA from Western
PROFESSIONAL / COMMUNITY ACTIVITIES YOU ARE INVOLVED IN	Board member of Keep Music Live, founding and current member of the Washington Nightlife and Music Association (WANMA), active member of the National Independent Venue Association, Front person of a Tom Petty Tribute band, Co-owner of Bellingham Engraving.
QUALIFICATIONS RELATED TO THIS POSITION	As the talent buyer and marketing manager at the Wild Buffalo, I'm personally responsible for over 10,000 ticket buyers annually that live 35+ miles away from Bellingham. I've also gained a ton of insight with my work with Keep Music Live, WANMA, and NIVA which has me connected with venue owners and music professionals across the nation.
DESCRIBE WHY YOU ARE INTERESTED IN SERVING ON THIS BOARD OR COMMISSION	Being on the board of Keep Music Live during the pandemic has given me purpose while my venue has been shuttered. Our mission is to save the live music ecosystem so that we can all be around once this is over to help rebuild the economy through commerce and tourism. This is truly is a passion of mine and I'd to be able to continue this work by serving on the Tourism Commission.
DO YOU OR YOUR SPOUSE HAVE A FINANCIAL INTEREST IN, OR ARE YOU AN EMPLOYEE OR OFFICE OF ANY BUSINESS OR AGENCY WHICH DOES BUSINESS WITH THE CITY OF BELLINGHAM?	No

References (Preferred)

Reference 1

NAME

Jill Singh

EMAIL

PHONE

Reference 2

NAME

Mary Cadera

EMAIL

PHONE

Reference 3

NAME

Shannon Halberstadt

EMAIL

PHONE

UPLOAD FILES



City Council Agenda Bill

23009

Bill Number

Subject: **Mayor's Reappointment and Appointment to the Mayor's Neighborhood Advisory Commission (Information)**

Summary Statement: The Mayor's Neighborhood Advisory Commission is authorized by BMC 2.33.020.

The Mayor reappoints Kurt Gazow as the Silver Beach Primary Representative to his final term, which will expire on June 26, 2023. The Mayor appoints Molly Foote as the Samish Primary Representative to her first partial term, which will expire on November 11, 2022, at which time she may be reappointed.

Previous Council Action: **N/A**

Fiscal Impact: **None**

Funding Source: **None**

Attachments: 1. APPLICATION

Meeting Activity	Meeting Date	Recommendation	Presented By	Time
Mayor's Report - Appointment - For Information	6/07/2021	Information/Discussion	Mayor Seth Fleetwood	0 minutes

Recommended Motion:

Council Committee:

Agenda Bill Contact:

Tracy Lewis, Mayor's Office

Council Action:

Reviewed By	Department	Date
<i>Brian M. Heinrich</i>	Executive	6/01/2021
<i>Alan A. Marriner</i>	Legal	6/01/2021
<i>Seth M. Fleetwood</i>	Executive	6/01/2021

Lewis, Tracy L.

From: noreply@cob.org on behalf of City of Bellingham <noreply@cob.org>
Sent: Tuesday, May 25, 2021 4:47 PM
To: Lewis, Tracy L.
Subject: Boards and Commissions Application - Molly Foote

City of Bellingham

Boards and Commissions Application

Entry Details

WHICH BOARD OR COMMISSION ARE YOU INTERESTED IN? MNAC

NAME Molly Foote

EMAIL

PRIMARY PHONE

SECONDARY PHONE

MAILING ADDRESS Bellingham, Washington 98229

IS YOUR HOME ADDRESS THE SAME AS YOUR MAILING ADDRESS? Yes

DO YOU LIVE WITHIN BELLINGHAM CITY LIMITS? Yes

HOW LONG HAVE YOU LIVED IN BELLINGHAM? 18 years

WHAT NEIGHBORHOOD DO YOU LIVE IN? Samish

CURRENT (OR FORMER IF RETIRED) OCCUPATION Teacher

HIGHEST LEVEL OF EDUCATION BA from Western, plus Teacher Certification

PROFESSIONAL / COMMUNITY ACTIVITIES YOU ARE INVOLVED IN Samish Neighborhood Board Member

QUALIFICATIONS RELATED TO THIS POSITION I am currently serving on the Samish Neighborhood Board.

DESCRIBE WHY YOU ARE INTERESTED IN SERVING ON THIS BOARD OR COMMISSION The Samish Neighborhood Board needed a new representative and I decided now was the time take on more responsibility in our community. I want to work to make Bellingham a city that is inclusive and works for all its residents.

DO YOU OR YOUR SPOUSE HAVE A FINANCIAL INTEREST IN, OR ARE YOU AN EMPLOYEE OR OFFICE OF ANY BUSINESS OR AGENCY WHICH DOES BUSINESS WITH THE CITY OF BELLINGHAM? No

References (Preferred)

Reference 1

NAME

EMAIL

PHONE

UPLOAD FILES



City Council Agenda Bill

23010

Bill Number

Subject: **Mayor's Appointment of Mary Hooker to the Bellingham Sister Cities Board (Information)**

Summary Statement: The Bellingham Sister Cities Board is authorized by BMC 2.82.

The Mayor appoints Mary Hooker to her first partial term, which will expire on 1/25/22, at which time she may be reappointed.

Previous Council Action: **N/A**

Fiscal Impact: **None**

Funding Source: **None**

Attachments: 1. APPLICATION

Meeting Activity	Meeting Date	Recommendation	Presented By	Time
Mayor's Report - Appointment - For Information	6/07/2021	Information/Discussion	Mayor Seth Fleetwood	0 minutes

Recommended Motion:

Council Committee:

Agenda Bill Contact:

Tracy Lewis, Mayor's Office

Council Action:

Reviewed By	Department	Date
<i>Brian M. Heinrich</i>	Executive	6/01/2021
<i>Alan A. Marriner</i>	Legal	6/01/2021
<i>Seth M. Fleetwood</i>	Executive	6/01/2021

Lewis, Tracy L.

From: noreply@cob.org on behalf of City of Bellingham <noreply@cob.org>
Sent: Tuesday, May 25, 2021 3:46 PM
To: Lewis, Tracy L.
Subject: Boards and Commissions Application - Mary Hooker

City of Bellingham

Boards and Commissions Application

Entry Details

WHICH BOARD OR COMMISSION ARE YOU INTERESTED IN? Punta Arenas Chairperson, Sister Cities Organization

NAME Mary Hooker

EMAIL r

PRIMARY PHONE

SECONDARY PHONE

MAILING ADDRESS 625 Clark Road Bellingham, Washington 98225

IS YOUR HOME ADDRESS THE SAME AS YOUR MAILING ADDRESS? Yes

DO YOU LIVE WITHIN BELLINGHAM CITY LIMITS? Yes

HOW LONG HAVE YOU LIVED IN BELLINGHAM? 17 years 9 months

WHAT NEIGHBORHOOD DO YOU LIVE IN? Edgemoor

CURRENT (OR FORMER IF RETIRED) OCCUPATION High School Spanish Teacher

HIGHEST LEVEL OF EDUCATION Master's Degree

PROFESSIONAL / COMMUNITY ACTIVITIES YOU ARE INVOLVED IN AATSP (American Association of Teachers of Spanish and Portuguese)
WAFLT (Washington foreign language Teacher's association)
BEA (Bellingham Education Association)
Club de Lectura (literacy program at Roosevelt Elementary School)

QUALIFICATIONS RELATED TO THIS POSITION Speak, Read, Write, Understand Spanish fluently
Have hosted exchange students from Punta Arenas
Have Punta Arenas exchange students as guests in my classes (over the past 8 years)
Have lived abroad (Spain)
Have many contacts with students who enjoy speaking and learning language and about other cultures.
Work closely with the teacher who organizing homestays with students from Punta Arenas

DESCRIBE WHY YOU ARE INTERESTED IN SERVING ON THIS BOARD OR COMMISSION Have a strong desire to continue to foster relationships between Bellingham and Punta Arenas both students and adults.

DO YOU OR YOUR SPOUSE HAVE A FINANCIAL INTEREST IN, OR ARE YOU AN EMPLOYEE OR OFFICE OF ANY BUSINESS OR AGENCY WHICH DOES BUSINESS WITH THE CITY OF BELLINGHAM? No

References (Preferred)

Reference 1

NAME Ashleigh Bobovski

EMAIL ashleigh.bobovski@bellingshamschools.org

PHONE



City Council Agenda Bill

23011

Bill Number

Subject: Closed Record Hearing to Consider a Street Vacation for a Portion of Queen Street North of Lakeway Drive, East of Puget Street and South of the Civic Field Open Space

Summary Statement: The petitioner, Whatcom Investment Group, has petitioned the City to vacate a portion of Queen Street north of Lakeway Drive, east of Puget Street and south of the Civic Field Open Space.

The Hearing Examiner held a virtual Public Hearing on August 26, 2020 and recommended approval of the vacation. The Hearing Examiner's Findings of Fact, Conclusions and Recommendation are Exhibit C to the attached ordinance, and the Hearing Examiner's Record of Proceedings is Attachment 1 to this agenda bill.

Previous Council Action: **None**

Fiscal Impact: **None**

Funding Source: **N/A**

Attachments:

1. ATTACHMENT 1 - HEARING EXAMINER RECORD OF PROCEEDINGS
2. ATTACHMENT 2 - ORDINANCE
3. EXHIBIT A AND B TO ORDINANCE - LEGAL DESCRIPTION AND SITE PLAN
4. EXHIBIT C TO ORDINANCE - HEARING EXAMINER FINDINGS, CONCLUSIONS AND RECOMMENDATION
5. PUBLIC NOTICE

Meeting Activity	Meeting Date	Recommendation	Presented By	Time
Closed Record Hearing	6/07/2021	Vote to Approve	Alan Marriner, City Attorney	5 minutes

Recommended Motion:

Council Committee:

Agenda Bill Contact:

Steve Sundin, Planning and Community Development, 360-778-8300

Reviewed By

Gregory R. Aucutt

Department

Planning & Community Development

Date

6/01/2021

Council Action:

Alan A. Marriner

Legal

6/01/2021

Seth M. Fleetwood

Executive

6/02/2021



OFFICE OF THE HEARING EXAMINER
Sharon Rice, Hearing Examiner
City Hall, 210 Lottie Street
Bellingham, WA 98225
Telephone (360) 778-8399
Fax (360) 778-8302
Email hearing@cob.org

Memorandum

Attachment 1

To: Tracy Lewis, Administrative Assistant
cc: Steve Sundin, Senior Planner
From: Kristi Bowker, Assistant to the Hearing Examiner
Date: Tuesday, September 15, 2020
Re: Whatcom Investment Group Street Vacation Request for Queen Street

Attached please find the Hearing Examiner's Findings, Conclusions and Recommendation for HE-20-PL-022 and summary minutes from the August 26th hearing. The related packet materials are attached for your reference.

The staff report and all exhibits are available on the Hearing Examiner Meeting Materials webpage: <https://www.cob.org/gov/dept/hearing/pages/hearing-examiner-materials.aspx>

Thank you,

A handwritten signature in blue ink, appearing to be "KRB", is written below the "Thank you," text.

VIRTUAL HEARING

narrative response (Attachment E). The property is burdened with steep slopes and critical areas. This proposal will promote infill housing. They have comments from the TRC that this right-of-way is not necessary for future multi-modal transportation. It won't land-lock any parcels or tracts. This does not abut any freshwater or saltwater. It does not lead to any parks or open space. It is bordered by private property on both sides.

Examiner Rice – Can you verbally describe the vacation and the surrounding properties?

Jaime White – It's a rectangle off of Lakeway. There is a segment that will continue to abut Lakeway.

STAFF PRESENTATION:

Steve Sundin (sworn in) – The section of right-of-way to be vacated was initially a swap with the Civic Field Open Space, but there was no interest from Parks to access that parcel, so it will remain as natural as possible. The parcel at 1320 is also owned by the Petitioner, so it has other access. There is an appraisal underway, so it will be provided before we go to City Council. The email from Ashley Worley that came in this afternoon were about accessing Puget and Lakeway. The vacation won't affect that access. There is a future preliminary plat that may have some additional traffic along the alley off of Lakeway. There would be a public notice for that application when it moves forward. This is the first step in that bigger project.

Examiner Rice – Can you confirm that Queen Street is developed to the point of the vacation request?

Steve Sundin – There is a massive fir street at the end of the alley, and it is just grass north of that.

Examiner Rice – There is no impact to that remaining unopened right-of-way?

Steve Sundin – Correct.

Examiner Rice – There's an incomplete thought on Page 5 of the staff report.

Steve Sundin – Payment will be made prior to the closed-record hearing.

Examiner Rice – The easements shall not be retained?

Steve Sundin – Typically, we retain easements for utilities, the vacation would relinquish that as well. If it turns out that we need an easement, then the private property owner would acquire it

Examiner Rice – Should that be in a condition?

Steve Sundin – It will go forward in the ordinance.

PUBLIC HEARING OPENED

PUBLIC TESTIMONY:

Ashley Worley, 1513 Lakeway Drive (sworn in) – I don't have much to testify. Reading the sign posted sounded a lot more complex. Reaching out to Mr. Sundin to stay informed of the process.

Examiner Rice – Your questions and concerns were addressed?

Ashley Worley – Yes.

PUBLIC HEARING CLOSED

Examiner Rice – Will hold the record open for two days, to August 28th for any additional written public comments for persons we didn't comment due access. Decision on September 14th, with Labor Day holiday. If there are additional comments, then held open until September 1st for responses and decision on September 16th. Will allow Ms. White to send a written response to Ms. Worley's comments, if she would like.

2. **VAC2020-0003**: Consideration of a Street Vacation Petition for the portion of Pasco Street between the west line of North Samish Way and the north line of Abbott Street within the commercial core sub area of the Samish Way Urban Village. The Petitioner has submitted the vacation request in order to facilitate future use of undeveloped right-of-way for development of Phase II of their Samish Way property. Samish Way Urban Village Land Use Designation. Bellingham Housing Authority, Petitioner. Sehome Neighborhood, Area 15.

Examiner Rice – Calls to order the second item. The Planning Staff Report will be Exhibit 1 with Attachments A – G.

APPLICANT PRESENTATION:

Janice Willis, Bellingham Housing Authority (sworn in) – The BHA has a multi-phase redevelopment going on. Phase I is 69 units of affordable housing. Phase II will have 53 units of senior housing and 50 units of family housing. Both of those units will have some commercial space on the street level and a plaza. This vacation is to maximize the development on the site. This petition meets all the criteria. The BHA and the city have invested heavily into this area for affordable housing.

Examiner Rice – On Page 2 of the packet, there is 10 square feet that is on the other side of the centerline?

Janice Willis – will defer to Mr. Sundin

STAFF PRESENTATION:

Steve Sundin (sworn in) – this has been a significant amount of work by both parties. They will waive all fees and costs for the BHA. They looked at other ways to avoid the vacation process, but this is the best thing to do. The city doesn't need this triangle. When Pasco was platted the centerline left a remnant before Samish Way went through. Typically, the other side would go to the abutting owner, but in this case the entire right-of-way will revert to the BHA.

Examiner Rice – Which property owner abuts that 10 square feet?

Steve Sundin – They couldn't conclude who it abuts. No one really abuts it.

Examiner Rice – Pasco dead-ends?

Steve Sundin – At the north line of Abbot.

Examiner Rice – It makes it clear that Samish was developed later. The 10 square feet is a historic remnant?

Steve Sundin – Yes. Bottom of Page 5 has a recommended condition also “shall be secured by the Petitioner if necessary.” They don't want to retain easements for public stuff. Condition 2, easements for public utilities shall not be retained. There will be a stormwater vault there.

Examiner Rice – You can do this for decades and still see something new.

Steve Sundin – These are all so varied, and that he likes doing them.

PUBLIC HEARING OPENED

PUBLIC TESTIMONY:

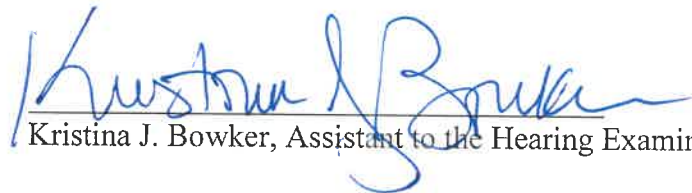
No public comments.

PUBLIC HEARING CLOSED


Examiner Rice – She will hold the record open for two days, to August 28th for any additional written public comments for persons we didn't comment due access. Decision on September 14th, with Labor Day holiday. If there are additional comments, then held open until September 1st for responses and decision on September 16th.

ADJOURN: 6:45 PM

Prepared by:


Kristina J. Bowker, Assistant to the Hearing Examiner

Reviewed by:


Steve Sundin, Senior Planner



OFFICE OF THE HEARING EXAMINER
Sharon Rice, Hearing Examiner
City Hall, 210 Lottie Street
Bellingham, WA 98225
Telephone (360) 778-8399
Fax (360) 778-8302
Email hearing@cob.org

HEARING EXAMINER AGENDA
Zoom Webinar
6:00 p.m., Wednesday, August 26, 2020

In response to Governor Inslee's Stay Home and Stay Safe order this meeting is ***a virtual meeting only via online webinar and telephone***. The City of Bellingham Hearing Examiner will hold a virtual public hearing to take testimony on the following proposals:

1. **VAC2020-0002**: Consideration of a Street Vacation Petition for the full width of Queen Street abutting the east half of Lots 1-5 and the north half of Lot 6, Block 1, Cedar Add to Bellingham and also abutting Lots B and C of the Ford Lot Line Adjustment. The Petitioner has submitted the vacation request in order to facilitate future use of undeveloped right-of-way for development of an Infill Toolkit subdivision. The subject right-of-way is within Area 12, a residential multi-multiple zone and within Area 7, a residential single-family zone. Residential Single, Detached – 8,000 sq. ft. minimum detached lot size, Cluster – 6,000 sq. ft. average overall cluster density, and Residential Multi, Multiple, 1,500 sq. ft. per unit, Land Use Designation. Whatcom Investment Group, Petitioner. Puget Neighborhood, Areas 7 and 12.
2. **VAC2020-0003**: Consideration of a Street Vacation Petition for the portion of Pasco Street between the west line of North Samish Way and the north line of Abbott Street within the commercial core sub area of the Samish Way Urban Village. The Petitioner has submitted the vacation request in order to facilitate future use of undeveloped right-of-way for development of Phase II of their Samish Way property. Samish Way Urban Village Land Use Designation. Bellingham Housing Authority, Petitioner. Sehome Neighborhood, Area 15.

HOW TO PARTICIPATE

In writing:

All interested persons are invited to comment on the above applications. Written comments by mail and email are accepted and strongly encouraged. Send written to the Planning and Community Development Department, 210 Lottie Street, Bellingham, WA 98225 or email, planning@cob.org Written comments received prior to 5:00 p.m., Monday, August 17, 2020 will be included in the published packet. Comments received after that will be distributed to the Hearing Examiner for consideration but not included in the published packet. You may also request a copy of the Hearing Examiner's decision and your appeal rights.

At the live webinar by computer:

Anyone wishing to testify live during the public hearing can do so by registering at the following link: <https://www.cob.org/he082620>

This link can be used before the meeting to pre-register or during the meeting to register and immediately join the meeting. Pre-registration is strongly encouraged. Once you are registered, you will receive an email with a link to the meeting.

At the live webinar by phone (audio only):

Those who would like to participate by phone can do so using any of the following phone numbers:

- (253) 215-8782
- (346) 248-7799
- (669) 900-6833
- (301) 715-8592
- (312) 626-6799
- (929) 205-6099

Meeting ID: 963-2336-4071

Password: 9

The application materials and staff reports will be available on-line at <https://www.cob.org/gov/dept/hearing/pages/hearing-examiner-materials.aspx> approximately one week before the virtual public hearing.

A Citizen's Guide to Remote Hearing's is available on-line at: www.cob.org/zoomguide

Note: This hearing will be video and audio recorded.

1
2
3
4 **THE HEARING EXAMINER OF THE CITY OF BELLINGHAM**
5 **WHATCOM COUNTY, WASHINGTON**

6 **IN RE:**

HE-20-PL-022

7
8 **WHATCOM INVESTMENT GROUP,**
9 **Petitioner**

FINDINGS, CONCLUSIONS, AND
RECOMMENDATION

10 **Full width of Queen Street between**
11 **Lakeway Drive and the Civic Field**
12 **Open Space, east of Puget Street**

13 **VAC2020-0002 / Street Vacation**

SHARON RICE, HEARING EXAMINER

14
15 **SUMMARY OF RECOMMENDATION**

16 The Hearing Examiner recommends to the City Council that the requested vacation of
17 the full width of Queen Street abutting the east half of Lots 1 through 5 and the north
18 half of Lot 6, Block 1, Cedar Addition to Bellingham and also abutting Lots B and C of
the Ford Lot Line Adjustment, Bellingham, should be **GRANTED**.

19
20 **SUMMARY OF RECORD**

21 **Request:**

22 Jaime White, Whatcom Land Use Consulting LLC, on behalf of Whatcom Investment
23 Group (Applicant) requested vacation of the full width of Queen Street abutting the east
24 half of Lots 1 through 5 and the north half of Lot 6, Block 1, Cedar Addition to
Bellingham and also abutting Lots B and C of the Ford Lot Line Adjustment in
Bellingham, Washington.

25 **Hearing Date:**

26 The Bellingham Hearing Examiner conducted a virtual open record hearing on the
27 request on August 26, 2020. The record was held open two business days to allow for
28 public comment, with additional days for responses by the parties. No post-hearing
29 public comment was submitted, and the record closed on August 28, 2020.

30 Findings, Conclusions, and Recommendation
PAGE 1
M:/HE/DATA/DECISIONS/Queen Street Vacation

OFFICE OF THE HEARING EXAMINER
CITY OF BELLINGHAM
210 LOTTIE STREET
BELLINGHAM, WA 98225
(360) 778-8399

1 **Testimony:**

2 At the hearing, the following individuals presented testimony under oath:

3 Steve Sundin, Senior Planner
4 Jaime White, Whatcom Land Use Consulting LLC, Applicant's Representative
5 Ashley Worley, 1513 Lakeway Drive

6 **Exhibits:**

7 At the open record hearing, the following exhibits were admitted in evidence:

8 Exhibit 1 Staff Report to the Examiner with the following attachments:

- 9 A. Vacation Area / Aerial / Public Utilities
10 B. Aerial / Public Utilities
11 C. Technical Review Committee letter to Applicant
12 D. Vacation Petition
13 E. Petitioner's Responses to Vacation Policies 1 – 5
14 F. Draft Ordinance

15 Exhibit 2 Public Comments

- 16 A. Email from Ashley and Matt Worley, dated August 26, 2020

17 Upon consideration of the testimony and exhibits submitted, the Hearing Examiner
18 enters the following findings and conclusions:

19
20 **FINDINGS**

- 21 1. Whatcom Investment Group (Applicant) requested vacation of the full width of
22 Queen Street abutting the east half of Lots 1 through 5 and the north half of Lot
23 6, Block 1, Cedar Addition to Bellingham and also abutting Lots B and C of the
24 Ford Lot Line Adjustment in Bellingham (subject right-of-way). The subject
25 right-of-way is generally located between Lakeway Drive and the Civic Field
26 Open Space east of Puget Street and measures approximately 7,000 square feet.
27 *Exhibits 1, 1.B, and 1.D.*
28
29 2. The subject right-of-way is in Areas 7 and 12, Puget Neighborhood. The west
30 half of the subject right-of-way is within area 12 of the Puget Neighborhood is
zoned residential multi-multiple with a 1,500 square foot per unit density. The
east half of the subject right-of-way is within area 7 and is zoned residential

Findings, Conclusions, and Recommendation
PAGE 2
M:/HE/DATA/DECISIONS/Queen Street Vacation

OFFICE OF THE HEARING EXAMINER
CITY OF BELLINGHAM
210 LOTTIE STREET
BELLINGHAM, WA 98225
(360) 778-8399

1 single family detached and cluster attached with an 8,000 and 6,000 square foot
2 per unit density, respectively. *Exhibit 1.A; Google Maps Site view; Steve Sundin*
3 *Testimony.*

4 3. The unimproved subject right-of-way dead ends into the City's Civic Field Open
5 Space. It is located on a sloped and forested hillside within a regulated wetland
6 buffer. There are no trails or footpaths leading to the Civic Field Open Space
7 and no public or private utilities within the subject right-of-way. The Applicant
8 owns the properties on both sides of the segment of Queen Street proposed for
9 vacation. *Exhibit 1.*

10 4. The portion of the Queen Street right-of-way requested to be vacated does not
11 connect to the existing improved segment of Queen Street extending north of
12 Lakeway Drive. The area requested for vacation ends north of a large tree that
13 exists in the unopened right-of-way. Access from the existing Queen Street
14 segment onto Lakeway Drive and to the semi-improved east-west alley north of
15 1515 Lakeway that empties out to Puget Street to the west would remain viable
16 if the vacation were approved. *Steve Sundin Testimony; Exhibit 1.B; Google*
17 *Maps site view.*

18 5. The Applicant indicated that the purpose of the vacation request is to allow
19 installation of a private force sewer main across the subject right-of-way to
20 facilitate future development of a subdivision. The force main is needed to
21 convey wastewater uphill to a nearby public sewer main. Because the City does
22 not allow private force main facilities within public right-of-way, the Applicant
23 submitted the instant request. If approved, the right-of-way vacation would
24 allow the Applicant to consolidate parcels and maximize density in one part of
25 the abutting property while minimizing impacts to the regulated wetland buffers.
26 *Exhibits 1, 1.D, and 1.E; Jaime White Testimony.*

27 6. No future easements for public and private utilities are anticipated to be needed
28 within the subject right-of-way. During the hearing process it was made clear
29 that if easements are necessary in the future, the property owner would be
30 responsible for acquiring and executing them. *Exhibit 1; Steve Sundin*
Testimony.

31 7. Upon review of the request, the City's Technical review Committee (TRC)
32 determined that the subject right-of-way is not necessary for existing or future
33 vehicular or pedestrian circulation needs and that the requested vacation would
34 not land lock any parcels. The Applicant's property on the west side of Queen
35 Street (parcel# 380332 234545) and the parcel addressed as 1601 Lakeway,

1 owned by Bryan and Nancy Chen, would retain access to the unvacated portion
2 of Queen Street. The subject right-of-way abuts properties at 1310 and 1320
3 Queen Street on the east side of Queen Street, both of which are owned by the
4 Applicant. These parcels would be combined in any future development
5 scenario because nearly all of 1320 is encumbered by wetland and the associated
6 buffer. The parcel addressed as 1310 Queen Street, which contains development
7 opportunity, would abut the new dead end of Queen Street if the vacation is
8 approved. Planning Staff noted that parcel #380332 258548 to the east abutting
9 Racine Street is also owned by the Applicant. The segment of unimproved
10 Racine Street abutting that parcel is not buildable due to steepness and the
11 presence of an open drainage course. Development of parcel #380332 258548 is
12 intended to be combined with the development of 1310 and 1320 Queen Street,
13 also taking access from the same new dead end of Queen Street. *Exhibit 1.*

14 8. The TRC determined that an appraisal was required in order to determine
15 adequate compensation for the right-of-way to be vacated. As of the hearing
16 date, the Applicant had retained a local professional to provide the required
17 appraisal, but it had not yet been completed. The appraisal must be completed
18 and payment made for the subject right-of-way prior to the closed record hearing
19 before the City Council. *Exhibit 1; Steve Sundin Testimony.*

20 9. Note, the subject right-of-way may abut the west fork of Racine Creek, which is
21 a type IV seasonal non-fish bearing drainage in a steep ravine that is fully
22 forested and regulated by the City's critical area ordinance. During the TRC
23 review, the City Parks Department indicated that it did not desire to retain a
24 public access easement across the subject right-of-way because such an
25 easement would afford no opportunity to connect to other trails or paths in the
26 Civic Field Open Space at that location. The original right-of-way vacation
27 application proposed an exchange of a portion of the petitioner's property across
28 the northern 30 feet of 1320 Queen Street and parcel #38032 258548 for the
29 subject right-of-way; however, the Parks Department declined that offer.
30 *Exhibit 1.*

10. The petitioner attended a pre-application meeting with City staff On October 8,
2019 to review a future subdivision application on the petitioner's properties
abutting the subject right-of-way. In pursuit of that project, the Applicant
submitted the instant street vacation petition together with application fees on
May 28, 2020. The request was reviewed by the City's Technical review
Committee (TRC) and on July 16, 2020, the TRC recommended approval
subject to conditions were satisfied. *Exhibits 1, 1.C, and 1.D.*

- 1 11. On July 17, 2020, Planning and Community Development Department (PCDD)
2 Staff sent private utility providers notice of the vacation petition, requesting a
3 response by August 1, 2020. Puget Sound Energy timely responded, indicating
4 that they have no facilities within the subject right-of-way. No other private
5 utility companies responded. *Exhibit 1.*
- 6 12. On July 20, 2020, the Bellingham City Council approved Resolution #2020-
7 0029 setting the virtual public hearing before the Hearing Examiner on August
8 26, 2020. Notice of the virtual hearing was published in the Bellingham Herald
9 and sent to City Staff, the Applicant, and 'abutting' property owners on July 28,
10 2020. Notice of the hearing was posted on site by City Staff on August 10,
11 2020. *Exhibit 1; Steve Sundin Testimony.*
- 12 13. The City received one public comment from a resident in a nearby house that
13 accesses via Lakeway and Puget Street, requesting clarification of whether the
14 vacation would impact that property's access route. Planning Staff responded to
15 the access concerns and provided information about how to attend the virtual
16 public hearing. *Exhibit 2.* The author of the comment attended the virtual
17 hearing and testified that her concerns had been addressed. *Ashley Worley*
18 *Testimony.*
- 19 14. After hearing all testimony, Planning Staff recommended approval of the
20 requested right-of-way vacation subject to a condition stipulating that the
21 Applicant and successors in interest would be responsible for any future private
22 easements that become necessary within the vacated portion of right-of-way.
23 *Exhibit 1; Steve Sundin Testimony.* The Applicant representative waived
24 objection to the condition. *Jaime White Testimony.*

25 CONCLUSIONS

26 Jurisdiction:

27 The Hearing Examiner is granted authority to hold hearings and make recommendations
28 to City Council on right-of-way vacation requests pursuant to RCW 35.79.030.

29 Criteria for Review:

30 City Vacation Regulations

BMC 13.48.010 - Hearing - Application fee.

As a condition precedent to the city's consideration of a resolution setting a date for
a public hearing on the question of whether a city street should be vacated, the
petitioner therefor shall submit an application accompanied by a fee in the amount

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1 set by city council resolution and the petitioner shall pay to the city an amount equal
2 to the cost of preparation of an appraisal of the area proposed to be vacated and the
3 city shall order such appraisal. An appraisal, and payment therefor, may not be
4 required when, in the judgment of the director of planning and community
development, it is not needed to determine the fair market value of the area to be
vacated.

5 *BMC 13.48.020 - Payment for vacation.*

6 Unless otherwise specifically provided by the city council in the street vacation
7 ordinance, such ordinance shall provide for the payment of compensation by the
8 petitioner of an amount equal to one-half the appraised value of the area proposed
9 for vacation. The city council shall have final authority to determine the appraised
value.

10 In no event shall such vacation request come before the city council for final
11 consideration until such amount has been computed, incorporated into the
12 ordinance, and deposited with the finance director. In the event that final passage
13 of the ordinance is not granted, the deposited amount (exclusive of the application
fee and appraisal fee) shall be refunded to the petitioner.

14 *State Vacation Requirements*

15 *RCW 35.79.010 - Petition by owners - Fixing time for hearing.*

16 The owners of an interest in any real estate abutting upon any street or alley who
17 may desire to vacate the street or alley, or any part thereof, may petition the
18 legislative authority to make vacation, giving a description of the property to be
19 vacated, or the legislative authority may itself initiate by resolution such vacation
20 procedure. The petition or resolution shall be filed with the city or town clerk, and,
21 if the petition is signed by the owners of more than two-thirds of the property
22 abutting upon the part of such street or alley sought to be vacated, legislative
23 authority by resolution shall fix a time when the petition will be heard and
determined by such authority or a committee thereof, which time shall not be more
than sixty days nor less than twenty days after the date of the passage of such
resolution.

24 *RCW 35.79.020 - Notice of hearing - Objections prior to hearing.*

25 Upon the passage of the resolution the city or town clerk shall give twenty days'
26 notice of the pendency of the petition by a written notice posted in three of the most
27 public places in the city or town and a like notice in a conspicuous place on the
28 street or alley sought to be vacated. The said notice shall contain a statement that a
29 petition has been filed to vacate the street or alley described in the notice, together
with a statement of the time and place fixed for the hearing of the petition. In all
cases where the proceeding is initiated by resolution of the city or town council or

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1 similar legislative authority without a petition having been signed by the owners of
2 more than two-thirds of the property abutting upon the part of the street or alley
3 sought to be vacated, in addition to the notice hereinabove required, there shall be
4 given by mail at least fifteen days before the date fixed for the hearing, a similar
5 notice to the owners or reputed owners of all lots, tracts or parcels of land or other
6 property abutting upon any street or alley or any part thereof sought to be vacated,
7 as shown on the rolls of the county treasurer, directed to the address thereon shown:
8 PROVIDED, That if fifty percent of the abutting property owners file written
9 objection to the proposed vacation with the clerk, prior to the time of hearing, the
10 city shall be prohibited from proceeding with the resolution.

11 *RCW 35.79.030 - Hearing - Ordinance of vacation.*

12 The hearing on such petition may be held before the legislative authority, before a
13 committee thereof, or before a hearing examiner, upon the date fixed by resolution
14 or at the time the hearing may be adjourned to. If the hearing is before a committee
15 the same shall, following the hearing, report its recommendation on the petition to
16 the legislative authority which may adopt or reject the recommendation. If the
17 hearing is held before a committee it shall not be necessary to hold a hearing on the
18 petition before the legislative authority. If the hearing is before a hearing examiner,
19 the hearing examiner shall, following the hearing, report its recommendation on the
20 petition to the legislative authority, which may adopt or reject the recommendation:
21 PROVIDED, That the hearing examiner must include in its report to the legislative
22 authority an explanation of the facts and reasoning underlying a recommendation to
23 deny a petition. If a hearing is held before a hearing examiner, it shall not be
24 necessary to hold a hearing on the petition before the legislative authority (*emphasis*
25 *added*).

26 If the legislative authority determines to grant the petition or any part thereof, such
27 city or town shall be authorized and have authority by ordinance to vacate such
28 street, or alley, or any part thereof, and the ordinance may provide that it shall not
29 become effective until the owners of property abutting upon the street or alley, or
30 part thereof so vacated, shall compensate such city or town in an amount which
does not exceed one-half the appraised value of the area so vacated. If the street or
alley has been part of a dedicated public right of way for twenty-five years or more,
or if the subject property or portions thereof were acquired at public expense, the
city or town may require the owners of the property abutting the street or alley to
compensate the city or town in an amount that does not exceed the full appraised
value of the area vacated. The ordinance may provide that the city retains an
easement or the right to exercise and grant easements in respect to the vacated land
for the construction, repair, and maintenance of public utilities and services. A
certified copy of such ordinance shall be recorded by the clerk of the legislative

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1 authority and in the office of the auditor of the county in which the vacated land is
2 located. One-half of the revenue received by the city or town as compensation for
3 the area vacated must be dedicated to the acquisition, improvement, development,
4 and related maintenance of public open space or transportation capital projects
5 within the city or town.

6 *RCW 35.79.035 - Limitations on vacations of streets abutting bodies of water -*
7 *Procedure.*

- 8 1. A city or town shall not vacate a street or alley if any portion of the street or
9 alley abuts a body of fresh or saltwater unless:
 - 10 a. The vacation is sought to enable the city or town to acquire the property
11 for port purposes, beach or water access purposes, boat moorage or
12 launching sites, park, public view, recreation, or educational purposes,
13 or other public uses;
 - 14 b. The city or town, by resolution of its legislative authority, declares that
15 the street or alley is not presently being used as a street or alley and that
16 the street or alley is not suitable for any of the following purposes: Port,
17 beach or water access, boat moorage, launching sites, park, public view,
18 recreation, or education; or
 - 19 c. The vacation is sought to enable a city or town to implement a plan,
20 adopted by resolution or ordinance, that provides comparable or
21 improved public access to the same shoreline area to which the streets or
22 alleys sought to be vacated abut, had the properties included in the plan
23 not been vacated.
- 24 2. Before adopting a resolution vacating a street or alley under subsection
25 (1)(b) of this section, the city or town shall:
 - 26 a. Compile an inventory of all rights-of-way within the city or town that
27 abut the same body of water that is abutted by the street or alley sought
28 to be vacated;
 - 29 b. Conduct a study to determine if the street or alley to be vacated is
30 suitable for use by the city or town for any of the following purposes:
Port, boat moorage, launching sites, beach or water access, park, public
view, recreation, or education;
 - c. Hold a public hearing on the proposed vacation in the manner required
by this chapter, where in addition to the normal requirements for
publishing notice, notice of the public hearing is posted conspicuously
on the street or alley sought to be vacated, which posted notice indicates
that the area is public access, it is proposed to be vacated, and that
anyone objecting to the proposed vacation should attend the public

1 hearing or send a letter to a particular official indicating his or her
2 objection; and

- 3 d. Make a finding that the street or alley sought to be vacated is not
4 suitable for any of the purposes listed under (b) of this subsection, and
5 that the vacation is in the public interest.

- 6 3. No vacation shall be effective until the fair market value has been paid for
7 the street or alley that is vacated. Moneys received from the vacation may
8 be used by the city or town only for acquiring additional beach or water
9 access, acquiring additional public view sites to a body of water, or
10 acquiring additional moorage or launching sites.

11 *RCW 35.79.040 - Title to vacated street or alley.*

12 If any street or alley in any city or town is vacated by the city or town council, the
13 property within the limits so vacated shall belong to the abutting property owners,
14 one-half to each.

15 *RCW 35.79.050 - Vested rights not affected.*

16 No vested rights shall be affected by the provisions of this chapter.

17 *Adopted Bellingham City Council Vacation Policies*

18 It is the policy of the City of Bellingham to grant vacation of street right of ways
19 when it is determined that such right of way is not needed presently or in the future
20 for public access including vehicular, pedestrian, and visual access.

- 21 1. The right of way must be determined to be of no value to the circulation
22 plan of the City either now or in the foreseeable future. The circulation plan
23 is assumed to include vehicular, pedestrian, or other modes of
24 transportation.
- 25 2. No vacation will be allowed if such action land locks any existing parcel, lot
26 of record, or tract. Access to a right of way of less than 30 feet in width
27 does not constitute adequate access. One ownership of all the lots on a right
28 of way does not circumvent this policy and in this it will be necessary to
29 vacate lots prior or together with the vacation action.
- 30 3. State law (R.C.W. 35.79). "No city or town shall be authorized to have
authority to vacate such street, or alley, or any parts thereof if any portion
thereof abuts on a body of salt or fresh water unless such vacation be sought
to enable the city, town, port district, or state to acquire the property for port
purposes, boat moorage, or launching sites, park, viewpoint, recreational, or
educational purposes, or other public uses. This provision shall not apply to
industrial zoned property".

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4. Right-of-way adjacent or leading to any park, open space, view, natural area, or any other natural or man-made attraction should not be vacated.
5. The proposed vacation should be determined to be necessary to the public good either in terms of needed development or when such vacation will result in a better or more desirable situation. In some instances, a more desirable situation may be a better road pattern in terms of safety, or when an exorbitant amount of land is devoted to unneeded right of way.
6. Notification of street vacation requests will be sent to the Hearing Examiner. The Examiner will schedule review. The Examiner will hold a public hearing and make recommendations to the City Council. The City Council makes the final decision.
7. The petition should contain the approval of all the abutting property owners and proof of ownership must accompany the petition.
8. Vacation is not mandatory even though 100% of the abutting owners request the vacation. (100% submittal)
9. Proposed or possible use of the vacated right of way is not relevant to City action (court opinion).
10. Easements for utilities will be retained as a matter of procedure unless such easement is specifically requested by the petitioners and approved by the City Engineer.

Conclusions Based on Findings:

1. The subject right-of-way has never been improved as right-of-way and is not needed for vehicular or public pedestrian circulation. No parcel would be landlocked by approval; all abutting parcels (vacant and developed) have alternate access to the public road network. The subject right-of-way does not abut fresh or salt water and does not lead to any attraction or destination for which access needs to be retained. The Parks Department expressly declined to retain an easement or other property right for trails connecting to the adjacent Civic Field Open Space. Approval would result in public benefit in that it would maximize the infill development potential of the adjacent privately owned parcels while allowing protection of the nearby stream, wetland, and associated buffers. The Applicant owns the properties abutting the east and west sides of the subject right-of-way, and the City owns the property to the north; there are no other abutting property owners. All necessary signatures indicating consent have been obtained. A condition should be included requiring the Applicant and successors in interest to obtain and record any required utility easements

1 necessary in the future within the subject right-of-way. *Findings 1, 2, 3, 4, 5, 6,*
2 *7, 8, 9, 10, 11, 12, 13, and 14.*

3
4 **RECOMMENDATION**

5 Based on the preceding findings and conclusions, the City's Hearing Examiner
6 recommends that the requested vacation of the full width of Queen Street abutting the
7 east half of Lots 1 through 5 and the north half of Lot 6, Block 1, Cedar Addition to
8 Bellingham and also abutting Lots B and C of the Ford Lot Line Adjustment,
9 Bellingham, Washington **SHOULD BE APPROVED** subject to the following
10 conditions:

- 11 1. Full payment of the fair market appraised value shall be provided to the City
12 prior to the closed record hearing before the City Council on the subject
13 vacation ordinance as adequate compensation for the subject right-of-way; and
14 2. Easements for public or private utilities shall not be retained. If an easement
15 becomes necessary in the future, the private property owner would be required
16 to acquire it.

17 RECOMMENDED September 15, 2020.

18 **BELLINGHAM HEARING EXAMINER**

19 

20 Sharon A. Rice

VAC2020-0002: List of Exhibits

EXHIBIT 1 Planning and Community Development Department Staff Report including the following Attachments:

Attachment A	Vacation Area
Attachment B	Aerial / Utility Map
Attachment C	TRC Letter to Applicant
Attachment D	Vacation Petition
Attachment E	Petitioner's Responses to Policies 1-5
Attachment F	Draft Ordinance

**CITY OF BELLINGHAM
HEARING EXAMINER STAFF REPORT
August 26, 2020**

PROJECT NO.: VAC2020-0002

PETITIONER: WHATCOM INVESTMENT GROUP

OWNER: City of Bellingham, 210 Lottie Street, Bellingham, WA 98225

REQUEST

The petitioner has petitioned the City of Bellingham to vacate the full width of Queen Street generally located between Lakeway Drive and the Civic Field Open Space east of Puget Street. The subject right-of-way is approximately 7,000 square feet and is shown on Attachments A and B.

The petitioner has submitted this petition in order to install a private forced sewer main across the subject right-of-way to facilitate future development of a subdivision. The forced main is required to pump wastewater uphill to a nearby public sewer main. The City does not allow private forced main facilities within the right-of-way – hence the request.

GENERAL INFORMATION

- A. General location: Queen Street between Lakeway Drive and the Civic Field Open Space east of Puget Street. The west half of the subject right-of-way is within area 12 of the Puget Neighborhood is zoned residential multi-multiple with a 1,500 square foot per unit density. The east half of the subject right-of-way is within area 7 and is zoned residential single family detached and cluster attached with an 8,000 and 6,000 square foot per unit density, respectively.
- B. Vacation Area: approximately 7,000 square feet.
- C. Street Description: This subject portion of right-of-way is unimproved and on a sloped and forested hillside within a regulated wetland buffer. There are no trails or footpaths leading to the Civic Field Open Space. There are no public or private utilities within the subject right-of-way.
- D. Vacation Description: Full width of Queen Street abutting the east half of lots 1-5 and the north half of lot 6, block 1, Cedar add to Bellingham and also abutting lots B and C of the Ford Lot Line adjustment in Bellingham.

STAFF / TRC RECOMMENDATION

City Staff and the Technical Review Committee (TRC) recommend approval of the vacation petition without the retention of any public easements because the subject right-of-way is not necessary for the future circulation or other beneficial needs of the City.

The TRC also recommended that an appraisal be conducted in order to determine fair market value in order to determine adequate compensation for the subject right-of-way. The TRC letter is provided on Attachment C.

BACKGROUND

On October 8, 2019 the petitioner held a pre-application meeting with City staff to review a future subdivision application on the petitioner's properties abutting the subject right-of-way.

CHRONOLOGY

On May 28, the representative for the petitioner submitted a street vacation petition and paid the application fees. The petition is provided on Attachment D.

On June 18, 2020 the TRC reviewed the subject vacation petition and recommended approval of the vacation provided certain conditions were satisfied.

On July 16, 2020 the TRC issued a letter to the petitioner recommending approval of the subject vacation petition.

On July 17, 2020 the Planning and Community Development Department (PCDD) staff sent private utility providers notice of the vacation petition. Private utility companies were given until August 1, 2020 to respond. Puget Sound Energy responded indicating that they do not have facilities within the subject right-of-way. No other private utility companies have notified the city.

On July 20, 2020 the City Council approved Resolution #2020-0029 setting a public hearing date of August 26, 2020 before the Hearing Examiner at 6:00 PM. The public hearing will be held virtually.

On July 28, 2020 the notice of public hearing was published in the Bellingham Herald and circulated to City staff, the petitioner and 'abutting' owners which met the minimum requirement of at least ten (10) days prior to the hearing.

On August 10, 2020 City staff posted the site with public notice signage.

PUBLIC COMMENT

As of the date of this staff report (8/14/2020) no public comments have been received.

CITY VACATION POLICIES

It is the policy of the City of Bellingham to grant vacation of rights-of-way when it is determined that such right-of-way is not needed presently or in the future for public access including vehicular, pedestrian, and visual access.

1. The right-of-way must be determined to be of no value to the circulation plan of the City either now or in the foreseeable future. The circulation plan is assumed to include vehicular, pedestrian, or other modes of transportation.

STAFF RESPONSE: The TRC determined that the subject right-of-way is not necessary for existing or future vehicular or pedestrian circulation needs within the immediate vicinity. The subject right-of-way dead-ends at the Civic Field Open Space.

2. No vacation will be allowed if such action land locks any existing parcel, lot of record, or tract. Access to a right-of-way of less than 30 feet in width does not constitute adequate access. One ownership of all the lots on a right-of-way does not circumvent this policy and in this it will be necessary to vacate lots prior or together with the vacation action.

STAFF RESPONSE: The proposed vacation will not land lock any parcels that are not owned by the petitioner. The petitioner's property on the west side of Queen Street (parcel# 380332 234545) will retain access to the unvacated portion of Queen Street. 1601 Lakeway, owned by Bryan and Nancy Chen will retain access to the unvacated portion of Queen Street. The subject vacation abuts both properties at 1310 and 1320 Queen Street on the east side of Queen Street, both of which are owned by the petitioner. These parcels would be combined in any type of development scenario because nearly all of 1320 is encumbered by wetland and/or wetland buffer. 1310 Queen Street provides development opportunity and technically would abut at the new dead end of Queen Street once vacated.

Please note that parcel #380332 258548 abuts Racine Street and is also owned by the petitioner. Racine Street in that location – north of Lakeway Drive - is not buildable due to steepness and the presence of an open drainage course. Development on this parcel is intended to be combined with 1310 and 1320 Queen Street and take access from the same 'new' dead end specified above.

3. State law (R.C.W. 35.79). "No city or town shall be authorized to have authority to vacate such street, or alley, or any parts thereof if any portion thereof abuts on a body of salt or fresh water unless such vacation be sought to enable the city, town, port district, or state to acquire the property for port purposes, boat moorage, or launching sites, park, viewpoint, recreational, or educational purposes, or other public uses. This provision shall not apply to industrial zoned property".

STAFF RESPONSE: The vacation petition is consistent with this policy. The subject right-of-way *may* abut the west fork of Racine Creek – a type IV stream. It is a seasonal non-fish bearing drainage in a steep ravine, is fully forested and is encumbered by critical area regulations. During the TRC review the Parks Department clearly identified that it did not desire to retain a public access easement across the subject right-of-way because there is no opportunity to connect to other trails or paths in the Civic Field Open Space at that location. The original petition proposed an exchange of a portion of the petitioner's property across the northern 30 feet of 1320 Queen Street and parcel #38032 258548 for the subject right-of-way. Again, the Parks Department had no interest in expanding their holdings in that location.

Therefore, because of the reasons above, there is no opportunity to provide any kind of vessel facility or other recreational opportunity in this location.

4. Right-of-way adjacent or leading to any park, open space, view, natural area, or any other natural or man-made attraction should not be vacated.

STAFF RESPONSE: Please see the STAFF RESPONSE to policy #3 above.

5. The proposed vacation should be determined to be necessary to the public good either in terms of needed development or when such vacation will result in a better or more desirable situation. In some instances, a more desirable situation may be a better road pattern in terms of safety, or when an exorbitant amount of land is devoted to unneeded right-of-way.

STAFF RESPONSE: The proposed vacation provides the petitioner an opportunity to consolidate parcels and maximize density in one precise location while minimizing impacts to wetland buffers. Access to from Queen Street onto Lakeway Drive and the semi-improved east-west alley north of 1515 Lakeway that empties out to Puget Street to the west will remain viable.

6. Notification of street vacation requests will be sent to the Hearing Examiner. The Examiner will schedule review. The Examiner will hold a public hearing and make recommendations to the City Council. The City Council makes the final decision.

STAFF RESPONSE: The City Council passed a Resolution on July 20, 2020 that set a public hearing date of August 26, 2020 before the Hearing Examiner at 6:00 PM. (Resolution #2020-0029)

The date for the closed record hearing before the City Council is not set until after the Hearing Examiner issues her recommendation.

7. The petition should contain the approval of all the abutting property owners and proof of ownership must accompany the petition.

STAFF RESPONSE: The petitioner owns properties on each side of the subject right-of-way. The petition is provided on Attachment D.

8. Vacation is not mandatory even though 100% of the abutting owners request the vacation. (100% submittal)

STAFF RESPONSE: The petitioner will be acquiring the full width of the right-of-way and.

9. Proposed or possible use of the vacated right-of-way is not relevant to City action (court opinion).

STAFF RESPONSE: The Petitioner's narrative is provided on Attachment E. Please also see the staff response to vacation policy #5.

10. Easements for utilities will be retained as a matter of procedure unless such easement is specifically requested by the petitioners and approved by the City Engineer.

STAFF RESPONSE: There are no public or private utilities within the subject right-of-way. Future easements for public and private utilities are not anticipated within the subject right-of-way, therefore, easements will not be retained. If easements are necessary in the future the property owner shall be responsible for acquiring / executing those.

ENVIRONMENTAL EVALUATION

The subject vacation does not require SEPA review pursuant to WAC 197-11-800 (2) (i).

APPLICABLE SECTIONS OF THE BELLINGHAM MUNICIPAL CODE

Bellingham Municipal Code 13.48.010: Street Vacations.

The TRC determined that an appraisal was required. An appraisal is being conducted by Wm. T. Follis, LLC, Realtors but is not yet completed. Prior to the closed record hearing before the City Council the appraisal shall be completed and payment made for the subject right-of-way.

STAFF CONCLUSION & RECOMMENDATION:

Staff concludes that the subject vacation petition is consistent with the vacation policies specified above. Staff recommends approval of the proposed vacation with the following conditions are satisfied:

1. Full payment of the fair market appraised value shall be provided to the City prior to the closed record hearing before the City Council on the subject vacation ordinance as adequate compensation for the subject right-of-way; and
2. Easements for public or private utilities shall not be retained.

Prepared By:



Steven Sundin, Senior Planner

Approved by:



Kurt Nabbefeld, Development
Services Manager



- Buildings
- Docks
- Lateral Line
- Collector
- Drain Line
- Storm Service Line
- Culvert
- Storm Main
- City Mains, Active
- City Mains, Under Construction
- Private Mains, Active
- Private Mains, Under Construction
- Ditch
- Open Channel Streams
- Water Access Points
- Control Valve
- Air Release
- Blow Off
- Meters
- Water Customer
- Critical Water Customer
- Hydrants
- COB
- City Filling Station
- Private Hydrants
- Network Structure
- Enclosed Storage Facility
- Pump Station
- Sampling Station
- Storage Basin
- Treatment Plant
- Sampling Stations
- Lateral Line
- Fireline Service
- Hydrant Service
- Water Service Line
- Water Main

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THIS MAP IS NOT TO BE USED FOR NAVIGATION



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Planning and Community Development Department
City of Bellingham

July 16, 2020

Brent Cowden
3463 Cedarville Road
Bellingham, WA 98226

RE: Street vacation petition for a portion of Queen Street

Mr. Cowden:

On June 18, 2020 the City's Technical Review Committee (TRC) reviewed your street vacation petition for a portion of Queen Street generally located between Lakeway Drive and the Civic Field "Open Space."

The TRC is comprised of representatives from the Planning, Public Works, Fire, Parks and Legal Departments. The TRC reviewed your petition and has determined that the subject right-of-way is not necessary for future public multi-modal circulation. In addition, the Parks Department does not have an interest in acquiring (via a land-swap) the additional land area on your property abutting the "Open Space" – especially since it will be protected and remain "as is" pursuant to regulations for wetlands in the City's critical area ordinance, BMC 16.55.

Therefore, the TRC recommended approval of the vacation petition for the subject portion of Queen Street subject to the following conditions:

1. Prior to the public hearing before the Hearing Examiner, which will be scheduled for August 26, 2020, please provide responses to street vacation policies 1-5 (last page of the petition application); and
2. Prior to the public hearing before the Hearing Examiner, payment for the subject right-of-way shall be provided to the City and shall be based upon an appraisal – set up by the City – that determines full market value for the subject right-of-way.

The City will furnish the chosen appraiser with the relative land use / zoning / critical area information and restrictions so that appraisal accurately reflects market value. You shall be responsible for paying for the appraisal itself.

The City Council determines the amount of adequate compensation for the right-of-way. If they determine that less than full market appraised value should be provided, then the overage shall be refunded back to you. If you have additional questions or need to follow-up, please contact me directly at 360-778-8359 or email me at: ssundin@cob.org

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Fax: (360) 778-8302
TTY: (360) 778-8382
Email: cd@cob.org
www.cob.org/planning

Building and Development Services
210 Lottie Street
Bellingham, WA 98225
Phone: (360) 778-8300
Fax: (360) 778-8301
TTY: (360) 778-8382
Email: permits@cob.org
www.cob.org/permits

Sincerely,

A handwritten signature in blue ink, appearing to read 'Sundin', with a stylized flourish at the end.

Steven Sundin, Senior Planner
Planning and Community Development Department

C Alan Marriner, Deputy City Attorney
 Jaime White, Whatcom Land Use Consulting



Permit Center

210 Lottie Street, Bellingham, WA 98225
 Phone: (360) 778-8300 Fax: (360) 778-8301 TTY: (360) 778-8382
 Email: permits@cob.org Web: www.cob.org/permits

STREET AND/OR ALLEY VACATION PETITION
 (PLEASE TYPE OR PRINT CLEARLY IN BLUE OR BLACK INK)

The undersigned, owners of property abutting on the hereinafter described streets and/or alleys sought to be vacated, hereby petition to vacate: (legal description required)

See attached legal description.

and to make such orders and to take such action as may be necessary to accomplish said vacation. Proof of ownership is attached.

Abutting Property Owner #1

Address and Legal Description of Signator's Property '0 Queen Street, Bellingham, WA.

The East Half of Lots 1 to 8, inclusive, Block 1, "Cedar Addition to New Whatcom", as now part of the consolidated City of Bellingham
 Whatcom County, Washington, as per the map thereof, recorded in Book 4 of Plats, page 20, in the Auditor's office of said county and state.

(Proof of ownership and tax statement attached)

Signature of Property Owner

Brent Cowden

Printed Name of above Signature

3463 Cedarville Road

Mailing Address of Property Owner

Bellingham	WA	98226
City	State	Zip

Abutting Property Owner #2

Address and Legal Description of Signator's Property 1310 Queen Street, Bellingham, WA.

Lot B, Ford Lot Line Adjustment, according to the plat thereof recorded under Auditor's File No. 2050201372, records of Whatcom county, Washington.

(Proof of ownership and tax statement attached)

Signature of Property Owner

Brent Cowden

Printed Name of above Signature

3463 Cedarville Road

Mailing Address of Property Owner

Bellingham	WA	98226
City	State	Zip

Abutting Property Owner #3

Address and Legal Description of Signator's Property 1320 Queen Street, Bellingham, WA.
Lot C, Ford Lot Line Adjustment, according to the plat thereof recorded under Auditor's File No.
2050201372, records of Whatcom County Washington.

(Proof of ownership and tax statement attached)



Signature of Property Owner

Brent Cowden

Printed Name of above Signature

3463 Cedarville Road

Mailing Address of Property Owner
Bellingham WA 98226

City State Zip

(Additional copies may be necessary if there are more than 3 property owners)

Check the boxes that apply:

This property is also subject to

- ☐ building permit (address _____)
- ☐ short plat or lot adjustment
- ☐ site plan review
- ☐ change in land use designation
- ☒ other (specify) Infill Toolkit application and 8 Lot Cluster Subdivision.

The City staff person most familiar with this application is Steve Sundin



When recorded return to:
Brent Cowden
Whatcom Investment Group and/or assigns
3463 Cedarville Road
Bellingham, WA 98226

Filed for record at the request of:



CHICAGO TITLE
COMPANY OF WASHINGTON

1835 Barkley Boulevard, Suite 105
Bellingham, WA 98226

Escrow No.: 245402349

STATUTORY WARRANTY DEED

THE GRANTOR(S) Marcia Ford, as her separate property

for and in consideration of Ten And No/100 Dollars (\$10.00) and other good and valuable consideration

in hand paid, conveys, and warrants to Whatcom Investment Group and/or assigns

the following described real estate, situated in the County of Whatcom, State of Washington:

SEE EXHIBIT "A" ATTACHED HERETO AND MADE A PART HEREOF

Abbreviated Legal: (Required if full legal not inserted above.)

Lots 2 through 5, Block 10 Canfield's Amend. Add to Whatcom; Lots B & C of Ford LLA and Ptn
Lots 1 through 8, Block 1 Cedar Add to New Whatcom

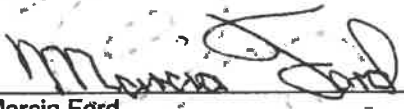
Tax Parcel Number(s): 79665 / 380332 258548 0000, 79607 / 380332 247557 0000, 79617 /
380332 248545 0000, 79557 / 380332 234545 0000

Subject to:

SEE EXHIBIT "B" ATTACHED HERETO AND MADE A PART HEREOF

STATUTORY WARRANTY DEED
(continued)


Dated: June 12, 2018



Marcia Ford

State of WASHINGTON
County of WHATCOM

I certify that I know or have satisfactory evidence that Marcia Ford is the person who appeared before me, and said person acknowledged that he signed this instrument and acknowledged it to be his free and voluntary act for the uses and purposes mentioned in this instrument.

Dated: 

Name: Leah J. Richardson
Notary Public in and for the State of WA
Residing at: Bellingham
My appointment expires: 08-29-2020



EXHIBIT "A"
Legal Description

Parcel A:

Lots 2 through 5, Block 10, inclusive, Amended Plat of Canfield's Addition to the City of Whatcom, Whatcom County, Washington, now a part of the consolidated City of Bellingham, according to the plat thereof, recorded in Volume 1 of plats, page 72, records of Whatcom County, Washington.

Situate in Whatcom County, Washington

Parcel B:

Lot B, Ford Lot Line Adjustment, according to the plat thereof recorded under Auditor's File No. 2050201372, records of Whatcom County, Washington.

Situate in Whatcom County, Washington

Parcel C:

Lot C, Ford Lot Line Adjustment, according to the plat thereof recorded under Auditor's File No. 2050201372, records of Whatcom County, Washington.

Situate in Whatcom County, Washington

Parcel D:

The East half of Lots 1 to 8, inclusive, Block 1, "Cedar Addition to New Whatcom," now a part of the consolidated City of Bellingham, Whatcom County, Washington, as per the map thereof, recorded in Book 4 of Plats, page 20, in the Auditor's office of said county and state.

Situate in Whatcom County, Washington

EXHIBIT "B"
Exceptions

1. Any rights, interests, or claims which may exist or arise by reason of the following survey,

Recording Date: December 26, 1996
Recording No.: 961226119

2. Covenants, conditions, restrictions, recitals, reservations, easements, easement provisions, dedications, building setback lines, notes, statements, and other matters, if any, but omitting any covenants or restrictions, if any, including but not limited to those based upon race, color, religion, sex, sexual orientation, familial status, marital status, disability, handicap, national origin, ancestry, or source of income, as set forth in applicable state or federal laws, except to the extent that said covenant or restriction is permitted by applicable law, as set forth on Ford Lot Line Adjustment :

Recording No: 2050201372

Note: Said map discloses various encroachments from the property to the South.

3. Easement(s) for the purpose(s) shown below and rights incidental thereto, as disclosed on application for title insurance:

Purpose: Underground electric line
Affects: Portion of said premises

4. Any rights, interests, or claims which may exist or arise by reason of the following matters disclosed by surveys,

Recording Date: December 26, 1996 and February 6, 2003
Recording No.: 961226119 and 2030201099
Matters shown: Property boundaries of Parcel D

5. Any rights, interests, or claims which may exist or arise by reason of the following matters disclosed by survey,

Recording Date: June 2, 2017
Recording No.: 2017-0600184
Matters shown: Westerly property line of Parcel D

Proposed vacation summary

The applicant has petitioned to vacate the full width of Queen Street right of way abutting lots 1-5 and the north half of lot 6 of Block 1 of the Cedar Addition to New Whatcom; and Lots B and C of the Ford Lot Line Adjustment. The vacation petition is requested to accommodate a future Infill Toolkit Subdivision and associated infrastructure.

Response to City Council adopted Street Vacation Policies

Policy 1 – The proposed vacation should be determined to be necessary to the public good either in terms of needed development or when such vacation will result in a better or more desirable situation. In some instances a more desirable situation may be a better road pattern in terms of safety, or when an exorbitant amount of land is devoted to unneeded right of way.

- The proposed vacation is necessary to the public good as it will support a proposed infill development project, which will result in much needed housing stock for the City. Further, due to steep slopes and presence of critical areas through portions of the right of way, vacation will also result in a better, more desirable situation long term.

Policy 2 - The right of way must be determined to be of no value to the circulation plan of the City either now or in the foreseeable future. The circulation plan is assumed to include vehicular, pedestrian, or other modes of transportation.

- The portion of Queen Street proposed to be vacated is of no value to the circulation plan now or in the foreseeable future for the City of Bellingham. The Technical Review Committee has determined that the right of way is not necessary for future public multi-modal circulation.

Policy 3 – No vacation will be allowed if such action land locks any existing parcel, lot of record, or tract. Access to a right of way of less than 30 feet in width does not constitute adequate access. One ownership of all the lots on a right of way does not circumvent this policy and in this it will be necessary to vacate lots prior or together with vacation action.

- The proposed Queen Street right of way vacation will not land lock any existing parcel, lot of record or tract. Sufficient right of way will remain so as to provide access to the affected parcels and the proposed development.

Policy 4 – State law (R.C.W. 35.79.035) "(1) A City or town shall not vacate a street or alley if any portion of the street or alley abuts a body of fresh or salt water unless: (a) the vacation is sought to enable the city or town to acquire the property for port purposes, beach or water access purposes, boat moorage or launching sites, park, public view, recreation, or educational purposes, or other public uses; (b) The city or town, by resolution of its legislative authority, declares that the street or alley is not presently being used as a street or alley and that the street or alley is not suitable for any of the following purposes: Port, beach or water access, boat moorage, launching sites, park public view, recreation, or education; or (c) The vacation is sought to enable a city or town to implement a plan, adopted by resolution or ordinance, that provides comparable or improved public access to the same shoreline to which the street or alleys sought to be vacated abut, had the properties included in the plan not been vacated...."

- The proposed Queen Street right of way vacation does not abut a body of fresh or salt water.

Policy 5 – Right of way adjacent or leading to any park, open space, view, natural area, or any other natural or man-made attraction should not be vacated.

- The Queen Street right of way proposed to be vacated does not lead to any park, open space, view, natural area, or any other natural or man-made attraction. It is bordered by private property on both sides, and could likely never be traversed either by vehicle or pedestrian mode of transportation due to steep slopes and presence of critical areas.

AFTER RECORDING RETURN DOCUMENT TO:

City of Bellingham - Planning Department
210 Lottie Street
Bellingham, WA 98225

DOCUMENT TITLE: *Street Vacation Ordinance*

REFERENCE NUMBER OF RELATED DOCUMENT: VAC2020-0002

GRANTOR(S): *City of Bellingham*

GRANTEE(S): *Whatcom Investment Group*

ASSESSOR'S TAX/PARCEL NUMBER(S): *The subject right-of-way abuts parcels # 380332 234545, 247557 and 248545.*

ABBREVIATED LEGAL DESCRIPTION: *The full width of Queen Street abutting the east half of Lots 1-5 and the north half of Lot 6, Block 1, Cedar Add to Bellingham and also abutting Lots B and C of the Ford Lot Line Adjustment in Bellingham, Washington and as described on EXHIBIT A and as shown on EXHIBIT B.*

ORDINANCE NO. DRAFT

AN ORDINANCE RELATING TO THE VACATION OF THE FULL WIDTH OF QUEEN STREET ABUTTING THE EAST HALF OF LOTS 1-5 AND THE NORTH HALF OF LOT 6, BLOCK 1, CEDAR ADD TO BELLINGHAM AND ALSO ABUTTING LOTS B AND C OF THE FORD LOT LINE ADJUSTMENT IN BELLINGHAM.

WHEREAS, on June 18, 2020 the City's Technical Review Committee considered and recommended approval of the petition to vacate the subject right-of-way as described on EXHIBIT A and shown on EXHIBIT B, which are attached hereto and incorporated herein;
and

City of Bellingham
CITY ATTORNEY
210 Lottie Street
Bellingham, Washington 98225
Telephone (360) 778-8270

WHEREAS, the Hearing Examiner held a virtual public hearing on the subject petition on August 26th, 2020 at 6:00 PM; and

WHEREAS, the Hearing Examiner recommended approval of the subject vacation petition with the findings of fact and conclusions of law as attached hereto and incorporated herein as EXHIBIT C, and the City Council adopts these findings of fact and conclusions of law, and;

WHEREAS, an appraisal was conducted in order to determine the amount of compensation necessary to vacate the subject right-of-way, and;

WHEREAS, all the jurisdictional steps preliminary to the vacation have been taken as provided by law.

NOW THEREFORE,

THE CITY OF BELLINGHAM DOES ORDAIN:

Section 1. The subject right-of-way as described on EXHIBIT A and shown on EXHIBIT B is hereby vacated and the Hearing Examiner's Findings of Fact, Conclusions of Law and Recommendation as provided on EXHIBIT C, is hereby incorporated herein and adopted.

Section 2. Easements for public utilities such as water, sewer and stormwater shall not be retained within the subject right-of-way.

Section 3. No damage shall result to any person or persons or to any property by reason of the vacation of said right-of-way. If provisions for utilities are necessary, it shall be at the sole expense of the petitioner or successors.

VAC2020-0002

City of Bellingham
CITY ATTORNEY
210 Lottie Street
Bellingham, Washington 98225
Telephone (360) 778-8270

Section 4. Payment of the appraised fair market value of \$ XXX has been remitted to the City of Bellingham's Finance Department on _____, 2020 to compensate the City for the vacated right-of-way.

PASSED by the Council this _____ day of _____, 2020.

Council President

APPROVED by me this _____ day of _____, 2020.

Mayor

Attest: _____
Finance Director

As the Finance Director, I acknowledge that the City has received \$ XXX as compensation for this right-of-way vacation.

Approved as to Form:

Office of the City Attorney

Published: _____

VAC2020-0002

City of Bellingham
CITY ATTORNEY
210 Lottie Street
Bellingham, Washington 98225
Telephone (360) 778-8270

I CERTIFY that I know or have satisfactory evidence that **SETH FLEETWOOD** is the person who appeared before me, and said person acknowledged that he signed this instrument, on oath stated that he was authorized to execute the instrument and acknowledged it as the **Mayor** of the **CITY OF BELLINGHAM** to be the free and voluntary act of such party for the uses and purposes mentioned in the instrument.

DATED

SIGNATURE OF NOTARY PUBLIC

NAME PRINTED

TITLE

MY APPOINTMENT EXPIRES

I CERTIFY that I know or have satisfactory evidence that **ANDY ASBJORNSON** is the person who appeared before me, and said person acknowledged that he signed this instrument, on oath stated that he was authorized to execute the instrument and acknowledged it as the **Finance Director** of the **CITY OF BELLINGHAM** to be the free and voluntary act of such party for the uses and purposes mentioned in the instrument.

DATED

SIGNATURE OF NOTARY PUBLIC

Name Printed

TITLE

MY APPOINTMENT EXPIRES

VAC2020-0002

City of Bellingham
CITY ATTORNEY
210 Lottie Street
Bellingham, Washington 98225
Telephone (360) 778-8270

Ev 2a

Bowker, Kristina J.

From: Sundin, Steven C.
Sent: Wednesday, August 26, 2020 12:45 PM
To: Bowker, Kristina J.
Subject: FW: Public Hearing Tonight

My response to Ashley's email below. 😊

Steve Sundin, Senior Planner. **360-778-8359**
Planning and Community Development Department
All incoming and outgoing emails are subject to public disclosure requests.

Phase 2 Construction Restart

On June 5th, 2020 Governor Inslee implemented PHASE 2 which adds New Construction that can be performed while remaining in compliance with the [Phase 2 Construction Restart COVID-19 Job Site Requirements](#).

Due to COVID-19 and in compliance with [City and Health Department guidance](#) the Permit Center is closed to walk-in customers effective Monday, March 16th until further notice.

Please utilize the Permit Center's online resources via <https://www.cob.org/services/permits>

From: Sundin, Steven C.
Sent: Wednesday, August 26, 2020 12:44 PM
To: Ashley Worley <ashley.pirret@gmail.com>; Matt Dub The Hub <worley2@gmail.com>
Subject: RE: Public Hearing Tonight

Here's the info for virtual attendance: In the meantime, the vacation of queen street won't impact your ability to access your home / garage. The alleyway that runs east west that you use to access your home won't change or go away and the right-hand turn up to Lakeway will remain intact as well. There are future plans for the properties to the north of the alley that I can discuss over the phone but, functionally, nothing will change as far as your access to Lakeway or to Puget Street is concerned, ok? Here's that info for the hearing:

HEARING EXAMINER AGENDA

Zoom Webinar

6:00 p.m., Wednesday, August 26, 2020

In response to Governor Inslee's Stay Home and Stay Safe order this meeting is ***a virtual meeting only via online webinar and telephone***. The City of Bellingham Hearing Examiner will hold a virtual public hearing to take testimony on the following proposals:

1. **VAC2020-0002:** Consideration of a Street Vacation Petition for the full width of Queen Street abutting the east half of Lots 1-5 and the north half of Lot 6, Block 1, Cedar Add to Bellingham and also abutting Lots B and C of the Ford Lot Line Adjustment. The Petitioner has submitted the vacation request in order to facilitate future use of undeveloped right-of-way for development of an Infill Toolkit subdivision. The subject right-of-way is within Area 12, a residential

Steve Sundin, Senior Planner. 360-778-8359
Planning and Community Development Department
All incoming and outgoing emails are subject to public disclosure requests.

Phase 2 Construction Restart

On June 5th , 2020 Governor Inslee implemented PHASE 2 which adds New Construction that can be performed while remaining in compliance with the [Phase 2 Construction Restart COVID-19 Job Site Requirements](#).

Due to COVID-19 and in compliance with [City](#) and [Health Department guidance](#) the Permit Center is closed to walk-in customers effective Monday, March 16th until further notice.
Please utilize the Permit Center's online resources via <https://www.cob.org/services/permits>

From: Ashley Worley <ashley.pirret@gmail.com>
Sent: Wednesday, August 26, 2020 11:07 AM
To: Sundin, Steven C. <ssundin@cob.org>; Matt Dub The Hub <worleym2@gmail.com>
Subject: Public Hearing Tonight

Regarding VAC2020-0002

Hello Mr Sundin, hope it's not too late to get this request/comment in before the hearing tonight.

- 1) How might I "attend" this virtual hearing at 6pm tonight?
- 2) I live a few houses away from this potential development, and have some general concerns about how this might effect my access to/from my home – as I have no access on Lakeway Drive itself.

The written description of the street vacation request is a little hard to follow, any chance there's a map you could share – and an explanation in layman's terms?

Thanks for your time and info,

Ashley & Matt Worley
ashley.pirret@gmail.com
Worleym2@gmail.com

AFTER RECORDING RETURN DOCUMENT TO:

City of Bellingham - Planning Department
210 Lottie Street
Bellingham, WA 98225

DOCUMENT TITLE: *Street Vacation Ordinance*

REFERENCE NUMBER OF RELATED DOCUMENT: VAC2020-0002

GRANTOR(S): *City of Bellingham*

GRANTEE(S): *Whatcom Investment Group*

ASSESSOR'S TAX/PARCEL NUMBER(S): *The subject right-of-way abuts parcels # 380332 234545, 247557 and 248545.*

ABBREVIATED LEGAL DESCRIPTION: *The full width of Queen Street abutting the east half of Lots 1-5 and the north half of Lot 6, Block 1, Cedar Add to Bellingham and also abutting Lots B and C of the Ford Lot Line Adjustment in Bellingham, Washington and as described on EXHIBIT A and as shown on EXHIBIT B.*

ORDINANCE NO. _____

AN ORDINANCE RELATING TO THE VACATION OF THE FULL WIDTH OF QUEEN STREET ABUTTING THE EAST HALF OF LOTS 1-5 AND THE NORTH HALF OF LOT 6, BLOCK 1, CEDAR ADD TO BELLINGHAM AND ALSO ABUTTING LOTS B AND C OF THE FORD LOT LINE ADJUSTMENT IN BELLINGHAM.

WHEREAS, on June 18, 2020 the City's Technical Review Committee considered and recommended approval of the petition to vacate the subject right-of-way as described on EXHIBIT A and shown on EXHIBIT B, which are attached hereto and incorporated herein;
and

City of Bellingham
CITY ATTORNEY
210 Lottie Street
Bellingham, Washington 98225
Telephone (360) 778-8270

WHEREAS, the Hearing Examiner held a virtual public hearing on the subject petition on August 26th, 2020 at 6:00 PM; and

WHEREAS, the Hearing Examiner recommended approval of the subject vacation petition with the findings of fact and conclusions of law as attached hereto and incorporated herein as EXHIBIT C, and the City Council adopts these findings of fact and conclusions of law, and;

WHEREAS, an appraisal was conducted in order to determine the amount of compensation necessary to vacate the subject right-of-way, and;

WHEREAS, all the jurisdictional steps preliminary to the vacation have been taken as provided by law.

NOW THEREFORE,

THE CITY OF BELLINGHAM DOES ORDAIN:

Section 1. The subject right-of-way as described on EXHIBIT A and shown on EXHIBIT B is hereby vacated and the Hearing Examiner's Findings of Fact, Conclusions of Law and Recommendation as provided on EXHIBIT C, is hereby incorporated herein and adopted.

Section 2. Easements for public utilities such as water, sewer and stormwater shall not be retained within the subject right-of-way. If provisions for utilities are necessary, it shall be at the sole expense of the petitioner or successors.

Section 3. No damage shall result to any person or persons or to any property by reason of the vacation of said right-of-way.

VAC2020-0002

City of Bellingham
CITY ATTORNEY
210 Lottie Street
Bellingham, Washington 98225
Telephone (360) 778-8270

Section 4. Payment of the appraised fair market value of \$1,000.00 has been remitted to the City of Bellingham's Finance Department on May 10, 2021 as compensation to the City for the vacated right-of-way.

PASSED by the Council this _____ day of _____, 2021.

Council President

APPROVED by me this _____ day of _____, 2021.

Mayor

Attest: _____
Finance Director

As the Finance Director, I acknowledge that the City has received \$1,000.00 as fair market value compensation for this right-of-way vacation.

Approved as to Form:

Office of the City Attorney

Published: _____

VAC2020-0002

City of Bellingham
CITY ATTORNEY
210 Lottie Street
Bellingham, Washington 98225
Telephone (360) 778-8270

I **CERTIFY** that I know or have satisfactory evidence that **SETH FLEETWOOD** is the person who appeared before me, and said person acknowledged that he signed this instrument, on oath stated that he was authorized to execute the instrument and acknowledged it as the **Mayor** of the **CITY OF BELLINGHAM** to be the free and voluntary act of such party for the uses and purposes mentioned in the instrument.

DATED

SIGNATURE OF NOTARY PUBLIC

NAME PRINTED

TITLE

MY APPOINTMENT EXPIRES

I **CERTIFY** that I know or have satisfactory evidence that **ANDY ASBJORNSON** is the person who appeared before me, and said person acknowledged that he signed this instrument, on oath stated that he was authorized to execute the instrument and acknowledged it as the **Finance Director** of the **CITY OF BELLINGHAM** to be the free and voluntary act of such party for the uses and purposes mentioned in the instrument.

DATED

SIGNATURE OF NOTARY PUBLIC

Name Printed

TITLE

MY APPOINTMENT EXPIRES

VAC2020-0002

City of Bellingham
CITY ATTORNEY
210 Lottie Street
Bellingham, Washington 98225
Telephone (360) 778-8270

Exhibit C

THE HEARING EXAMINER OF THE CITY OF BELLINGHAM WHATCOM COUNTY, WASHINGTON

IN RE:

HE-20-PL-022

WHATCOM INVESTMENT GROUP,
Petitioner

FINDINGS, CONCLUSIONS, AND
RECOMMENDATION

Full width of Queen Street between
Lakeway Drive and the Civic Field
Open Space, east of Puget Street

VAC2020-0002 / Street Vacation

SHARON RICE, HEARING EXAMINER

SUMMARY OF RECOMMENDATION

The Hearing Examiner recommends to the City Council that the requested vacation of the full width of Queen Street abutting the east half of Lots 1 through 5 and the north half of Lot 6, Block 1, Cedar Addition to Bellingham and also abutting Lots B and C of the Ford Lot Line Adjustment, Bellingham, should be **GRANTED**.

SUMMARY OF RECORD

Request:

Jaime White, Whatcom Land Use Consulting LLC, on behalf of Whatcom Investment Group (Applicant) requested vacation of the full width of Queen Street abutting the east half of Lots 1 through 5 and the north half of Lot 6, Block 1, Cedar Addition to Bellingham and also abutting Lots B and C of the Ford Lot Line Adjustment in Bellingham, Washington.

Hearing Date:

The Bellingham Hearing Examiner conducted a virtual open record hearing on the request on August 26, 2020. The record was held open two business days to allow for public comment, with additional days for responses by the parties. No post-hearing public comment was submitted, and the record closed on August 28, 2020.

Findings, Conclusions, and Recommendation
PAGE 1
M:/HE/DATA/DECISIONS/Queen Street Vacation

OFFICE OF THE HEARING EXAMINER
CITY OF BELLINGHAM
210 LOTTIE STREET
BELLINGHAM, WA 98225
(360) 778-8399

1 **Testimony:**

2 At the hearing, the following individuals presented testimony under oath:

3 Steve Sundin, Senior Planner
4 Jaime White, Whatcom Land Use Consulting LLC, Applicant's Representative
5 Ashley Worley, 1513 Lakeway Drive

6 **Exhibits:**

7 At the open record hearing, the following exhibits were admitted in evidence:

8 Exhibit 1 Staff Report to the Examiner with the following attachments:

- 9 A. Vacation Area / Aerial / Public Utilities
10 B. Aerial / Public Utilities
11 C. Technical Review Committee letter to Applicant
12 D. Vacation Petition
13 E. Petitioner's Responses to Vacation Policies 1 – 5
14 F. Draft Ordinance

15 Exhibit 2 Public Comments

- 16 A. Email from Ashley and Matt Worley, dated August 26, 2020

17 Upon consideration of the testimony and exhibits submitted, the Hearing Examiner
18 enters the following findings and conclusions:

19
20 **FINDINGS**

- 21 1. Whatcom Investment Group (Applicant) requested vacation of the full width of
22 Queen Street abutting the east half of Lots 1 through 5 and the north half of Lot
23 6, Block 1, Cedar Addition to Bellingham and also abutting Lots B and C of the
24 Ford Lot Line Adjustment in Bellingham (subject right-of-way). The subject
25 right-of-way is generally located between Lakeway Drive and the Civic Field
26 Open Space east of Puget Street and measures approximately 7,000 square feet.
27 *Exhibits 1, 1.B, and 1.D.*
28
29 2. The subject right-of-way is in Areas 7 and 12, Puget Neighborhood. The west
30 half of the subject right-of-way is within area 12 of the Puget Neighborhood is
zoned residential multi-multiple with a 1,500 square foot per unit density. The
east half of the subject right-of-way is within area 7 and is zoned residential

Findings, Conclusions, and Recommendation
PAGE 2
M:/HE/DATA/DECISIONS/Queen Street Vacation

OFFICE OF THE HEARING EXAMINER
CITY OF BELLINGHAM
210 LOTTIE STREET
BELLINGHAM, WA 98225
(360) 778-8399

1 single family detached and cluster attached with an 8,000 and 6,000 square foot
2 per unit density, respectively. *Exhibit 1.A; Google Maps Site view; Steve Sundin*
3 *Testimony.*

4 3. The unimproved subject right-of-way dead ends into the City's Civic Field Open
5 Space. It is located on a sloped and forested hillside within a regulated wetland
6 buffer. There are no trails or footpaths leading to the Civic Field Open Space
7 and no public or private utilities within the subject right-of-way. The Applicant
8 owns the properties on both sides of the segment of Queen Street proposed for
9 vacation. *Exhibit 1.*

10 4. The portion of the Queen Street right-of-way requested to be vacated does not
11 connect to the existing improved segment of Queen Street extending north of
12 Lakeway Drive. The area requested for vacation ends north of a large tree that
13 exists in the unopened right-of-way. Access from the existing Queen Street
14 segment onto Lakeway Drive and to the semi-improved east-west alley north of
15 1515 Lakeway that empties out to Puget Street to the west would remain viable
16 if the vacation were approved. *Steve Sundin Testimony; Exhibit 1.B; Google*
17 *Maps site view.*

18 5. The Applicant indicated that the purpose of the vacation request is to allow
19 installation of a private force sewer main across the subject right-of-way to
20 facilitate future development of a subdivision. The force main is needed to
21 convey wastewater uphill to a nearby public sewer main. Because the City does
22 not allow private force main facilities within public right-of-way, the Applicant
23 submitted the instant request. If approved, the right-of-way vacation would
24 allow the Applicant to consolidate parcels and maximize density in one part of
25 the abutting property while minimizing impacts to the regulated wetland buffers.
26 *Exhibits 1, 1.D, and 1.E; Jaime White Testimony.*

27 6. No future easements for public and private utilities are anticipated to be needed
28 within the subject right-of-way. During the hearing process it was made clear
29 that if easements are necessary in the future, the property owner would be
30 responsible for acquiring and executing them. *Exhibit 1; Steve Sundin*
Testimony.

7. Upon review of the request, the City's Technical review Committee (TRC)
determined that the subject right-of-way is not necessary for existing or future
vehicular or pedestrian circulation needs and that the requested vacation would
not land lock any parcels. The Applicant's property on the west side of Queen
Street (parcel# 380332 234545) and the parcel addressed as 1601 Lakeway,

owned by Bryan and Nancy Chen, would retain access to the unvacated portion of Queen Street. The subject right-of-way abuts properties at 1310 and 1320 Queen Street on the east side of Queen Street, both of which are owned by the Applicant. These parcels would be combined in any future development scenario because nearly all of 1320 is encumbered by wetland and the associated buffer. The parcel addressed as 1310 Queen Street, which contains development opportunity, would abut the new dead end of Queen Street if the vacation is approved. Planning Staff noted that parcel #380332 258548 to the east abutting Racine Street is also owned by the Applicant. The segment of unimproved Racine Street abutting that parcel is not buildable due to steepness and the presence of an open drainage course. Development of parcel #380332 258548 is intended to be combined with the development of 1310 and 1320 Queen Street, also taking access from the same new dead end of Queen Street. *Exhibit 1.*

8. The TRC determined that an appraisal was required in order to determine adequate compensation for the right-of-way to be vacated. As of the hearing date, the Applicant had retained a local professional to provide the required appraisal, but it had not yet been completed. The appraisal must be completed and payment made for the subject right-of-way prior to the closed record hearing before the City Council. *Exhibit 1; Steve Sundin Testimony.*

9. Note, the subject right-of-way may abut the west fork of Racine Creek, which is a type IV seasonal non-fish bearing drainage in a steep ravine that is fully forested and regulated by the City's critical area ordinance. During the TRC review, the City Parks Department indicated that it did not desire to retain a public access easement across the subject right-of-way because such an easement would afford no opportunity to connect to other trails or paths in the Civic Field Open Space at that location. The original right-of-way vacation application proposed an exchange of a portion of the petitioner's property across the northern 30 feet of 1320 Queen Street and parcel #38032 258548 for the subject right-of-way; however, the Parks Department declined that offer. *Exhibit 1.*

10. The petitioner attended a pre-application meeting with City staff On October 8, 2019 to review a future subdivision application on the petitioner's properties abutting the subject right-of-way. In pursuit of that project, the Applicant submitted the instant street vacation petition together with application fees on May 28, 2020. The request was reviewed by the City's Technical review Committee (TRC) and on July 16, 2020, the TRC recommended approval subject to conditions were satisfied. *Exhibits 1, 1.C, and 1.D.*

- 1 11. On July 17, 2020, Planning and Community Development Department (PCDD)
2 Staff sent private utility providers notice of the vacation petition, requesting a
3 response by August 1, 2020. Puget Sound Energy timely responded, indicating
4 that they have no facilities within the subject right-of-way. No other private
5 utility companies responded. *Exhibit 1.*
- 6 12. On July 20, 2020, the Bellingham City Council approved Resolution #2020-
7 0029 setting the virtual public hearing before the Hearing Examiner on August
8 26, 2020. Notice of the virtual hearing was published in the Bellingham Herald
9 and sent to City Staff, the Applicant, and 'abutting' property owners on July 28,
10 2020. Notice of the hearing was posted on site by City Staff on August 10,
11 2020. *Exhibit 1; Steve Sundin Testimony.*
- 12 13. The City received one public comment from a resident in a nearby house that
13 accesses via Lakeway and Puget Street, requesting clarification of whether the
14 vacation would impact that property's access route. Planning Staff responded to
15 the access concerns and provided information about how to attend the virtual
16 public hearing. *Exhibit 2.* The author of the comment attended the virtual
17 hearing and testified that her concerns had been addressed. *Ashley Worley*
18 *Testimony.*
- 19 14. After hearing all testimony, Planning Staff recommended approval of the
20 requested right-of-way vacation subject to a condition stipulating that the
21 Applicant and successors in interest would be responsible for any future private
22 easements that become necessary within the vacated portion of right-of-way.
23 *Exhibit 1; Steve Sundin Testimony.* The Applicant representative waived
24 objection to the condition. *Jaime White Testimony.*

CONCLUSIONS

Jurisdiction:

The Hearing Examiner is granted authority to hold hearings and make recommendations to City Council on right-of-way vacation requests pursuant to RCW 35.79.030.

Criteria for Review:

City Vacation Regulations

BMC 13.48.010 - Hearing - Application fee.

As a condition precedent to the city's consideration of a resolution setting a date for a public hearing on the question of whether a city street should be vacated, the petitioner therefor shall submit an application accompanied by a fee in the amount

Findings, Conclusions, and Recommendation
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OFFICE OF THE HEARING EXAMINER
CITY OF BELLINGHAM
210 LOTTIE STREET
BELLINGHAM, WA 98225
(360) 778-8399

1 set by city council resolution and the petitioner shall pay to the city an amount equal
2 to the cost of preparation of an appraisal of the area proposed to be vacated and the
3 city shall order such appraisal. An appraisal, and payment therefor, may not be
4 required when, in the judgment of the director of planning and community
5 development, it is not needed to determine the fair market value of the area to be
6 vacated.

7 *BMC 13.48.020 - Payment for vacation.*

8 Unless otherwise specifically provided by the city council in the street vacation
9 ordinance, such ordinance shall provide for the payment of compensation by the
10 petitioner of an amount equal to one-half the appraised value of the area proposed
11 for vacation. The city council shall have final authority to determine the appraised
12 value.

13 In no event shall such vacation request come before the city council for final
14 consideration until such amount has been computed, incorporated into the
15 ordinance, and deposited with the finance director. In the event that final passage
16 of the ordinance is not granted, the deposited amount (exclusive of the application
17 fee and appraisal fee) shall be refunded to the petitioner.

18 State Vacation Requirements

19 *RCW 35.79.010 - Petition by owners - Fixing time for hearing.*

20 The owners of an interest in any real estate abutting upon any street or alley who
21 may desire to vacate the street or alley, or any part thereof, may petition the
22 legislative authority to make vacation, giving a description of the property to be
23 vacated, or the legislative authority may itself initiate by resolution such vacation
24 procedure. The petition or resolution shall be filed with the city or town clerk, and,
25 if the petition is signed by the owners of more than two-thirds of the property
26 abutting upon the part of such street or alley sought to be vacated, legislative
27 authority by resolution shall fix a time when the petition will be heard and
28 determined by such authority or a committee thereof, which time shall not be more
29 than sixty days nor less than twenty days after the date of the passage of such
30 resolution.

RCW 35.79.020 - Notice of hearing - Objections prior to hearing.

Upon the passage of the resolution the city or town clerk shall give twenty days'
notice of the pendency of the petition by a written notice posted in three of the most
public places in the city or town and a like notice in a conspicuous place on the
street or alley sought to be vacated. The said notice shall contain a statement that a
petition has been filed to vacate the street or alley described in the notice, together
with a statement of the time and place fixed for the hearing of the petition. In all
cases where the proceeding is initiated by resolution of the city or town council or

1 similar legislative authority without a petition having been signed by the owners of
2 more than two-thirds of the property abutting upon the part of the street or alley
3 sought to be vacated, in addition to the notice hereinabove required, there shall be
4 given by mail at least fifteen days before the date fixed for the hearing, a similar
5 notice to the owners or reputed owners of all lots, tracts or parcels of land or other
6 property abutting upon any street or alley or any part thereof sought to be vacated,
7 as shown on the rolls of the county treasurer, directed to the address thereon shown:
8 PROVIDED, That if fifty percent of the abutting property owners file written
9 objection to the proposed vacation with the clerk, prior to the time of hearing, the
10 city shall be prohibited from proceeding with the resolution.

11 *RCW 35.79.030 - Hearing - Ordinance of vacation.*

12 The hearing on such petition may be held before the legislative authority, before a
13 committee thereof, or before a hearing examiner, upon the date fixed by resolution
14 or at the time the hearing may be adjourned to. If the hearing is before a committee
15 the same shall, following the hearing, report its recommendation on the petition to
16 the legislative authority which may adopt or reject the recommendation. If the
17 hearing is held before a committee it shall not be necessary to hold a hearing on the
18 petition before the legislative authority. If the hearing is before a hearing examiner,
19 the hearing examiner shall, following the hearing, report its recommendation on the
20 petition to the legislative authority, which may adopt or reject the recommendation:
21 PROVIDED, That the hearing examiner must include in its report to the legislative
22 authority an explanation of the facts and reasoning underlying a recommendation to
23 deny a petition. If a hearing is held before a hearing examiner, it shall not be
24 necessary to hold a hearing on the petition before the legislative authority (*emphasis*
25 *added*).

26 If the legislative authority determines to grant the petition or any part thereof, such
27 city or town shall be authorized and have authority by ordinance to vacate such
28 street, or alley, or any part thereof, and the ordinance may provide that it shall not
29 become effective until the owners of property abutting upon the street or alley, or
30 part thereof so vacated, shall compensate such city or town in an amount which
does not exceed one-half the appraised value of the area so vacated. If the street or
alley has been part of a dedicated public right of way for twenty-five years or more,
or if the subject property or portions thereof were acquired at public expense, the
city or town may require the owners of the property abutting the street or alley to
compensate the city or town in an amount that does not exceed the full appraised
value of the area vacated. The ordinance may provide that the city retains an
easement or the right to exercise and grant easements in respect to the vacated land
for the construction, repair, and maintenance of public utilities and services. A
certified copy of such ordinance shall be recorded by the clerk of the legislative

1 authority and in the office of the auditor of the county in which the vacated land is
2 located. One-half of the revenue received by the city or town as compensation for
3 the area vacated must be dedicated to the acquisition, improvement, development,
4 and related maintenance of public open space or transportation capital projects
within the city or town.

5 *RCW 35.79.035 - Limitations on vacations of streets abutting bodies of water -*
6 *Procedure.*

- 7 1. A city or town shall not vacate a street or alley if any portion of the street or
8 alley abuts a body of fresh or saltwater unless:
 - 9 a. The vacation is sought to enable the city or town to acquire the property
10 for port purposes, beach or water access purposes, boat moorage or
11 launching sites, park, public view, recreation, or educational purposes,
12 or other public uses;
 - 13 b. The city or town, by resolution of its legislative authority, declares that
14 the street or alley is not presently being used as a street or alley and that
15 the street or alley is not suitable for any of the following purposes: Port,
16 beach or water access, boat moorage, launching sites, park, public view,
17 recreation, or education; or
 - 18 c. The vacation is sought to enable a city or town to implement a plan,
19 adopted by resolution or ordinance, that provides comparable or
20 improved public access to the same shoreline area to which the streets or
21 alleys sought to be vacated abut, had the properties included in the plan
22 not been vacated.
- 23 2. Before adopting a resolution vacating a street or alley under subsection
24 (1)(b) of this section, the city or town shall:
 - 25 a. Compile an inventory of all rights-of-way within the city or town that
26 abut the same body of water that is abutted by the street or alley sought
27 to be vacated;
 - 28 b. Conduct a study to determine if the street or alley to be vacated is
29 suitable for use by the city or town for any of the following purposes:
Port, boat moorage, launching sites, beach or water access, park, public
view, recreation, or education;
 - 30 c. Hold a public hearing on the proposed vacation in the manner required
by this chapter, where in addition to the normal requirements for
publishing notice, notice of the public hearing is posted conspicuously
on the street or alley sought to be vacated, which posted notice indicates
that the area is public access, it is proposed to be vacated, and that
anyone objecting to the proposed vacation should attend the public

1 hearing or send a letter to a particular official indicating his or her
2 objection; and

3 d. Make a finding that the street or alley sought to be vacated is not
4 suitable for any of the purposes listed under (b) of this subsection, and
5 that the vacation is in the public interest.

6 3. No vacation shall be effective until the fair market value has been paid for
7 the street or alley that is vacated. Moneys received from the vacation may
8 be used by the city or town only for acquiring additional beach or water
9 access, acquiring additional public view sites to a body of water, or
10 acquiring additional moorage or launching sites.

11 *RCW 35.79.040 - Title to vacated street or alley.*

12 If any street or alley in any city or town is vacated by the city or town council, the
13 property within the limits so vacated shall belong to the abutting property owners,
14 one-half to each.

15 *RCW 35.79.050 - Vested rights not affected.*

16 No vested rights shall be affected by the provisions of this chapter.

17 *Adopted Bellingham City Council Vacation Policies*

18 It is the policy of the City of Bellingham to grant vacation of street right of ways
19 when it is determined that such right of way is not needed presently or in the future
20 for public access including vehicular, pedestrian, and visual access.

21 1. The right of way must be determined to be of no value to the circulation
22 plan of the City either now or in the foreseeable future. The circulation plan
23 is assumed to include vehicular, pedestrian, or other modes of
24 transportation.

25 2. No vacation will be allowed if such action land locks any existing parcel, lot
26 of record, or tract. Access to a right of way of less than 30 feet in width
27 does not constitute adequate access. One ownership of all the lots on a right
28 of way does not circumvent this policy and in this it will be necessary to
29 vacate lots prior or together with the vacation action.

30 3. State law (R.C.W. 35.79). "No city or town shall be authorized to have
authority to vacate such street, or alley, or any parts thereof if any portion
thereof abuts on a body of salt or fresh water unless such vacation be sought
to enable the city, town, port district, or state to acquire the property for port
purposes, boat moorage, or launching sites, park, viewpoint, recreational, or
educational purposes, or other public uses. This provision shall not apply to
industrial zoned property".

Findings, Conclusions, and Recommendation
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(360) 778-8399

4. Right-of-way adjacent or leading to any park, open space, view, natural area, or any other natural or man-made attraction should not be vacated.
5. The proposed vacation should be determined to be necessary to the public good either in terms of needed development or when such vacation will result in a better or more desirable situation. In some instances, a more desirable situation may be a better road pattern in terms of safety, or when an exorbitant amount of land is devoted to unneeded right of way.
6. Notification of street vacation requests will be sent to the Hearing Examiner. The Examiner will schedule review. The Examiner will hold a public hearing and make recommendations to the City Council. The City Council makes the final decision.
7. The petition should contain the approval of all the abutting property owners and proof of ownership must accompany the petition.
8. Vacation is not mandatory even though 100% of the abutting owners request the vacation. (100% submittal)
9. Proposed or possible use of the vacated right of way is not relevant to City action (court opinion).
10. Easements for utilities will be retained as a matter of procedure unless such easement is specifically requested by the petitioners and approved by the City Engineer.

Conclusions Based on Findings:

1. The subject right-of-way has never been improved as right-of-way and is not needed for vehicular or public pedestrian circulation. No parcel would be landlocked by approval; all abutting parcels (vacant and developed) have alternate access to the public road network. The subject right-of-way does not abut fresh or salt water and does not lead to any attraction or destination for which access needs to be retained. The Parks Department expressly declined to retain an easement or other property right for trails connecting to the adjacent Civic Field Open Space. Approval would result in public benefit in that it would maximize the infill development potential of the adjacent privately owned parcels while allowing protection of the nearby stream, wetland, and associated buffers. The Applicant owns the properties abutting the east and west sides of the subject right-of-way, and the City owns the property to the north; there are no other abutting property owners. All necessary signatures indicating consent have been obtained. A condition should be included requiring the Applicant and successors in interest to obtain and record any required utility easements

1 necessary in the future within the subject right-of-way. *Findings 1, 2, 3, 4, 5, 6,*
2 *7, 8, 9, 10, 11, 12, 13, and 14.*

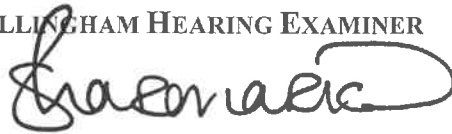
3
4 **RECOMMENDATION**

5 Based on the preceding findings and conclusions, the City's Hearing Examiner
6 recommends that the requested vacation of the full width of Queen Street abutting the
7 east half of Lots 1 through 5 and the north half of Lot 6, Block 1, Cedar Addition to
8 Bellingham and also abutting Lots B and C of the Ford Lot Line Adjustment,
Bellingham, Washington **SHOULD BE APPROVED** subject to the following
conditions:

- 9 1. Full payment of the fair market appraised value shall be provided to the City
10 prior to the closed record hearing before the City Council on the subject
11 vacation ordinance as adequate compensation for the subject right-of-way; and
12 2. Easements for public or private utilities shall not be retained. If an easement
13 becomes necessary in the future, the private property owner would be required
14 to acquire it.

15 RECOMMENDED September 15, 2020.

16
17 **BELLINGHAM HEARING EXAMINER**

18 

19
20 Sharon A. Rice

EXHIBIT "A"

LEGAL DESCRIPTION FOR RIGHT-OF-WAY VACATION

A tract of land within the Northeast Quarter of the Northwest Quarter of Section 32, Township 38 North, Range 3 East of the W. M. being more particularly described as follows:

All that portion of Queen Street, being 30 feet wide, lying adjacent to the West line of Lots B and C of the Ford Lot Line Adjustment, as recorded under Whatcom County Auditor's File Number 2050201372.

Containing an area of 6,958 square feet.

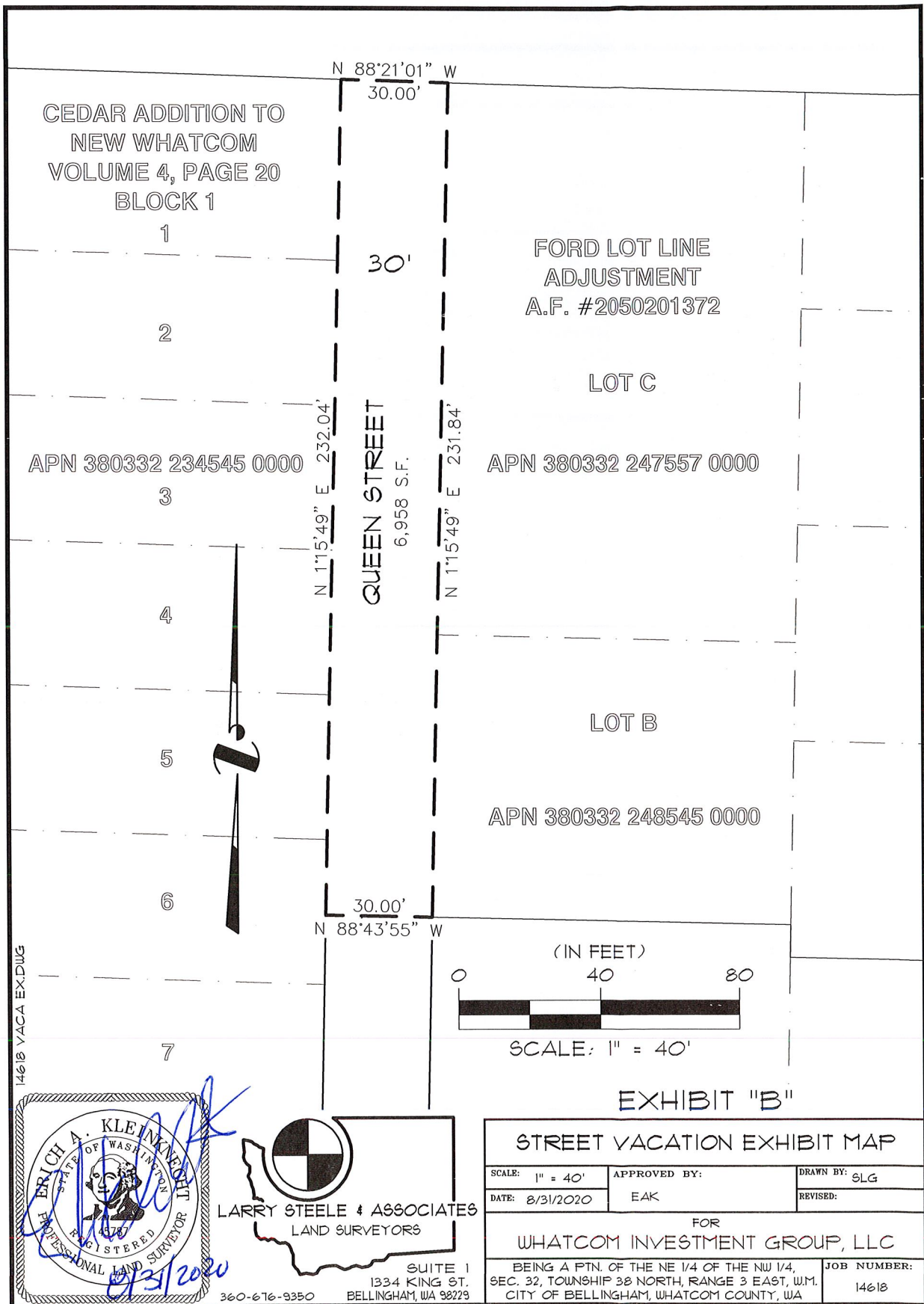
Situate in the City of Bellingham, Whatcom County, Washington.



8/31/2020

Prepared by Larry Steele & Associates, Inc.
Land Surveyors
1334 King Street, Suite 1
Bellingham WA 98229
360-676-9350
Job #14618
August 31, 2020

S:_LSA Project Files_2018 Projects\2018-146 Whatcom Investment Group\Legal Descriptions\14618 ROW Vac Legal Desc (083120).doc





BELLINGHAM CITY COUNCIL

210 Lottie Street, Bellingham, Washington 98225

Telephone (360) 778-8200 Fax (360) 778-8101

Email: ccmail@cob.org Website: www.cob.org

BELLINGHAM CITY COUNCIL NOTICE OF SPECIAL MEETING

Notice is hereby given that the Bellingham City Council will hold a Special Meeting on **Monday, June 7th 2021 at 1:00 PM**, or as soon thereafter as possible, which will be held remotely, to conduct a **Closed Record Hearing** on the following matter:

Closed Record Hearing to Consider a Street Vacation for a Portion of Queen Street North of Lakeway Drive, East of Puget Street and South of the Civic Field Open Space.

Public testimony will not be taken. City Council's decision on the proposed street vacation will be based on the complete record from the Hearing Examiner's Public Hearing on the matter, a copy of which is available for review in the City Council Office. Detailed information can be found five days prior to the meeting at www.cob.org/meetings.

Council meetings are streamed live via the City's website at meetings.cob.org and on the City's [YouTube channel](#). Meetings are broadcast in high definition on BTV on Comcast channel 321, and in standard definition on Comcast channel 10.

Those who would like to listen in by phone can do so using any of the following phone numbers:

- (253) 215-8782
- (346) 248-7799
- (669) 900-6833
- (301) 715-8592
- (312) 626-6799
- (929) 205-6099

Meeting ID: 982 0492 7724

Password: 9

Contact the Council Office at (360) 778-8200 for additional assistance prior to the meeting. Thank you.

Publication Date: May 27, 2021

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Council Member
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City Council Agenda Bill

23012

Bill Number

Subject: **Update on Middle Fork Nooksack River Fish Passage Project (EN-0047)**

Summary Statement: The Middle Fork Nooksack River Fish Passage Project involves removal of a large portion of the City's diversion dam to restore fish passage in the Middle Fork, and installation of a revised fish friendly intake for City municipal water supply. This is a collaborative effort involving the City of Bellingham, American Rivers, the Paul Allen Foundation, National Oceanic and Atmospheric Administration (NOAA), the Nooksack Indian Tribe, Lummi Nation, and the Washington Department of Fish and Wildlife and is expected to reestablish access to approximately 16 miles of critical spawning and rearing habitat. The project has been under construction since January 2020. Staff will update Council on the status of the construction.

Previous Council Action: **Various support actions since 2005, 2017 grant funding agreement with American Rivers, Resolution 2019-16 (PSAR Grant), and October 21, 2019 bid award.**

Fiscal Impact: **\$24,193,352**

Funding Source: **Various Grants and Water Fund**

Attachments: 1. STAFF REPORT
2. PP PRESENTATION

Meeting Activity	Meeting Date	Recommendation	Presented By	Time
Committee Briefing - Information Only	6/07/2021	Information/Discussion	Chad Schulhauser, City Engineer	10 minutes

Recommended Motion:

Council Committee:
Public Works and Natural Resources Committee

Agenda Bill Contact:
Chad Schulhauser, City Engineer 778-7910

Reviewed By	Department	Date
<i>Eric C. Johnston</i>	Public Works	6/01/2021

Council Action:

<i>Amy B. Kraham</i>	Legal	6/01/2021
<i>Seth M. Fleetwood</i>	Executive	6/01/2021



STAFF REPORT

TO: BELLINGHAM CITY COUNCIL
FROM: ERIC JOHNSTON, PUBLIC WORKS DIRECTOR
CC: MAYOR SETH FLEETWOOD
SUBJECT: MIDDLE FORK NOOKSACK RIVER FISH PASSAGE PROJECT UPDATE
DATE: JUNE 7, 2021


BACKGROUND:

The Middle Fork Nooksack River Fish Passage Project has been under construction since January 2020. The project removed a large portion of the City's diversion dam and enables upstream access to habitat for Endangered Species Act listed fish and other aquatic species. The river channel has been restored and work continues on a new fish friendly intake structure upstream. Construction activities are ongoing and looking to wrap up in the fall of this year. The total project including construction, engineering and soft costs is approximately \$24.2 million including contingencies.

This project is a collaborative effort involving the City of Bellingham, American Rivers, the Paul Allen Foundation, National Oceanic and Atmospheric Administration (NOAA) the Nooksack Indian Tribe, Lummi Nation, and the Washington Department of Fish and Wildlife. The project is fully funded through a mix of grants and the City's Water Fund, with over 68% being paid through awarded grants.

RECOMMENDATION ACTION:

This item is for information only. No action is required.



Middle Fork Nooksack River Fish Passage Project Update *Nuxwt'iqw'em*

June 7, 2021



Project Status/Schedule

- Construction
 - Uplands – began January 2020
 - In-water – June-October 2020 - complete
 - Complete Q4 2021



Channel Restoration - Fish Passage

Existing

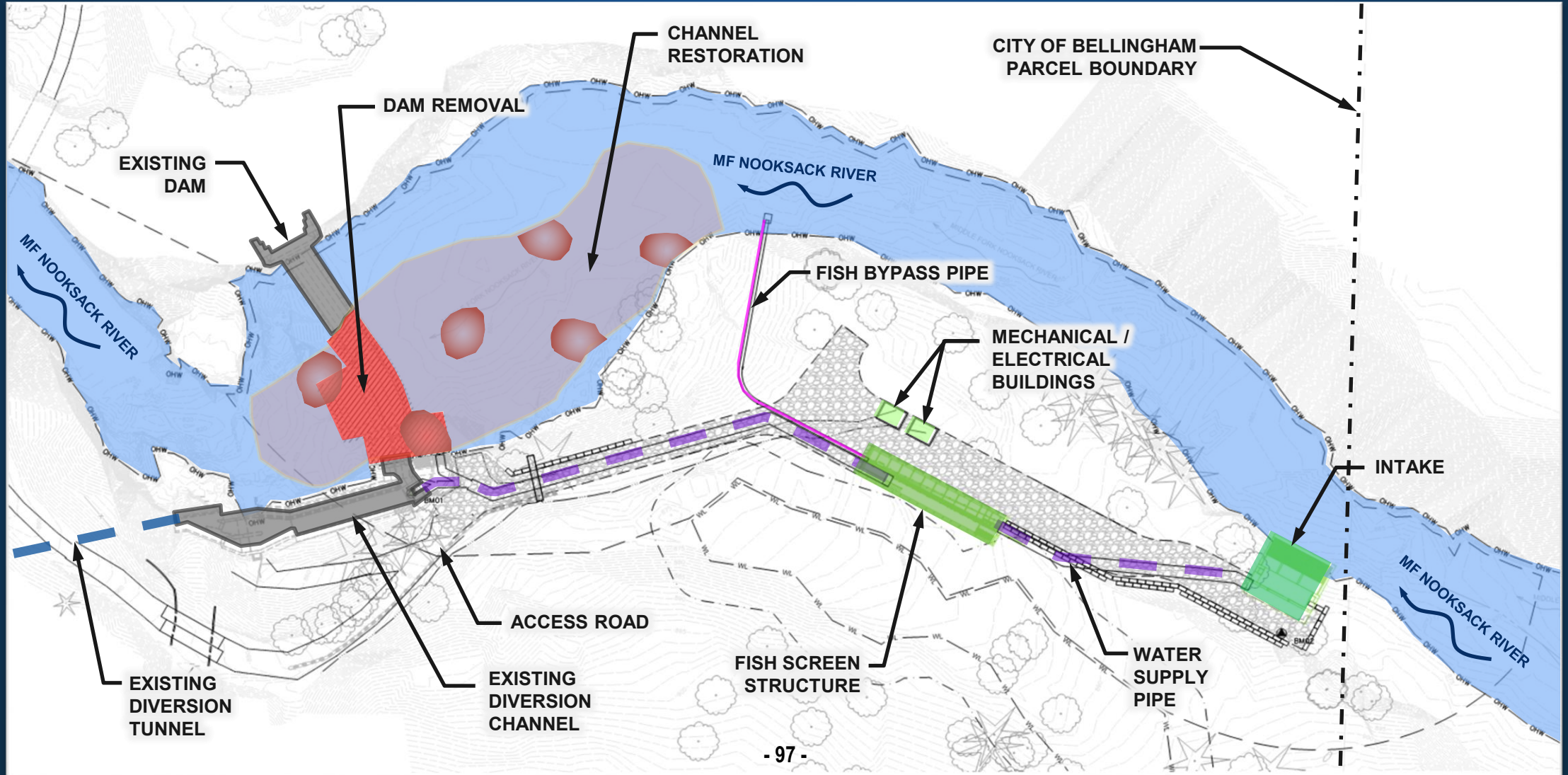


Proposed





Supply Infrastructure







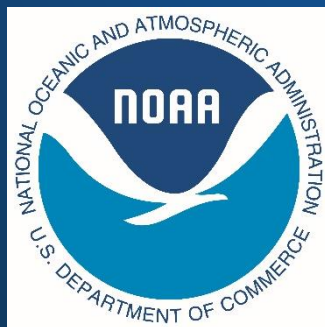
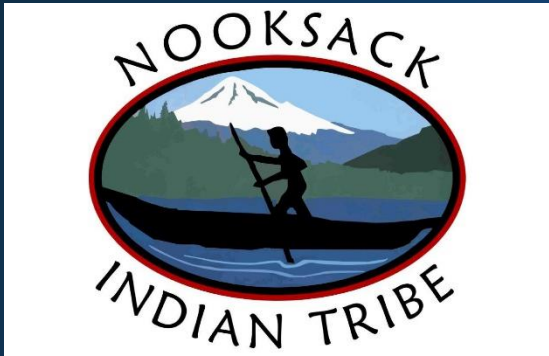












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Middle Fork Nooksack River Fish Passage Project Update

Renee Lacroix
Assistant Director,
Public Works Natural Resources
360.778.7966 rlacroix@cob.org

Chad Schulhauser
Assistant Director,
Public Works Engineering
360.778.7910 cmschulhauser@cob.org





City Council Agenda Bill

22994

Bill Number

Subject: **Adoption of Draft 2022-2027 Transportation Improvement Program (TIP)**

Summary Statement: The 6-Year Transportation Improvement Program (TIP) is adopted annually to plan and program public funding toward capital improvements to Bellingham's multimodal transportation network. State law (RCW 35.77.010) requires cities to adopt the TIP before July 1st each year. The DRAFT 2022-2027 TIP is based on Public Works staff and Transportation Commission (TC) recommendations. Public Works staff presented the DRAFT 2022-2027 TIP to the TC on May 11, 2021 and to the City Council at a Public Hearing on May 24, 2021. On June 7, 2021 the City Council will hold a Work Session to consider adoption of the DRAFT 2022-2027 TIP.

Previous Council Action: **Council Public Hearing on May 18, 2020; Council adoption of 2021-2026 TIP on June 8, 2020; Council Public Hearing Monday, May 24, 2021**

Fiscal Impact: **The 6-Year TIP provides direction for budget preparation; allows for submittal of grant applications; and allows obligation of grant funding for project construction.**

Funding Source: **Street Fund, REET, Trans Fund, State/Federal Grants, and Public/Private Partnerships**

Attachments:

1. TIP STAFF REPORT
2. TC RESOLUTION TO ENDORSE TIP
3. COUNCIL RESOLUTION TO ADOPT TIP
4. EXHIBIT A TO RESOLUTION - DRAFT TIP

Meeting Activity	Meeting Date	Recommendation	Presented By	Time
Committee Briefing - Vote Requested	6/07/2021	Pass Resolution	Chad Schulhauser, City Engineer	10 minutes

Recommended Motion:

Council Committee:
Public Works and Natural Resources
Committee

Agenda Bill Contact:
Chris Comeau, Transportation Planner 778-7946

Council Action:

Reviewed By	Department	Date
<i>Eric C. Johnston</i>	Public Works	6/01/2021
<i>Matthew T. Stamps</i>	Legal	6/01/2021
<i>Seth M. Fleetwood</i>	Executive	6/01/2021



City of Bellingham
210 Lottie Street
Bellingham, WA 98225

STAFF REPORT

TO: CITY COUNCIL
FROM: ERIC JOHNSTON, PUBLIC WORKS DIRECTOR
CC: MAYOR SETH FLEETWOOD
SUBJECT: PUBLIC HEARING REGARDING THE DRAFT 2022-2027 TRANSPORTATION IMPROVEMENT PROGRAM (TIP)
DATE: 7 June 2021

BACKGROUND:

The 6-Year Transportation Improvement Program (TIP) is adopted annually to plan and program public funding toward capital improvements to Bellingham's multimodal transportation network. State law (RCW 35.77.010) requires cities to adopt the TIP before July 1 each year. The DRAFT 2022-2027 TIP is based on Public Works staff and Transportation Commission (TC) recommendations. On May 11, 2021, Public Works staff presented the DRAFT 2022-2027 TIP to the TC. On May 24, the DRAFT 2022-2027 TIP was presented to Council at a public hearing.

EVALUATION:

The 2022-2027 TIP is comprised of 17 projects. The first three projects are funded by a 10-year (2021-2030) sales and use tax levy for transportation improvements known locally as the Transportation Fund (T-Fund). These projects – Pavement Resurfacing, Nonmotorized Transportation Improvements, and Clean Energy Transportation – are required to be listed in the TIP in order to be eligible for the sales tax funds. The split of dollars will be determined annually based on the City's needs for asset management.

To prepare the TIP, staff reviews our adopted plans (Comprehensive Plan, Pedestrian Master Plan, Bicycle Master Plan, ADA Transition Plan) as well as our pavement preservation and utility replacement lists in order to coordinate projects and manage our assets effectively. Pavement preservation projects are selected using data from a Citywide pavement rating system and coordinated with annual utility replacements when possible. Consideration is given to the needs for water, sewer, and stormwater utilities as well as opportunities to support housing, economic development, non-motorized transportation shift and fiber connections to City, school district or other public agency facilities.

The draft 2022-2027 TIP projects are staff recommendations prepared through the process laid out above.

RECOMMENDATION ACTION:

Pass the resolution adopting the 2022-2027 Transportation Improvement Program.

Bellingham Transportation Commission
Transportation Commission Resolution 2021-01

The Transportation Commission (TC) has reviewed and endorses the Draft Six-Year (2022-2027) Transportation Improvement Program (TIP).

PASSED by the City of Bellingham Transportation Commission
this 11th day of May, 2021.

Signed


Cory Blackwood, Chair

City of Bellingham Transportation Commission

RESOLUTION NO. _____

**A RESOLUTION OF THE CITY OF BELLINGHAM, WASHINGTON
ADOPTING THE 2022 - 2027 TRANSPORTATION IMPROVEMENT PROGRAM.**

WHEREAS, in April of 2021, the City of Bellingham Public Works staff worked with a Transportation Commission liaison to prepare staff recommendations for a Draft 2022 - 2027 Transportation Improvement Program (TIP); and

WHEREAS, Public Works staff posted the Draft 2022-2027 TIP on the City web site and made it available to the public on Monday, May 3, 2021; and

WHEREAS, a public meeting of the Transportation Commission was held on Tuesday, May 11, 2021 at which Public Works staff presented the Draft 2022 - 2027 TIP; and

WHEREAS, the Bellingham Transportation Commission voted to endorse the Public Works staff recommendations for the Draft 2022-2027 TIP and issued Transportation Commission Resolution 2021-01 to the Bellingham City Council; and

WHEREAS, notice of the scheduled Monday, May 24, 2021 public hearing date for the Draft 2022 - 2027 TIP was advertised to major media in the Whatcom County region on Wednesday, May 6, 2021; and

WHEREAS, a public hearing before the Bellingham City Council regarding the Draft 2022 - 2027 TIP was held on Monday, May 24, 2021; and

WHEREAS, all written and oral comments regarding the Draft 2022 - 2027 TIP were received and considered by Council; and

WHEREAS, City Council discussion regarding the Draft 2022 - 2027 TIP was continued at a Bellingham City Council work session on June 7, 2021; and

WHEREAS, as per RCW 35.77.010, the City Council is required to adopt a comprehensive Transportation Improvement Program by July 1 each year for the ensuing six years;

NOW THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF BELLINGHAM:

That the 2022 - 2027 Transportation Improvement Program as prepared by the Public Works Department for the City of Bellingham, attached to this Resolution as Exhibit A and by reference made a part hereof, be and the same is hereby adopted; and

City of Bellingham
City Attorney
210 Lottie Street
Bellingham, Washington 98225
360-778-8270

BE IT FURTHER RESOLVED that a copy of said 2022 – 2027 Transportation Improvement Program be filed with the Washington State Secretary of Transportation.

PASSED by the Council this _____ day of _____, 2021.

Council President

APPROVED by me this _____ day of _____, 2021.

Mayor

ATTEST: _____
Finance Director

APPROVED AS TO FORM:

Office of the City Attorney

City of Bellingham
City Attorney
210 Lottie Street
Bellingham, Washington 98225
360-778-8270



***Transportation
Commission Endorsed
DRAFT (5-13-21)***
**Six-Year (2022-2027)
Transportation
Improvement
Program (TIP)**

Seth Fleetwood, Mayor
Eric Johnston, Public Works Director

City Council Members

Hannah Stone – 1st Ward, Council President
Michael Lilliquist – 6th Ward, Council President Pro Tempore
Pinky Vargas - 4th Ward, Mayor Pro Tempore
Gene Knutson - 2nd Ward
Dan Hammill - 3rd Ward
Lisa Anderson - 5th Ward
Hollie Huthman - At Large Ward

Public Review Process

Draft posted on City Web site for Public Review: May 3, 2021
Transportation Commission Review: May 11, 2021
City Council Public Hearing: May 24, 2021
City Council Work Session to adopt: June 7, 2021
Submittal to Washington State: June 30, 2021

Adopted June 7, 2021

Prepared by Chris Comeau, AICP-CTP
Transportation Planner
Public Works Engineering
ccomeau@cob.org

Bellingham Transportation Plans

The 2022-2027 Transportation Improvement Program (TIP) is required by [RCW 35.77.010](#) and is informed by the transportation, transit, climate, and land use planning documents listed below, which are available on the City of Bellingham web site by clicking on the links

[2021 Transportation Report on Annual Mobility \(TRAM\)](#)

[2021 Bellingham ADA Transition Plan](#)

[2020 Local Road Safety Plan for Multimodal Transportation Improvements](#)

[2018 Climate Protection Action Plan](#)

[2016 Multimodal Transportation Chapter, Bellingham Comprehensive Plan](#)

[2014 Bicycle Master Plan](#)

[2012 Pedestrian Master Plan](#)

[Whatcom Transportation Authority \(WTA\) Strategic Transit Plan](#)

[Various Urban Village Master Plans](#)

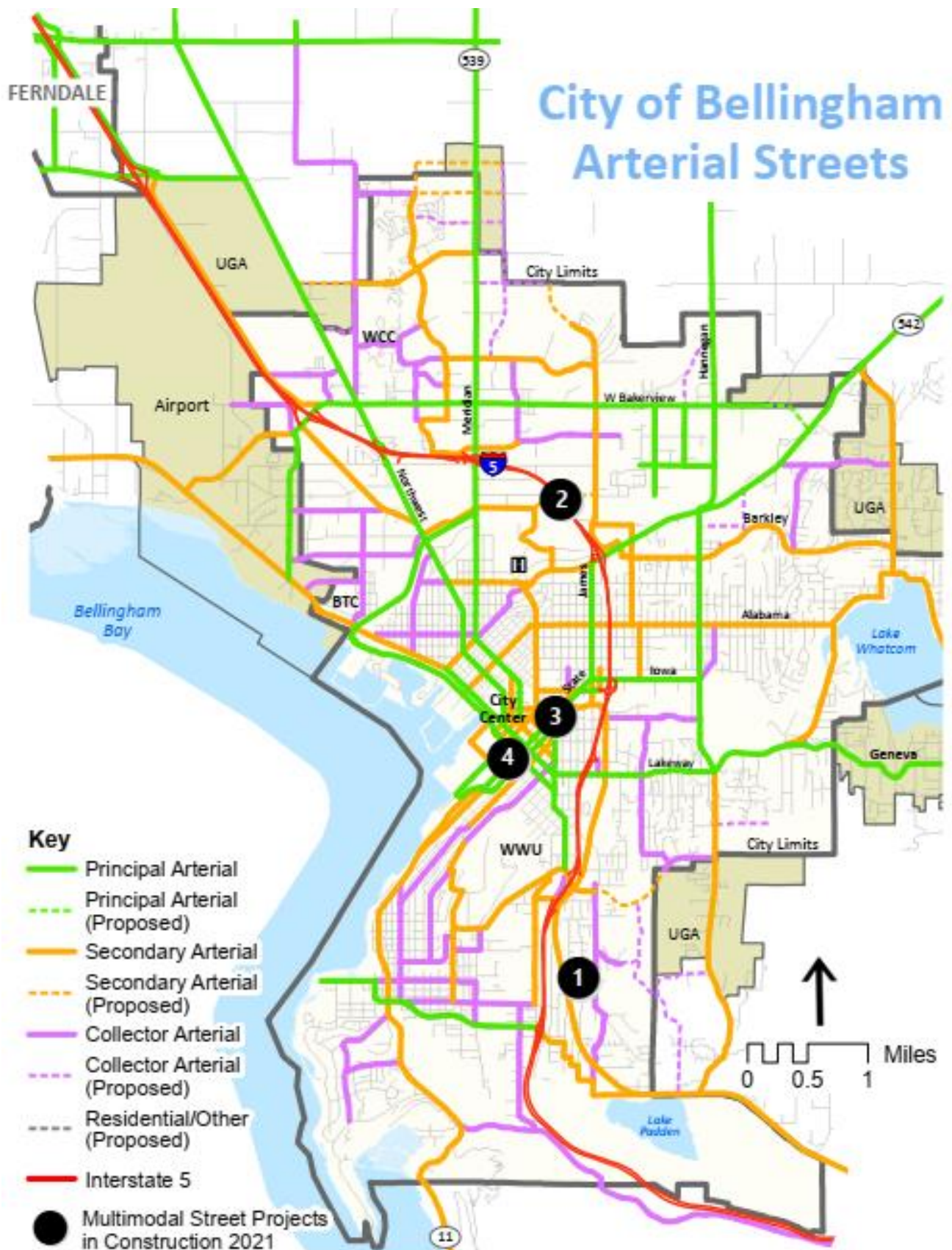
Please contact the City Transportation Planner if you have questions about the TIP or any other transportation planning information.

Chris Comeau, AICP-CTP, Transportation Planner ccomeau@cob.org
Bellingham Public Works Engineering (360) 778-7946

Multimodal Street Projects in Construction 2021 (Fully Funded and Not Included in 2022-2027 TIP)

No.	PROJECT DESCRIPTION	FUNDING SOURCE	Previous	FUNDED	
			Budget	2021	2022
1	Annual Street Resurfacing 1.a. Mill Avenue (40th St to Samish Way)	Street			
		T-Fund Resurface			
				Resurface	
		Subtotal			
2	Orchard Drive Extension (Birchwood/Squalicum to James Street) Multimodal Grade-Separated Crossing Underneath Interstate 5	Street	864		
		Federal STP-R	1,250	Construction	
		Connecting WA	10,000		
		Subtotal	12,114		
3	State-Ellis Bridge Reconstruction Corridor Improvements - Phase 1	Street	100		
		T-Fund Non-Motorized	585		
		Federal BRAC	2,995	Construct	
		Subtotal	3,680		
4	Downtown Pedestrian Safety and Traffic Signal Improvements Holly/High; State/Maple; State/Laurel	Street	357		
		T-Fund Non-Motorized	250		
		Private Mitigation	143	Finish	
		Subtotal	750		
5	Bicycle & Pedestrian Improvements Various locations citywide (<i>See next page</i>)	Street	75		
		T-Fund Non-Motorized	500	Construct	
		Subtotal	575		
6	Climate Action Plan Improvements Electric Vehicle Charging Stations Various locations citywide	T-Fund Clean Energy	500		
		Commerce	1,500	Construction	
		Subtotal	2,000		
7	Pedestrian Master Plan Update	T-Fund Non-Motorized	100	Update*	
		Subtotal	100		
8	Bicycle Master Plan Update	T-Fund Non-Motorized	100		Update*
		Subtotal	100		

**Dependent on City's ability to host in-person public meetings for community engagement*





Pedestrian and Bicycle Projects in Construction 2021 (Not Included in 2022-2027 TIP)



Tier Priority	2012 Pedestrian Master Plan and 2014 Bicycle Master Plan Projects (Or related improvements not identified in these plans = n/a)	Funding Source
2021 Pedestrian and Bicycle Improvements in Construction		
2.a.) Tier 3	Mill Avenue Sidewalks (40th Street to Samish Way) New sidewalks both sides (40th - 36th); sidewalk one side (36th - Samish Way); ADA curb ramps	T-Fund NM
2.b.) Tier 3	Mill Avenue Bike Boulevard (40th Street to Samish Way) - Shared Lane Markings (SLMs)	T-Fund NM
2.c.) Tier 3	40th Street Arterial Shared Lane Markings (SLMs) (Adams Street to Mill Avenue)	T-Fund NM
2.d.) Tier 3	Bennett Avenue Bike Boulevard (40th Street to 38th Street) - Shared Lane Markings (SLMs)	T-Fund NM
2.e.) Tier 3	38th Street Bike Boulevard (Bennett Ave to Know Ave) - Shared Lane Markings (SLMs)	T-Fund NM
2.f.) Tier 3	34th Street Bike Boulevard (Connelly Ave to Samish Way) - Shared Lane Markings (SLMs)	T-Fund NM
2.g.) Tier 3	36th Street Bike Boulevard (Connelly Ave to Samish Way) - Shared Lane Markings (SLMs)	T-Fund NM
2.h.) Tier 3	Connelly Avenue Bikeway (I-5 to 36th Street) - Shared Lane Markings (SLMs)	T-Fund NM
2.i.) Tier 3	"Stair Step Streets" (36th-South-37th-Harrison-38th-Broad-40th-Wilkin) - Shared Lane Markings	T-Fund NM
2.j.) Tier 3 & Tier 3	Orchard-Birchwood Sidewalk and Bike Lanes - Sidewalk north side; bike lanes both sides from James Street beneath Interstate 5 to Birchwood Avenue	Federal & State grants



Transportation Improvement Projects 2022-2027 (Funding Page 1)

No.	PROJECT DESCRIPTION	FUNDING SOURCE	Cost Estimates (000's) 2021 Dollars							PROJECT TOTALS	
			Previous	FUNDED				UNFUNDED			
			Budget	2022	2023	2024	2025	2026	2027		
1	Annual Street Pavement Resurfacing Preserving investment in public streets	Street	670	2,125	1,900	2,350	2,650	2,700	2,750	15,145	
		T-Fund Resurface	1,392	2,000	2,050	2,150	2,435	2,500	2,550	15,077	
		See 2021 construction list & project #1				Annual priority based on pavement ratings					
		Subtotal	2,062	4,125	3,950	4,500	5,085	5,200	5,300	30,222	
2	Nonmotorized Transportation Sidewalk and Bikeway Improvements	T-Fund Non-Motorized	1,280	0	2,400	2,100	2,435	2,500	2,550	13,265	
		See 2021 construction list & project #2									
		Subtotal	1,280	0	2,400	2,400	2,400	2,435	2,500	13,415	
3	Clean Energy Supporting Bellingham Climate Action Plan and WTA 2040 Long-Range Transit Plan	T-Fund Clean Energy	500	500	500	500	500	500	500	3,500	
		See 2021 construction list & project #3									
		Subtotal	500	500	500	500	500	500	500	3,500	
4	F Street/BNSF Railroad Crossing Safety Improvements (Holly Street to Roeder Ave)	1st 1/4 REET	290	Build							
		Federal HSIP	690	2,000							
		Subtotal	980	2,000						2,980	
5	Telegraph Road Multimodal Safety Improvements (2/3-mile Deemer Road to James Street) Center turn lane, traffic signals at Deemer and James, bike lanes, sidewalks, storm water, flashing crosswalks at bus stops, requires right-of-way acquisition	Street	1,600								
		T-Fund Non-Motorized	1,300								
		T-Fund Resurface	1,300	400							
		Private Mitigation	250								
		WTA	107	Build							
		Federal STBG		1,650							
		Subtotal	4,557	2,050						6,607	
6	Meador Avenue / Whatcom Creek Bridge Reconstruction	Street	350								
		T-Fund Resurface	404								
		Federal Hwy Bridge	3,768	Build							
		Subtotal	4,522							4,522	
7	James Street / Whatcom Creek Bridge Reconstruction	Street	350								
		T-Fund Resurface	404								
		Federal Hwy Bridge	3,768	Build							
		Subtotal	4,522							4,522	
8	Meridian-Girard Multimodal Improvements Bike lanes, roundabout, ADA upgrades	T-Fund Non-Motorized		250							
		Washington TIB UAP		500	Build						
				750						750	
9	Parkview ES Safe Route to School Sidewalks, ADA ramps, crosswalks, parking removal, bike lanes (Sunset Drive to Meridian Street)	T-Fund Non-Motorized		250							
		Bham School District		150							
		WSDOT Federal SRTS		1,620	Build						
		Subtotal		2,020						2,020	
10	W. Illinois Pedestrian and Bicycle Safety ADA, sidewalk, parking, bike lane, intersection (Meridian Street to Lynn Street)	T-Fund Non-Motorized		2,000							
					Build						
		Subtotal		2,000						2,000	
11	James/Bakerview Intersection Safety Improvements (Expandable multimodal roundabout)	Street	120		500						
		Private Mitigation			?						
		Federal STP	385								
		Federal HSIP		900	Build						
		Federal STBG			2,000						
		Subtotal	505	900	2,500					3,905	

Transportation Improvement Projects 2022-2027 (Funding Page 2)

			Cost Estimates (000's) 2021 Dollars							
No.	PROJECT DESCRIPTION	FUNDING SOURCE	Previous FUNDED				UNFUNDED			PROJECT TOTALS
			Budget	2022	2023	2024	2025	2026	2027	
12	Bellingham Railroad Quiet Zones	1st 1/4 REET	0	250	250	250	250	250	250	
		Subtotal	0	0	250	250	250	250	250	1,250
13	Lincoln Street Multimodal Safety Improvements Buffered bike lanes, Viking Ct HAWK signal, Maple traffic signal, sidewalks, ADA upgrades	Street				100				
		T-Fund Non-Motorized				300				
		Pvt Mitigate (TIF/SEPA)	25	25	25	25				
		Unknown					1,700	WSDOT Ped-Bike Grant		
		Subtotal	25	25	25	425	1,700			2,200
14	Meridian/Birchwood Transportation Improvements, Phase 1 Phase 1: ROW; Merge Squalicum-Birchwood; Delete Squalicum Signal; Build Trail to Park	Street			150	150				
		T-Fund Resurface			250	250				
		Federal STBG					2,500	Grant pending		
		Parks Greenways Trail			275	275				
		Port of Bellingham			75	75				
		Unknown					1,000			
		Subtotal			750	750	3,500	0		5,000
15	Meridian/Birchwood Transportation Improvements, Phase 2 Phase 2: Roundabout at Meridian/Birchwood	Street								
		T-Fund Non-Motorized								
		Partnerships								
		Unknown					6,000			
		Subtotal					6,000		6,000	
16	James Street Multimodal Safety Improvements; Segments 1, 2, 3 & 4 Segment 1: Orchard - McLeod (\$4,100) Segment 2: McLeod - Telegraph (\$5,800) Segment 3: Telegraph - Bakerview (\$1,000) Segment 4: Bakerview - Gooding (\$3,100)	Street (Study)	110							
		T-Fund Non-Motorized								
		Pvt Mitigation (Ord)								
		Unknown						14,000		
		Subtotal	110						14,000	14,110
17	North James Street Multimodal Arterial Connection (Gooding to Van Wyck; Long Term)	Pvt Mitigation	600				Private Construction			
		Unknown						3,000		
		Subtotal	600						3,000	3,600

2022-2027 TIP PROJECT FUNDING SOURCE SUMMARIES

FUNDING SOURCES	Cost Estimates (000's) 2021 Dollars								
	Previous	FUNDED				UNFUNDED			TOTALS
	Budget	2022	2023	2024	2025	2026	2027		
STREET FUNDS	3,200	2,125	2,550	2,600	2,640	2,680	2,700	18,495	
TRANSPORTATION FUND - Resurfacing	4,000	2,400	2,300	2,400	2,435	2,500	2,550	18,585	
TRANSPORTATION FUND - Nonmotorized	2,580	2,500	2,400	2,400	2,400	2,435	2,500	17,215	
TRANSPORTATION FUND - Climate Action & WTA Transit	500	500	500	500	500	500	500	3,500	
1st & 2nd QUARTER REET FUNDS	290	250	250	250	250	250	250	1,790	
STATE FUNDS (TIB, WSDOT, Gas Tax, WWU, WCC, etc)	0	500	0	0	0	0	0	500	
FEDERAL FUNDS (STP, SR2S, HSIP, etc)	8,611	6,170	2,000	0	2,500	0	0	19,281	
PRIVATE MITIGATION FUNDS (SEPA-TIA; MTIF; Other)	875	25	100	100	0	0	0	1,100	
OTHER (Parks, Port, County, EDI, WTA, BSD, etc)	107	150	275	275	0	0	0	807	
UNKNOWN FUNDS	- 120 -	0	0	0	2,700	6,000	17,000	25,700	
TOTAL 2022-2027 TIP FUNDS	20,163	14,620	10,375	8,525	13,425	14,365	25,500	106,973	



Project #1: Annual Arterial Pavement Resurfacing Program

PROJECT NARRATIVE: Annual maintenance of existing arterial streets and bicycle lanes to protect the City's investment in these facilities and to ensure an adequate quality driving and riding surface at an optimized life-cycle cost. Presuming a 20-year life cycle, approximately 5% of the City's arterial streets require resurfacing each year, but that goal has not been achieved due to funding shortfalls. In November 2010, Proposition 1 was approved by Bellingham voters to establish a Transportation Benefit District (TBD) with the specific purpose of using TBD revenue to supplement the City Street Fund for arterial resurfacing through the year 2020.

MULTIMODAL TRANSPORTATION BENEFITS: Automobiles represent the dominant mode choice of travelers on the multimodal transportation network, but adding bicycle lanes, sidewalks, curb extensions, and crosswalks (where possible) when arterial pavement resurfacing occurs, also helps to expand and enhance the citywide **pedestrian**, **bicycle**, and **WTA transit** networks and increases safety for all users.

No.	PROJECT DESCRIPTION	FUNDING SOURCE	Cost Estimates (000's) 2021 Dollars							PROJECT TOTALS
			Previous Budget	FUNDED			UNFUNDED			
			2022	2023	2024	2025	2026	2027		
1	Annual Street Pavement Resurfacing	Street	670	2,125	1,900	2,350	2,650	2,700	2,750	15,145
	Preserving investment in public streets	T-Fund Resurface	1,392	2,000	2,050	2,150	2,435	2,500	2,550	15,077
		See 2021 construction list & project #1	Annual priority based on pavement ratings							
		Subtotal	2,062	4,125	3,950	4,500	5,085	5,200	5,300	30,222

TRANSPORTATION IMPACT FEES COLLECTED

Arterial Street Maintenance – Not Eligible

RIGHT-OF-WAY ACQUISITION NECESSARY

No

PROJECT STATUS: Annual program, 2019 - 2024; Goal 5% of arterial street network per year





Project #2: Non-Motorized Transportation Improvements



PROJECT NARRATIVE: In November 2020, Bellingham voters re-approved the Bellingham Transportation Fund (T-Fund) with the specific purpose of funding arterial resurfacing, non-motorized, and capital investments in support of WTA transit and the Climate Action Plan. Non-motorized improvements are primarily prioritized through the Pedestrian and Bicycle Master Plans, but also through grant funding opportunities and other capital improvement needs and opportunities, such as those of WTA for public transit..

MULTIMODAL TRANSPORTATION BENEFITS: Additional sidewalk connections, crosswalks, and various bicycle facilities will help to complete and enhance the citywide **Pedestrian** and **Bicycle** non-motorized transportation network and the **WTA transit network** throughout Bellingham.

No.	PROJECT DESCRIPTION	FUNDING SOURCE	Cost Estimates (000's) 2021 Dollars							PROJECT TOTALS
			Previous Budget	FUNDED			UNFUNDED			
			2022	2023	2024	2025	2026	2027		
2	Nonmotorized Transportation	T-Fund Non-Motorized	1,280	0	2,400	2,100	2,435	2,500	2,550	13,265
	Sidewalk and Bikeway Improvements	See 2021 construction list & project #2								
	Subtotal		1,280	0	2,400	2,400	2,400	2,435	2,500	13,415

TRANSPORTATION IMPACT FEES COLLECTED



Yes, citywide Complete Networks

RIGHT-OF-WAY ACQUISITION NECESSARY

Undetermined

PEDESTRIAN AND BICYCLE PROJECT LIST PROGRAMMED FOR 2022 & 2023 – NEXT PAGE



<div><div></div><div><h1>Pedestrian & Bicycle Projects 2022 & Future Opportunities</h1><h2>(Project #2 in 2022-2027 TIP)</h2></div><div></div></div>		
Tier Priority	2012 Pedestrian Master Plan and 2014 Bicycle Master Plan Projects (Or related improvements not identified in these plans = n/a)	Costs & Estimates
Pedestrian and Bicycle Improvements Programmed for 2022		
Notes: Programmed costs		
2.a.) Tier 3	Barkley Boulevard Sidewalk & RRFB (Southside: Manning St to St. Clair St)	Private Funds
2.b.) Tier 3 & Tier 3	Telegraph Road sidewalks and bike lanes (Deemer to James) - TIP #5	\$1,650,000 STBG grant + \$4,957,000 local funds
2.c.) Tier 3	Bike lanes: Meridian (W. Illinois to Victor) and Girard (Broadway to B Street) - TIP #8	\$500,000 TIB grant + \$250,000 T-Funds
2.d.) Tier 1 & Tier 3	Bike lanes W. Illinois (Sunset-Meridian); Sidewalk Cornwall (W. Illinois-W. Indiana); Sidewalk W. Indiana (Vallette-Cornwall); RRFB at W. Illinois/Vallette - TIP #9	\$1,620,000 WSDOT \$250,000 T-Fund NM \$150,000 BSD
2.e.) Tier 1 & Tier 3	West Illinois Street sidewalks and bike lanes (Meridian to Lynn) - TIP #10	\$2,000,000 T-Funds
2.f. Tier 1 & Mitigation	James Street bike lanes (W. Illinois to Alabama) & RRFB at James/Illinois	\$100,000 T-Funds and BSD-funded RRFB
Pedestrian & Bicycle Improvement Opportunities, 2023-2024 [Pending Funds Available]		
Based on PMP and BMP priorities and known grant funding opportunities. Plan level cost estimates		
Tier 1	Alderwood Ave Sidewalk (Southside: W. Maplewood to Shuksan MS driveway)	\$900,000
Tier 2	Cottonwood Ave Sidewalk (Southside: Pinewood to W. Maplewood)	\$700,000
Tier 1	Old Fairhaven Parkway/24th Street Pedestrian & Bicycle Crossing Improvements	\$50,000
Tier 1	11th Street/Finnegan Way - Intersection Safety Improvements	\$1,000,000
Tier 1	11th Street Sidewalk (Westside: 11th Street to 200' north of 12th Street)	\$250,000
Tier 2	11th Street Sidewalk (Westside 90 feet south of Gambier Ave to Book Store)	\$200,000
Fairhaven UV Growth	12th Street/Mill Avenue Traffic Signal	\$400,000
Tier 3/Tier 3	12-foot wide paved multiuse pathway along westside of James Street (Segment 3: Telegraph to Bakerview) - TIP #16	\$900,000
Tier 1	12-foot wide paved multiuse pathway along northside of Lakeway Drive (Lincoln St to Orleans St; possibly Orleans St to Puget St) - Lincoln-Lakeway Study	\$2,600,000
	Subtotal	\$7,000,000



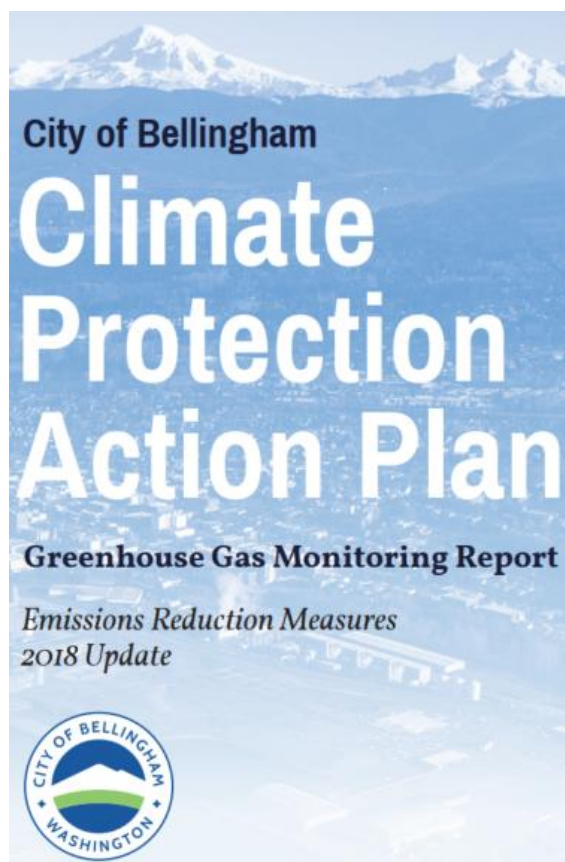
Project #3: Clean Energy Transportation

(Capital Investments Supporting WTA Transit & Climate Action Plan)

PROJECT NARRATIVE: The purpose of project #3 will be programming capital improvements for transportation projects and programs that implement Bellingham's Climate Protection Action Plan goals for clean energy (carbon-free) transportation, as well as capital improvements to support WTA's transit system serving Bellingham. Possible examples of eligible projects may include transit queue jumps, electrification of WTA's bus fleet, electric bus charging facilities at WTA transit stations, electric vehicle charging stations throughout the City, group purchase of e-bikes & e-cars, and other capital expenditures for clean energy transportation.

MULTIMODAL AND ENVIRONMENTAL TRANSPORTATION BENEFITS: Automobiles represent the dominant mode choice of travelers on the multimodal transportation network, but funding improvements for electric vehicle charging helps to reduce greenhouse gas emissions. Funding bicycle lanes, sidewalks, curb extensions, and crosswalks both as independent projects and when arterial pavement resurfacing occurs, helps to expand and enhance the citywide **pedestrian**, **bicycle**, and **WTA transit** networks, increases safety for all users, and also reduces greenhouse gas emissions.

No.	PROJECT DESCRIPTION	FUNDING SOURCE	Cost Estimates (000's) 2021 Dollars							PROJECT TOTALS
			Previous Budget	FUNDED			UNFUNDED			
				2022	2023	2024	2025	2026	2027	
3	Clean Energy	T-Fund Clean Energy	500	500	500	500	500	500	500	3,500
	Supporting Bellingham Climate Action Plan and WTA 2040 Long-Range Transit Plan	See 2021 construction list & project #3								
	Subtotal	500	500	500	500	500	500	500	3,500	



Clean Energy Projects Programmed for 2022 & 2023 (Project #3 in 2022-2027 TIP)

Each year, Public Works Engineering staff collaborates with PW Natural Resources staff and WTA staff to recommend Transportation Fund sales tax programming for capital improvements to implement the 2018 Bellingham Climate Protection Action Plan and the 2021 WTA Long-Range Transit Plan.

Plan Reference	2018 Climate Protection Action Plan & 2021 WTA Long-Range Transit Plan Projects (Or related improvements not identified in these plans = n/a)	Cost Estimate
2022 Projects Supporting Climate Action and WTA Transit Plans		T-Funds
Notes: Planning level cost estimates		
3.a.) WTA Transit Plan	WTA High-Frequency Corridor Study in Bellingham - WTA and City staff will analyze WTA GO Lines to consider capital improvement opportunities to maintain transit level of service as well as possible improvements to on-time transit performance	\$75,000
3.b.) WTA Transit Plan	Annual ADA upgrades at all WTA bus stops citywide - WTA has identified over 200 bus stops throughout Bellingham that require ADA upgrades and has budgeted \$75,000/year for 10 years to complete these upgrades. Annual City T-Fund investment of \$75,000/year will allow ADA upgrades to be completed in half the time	\$75,000
3.c.) WTA Transit Plan	Electric Bus Charging at WTA Cordata Station - Electric charging facilities at Cordata Station to extend service time of electric-powered buses	\$350,000
	Subtotal	\$500,000
2023-2027 Projects Supporting Climate Action and WTA Transit Plans		T-Funds
3.d.) Climate Action Plan	Transportation Improvements Supporting Climate Protection Action Plan - Capital improvements recommended by PW Staff, Approved by City Council in 2022	Unknown
3.e.) WTA Transit Plan	Annual ADA upgrades at all WTA bus stops citywide - WTA has identified over 200 bus stops throughout Bellingham that require ADA upgrades and has budgeted \$75,000/year for 10 years to complete these upgrades. Annual City T-Fund investment of \$75,000 will allow ADA upgrades to be completed in half the time	\$75,000 x 4 years
3.f.) WTA Transit Plan	Expansion of WTA Bellingham Station (Downtown) - New bus bays in Railroad Avenue right-of-way to accommodate longer articulated buses, charge electric buses, serve the Waterfront District, and maintain citywide transit level of service	Unknown
3.g.) WTA Transit Plan	Electrification of WTA Transit Bus Fleet (City support for federal transit grant) - WTA purchase of up to 12 Electric-powered buses	Unknown
3.h.) Other	Yet to be Determined	Unknown
	Subtotal	\$300,000

Project #4: F Street/BNSF Railroad Crossing Safety Improvements (Holly Street to Roeder Avenue)

PROJECT NARRATIVE: The F Street/BNSF rail crossing is located on the 160-foot-long section of F Street between Holly Street and Roeder Avenue, which is a designated freight truck route serving all of the heavy industrial and commercial uses on the Bellingham Waterfront. This section of F Street crosses three (3) BNSF railroad tracks and is between the BNSF switching yard and the mainline tracks through the 200-acre Bellingham Waterfront redevelopment site. From 2010 - 2016, there were 30 vehicle collisions on this segment of F Street, eleven (37%) of which were injury-related. The City will construct upgrades to the F Street crossing including four quadrant gates, pedestrian and bicycle improvements, ADA upgrades, and vehicle travel lane channelization and restriction.

MULTIMODAL TRANSPORTATION BENEFITS: Sidewalks, bikeways, and ADA surface crossings of railroad tracks, quad-gates to reduce vehicles-person-train conflicts. **ADA Transition Plan high priority.**

PROJECT STATUS: Funded WSDOT-administered HSIP grant. PE/Design 2021. Construct 2022.

No.	PROJECT DESCRIPTION	FUNDING SOURCE	Cost Estimates (000's) 2021 Dollars								PROJECT TOTALS
			Previous Budget	FUNDED				UNFUNDED			
			2022	2023	2024	2025	2026	2027			
4	F Street/BNSF Railroad Crossing	1st 1/4 REET	290	Build							
	Safety Improvements	Federal HSIP	690	2,000							
	(Holly Street to Roeder Ave)	Subtotal	980	2,000						2,980	

TRANSPORTATION IMPACT FEES COLLECTED
RIGHT-OF-WAY ACQUISITION NECESSARY

No
Possible



Project #5: Telegraph Road Multimodal Safety Improvements (James Street to Deemer Road)

PROJECT NARRATIVE: Telegraph Road has seen an increase in vehicle traffic, as well as pedestrian, bicycle, and transit demand, as a result of annexations, growth, and development. The King Mountain Neighborhood is zoned for more high-density housing units and many development projects are in plan review and permitting stages. WTA provides high-frequency Gold GO Line Route 331 service to James Street-Telegraph Road-Deemer Road, but there are few sidewalks and crossings to bus stops.

MULTIMODAL TRANSPORTATION BENEFITS: Tier 3 sidewalks, Tier 3 bicycle lanes, flashing pedestrian crosswalks, center turn lane, access management, safety, LED street lights, traffic signals, and transit shelters for WTA Gold GO Line (Route 331). **ADA Transition Plan Medium Priority.**

PROJECT STATUS: Funded. Federal grant, local funds, private TIF & mitigation, WTA funding. Design, Engineering, ROW acquisition, permitting 2019-2021. Construction scheduled 2022.

No.	PROJECT DESCRIPTION	FUNDING SOURCE	Cost Estimates (000's) 2021 Dollars							PROJECT TOTALS	
			Previous Budget	FUNDED				UNFUNDED			
			2022	2023	2024	2025	2026	2027			
5	Telegraph Road Multimodal	Street	1,600								
	Safety Improvements	T-Fund Non-Motorized	1,300								
	(2/3-mile Deemer Road to James Street)	T-Fund Resurface	1,300	400							
	Center turn lane, traffic signals at Deemer	Private Mitigation	250								
	and James, bike lanes, sidewalks, storm	WTA	107	Build							
	water, flashing crosswalks at bus stops,	Federal STBG		1,650							
	requires right-of-way acquisition	Subtotal	4,557	2,050						6,607	

TRANSPORTATION IMPACT FEES COLLECTED
RIGHT-OF-WAY ACQUISITION NECESSARY

Yes, for local funds
Yes



Project #6: Meador Avenue Bridge Reconstruction (Between State St and James St)

PROJECT NARRATIVE: The existing bridge has experienced major substructure deterioration and reconstruction of the bridge is necessary. Federal BRAC grant funding is secured for construction. Local funding is programmed for preliminary engineering, design, and local matching fund requirements for the BRAC grant.

MULTIMODAL TRANSPORTATION BENEFITS: Sidewalks, bikeways, transit, auto, freight.
ADA Transition Plan Medium Priority.

PROJECT STATUS: Design 2020-2021. Construction 2022.

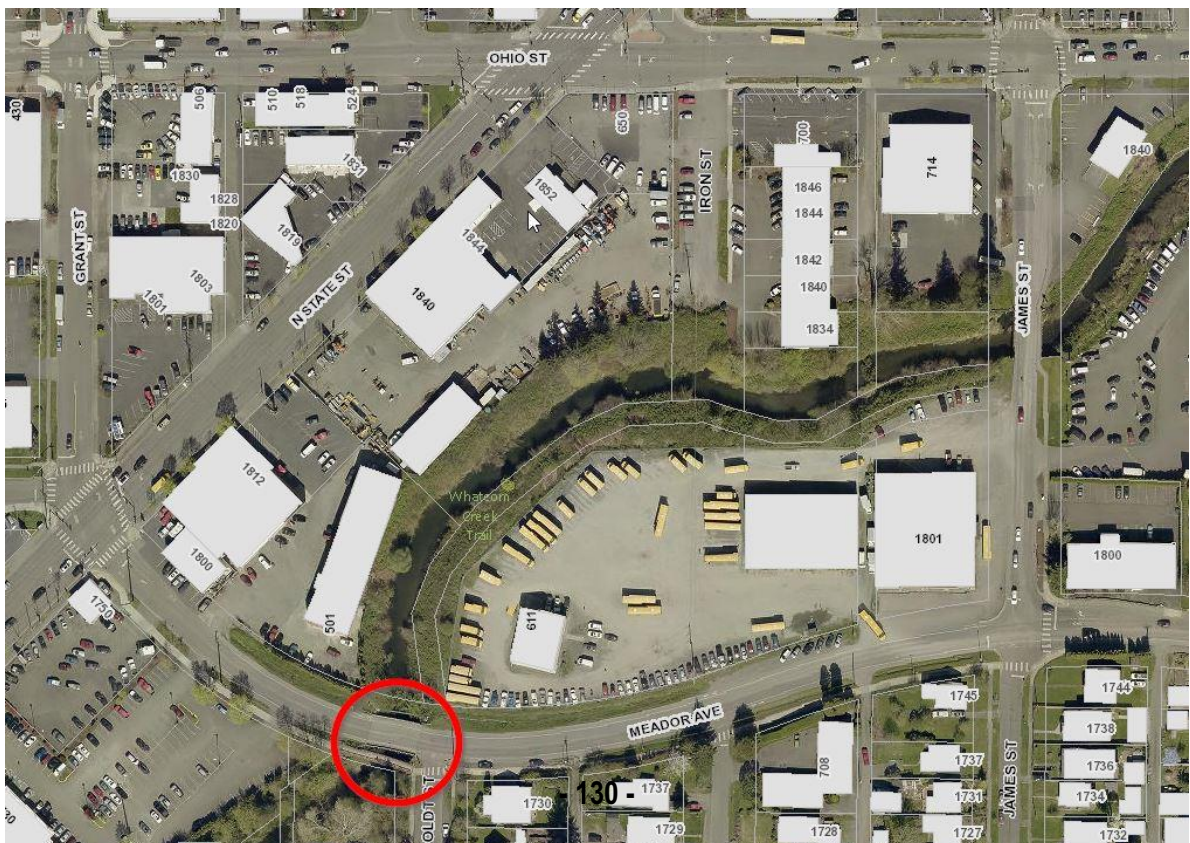
No.	PROJECT DESCRIPTION	FUNDING SOURCE	Cost Estimates (000's) 2021 Dollars							PROJECT TOTALS	
			Previous Budget	FUNDED				UNFUNDED			
			2022	2023	2024	2025	2026	2027			
6	Meador Avenue / Whatcom Creek	Street	350								
	Bridge Reconstruction	T-Fund Resurface	404								
		Federal Hwy Bridge	3,768	Build							
		Subtotal	4,522							4,522	

TRANSPORTATION IMPACT FEES COLLECTED

Yes, for local funds

RIGHT-OF-WAY ACQUISITION NECESSARY

Unknown



Project #7: James Street Bridge Reconstruction (Between Ohio St and Meador Ave)

PROJECT NARRATIVE: The existing bridge has experienced major substructure deterioration and reconstruction of the bridge is necessary. Federal BRAC grant funding is secured for construction. Local funding is programmed for preliminary engineering, design, and local matching fund requirements for the BRAC grant.

MULTIMODAL TRANSPORTATION BENEFITS: Sidewalks, bikeways, transit, auto, freight.
ADA Transition Plan Medium Priority.

PROJECT STATUS: Design 2020-2021. Construction 2022.

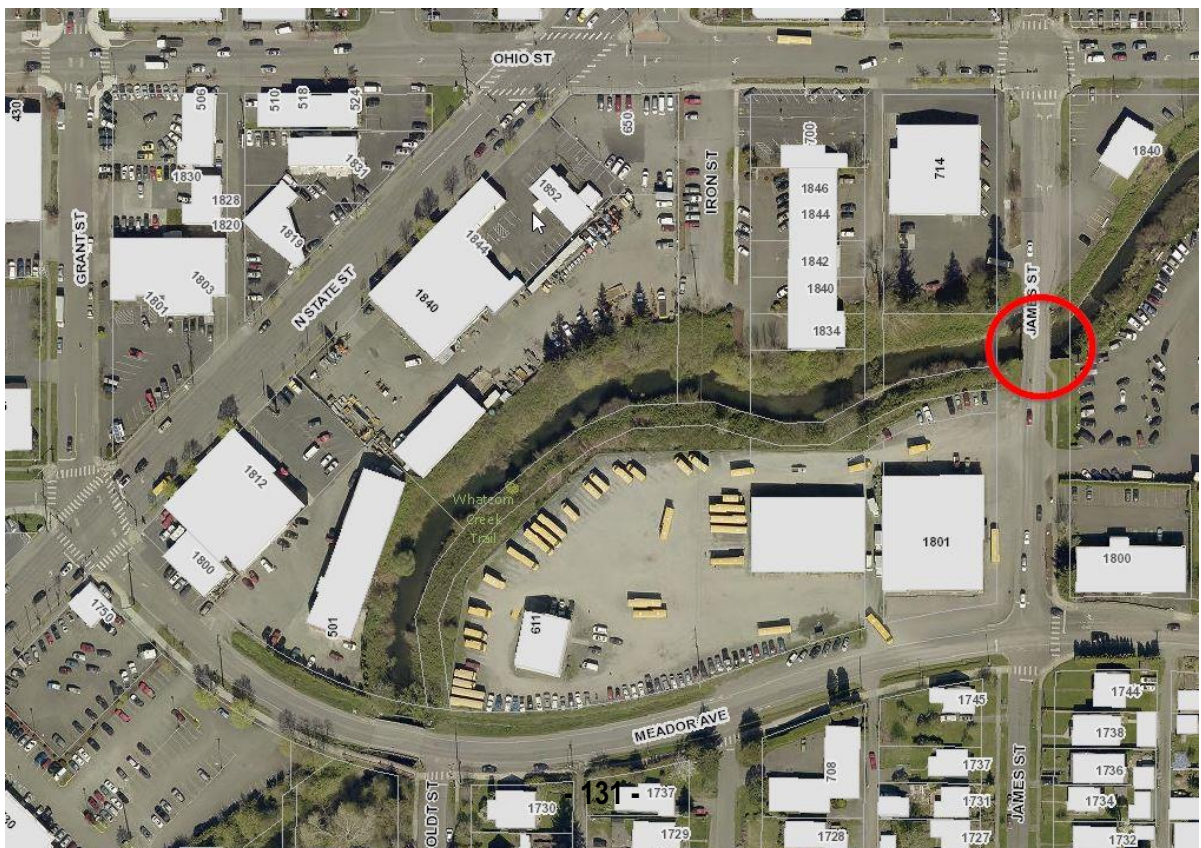
No.	PROJECT DESCRIPTION	FUNDING SOURCE	Cost Estimates (000's) 2021 Dollars							PROJECT TOTALS	
			Previous	FUNDED				UNFUNDED			
			Budget	2022	2023	2024	2025	2026	2027		
7	James Street / Whatcom Creek	Street	350								
	Bridge Reconstruction	T-Fund Resurface	404								
		Federal Hwy Bridge	3,768	Build							
		Subtotal	4,522							4,522	

TRANSPORTATION IMPACT FEES COLLECTED

Yes, for local funds

RIGHT-OF-WAY ACQUISITION NECESSARY

Unknown



Project #8: Meridian-Girard Multimodal Safety Improvements (Squalicum Parkway to B Street)

PROJECT NARRATIVE: Meridian-Girard Streets are a major north-south connection between downtown Bellingham, the Fountain District Urban Village, and Interstate 5. Meridian north of W. Illinois provides access between the Fountain District, Cornwall Park, and residential homes in the Cornwall Park and Columbia Neighborhoods. Girard Street south of Broadway provides access between the Fountain District, Whatcom Middle School, and residential homes in the Lettered Streets Neighborhood. The Bicycle Master Plan calls for bike lanes on the Meridian-Girard corridor, but installation of bike lanes will require on-street parking to be removed on at least one side of the street. A roundabout will replace the traffic signal at Meridian/Illinois intersection. This project complements TIP project 9 Parkview ES Safe Routes to School and TIP project 11 West Illinois Pedestrian & Bicycle Safety Improvements.

MULTIMODAL TRANSPORTATION BENEFITS: Tier 3 bicycle lanes, intersection improvements. WTA Routes 15 serves Meridian-Girard Streets. Meridian/Illinois is an ADA Transition Plan High Priority.

PROJECT STATUS: Funded 2021; PE/Design 2022; Construction 2023

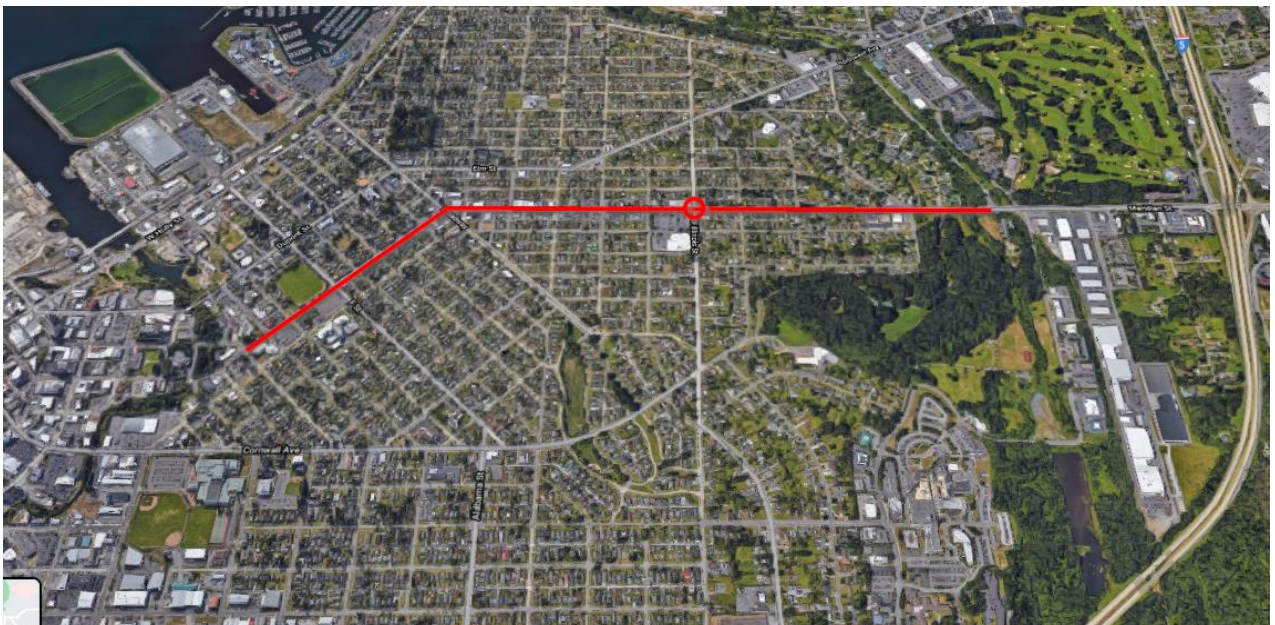
	Cost Estimates (000's) 2021 Dollars										
No.	PROJECT DESCRIPTION	FUNDING SOURCE	Previous	FUNDED				UNFUNDED			PROJECT
			Budget	2022	2023	2024	2025	2026	2027	TOTALS	
8	Meridian-Girard Multimodal Improvements	T-Fund Non-Motorized		250							
	Bike lanes, roundabout, ADA upgrades	Washington TIB UAP		500	Build						
				750						750	

TRANSPORTATION IMPACT FEES COLLECTED

Yes, for local funds

RIGHT-OF-WAY ACQUISITION NECESSARY

Not yet known



Project #9: Parkview ES Safe Route to School Improvements

PROJECT NARRATIVE: Construct Tier 3 sidewalks and Tier 3 pedestrian crossing improvements on Cornwall Avenue, Coolidge Street, and W. Illinois Street. The BMP recommends Tier 1 bike lanes on both sides of W. Illinois, but this will require the removal of parking on one side of W. Illinois from Sunset to Meridian. The Bellingham School District is in the process of reconstructing Parkview Elementary School and is partnering with the City with funding toward the WSDOT for Safe Route to School grant funding. This project compliments TIP projects #8 Meridian-Girard Multimodal Safety Improvements and #10 W. Illinois Pedestrian & Bicycle Safety Improvements.

MULTIMODAL TRANSPORTATION BENEFITS: Access, safety, connectivity for pedestrians, bicyclists, vehicles, and freight trucks. W. Illinois is an ADA Transition Plan High Priority.

PROJECT STATUS: WSDOT grant to be awarded July 2021; PE/Design 2022; Construction 2023.

No.	PROJECT DESCRIPTION	FUNDING SOURCE	Cost Estimates (000's) 2021 Dollars							PROJECT TOTALS
			Previous Budget	FUNDED			UNFUNDED			
			2022	2023	2024	2025	2026	2027		
9	Parkview ES Safe Route to School	T-Fund Non-Motorized		250						
	Sidewalks, ADA ramps, crosswalks,	Bham School District		150						
	parking removal, bike lanes	WSDOT Federal SRTS		1,620	Build					
	(Sunset Drive to Meridian Street)	Subtotal		2,020					2,020	

TRANSPORTATION IMPACT FEES COLLECTED

Yes, for local public funds

RIGHT-OF-WAY ACQUISITION NECESSARY

No



Project #10: W. Illinois Pedestrian & Bicycle Safety Improvements (Meridian Street to Lynn Street)

PROJECT NARRATIVE: W. Illinois Street is a major east-west connection serving west-central Bellingham between Sunset (SR 542), Cornwall, Meridian (SR 539) and Northwest Avenue. W. Illinois provides access to Cornwall Park, Parkview Elementary School, a regional grocery store, Fountain District Urban Village, and residential homes in the Cornwall Park and Columbia Neighborhoods. Pedestrian and Bicycle Master Plans call for sidewalks and bike lanes on W. Illinois Street, but installation of bike lanes will require on-street parking to be removed on at least one side of the street. This project complements TIP projects 8 Meridian-Girard Multimodal Safety Improvements and 9 Parkview ES Safe Routes to School.

MULTIMODAL TRANSPORTATION BENEFITS: Tier 1 bicycle lanes, Tier 3 sidewalks, intersection improvements. WTA Routes 4, 15, and 232 (Green GO Line high-frequency route) serve W. Illinois and Northwest Avenue. W. Illinois is an ADA Transition Plan High Priority.

PROJECT STATUS: Local Funding 2022; PE/Design 2022; Construction 2023

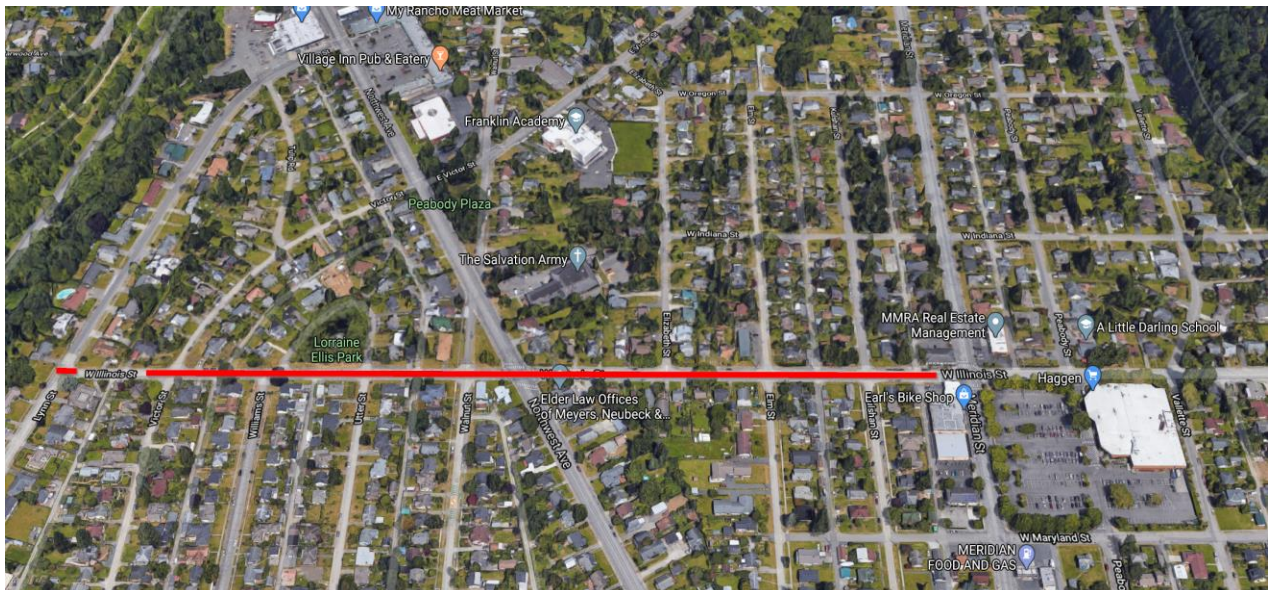
No.	PROJECT DESCRIPTION	FUNDING SOURCE	Cost Estimates (000's) 2021 Dollars							PROJECT TOTALS
			Previous Budget	FUNDED		UNFUNDED				
			2022	2023	2024	2025	2026	2027		
10	W. Illinois Pedestrian and Bicycle Safety	T-Fund Non-Motorized		2,000						
	ADA, sidewalk, parking, bike lane, intersection				Build					
	(Meridian Street to Lynn Street)	Subtotal		2,000						2,000

TRANSPORTATION IMPACT FEES COLLECTED

Yes, for local funds

RIGHT-OF-WAY ACQUISITION NECESSARY

Not yet known



Project #11: James/Bakerview Intersection Safety Improvements

PROJECT NARRATIVE: East Bakerview Road is a major arterial and trucking route between the Irongate industrial area, SR 539, and I-5. James Street is the only north-south secondary arterial between Sunset Drive and Kellogg Road. Increased traffic and lack of north-south left-turn lanes contribute to an increase in speeding and collisions at the James/Bakerview intersection. Constructing an expandable multimodal roundabout will slow speeding vehicles, reduce collisions, and improve safety for all users, while also providing long-term transportation capacity as the King Mountain area develops.

MULTIMODAL TRANSPORTATION BENEFITS: Tier 3 sidewalks, crosswalk with pedestrian refuges, Tier 3 bicycle lanes, collision reduction, increased safety & efficiency of freight and goods movement, Greenways parks and trails planned adjacent to roundabout, WTA transit route 48 and future WTA transit routes as ridership demand increases. ADA Transition Plan Medium Priority.

PROJECT STATUS: PE/Design complete; 3 individual federal grants secured & available 2023; Local funding needed 2023; Construction 2023.

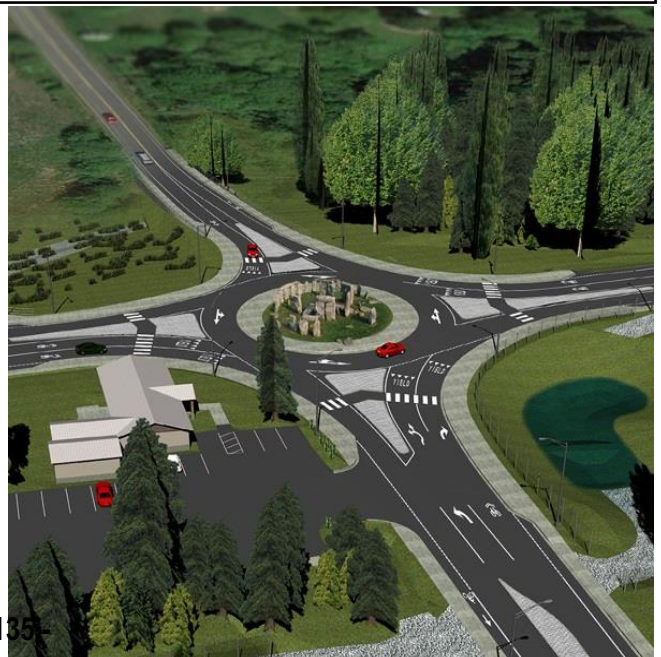
No.	PROJECT DESCRIPTION	FUNDING SOURCE	Cost Estimates (000's) 2021 Dollars							PROJECT TOTALS
			Previous Budget	FUNDED			UNFUNDED			
			2022	2023	2024	2025	2026	2027		
11	James/Bakerview Intersection Safety Improvements (Expandable multimodal roundabout)	Street	120		500					
		Private Mitigation			?					
		Federal STP	385							
		Federal HSIP		900	Build					
		Federal STBG			2,000					
		Subtotal	505	900	2,500				3,905	

TRANSPORTATION IMPACT FEES COLLECTED

Yes, for local funds

RIGHT-OF-WAY ACQUISITION NECESSARY

Yes



Project #12: BNSF Railroad Quiet Zone

PROJECT NARRATIVE: The City of Bellingham will examine the possibility of making significant safety improvements for all at-grade crossings of the Burlington Northern Santa Fe (BNSF) railroad tracks on City streets. If safety improvements can be made that meet BNSF and federal guidelines, then a "Railroad Quiet Zone" may be established that would allow train engineers not to blow train horns unless there was an emergency. Several different types of at-grade crossing improvements can be used, depending on the circumstances and needs of the specific site. Preliminary cost estimates are approximately \$1,000,000 or more per at-grade crossing, depending on the improvements made.

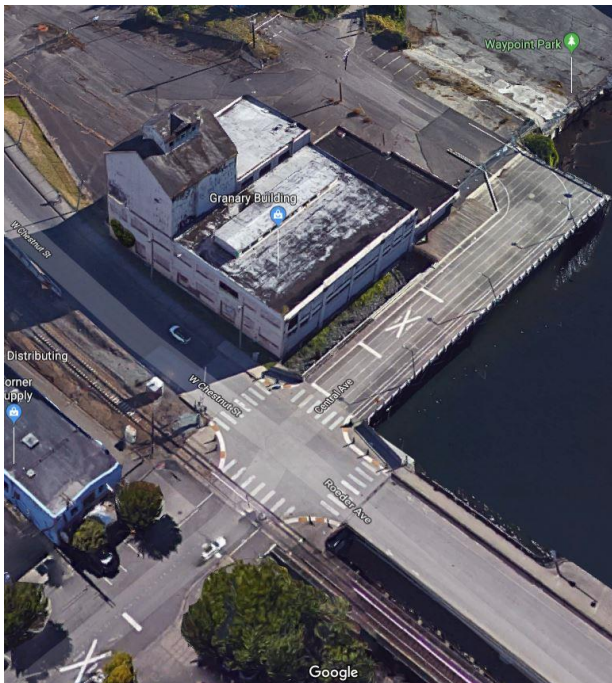
MULTIMODAL TRANSPORTATION BENEFITS: ADA-compliant surface crossing of railroad tracks and reduction of vehicle/rail conflicts.

PROJECT STATUS: REET funding identified as most-appropriate for these improvements.

No.	PROJECT DESCRIPTION	FUNDING SOURCE	Cost Estimates (000's) 2021 Dollars							PROJECT TOTALS
			Previous Budget	FUNDED			UNFUNDED			
				2022	2023	2024	2025	2026	2027	
12	Bellingham Railroad Quiet Zones	1st 1/4 REET	0	250	250	250	250	250	250	
		Subtotal	0	0	250	250	250	250	250	1,250

TRANSPORTATION IMPACT FEES COLLECTED
RIGHT-OF-WAY ACQUISITION NECESSARY

No
Possible



Project #13: Lincoln Street Multimodal Safety Improvements

PROJECT NARRATIVE: Construct a new pedestrian hybrid beacon (HAWK) signals at Lincoln/Viking Circle and a full traffic signal at Lincoln/E. Maple with protected pedestrian crossing to the WWU Lincoln Creek Transportation Center served by WTA buses. Construct new **Tier 2 and 3 sidewalks** on the south side of E. Maple Street and the west side of Lincoln Street. Lincoln Street will be rechannelized from 5 to 3 lanes with a continuous center turn lane and existing **bike lanes** will become buffered bike lanes and green dashed markings across Byron Street where there have been two vehicle-bicycle collisions.

MULTIMODAL TRANSPORTATION BENEFITS: Access, safety, connectivity for WWU students, pedestrians, bicyclists, vehicles, freight trucks, & WTA high-frequency Blue GO Line transit riders. **ADA Transition Plan Medium Priority.**

PROJECT STATUS: Unfunded; WSDOT grant to be sought 2022; Construction possible 2024-2025.

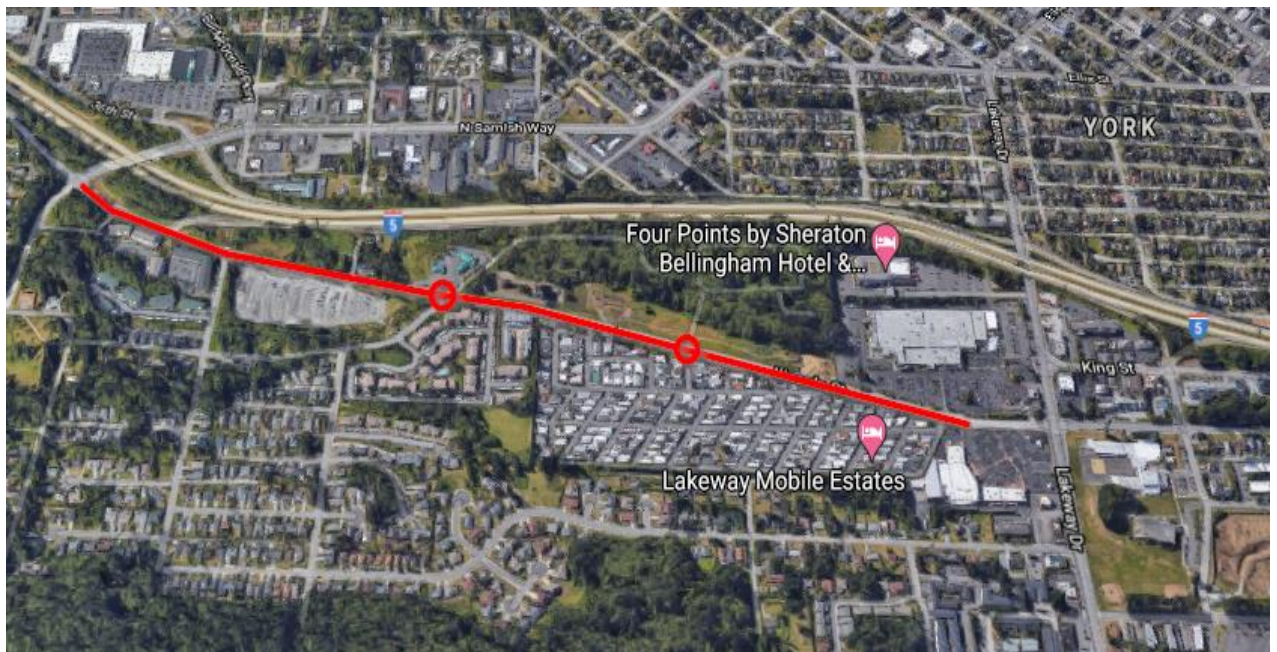
	Cost Estimates (000's) 2021 Dollars									
		FUNDING	FUNDED				UNFUNDED			PROJECT
No.	PROJECT DESCRIPTION	SOURCE	Previous Budget	2022	2023	2024	2025	2026	2027	TOTALS
13	Lincoln Street Multimodal	Street				100				
	Safety Improvements	T-Fund Non-Motorized				300				
	Buffered bike lanes, Viking Ct HAWK signal,	Pvt Mitigate (TIF/SEPA)	25	25	25	25				
	Maple traffic signal, sidewalks, ADA upgrades	Unknown					1,700	WSDOT Ped-Bike Grant		
		Subtotal		25	25	25	425	1,700		

TRANSPORTATION IMPACT FEES COLLECTED

Yes, for local funds

RIGHT-OF-WAY ACQUISITION NECESSARY

Yes, at Lincoln/Consolidation



Project #14: Meridian/Birchwood Transportation Improvements, Phase 1 (Merge Squalicum-Birchwood; Eliminate Squalicum/Meridian Signal)

PROJECT NARRATIVE: Two closely spaced intersections on a critical freight route and multimodal transportation link between the industrial Bellingham Waterfront and U.S.-Canadian border crossings connected by Interstate 5 and Guide-Meridian (SR 539). Completion of Orchard-Birchwood extension in 2021 will increase intersection congestion. **Phase 1** will merge Squalicum Parkway with Birchwood Avenue and decommission the Squalicum/Meridian traffic signal. A Greenways trail would connect to Cornwall Park, but City acquisition of the BNSF right-of-way is critical for this project to move forward.

MULTIMODAL TRANSPORTATION BENEFITS: Tier 2 sidewalks, Tier 3 bicycle lanes, Greenway trail, turn lanes, increased access, safety, sight distance, and efficiency. WTA Routes 4 and 15 currently provide transit service, with additional future service likely. **ADA Transition Plan Medium Priority.**

PROJECT STATUS: 2019 Feasibility Study. State-federal grants and funding partnerships sought 2021.

No.	PROJECT DESCRIPTION	FUNDING SOURCE	Cost Estimates (000's) 2021 Dollars							PROJECT TOTALS
			Previous Budget	FUNDED			UNFUNDED			
				2022	2023	2024	2025	2026	2027	
14	Meridian/Birchwood Roundabout	Street			150	150				
	Phase 1 Transportation Improvements	T-Fund Resurface			250	250				
	Phase 1: ROW; Merge Squalicum-Birchwood;	Federal STBG					2,500	Grant pending		
	Delete Squalicum Signal; Build Trail to Park	Parks Greenways Trail			275	275				
		Port of Bellingham			75	75				
		Unknown					1,000			
		Subtotal			750	750	3,500	0		5,000

TRANSPORTATION IMPACT FEES COLLECTED

Yes, for local funds

RIGHT-OF-WAY ACQUISITION NECESSARY

Yes: Intersection corners and railroad ROW



Project #15: Meridian/Birchwood Transportation Improvements, Phase 2 (Construct Meridian/Birchwood Roundabout)

PROJECT NARRATIVE: Two closely spaced intersections on a critical freight route and multimodal transportation link between the industrial Bellingham Waterfront and U.S.-Canadian border crossings connected by Interstate 5 and Guide-Meridian (SR 539). Completion of Orchard-Birchwood extension in 2021 will increase intersection congestion. **Phase 2** will reconstruct the traffic signal at Meridian/Birchwood as a dual-lane multimodal roundabout. A Greenways trail would connect to Cornwall Park, but City acquisition of the BNSF right-of-way is critical for this project to move forward.

MULTIMODAL TRANSPORTATION BENEFITS: Tier 2 sidewalks, Tier 3 bicycle lanes, Greenway trail, turn lanes, increased access, safety, sight distance, and efficiency. WTA Routes 4 and 15 currently provide transit service, with additional future service likely. **ADA Transition Plan Medium Priority.**

PROJECT STATUS: 2019 Feasibility Study. State-federal grants and funding partnerships sought 2021. Phase 2 construction must follow Phase 1, both of which are currently unfunded.

No.	PROJECT DESCRIPTION	FUNDING SOURCE	Cost Estimates (000's) 2021 Dollars							PROJECT TOTALS
			Previous Budget	FUNDED		UNFUNDED				
				2022	2023	2024	2025	2026	2027	
15	Meridian/Birchwood Roundabout	Street								
	Phase 2 Transportation Improvements	T-Fund Non-Motorized								
	Phase 2: Roundabout at Meridian/Birchwood	Partnerships								
		Unknown					6,000			
		Subtotal						6,000		6,000

TRANSPORTATION IMPACT FEES COLLECTED

Yes, for local funds

RIGHT-OF-WAY ACQUISITION NECESSARY

Yes: Intersection corners and railroad ROW



Project #16: James Street Pedestrian & Bicycle Safety Improvements; Segments 1, 2, 3, 4 (West side James Street from E. Orchard to Gooding Rd)

PROJECT NARRATIVE: James Street is the only north-south transportation corridor serving the King Mountain Neighborhood between Gooding Avenue, Squaticum Creek Trail, Sunset Pond Park, and Sunset Square Shopping Center. WTA high-frequency Gold GO Line Route 331 service exists, but traditional sidewalks and bike lanes are not financially feasible. Significant costs include, removal of a vertical curve sight distance issue on the hill between Orchard and McLeod and reconstruction of culverts beneath James for fish passage improvements. A 12-foot-wide multiuse pathway was identified as the preferred alternative in a 2019 James Street Multimodal Feasibility Study.

MULTIMODAL TRANSPORTATION BENEFITS: Tier 3 sidewalks, Tier 3 bicycle lanes, turn lanes, increased access, safety, sight distance, and efficiency. WTA Gold GO Line high-frequency transit route 331 and future WTA transit routes likely. **ADA Transition Plan Medium Priority.**

PROJECT STATUS: 2019 Feasibility Study. State-federal grant funds being sought.

	Cost Estimates (000's) 2021 Dollars									
		FUNDING	FUNDED				UNFUNDED			PROJECT
No.	PROJECT DESCRIPTION	SOURCE	Previous Budget	2022	2023	2024	2025	2026	2027	TOTALS
16	James Street Multimodal Safety Improvements; Segments 1, 2, 3 & 4	Street (Study)	110							
		T-Fund Non-Motorized								
	Segment 1: Orchard - McLeod (\$4,100)	Pvt Mitigation (Ord)								
	Segment 2: McLeod - Telegraph (\$5,800)	Unknown							14,000	
	Segment 3: Telegraph - Bakerview (\$1,000)									
	Segment 4: Bakerview - Gooding (\$3,100)	Subtotal	110						14,000	14,110

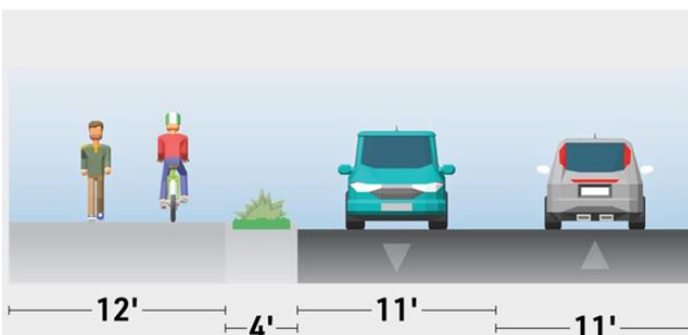
TRANSPORTATION IMPACT FEES COLLECTED

Yes, for local funds

RIGHT-OF-WAY ACQUISITION NECESSARY

Possibly; yet-to-be-determined

James Street Preferred Alternative West Side Shared Use Path



SHARED USE PATH

- 11-foot vehicle lanes with a 10 to 12-foot wide bi-directional shared use path on one side
- Vegetated planting strip between path and roadway used for stormwater conveyance and treatment and separation from roadway
- Curbed shoulders in locations where additional sidewalk is needed on the other side of the road

140 -



Visualization (looking south just s/o McLeod Rd)



transpogroup
WHAT TRANSPORTATION CAN BE.

Project #17: North James Street Multimodal Arterial Connection (Gooding Avenue to Van Wyck Road)

PROJECT NARRATIVE: The Transportation Element of the Bellingham Comprehensive Plan identifies the North James Street extension to Van Wyck Road as a secondary arterial. James Street is the only north-south transportation corridor serving the King Mountain Neighborhood, which is zoned for over 3,000 new housing units. In addition to supporting the development planned for the King Mountain Neighborhood, this northern extension of James Street will provide another north-south corridor parallel to Meridian (SR 539), which will provide multimodal access and connectivity in King Mountain.

MULTIMODAL TRANSPORTATION BENEFITS: Tier 3 sidewalks, Tier 3 bike lanes, center turn lanes at intersections, regional multimodal transportation connectivity, and possible future WTA transit route.

PROJECT STATUS: Private developer is currently constructing road improvements with subdivision

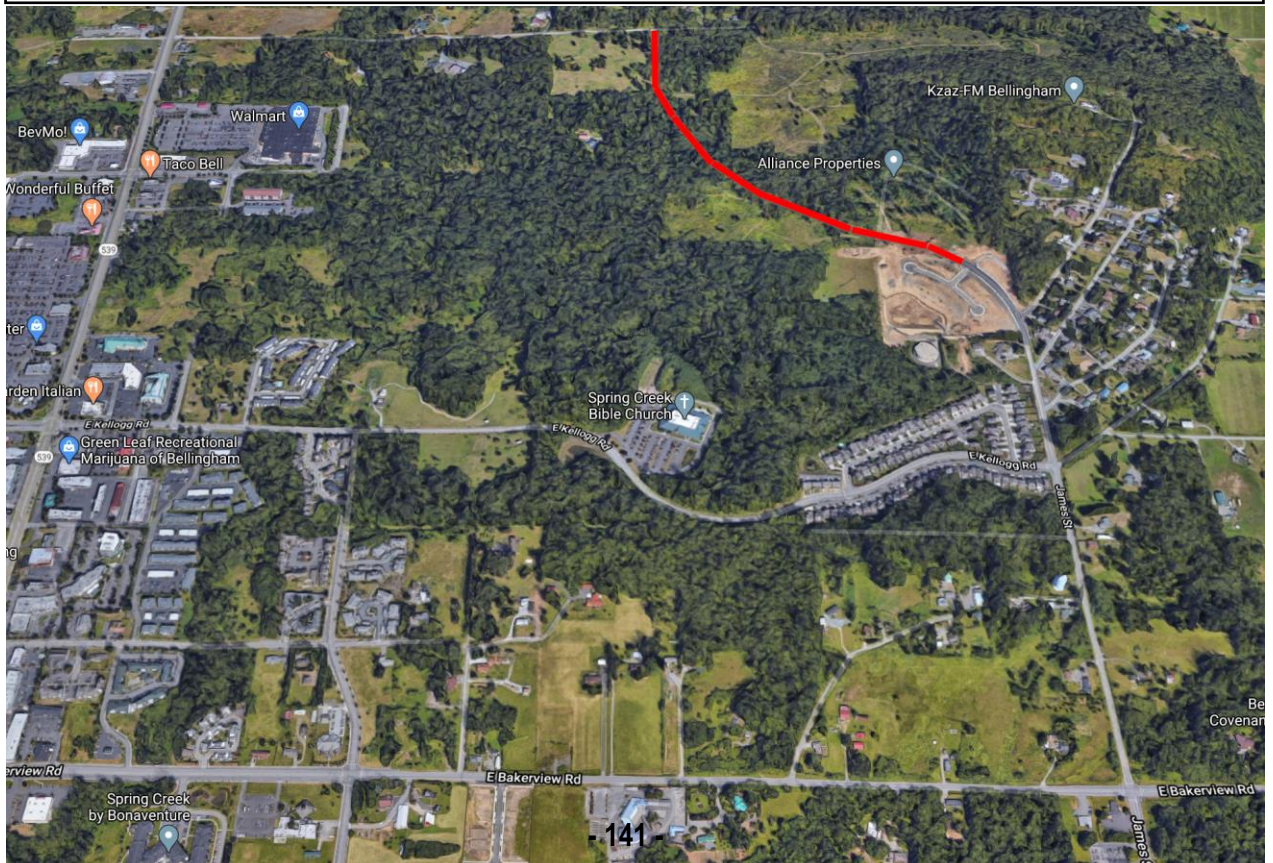
No.	PROJECT DESCRIPTION	FUNDING SOURCE	Cost Estimates (000's) 2021 Dollars							PROJECT TOTALS
			Previous Budget	FUNDED			UNFUNDED			
			2022	2023	2024	2025	2026	2027		
17	North James Street	Pvt Mitigation	600				Private Construction			
	Multimodal Arterial Connection	Unknown						3,000		
	(Gooding to Van Wyck; Long Term)	Subtotal	600					3,000	3,600	

TRANSPORTATION IMPACT FEES COLLECTED

No, private construction receives TIF credit

RIGHT-OF-WAY ACQUISITION NECESSARY?

Yes, private development to dedicate





City Council Agenda Bill

23013

Bill Number

Subject: An Ordinance Amending the 2021-2022 Biennial Budget Adding a Plans Examiner Position in the Development Services Fund

Summary Statement: This ordinance amends the 2021-2022 Biennial Budget to add 1.0 FTE Plans Examiner and associated appropriation authority to the Development Services Fund. The position will add much needed capacity in the Planning and Community Development Department to both process new permits and support the development of new building codes related to electrification as recommended by the Climate Action Task Force.

The ordinance adds six months of salary and benefits for 2021 and 12 months for 2022.

Previous Council Action: **Adoption of the 2021-2022 Biennial Budget**

Fiscal Impact: **\$169,500**

Funding Source: **Development Services Fund**

Attachments: 1. STAFF MEMO
2. ORDINANCE

Meeting Activity	Meeting Date	Recommendation	Presented By	Time
Committee Briefing - Vote Requested	6/07/2021	Pass Ordinance	Rick Sepler, Planning and Community Development Director	5 minutes

Recommended Motion:

Council Committee:
Planning Committee

Agenda Bill Contact:
Forrest Longman, 360-778-8005

Council Action:

Reviewed By	Department	Date
<i>Andrew D. Asbjornsen</i>	Finance Department	6/01/2021
<i>Matthew T. Stamps</i>	Legal	6/01/2021
<i>Seth M. Fleetwood</i>	Executive	6/01/2021



MEMORANDUM

TO: BELLINGHAM CITY COUNCIL
FROM: FORREST LONGMAN, DEPUTY FINANCE DIRECTOR
CC: MAYOR SETH FLEETWOOD; ANDY ASBJORSEN, FINANCE DIRECTOR
SUBJECT: NEW POSITION - PLANS EXAMINER
DATE: JUNE 7, 2021

The Planning and Community Development Department is requesting an additional 1.0 FTE Plans Examiner. The department currently has two plans examiners who must review all building plans and approve new permits. The volume of permits can no longer be efficiently processed by just two staff members and an additional position is needed. This position will support permit processing and provide capacity for the development of new building codes related to electrification as recommended by the Climate Action Task Force.

If this ordinance is adopted, it will amend the 2021-2022 Biennial Budget as follows:

Fund 475 - Development Services Fund

Expense

Salary & Wages	\$ 117,000
----------------	------------

Personnel Benefits	\$ 52,500
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TOTAL EXPENSE CHANGE	\$ 169,500
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RESERVE CONTRIBUTION/(USE) \$ (169,500)

ORDINANCE NO. _____

AN ORDINANCE AMENDING THE 2020-2021 BIENNIAL BUDGET, ADDING ONE POSITION AND INCREASING APPROPRIATION AUTHORITY IN THE DEVELOPMENT SERVICES FUND

WHEREAS, the Planning and Community Development Department can no longer effectively address current permit volume and workload without additional staffing; and

WHEREAS, a new position will add capacity for making revisions to the building code and to ensure permits are issued in a timely manner.

NOW THEREFORE, THE CITY OF BELLINGHAM DOES ORDAIN:

Section 1 – The 2021-2022 Biennial Budget is hereby amended to increase appropriation authority in the Development Services Fund by \$169,500 over the biennium.

Section 2 – 1.0 full-time equivalent Plans Examiner position is hereby created.

PASSED by the Council this _____ day of _____, 2021.

Council President

APPROVED by me this _____ day of _____, 2021.

Mayor

ATTEST: _____
Finance Director

APPROVED AS TO FORM:

Office of the City Attorney

City of Bellingham
City Attorney
210 Lottie Street
Bellingham, Washington 98225
360-778-8270

Published:



City Council Agenda Bill

23014

Bill Number

Subject: **Third Modification to Lease Agreement – Craft Studio at Boulevard Park (Woods Coffee)**

Summary Statement: The City and The Woods Coffee Inc. entered into a lease agreement for a City-owned building located within Boulevard Park in 2007 and modified it in 2012 and again in 2016. With the construction of the new park restroom, The Woods Coffee Inc. and City have agreed to add the attached restrooms and storage room to the rentable area and adjust the base rent and leasehold tax accordingly. The Woods Coffee Inc. also agrees to pay all charges for water utilities and be responsible for all restroom maintenance, repairs, daily cleaning, and security.

Previous Council Action: **Second Modification to Lease Agreement 2007-0074**

Fiscal Impact: **Approximately \$3,000 per year in rent and leasehold excise tax**

Funding Source: **General Fund**

Attachments: 1. STAFF MEMO
2. THIRD MODIFICATION TO LEASE AGREEMENT - CRAFT STUDIO AT BOULEVARD PARK

Meeting Activity	Meeting Date	Recommendation	Presented By	Time
Committee Briefing - Vote Requested	6/07/2021	Vote to Approve	Nicole Oliver, Director	5 minutes

Recommended Motion:

Council Committee:
Parks and Recreation Committee

Agenda Bill Contact:
Steve Janiszewski, Park Operations Manager

Council Action:

Reviewed By	Department	Date
<i>Nicole C. Oliver</i>	Parks & Recreation	6/01/2021
<i>Alan A. Marriner</i>	Legal	6/01/2021
<i>Seth M. Fleetwood</i>	Executive	6/01/2021



Parks and Recreation Department

City of Bellingham

MEMORANDUM

To: Bellingham City Council

From: Nicole Oliver, Parks and Recreation Director

CC: Mayor Seth Fleetwood

Subject: Third Modification to Lease Agreement - Craft Studio at Boulevard Park

Date: June 7, 2021

The City and Woods Coffee, Inc., entered into a Lease Agreement #2007-0074 for a City-owned building located within Boulevard Park in 2007 and modified it in 2012 (2007-0074A) and again in 2016 (2007-0074B).

In January 2020, The Parks and Recreation Department fully funded a new park restroom at Boulevard Park. Up to that point, the restrooms attached to the Woods Coffee Building have served park users and coffee shop patrons.

The City and Woods Coffee, Inc., have mutually agreed to add the attached restrooms and storage room to the rentable area and adjust the base rent and leasehold tax accordingly. Woods Coffee Inc. also agrees to pay all charges for water utilities and be responsible for all restroom maintenance, repairs, daily cleaning, and security.

This modification to the lease agreement will generate approximately \$3,000 per year in additional rent and leasehold excise tax. Woods Coffee Inc. will obtain advance approval and cover all costs or expenses related to any future alteration, addition, or improvement to the restrooms.

**THIRD MODIFICATION TO LEASE AGREEMENT
LEASE OF CRAFT STUDIO AT BOULEVARD PARK
CONTRACT # 2007-0074**

The **CITY OF BELLINGHAM**, a first-class municipal corporation of the State of Washington (hereinafter the "City"), and **THE WOODS COFFEE INC, a Washington Corporation** (hereinafter the "Woods"), in consideration of the mutual covenants herein, agree as follows:

- 1. EXISTING LEASE AGREEMENT MODIFIED:** The City and the Tenant entered into a Lease Agreement, dated January 9, 2007 (City Contract #2007-0074) and modified it on March 6, 2012 (City Contract #2007-0074A) and on October 24, 2016 (City Contract #2007-0074B). The Lease Agreement and the two modifications are incorporated herein by this reference (hereinafter the "Lease"). The parties hereby modify the Lease.
- 2. MODIFICATIONS TO EXISTING LEASE AGREEMENT:** The Agreement is modified in the following respects:
 - 2.1 Section 1.1 of the Lease states that the agreed rentable area of the Leased Premises is approximately 2034 square feet. Section 1.1 of the Lease is hereby modified to reflect that the rentable area shall be increased from 2,034 square feet to 2,294 square feet to accommodate for the addition of the attached two (2) restrooms, storage room and breezeway. An updated floor plan of the Leased Premises is shown on Exhibit A. Furthermore, at such time when the new park restrooms open to the public, the Tenant acknowledges that the attached restrooms and storage room will be added to the Leased Premises for exclusive use by Tenant customers and employees.
 - 2.2 Section 1.5 of the Lease states that the Tenant will pay Base Rent in accordance with section 4.1 of the Lease. Section 1.5 of the Lease is hereby modified to reflect the additional 260 square feet. The City and Tenant acknowledge that all adjustments to the Base Rent and leasehold excise tax will begin when the new park restroom opens to the public and be pro-rated accordingly. See Exhibit C.
 - 2.3 Section 6.1 of the Lease states that the Tenant shall be responsible for, and pay prior to delinquency, all charges for utilities supplied to the Leased Premises,

including water and sewer service. Section 6.1 is hereby modified to state that the Tenant shall be responsible for payment of all water utilities provided by the Landlord. At the time after the new park restroom is opened to the public, park staff shall read the water submeter identified in Exhibit B and submit to Park Operations office for processing of invoices. Tenant shall pay the City for all applicable water, sewer, and stormwater utility fees for the Leased Premises in accordance with established rates set by the City.

2.4 Section 8.2 of the Lease states the conditions and responsibilities related to alterations made by Tenant. Tenant shall obtain advance written approval from the City for any alteration, addition, or improvement to the attached restrooms. All such alterations, additions, or improvements shall be performed at the Tenant's sole cost and expense.

2.5 Section 9.1 of the Lease states the responsibility of maintenance and repair by Tenant. With the addition of the attached restrooms and storage room to the Leased Premises, the Tenant shall be responsible for all restroom maintenance, repairs, daily cleaning, and security. Tenant has permission of the City to install new locksets on both restrooms and storage room when the new park restroom opens to the public.

3. **TERMS AND CONDITIONS OF EXISTING AGREEMENT REMAIN THE SAME:** The parties agree that, except as specifically provided in this modification, the terms and conditions of the Agreement continue in full force and effect.

EXECUTED, this the _____ day of _____, 2021, for **THE WOODS COFFEE INC:**

Wes Herman, President

EXECUTED, this the _____ day of _____, 2021, for the **CITY OF BELLINGHAM**:

Departmental Approval:

Mayor

Nicole Oliver, Department Head

Attest:

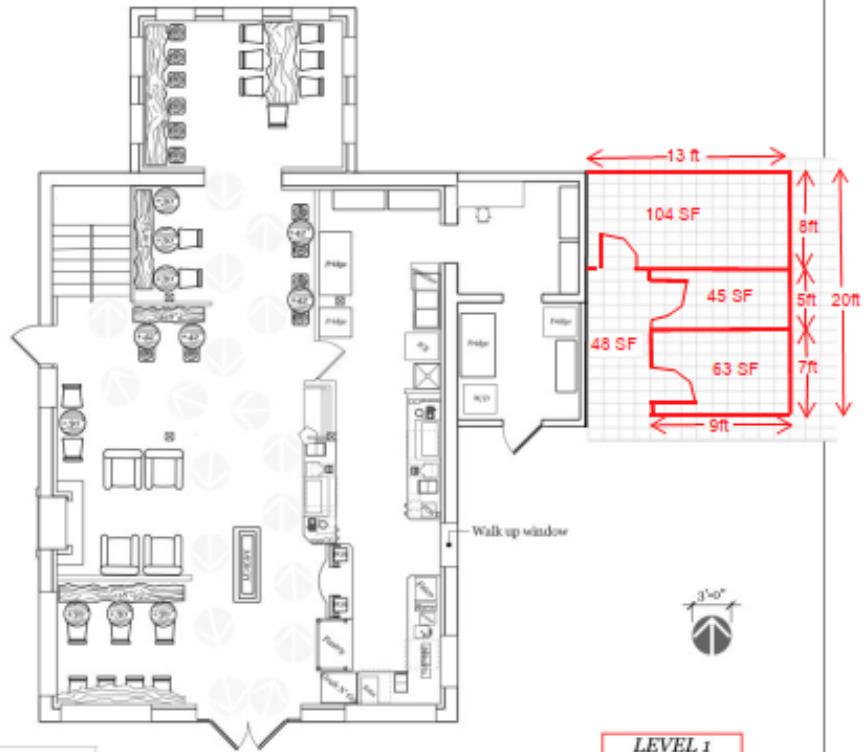
Approved as to Form:

Finance Director

Office of the City Attorney

EXHIBIT A: FLOOR PLAN OF LEASED PREMISES

Woods Coffee 2007-0074 3rd Modification



Addition	
Restroom 1	104
Restroom 2	45
Storage Room	63
Breezeway	48
	260
Original SqFt	2034
Added	260
New Total	2294

LEVEL 1

904 SQ. FT. Seating
44 Seats DS
20.5 SQ. FT. Per Seat

Floor Plan
Scale: 1/8" = 1'

BLVD PARK #6



A 1.0

EXHIBIT B: WATER SUBMETER LOCATION

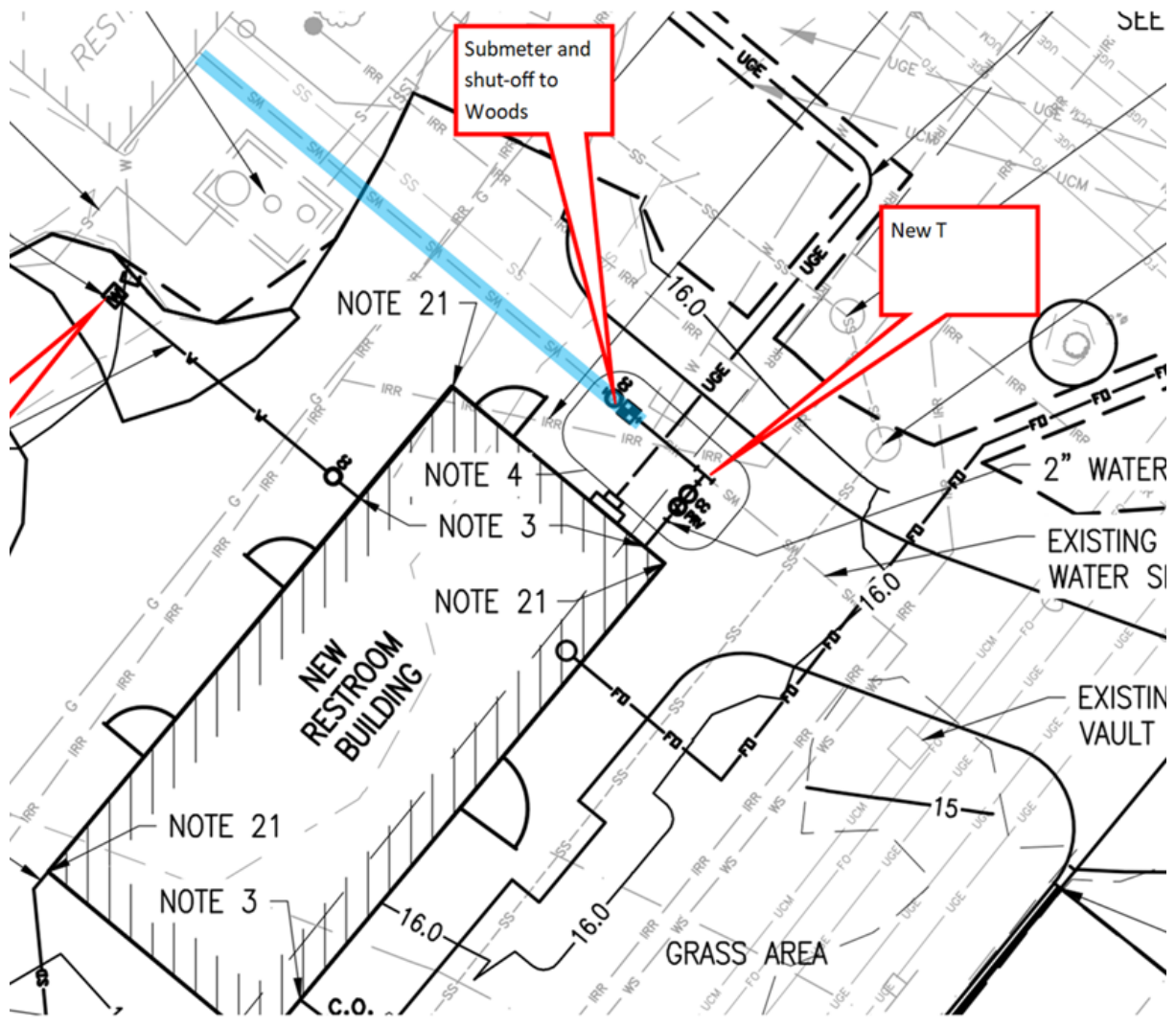


EXHIBIT C: REVISED RENT SCHEDULE
(Leasehold is in addition to rent)

Term		Annual Rental Amount	Monthly Rent	
2nd Five Year Extension Term (6/1/2017-6/1/2022)				
Year 11	6/2017-5/2018	\$20,965.10	\$1,747.09	
Year 12	6/2018-5/2019	\$21,594.04	\$1,799.50	
Year 13	6/2019-5/2020	\$22,241.87	\$1,853.49	
Year 14	6/2020-5/2021	\$22,909.13	\$1,909.09	
Year 15	6/2021-5/2022	\$23,596.40	\$1,966.37	
	6/1/2021		\$1,966.37	
	7/1/2021	Add 260 sq ft	\$2,217.72	may need to Pro-rate
	8/1/2021-5/2022	New Annual \$26,612.66	\$2,217.72	
3rd Five Year Extension Term (6/1/2022-6/1/2027)				
Year 16	6/2022-5/2023	\$27,411.04	\$2,284.25	
Year 17	6/2023-5/2024	\$28,233.37	\$2,352.78	
Year 18	6/2024-5/2025	\$29,080.37	\$2,423.36	
Year 19	6/2025-5/2026	\$29,952.78	\$2,496.06	
Year 20	6/2026-5/2027	\$30,851.36	\$2,570.95	
4th Five Year Extension Term (6/1/2027-6/1/2032)				
Year 21	6/2027-5/2028	\$31,776.90	\$2,648.08	
Year 22	6/2028-5/2029	\$32,730.21	\$2,727.52	
Year 23	6/2029-5/2030	\$33,712.12	\$2,809.34	
Year 24	6/2030-5/2031	\$34,723.48	\$2,893.62	
Year 25	6/2031-5/2032	\$35,765.18	\$2,980.43	
5th Five Year Extension Term (6/1/2032-6/1/2037)				
Year 26	6/2032-5/2033	\$36,838.14	\$3,069.84	
Year 27	6/2033-5/2034	\$37,943.28	\$3,161.94	
Year 28	6/2034-5/2035	\$39,081.58	\$3,256.80	
Year 29	6/2035-5/2036	\$40,254.03	\$3,354.50	
Year 30	6/2036-5/2037	\$41,461.65	\$3,455.14	



City Council Agenda Bill

22982

Bill Number

Subject: An Ordinance Amending BMC Chapter 8.04 Regarding Parks and Trails and Providing New Rules for Electric-Assisted Bicycles on Trails, Prohibiting Smoking, Reducing Speed Limits, and Other Updates

Summary Statement: Several sections of BMC Chapter 8.04 that provide general provisions and rules in parks and trails are outdated and require updating and refinement to be consistent with changing circumstances, park use, and state law. The changes include reducing speed limits, providing rules that allow ebikes on trails, prohibit smoking in parks, and clarify outdated language in the existing code. The code changes were presented to City Council at a Work Session on May 10, 2021, and Council held a Public Hearing on the changes on May 24, 2021. Following the Public Hearing, Council sent the changes back to Parks & Recreation Committee and instructed no change to 8.04.080 Overnight Camping, and removal of the new section 8.04.170 restricting drones.

Previous Council Action: **5/10/21 Work Session and 5/24/21 Public Hearing**

Fiscal Impact: **Cost for implementation included in 2021-2022 approved Budget, plus staff costs**

Funding Source: **PIF and General Fund**

Attachments: 1. STAFF MEMO
2. DRAFT ORDINANCE

Meeting Activity	Meeting Date	Recommendation	Presented By	Time
Committee Briefing - Direction Requested	6/07/2021	Pass Ordinance	Nicole Oliver, Parks & Recreation Director	5 minutes

Recommended Motion:

Council Committee:
Parks and Recreation Committee

Agenda Bill Contact:
Nicole Oliver, Parks & Recreation Director

Council Action:

Reviewed By	Department	Date
<i>Nicole C. Oliver</i>	Parks & Recreation	6/01/2021
<i>Alan A. Marriner</i>	Legal	6/01/2021
<i>Seth M. Fleetwood</i>	Executive	6/01/2021



MEMORANDUM

TO: Bellingham City Council

FROM: Nicole Oliver, Parks & Recreation Director

CC: Mayor Seth Fleetwood

SUBJECT: Ordinance Amending BMC Chapter 8.04 Regarding Parks and Trails and Providing New Rules for Electric-Assisted Bicycles on Trails, Prohibiting Smoking, Reducing Speed Limits, and Other Updates

DATE: 6/07/2021

For several years Parks staff accumulated amendments to the outdated BMC section 8.04. In 2019, City staff drafted edits specifically to address scooters, ebikes and other electric personal assisted mobility devices and their use on trails. These edits also incorporated changes to the RCW regarding classification of ebikes as bicycles.

In addition, multiple code sections required clarification and updates to reflect changing use, policies or otherwise provide clearer language.

The full set of updates went to Parks & Recreation Advisory Board (PRAB) in November of 2019, then due to COVID-19 the work was put on hold. In November of 2020 PRAB approved the changes but asked that a signage and implementation plan be developed to coincide with the code updates. That plan was presented to PRAB on April 14.

City Council held a work session on May 10th and requested a public hearing on the changes as they concerned a wide range of park items that may be of interest to many. The public hearing was held on May 24th and following that input, Council sent the ordinance back to committee with two directions: remove the proposed deletion of "overnight" from section 8.04.080 and pull the proposed new section 8.04.170 that prohibited drones. Council instructed staff to work on the drone regulation to better reflect current FAA restrictions and use based on public comment.

One last change was made to a WHEREAS statement to reflect the official PRAB vote on the changes, which was November 9, 2020 rather than April 14, 2021.

ORDINANCE NO. _____

AN ORDINANCE AMENDING BELLINGHAM MUNICIPAL CODE (BMC) CHAPTER 8.04 REGARDING PARKS AND TRAILS AND PROVIDING NEW RULES FOR ELECTRIC-ASSISTED BICYCLES, SMOKING, SPEED LIMITS AND OTHER UPDATES

WHEREAS, BMC 8.04 provides general provisions, rules, and regulations regarding use of parks, trails, and open space; and

WHEREAS, Bellingham has experienced a surge of bicycle use in parks and trails, including electrical-assisted bicycles and other personal motorized devices; and

WHEREAS, new State law pertaining to electrical-assisted bicycles created a need to amend the local BMC regarding their use in the City of Bellingham to be consistent with State law; and

WHEREAS, reducing speed limits in parks and on trails will help regulate multi-mobile use of the City's trail system and improve safety; and

WHEREAS, studying high-conflict areas, installing speed limit signage and trail etiquette signage will help to implement and enforce the new rules; and

WHEREAS, other amendments were needed to update the chapter and to document new rules prohibiting smoking on park property; and

WHEREAS, the Parks & Recreation Advisory Board reviewed the changes at multiple public meetings and recommended approval of the draft amendments on November 9, 2020; and

WHEREAS, a public hearing on these code amendments was held on May 24, 2021.

NOW THEREFORE, THE CITY OF BELLINGHAM DOES ORDAIN:

Section 1. BMC Chapter 8.04 is hereby amended as follows:

8.04.010 General Provisions

This chapter constitutes the general regulations which will be in effect for all city parks, trails and ~~for all~~ all other property under the management of the parks and recreation department; other property includes, but is not limited to, property easements, open space, buildings, and athletic facilities. commonly known as the "greenways" or "open space." These general regulations are in addition to other applicable city, state, and federal laws.

8.04.020 Regulations issued by parks director

The director of parks and recreation is authorized to issue regulations for the use of park property, facilities, and equipment, and, with the written agreement of the property owner, regulations which shall apply to the use by the public of private property which is open to public access pursuant to a condition of an open space agreement with the city or the city-county open space committee or other easements as applicable. To be effective, the regulations must be made part of the city's policies and procedures manual, and copies must be made available to the general public through the offices of the parks and recreation department and the finance department.

A violation of a park regulation adopted pursuant to this section shall be deemed a civil infraction punishable as provided in this chapter.

All agreements between the city and private owners of open space and public access lands for the adoption of regulations shall authorize entry upon the land by police officers and other city employees to enforce such regulations.

The city assumes no liability for the condition of the property subject to the regulations, for the adequacy of the regulations, or for the failure to enforce them.

8.04.030 Park scheduling – Permits and fees

A. Parks and recreation facilities are available for public use during posted park hours whenever possible, without conflicting with city programs. Reservations or scheduling for use of facilities is required for any community special or private event involving more than routine use of a park and is done by contacting the parks and recreation department office.

B. ~~A written permission is~~ required for special events or any other activities that are specifically prohibited by this chapter. ~~campfires, overnight camping, wood cutting, removal of any natural resources on park property, or use outside of normal hours.~~ ~~A Permission permit~~ may be obtained by submitting a written application to the office of the director of parks and recreation at least 30 40 days, but no more than 365 days in advance of the date of intended use. The application must specify the time, place, and nature of the intended use, and the person or organization responsible for the activity. Complete aApplications shall be approved or denied within twenty five days of submission.

C. Reservations and User fees are required for certain ~~major~~ park facilities such as athletic fields, park shelters, and indoor facilities. These fees are set, from time to time, by council resolution.

8.04.040 Park hours.

A. City parks are open to the public from 6:00 a.m. to 10:00 p.m., unless otherwise posted by the director of parks and recreation. ~~The parks are closed to public use from 10:00 p.m. to 6:00 a.m., and n~~No person shall enter a closed park without written permission from the director of parks and recreation.

B. A violation of this section is a civil infraction.

8.04.050 ~~Motor v~~Vehicle operation and parking.

A. The general speed limit for all vehicles ~~within city parks operating within park property on roads, trails, and parking lots~~ is 2015 miles per hour, unless otherwise posted by the director of parks and recreation. The term “vehicles” shall have the meaning ascribed to it in RCW 46.04 and includes, but is not limited to, motor vehicles, bicycles, electric-assisted bicycles, and motorized foot scooters. The Galbraith Mountain trail system is exempt from the speed limit contained herein.

B. Motor vehicles, except authorized maintenance vehicles and except as otherwise provided in this chapter, may only be operated ~~only~~ on paved roadways and may only be parked ~~only~~ in designated paved or graveled parking areas within park property. “Paved roadways” as used in this subsection does not include paved ways marked by the director of parks and recreation for the exclusive use of pedestrians, bicycles, or wheelchairs. The director of parks and recreation may approve vehicle access in designated areas for special events.

C. ~~All m~~Motor vehicles, except authorized maintenance vehicles, are prohibited in Sehome Hill Arboretum except on Arboretum Drive and its ~~terminal~~ parking area.

D. Parking spaces within city park property ~~parks~~ are reserved for the use of park patrons during open park hours; parking during closed park hours, overnight parking, and residential parking on park property is prohibited.

E. A violation of this section is a civil infraction.

8.04.060 Bicycle, foot scooter, and electric personal assistive mobility device operation

A. Bicycles, including electric-assisted bicycles, may be operated within park property only on paved and graveled roads ways and established trails, including paved and graveled trails and trails that have a natural surface tread that is made by clearing and grading the native soil with no added surfacing material, unless otherwise posted by the director of parks and recreation. ~~within city park property.~~

B. Motorized foot scooters and electric personal assistive mobility devices (EPAMDs) as defined in RCW 46.04 may be operated within park property only on roads and trails that have a paved or gravel surface and may not be operated on any trail that has a natural surface tread that is made by clearing and grading the native soil with no added surfacing materials unless otherwise posted by the director of parks and recreation. The terms “electric-assisted bicycles”, “motorized foot scooters”, and EPAMDs” shall have the meaning ascribed to them in RCW 46.04. Electric wheelchairs are not EPAMDs and, therefore, are not subject to the restrictions contained in this section.

CB. Bicycle riding is not permitted on any Sehome Hill Arboretum Trail.

DC. A violation of this section is a civil infraction.

8.04.070 Restrictions on animals in parks.

A. Dogs and other domestic animals are not allowed within those restricted areas of city parks designated by the director of parks and recreation. Restricted areas will be posted and designated in associated policies.~~in Bellingham Policies and Procedures Manual PAR 03.01.20.~~

B. All dogs, ~~where otherwise allowed on city park property as provided in the above referenced policy,~~ must be under the control of their owners by means of a leash, as required by Chapter 7.08 BMC; ~~provided, that this requirement does not apply to~~ In areas of park property designated for off-leash dog exercise and training, non-aggressive, healthy dogs may be off-leash but must be within the owner’s view and under voice control. The owner must always have a leash in hand and properly dispose of all dog waste.

C. Horses with rider are only allowed on paved roads open to motor vehicles, and on bridle trails or paths designated by the director of parks and recreation and posted as such. ~~as such in the following parks:~~

1. ~~Arroyo Park.~~

2. ~~Cornwall Park.~~

3. ~~Lake Padden Park.~~

4. ~~Little Squalicum Park.~~

5. ~~Whatecom Falls Park.~~

D. ~~No d~~Domestic animals ~~of all sorts~~ are ~~not~~ allowed within 15' of any waterway including Lake Padden, Lake Whatcom, Whatcom Creek, and Bellingham Bay, unless otherwise posted as an animal water exercise area. Domestic animals are not allowed in any areas designated by the director of parks and recreation as reserved for public swimming., on the beach areas of Lake Padden and Bloedel Donovan Parks. "Beach" for purposes of this subsection means those areas designated by the director of parks and recreation as reserved for public swimming, together with all park land within 15 feet of the edge of Lake Whatcom and Lake Padden.

E. Owners or handlers are responsible for cleaning up their animals' waste deposits left on park property and disposing of the waste properly and are required to have in their possession the equipment necessary to remove their animals' fecal matter when accompanied by said animal on public property or public easement.

~~F. Owners and handlers are required to have in their possession the equipment necessary to remove their animals' fecal matter when accompanied by said animal on public property or public easement.~~

~~GF.~~ No person other than an authorized agent, shall hunt, catch, ~~or~~ injure, harass, or feed any wild animal or bird on park property.

~~HG.~~ A violation of this section is a civil infraction.

8.04.080 Overnight Camping.

A. Overnight camping is prohibited on park property except by written permission of the director of parks and recreation.

B. A violation of this section is a civil infraction.

8.040.090 ~~Campfires~~Fires.

A. ~~Campf~~Fires are prohibited on park property except by written permission of the director of parks and recreation.

B. A violation of this section is a civil infraction.

8.04.100 Litter in parks.

A. No person shall throw or deposit litter on any park property, except in public receptacles and in such a manner that the litter will be prevented from being carried or deposited by the elements upon any part of the park, or upon any street or other public place. Where public receptacles are not provided, all litter shall be carried away and properly disposed of.

B. No person shall use the parks and recreation department litter receptacles in the following manner:

1. No person shall damage, deface, abuse, or misuse any litter receptacle so as to interfere with its proper function or detract from its proper appearance.
2. No person shall deposit leaves, clippings, prunings, or gardening refuse in any litter receptacle.
3. No person shall deposit household garbage in any litter receptacle; provided, that this subsection shall not be construed to mean that wastes of food consumed on park property may not be deposited in litter receptacles.

C. Whenever litter dumped in violation of this chapter contains three or more items bearing the name of one individual, there shall be a [rebuttable](#)-presumption that the individual whose name appears on such items committed the unlawful act of littering.

D. For purposes of this section, “litter” means garbage, refuse, rubbish, or any other waste material which, if thrown or deposited as prohibited in this section tends to create a nuisance which annoys, injures, or endangers the health, safety, or comfort of the public.

E. A violation of this section is a civil infraction.

F. Any person littering in an amount less than or equal to one cubic foot the maximum penalty and the default amount shall be \$50.00, not including statutory assessments; any person littering in an amount greater than one cubic foot the maximum penalty and the default amount shall be \$250.00, not including statutory assessments. Unless suspended or modified by a court, the person shall also pay a litter cleanup fee of \$25.00 per cubic foot of litter. The court may, in addition to or in lieu of part or all of the cleanup fee, order the person to pick up and remove litter from the property.

8.040.110 – 8.04.150 [NO CHANGE.]

8.04.160 – Smoking.

[Smoking, including carrying or smoking of any kind of lighted pipe, cigar, cigarette, any other lighted smoking equipment, or an operating electronic smoking device \(vaping\) is prohibited on park property except in areas that may be designated by the Mayor.](#)

8.04.180 Removal or destruction of park property.

A. It is unlawful for any person to remove, injure, deface, damage, or destroy park property. This prohibition applies to all aspects of the natural or landscaped environment and to any structure, object, equipment, improvement, or other park property.

B. It is unlawful to collect, gather, or harvest natural resources or other materials on park property except by written permission of the director of parks and recreation.

C. A violation of this section is a misdemeanor.

8.04.190 Encroachments on park property.

A. It is unlawful for any person other than a duly authorized employee or agent of the Bellingham parks and recreation department to do any of the following acts without the written permission of the director of the Bellingham parks and recreation department:

1. Place, erect, affix, or maintain any structure or obstruction of any kind on park property;
2. Deposit or store any refuse, debris, vegetation, personal property including recreational equipment, litter, or any other material on park property;
3. Mow, prune, cut, clear, plant on, or otherwise alter or disturb any park property.

B. A violation of this section is a misdemeanor.

8.04.200 – 8.04.220 [NO CHANGE.]

PASSED by the Council this _ day of _____, 2021.

Council President

APPROVED by me this _ day of _____, 2021.

Mayor

ATTEST: _____

Finance Director

APPROVED AS TO FORM:

Office of the City Attorney

Published:



City Council Agenda Bill

22971

Bill Number

Subject: **Fire Department Strategic Plan**

Summary Statement: The Fire Department will present a more in-depth look at the first four goals in the Fire Department strategic plan related to staffing, recruitment, diversity, and EMS response.

Previous Council Action: **Overview of Strategic Plan on April 26, 2021**

Fiscal Impact: **N/A**

Funding Source: **N/A**

Attachments: 1. STAFF MEMO
 2. POWERPOINT
 3. STRATEGIC PLAN DOCUMENT

Meeting Activity	Meeting Date	Recommendation	Presented By	Time
Committee Briefing - Information Only	6/07/2021	Information/Discussion	Bill Hewett, Fire Chief	30 minutes

Recommended Motion:

Council Committee:
Committee Of The Whole

Agenda Bill Contact:
Bill Hewett, Fire Chief

Council Action:

Reviewed By	Department	Date
<i>Bill C. Hewett</i>	Fire Department	5/27/2021
<i>Matthew T. Stamps</i>	Legal	6/01/2021
<i>Seth M. Fleetwood</i>	Executive	6/01/2021



City of Bellingham
210 Lottie Street
Bellingham, WA 98225

MEMORANDUM

TO: CITY COUNCIL
FROM: BILL HEWETT, FIRE CHIEF
CC: MAYOR SETH FLEETWOOD
SUBJECT: FIRE DEPARTMENT STRATEGIC PLAN
DATE: MAY 26, 2021

On April 26, 2021 the Fire Department presented an overview of the department's strategic plan to the Public Health, Safety, and Justice Committee. In follow up to that presentation the fire department will make a series of presentations to the Committee of the Whole. This first presentation looks at the first four goals listed in the strategic plan related to staffing, recruiting, diversity, and improvements to EMS response.

An additional presentation is planned on June 21, 2021 to review the other 6 goals in the plan.

Fire Department Strategic Plan

Staffing, Recruiting, Diversity, and EMS



Summary of Goals

1. Stabilize the staffing of the fire department
2. Continue recruitment efforts to maintain an active hiring list in preparation of a significant number of retirements.
3. Continue to promote a culture that values diversity within the organization.
4. Improve the EMS response and support system.
5. Continue the improvements to the emergency services response system.

Summary of Goals

- 6. Improve the capability of the Life Safety Division
- 7. Partner with other agencies to enhance training.
- 8. Improve the health/wellness programs for emergency services employees.
- 9. Enrich the capabilities of the Communication Center.
- 10. Enhance the capabilities of the Emergency Management function of the City.

Goal #1 – Stabilize the staffing

- Recommendation – Increase the staffing to meet the contract requirements. This has been completed as of June 6th.
- Recommendation – Increase the recruiting efforts for volunteer staffing. Added a volunteer coordinator 1/1/2020
- Recommendation – Improve the retention of volunteer staff. In progress with new volunteer coordinator.

Goal #2 – Continue recruitment efforts to maintain an active hiring list in preparation of a significant number of retirements.

- Recommendation – Build on the recruitment efforts previously established. In progress, funds have been budgeted for one hiring process and recruit academy per year in the 2021/2022 biennium.

Goal #3 Continue to promote a culture that values diversity within the organization.

- Recommendation – Implement an annual training program on diversity issues.
- Recommendation – Support the delivery of impactful and appropriate services to the community.
- Recommendation - Develop a robust recruitment strategy to encourage qualified applicants of all backgrounds.

Goal #4 – Improve the EMS response and support system.

- Recommendation - Staff two dedicated BLS ambulances.
- Recommendation – Implement an embedded peak time nurse into the communications center.
- Recommendation – Increase the support staff for the second community paramedic. Completed in 2020.

Fire Department Strategic Plan

Presented by: Bill Hewett
Fire Chief

360.778.8416 bchewett@cob.org



Fire Department Strategic Plan

BELLINGHAM, WASHINGTON

FINAL DRAFT



January 2020

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1 Introduction and Executive Summary

The Matrix Consulting Group was retained by the City of Bellingham to facilitate the development of a strategic plan for the Fire Department. This document is the result of this development and collaboration of the plan.

1 | Scope of Work

The scope of this study included the assessment of the Fire Department operations, response capabilities, staffing, and other resources necessary for the delivery of services to the City. A review of services and the delivery of those services should be performed periodically to ensure needs are being met. This project focused on the fire protection system response to calls and included:

- Response capabilities;
- Response time analysis;
- Resource locations;
- Available resources;
- Staffing and manpower.

The approaches used in this study were comprehensive as described below.

2 | Approaches Utilized in the Study

To understand and evaluate service level issues facing the City, the project team undertook an assessment of the Fire Department. The principal approaches utilized by the project team in this study included, but were not limited to, the following:

- **Internal Interviews** – members of the project team individually interviewed numerous executives, management, and supervisory staff of the City of Bellingham, Fire Department leadership, and communications center staff.
- **Group Discussions** – members of the project team conducted group discussions with the employees of the Fire Department. Group discussions were conducted with a citizens group for input into the strategic planning document.
- **Data Collection** – the project team collected a wide variety of external and internal data documenting the structure, operations and organization, including:

- Department staffing and scheduling
- Documentation reflecting operations management
- Numerous output data reflecting services provided
- Various other performance information

This data was summarized in a 'descriptive profile' of the Fire Department, which was reviewed by the staff of the Fire Department to ensure we had a factual foundation for the study. This approach ensured that the project team had an appropriate understanding of the Department.

Data was collected over the past several months and presented in interim deliverables. Throughout this process, the project team reviewed facts, findings, and conclusions through these interim deliverables with the Fire Department.

3 | Summary of Strategic Initiatives

The following table provides a summary of goals established in this report. The report itself should be reviewed to understand the factual basis behind each goal as well as the analysis leading to each goal and the related recommendations, which begin on page 57.

SUMMARY OF GOALS

ORGANIZATIONAL	
Goal 1	Stabilize the staffing of the Fire Department
Goal 2	Continue recruitment efforts to maintain an active hiring list in preparation of a significant number of retirements.
Goal 3	Continue to promote a culture that values diversity within the organization.
EMERGENCY OPERATIONS	
Goal 4	Improve the Emergency Medical Services response and support system.
Goal 5	Continue the improvements to the emergency services response system
FIRE PREVENTION	
Goal 6	Improve the capability of the Fire Prevention Division.
TRAINING AND EDUCATION	
Goal 7	Partner with Whatcom Fire District #4 to enhance the training facility.
Goal 8	Improve the health/wellness programs for emergency services employees.
ESSENTIAL SERVICES	

Goal 9	Enrich the capabilities of the Communications Center
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Goal 10	Enhance the capabilities of the Emergency Management function of the City.
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There are a couple of overarching themes that developed as the project team conducted this review. During the employee meetings and in the employee survey, it was discovered that the use of forced overtime is having a detrimental effect on the morale of the Fire Department and is affecting other operations within the department. For example, the use of training groups worked very well until the forced overtime issue began and personnel no longer wanted to work overtime to conduct training activities.

The use of forced overtime is a result of an increased vacation benefit, increased use of sick/injury leave, and the staffing requirements of the Fire District #8 agreements. The Fire District #8 contract and Memorandum of Understanding (MOU), requires the Fire Department to provide two career officers and two career firefighters daily. The Fire Department is seven personnel short to meet this requirement. Additionally, volunteer personnel are to make up the balance of the staffing of the two District stations. A lack of volunteer staffing also caused a need for forced overtime. Overall, repairing these two issues will help to alleviate other workload dilemmas.

Operationally, emergency medical calls are overwhelming the system and using a first response model is diminishing the availability of resources and the response to calls for service. To ease the emergency medical call issues, there are three items that will work in conjunction with each other to provide a more stable response system. Adding a social worker to better support the Community Paramedic program and possibly adding a third team depending on the successes of the previous teams. Include an embedded nurse in the dispatch center to redirect those calls that are better served with non-emergency services will help to reduce the overall call volume. The addition of two dedicated basic life support transport units will allow other resources to remain closer to their response districts by reducing the need to cross staff apparatus and improving the response time to emergency calls while ensuring the appropriate amount of resources can respond to the incidents.

2 Organization and Area Overview

This chapter provides an overview of the Fire Department's organization, governance, and general characteristics of the City of Bellingham.

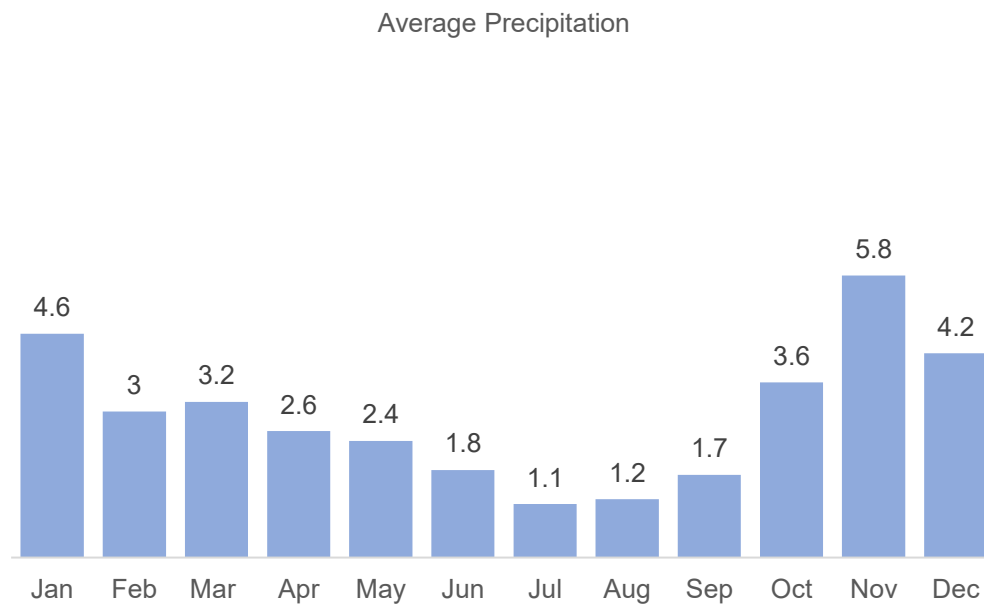
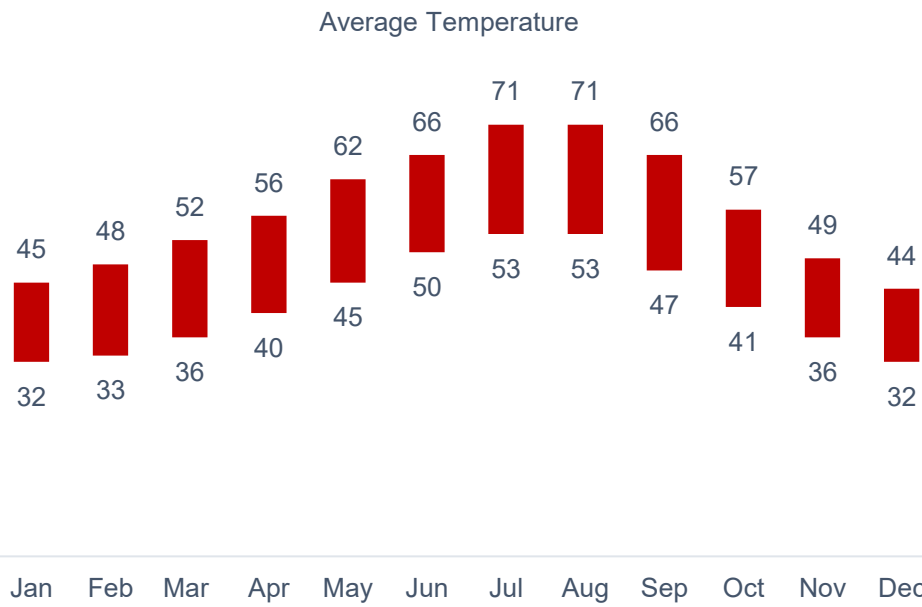
1 | Background and Overview

The City of Bellingham is located in the northwestern section of Washington State about 52 miles southwest of Vancouver, British Columbia and 90 miles north of Seattle. To the west the City is bordered by the Bellingham Bay and to the east is the cascade Mountain Range. Bellingham serves as the county seat for Whatcom County and has an estimated population of 85,388 residents. The City covers approximately 30 square miles, of which 2 square miles is water. Interstate 5 transects the City providing a north/south route from Seattle to the Canadian border. The Fire Department also provides advanced life support EMS transport services for Whatcom County.

To the north and west of the City is Whatcom Fire District #8. The north section of the Fire District includes the Marietta-Alderwood area with I-5 to the east and Ferndale further north. The Fire District wraps around Bellingham Bay to include the Lummi Indian Reservation that is on a peninsula separating Bellingham Bay and Lummi Bay. The Fire District covers about 23 square miles with an estimated population of 9,495 residents that includes the Lummi Indian Reservation.

1. Climate

Overall the climate is generally mild and strongly influenced by the Cascade Mountains. A rain shadow effect buffers the area from rain approaching from the southwest allowing the milder marine climate to maintain a presence in the region. The charts below illustrate the average temperature and precipitation for the area.



2. Demographic Profile

Bellingham Demographics			
American Fact Finder Data	2000	2010	2017
Estimated Bellingham Population	67,171	80,885	85,388
Median Age	30.4	31.3	31.1
Children Under Age 5	5.2%	4.6%	4.3%
Children Ages 5 to 19 years	19.0%	17.3%	17.4%
Persons Age 20 to 59 years	60.5%	59.8%	58.6%
Persons Age 60 and Over	15.3%	18.1%	19.6%
Families in Poverty	9.4%	9.4%	11.1%
Civilian Labor Force Unemployed	6.8%	6.0%	4.3%
Median Household Income	\$32,530	\$38,136	\$47,886
Employment Sectors:			
Education, Health Care, Soc. Svc.	23.6%	23.3%	26.4%
Retail Trade	16.2%	15.8%	15.4%
Professional, Scientific, Mgmt.	9.3%	9.0%	9.4%
Finance, Insurance, Real Estate	4.6%	6.3%	4.7%
Entertainment, Recreation, Food	12.0%	14.4%	13.4%
Construction	6.5%	5.6%	4.5%
Manufacturing	9.5%	8.3%	8.5%
Transportation, Warehousing, Util.	3.6%	3.3%	3.1%
Public Administration	2.9%	4.0%	4.2%
Other Services	5.3%	3.9%	5.0%
Wholesale	2.8%	2.4%	2.5%
Information	2.7%	2.4%	1.7%
Agriculture, Forestry, Fishing	1.0%	1.2%	1.1%

The population of Bellingham has increased approximately 27.1% since 2000, adding an estimated 18,217 residents. While the number of children age 19 and younger has declined by 2.5%, the number of adults age 60 and older has increased by 4.3%, raising the median age just under one year to 31.

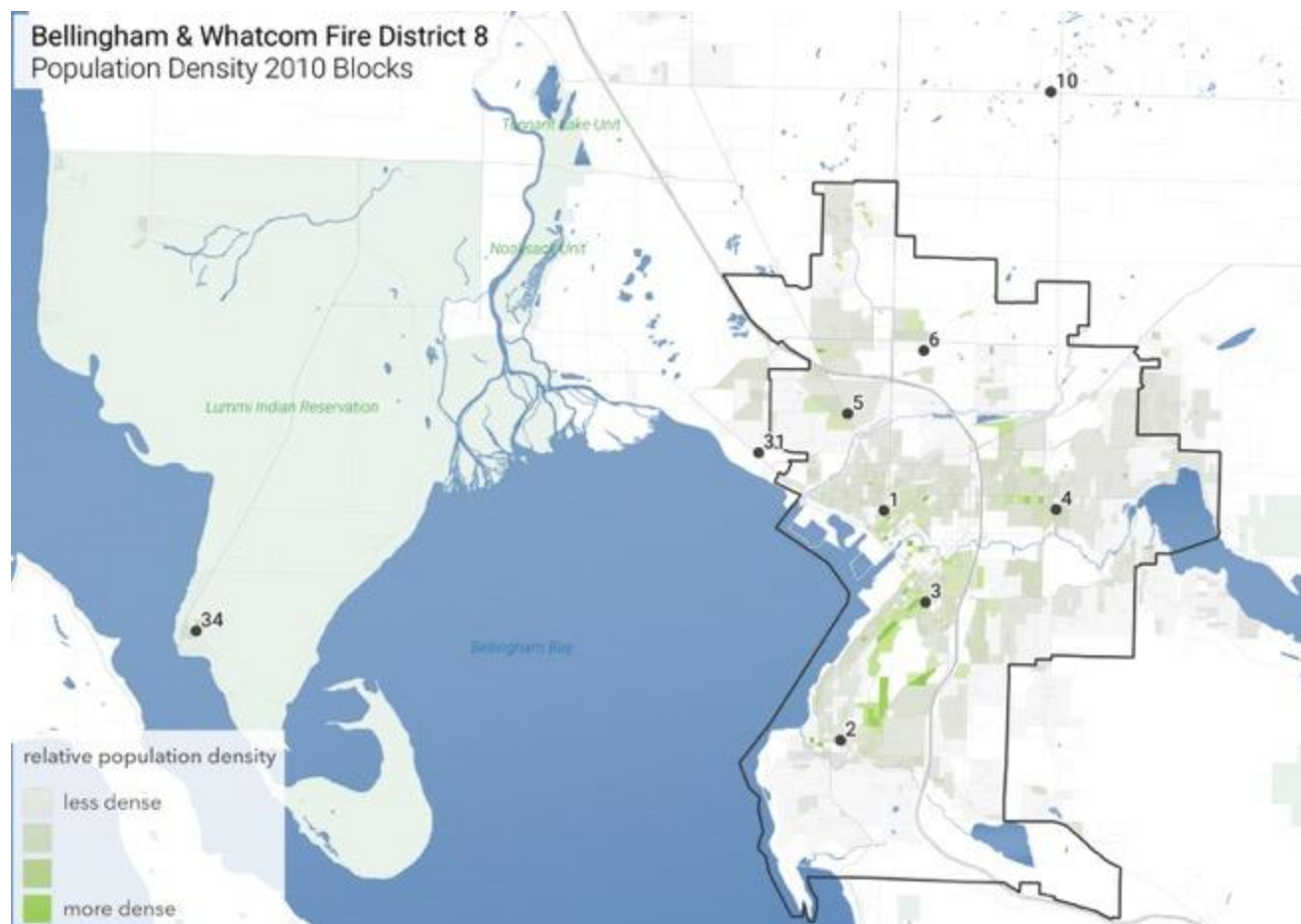
Fire District #8 includes the Marietta-Alderwood area and the Lummi Indian Reservation. The table below illustrates the demographic information as provided by the U.S. Census Bureau for the Marietta-Alderwood area.

Marietta-Alderwood Demographics			
American Fact Finder Data	2000	2010	2017
Estimated Marietta Population	3,594	3,906	4,495
Median Age	35.1	38	38.4
Children Under Age 5	6.9%	7.2%	10.9%
Children Ages 5 to 19 years	19.3%	15.8%	9.6%
Persons Age 20 to 59 years	59.8%	52.0%	55.1%
Persons Age 60 and Over	14.2%	18.3%	24.4%
Families in Poverty	11.3%	6.4%	14.7%
Civilian Labor Force Unemployed	3.3%	9.9%	7.2%
Median Household Income	\$39,902	\$41,126	\$38,362
Employment Sectors:			
Education, Health Care, Soc. Svc.	13.2%	22.1%	51.8%
Retail Trade	18.4%	13.5%	2.2%
Professional, Scientific, Mgmt.	8.9%	8.8%	4.6%
Finance, Insurance, Real Estate	5.3%	4.3%	1.6%
Entertainment, Recreation, Food	10.1%	12.3%	1.3%
Construction	10.2%	5.6%	4.6%
Manufacturing	16.2%	7.0%	8.1%
Transportation, Warehousing, Util.	3.5%	9.0%	2.6%
Public Administration	2.6%	7.7%	1.8%
Other Services	4.3%	4.5%	16.8%
Wholesale	3.3%	2.9%	1.2%
Information	2.2%	2.4%	0.8%
Agriculture, Forestry, Fishing	1.7%	0.0%	2.7%

Population for this area of the Fire District has increased about 25% since 2000 adding an estimated 901 residents. The median age has risen by 3 years during this time with the over 60 age group rising significantly from 14% to 24% of the population.

The Lummi Indian Reservation covers approximately 13,000 acres (about 20.3 square miles) and has a reported membership of 5,000 residents. This translates to approximately 250 residents per square mile. Other demographic information is not available.

The following map provides a view of population density by census tract.



Pockets of higher population densities are located throughout the city with a heavy concentration around Western Washington University. Overall the population density for Bellingham is approximately 2,846 people per square mile and about 226 people per square mile in the Fire District #8 service area.

3. Medic One and Whatcom County

In 2005, Whatcom County, the City Bellingham, and the Whatcom County fire agencies developed a plan to address the emergency medical services, specifically advanced life support (ALS) services in the County. This six-year plan was revisited in 2011 to address the issues in conjunction with a countywide emergency medical services system. A business model was developed and the EMS Oversight Board (EOB) and the technical Advisory Board (TAB) were created to assist with further development of the ALS system. In November 2016, the voters approved a property tax levy to provide for a stable funding

source for the next six-years. Additionally, there is a 1/10th of 1 percent sales tax assessed in the City to support the emergency medical services.

The City of Bellingham participates and is a signatory to an Interlocal Agreement providing ALS services to the City and areas outside the City in accordance with this agreement. Provisions in the agreement stipulates the amount of funding for the ALS units and the areas the City units are responsible to provide services. Additionally, the agreement provides guidelines for the collection of services fees and the process for those fees to be reimbursed to Whatcom County.

2 | Financial Resources

The City of Bellingham operates on a fiscal year ending on December 31. Budget preparation is the responsibility of the Mayor with assistance from the various department heads throughout the City. The City recently changed from an annual budget cycle to a biennial budget cycle that began with the 2015-2016 budget.

1. Revenue

The City receives revenues from a variety of sources. These sources include taxes, grants, and license fees as described below.

- Taxes are charges assessed by the City of Bellingham that include property taxes, sales tax, utility taxes, and business and occupation taxes. In the case of the Fire Department, the tax revenue shown is dedicated sales tax for public safety. This revenue is passed on to Whatcom County as the ALS administrator.
- Licenses and Permits are those fees associated with business licenses and building permit fees. Inspection fees are classified as service charges.
- Intergovernmental Revenue includes grants, entitlements, shared revenues, and payments for goods and services provided by one government to another. For the Fire Department this includes the contractual amount paid by Whatcom Fire District #8 pursuant to an Interlocal Agreement.
- Goods and Services are charges for services rendered or for any goods sold by the City such as water service, sewer service, and ambulance transport services.
- Miscellaneous Revenues are those operating revenues that are unclassified such as interest income, rental income, or contributions from private contributions.
- Other Financing Sources are those items that are a one-time item such as the disposition of assets or transfers.

The General Fund, Medic One Fund, and the Public Safety Dispatch Fund contribute to the Fire Department revenues. The table below is a summary of the revenues that are attributable to the Fire Department.

Bellingham Fire Department Revenues						
	FY2015	FY2016	FY2017	FY2018 Revised	FY2019 Budget	FY 2020 Budget
Taxes	\$663,189	\$687,714	\$745,263	\$617,100	\$840,365	\$865,573
Licenses and Permits	\$1,140	\$1,050	\$1,560	\$0	\$0	\$0
Intergovernmental Revenue	\$375,379	\$960,252	\$1,430,582	\$1,461,733	\$1,497,076	\$1,533,302
Charges for Goods and Services	\$5,936,463	\$5,737,463	\$6,906,227	\$5,814,675	\$7,399,302	\$7,563,660
Miscellaneous Revenue	\$51,131	\$50,767	\$44,565	\$35,869	\$27,000	\$28,000
Other Financing Sources	\$1,190,453	\$1,125,000	\$10,000	\$1,125,000	\$0	\$0
Total	\$8,217,755	\$8,562,246	\$9,138,197	\$9,054,377	\$9,763,743	\$9,990,535

The largest contributor to the revenues attributable to the Fire Department is the Charges for Goods and Services represents about 75% of the total for 2020. The balance of the funding for the Fire Department, or about two-thirds, is from the General Fund of the City.

2. Expenditures

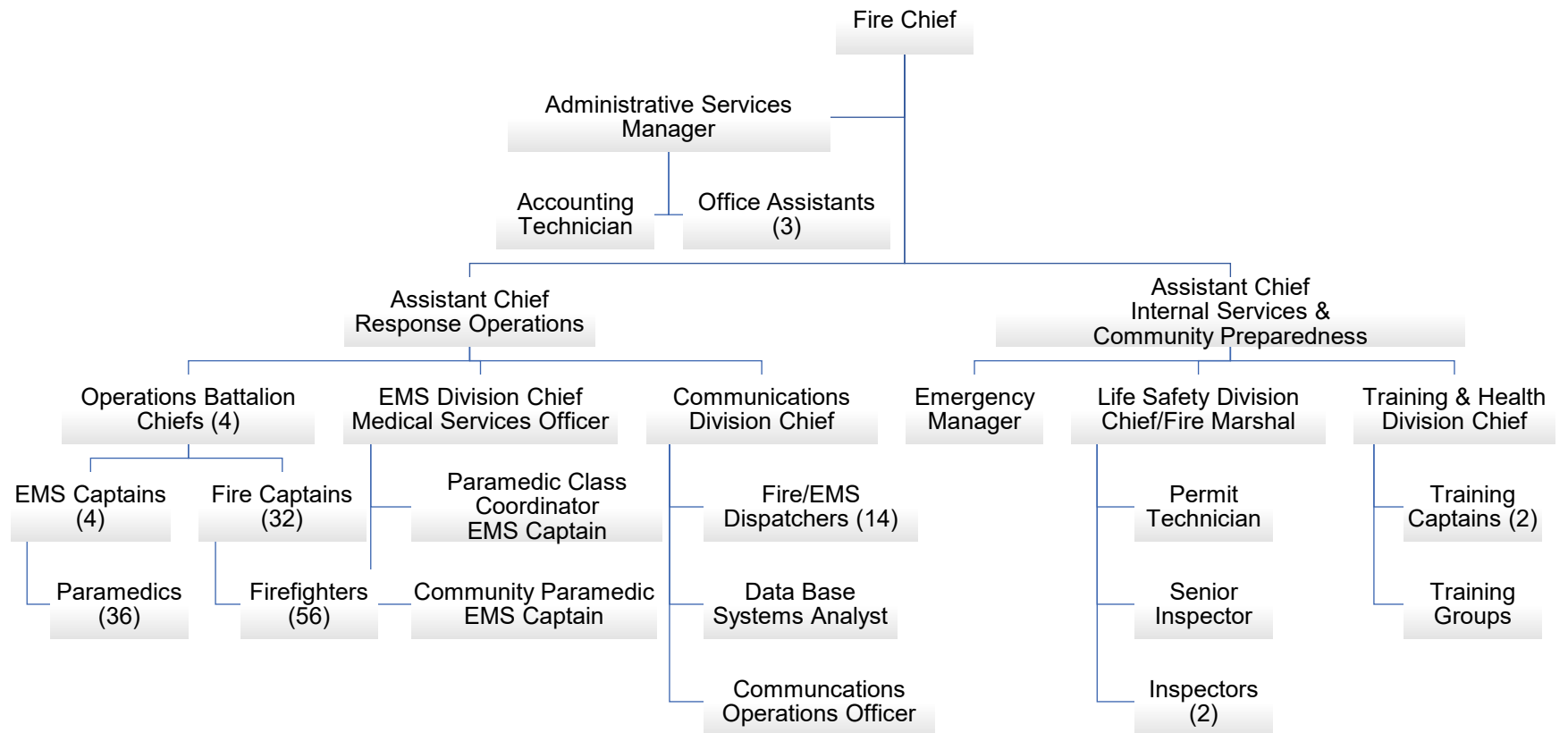
The following table is a summary of the operating expenditures and capital investments for the Fire Department.

Bellingham Fire Department Expenditures						
	FY2015	FY2016	FY2017	FY2018 Revised	FY2019 Budget	FY 2020 Budget
Non-Expenditures	\$316,286	\$325,448	\$1,166,057	\$332,221	\$331,289	\$110,221
Salaries and Wages	\$14,179,984	\$16,030,309	\$17,477,307	\$17,483,043	\$17,892,397	\$17,774,596
Personnel Benefits	\$4,150,856	\$4,514,650	\$4,954,357	\$6,054,252	\$5,926,757	\$6,103,199
Supplies	\$511,099	\$677,314	\$980,328	\$690,756	\$936,632	\$724,815
Other Services and Charges	\$3,050,446	\$3,122,896	\$3,392,933	\$3,236,397	\$4,753,791	\$4,807,606
Obsolete Intergov't. Services	\$765,388	\$691,893	\$749,505	\$793,694	\$0	\$0
Capital Outlays	\$1,398,105	\$429,710	\$346,526	(\$11,505)	\$625,000	\$0
Debt Service Interest/Costs	\$8,293	\$6,339	\$5,070	\$3,130	\$1,861	\$0
Total	\$24,380,457	\$25,798,559	\$29,072,083	\$28,305,867	\$30,467,727	\$29,520,437

3 | Fire Rescue Services

1. Organization

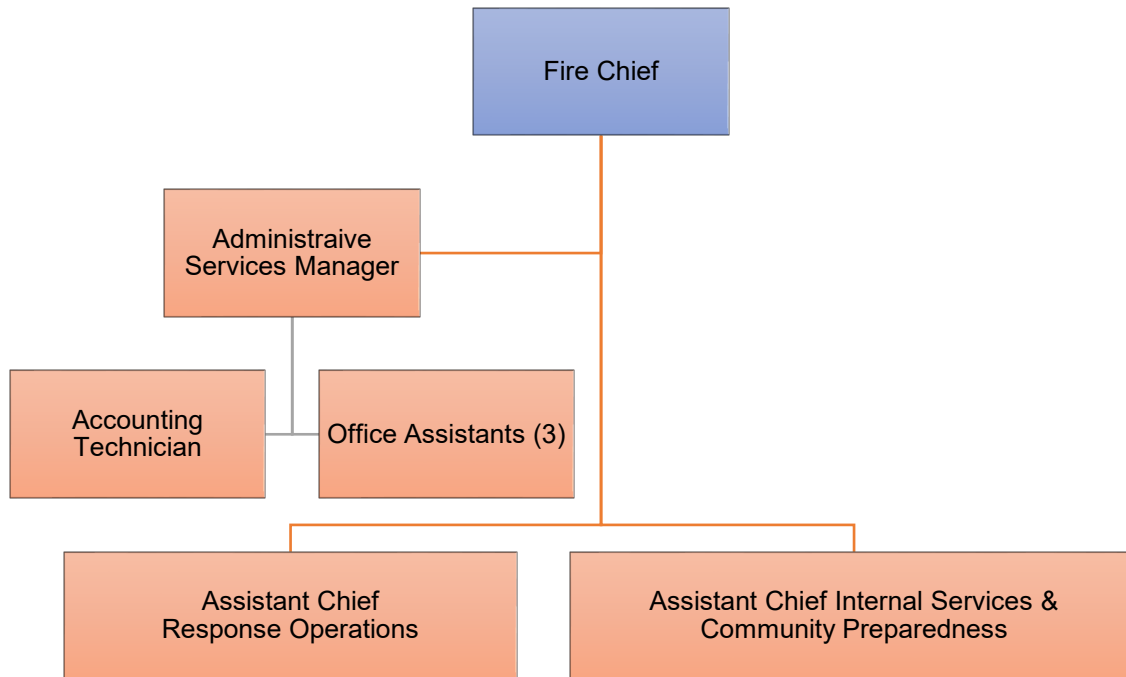
The Fire Department is established through Title 2, Chapter 2.12. Section 2.12.010 of the Bellingham Municipal Code and establishes the Fire Department to be headed by the Fire Chief that is appointed by the Mayor. The organization chart below illustrates the current Fire Department organization.



The mission of the Bellingham Fire Department is “helping people every day”.

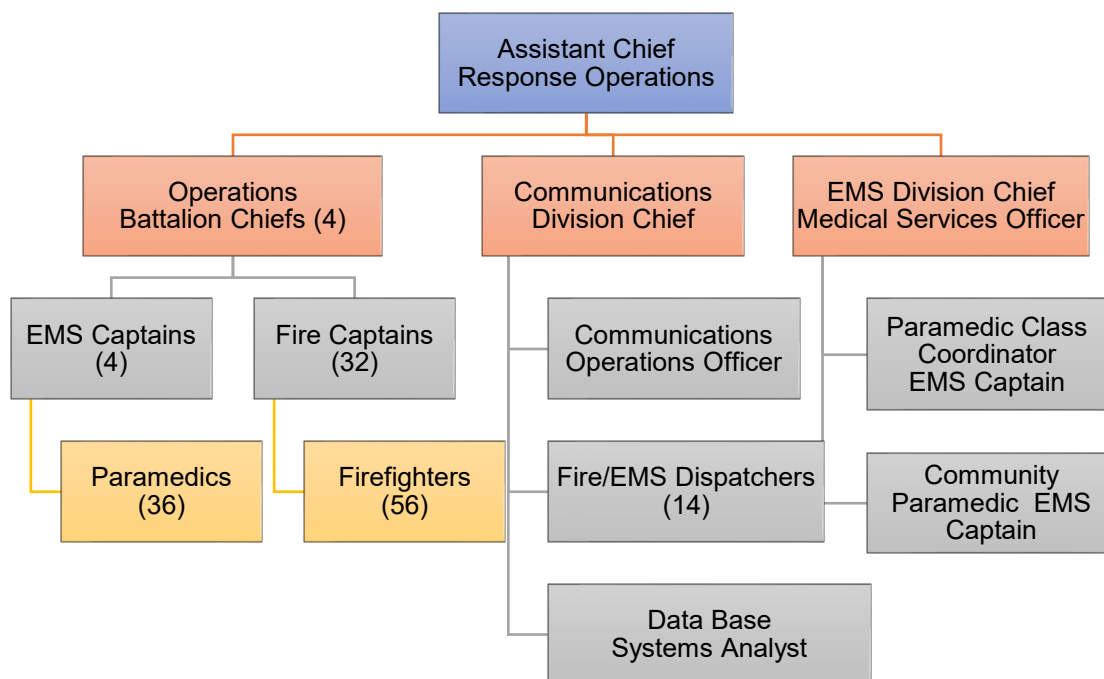
2. Fire Administration

The Fire Administration is responsible for the overall command and control of the Fire Department. This includes budget preparation and monitoring, ambulance billing services, policy development, and operational control. As illustrated below, the Fire Chief, five administrative personnel and two Assistant Chiefs staff this function.



3. Operations and Communications

The Operations section of the department provides for the response to calls for service and the communications section for the department. This is the largest section of the department in terms of personnel and equipment. As illustrated below, the operations section is managed by an Assistant Chief and four Battalion Chiefs. Included in this section are 36 Captains to manage the stations and apparatus.



In addition to providing services to the City the Fire Department also provides services to Whatcom Fire District #8. This is handled through an interlocal agreement between the City and the Fire District. The agreement allows the Fire District to retain ownership of the buildings and equipment and pay the City to provide the personnel to staff the two Fire District fire stations.

The communications center is located in Fire Station 1 and provides dispatch services to the fire and emergency medical services in Whatcom County. The public safety answering point (PSAP) for the City is the police dispatch center and the fire dispatch center is the secondary PSAP. The fire dispatch center utilizes 14 dispatchers working twelve-hour shifts with a minimum staffing of two dispatchers. From 10:30 am to 6:30 pm there is a third dispatcher added to assist with the increased call volume. The center currently handles approximately 29,000 incoming calls and dispatches about 20,000 calls for service annually.

The delivery of advanced life support services is a cooperative effort in Whatcom County between the City of Bellingham, the County, and Fire District #7. The interlocal agreement provides for funding for the services, the services to be provided, and the service areas. For the City the service area includes the City and the eastern sections of the County. The City is authorized for three advanced life support units and a paramedic supervisor. The agreement also establishes the funding levels to be paid to each provider for the authorized units. Further the agreement defines the user fees and the manner in which those collected fees are paid to the County. The management of the emergency medical

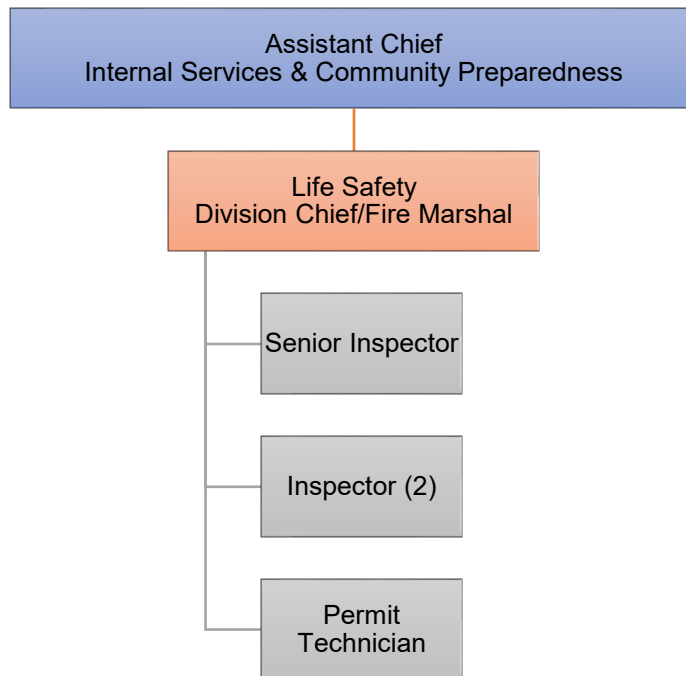
services is handled by a Division Chief and six Captains. The Division Chief provides oversight to the emergency medical services of the department that includes the basic life support system and the advanced life support functions. This position also works with the supervising physician to develop continuing education programs, quality assurance programs, and equipment needs of the Fire Department.

Four Captains oversee the daily operations working on the platoon schedule. Two Captains provide support to the emergency medical services section in conjunction with the supervising physician. One Captain coordinates the paramedic class and the delivery of the paramedic program, the coordinator for the paramedic class also instructs about half the classes and arranges for other specialty instructors to teach specialty type topics. The program is in partnership with the Bellingham Technical College which provides assistance with the course Accreditation and the acquisition of a State Certification for the program.

The second Captain operates the community paramedic program which designed to connect high users of the emergency medical services with non-emergent services. The program has partnered with other services in the City and County to provide the necessary services and reduce the reliance on the emergency medical services for non-emergency medical care. Since the creation of the program 450 clients have been served and in 2017 there was a reduction of 1,500 emergency medical calls.

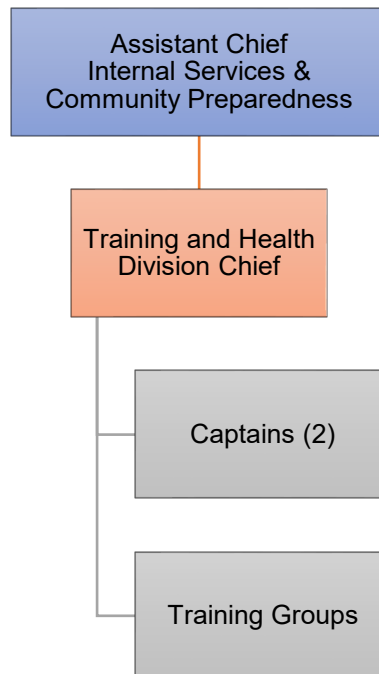
4. Fire Prevention

The fire prevention function is responsible for plan review, new construction and remodeling inspections, life safety education, and general business inspections. Fire Investigations are also handled by this group as the inspectors are also trained as fire investigators. Fire Prevention is managed by the Fire Marshal that holds the rank of Division Chief and has a senior inspector, two inspectors, and a permit technician assigned to the group.



5. Training and Health

The training division is tasked with providing training and education to the existing Fire Department staff. The division is also tasked with managing the health and safety issues for the Fire Department with the Division Chief also serving as the Safety Officer. The division is managed by a Division Chief and has two Captains to assist in the programming and delivery of training sessions as shown below.



6. Physical Resources

Service to the City of Bellingham and District 8 is provided from nine stations, eight fire stations and one EMS station. The following map illustrates the locations of the stations.



Bellingham operates on a four (4) platoon system, working 24 hours on and 48 hours off, then 24 hours on and 96 hours off. In order to complete the schedule a 'debit' day is included every 64 days in which the employee works another 24-hour shift. Operating from nine (9) stations the daily minimum staffing is 32 personnel.

- Volunteer personnel will fill out the schedule in Stations 31 and 34 with overtime being used if volunteers are not available to ensure the minimum staffing is accomplished.
- Three medic units are staffed with two personnel and are stationed at Station 1 and 10.
- Eight (8) stations are staffed with three personnel assigned to an Engine/Ladder Company and cross-staffing a basic life support ambulance.

The tables below outline the apparatus and staffing for each of the nine (9) stations.

Bellingham Fire Department Facility Location: 1800 Broadway			
Description of Use	This station houses the administrative offices and dispatch center for the fire department. It provides service to the central section of the City including the Sunnyland area.		
Apparatus Space	Five bays		
Assigned Apparatus	Unit ID	Type	Minimum Staffing
	Engine1	Engine Company	3
	Aid 1	BLS Ambulance	Cross Staffed w/Engine Crew
	Medic 1	ALS Ambulance	2
	Medic 2	ALS Ambulance	2
	EMS 1	Paramedic Supervisor	1
	Battalion 1	Shift Command	1

Bellingham Fire Department Facility Location: 1590 Harris Avenue			
Description of Use	This station provides service to the south section of the City including Fairhaven and Happy Valley.		
Apparatus Space	Three bays		
Assigned Apparatus	Unit ID	Type	Minimum Staffing
	Engine 2	Engine Company	3
	Aid 2	BLS Ambulance	Cross Staffed w/Engine Crew

Bellingham Fire Department Facility Location: 1111 Billy Frank Jr Street			
Description of Use	This station provides service to the south-central section of the City including the City Center and York areas.		
Apparatus Space	Four drive-through bays		
Assigned Apparatus	Unit ID	Type	Minimum Staffing
	Engine 3	Engine Company	3
	Aid 3	BLS Ambulance	Cross Staffed w/Engine Crew

Bellingham Fire Department Facility Location: 2306 Yew Street			
Description of Use	This station provides service to the east of the I-5 corridor including Roosevelt and Alabama Hill.		
Apparatus Space	Three bays		
Assigned Apparatus	Unit ID	Type	Minimum Staffing
	Engine 4	Engine Company	3
	Aid 4	BLS Ambulance	Cross Staffed w/Engine Crew
Bellingham Fire Department Facility Location: 3314 Northwest Avenue			
Description of Use	This station provides service to the northwest sections of the City west of the I-5 corridor including the Birchwood area.		
Apparatus Space	Two drive through bays.		
Assigned Apparatus	Unit ID	Type	Minimum Staffing
	Ladder 5	Ladder Company	3
	Aid 5	BLS Ambulance	Cross Staffed w/Ladder Crew
Bellingham Fire Department Facility Location: 4060 Deemer Road			
Description of Use	This station provides services to the north sections of the City east of the I-5 corridor that includes the Meridan and King Mountain areas.		
Apparatus Space	Three bays		
Assigned Apparatus	Unit ID	Type	Minimum Staffing
	Engine 6	Engine Company	3
	Aid 6	BLS Ambulance	Cross Staffed w/Engine Crew
Bellingham Fire Department Facility Location: 752 Marine Drive			
Description of Use	This station is owned by the Whatcom Fire District #8 providing service the eastern side of the District including Marietta and to the western sections of the City including Birchwood.		
Apparatus Space	Two bays		
Assigned Apparatus	Unit ID	Type	Minimum Staffing
	Engine 31	Engine Company	3
	Aid 31	BLS Ambulance	Cross Staffed w/Engine Crew
Bellingham Fire Department			

Facility Location: 2600 MacKenzie Road			
Description of Use	This station is owned by the Whatcom Fire District #8 providing service to the Lummi Reservation.		
Apparatus Space	Two bays		
Assigned Apparatus	Unit ID	Type	Minimum Staffing
	Engine 34	Engine Company	3
	Aid 34	BLS Ambulance	Cross Staffed w/Engine Crew
Bellingham Fire Department Facility Location: 858 East Smith Road			
Description of Use	This station houses a single advanced life support unit providing service to the unincorporated areas north of the City and providing support to the City for advanced life support calls.		
Apparatus Space	Single bay		
Assigned Apparatus	Unit ID	Type	Minimum Staffing
	Medic 10	ALS Ambulance	2
Bellingham Fire Department Facility Location: 722 Coho Way			
Description of Use	This is a boat house housing the fire boat that is cross staffed with the Station 6 crew.		
Apparatus Space	Boat House		
Assigned Apparatus	Unit ID	Type	Minimum Staffing
	Marine 6	Fire Boat	Cross Staffed w/Engine 6 Crew

7. Historical Workload

The Fire Department responds to emergency and non-emergency calls for service. The following tables illustrate the activities of the Department grouped by the type of call or detail.

Calls For Service by Type					
	2016	2017	2018	Total	Pct.
Medical Calls	11,899	12,653	14,071	38,623	73.7%
Public Service Calls	2,333	2,648	0	4,981	9.5%
Dispatched / Canceled Calls	413	1,079	2,329	3,821	7.3%
False Alarms and False Calls	553	637	759	1,949	3.7%
Service Calls	211	253	492	956	1.8%
Fire Calls	439	522	491	1,452	2.8%
Hazardous Conditions	188	176	151	515	1.0%
Unknown Fire Calls	0	0	93	93	0.2%
Total Calls	16,036	17,968	18,386	52,390	

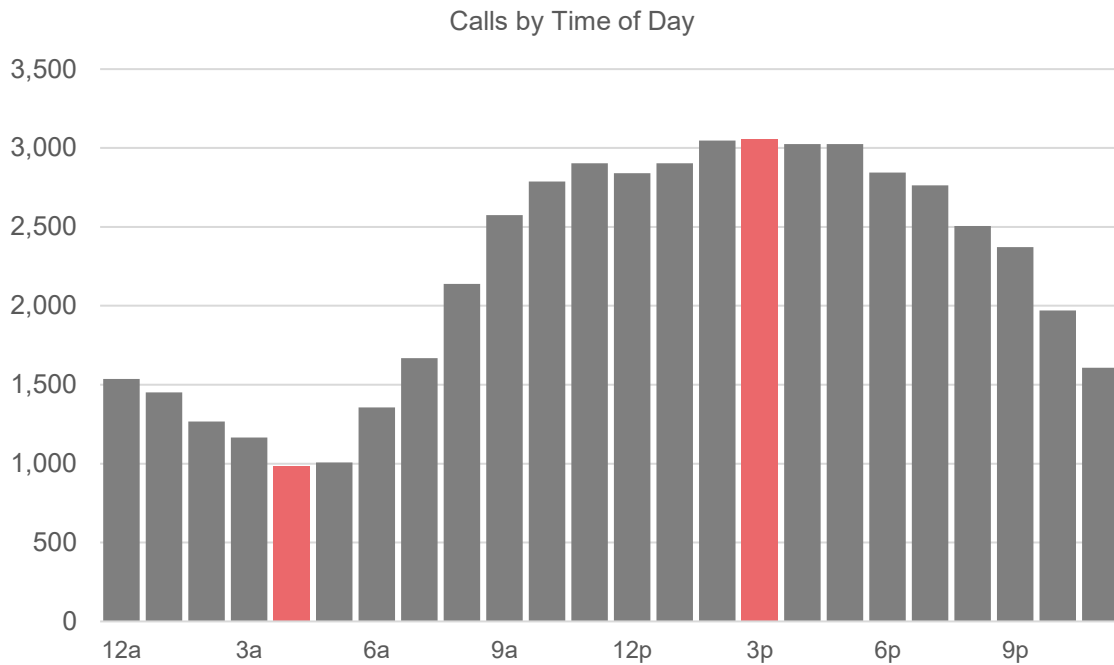
As shown above, medical calls account for the majority of calls for service at 74% of the call volume.

The following table displays the total number of calls for service handled by Fire Department by each hour and day of the week for the past three years. Both emergency and non-emergency calls were included to provide an overall view of the call demand on the fire protection system.

Calls for Service by Hour and Weekday								
	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12 am	274	215	181	191	191	210	275	1,537
1 am	267	208	165	169	156	196	291	1,452
2 am	226	161	139	154	178	168	240	1,266
3 am	196	159	151	152	170	161	177	1,166
4 am	189	135	134	128	144	101	155	986
5 am	133	151	157	140	145	138	143	1,007
6 am	189	170	195	199	204	207	192	1,356
7 am	230	238	225	236	256	254	229	1,668
8 am	250	340	315	323	306	353	252	2,139
9 am	322	392	357	368	418	391	326	2,574
10 am	361	438	402	393	398	415	381	2,788
11 am	384	397	484	403	451	394	391	2,904
12 pm	373	449	376	394	425	443	380	2,840
1 pm	340	434	395	464	448	421	402	2,904
2 pm	373	463	456	451	461	469	375	3,048
3 pm	400	394	479	496	435	432	420	3,056
4 pm	386	449	465	449	460	403	412	3,024
5 pm	425	466	411	437	470	444	371	3,024
6 pm	401	441	373	398	414	421	397	2,845
7 pm	406	417	390	386	371	411	382	2,763
8 pm	355	341	311	350	366	390	393	2,506
9 pm	351	308	310	318	356	329	400	2,372
10 pm	320	238	250	271	280	308	304	1,971
11 pm	244	224	197	184	209	277	272	1,607
Total	7,395	7,628	7,318	7,454	7,712	7,736	7,560	52,803

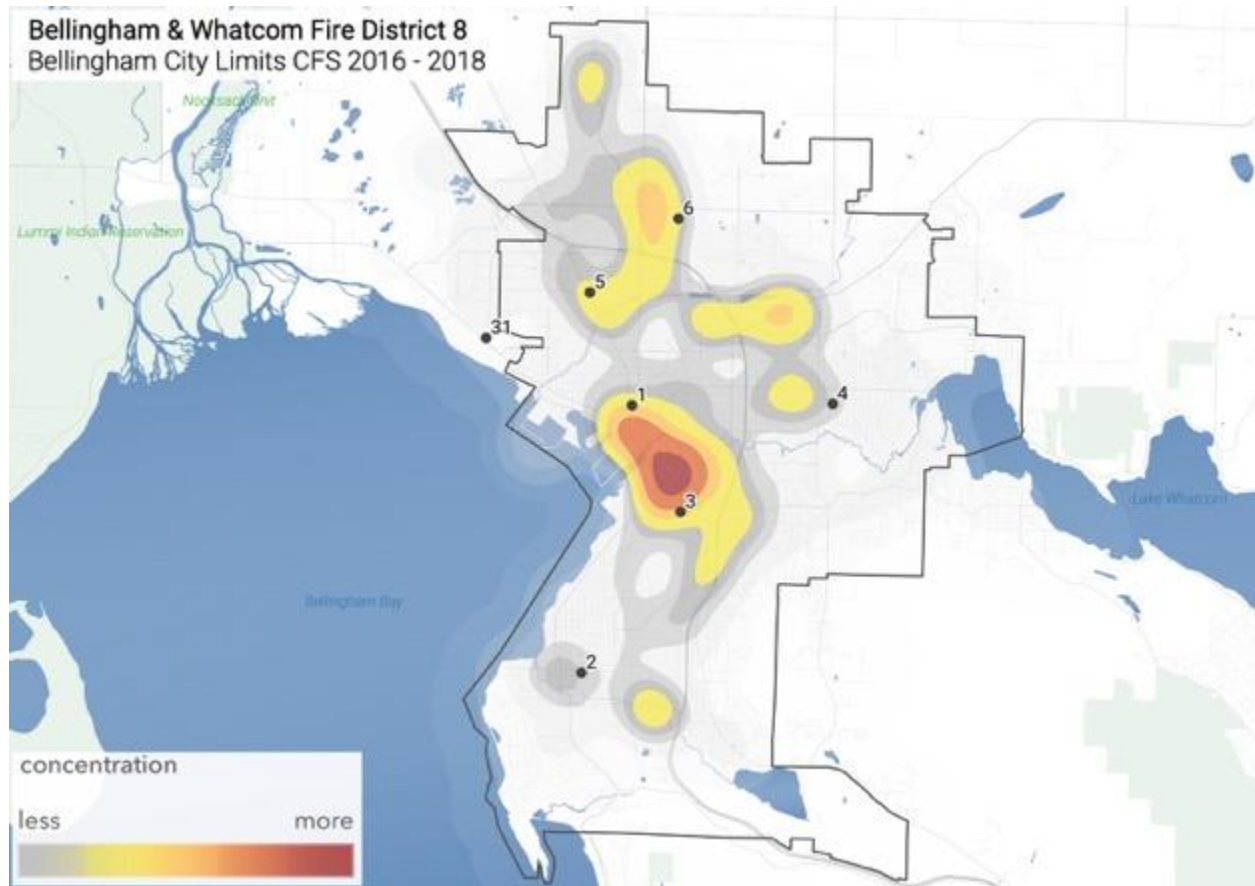
The call volume is heaviest during the middle part of the day from late morning to the early afternoon and generally though the normal workweek of Monday through Friday. The calls for service varied by time of day and day of the week. The busiest time of the day is the 3 pm hour with the slowest hour being 4 am.

The following chart further illustrates the calls for service by hour of the day.

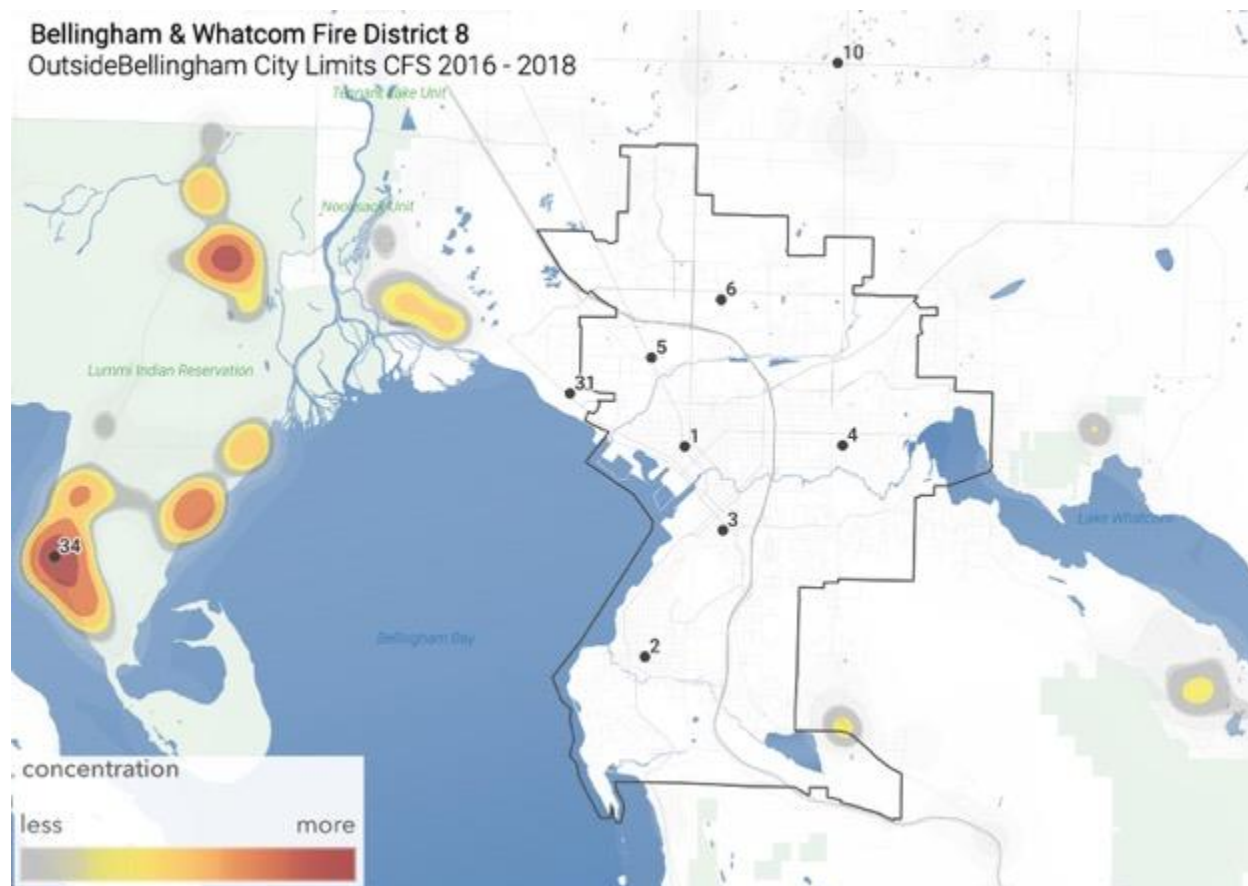


As illustrated above, calls increase sharply at the 8 am hour peaking at the 3 pm hour and remain steady throughout the day. The calls begin to decline at the 7 pm hour and sharply decline at the 10 pm hour with 4 am being the slowest hour of the day.

The following map illustrates the call demand using GIS technology to outline where the majority of the calls are occurring. For clarity, the calls only include those in the City. As illustrated, the highest volume of calls is in the central section of the City generally between Station 1 and 3. There is another heavy pocket of calls in the area of Station 6 in the northern section of the City.



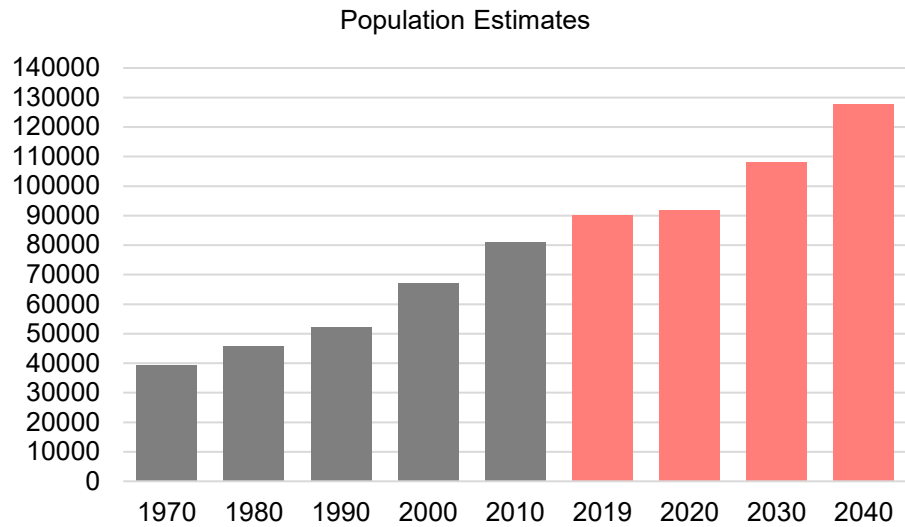
The map below illustrates those calls outside the City to include Whatcom Fire District #8. These are shown separately to provide a clearer view of where those calls are occurring.



There are two heavier pockets of calls. The first being in the area surrounding Station 34 which the southern section of the Lummi Reservation with the second area in the northern section of the Reservation. Both of these areas are the more populated areas of the Reservation. The Marietta area just to the west of the airport is another area that has a slightly heavier call volume.

4 | Community and Economic Growth

There are areas of planned growth along the waterfront with a mixed use of residential, office, retail, and restaurants. The waterfront development is expected to be a slow process. A revitalization of the downtown area includes residential buildings. Annexations and growth to the north is also expected and population growth is planned at approximately 1,600 residents per year or at a rate of about 1.8% per year. The chart below illustrates the anticipated population growth.



The map below illustrates the urban growth boundary that has been established with a large part of this area being north of the City.



3 Summary of the Community Focus Group Meeting

The Mayor's Neighborhood Advisory Commission (MNAC) was used to provide community feedback to the project team about the Fire Department. MNAC is composed one representative from each of the 25 neighborhoods in the City. Each representative was provided with five statements about the Fire Department. These representatives were encouraged to discuss these statements within their respective neighborhood groups for input into the planning process.

During a meeting held with these representatives, each representative was afforded the opportunity to provide their comments with all comments posted on a board for everyone to consider. At the end of the session, each representative was given five stickers to place at the comment they felt was most important based on their neighborhood discussions. There were 17 representatives present at the meeting and 85 votes available. The percentages shown in the tables below represents the percentage of those 85 votes.

1 Services Provided

The first statement was to have the attendees to prioritize the programs and services of the Fire Department as shown in the table below.

Programs and Services	Number of Responses	Pct. of Total Available
EMS	10	11.8%
Fire Control	7	8.2%
Investigations	4	4.7%
Haz Mat	3	3.5%
Life Safety	3	3.5%

EMS services is considered the most important service from the Fire Department as 10 of the 85 votes were allocated to this area. Fire control is second receiving 8.2% of the 85 votes available.

2 | Expectations

The attendees were asked to identify and prioritize their expectations of the Fire Department. The table below illustrates the responses from the group and their corresponding votes.

Expectations	Number of Responses	Pct. of Total Available
Trained Professionals	8	9.4%
Quick Response	5	5.9%
Equitable Response	5	5.9%
Unified/Collaborative Response	2	2.4%
Support Agency	1	1.2%
Coordination of Response	1	1.2%
Preparedness	1	1.2%

The most important expectation of the group was having trained professionals receiving 9.4% of the responses. Quick response and equitable response both received 5.9% of the responses. According to the discussion for the equitable response was that each area or section of the City should receive the same level of services.

3 | Concerns

In this section the attendees were asked to provide their concerns they may have about their Fire Department or the fire protection system. There was considerable discussion about these items within the group. The topics ranged from fire investigations to concerns about the wildland fire issues facing the western states.

The table below displays the results of these discussions.

Concerns	Number of Responses	Pct. of Total Available
Wildland Interface	10	11.8%
Need Resources	5	5.9%
EMS Response Outside Urban Core	4	4.7%
Inspections - Follow Through	3	3.5%
Outreach Programs	2	2.4%
Investigations - Follow Through	2	2.4%
Access to Buildings w/Apparatus	2	2.4%
Increasing Diversity	1	1.2%
Mapping	0	0.0%

The Wildland Interface is a major concern for the group. The discussion not only addressed the response but also any prevention efforts that could be undertaken to prevent or slow the progress of such an event. Another concern expressed by the group was the resources needed by the Fire Department to handle the emergency calls for service.

4 | Strengths of the Fire Department

The final segment of the group discussion permitted the attendees to address any positive attributes of the Fire Department. Attendees were satisfied with the services they receive from the Fire Department as illustrated below.

Positive Attributes	Number of Responses	Pct. of Total Available
Diplomatic and Focused	4	4.7%
FF as Ambassadors	2	2.4%
Good Morale	1	1.2%
Passionate - FF	0	0.0%
Fast Response	0	0.0%

Some of the attendees had experience using the service and expressed their admiration that in the face of adversity how well the fire personnel remained diplomatic and

professional. Several other attendees expressed their thoughts the fire personnel were good ambassadors of the City.

5 | Summary

Overall this focus group was very positive about their Fire Department and felt they were doing a good job. They did express some concerns about the response to certain types and incidents and whether or not the Fire Department had the appropriate resources. The table below displays the top two votes in each of the four categories. In the expectations section there was a tie for second place, so both were included. In parenthesis the category is shown for reference.

Summary of Responses	Number of Responses	Pct. of Total Available
EMS (Programs)	10	11.8%
Wildland Interface (Concerns)	10	11.8%
Trained Professionals (Expectations)	8	9.4%
Fire Control (Programs)	7	8.2%
Quick Response (Expectations)	5	5.9%
Equitable Response (Expectations)	5	5.9%
Need Resources (Concerns)	5	5.9%
Diplomatic and Focused (Attributes)	4	4.7%
FF as Ambassadors (Attributes)	2	2.4%

The highest priority is the EMS programs and the concerns over the Wildland Interface. Additionally, there is an expectation of having highly trained professionals for emergency response.

4 Employee Participation

This section contains the results of the employee responses and participation in the strategic planning process. Two mechanisms were used to obtain the responses, an anonymous online survey and focus groups where held to further discuss the issues. The online survey asked specific questions while the focus groups concentrated on the strengths, weaknesses, opportunities, and threats (SWOT).

1 Employee Questionnaire

1. Summary of Key Findings

In the following sections a complete analysis is presented for each of the questions, but overall themes are presented below in terms of strengths and opportunities for improvement.

A. Findings of Strengths

- Fire Department staff felt strongly that they provide a high level of service to the community and that their approach to public safety improves the quality of life in Bellingham and Fire District #8.
- Respondents felt the partnerships with their response partners is strong and effective.
- Staff felt the dispatch system works well and the information provided is accurate and timely.
- Respondents indicated the apparatus and equipment is appropriate to provide service to the City and is reasonable well maintained.

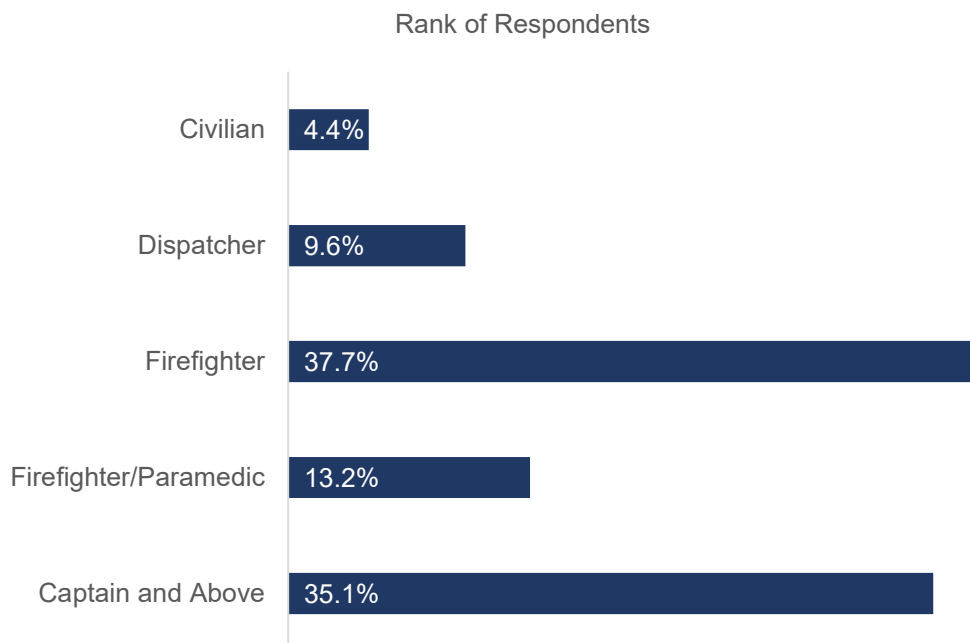
B. Findings of Potential Improvement Opportunities

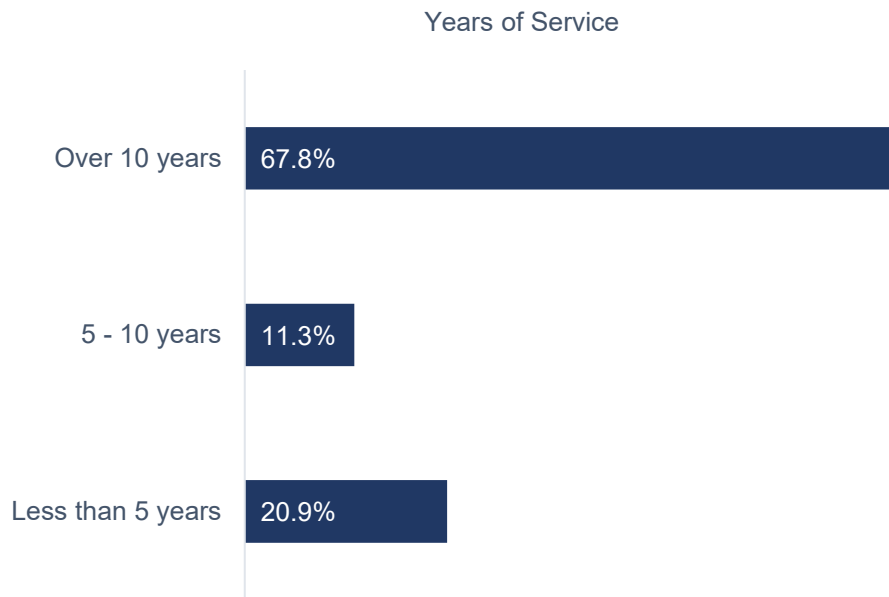
- The staff felt the Department needs a vision and direction for the future.
- Respondents indicated the staffing needs to be increased to meet the needs of the City and the demands for services.
- Staff indicated the stations are not well maintained and adequate training facilities are needed.

- Staff indicated there are opportunities to improve shared services with neighboring departments.

2. Employee Demographics

The electronic survey responses were confidential and anonymous however, the project team asked respondents to provide some information about their position for comparison purposes. The following charts summarize responses to each of those questions.





The Department is well established in terms of experience and tenure with 67% of the respondents having over 10 years with the Department.

3. Service to the Community

This section provided thirteen statements related to the service provided to the community by the Fire Department. The respondents were asked to provide their opinion based on these statements. The response options were “strongly agree” (SA), “agree” (A), “disagree” (D), and “strongly disagree” (SD). Respondents could also choose “neither agree or disagree” to indicate neutral feelings or opinions. Respondents could also opt out of responding to the statement at all, in which case they were not counted among the respondents for that statement.

(1) Community Relationship

This collection of statements was aligned with how the respondents thought the Department is viewed by the community and its residents. About 75% of the respondents felt the residents view the Department as a high priority and 89% of the respondents feel they have a positive relationship with those residents.

SERVICE TO THE COMMUNITY

#	Statement	SA	A	Neutral	D	SD
1	Our Department provides a high level of service for the community.	24%	57%	3%	15%	2%
2	Residents view our Department as a high priority.	19%	55%	22%	4%	0%
3	Our Department has positive relationships with City residents.	26%	62%	8%	4%	0%
4	Our Department has positive relationships with District residents.	13%	55%	29%	3%	0%
5	Our approach to providing services improves the quality of life in the City of Bellingham.	21%	42%	20%	12%	4%
6	Our approach to providing services improves the quality of life in Fire District #8.	26%	41%	19%	11%	2%

This positive relationship with the residents was supported with 81% of respondents reporting the level of service was high and 63% reporting the approach to delivery of services improves the quality of life. Similarly, in Fire District #8, 68% of the respondents indicated they had a strong relationship with the residents and 68% felt the approach to the delivery of services improved the quality of life.

(2) External Agency Relationships

In this sub-section the respondents provided their opinions on the relationships with other emergency service providers in the region. Mutual aid received and provided were asked separately. Approximately 81% of the respondents felt the Department provides effective mutual aid but only 44% felt the mutual aid received is effective.

PARTNERSHIPS						
#	Statement	SA	A	Neutral	D	SD
7	Our department has positive relationships with our response partners	9%	65%	19%	7%	0%
8	We provide effective mutual aid to neighboring fire departments.	31%	50%	14%	5%	0%
9	We receive effective mutual aid from our neighboring departments.	11%	33%	30%	18%	8%
10	There are opportunities to improve shared services with neighboring agencies.	42%	46%	11%	2%	0%

Respondents believe there are opportunities for improving shared services, which received an 88% positive response.

(3) Communications

About 65% of the respondents agreed that the dispatch center provides accurate and timely information for emergency incidents.

COMMUNICATIONS						
#	Statement	SA	A	Neutral	D	SD
11	The 911 Dispatch system works well for Fire/Rescue calls.	10%	27%	22%	23%	18%
12	Dispatch information provided to us on incidents is accurate.	5%	28%	35%	21%	11%
13	Dispatch information provided to us on incidents is received in a timely fashion.	15%	50%	26%	4%	4%

The respondents are about evenly split on how well the dispatch works for the fire and emergency medical calls responded to by the Department.

The recurring theme from the respondents is there is a positive relationship with the community and its residents but there are improvement opportunities in the delivery of services. Additionally, the respondents feel there are opportunities to improve the communications system and the working relationship with response partners.

4. Management and Administration

This section provided thirteen statements related to the management and administration of the Fire Department. The respondents were asked to provide their opinion based on these statements. The response options were “strongly agree” (SA), “agree” (A), “disagree” (D), and “strongly disagree” (SD). Respondents could also choose “neither agree or disagree” to indicate neutral feelings or opinions. Respondents could also opt out of responding to the statement at all, in which case they were not counted among the respondents for that statement.

(1) Department Vision and Direction

Respondents provided their opinions related to the future direction of the Department. Individual performance expectations received a 71% positive response but only 10% of the respondents felt there is an effective plan to communicate with the residents.

VISION AND DIRECTION						
#	Statement	SA	A	Neutral	D	SD

14	Our Department has a clear vision / direction for the future.	2%	17%	25%	37%	19%
15	I am kept informed of important Departmental information.	6%	42%	26%	20%	5%
16	My performance expectations are made clear.	12%	58%	12%	15%	2%
17	We have an effective communication plan to engage the community.	1%	9%	34%	42%	15%
18	The Fire Department operates efficiently.	6%	21%	21%	35%	17%

Only 19% of the respondents felt the Fire Department has a clear vision for the future and 27% of the respondents believe the Fire Department operates efficiently.

(2) Department Policies

Overall the respondents were mixed regarding the policies and procedures for the Fire Department. In reference to currency and adequacy of the policies and procedures, about 41% of the respondents felt they were current and adequate. However, 42% of the respondents felt the policies are not routinely reviewed and are not consistently updated. Likewise, 42% of the respondents did not express an opinion or were neutral on this same topic.

POLICIES AND PROCEDURES						
#	Statement	SA	A	Neutral	D	SD
19	Departmental policies are current.	2%	39%	24%	22%	13%
20	Policies related to operations are adequate and clearly defined.	3%	38%	31%	20%	8%
21	Departmental policies are routinely reviewed.	2%	14%	42%	27%	14%
22	Departmental policies are consistently updated to improve our Department.	3%	14%	42%	28%	13%

(3) Organizational Structure

The statements in this sub-section are directed at the overall organization and span of control for supervisors. In the three statements included, the respondents felt the supervision at emergency scenes was sufficient, but the organizational structure of the Fire Department needs to improve.

ORGANIZATIONAL STRUCTURE						
#	Statement	SA	A	Neutral	D	SD
23	The current organizational structure is appropriate for our Department.	3%	23%	16%	42%	16%

24	The supervision at emergency scenes is sufficient.	18%	51%	19%	10%	3%
25	Spans of control in the Fire Department are appropriate.	10%	36%	21%	19%	13%

Within the statements posed to the respondents, 58% of the respondents felt the organizational structure needs improvement and 46% felt the span of control is appropriate. As to the supervision at emergency scenes, 69% felt the supervision is adequate.

4. Finance and Budget

These statements are directed at the budget and the use of overtime. Respondents were mostly favorable in terms of overtime and the policies to ensure equal opportunities with 63% agreeing or strongly agreeing. In terms of the use of forced overtime, working excessive amounts of overtime, 82% felt the use of forced overtime is a problem within the Fire Department.

FINANCE AND BUDGET						
#	Statement	SA	A	Neutral	D	SD
26	Budgeted funds allow our Department to operate effectively.	1%	4%	13%	41%	42%
27	The Department is effective at capital planning.	2%	4%	31%	31%	33%
28	Overtime assignment policies ensure equal opportunities for overtime.	19%	44%	20%	10%	7%
29	I am not required to work excessive amounts of overtime.	12%	37%	24%	16%	11%
30	The use of forced overtime is an issue.	63%	19%	13%	2%	3%

Less than 6% of the respondents felt the Department is effective with capital planning and 82% felt the budgeted amounts are not adequate to operate effectively.

The overall theme in this section is that employees feel there is a need to develop a clear and effective vision to guide the future direction of the Department, a routine and consistent review of policies is needed, and the budget does not provide funding to adequately support the needs of the Department. The issue of force overtime is a major concern of the respondents.

5. Staffing and Operations

This section provided twelve statements related to the operations and staffing of the Fire

Department. The respondents were asked to provide their opinion based on these statements. The response options were “strongly agree” (SA), “agree” (A), “disagree” (D), and “strongly disagree” (SD). Respondents could also choose “neither agree or disagree” to indicate neutral feelings or opinions. Respondents could also opt out of responding to the statement at all, in which case they were not counted among the respondents for that statement.

(1) Staffing Resources

In this first sub-section staffing of the Fire Department is addressed. The respondents feel they work well with each other on calls for service.

ORGANIZATION, STAFFING, AND OPERATIONS						
#	Statement	SA	A	Neutral	D	SD
31	Staff resources are adequate to meet the current Fire Department needs of the City.	1%	4%	11%	38%	46%
32	Staff resources are adequate to meet the current Fire Department needs of the Fire District.	1%	5%	13%	44%	37%
33	Our Department is adequately staffed to meet demands for services.	1%	3%	6%	37%	54%
34	Current apparatus staffing allows us to effectively perform our duties on emergency scenes.	1%	20%	19%	36%	25%
35	Our personnel work well with each other on calls for service to which they respond.	38%	50%	10%	2%	0%
36	The current shift staffing model works well.	26%	30%	19%	14%	11%

About 84% of the respondents feel the Department is not adequately staffed to meet the needs in the City and 80% do not feel staffing is adequate to meet the needs of Fire District #8. Additionally, 90% of the respondents do not feel the Department staffing can adequately meet the service demands. As to emergency scenes, 61% opined the apparatus staffing is not adequate to effectively perform duties at an emergency scene.

(2) Communications

This sub-section addresses the dispatch system for the Fire Department. The respondents feel they receive timely information about the incident being handled.

COMMUNICATIONS

#	Statement	SA	A	Neutral	D	SD
37	The 911 Dispatch system works well for Fire/Rescue calls.	10%	27%	22%	23%	18%
38	Dispatch information provided to us on incidents is accurate.	5%	28%	35%	21%	11%
39	Dispatch information provided to us on incidents is received in a timely fashion.	15%	50%	26%	4%	4%

The respondents are evenly split about the accuracy of the information received about an incident. As well, the respondents are evenly split on how well the dispatch system works for the Fire Department. In both instances, a number of respondents expressed no opinion.

(3) Training and Education

Training and education are an important aspect of the Fire Department. The respondents slightly disagree versus agree about the value placed on training by the Department. Likewise, about half of the respondents feel the training received is not adequate to maintain their skills.

TRAINING						
#	Statement	SA	A	Neutral	D	SD
40	We receive the practical training we need to keep all of our skills high.	3%	19%	29%	34%	16%
41	Our Department places a high value on ensuring proper training for field personnel.	4%	29%	26%	31%	10%
42	Training facilities are adequate for practical training evolutions and activities.	1%	7%	15%	26%	51%

As to training facilities, 77% of the respondents opined the facilities are not adequate for practical training evolutions or other activities.

The recurring theme in this section is the respondents feel the staffing is not adequate for the services they provide and not adequate to perform their duties on the fireground. As well, there is an overall sense the training and the dispatch system could be improved.

5. Physical Resources

This section provided nine statements related to the physical resources of the Fire Department. The respondents were asked to provide their opinion based on these statements. The response options were “strongly agree” (SA), “agree” (A), “disagree” (D),

and “strongly disagree” (SD). Respondents could also choose “neither agree or disagree” to indicate neutral feelings or opinions. Respondents could also opt out of responding to the statement at all, in which case they were not counted among the respondents for that statement.

(1) Apparatus and Equipment

Respondents feel the apparatus equipment is appropriate for the level of service provided with a somewhat lower opinion of the apparatus itself.

EQUIPMENT AND FACILITIES						
#	Statement	SA	A	Neutral	D	SD
43	We have the appropriate apparatus to provide high levels of service.	4%	38%	21%	28%	11%
44	Our apparatus has the appropriate equipment to provide effective service.	8%	68%	20%	3%	2%
45	Our fire apparatus is well maintained.	5%	47%	33%	10%	4%
46	Our fire equipment is well maintained.	7%	61%	28%	3%	2%

About 52% of the respondents felt the apparatus was well maintained with 68% feeling equipment was well maintained.

(2) Fire Stations

About 45% of the respondents feel the fire station locations are meeting the needs of the City and 26% feel the needs of Fire District #8 are being met.

EQUIPMENT AND FACILITIES						
#	Statement	SA	A	Neutral	D	SD
47	The locations of our fire stations are effective in meeting the needs of the City.	5%	40%	38%	15%	2%
48	The locations of our fire stations are effective in meeting the needs of the District.	3%	23%	39%	26%	9%
49	Our fire stations provide a safe workplace.	9%	56%	21%	11%	4%
50	Our fire stations are well maintained.	1%	5%	16%	46%	32%
51	Our fire stations meet the needs of the Department.	3%	23%	34%	27%	13%

The respondents do feel the stations provide a safe workplace but 78% of the respondents feel the station are not reasonably well maintained. Only 26% feel the stations meet the needs of the Department with 40% stating they do not meet the needs of the Department.

6. Open Ended Responses

This section of the survey provided three open-ended statements to allow the respondents the opportunity to explain or expound upon their responses to the above noted sections. It also provided a mechanism for the respondents to express their thoughts on strengths and opportunities for improvement within the Fire Department.

(1) Strengths of the Department

Of the 115 respondents, 96 provided comments addressing their views of the strengths of the Fire Department.

Dedication and commitment of personnel was cited in almost every comment. Another attribute used in the comments related to personnel is teamwork. Other comments included the new leadership of the Fire Department, training within the Department, and community focused efforts. The table below provides a detailed review of the comments as enumerated in the responses.

Theme	Pct.
Dedicated Staff	85.4%
Training	9.4%
Leadership	9.4%
Community	9.4%

(2) Improvement Opportunities

The survey had 115 respondents with 95 providing comments related to opportunities to improve the Department or the level of service.

The need for additional staffing and cross-staffing of aid units is the primary comment in this section. Of the 95 responses in this section, 63% addressed the staffing issues facing the Department and 38% mentioned cross-staffing as an area for improvement. The table below illustrates the top four responses for improvement opportunities.

Themes	Pct.
Staffing	63.1%
Cross Staffing	38.9%
Training	34.7%
Dispatch	25.2%

Comments involving training centered around the need for additional training opportunities and a training facility. Dispatch comments were centered on improvements to call taking and getting the right resources to the public. These comments cited EMS calls that were more social needs than emergency medical needs. Given the responses in previous sections, these comments should not be unexpected.

(3) Additional Comments

This last section is an area that was established to allow the respondent to address issues they felt they needed to address based on the previous statements.

Comments in this section continue to address a lack of staffing and the related cross-staffing of aid units. The comments related to training and dispatch echoed the previous comments of more opportunities for training, a lack of a training facility, an improving the initial call taking procedures. The table below exhibits the top four themes in the responses to this open-ended comment section.

Themes	Pct.
--------	------

Staffing	56.2%
Calls/BLS	39.5%
Training	29.1%
Dispatch	18.8%

Several comments in the responses suggested using medical personnel to assist with screening calls and directing callers to appropriate services

2 | Employee Focus Group Meetings

In addition to the Employee Survey that allowed the employees to respond to a variety of statements, focus groups were held with a variety of groups in the Fire Department. These meetings were directed specifically at the strengths, weaknesses, opportunities, and threats (SWOT) for the organization through the prism of the employees.

Five sessions were conducted with the groups divided between the different workgroups in the department. The leadership group was mostly officers of the department and the office group consisted primarily of dispatch personnel and administrative support personnel. The final three groups were operations personnel consisting of firefighters, paramedics, and officers of the stations that participated.

Within the sessions a variety of topics were discussed. The topics or issues that were brought up in the meetings are listed in the respective category. As with the external focus group, each participant was provided with five stickers to place at the comments they felt was the most important to them. With the number of topics discussed, some of those topics did not receive any selections as to their importance. This should not be construed as these topics are not important, it does mean there are other topics the participant felt was more important.

1. Strengths

The tables that follow display the responses from the individual groups and their respective selections for the most important item from their perspective.

Strengths of the Organization - Leadership Group		
Topic	Number of Responses	Pct. of Total Available
Fire Based Dispatch Center	1	1.7%
Career Retention/Recruitment	0	0.0%
Competent Crews	0	0.0%
Problem Solving Crews	0	0.0%
Health/Wellness/Fitness Initiatives	0	0.0%
Joint Ventures w/partners	0	0.0%

There were twelve participants in the leadership group that allowed for sixty selections. There was only one selection in this section from this group for the fire-based dispatch center.

Strengths of the Organization - Office Group		
Topic	Number of Responses	Pct. of Total Available
Caring Personnel	11	15.7%
Good Ideas from Personnel	4	5.7%
Combined EMS & Fire - But need more people	4	5.7%
Deliver a Good Service	3	4.3%
BFD - Good Relations w/Partners	1	1.4%
ALS - two medic staffing	1	1.4%

There were fourteen participants in this group that allowed for seventy selections. This group identified caring personnel as their best strength. Another area is the combined fire and emergency medical services and the good ideas that come from the personnel. There was a caveat, they expressed the need for additional personnel.

Strengths of the Organization - Operations Group		
Topic	Number of Responses	Pct. of Total Available
Personnel	7	4.1%
Support - Freedom to make decisions	1	0.6%
Flexibility of Organization	0	0.0%
Depth of Knowledge	0	0.0%
Union/Mgmt. Relations	0	0.0%
EMS System	0	0.0%
Personnel live in City	0	0.0%
Working with response partners	0	0.0%
Medic Class	0	0.0%
New Fire Administration	0	0.0%
Community Outreach/Involvement	0	0.0%

For the operations group, three sessions were held to accommodate the thirty-four

participants and to maintain operational readiness of the Fire Department. The thirty-four participants allowed for one-hundred seventy selections. In the table above the responses were grouped together from all three sessions as well as the selections. As shown, personnel received 4.1% of the selections as the best strength.

2. Weaknesses

Weaknesses of the organization can also be described as hurdles. These topics and issues will likely require additional resources and attention by the department.

Weaknesses of the Organization – Leadership Group		
Topic	Number of Responses	Pct. of Total Available
Call Volume/Auxiliary Duties	7	11.7%
Effective Management of Programs	7	11.7%
Training - Continuing Education	6	10.0%
Deployment Model	5	8.3%
Facilities Maintenance/Expansion	3	5.0%
Apparatus Replacement	2	3.3%
Not an all hazard department	2	3.3%
Forced OT	1	1.7%
Recruitment and Retention of Volunteer	0	0.0%
Medics coming from a single Station	0	0.0%
No PIO	0	0.0%

The leadership group recognizes the call volume vs. auxiliary duties as a hurdle with 11.7% of the selections. The discussion was the call volume has an impact on getting the other duties assigned to the crews completed. They also recognized the effective management of programs as a weakness with the same 11.7% of the selections.

Weaknesses of the Organization – Office Group		
Topic	Number of Responses	Pct. of Total Available
Lack of Follow through - no time	9	12.9%
Lack of respect between groups of employees	5	7.1%
Lack of training Facility	5	7.1%
Poor Internal Communications	3	4.3%
No Reserve Apparatus	3	4.3%
Funding	1	1.4%
Not understanding each other's jobs	1	1.4%

This group identified the lack of follow through on various projects and task as their highest selected topic at 12.9% of the selections. This mirrors the leadership group and their thoughts on the effective management of programs and projects.

Weaknesses of the Organization – Operations Group		
Topic	Number of Responses	Pct. of Total Available
Rework EMD/Call Triage	19	11.2%
Lack of Staffing	14	8.2%
Funding	10	5.9%
Cross Staffing	8	4.7%
Training	6	3.5%
Lack of planning	5	2.9%
Not an all Hazards Department	5	2.9%
Facilities not well maintained	5	2.9%
Communication System	4	2.4%
Suppression System impeded by EMS	3	1.8%
Specialized Rescue	3	1.8%
Low Morale	3	1.8%
Pre-Fire Information	2	1.2%
Forced OT	1	0.6%
SOP - COB and Dist. 8 not meshed together	1	0.6%
Apparatus Replacement	0	0.0%
Span of Control	0	0.0%
Fire Boat staffing to be closer	0	0.0%
Isolated from other fire service org. no new ideas	0	0.0%
Apparatus Replacement	0	0.0%
No Equipment/Apparatus Replacement Programs	0	0.0%

The operations group expressed their concerns as the reworking of the emergency medical dispatch system and the triage of calls with 11.2% of their selections. The comments in this discussion were directed at the types of calls being responded to by the Aid units. They felt the units could be better utilized if the non-emergency calls were redirected to appropriate resources or other social programs. Additionally, the resources being sent were viewed as not appropriate for the type of call. They cited one call that sent four personnel to an injury involving a forty-foot fall from a cliff and then ten personnel to a call involving a door falling on an individual.

3. Opportunities

Within any organization there are opportunities to improve the services provided to the public. The tables below display those opportunities as viewed from the employees' perspective.

Opportunities for the Organization - Leadership Group

Topic	Number of Responses	Pct. of Total Available
Build on the Health/Wellness/Fitness Programs	1	1.7%
Training of Volunteers	0	0.0%
Spreading the workload	0	0.0%
Joint Ventures to Continue	0	0.0%

As shown, there are several topics that were discussed in this group. There is a realization the workload needs to be evenly distributed and training the volunteer staffing will aid in the overall staffing of the Fire Department. On selection was posted to build on the health and wellness initiatives of the department.

Opportunities for the Organization - Office Group		
Topic	Number of Responses	Pct. of Total Available
Encourage/Reward good acts	1	1.4%
Involve Dispatch personnel in Wellness/Mental/Debrief	0	0.0%
Communicate to program manager with ideas	0	0.0%
Impending Retirements	0	0.0%
New FD Administration	0	0.0%

The office group focused more to internal communication through encouraging and rewarding good acts and opening communication with program managers. There is also a connection between the leadership group and office group and that is to include the dispatch personnel in the wellness and mental debriefings following a particularly rough call. They also view the impending retirements as an opportunity to continue grow the organization.

Opportunities for the Organization - Operations Group		
Topic	Number of Responses	Pct. of Total Available
Staff Dedicated Aid units	27	15.9%
Increase staffing for the Training Division	8	4.7%
Dedicated Ladder Company	4	2.4%
Dispatch System - Mechanism to improve the system	3	1.8%
Expand the Community Paramedic Program	2	1.2%
Organizational Change/Transition	2	1.2%
Succession Plan at all Levels of Organization	2	1.2%
Need for Specialized Teams	2	1.2%
Dispatch System - Improve Call Screening	1	0.6%
Communications System - Radios	1	0.6%
Dispatch System - Modify Response to Known Addresses	0	0.0%
PIO/Public Education	0	0.0%
Modification of Responses to known addresses	0	0.0%
Additional Battalion Chief	0	0.0%
Administrative Support	0	0.0%
Shift Captains Meetings (all Captains, all Shifts)	0	0.0%
Promotional Process - Improvements Needed	0	0.0%

This group focused on the staffing issues within the Fire Department. Almost 16% of the selections were to staff dedicated Aid units and 4.7% to increase the staffing of the Training Division. Staffing of the Aid units coincides with the cross staffing noted in the weaknesses section above. Creating a mechanism to improve the dispatch system was also discussed at length. It is not to point fingers but to improve the overall resource allocation and dispatching of calls for service.

4. Threats

Threats to the organization are those items that are viewed as topics that could impede progress towards goals or hinder the provision of services to the community by the Fire Department.

Threats to the Organization - Leadership Group		
Topic	Number of Responses	Pct. of Total Available
Funding	23	38.3%
Training - New Recruits/New Hires	1	1.7%
Administrative Support	1	1.7%
Combined Dispatch Center	0	0.0%
Forced OT - Lack of Volunteers	0	0.0%
Increased Population	0	0.0%

The leadership group identified funding of the Fire Department as the largest threat to the

delivery of services with 38.3% of the selections. Additionally, training new recruits and new hires is also a concern given the amount of time and resources required. The lack of volunteer staffing was discussed and the impact it will likely have on the overall staffing of the Fire Department.

Threats to the Organization - Office Group		
Topic	Number of Responses	Pct. of Total Available
Burn out / Overwork	8	11.4%
Silo Effect	3	4.3%
Funding	2	2.9%
Not enough people	0	0.0%
Political Environment - Changes	0	0.0%
New Hire process too long	0	0.0%
EMT drivers for ALS units	0	0.0%

This group cited burn out and overwork as its highest threat to the organization at 11.4% of the selections. To further that discussion was the lack of staffing and the new hire process taking too long. Much like the leadership group, funding is a concern for this group. Interestingly, this group cited the silo effect within the workgroups of the department. Their discussion indicated the various workgroups do not communicate well between each other. This causes each workgroup to become a “silo” within the organization and not realize the impact on another workgroup.

Threats to the Organization - Operations Group		
Topic	Number of Responses	Pct. of Total Available
Funding	7	4.1%
Lack of Social Services	3	1.8%
Lack of Public Knowledge about the Fire Dept.	2	1.2%
Lack of Staffing	1	0.6%
Political Relationships EMS/County/City	1	0.6%
Company Officer Program Lacks Support	1	0.6%
Impending Retirements	0	0.0%
Human Resources - Adversary vs. Advocate	0	0.0%
Lack of Systems/Control	0	0.0%
Auto Aid - Need more training to make it work	0	0.0%
Medic Class - Not many interested	0	0.0%

The operations group also cited funding as their primary threat to the organization similar to the leadership and office groups. This group also cited the lack of social programs or access to social programs related to the types of medical calls received. The lack of public knowledge about the Fire Department included discussion about the staffing. They expressed the view from the outside the fire station in that when someone drives by the

station and sees a fire truck in the station, the perception is there is a crew in the station. They felt this provides a false sense of security when the Aid unit is out and there is no crew in the station. The impending retirements from the Fire Department is also a concern largely due to the time it takes to hire and train new recruits.

5. Summary

Overall the groups were relatively close in terms of their views of the Fire Department. The primary issues include staffing and funding. Other issues included internal communications, training, and the dispatching of resources.

The table below displays the top two votes in each of the four categories based on the percentage of the votes for each group. If there was a tie in the percentage's column, both were included. As well, if there was only one topic that received a vote, a second topic was included to provide additional perspective. In parenthesis the group is shown for reference.

Summary of Responses	Number of Responses	Pct. of Total Available
Strengths		
Caring Personnel (Office)	11	15.7%
Good Ideas from Personnel (Office)	4	5.7%
Combined EMS & Fire - But need more people (Office)	4	5.7%
Personnel (Operations)	7	4.1%
Fire Based Dispatch Center (Leadership)	1	1.7%
Support - Freedom to make decisions (Operations)	1	0.6%
Competent Crews (Leadership)	0	0.0%
Weaknesses		
Lack of Follow through - no time (Office)	9	12.9%
Call Volume/Auxiliary Duties (Leadership)	7	11.7%
Effective Management of Programs (Leadership)	7	11.7%
Rework EMD/Call Triage (Operations)	19	11.2%
Training - Continuing Education (Leadership)	6	10.0%
Lack of Staffing (Operations)	14	8.2%
Lack of respect between groups of employees (Office)	5	7.1%
Lack of Training Facility (Office)	5	7.1%
Opportunities		
Staff Dedicated Aid units (Operations)	27	15.9%
Increase staffing for the Training Division (Operations)	8	4.7%
Build on the Health/Wellness/Fitness Programs (Leadership)	1	1.7%
Encourage/Reward good acts (Office)	1	1.4%
Training of Volunteers (Leadership)	0	0.0%

Involve Dispatch personnel in Wellness/Mental/Debrief (Office)	0	0.0%
Threats		
Funding (Leadership)	23	38.3%
Burn out / Overwork (Office)	8	11.4%
Silo Effect (Office)	3	4.3%
Funding (Operations)	7	4.1%
Lack of Social Services (Operations)	3	1.8%
Training - New Recruits/New Hires (Leadership)	1	1.7%
Administrative Support (Leadership)	1	1.7%

Based on the discussions and the topics shown above, improvements to the response to calls for service and staffing would also have effects on other identified issues such as low morale and the forced overtime issue.

The operations group participated in three different sessions due to operational readiness and the number of participants. In the tables above the topics were condensed to provide a summary view from these groups. To be fair and transparent, the tables below illustrate all the comments from all the groups in an uncondensed form.

Strengths of the Organization		
Leadership Group	Office Group	Operations Group
Career Retention/Recruitment Competent Crews Problem Solving Crews Health/Wellness/Fitness Initiatives. Joint Ventures w/partners Fire Based Dispatch Center	Caring Personnel Deliver a Good Service Good Ideas from Personnel BFD - Good Relations w/Partners Combined EMS & Fire - But need more people ALS - two medic staffing	Adaptability of people Camaraderie Flexibility of Organization Depth of Knowledge Union/Mgmt. Relations EMS System Personnel live in City People do the best Support - Freedom to make decisions Teamwork - Camaraderie Working with response partners Medic Class People New Fire Administration Community Outreach/Involvement
Weaknesses of the Organization		
Leadership Group	Office Group	Operations Group

Weaknesses of the Organization		
Leadership Group	Office Group	Operations Group
Call Volume/Auxiliary Duties	Lack of Follow through - no time	Forced OT affects flexibility
Effective Management of Programs	Lack of respect between groups of employees	Training groups not effective
Training - Continuing Education	Lack of training Facility	No Training Facility
Deployment Model	Poor Internal Communications	Not an all hazards department
Facilities Maintenance/Expansion	No Reserve Apparatus	Facilities not well maintained
Apparatus Replacement	Funding	Fire Suppression system impeded by EMS
Not an all hazard department	Not understanding each other's jobs	Dispatch System needs reworked to address information and appropriate responses
Forced OT		Limited outside training opportunities
Recruitment and Retention of Volunteers		Increase positions (Dist. 8) with no increase in personnel
Medics coming from a single Station		SOP - COB and Dist. 8 not meshed together
No PIO		Lack of Staffing
		Cross Staffing
		Facilities need repairs/maintenance
		Radios do not work - Equipment / Bandwidth
		Apparatus Replacement
		Lack of Training Standards - Continuing Education
		Funding
		Span of Control
		Dispatch cards need to be re-worked
		Dispatch - better triaging of calls
		Specialized Rescue
		Fire Boat staffing to be closer
		Radio System is old / TAC channels are a problem
		Isolated from other fire service org. no new ideas
		Lack of Planning
		Lack of Staffing
		Forced OT
		Apparatus Replacement
		Low Morale

Weaknesses of the Organization		
Leadership Group	Office Group	Operations Group
		No Equipment/Apparatus Replacement Programs Lack of Training Staff Pre-Fire Information Brown out Stations

Opportunities for the Organization		
Leadership Group	Office Group	Operations Group
Build on the Health/Wellness/Fitness Programs	Encourage/Reward good acts	Training needs more staff
Training of Volunteers	Involve Dispatch personnel in Wellness/Mental/Debrief	PIO/Public Education
Spreading the workload	Communicate to program manager with ideas	Department in Transition - Change in Organization
Joint Ventures to Continue	Impending Retirements	Staff BLS units to continue EMS system
	New FD Administration	Improve call takers to address Health calls
		Increase Community Paramedics
		Create a mechanism to address Dispatch issues
		Modification of Responses to known addresses
		Dedicated staffing of BLS Units (2)
		Additional Battalion Chief
		Dedicated Ladder Company
		Administrative Support
		Shift Captains Meetings (all Captains, all Shifts)
		Radio System
		Succession Plan - All Levels
		Promotional Process - Improvements Needed
		Mechanism to troubleshoot dispatch system
		Need Specialized Teams
		Expand Community Paramedic Program

Threats to the Organization		
Leadership Group	Office Group	Operations Group
Funding	Burn out / Overwork	Understaffing affects Camaraderie/Adaptability
Training - New Recruits/New Hires	Silo Effect	Lack of Public Knowledge about the FD
Administrative Support	Funding	Silver Tsunami
Combined Dispatch Center	Not enough people	Lack of social services
Forced OT - Lack of Volunteers	Political Environment - Changes	Lack of Systems/Control
Increased Population	New Hire process too long	Human Resources - Adversary vs. Advocate
		Lack of Staffing
		Funding
		Auto Aid - Need more training to make it work
		Political Relationships/EMS County vs City
		Good Company Officer Program - No support after the program
		Funding
		Medic Class - Not many interested

5 Strategic Initiatives

This section of the report provides the goals and recommendations for each of the organizational areas of the Fire Department.

1 Organization

Goal 1	Stabilize the staffing of the Fire Department		
	Priority: High		
Recommendation 1	Increase the career staffing to meet the contract requirements		
Timeframe:	12 to 18 months	Assigned To:	Fire Chief
Funding Required:	\$1,546,792 for the first year of operations		
Critical Tasks:	<ul style="list-style-type: none"> Establish the recruiting process Actively recruit individuals for Fire and EMS careers 		
Recommendation 2	Increase the recruiting efforts for volunteer staffing		
Timeframe	Ongoing	Assigned To:	Asst. Chief - Operations
Funding Required:	None		
Critical Tasks:	<ul style="list-style-type: none"> Establish the number of volunteer personnel to be authorized. Establish a recruiting program. Work with local organizations to attract volunteers such as high schools or vocational schools. 		
Recommendation 3	Improve the retention of volunteer staff		
Timeframe:	Ongoing	Assigned To:	Asst. Chief - Operations
Funding Required:	Unknown		
Critical Tasks:	<ul style="list-style-type: none"> Examine programs available for the retention of staff Discuss with current staff to determine the programs Establish a retention program to fit the regional needs. 		
Goal 2	Continue recruitment efforts to maintain an active hiring list in preparation of a significant number of retirements.		
	Priority: Medium		
Recommendation 1	Build on the recruitment efforts previously established		
Timeframe:	Ongoing	Assigned To:	Asst Chief - Operations
Funding Required:	None		
Critical Tasks:	<ul style="list-style-type: none"> Continue to build on the recruiting efforts previously established. Maintain an active eligibility list. 		
Goal 3	Continue to promote a culture that values diversity within the organization.		

Priority: Medium	
Recommendation 1	Implement an annual training program on diversity issues
Timeframe:	Ongoing
Funding Required:	None
Assigned To:	Fire Chief
Critical Tasks:	<ul style="list-style-type: none"> Develop and deliver an annual training to all employees
Recommendation 2	Support the delivery of impactful and appropriate services to the community.
Timeframe:	Ongoing
Funding Required:	None
Assigned To:	Fire Chief
Critical Tasks:	<ul style="list-style-type: none"> Educate employees on the demographic of the communities served. Encourage employees to identify and connect with the under-served members of the community. Engage with the public at community events.
Recommendation 3	Develop a robust recruitment strategy to encourage qualified applicants of all backgrounds
Timeframe:	Ongoing
Funding Required:	None
Assigned To:	Asst. Chief - Operations
Critical Tasks:	<ul style="list-style-type: none"> Increase educational and community outreach activities to underrepresented areas in the community. Review the hiring process to identify barriers to recruitment of a diverse applicant pool. Develop and implement a training program to include cultural expectations, leadership, mentorship and succession planning.

2 | Emergency Operations

Goal 4	Improve the Emergency Medical Services response and support system.
Priority: High	
Recommendation 1	Staff two dedicated basic life support ambulances on a daily basis
Timeframe:	12 to 18 months
Funding Required:	\$2,141,712 for the first year of operations
Assigned To:	Fire Chief
Critical Tasks:	<ul style="list-style-type: none"> Establish the recruiting process Actively recruit individuals for Fire and EMS careers
Recommendation 2	Implement an embedded peak time nurse into the Communications Center to assist with medical call triage to reduce the strain on the emergency response system.
Timeframe	18 months
Assigned To:	Division Chief - Communications

Funding Required:	None
Critical Tasks:	<ul style="list-style-type: none"> • Examine available programs that best fit the needs of Bellingham • Review partnership opportunities with other communities. • Examine the flexibility of various programs available. • Once initiated, establish a mechanism to evaluate the program

Recommendation 3 Increase the support staff for the second Community Paramedic.

Timeframe:	12 to 18 months	Assigned To:	Division Chief - EMS
Funding Required:	Unknown		
Critical Tasks:	<ul style="list-style-type: none"> • Recruit and retain a second social worker to assist with the programming. • Consider a third team based on the successes of the other teams 		

Goal 5 Continue the improvements to emergency services response system.

Priority: Medium

Recommendation 1 Monitor the incremental improvements to the emergency medical response system.

Timeframe:	24 to 36 months	Assigned To:	Fire Chief
Funding Required:	None		
Critical Tasks:	<ul style="list-style-type: none"> • Create a reporting system to monitor critical statistical data . • Use baseline performance objectives to monitor improvement trends. 		

Recommendation 2 Monitor the growth in the northern sections of Fire District 8 for increased population or commercial development.

Timeframe	36 to 60 months	Assigned To:	Fire Chief
Funding Required:	None		
Critical Tasks:	<ul style="list-style-type: none"> • Increased population may cause increased responses. • Increased call volume may lead to increased response times. 		

Recommendation 3 Monitor increases to call volumes for the addition of resources

Timeframe:	24 to 48 months	Assigned To:	Fire Chief
Funding Required:	None		
Critical Tasks:	<ul style="list-style-type: none"> • With the increased call volume there may be effects on response time and the concentration of resources. • Increase the number of units available if the call volume is increasing the response times or effecting the availability of resources. 		

3 | Fire Prevention

Goal 6 Improve the capability of the Fire Prevention Division.

Priority: Medium

Recommendation 1 Establish a recruitment program for a Fire Safety Inspector

Timeframe:	6 months	Assigned To:	Division Chief - Marshal
Funding Required:	None		
Critical Tasks:	<ul style="list-style-type: none"> Determine the qualifications desired. Determine the best place/school/program to recruit from. 		

Recommendation 2 Hire a Fire Safety Inspector

Timeframe	12 to 18 months	Assigned To:	Division Chief - Marshal
Funding Required:	\$141,844 for the first year of operation		
Critical Tasks:	<ul style="list-style-type: none"> Work through the hiring process established by the City. 		

4 Training and Education

Goal 7 Partner with Whatcom Fire District #4 to enhance the training facility.

Priority: Medium

Recommendation 1 Create a partnership with Whatcom Fire District #4

Timeframe:	Ongoing	Assigned To:	Division Chief - Training
Funding Required:	None		
Critical Tasks:	<ul style="list-style-type: none"> Work with District #4 to stabilize the training opportunities. 		

Recommendation 2 Create a regional training consortium

Timeframe	Ongoing	Assigned To:	Division Chief - Training
Funding Required:	None		
Critical Tasks:	<ul style="list-style-type: none"> Establish training guidelines for the region 		

Recommendation 3 Support the expansion of the training facility

Timeframe:	Ongoing	Assigned To:	Division Chief - Training
Funding Required:	Unknown		
Critical Tasks:	<ul style="list-style-type: none"> Determine the training props needed to effectively deliver programs. Create a plan to develop the needed props. 		

Goal 8 Improve the health/wellness programs for emergency services employees

Priority: Medium

Recommendation 1 Work with other emergency service agencies to develop a regional approach

Timeframe:	Ongoing	Assigned To:	Fire Chief
Funding Required:	None		
Critical Tasks:	<ul style="list-style-type: none"> Identify other agencies to be participants in a regional approach. Identify the needs of other emergency services agencies to create a plan to implement a health/wellness initiative. 		

Recommendation 2	Review programs available specifically for emergency services personnel
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Timeframe:	Ongoing	Assigned To:	Division Chief - Training
Funding Required:	Unknown		
Critical Tasks:	<ul style="list-style-type: none"> Identify programs that specialize working with the emergency services. 		

5 | Essential Services

Goal 9	Enrich the capabilities of the Communications Center
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Priority: High

Recommendation 1	Establish a lead dispatcher position for reach of the four dispatch teams.
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Timeframe:	24 months	Assigned To:	Division Chief - Communications
Funding Required:	None		
Critical Tasks:	<ul style="list-style-type: none"> Work with the Human Resources of the City to establish a job description 		

Recommendation 2	Hire or promote the necessary individuals for the position
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Timeframe	24 months	Assigned To:	Division Chief - Communications
Funding Required:	None		
Critical Tasks:	<ul style="list-style-type: none"> Use previously established promotion and/or hiring processes for this position 		

Goal 10	Enhance the capabilities of the Emergency Management function of the City.
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Priority: Medium

Recommendation 1	Establish an Emergency Management Planner position
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Timeframe:	12 – 18 months	Assigned To:	Asst. Chief - Preparedness
Funding Required:	None		
Critical Tasks:	<ul style="list-style-type: none"> Work with the Human Resources of the City to establish a job description 		

Recommendation 2	Hire or promote the necessary individuals for the position
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Timeframe	12 - 18 months	Assigned To:	Asst. Chief - Preparedness
Funding Required:	None		

Critical Tasks:

- Use previously established promotion and/or hiring processes for this position

6 Organization Initiatives

This chapter provides the analysis and background for the goals and Recommendations previously noted for the organization.

1 | Staffing Initiatives

In developing the operational staffing model there were several assumptions used in the analysis. The Fire Department uses a 4-platoon system working a 24 hours on, 48 hours off; 24 hours on, 96 hours off rotation. This schedule creates 92 shifts to be worked over a one-year period. A 'debit' day is scheduled every 64 days to balance the working hours for the year, adding 5 shifts per year. To account for the other time off the following calculations were used to determine the number of shifts used.

- For paid time off such as vacation, an average of 9 shifts was used. This is based on the number of shifts allotted for the existing workforce, 1,179 shifts are available for vacation. This divided by 131 FTEs gives an average of 9 shifts per employee.
- During the past three years an average of 22,555 hours was used for sick leave. Light duty is not included in the sick leave hours above, but still needs to be accounted for as the employee is not available for the shift. This time averages 1,724 hours per year. Adding these two together totals 24,279 hours a year attributable to sick or injury leave and light duty. This divided by 131 FTEs provides an average of 185.0 hours per year. Using this average of 185 hours, divided by 24 hours, results in an average of 7.7 shifts per year being used for sick leave. For purposes of the calculation, 8 shifts per year is used.

The table below illustrates the number of personnel required to cover a single position using the above assumptions.

Four Platoon Work Schedule		
Single Position		
Shifts to Cover		92
Debit Days to Cover	+	<u>5</u>
Total Shifts to Cover	=	97
Sick Leave	-	8
Vacation - Avg.	-	<u>9</u>
Shifts Available to work	=	80
Shifts to Cover divided by Shifts Available		
Number of People to Cover 92 Shifts	=	1.15
Number of Platoons	=	4
People to Cover times Number of Platoons		
Number of People to Cover One Position - 365 days	=	4.60

As shown, it requires 1.15 people to cover a single position on one shift or 4.60 to cover one position for the year.

Using the assumptions above, the operational staffing required for the Fire Department to operate six fire stations and the Medic 10 station is illustrated in the table below.

Four Platoon Work Schedule		
Single Shift		
Minimum Staffing per Shift	=	26
Number of People to Cover 92 Shifts	=	1.15
Number of People times Minimum Staffing		
Number of People to cover One Shift	=	29.90
Department		
Number of Platoons	=	4
Minimum Staffing per Shift	=	26
Number of People to Cover One Shift	=	29.90
Number of People times Number of Shifts		
Staffing Needed for the Department	=	119.60

As shown, the operational staffing required for each shift is 29.90, rounded to 30, personnel per shift that translates to 120 personnel to provide service from a total of seven stations.

1. District 8 Impact

In 2016, the City of Bellingham and Fire District #8 entered into an agreement for the provision of fire suppression and basic life support services. Within the agreement, the City is to provide two career officers and one career firefighter for each shift. The balance of the staffing plan was to use the volunteer program to provide three personnel at each of the two stations. In April 2019, a Memorandum of Understanding (MOU) was reached between the City and the IAFF 106 in which the staffing for these positions is two career officers and two career firefighters. With this staffing arrangement, the balance of the staffing plan is to use the volunteer program to provide two additional personnel per day. The table below illustrates the number of career personnel required to staff the Fire District #8 fire stations based on the agreement and the MOU.

Four Platoon Work Schedule		
Single Position		
Shifts to Cover		92
Debit Days to Cover	+	5
Total Shifts to Cover	=	97
Sick Leave	-	8
Vacation - Avg.	-	9
Shifts Available to work	=	80
Shifts to Cover divided by Shifts Available		
Number of People to Cover 92 Shifts	=	1.15
Number of Platoons	=	4
People to Cover times Number of Platoons		
Number of People to Cover One Position - 365 days	=	4.60
Single Shift		
Minimum Staffing per Shift	=	4
Number of People to Cover 92 Shifts	=	1.15
Number of People times Minimum Staffing		
Number of People to cover One Shift	=	4.60
Department		
Number of Platoons	=	4
Minimum Staffing per Shift	=	26
Number of People to Cover One Shift	=	4.60
Number of People times Number of Shifts		
Staffing Needed for the Department	=	18.40

As shown, the staffing for Fire District #8 stations will require 18.4 career personnel to meet the staffing needs of these two stations. The table below illustrates the career staffing needs for the Bellingham Fire Department to provide career staffing for six Bellingham Stations, Medic 10, and two Fire District #8 Stations using a minimum staffing of 30 career personnel.

Four Platoon Work Schedule		
Single Shift		
Minimum Staffing per Shift	=	30
Number of People to Cover 92 Shifts	=	1.15
Number of People times Minimum Staffing		
Number of People to cover One Shift	=	34.50
Department		
Number of Platoons	=	4
Minimum Staffing per Shift	=	30
Number of People to Cover One Shift	=	34.50
Number of People times Number of Shifts		
Staffing Needed for the Department	=	138.00

As shown, the operational staffing would need to increase from 131 personnel to 138 personnel to meet the career staffing needs of the department and the required staffing of Fire District #8 per the provisions of the agreement and the MOU.

In their calculations for personnel, the Insurance Services Office (ISO) uses a ratio of four volunteer personnel to one career position. This is a generally accepted practice throughout the United States in determining the number of personnel needed for a fire department to operate efficiently. In the instance of the agreement noted previously, two additional positions per shift, or 8 positions, are needed to provide the staffing. Using the formula of four volunteer personnel to staff one position means 32 volunteer personnel are needed to ensure the positions are staffed. Currently, there are 9 volunteer personnel in the Fire Department which is 23 volunteer personnel short to fill the open positions. An additional 21 volunteer personnel have been added to the roster and once trained will begin to fill the open positions. Based on the above calculations, the Fire Department will need to maintain a cadre of 32 volunteer personnel to staff the open positions.

Fire departments across the country are struggling to recruit and retain volunteer staffing. For example, in Pennsylvania there were about 300,000 volunteer firefighters in the 1970's and the latest 2019 report indicates there are only about 38,000 in the state. In Washington, there are reports from as far back as 2006 indicating shortages of volunteer

firefighters and most recently in King County and Yakima County. Locally, the volunteer staff appear to be getting their training and generally moving to career positions in other departments in other parts of the region and state.

2. Retirements

It is estimated there are six (6) personnel that will be retiring over the course of the next year. Additionally, about 55% of the personnel in the Fire Department will be eligible to retire in the next five years. This translates to approximately 75 personnel within the Fire Department or an average of 15 personnel retiring per year. Retirements are a normal course of attrition in an organization, however, the number of anticipated retirements over the next five years and the 15-week training requirement will cause the Fire Department to be aggressive in their recruiting, hiring, and training efforts.

3. Diversity

Diversity means different things to different people and those perceptions depends greatly on the person answering that question. In most organizations' diversity is related to demographics of the workforce including gender, ethnicity, sexual orientation, age, physical abilities, political beliefs, and religious beliefs. The key is for organizations to create a work environment that allows the individuals to understand, accept, and respect the differing views of each individual.

Government organizations strive to have their employees be a representative cross section of the community. For many years the fire service was a male dominated institution. However, in recent years more females have become firefighters moving through the ranks to now being Chief Officers in many departments. The same holds true for other demographic classes.

Increasing the diversity of the workforce in the City has been an ongoing process supported by the City Council, Mayor, Labor Union, and Fire Department. This process should continue in the recruitment efforts and in the form of education and support to the existing workforce.

4. Staffing Summary

In the previous two sections there are three staffing issues that will need to be addressed within the organization.

The agreement between the City of Bellingham, Fire District #8 and the City and the Firefighters Union, requires four career personnel to staff the two stations using volunteer staffing to complete the staffing model. This requires an additional 7 personnel to fill the career positions. Currently the Fire Department is utilizing overtime to fill these positions.

To fill the volunteer positions, the Fire Department will need to maintain a cadre of approximately 32 volunteer personnel. With the addition of 21 volunteer personnel the total available for staffing is 30 personnel. This number of personnel will fluctuate as some will leave for other opportunities and there will be additions of new personnel acquired through recruiting efforts. As this fluctuation occurs there will be a need for overtime from the career personnel to cover the open positions. Recruiting and retaining volunteer personnel will be an ongoing issue for the Fire Department. The contract with Fire District #8 should be renegotiated to include funding to cover the overtime costs when career staffing is needed to complete the staffing model.

Planning for the retirements that are anticipated to occur this year and the additional seven personnel needed to complete the staffing model results in the need to hire thirteen new personnel in the next year, six to replace the retirees and seven new positions. The first-year cost to add the thirteen new positions is illustrated in the table below.

Additional Personnel Cost						
	Salary	Benefits	Turnout Gear / Uniforms	Total Cost	Number of Personnel	Total First Year Cost
Firefighters	\$72,660	\$36,324	\$10,000	\$118,984	13	\$1,546,792

As noted, the cost to add these thirteen positions is \$1,546,792 in the first year with \$130,000 of that total an initial cost for turnout gear and uniforms. There are additional costs attached to the hiring process. The process to create an eligibility list is approximately \$30,000 covering recruitment costs, testing, and other related costs. The training of the new recruits provides an additional cost of about \$150,000 for the fire related programming and about \$60,000 for the emergency medical course. These costs are typical for each of the segments and not necessarily based on the number of participants.

While overtime is fiscally advantageous to an organization based on the avoidance of paying for additional fixed costs such as insurance, sick leave earning, vacation earning, etc., it is only beneficial to a point. There is a “break-even” point where the variable costs (time and-one-half payment, retirement costs, employment taxes, etc.) do not compensate for fixed cost savings. While every agency is different dependent upon their unique compensation structures, a general rule of thumb that should be used when considering the fiscal elements of overtime usage compared to the use of new staff positions is: as a guideline, 54 work hours per employee per week represents the fiscal

benchmark break-even point for paying (14-hours weekly) overtime.¹ In a 56-hour work week for a firefighter this point would be 72 hours per week or 16 hours per week for unscheduled overtime of 768 hours or less annually, factoring in 4 weeks of leave during the year. While these studies and research are based on the 56-hour work week for firefighters, in Bellingham the average work week is 47 hours using a 4-platoon system to reduce the average number of hours in the week. The issue is the use of forced overtime as noted in the employee focus groups and surveys. To maintain proper shift staffing, employees are required to stay an extra shift. The notification of the forced overtime shift occurs the morning of the shift affecting off-duty plans for that day.

It needs to be recognized that the above benchmark is a guideline only and based on a 40-hour employee, not the 47-hour average work week the personnel in Bellingham Fire Operations work. Every unique position in an agency will have its own “fiscal benchmark outcome” based on the salary, benefit, retirement, and taxing structure that influences overtime costs. The noted benchmark provides guidance that once overtime approaches this benchmark “ceiling,” from a fiscal standpoint exclusively a new position should be hired in the vast majority of instances. As discussed subsequently, the fiscal reasons to hire personnel instead of use overtime should be considered of secondary importance.

Research data also suggest that many employees appreciate the opportunity to earn a moderate amount of overtime over the course of a year. According to *Shiftwork Solutions LLC*, “Employers that offer modest amounts of overtime will not only satisfy a majority of their employees, but also will improve their competitive position in the local market.” This is reflected by the results of their shift work surveying which demonstrated that the majority of employees would like some level of weekly overtime (averaging 7.3 hours per week), but with more than 4-in-10 desiring less than 6 hours per week²:

For career firefighters there is scheduled and unscheduled overtime. Scheduled overtime is derived from the 24-hour schedules that are typically worked. A typical 24 hours on and 48 hours off schedule will work an average of 56 hours a week which translates to 2,912 hours worked over a year. Fair Labor Standards Act (FLSA) regulations allow a firefighter to work 53 hours before overtime is earned, which equates to 172 hours of schedule overtime each year. Other schedules such as a 24 on and 96 off will reduce the scheduled overtime but will require additional personnel to staff the shifts. Fire departments have a set minimum staffing for each shift to provide a certain level of service. When the shift

¹ *Municipal Solid Waste Professionals* article:

http://www.mswmanagement.com/MSW/Articles/Overtime_The_Effect_on_Cost_4174.aspx

² Why Overtime? *Shift Schedule Design*: www.shift-schedule-design.com

falls below that minimum, other personnel must be utilized to fill the vacancy, which creates an unscheduled overtime situation.

The use of stipends and or other similar types of compensation for volunteer or paid call firefighters must follow the requirements of Fair Labor Standards Act (FLSA). If a volunteer firefighter staffs the equivalent of three shifts during a month, the nominal fee cannot exceed 20 percent of what it would cost to employ a firefighter to staff these three shifts or the volunteer is considered paid personnel and eligible for benefits.

When the desired level of weekly overtime by employee is compared against the fiscal benchmark break-even point for overtime, a clear difference emerges. On average employees would desire approximately one-half the fiscal benchmark with only one-in-six employees having a willingness to work that much overtime on a weekly basis. This differential helps frame the potential negative characteristics of overtime, as discussed further below.

A wealth of research data suggests there are various negative consequences for working extended hours over the longer-term. These include:

- According to a 2005 article by *Occupational and Environmental Medicine*, working in jobs with overtime schedules was associated with a 61% higher injury hazard rate compared to jobs without overtime. Working at least 12 hours per day was associated with a 37% increased hazard rate and working at least 60 hours per week was associated with a 23% increased hazard rate.³
- A large amount of research has been accomplished in the nursing field, which was one of the earliest adopters of extended shifts that also required subsequent overtime. According to studies, “Working overtime, whether at the end of a regularly scheduled shift (even an 8-hour shift) or working more than 40 hours in a week, was associated with a statistically significant increase in the risk of making an error. The most significant elevations in the risk of making an error occurred when nurses worked (daily) 12.5 hours or longer; the risk was unaffected by whether the nurse was scheduled to work 12.5 hours or more, volunteered to work longer than scheduled, or was mandated to work overtime. Nurses working 12.5 hours or longer were significantly more likely to report difficulties remaining alert than nurses working fewer hours per day, and they obtained on average 30 minutes less sleep.”⁴

³ <http://oem.bmj.com/content/62/9/588.full>

⁴ US Department of Health and Human Services, “Patient Safety and Quality: An Evidence-Based Handbook for Nurses” Chapter 40, page 3-4.

- The following abstract, regarding extended work shifts is from the *Texas Law Enforcement Management and Administrative Statistics Program*.

Work fatigue has become so great a concern that the federal government now controls the amount of work hours for locomotive engineers, truckers, commercial pilots, and nuclear power plant operators, for example. Police officers, however, are not on this list (Vila, 2000). With lawsuits increasingly prevalent, it is important that police administrators provide pertinent information to their officers about coping with fatigue. To illustrate, Vila, Morrison & Kenney (2002) cite three tragic incidents occurring in 1999 alone that were attributed to fatigue. In June 1999, an exhausted Margate, Florida officer ran a red light and crashed her patrol car into a sheriff's van, seriously injuring a deputy, and in August 1999, a Muskegon, Michigan officer who had been working nearly 24 hours straight was critically injured after crashing his cruiser into a tree while pursuing a fleeing motorist. In November 1999, a Cincinnati police officer fell asleep at the wheel while travelling home, ran off the road, and hit and killed a jogger. Two studies (Dawson & Reid, 1997; Williamson & Feyer, 2000) further concluded that approximately 17 to 19 hours of non-sleep can impair an individual's performance, the same as having a .05% blood alcohol count (BAC), and remaining awake 24 consecutive hours is approximately the same as having a .10% BAC (legally intoxicated). With evidence that sleep deprivation has the same capability to impair an individual as alcohol, it is vital that departments acknowledge and implement policies that do not overload its officers. Surprisingly, according to Vila et al, (2002) officers who worked shifts consisting of fewer but longer workdays tended to be somewhat less fatigued than officers who worked the traditional 5-day, 8-hour schedule⁵.

In summary, the evidence for long hours worked in short daily periods or over an extended period of time is overwhelming with respect to the negative possible outcomes with such work behaviors. In effect, management of overtime is a serious risk management endeavor, and as such, should be approached with the greatest due diligence.

While these studies do not specifically describe issues associated with excessive overtime by fire personnel, the evidence is clear with respect to the long-term effects of working extensive weekly hours as a consequence of overtime or other requirements mandating long hours over a period of time. The employee groups recognized the primary reason for the forced overtime is the lack of volunteer personnel. Increasing the career staffing to meet the contract and maintaining an adequate volunteer force will likely

⁵ Telemasp Bulletin, Volume 15, No. 2, March/April 2008.

reduce the use of the forced overtime mechanism. It is also possible, with the increased staffing and volunteer corps, the overtime could be scheduled in advance.

Retention of the volunteer staffing is an issue that will require additional assistance. There are a number of programs that may work for the volunteer staffing to help retain the personnel.

Goal 1	Stabilize the staffing of the Fire Department
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Goal 2	Continue recruitment efforts to maintain an active hiring list in preparation of a significant number of retirements.
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Goal 3	Continue to promote a culture that values diversity within the organization.
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2 | Community Paramedic Program

In 2015, a pilot program was instituted to address the increasing calls for service and the medical needs of individuals abusing the emergency medical services system. Partnering with other services in the City and County, the program is designed to reduce the number of calls for service and to help those individuals in receiving the medical assistance they may need.

In the criteria for entering the program, the user must have generated more than 12 EMS calls within a one-year period. Individuals remain in the program until they no longer use the 911 system for a period of 3 months. Based on information from the program, 450 individuals have been served. In 2018, 40 individuals were enrolled in the program with 20 that have graduated. Another 10 individuals were expecting to graduate or leave the program in early 2019. The program also reports a cost avoidance minimum of \$336,000 in 2018. It is estimated the program has reduced the call volume by about 1,500 calls.

The Community Paramedic is funded by the City of Bellingham general fund and a second position has been funded starting in September of 2019 by the Whatcom County EMS System. The success of the program has led to a reduction in calls for service, a reduction in the usage of the emergency rooms at the hospital and has allowed these individuals to access non-emergency services to fulfill their needs. Reducing the call volume also for the response unit to be available for emergency calls and reduces the cost. With two Community Paramedics working the system, the call volume theoretically would reduce the call volume by 3,000 calls. With one of these two positions funded by the County EMS system, their work may transcend the city/county border.

The program creates a collaborative effort with social services to ensure the resident receives and is directed to the appropriate resource. The Community Paramedic works with a social worker and has a set caseload. Adding a Community Paramedic without a social worker in support does not advance the program, likewise, adding a social worker without a Community Paramedic has the same result. To ensure the program is successful both positions should be filled to create the team. With the addition of the second Community Paramedic, a social worker will also be needed to complete the team.

The addition of a third Community Paramedic and social worker team should be considered for future expansion of the program. The successes of the current staffing model should be monitored and depending on the workloads a third team would need to be added.

Goal 4**Improve the Emergency Medical Services response and support system.**

7 Emergency Operations

In this chapter the background and analysis are provided for those strategic initiatives and goals for the emergency operations of the Fire Department.

1 | Emergency Service System Dynamics

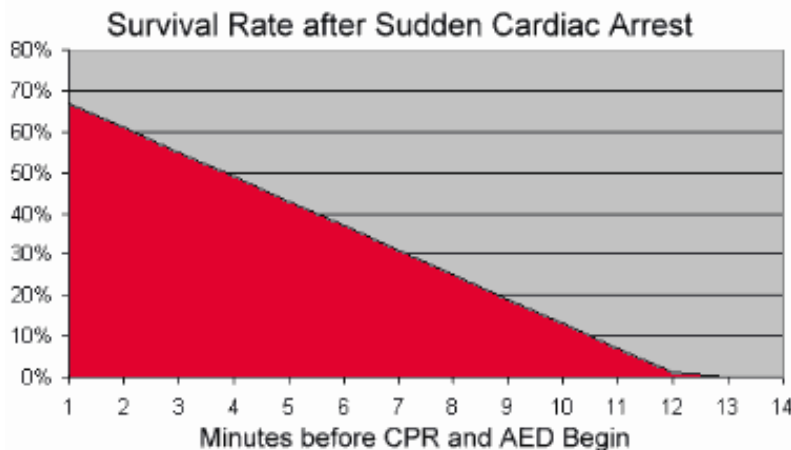
In making decisions about the emergency services system, it is important for the leadership of Bellingham to understand the science behind the location of resources, the deployment strategies of those resources, and other parts necessary to form an effective emergency services system. For many years the Insurance Services Office (ISO) had set the standard for deployment through their Public Protection Classification system. This system was designed to provide insurers a basis for setting insurance rates and to limit their exposure to large losses and catastrophic events. While these efforts provided a good starting point, there is much more for the leadership to know while making decisions about the emergency services in Bellingham.

Nationally, a great deal of effort and research has been put into developing performance objectives for the delivery of fire and emergency medical services. This effort is critical for local governments making decisions about deployment and location of emergency resources. The objectives promoted for Fire/Rescue and EMS providers have their basis derived from research that has been conducted in these two critical issues:

- What is the key point in a fire's "life" for gaining control of the blaze while minimizing the impact on the structure of origin and on those structures around it?
- What is the impact of the passage of time on survivability for victims of cardiac arrest?

1. Emergency Medical Services

Delivery of emergency medical services is another function of the emergency services system to be considered. Emergency medical calls are rising, and the types of calls are wide ranging. However, as a part of a community's healthcare system, one of the primary factors in the design of the emergency medical response is the ability to deliver basic CPR and defibrillation to victims of cardiac arrest. The graph below, demonstrates the survivability of cardiac patients as related to time from onset:



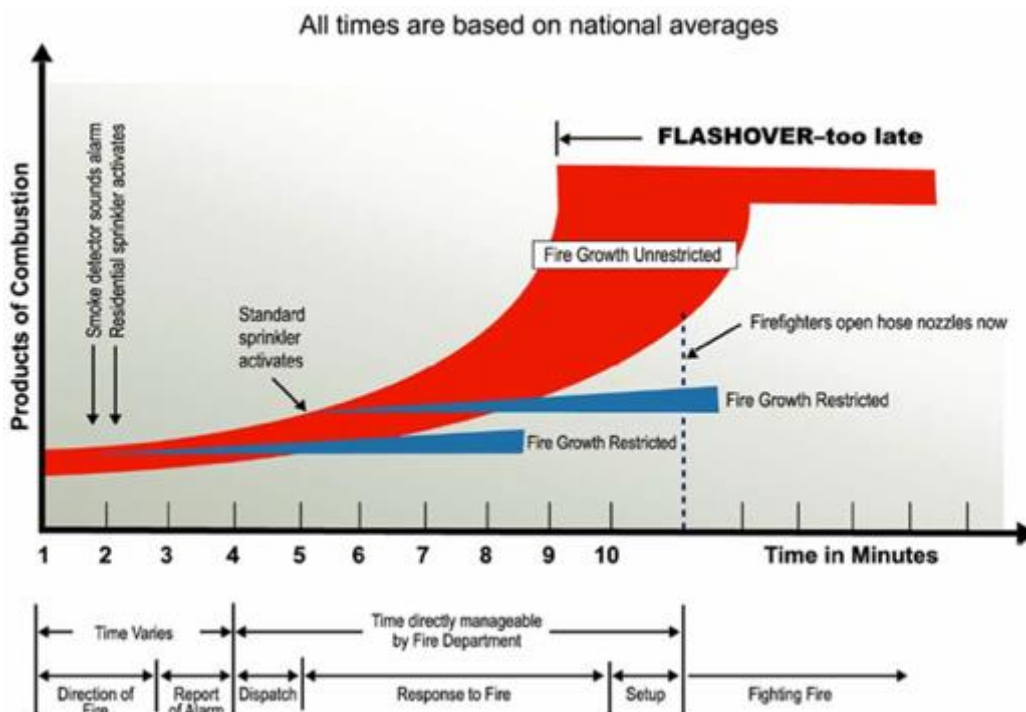
This graph illustrates that the chances of survival of sudden cardiac arrest diminish approximately 10% for each minute that passes before the initiation of CPR and/or defibrillation. These dynamics are the result of extensive studies of the survivability of patients suffering from cardiac arrest. While the demand for services in EMS is wide ranging, the survival rates for full arrests are often utilized as benchmarks for response time standards as they are more readily evaluated because of the ease in defining patient outcomes (a patient either survives or does not). This research results in the recommended objective of provision of basic life support within 4-minutes of notification and the provision of advanced life support within 8 minutes of notification.

Considering the response time continuum, the response time goal for emergency services is to provide BLS within 6 minutes of the onset of the incident (including detection, dispatch and travel time) and ALS within 10 minutes. This is often used as the foundation for a two-tier system where fire resources function as first responders with additional (ALS) assistance provided by responding ambulance units and personnel.

Additionally, recent research is beginning to show the impact and efficacy of rapid deployment of automatic defibrillators to cardiac arrests. This research – conducted in King County (WA), Houston (TX) and as part of the OPALS study in Ontario, Canada – shows that the AED can be the largest single contributor to the successful outcome of a cardiac arrest – particularly when accompanied by early delivery of CPR. It is also important to note that these medical research efforts have been focused on a small fraction of the emergency responses handled by typical EMS systems – non-cardiac events make up the large majority of EMS and total system responses and this research does not attempt to address the need for such rapid (and expensive) intervention on these events.

2. Fire Suppression Services

The chart that follows, shows a typical “flashover” curve for interior structure fires. The point in time represented by the occurrence of “flashover” is critical because it defines when all the contents of a room become involved in the fire. This is also the point at which a fire typically shifts from “room and contents” to a “structure” fire – involving a wider area of the building and posing a potential risk to the structures surrounding the original location of the fire.



Note that this illustration depicts a fire from the moment of inception – not from the moment that a fire is detected or reported. This demonstrates the importance of early detection and fast reporting as well as rapid dispatch of responding units. This also shows the critical need for a rapid (and sufficiently staffed) initial response – by quickly initiating the attack on a fire, “flashover” can be averted. The points below describe the major changes that occur at a fire when “flashover” occurs:

- It is the end of time for effective search and rescue in a room involved in the fire. It means the likely death of any person trapped in the room – either civilian or firefighter.

- After this point in a fire is reached, portable extinguishers can no longer have a successful impact on controlling the blaze. Only larger hand-lines will have enough water supply to affect a fire after this point.
- The fire has reached the end of the “growth” phase and has entered the fully developed phase. During this phase, every combustible object is subject to the full impact of the fire.
- This also signals the changeover from “contents” to “structure” fire. This is also the beginning of collapse danger for the structure. Structural collapse begins to become a major risk at this point and reaches the highest point during the decay stage of the fire (after the fire has been extinguished).

It should be noted that not every fire will reach flashover – and that not every fire will “wait” for the 8-minute mark to reach flashover. A quickly responding fire crew can do things to prevent or delay the occurrence of flashover. These options include:

- Application of portable extinguisher or other “fast attack” methodology.
- Venting the room to allow hot gases to escape before they can cause the ignition of other materials in the room.
- Not venting a room – under some circumstances this will stifle a fire and prevent flashover from occurring.

Each of these techniques requires the rapid response of appropriately trained fire suppression resources that can safely initiate these actions. In the absence of automatic fire suppression systems, access to interior fires can again be limited by a safety requirement related to staffing levels. OSHA and related industry standards require the presence of at least 2-firefighters on the exterior of a building before entry can be made to a structure in which the environment has been contaminated by a fire. In the absence of a threat to life demanding immediate rescue, interior fire suppression operations are limited to the extent a fire service delivery system can staff, to assuring a minimum of 4-people actively involved in firefighting operations.

The results of these research efforts have been utilized by communities and first responders, often on their own with no single reference, to develop local response time and other performance objectives. However, there are four major sources of information

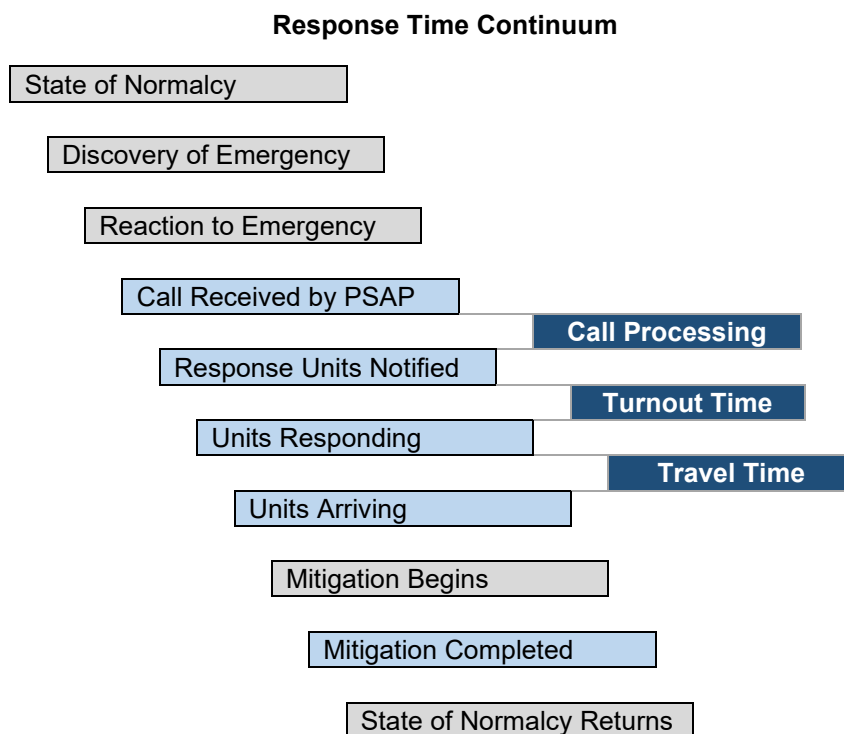
to which responders and local policymakers can refer when determining the most appropriate response objectives for their community:

- The Insurance Services Office (ISO) provides basic information regarding distances between fire stations. However, this “objective” does little to recognize the unique nature of every community’s road network, population, calls for service, call density, etc.
- The National Fire Protection Association (NFPA) promulgated a document entitled: “NFPA 1710: Objective for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments.” This document (NFPA 1710) was published in 2001 and generated a great deal of dialogue and debate – which is still ongoing.
- The Commission on Fire Accreditation International (CFAI) in its “Objectives of Coverage” manual places the responsibility for identifying “appropriate” response objectives on the locality. These objectives should be developed following a comprehensive exercise in which the risks and hazards in the community are compared to the likelihood of their occurrence.
- The American Heart Association (AHA) provides information on the response to cardiac events, the preferred methods of treatment, and the timing of the delivery of the medical care and treatment.

The next section examines the issue of response times.

3. Response Time

Response time to an emergency or call for assistance has been broken down into measurable and non-measurable segments. The response time continuum begins when the state of normalcy changes to a recognizable emergency. The following chart outlines the cascade of events that occurs once an emergency starts or is recognized. Those highlighted points represent hard data or that which is quantitative versus soft data or that which is subjective and unknown.



The highlighted points in the chart above represent three segments that can be used for evaluation; call processing, turnout time, and travel time. Each of these components represent a different point in the response time continuum and through their measurement and evaluation areas for improvement can be identified. Below are the definitions for the three components:

- Call Processing is defined as beginning when the call taker answers the call and ends with the dispatching of appropriate emergency services.
- Turnout Time is defined as beginning when the emergency service receives the call and is on the apparatus responding (wheels rolling) to the call.
- Travel Time is defined as beginning when the apparatus and personnel begin the response (wheels rolling) and ends once on location of the emergency (wheels stopped).

The National Fire Protections Association (NFPA), Center for Public Safety Excellence (CPSE), and the Insurance Services Office (ISO) offered reference points for communities to follow relative to fire service responses, however, only NFPA 1710 offers any specificity. It is important to note that the performance objectives (in terms of response times) provided in the NFPA 1710 document are derived from the basic research previously described. These include the following (all are taken from section

4.1.2.1 of NFPA 1710):

- One minute (60 seconds) for the processing of an incoming emergency phone call, including the completion of the dispatching of fire response units.
- “One minute twenty seconds (80 seconds) for turnout time for fire related incidents.” This is also called reflex time, reaction time, “out-the-chute” time, etc. This is the time that elapses between dispatch and when the units are actively responding.
- “One minute (60 seconds) for turnout time for emergency medical incidents.” This is also called reflex time, reaction time, “out-the-chute” time, etc. This is the time that elapses between dispatch and when the units are actively responding.
- “Four minutes (240 seconds) or less for the arrival of the first arriving engine company at a fire suppression incident and / or 8 minutes (480 seconds) or less for the deployment of a full first-alarm assignment at a fire suppression incident.”
- “Four minutes (240 seconds) or less for the arrival of a unit with first responder or higher-level capability at an emergency medical incident.”
- “Eight minutes (480 seconds) or less for the arrival of an advanced life support unit at an emergency medical incident, where this service is provided by the fire department.”
- In section 4.1.2.4, NFPA 1710 goes on to state: “The fire department shall establish a performance objective of not less than 90 percent for the achievement of each response time objective specified in 4.1.2.1”
- The AHA does not promulgate or identify performance objectives it does however provide the background information and motivation for the responses to cardiac arrest and other health related issues.

It is also critical to note that these time objectives apply to emergency calls for service – there is nothing in the NFPA documents (nor in any other objective) that suggests that communities cannot establish a differential response to calls for service determined to be non-emergency in nature.

The expression of response time has changed. In years past the measurement was expressed as an average of time. This essentially represents how the system or department is performing 50% of the time and is not a true reflection of how a department is performing. With the research that has been performed in developing performance

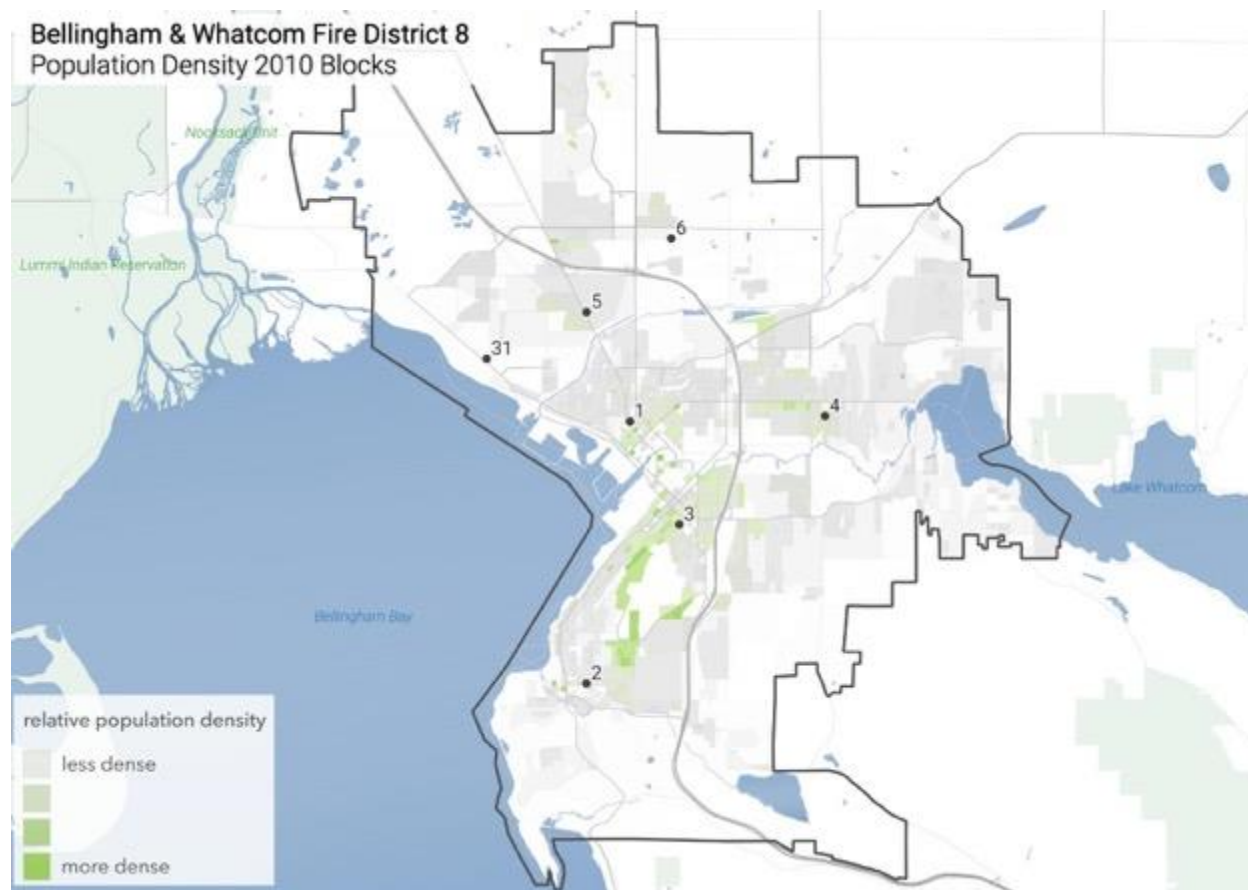
standards and practices the use of fractal time has become the best practice in the measurement and presentation of response time components. Fractal response time measures how often (as a percent of calls) a department can perform within each response time component. The NFPA and CPSE use the 90th percentile as the standard to meet for benchmark and baseline criteria.

Previously the Center for Public Safety Excellence had defined benchmark and baseline response times for each of the three components. They have since determined they are not a standard making organization and decided to leave the establishment of response time standards to others. However, their body of work is significant and has been used by numerous communities across the country to assist with determining what baseline services should be for a community.

The definitions for the criteria of each service area are defined in the table below. CPSE also gives a community a range of acceptable performance standards from “Baseline”, minimally accepted performance or to “Benchmark”, fully compliant with best practices. CPSE had previously set the following performance standards for urban, suburban and rural areas:

Service Area / Population Density Response Travel Time Standards				
Urban: Population density of over 1,000 per square mile				
	1st Unit	2nd Unit	1st Alarm Balance	Performance
Benchmark	4 minutes	8 minutes	8 minutes	90%
Baseline	5 minutes/12 seconds	10 minutes 24 seconds	10 minutes/24 seconds	90%
Suburban: Population density between 500 and 1,000 per square mile				
Benchmark	5 minutes	8 minutes	10 minutes	90%
Baseline	6 minutes/30 seconds	10 minutes/24 seconds	13 minutes	90%
Rural: Population density of less than 500 per square mile				
Benchmark	10 minutes	14 minutes	14 minutes	90%
Baseline	13 minutes	18 minutes/12 seconds	18 minutes/12 seconds	90%

The map below illustrates the population densities in Bellingham based on U.S. Census data. Higher population densities are noted in the central sections of the City and along the eastern areas near the lake. The far northern sections of the City contain an industrialized area that is not as densely populated. Overall the population density for Bellingham is about 2,665 people per square mile. Bellingham, by definition, is considered as an urban demographic. The northern areas of the City are less densely populated largely due to the commercial and industrial facilities.



4. Effective Response Force

There are several tasks, which must occur simultaneously to adequately combat different types of fires. The absence of adequate personnel to perform these tasks requires each task to be prioritized and completed in chronological order. These fire ground tasks include command, scene safety, search and rescue, water supply, fire attack, pump operations, ventilation, back up, and rapid intervention.

An initial full alarm assignment should be able to provide personnel to accomplish the following tasks:

- Establish incident command outside of the hazard area. This will allow coordination and direction of the incoming emergency response personnel and apparatus. A minimum of one person should be dedicated to this task.
- Establish an uninterrupted water supply of at least 400 gallons per minute for 30 minutes. Once established the supply line can be maintained by the pump operator to ensure uninterrupted water supply. A minimum of one person is assigned to this task that can then assume support role.

- Establish an effective water flow rate of 300 gallons per minute. This will be supplied to a minimum of two hand lines each operating at a minimum flow of 100 gallons per minute. Each hand line must have two individuals assigned with one serving as the attack line and the other as a back-up line.
- Provision of one support person to handle the hydrant hookup, utility control, forcible entry, and assist in deploying fire hose lines.
- Establish a search and rescue team. Each team will consist of a minimum of two.
- Establish a ventilation team. Each team will consist of a minimum of two personnel.
- Establish an initial rapid intervention team (RIT). Each RIT team shall consist of a minimum of two properly trained and equipped personnel.

Critical tasking will vary depending on the size and nature of the incident. The Center for Public Safety Excellence (CPSE) provides a suggestive list of tasks that need to be completed at a fire situation based on the risk. A similar list is provided within the NFPA 1710 document. The CPSE analysis, from the 8th edition, is summarized in the table below showing the minimum required personnel to mitigate the initial emergency response requirements by occupancy risk:

Critical Tasks for the Effective and Efficient Control of Structural Fires				
Critical Task	Maximum Risk	High Risk	Moderate Risk	Low Risk
Attack Line	4	4	4	2
Search and Rescue	4	2	2	0
Ventilation	4	2	2	0
Backup Line	2	2	2	2
Rapid Intervention	2	2	0	0
Pump Operator	1	1	1	1
Water Supply	1*	1*	1*	1*
Support (Utilities)	1*	1*	1*	1*
Command	1	1	1	1
Safety Officer	1	1	1	1
Salvage/Overhaul	2	0	0**	0
Command Aid	1	1	0	0
Operations Chief	1	1	0	0
Logistics	1	0	0	0
Planning	1	0	0	0
Staging Officer	1	1	0	0
Rehabilitation	1	1	0	0
Division Supervisors	2	1	0	0
High-rise Evacuation	10	0	0	0
Stairwell Support	10	0	0	0
Total Personnel	50-51	21-22	14-15	8-9

*Tasks can be performed by the same individual

**Task can be performed by the attack crew

It is interesting to note that the four-person companies discussed in some areas of NFPA 1710 are not maintained in the description of primary tasks to be accomplished on the fire ground – recognition that the requirements of the response in the field are dynamic and do not fit neatly into size and shape of any particular response configuration. These objectives apply to the initial and follow-up response for reported structure fires. The document does not suggest that this response be mounted for all incidents.

A task analysis for emergency medical calls analyzes three different types of calls or patient conditions. These three types of calls usually require the most effort on the part of the response team. Other calls or patient types can generally be handled with two or three personnel. Many times, especially in trauma calls, there are multiple patients. The table below outlines the tasks for handling these critical patients and the number of responders it may require for a successful outcome. It is important to note that some tasks are accomplished by the same personnel, so the total is not simple addition of the positions noted.

Critical Tasks for Effective Patient Care			
Critical Task	Cardiac Arrest	Stroke	Multi-System Trauma
Patient Assessment	2 per patient	2 per patient	2 per patient
Airway Management/Intubation	2 per patient	2 per patient	2 per patient
Cardiac Defibrillation	1	N/A	N/A
CPR	1	N/A	N/A
EKG Monitoring	1	1	1
IV/Pharmacology	1	1	1
Splint/Bandage/Immobilization	N/A	N/A	1
Patient Lifting/Packaging	2 – 4	2 – 4	2 – 4
Medical Information Collection	1	1	1
Total per Patient	6 - 8	5 - 7	6 - 8

It is incumbent upon the fire department to have a response plan in place to ensure enough personnel are on scene to accomplish the stated critical tasks in a timely fashion. Structure fires are very labor-intensive incidents with any number of factors, such as weather, making the task that much more difficult.

Adding to the critical tasks and staffing issues is the OSHA requirement of two in – two out in 1910.134(g)(4). This regulation states that if entry into an Immediately Dangerous to Life and Health (IDLH) atmosphere is necessary, two firefighters must enter together and remain in contact with each other. In addition, there must be two firefighters located outside the IDLH atmosphere for potential rescue if needed. This is a mandatory requirement.

The concept of an effective response force carries through for other responses by the fire department. The tables below outline the critical tasks for an effective response force for those responses.

Critical Tasks for Hazardous Materials		
Critical Task	High Risk	Low Risk
Command/Safety	2	1
Liaison	1	1
Decontamination	4	4
Research Support	2	1
Team Leader, Entry Team, Backup Team	6	6
Total Personnel	15	13

Critical Tasks for Initial Wildland Urban Interface Fires		
Critical Task	No Hydrants	With Hydrants
Command/Safety	1	1
Pump Operations	1	1
Attack Line	2	2
Structure Protection	3	2
Water Supply	1	0
Tender Operator	2	0
Exposure Lines	2	0
Total Personnel	12	6

Critical Tasks for Technical Rescue Incidents				
Critical Task	Swift Water	High/Low Angle	Confined Space	Trench
Command/Safety	1	1	2	2
Rescue Team	3	2	2	2
Backup Team	2	2	2	2
Patient Care	2	2	2	3
Rope Tender	2	0	0	0
Upstream Spotter	2	0	0	0
Downstream Safety	2	0	0	0
Rigger	0	1	1	0
Attendant	0	1	1	0
Ground Support	0	4	4	0
Edge Person	0	1	0	0
Shoring	0	0	0	5
Total Personnel	14	14	14	14

2 | Response Time

Computer Aided Dispatch (CAD) data for 2016, 2017, and 2018 was examined and evaluated. The data is not without issues such as coding problems, transcription errors, and equipment failures. The project team uses the following mechanism to address these issues.

Only qualified data is used to calculate response time and any related components. To be considered the data must meet the following criteria:

- The incident must have been unique

- The incident must have involved at least one fire department unit being dispatched to the call.
- Calls that are missing data are not used in the computations for call processing, turnout time, travel time, or call duration.
- Any call with usually long times or times sorted incorrectly (arrived before dispatch time) were removed.
- Non-emergency responses are removed; only emergency responses are included or those marked as Delta and Echo type calls.

After filtering the data using the methodology outlined above, the remaining incidents represent the response time for calls for service handled by the Fire Department.

3 | Call Processing

NFPA 1221 Standard (2019) for the Installation, Maintenance and Use of Emergency Services Communications Systems establishes the call processing benchmarks as outlined in the chart below.

NFPA 1221 Time Requirements		
Component	Target	Performance
Calls Answered	Within 15 seconds	95%
	Within 40 seconds	99%
Call Processing	Within 60 seconds	90%
	Within 90 seconds	99%
Call Processing for:		
* Language Translation	Within 90 seconds	90%
* TTY/TDD Device Services		
* Hazardous Materials	Within 120 seconds	99%
* Technical Rescue		
* Text Message		
* Unable to Determine Location		

Additionally, NFPA 1710: Objective for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments in section 4.1.2.1 provides a benchmark call processing time: One minute four seconds (64 seconds) for the processing of an incoming emergency phone call, including the completion of the dispatching of fire response units.

The table below illustrates the performance of the dispatch center for the Bellingham Fire Department. The table uses the benchmark performance objective of 1 minute and 4 seconds.

Call Processing							
System Performance							
All Calls		2016		2017		2018	
		Performance	Variance	Performance	Variance	Performance	Variance
Benchmark	1:00	1:46	0:46	2:09	1:09	2:49	1:49
Avg.:		0:56		1:10		1:47	

The times are shown in two formats, the average and the 90th fractal time. The average response time is an average of the call processing time for the calls evaluated. The benchmark time shown is a measurement using a 90% fractal time and represents the goal or industry best practice. For example, the call processing time benchmark is 64 seconds at 90% of the time and in 2017 the call processing time was 2:09 90% of the time. The column marked as variance represents the difference between the benchmark and the actual performance. For example, for 2017 the dispatch center was 1 minute and 5 seconds over the benchmark of 1 minute and 4 seconds.

The table below illustrates the call processing time for the past three years, derived by combining the last three-years of call processing time data using the same filtering mechanisms as previously noted. It is shown as a fractal time ranging from 90% to 70% for emergency medical calls and fire-related calls.

Bellingham Call Processing Time				
	90%	80%	70%	Avg.
Call Processing	2:42	2:13	1:55	1:33

For the past three-years combined the call processing time for emergency calls, those calls identified as priority calls, was 2 minutes and 42 seconds for 90% of the time and for 80% of the time the call processing time was 2 minutes and 13 seconds.

This table illustrates the achievable incremental improvement to the call processing time segment of the response time continuum. For example, improving the 90% fractal time from 2 minutes and 42 seconds to 2 minutes and 13 seconds represents a 10% improvement. As well, reducing the 90% fractal time to 1 minute and 55 seconds would represent a 20% improvement. Incremental improvements are measurable and provide a baseline to measure those improvements.

4 | Turnout Time

Turnout time is a measurable time segment that begins when the emergency service receives the call and is on the apparatus responding (wheels rolling) to the call. NFPA 1710: Objective for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments in section 4.1.2.1.1 provides the following performance objectives for turnout time:

- “One minute twenty seconds (80 seconds) for turnout time for fire and special operations.”
- “One minute (60 seconds) for turnout time for emergency medical services.”

The table below illustrates the performance for the Fire Department as compared to the benchmark performance objectives noted in NFPA 1710.

Bellingham Turnout Time						
System Performance						
EMS Calls		2016		2017		2018
		Performance	Variance	Performance	Variance	Performance
Benchmark	1:00	2:00	1:00	2:00	1:00	2:01
Avg.:		0:53		0:54		0:58
Fire Calls		2016		2017		2018
Benchmark	1:30	2:00	0:30	2:00	0:30	2:07
Avg.:		0:56		1:00		1:00

The times are shown in two formats, the average and the 90th fractal time. The average response time is an average of the turnout time for the calls evaluated. The benchmark time shown is a measurement using a 90% fractal time and represents the goal or industry best practice. For example, the turnout time benchmark is 60 seconds at 90% of the time for emergency medical calls and the Bellingham Fire Department has a turnout time of 2:01 90% of the time in 2018. The column marked as variance represents the difference between the benchmark and the actual performance. For example, in 2018 the department was 1 minute and 1 second over the benchmark of 1 minute.

To further illustrate the turnout time for the Fire Department, the tables below illustrate the turnout time for each apparatus using the same benchmark performance objectives.

Turnout Time Emergency Medical Calls – City Responses				
Unit Performance - Benchmark Objectives				
Unit	Benchmark	2016	2017	2018

		Performance	Variance	Performance	Variance	Performance	Variance
Aid 1	1:00	1:00	0:00	2:00	1:00	1:42	0:42
	Avg.	0:33		0:44		0:21	
Aid 2	1:00	0:24	- 0:36	1:50	0:50	2:36	1:36
	Avg.	0:09		0:44		0:31	
Aid 3	1:00	1:14	0:14	1:29	0:29	1:18	0:18
	Avg.	0:22		0:28		0:15	
Aid 4	1:00	1:23	0:23	2:08	1:08	1:27	0:27
	Avg.	0:25		0:52		0:20	
Aid 5	1:00	0:59	- 0:01	2:06	1:06	2:14	1:14
	Avg.	0:21		1:16		1:14	
Aid 6	1:00	2:06	1:06	2:16	1:16	1:38	0:38
	Avg.	0:57		0:51		0:19	
Aid 31	1:00	0:00	0:00	2:19	1:19	2:59	1:59
	Avg.	0:00		0:48		0:49	
Engine 1	1:00	2:00	1:00	2:06	1:06	2:30	1:30
	Avg.	1:11		1:15		1:21	
Engine 2	1:00	2:00	1:00	2:00	1:00	2:26	1:26
	Avg.	1:19		1:20		1:19	
Engine 3	1:00	2:00	1:00	2:02	1:02	2:13	1:13
	Avg.	1:19		1:16		1:11	
Engine 4	1:00	2:00	1:00	2:00	1:00	2:15	1:15
	Avg.	1:14		1:12		1:15	
Ladder 5	1:00	2:00	1:00	2:38	1:38	2:42	1:42
	Avg.	1:17		1:25		0:48	
Engine 6	1:00	2:12	1:12	3:00	2:00	2:32	1:32
	Avg.	1:26		1:24		1:29	
Engine 31	1:00	3:00	2:00	2:00	1:00	2:31	1:31
	Avg.	1:27		1:17		1:20	
Medic 1	1:00	2:16	1:16	2:34	1:34	2:28	1:28
	Avg.	1:08		1:10		1:12	
Medic 2	1:00	2:00	1:00	2:13	1:13	2:28	1:28
	Avg.	1:04		1:06		1:16	
Medic 10	1:00	2:14	1:14	2:00	1:00	2:04	1:04
	Avg.	1:18		1:01		0:55	

Turnout Time Fire Related Calls – City Responses

Unit Performance - Benchmark Objectives

Unit	Benchmark	2016	2017	2018
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		Performance	Variance	Performance	Variance	Performance	Variance
Aid 1	1:20	2:38	1:18	2:00	0:40	3:10	1:50
	Avg.	0:54		0:36		0:21	
Aid 2	1:20	2:00	0:40	2:00	0:40	3:09	1:49
	Avg.	0:51		0:51		0:55	
Aid 3	1:20	2:00	0:40	1:54	0:34	2:40	1:20
	Avg.	0:40		0:25		0:44	
Aid 4	1:20	1:29	0:09	1:36	0:16	2:39	1:19
	Avg.	0:29		0:20		0:47	
Aid 5	1:20	2:00	0:40	2:52	1:32	2:09	0:49
	Avg.	0:22		1:20		0:52	
Aid 6	1:20	1:01	- 0:19	3:00	1:40	1:37	0:17
	Avg.	0:19		1:03		0:41	
Aid 31	1:20	0:48	- 0:32	1:36	0:16	0:10	- 1:10
	Avg.	0:02		0:30		0:07	
Engine 1	1:20	2:00	0:40	2:00	0:40	2:47	1:27
	Avg.	1:20		1:27		1:40	
Engine 2	1:20	2:00	0:40	2:00	0:40	2:44	1:24
	Avg.	1:25		1:26		1:44	
Engine 3	1:20	2:13	0:53	2:00	0:40	2:20	1:00
	Avg.	1:24		1:19		1:21	
Engine 4	1:20	2:00	0:40	2:00	0:40	2:16	0:56
	Avg.	1:19		1:23		1:21	
Ladder 5	1:20	2:00	0:40	3:00	1:40	2:59	1:39
	Avg.	1:22		1:33		1:49	
Engine 6	1:20	2:57	1:37	3:00	1:40	2:38	1:18
	Avg.	1:29		1:33		1:33	
Engine 31	1:20	2:48	1:28	3:00	1:40	3:21	2:01
	Avg.	1:05		1:47		1:59	
Medic 1	1:20	2:31	1:11	2:48	1:28	2:49	1:29
	Avg.	1:10		1:17		1:25	
Medic 2	1:20	2:12	0:52	2:10	0:50	2:55	1:35
	Avg.	1:10		1:10		1:27	
Medic 10	1:20	2:00	0:40	2:00	0:40	2:35	1:15
	Avg.	1:04		1:02		1:01	

The tables below illustrate the turnout time for each apparatus for the Fire District #8 calls for service.

Turnout Time Emergency Medical Calls - District Responses							
Unit Performance - Benchmark Objectives							
Unit	Benchmark	2016		2017		2018	
		Performance	Variance	Performance	Variance	Performance	Variance
Aid 31	1:00	3:00	2:00	2:42	1:42	3:11	2:11
	Avg.	1:37		1:36		1:54	
Aid 34	1:00	2:48	- 0:36	2:55	1:55	2:43	1:43
	Avg.	1:31		1:41		1:38	
Engine 31	1:00	2:00	1:00	3:00	2:00	2:53	1:53
	Avg.	1:24		1:12		0:48	
Engine 34	1:00	2:54	1:54	3:04	2:04	3:04	2:04
	Avg.	1:00		1:34		0:45	

Turnout Time Fire Related Calls - District Responses							
Unit Performance - Benchmark Objectives							
Unit	Benchmark	2016		2017		2018	
		Performance	Variance	Performance	Variance	Performance	Variance
Aid 31	1:20	2:38	1:18	2:00	0:40	3:10	1:50
	Avg.	0:54		0:36		0:21	
Aid 34	1:20	2:00	0:40	2:00	0:40	3:09	1:49
	Avg.	0:51		0:51		0:55	
Engine 31	1:20	2:00	0:40	1:54	0:34	2:40	1:20
	Avg.	0:40		0:25		0:44	
Engine 34	1:20	1:29	0:09	1:36	0:16	2:39	1:19
	Avg.	0:29		0:20		0:47	

There are several factors that will influence the turnout time for apparatus that includes the station layout. Other factors include stairs, detours to the restroom, policy for signaling enroute, opening the bay doors, policy for gathering response information, and the personal protective gear that must be donned. There have also been numerous national discussions about the measurement of turnout time as it relates to the benchmark times. These discussions have centered around the ability of the personnel to safely disengage from non-emergency tasks and move to an emergency response. While the discussion continues about this measurement, the table below illustrates the turnout time as a baseline using the same principles as the baseline travel time or 70% of the benchmark time. For example, the benchmark time of 60 seconds for medical calls will have a baseline time of 78 seconds.

Turnout Time

System Performance							
EMS Calls		2016		2017		2018	
		Performance	Variance	Performance	Variance	Performance	Variance
Baseline	1:18	2:00	0:42	2:00	0:42	2:01	0:43
	Avg.:	0:53		0:54		0:58	
Fire Calls							
Baseline	1:57	2:00	0:03	2:00	0:03	2:07	0:10
	Avg.:	0:56		1:00		1:00	

The times are shown in two formats, the average and the 90th fractal time. The average response time is an average of the turnout time for the calls evaluated. The baseline time shown is a measurement using a 90% fractal time and represents that which is acceptable to the community. For example, the turnout time baseline is 78 seconds at 90% of the time for emergency medical calls and the Bellingham Fire Department has a turnout time of 2:01 90% of the time in 2018. The column marked as variance represents the difference between the baseline and the actual performance. For example, in 2018 the department was 43 seconds over the baseline time of 1 minute and 18 seconds.

To further illustrate the turnout time for the Fire Department, the tables below illustrate the turnout time for each apparatus using the same baseline performance objectives.

Turnout Time Emergency Medical Calls – City Responses							
Unit Performance - Baseline Objectives							
		2016		2017		2018	
Unit	Baseline	Performance	Variance	Performance	Variance	Performance	Variance
Aid 1	1:18	1:00	- 0:18	2:00	0:42	1:42	0:24
	Avg.	0:33		0:44		0:21	
Aid 2	1:18	0:24	- 0:54	1:50	0:32	2:36	1:18
	Avg.	0:09		0:44		0:31	
Aid 3	1:18	1:14	- 0:04	1:29	0:11	1:18	0:00
	Avg.	0:22		0:28		0:15	
Aid 4	1:18	1:23	0:05	2:08	0:50	1:27	0:09
	Avg.	0:25		0:52		0:20	
Aid 5	1:18	0:59	- 0:19	2:06	0:48	2:14	0:56
	Avg.	0:21		1:16		1:14	
Aid 6	1:18	2:06	0:48	2:16	0:58	1:38	0:20
	Avg.	0:57		0:51		0:19	
Aid 31	1:18	0:00	0:00	2:19	1:01	2:59	1:41
	Avg.	0:00		0:48		0:49	
Engine 1	1:18	2:00	0:42	2:06	0:48	2:30	1:12
	Avg.	1:11		1:15		1:21	

Engine 2	1:18	2:00	0:42	2:00	0:42	2:26	1:08
	Avg.	1:19		1:20		1:19	
Engine 3	1:18	2:00	0:42	2:02	0:44	2:13	0:55
	Avg.	1:19		1:16		1:11	
Engine 4	1:18	2:00	0:42	2:00	0:42	2:15	0:57
	Avg.	1:14		1:12		1:15	
Ladder 5	1:18	2:00	0:42	2:38	1:20	2:42	1:24
	Avg.	1:17		1:25		0:48	
Engine 6	1:18	2:12	0:54	3:00	1:42	2:32	1:14
	Avg.	1:26		1:24		1:29	
Engine 31	1:18	3:00	1:42	2:00	0:42	2:31	1:13
	Avg.	1:27		1:17		1:20	
Medic 1	1:18	2:16	0:58	2:34	1:16	2:28	1:10
	Avg.	1:08		1:10		1:12	
Medic 2	1:18	2:00	0:42	2:13	0:55	2:28	1:10
	Avg.	1:04		1:06		1:16	
Medic 10	1:18	2:14	0:56	2:00	0:42	2:04	0:46
	Avg.	1:18		1:01		0:55	

Turnout Time Fire Related Calls – City Responses							
Unit Performance - Baseline Objectives							
Unit	Baseline	2016		2017		2018	
		Performance	Variance	Performance	Variance	Performance	Variance
Aid 1	1:44	2:38	0:54	2:00	0:16	3:10	1:26
	Avg.	0:54		0:36		0:21	
Aid 2	1:44	2:00	0:16	2:00	0:16	3:09	1:25
	Avg.	0:51		0:51		0:55	
Aid 3	1:44	2:00	0:16	1:54	0:10	2:40	0:56
	Avg.	0:40		0:25		0:44	
Aid 4	1:44	1:29	- 0:15	1:36	- 0:08	2:39	0:55
	Avg.	0:29		0:20		0:47	
Aid 5	1:44	2:00	0:16	2:52	1:08	2:09	0:25
	Avg.	0:22		1:20		0:52	
Aid 6	1:44	1:01	- 0:43	3:00	1:16	1:37	- 0:07
	Avg.	0:19		1:03		0:41	
Aid 31	1:44	0:48	- 0:56	1:36	- 0:08	0:10	- 1:34
	Avg.	0:02		0:30		0:07	
Engine 1	1:44	2:00	0:16	2:00	0:16	2:47	1:03
	Avg.	1:20		1:27		1:40	

Engine 2	1:44	2:00	0:16	2:00	0:16	2:44	1:00
	Avg.	1:25		1:26		1:44	
Engine 3	1:44	2:13	0:29	2:00	0:16	2:20	0:36
	Avg.	1:24		1:19		1:21	
Engine 4	1:44	2:00	0:16	2:00	0:16	2:16	0:32
	Avg.	1:19		1:23		1:21	
Ladder 5	1:44	2:00	0:16	3:00	1:16	2:59	1:15
	Avg.	1:22		1:33		1:49	
Engine 6	1:44	2:57	1:13	3:00	1:16	2:38	0:54
	Avg.	1:29		1:33		1:33	
Engine 31	1:44	2:48	1:04	3:00	1:16	3:21	1:37
	Avg.	1:05		1:47		1:59	
Medic 1	1:44	2:31	0:47	2:48	1:04	2:49	1:05
	Avg.	1:10		1:17		1:25	
Medic 2	1:44	2:12	0:28	2:10	0:26	2:55	1:11
	Avg.	1:10		1:10		1:27	
Medic 10	1:44	2:00	0:16	2:00	0:16	2:35	0:51
	Avg.	1:04		1:02		1:01	

The tables below illustrate the turnout time for each apparatus for the Fire District #8 calls for service compared to the baseline performance objective.

Turnout Time Emergency Medical Calls							
Unit Performance - Baseline Objectives							
Unit	Baseline	2016		2017		2018	
		Performance	Variance	Performance	Variance	Performance	Variance
Aid 31	1:18	3:00	1:42	2:42	1:24	3:11	1:53
	Avg.	1:37		1:36		1:54	
Aid 34	1:18	2:48	1:30	2:55	1:37	2:43	1:25
	Avg.	1:31		1:41		1:38	
Engine 31	1:18	2:00	0:42	3:00	1:42	2:53	1:35
	Avg.	1:24		1:12		0:48	
Engine 34	1:18	2:54	1:36	3:04	1:46	3:04	1:46
	Avg.	1:00		1:34		0:45	
Turnout Time Fire Related Calls							
Unit Performance - Baseline Objectives							
Unit	Baseline	2016		2017		2018	
		Performance	Variance	Performance	Variance	Performance	Variance

Aid 31	1:44	2:38	0:54	2:00	0:16	3:10	1:26
	Avg.	0:54		0:36		0:21	
Aid 34	1:44	2:00	0:16	2:00	0:16	3:09	1:25
	Avg.	0:51		0:51		0:55	
Engine 31	1:44	2:00	0:16	1:54	0:10	2:40	0:56
	Avg.	0:40		0:25		0:44	
Engine 34	1:44	1:29	- 0:15	1:36	- 0:08	2:39	0:55
	Avg.	0:29		0:20		0:47	

The table below illustrates the turnout time for the past three years, derived by combining the last three-years of turnout time data using the same filtering mechanisms as previously noted. It is shown as a fractal time ranging from 90% to 70% for emergency medical calls and fire-related calls.

Bellingham Turnout Time				
	90%	80%	70%	Avg.
Turnout Time - EMS	2:32	2:00	1:56	1:20
Turnout Time - Fire	2:54	2:01	2:00	1:27

For the past three-years combined the turnout time for medical calls was 2 minutes and 32 seconds for 90% of the time and for 80% of the time the turnout time was 2 minutes. Using this method establishes a baseline turnout time for the Fire Department to utilize.

As in the call processing section, this table illustrates the achievable incremental improvement to the turnout time segment of the response time continuum. For example, improving the 90% fractal time from 2 minutes and 32 seconds to 2 minutes represents a 10% improvement. As well, reducing the 90% fractal time to 1 minute and 56 seconds would represent a 20% improvement. Incremental improvements are measurable and provide a baseline to measure those improvements.

5 | Distribution of Resources

Distribution is the measure of getting initial resources to an emergency to begin mitigation efforts. This is measured in a variety of ways including percentage of square miles, percentage of road miles and travel time. The Insurance Services Office (ISO) has used road miles for many years advocating one and a half miles for an engine company and two and a half miles for a ladder company. With the advent of GIS technology and improved computer aided dispatch (CAD) systems, the use of actual travel time is another more accurate measure for the distribution of resources.

Travel time is a measurable time segment that begins when the apparatus and personnel begin the response (wheels rolling) and ends once on location of the emergency (wheels stopped). NFPA 1710: Objective for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments in section 4.1.2.1.1 provides the following performance objectives for travel time of the first arriving unit:

- “Four minutes (240 seconds) or less for the arrival of the first arriving engine company at a fire suppression incident.”
- “Four minutes (240 seconds) or less for the arrival of a unit with first responder or higher-level capability at an emergency medical incident.”

The performance measures shown above are benchmark travel times. These times represent the industry best practices. The Center for Public Safety Excellence had previously provided travel time performance objectives for the various demographics providing benchmark and baseline objectives for each. The table below is used for the travel time dynamics of the fire protection system.

Service Area / Population Density Response Travel Time Standards				
Urban: Population density of over 1,000 per square mile				
	1 st Unit	2 nd Unit	1 st Alarm Balance	Performance
Benchmark	4 minutes	8 minutes	8 minutes	90%
Baseline	5 minutes/12 seconds	10 minutes 24 seconds	10 minutes/24 seconds	90%
Suburban: Population density between 500 and 1,000 per square mile				
Benchmark	5 minutes	8 minutes	10 minutes	90%
Baseline	6 minutes/30 seconds	10 minutes/24 seconds	13 minutes	90%
Rural: Population density of less than 500 per square mile				
Benchmark	10 minutes	14 minutes	14 minutes	90%
Baseline	13 minutes	18 minutes/12 seconds	18 minutes/12 seconds	90%

The tables below illustrate the benchmark and baseline travel time for the Bellingham Fire Department. The tables labeled as urban areas are calls for service in the City limits and those labeled as rural are for those areas in the District.

Travel Time - Urban Areas							
System Performance							
		2016		2017		2018	
		Performance	Variance	Performance	Variance	Performance	Variance
Benchmark	4:00	5:00	1:00	5:05	1:05	5:17	1:17

Avg.: 2:57 3:00 3:02

Travel Time - Urban Areas							
System Performance							
		2016		2017		2018	
		Performance	Variance	Performance	Variance	Performance	Variance
Baseline	5:12	5:00	- 0:12	5:05	- 0:07	5:17	0:05
	Avg.:	2:57		3:00		3:02	

The times are shown in two formats, the average and the 90th fractal time. The average response time is an average of the travel time for the calls evaluated. The benchmark time shown is a measurement using a 90% fractal time and represents the goal or industry best practice. For example, the travel time benchmark is 4 minutes at 90% of the time for calls for service and the City of Bellingham has a travel time of 5:12 90% of the time in 2018. The column marked as variance represents the difference between the benchmark and the actual performance. For example, in 2018 the department was 1 minute and 17 seconds over the benchmark of 4 minutes. Using the same data for 2018 the department was 5 seconds over the baseline travel time of 5 minutes and 12 seconds.

Fire District #8 is largely rural in nature with the exception of those areas immediately adjacent to the City. The tables below illustrate the travel time for the District for the past three years.

Travel Time - Rural Areas							
System Performance							
		2016		2017		2018	
		Performance	Variance	Performance	Variance	Performance	Variance
Benchmark	10:00	10:28	0:28	9:01	- 0:59	8:42	- 1:18
	Avg.:	5:41		5:13		4:46	

Travel Time - Rural Areas							
System Performance							
		2016		2017		2018	
		Performance	Variance	Performance	Variance	Performance	Variance
Baseline	13:00	10:28	- 2:32	9:01	- 3:59	8:42	- 4:18
	Avg.:	5:41		5:13		4:46	

The times are shown in two formats, the average and the 90th fractal time. The average response time is an average of the travel time for the calls evaluated. The benchmark time shown is a measurement using a 90% fractal time and represents the goal or industry best practice. For example, the travel time benchmark is 10 minutes at 90% of the time for calls for service and the City of Bellingham has a travel time of 8:42 90% of the time in 2018. The column marked as variance represents the difference between the benchmark and the actual performance. For example, in 2018 the department was 1

minute and 18 seconds under the benchmark of 10 minutes. Using the same data for 2018 the department was 4 minutes and 18 seconds under the baseline travel time of 13 minutes.

To further illustrate the travel time for the Fire Department, the tables below illustrate the travel time for each apparatus using the same performance objectives involving calls for service in the City and the District.

Travel Time - Urban Areas							
Unit Performance - Benchmark Objectives							
Unit	Benchmark	2016		2017		2018	
		Performance	Variance	Performance	Variance	Performance	Variance
Aid 1	4:00	6:00	2:00	7:00	3:00	5:08	1:08
	Avg.	2:41		3:02		1:57	
Aid 2	4:00	5:00	- 0:36	6:31	2:31	6:51	2:51
	Avg.	2:34		3:36		2:15	
Aid 3	4:00	5:00	1:00	5:56	1:56	4:57	0:57
	Avg.	2:26		2:13		1:43	
Aid 4	4:00	7:00	3:00	7:00	3:00	6:34	2:34
	Avg.	3:21		2:56		2:45	
Aid 5	4:00	5:15	- 0:01	5:00	1:00	4:58	0:58
	Avg.	2:13		2:32		2:35	
Aid 6	4:00	6:42	2:42	7:12	3:12	6:00	2:00
	Avg.	2:49		2:51		2:17	
Aid 31	4:00	3:12	0:00	6:12	2:12	5:17	1:17
	Avg.	1:54		2:04		1:48	
Engine 1	4:00	5:00	1:00	5:00	1:00	5:08	1:08
	Avg.	2:58		2:32		2:36	
Engine 2	4:00	5:00	1:00	6:00	2:00	6:02	2:02
	Avg.	3:10		3:21		3:15	
Engine 3	4:00	5:00	1:00	5:00	1:00	5:21	1:21
	Avg.	2:57		2:50		2:52	
Engine 4	4:00	6:00	2:00	6:00	2:00	5:34	1:34
	Avg.	3:32		3:20		3:12	
Ladder 5	4:00	5:00	1:00	6:00	2:00	7:09	3:09
	Avg.	2:43		2:40		2:12	
Engine 6	4:00	5:00	1:00	6:00	2:00	5:39	1:39
	Avg.	2:56		3:09		3:09	
Engine 31	4:00	6:54	2:54	6:28	2:28	6:55	2:55

	Avg.	2:47		3:09		2:59	
Medic 1	4:00	8:36	4:36	9:08	5:08	8:28	4:28
	Avg.	5:04		4:40		4:14	
Medic 2	4:00	8:00	4:00	8:40	4:40	8:13	4:13
	Avg.	4:56		4:30		4:13	
Medic 10	4:00	8:00	4:00	9:11	5:11	8:13	4:13
	Avg.	4:56		2:39		4:13	

Travel Time - Urban Areas							
Unit Performance - Baseline Objectives							
Unit	Baseline	2016		2017		2018	
		Performance	Variance	Performance	Variance	Performance	Variance
Aid 1	5:12	6:00	0:48	7:00	1:48	5:08	- 0:04
	Avg.	2:41		3:02		1:57	
Aid 2	5:12	5:00	- 0:12	6:31	1:19	6:51	1:39
	Avg.	2:34		3:36		2:15	
Aid 3	5:12	5:00	- 0:12	5:56	0:44	4:57	- 0:15
	Avg.	2:26		2:13		1:43	
Aid 4	5:12	7:00	1:48	7:00	1:48	6:34	1:22
	Avg.	3:21		2:56		2:45	
Aid 5	5:12	5:15	0:03	5:00	- 0:12	4:58	- 0:14
	Avg.	2:13		2:32		2:35	
Aid 6	5:12	6:42	1:30	7:12	2:00	6:00	0:48
	Avg.	2:49		2:51		2:17	
Aid 31	5:12	3:12	0:00	6:12	1:00	5:17	0:05
	Avg.	1:54		2:04		1:48	
Engine 1	5:12	5:00	- 0:12	5:00	- 0:12	5:08	- 0:04
	Avg.	2:58		2:32		2:36	
Engine 2	5:12	5:00	- 0:12	6:00	0:48	6:02	0:50
	Avg.	3:10		3:21		3:15	
Engine 3	5:12	5:00	- 0:12	5:00	- 0:12	5:21	0:09
	Avg.	2:57		2:50		2:52	
Engine 4	5:12	6:00	0:48	6:00	0:48	5:34	0:22
	Avg.	3:32		3:20		3:12	
Ladder 5	5:12	5:00	- 0:12	6:00	0:48	7:09	1:57
	Avg.	2:43		2:40		2:12	
Engine 6	5:12	5:00	- 0:12	6:00	0:48	5:39	0:27
	Avg.	2:56		3:09		3:09	
Engine 31	5:12	6:54	1:42	6:28	1:16	6:55	1:43

	Avg.	2:47		3:09		2:59	
Medic 1	5:12	8:36	3:24	9:08	3:56	8:28	3:16
	Avg.	5:04		4:40		4:14	
Medic 2	5:12	8:00	2:48	8:40	3:28	8:13	3:01
	Avg.	4:56		4:30		4:13	
Medic 10	5:12	8:00	2:48	9:11	3:59	8:13	3:01
	Avg.	4:56		2:39		4:13	

The tables below illustrate the travel time for the District calls for service.

Travel Time - Rural Areas							
Unit Performance - Benchmark Objectives							
Unit	Benchmark	2016		2017		2018	
		Performance	Variance	Performance	Variance	Performance	Variance
Aid 31	10:00	6:59	- 3:01	11:00	1:00	8:57	- 1:03
	Avg.	3:43		4:44		4:19	
Aid 34	10:00	8:55	- 1:05	9:01	- 0:59	8:42	- 1:18
	Avg.	5:16		5:19		4:59	
Engine 31	10:00	8:18	- 1:42	9:00	- 1:00	11:29	1:29
	Avg.	4:53		4:18		4:26	
Engine 34	10:00	7:12	- 2:48	8:00	- 2:00	9:25	- 0:35
	Avg.	3:13		5:44		5:40	

Travel Time - Rural Areas							
Unit Performance - Baseline Objectives							
Unit	Baseline	2016		2017		2018	
		Performance	Variance	Performance	Variance	Performance	Variance
Aid 31	13:00	6:59	- 6:01	11:00	- 2:00	8:57	- 4:03
	Avg.	3:43		4:44		4:19	
Aid 34	13:00	8:55	- 4:05	9:01	- 3:59	8:42	- 4:18
	Avg.	5:16		5:19		4:59	
Engine 31	13:00	8:18	- 4:42	9:00	- 4:00	11:29	- 1:31
	Avg.	4:53		4:18		4:26	
Engine 34	13:00	7:12	- 5:48	8:00	- 5:00	9:25	- 3:35
	Avg.	3:13		5:44		5:40	

For the District, the travel time is below the rural demographic. This is due to the positioning of the two stations. Station 34 is located in the area of the heavier population zone and where the majority of their calls are occurring. Likewise, Station 31 is located

along a main roadway providing good access to the Marietta area and the area immediately adjacent to the City.

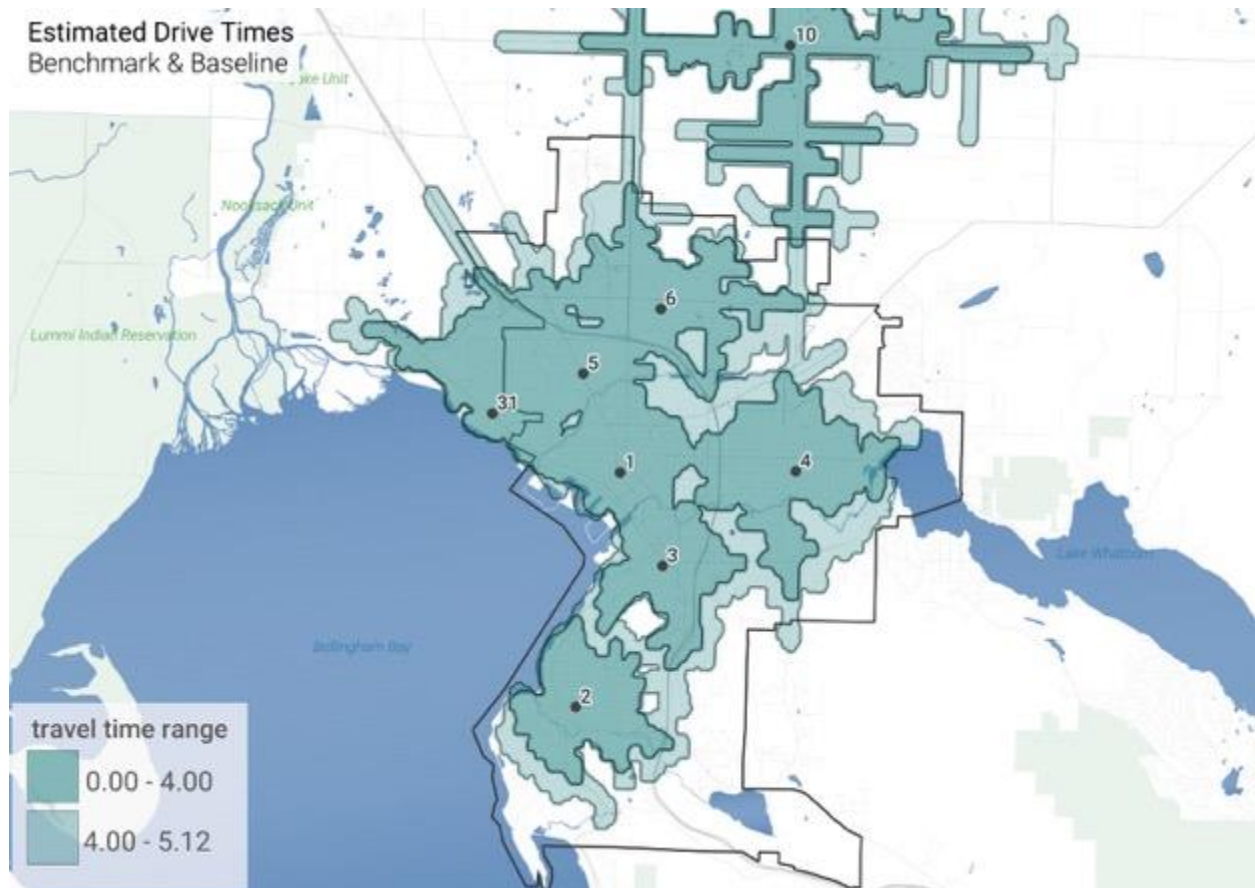
The table below illustrates the travel time for the past three years, derived by combining the last three-years of travel time data using the same filtering mechanisms as previously noted. It is shown as a fractal time ranging from 90% to 70% for the City (urban) and the District (rural).

Bellingham Baseline Travel Time				
	90%	80%	70%	Avg.
Travel Time - Urban	5:00	4:00	3:42	4:12
Travel Time - Rural	8:42	7:37	6:33	4:49

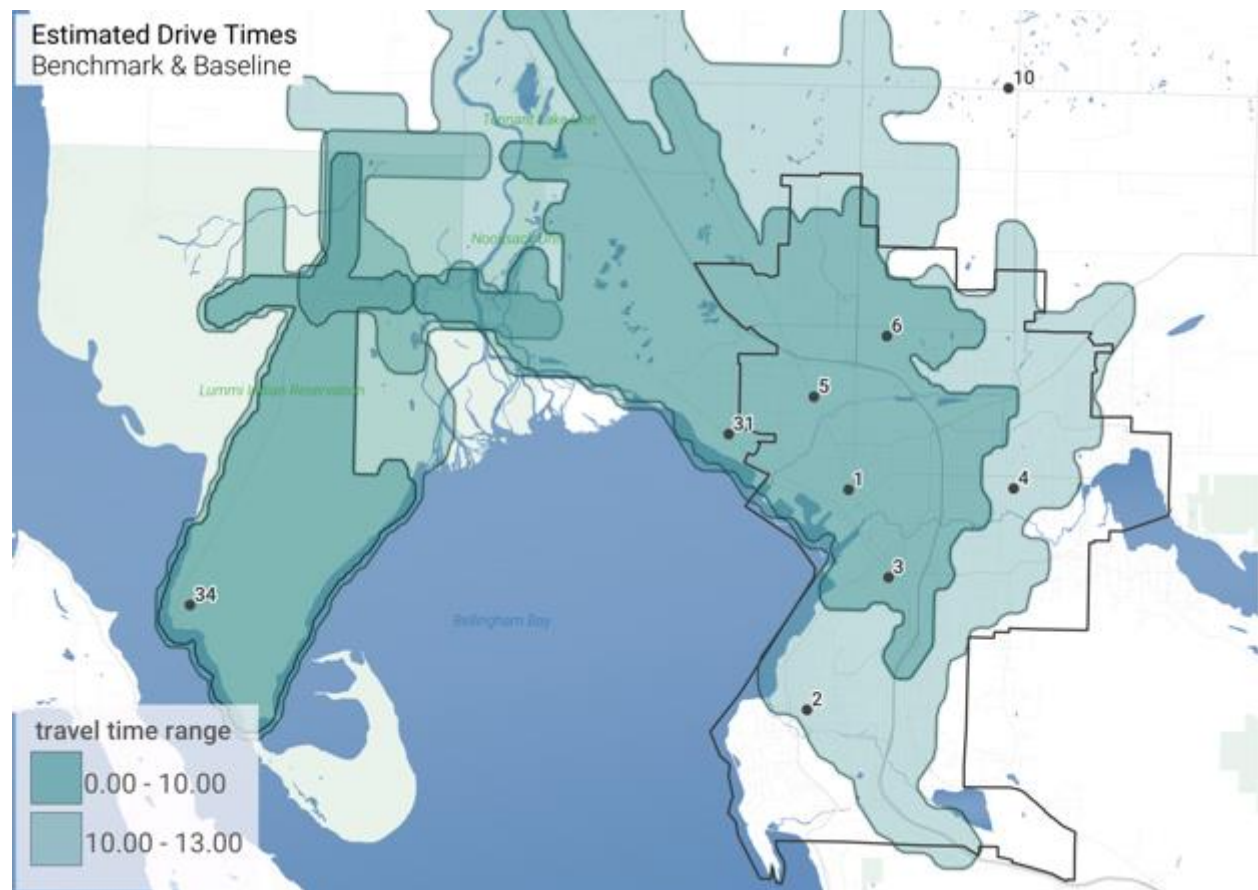
For the past three-years combined the travel time was 5 minutes for 90% of the time and for 70% of the time the travel time was 3 minutes and 42 seconds for the City.

As with turnout time the table above shows an achievable improvement to this segment of the response time continuum. A 10% improvement would mean reducing the travel time by one minute or that difference between the 90th percentile and the 80th percentile in the City.

The maps below provide a spatial view of the travel time, both benchmark and baseline, using the Bellingham and Fire District #8 fire station locations as the starting point. The drive time isochrones are generated using a digital road network with existing speed limits, traffic laws, and a general pattern of traffic flow factored into the equation.



As shown, there are some areas along the outer edges of the City that are outside the travel time performance objectives. The area to the south contains a large park area with limited roadway access. Station 31 was considered in the map due to its proximity and responses into the City. Station 10 is also shown as that resource does respond into the City.



This shows the areas of Fire District #8, specifically Stations 31 and 34, using the rural demographic travel time. As noted previously, Station 34 is situated in the same area as the bulk of the population allowing for a quicker response in that area.

For purposes of comparison, the following table illustrates the response time data for eight fire departments in the Washington region.

Response Time Comparison									
	City of Bellingham	City of Redmond	City of Kirkland	City of Everett	City of Kennewick	Valley Regional Fire Authority	South King Fire and Rescue	Renton Fire Authority	Spokane Valley Fire Department
Call Processing	2:49		86%			2:29			
Turnout Time								2:39	
EMS Calls	2:01	44%		3:10	2:16	1:53	2:04		1:59
Fire Calls	2:07	72%		3:27	2:56	2:10	2:42		2:44
Travel Time									
EMS Calls	5:17	86%	74%	6:35		7:42	5:52	7:27	7:49
Fire Calls	5:17	87%	65%	6:21		7:42	5:09	7:49	9:32
Total Response Time									
EMS Calls			9:56		8:11				
Fire Calls			7:56		9:10				

Some of the departments did not have call processing data while others had obtained it from their regional dispatch center. As well, two departments provided information in a different format. For Redmond, they used a one minute and one minute thirty second turnout time for EMS and fire calls. Their travel time is based on a six-minute travel time, based on their adopted performance standards. The data shown above is the percentage of time they met the standard. For Kirkland, they use a four-minute travel time as their established performance standard and they do not report turnout time. Both Kirkland and Kennewick report the total response time defined as the time the call is initiated to the emergency response units are on the scene. All times shown are for the 90th percentile.

6 | Concentration of Resources

Concentration is generally described as the ability of the Fire Department to get the appropriate number of personnel and resources to the scene of an emergency to effectively mitigate the incident. There are two parts to this component which is an effective response force and the amount of time to get the resources in place.

1. First Alarm Assignment Travel Time

The first part to the concentration model is the travel time for the remainder of the first alarm assignment. The concentration of resources is necessary to ensure the effective response force arrives in a timely manner. Much like the distribution of resources, the concentration is dependent on the population density. It is not reasonable or financially possible for a rural area to have the same concentration of resources that is in an urban setting.

Travel time is a measurable time segment that begins when the apparatus and personnel begin the response (wheels rolling) and ends once on location of the emergency (wheels stopped). NFPA 1710: Objective for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments in section 4.1.2.1.1 provides the following performance objectives for travel time of the first arriving unit:

- “Eight minutes (480 seconds) or less for the deployment of a full first-alarm assignment at a fire suppression incident.”

The performance measures shown above are benchmark travel times. These times represent the industry best practices. CPSE has previously established a baseline travel time of 10 minutes and 24 seconds for the full first alarm assignment.

2. Effective Response Force

There are several tasks, which must occur simultaneously to adequately combat different types of fires. The absence of adequate personnel to perform these tasks requires each task to be prioritized and completed in chronological order. These fire ground tasks include command, scene safety, search and rescue, water supply, fire attack, pump operations, ventilation, back up, and rapid intervention.

An initial full alarm assignment should be able to provide personnel to accomplish the following tasks:

- Establish incident command outside of the hazard area. This will allow coordination and direction of the incoming emergency response personnel and apparatus. A minimum of one person should be dedicated to this task.
- Establish an uninterrupted water supply of at least 400 gallons per minute for 30 minutes. Once established the supply line can be maintained by the pump operator to ensure uninterrupted water supply. A minimum of one person is assigned to this task that can then assume support role.

- Establish an effective water flow rate of 300 gallons per minute. This will be supplied to a minimum of two hand lines each operating at a minimum flow of 100 gallons per minute. Each hand line must have two individuals assigned with one serving as the attack line and the other as a back-up line.
- Provision of one support person to handle the hydrant hookup, utility control, forcible entry, and assist in deploying fire hose lines.
- Establish a search and rescue team. Each team will consist of a minimum of two.
- Establish a ventilation team. Each team will consist of a minimum of two personnel.
- Establish an initial rapid intervention team (RIT). Each RIT team shall consist of a minimum of two properly trained and equipped personnel.

(3) Evaluation of the Concentration of Resources

Computer Aided Dispatch (CAD) data for 2016, 2017, and 2018 was examined and evaluated for the table below. To be considered for inclusion the following conditions were required to be met:

- The incident must have building fire as the incident type.
- All the units dispatched must have an enroute time and an arrival time recorded. It was assumed if the unit did not arrive on scene that it was cancelled.

To be considered as meeting the concentration both the travel time and a minimum of 14 personnel had to arrive on location. Apparatus staffing was counted as three personnel per station arriving in one vehicle or multiple. For example, if Aid 1 and Engine 1 arrived on the scene those two units combined to have three personnel. Medic units arriving were counted as two personnel and any command staff units were counted as a single person.

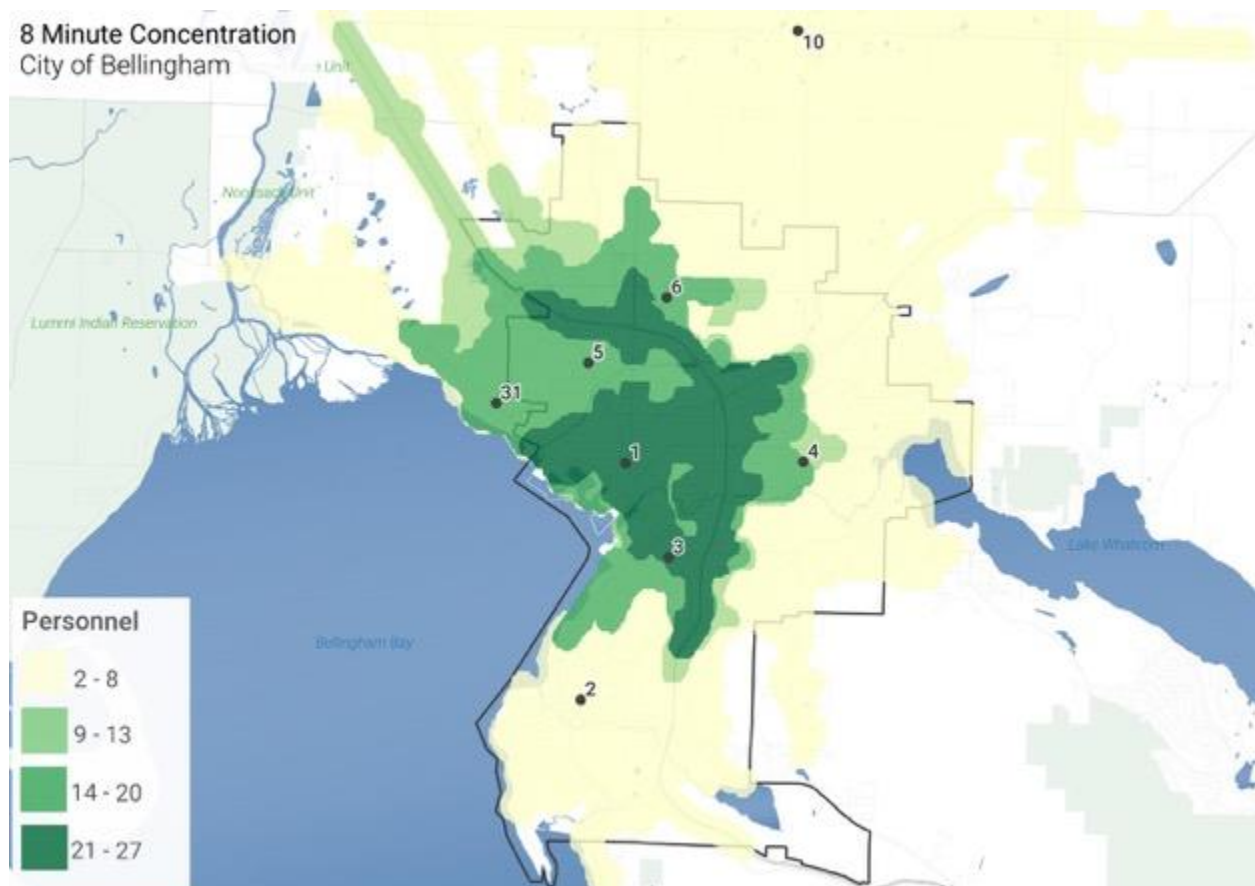
The table below represents the structure fire calls for the three years combined and evaluated for the concentration of resources. The fire calls evaluated had a minimum of \$1,000 in fire loss.

Bellingham Fire Department				
City Responses	Distribution		Concentration	
	Time	Percent Met	Time	Percent Met
Benchmark	4:00	85.7%	8:00	50.0%
Baseline	5:12	94.0%	10:24	57.1%

The Fire Department met the distribution benchmark travel time 85.7% of the time and the baseline travel time was met 94.0% of the time for the building fire incidents evaluated.

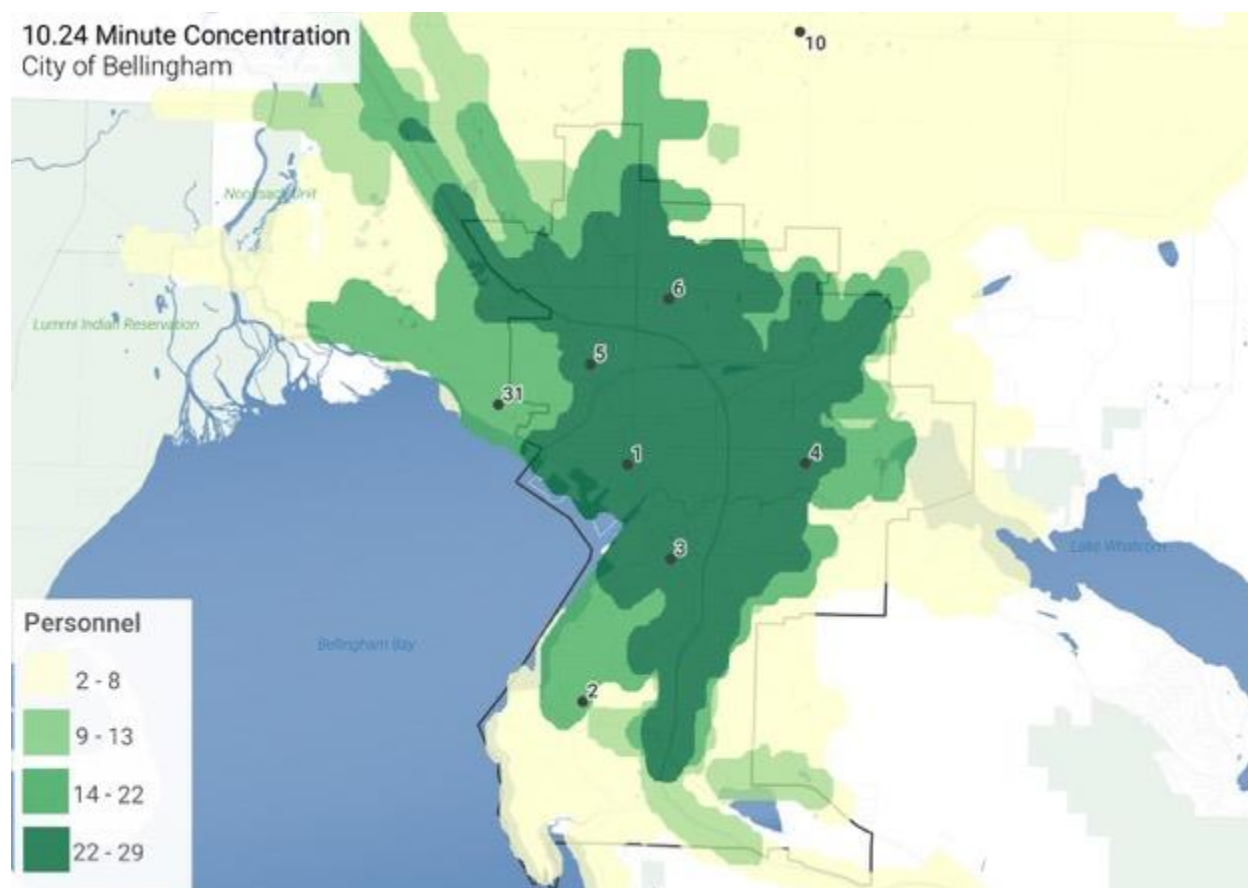
For the concentration part, the Fire Department had 14 personnel on location within the benchmark performance objective 50.0% of the time and within the baseline performance objective 57.1% of the time.

The map below illustrates the concentration of resources with an 8-minute benchmark travel time based on the fire station locations.



This assumes the resources are responding from their respective stations. The central core of the City is well covered and moving to the edges the number of personnel able to reach a scene in 8 minutes drop off.

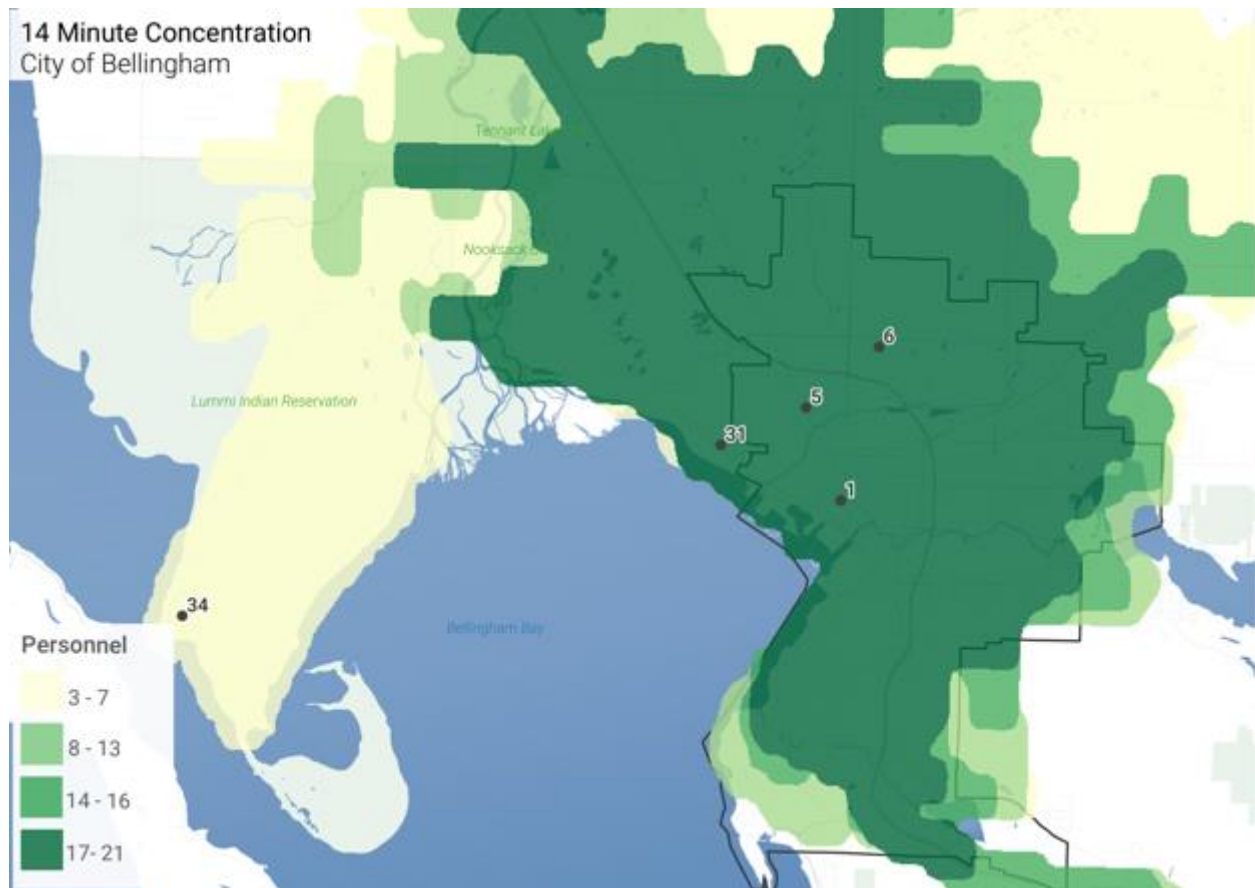
The map below illustrates the concentration of resources with a 10 minute 24 second baseline travel time based on the fire station locations.



This map also assumes the resources are responding from their respective stations. The area to the south is outside the baseline concentration performance objective and has been identified as a large park area with limited roadway access.

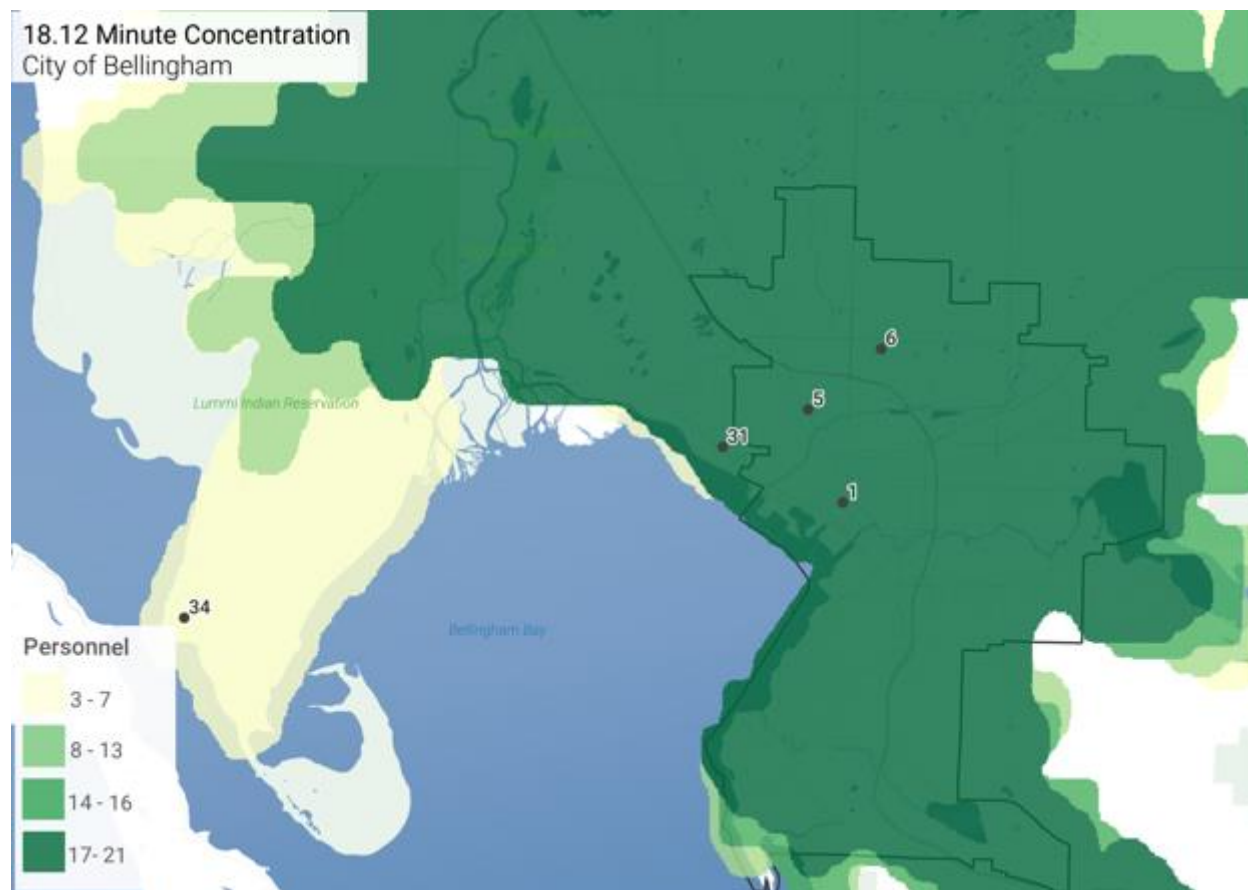
For Fire District #8 the travel times are different as this area follows the rural demographic. The first alarm benchmark travel time is 14 minutes and the baseline travel time is 18 minutes and 12 seconds.

The map below illustrates the concentration of resources with a 14-minute benchmark travel time based on the fire station locations.



As illustrated the Marietta-Alderwood area is well covered using three stations from the City to aid the response.

The map below illustrates the concentration of resources with a 18-minute 12 second baseline travel time based on the fire station locations.



It should be noted the lower peninsula area is three personnel for an extended period of time before additional resources are available.

7 | Response Reliability Issues

The concept of distribution and concentration of resources can be influenced by other contributing factors including unit hour utilization and concurrent calls for service.

1. Unit Hour Utilization

Unit hour utilization is another mechanism to measure the workload of a fire protection system. This measures the amount of time units are responding to and handling calls for service. Unit hour utilization is calculated by taking the total hours the unit is committed to an incident divided by the total available hours. Expressed as a percentage, it identifies the amount of time the unit is committed to calls for service but more importantly the amount of time the unit is available. Within the framework of the 90th percentile performance standards the amount of available time can have an impact in meeting that

standard. If utilization rates are too high the units are often unavailable for immediate response.

Bellingham Fire Department Unit Hour Utilization									
	2016			2017			2018		
	Hours	Pct.	Avg. Call	Hours	Pct.	Avg. Call	Hours	Pct.	Avg. Call
Aid 1	391:40:10	4.5%	23:33	502:21:01	5.7%	23:21	480:41:07	5.5%	22:20
Aid 2	341:09:35	3.9%	28:14	367:21:16	4.2%	30:55	325:33:52	3.7%	25:46
Aid 3	450:49:30	5.1%	23:30	512:55:20	5.9%	23:37	488:46:31	5.6%	21:52
Aid 4	403:04:09	4.6%	24:15	722:38:17	8.2%	40:20	390:32:12	4.5%	21:52
Aid 5	314:03:58	3.6%	22:34	301:14:00	3.4%	24:25	592:56:43	6.8%	21:28
Aid 6	398:12:47	4.5%	27:00	460:26:55	5.3%	27:29	439:24:40	5.0%	23:59
Aid 31	162:20:24	1.9%	29:47	343:53:31	3.9%	29:06	300:29:12	3.4%	24:10
Aid 34	260:19:33	3.0%	41:06	455:45:15	5.2%	37:46	374:25:26	4.3%	31:23
Engine 1	455:04:53	5.2%	18:30	527:32:37	6.0%	18:10	602:26:12	6.9%	18:39
Engine 2	365:10:33	4.2%	22:38	443:28:39	5.1%	24:17	411:26:38	4.7%	22:39
Engine 3	598:19:26	6.8%	19:44	660:55:40	7.5%	20:20	686:34:49	7.8%	19:53
Engine 4	523:18:31	6.0%	21:16	516:33:21	5.9%	21:18	550:29:15	6.3%	20:50
Ladder 5	396:51:54	4.5%	19:43	489:17:39	5.6%	19:47	209:12:35	2.4%	18:15
Engine 6	518:06:42	5.9%	21:38	499:29:02	5.7%	21:14	529:05:16	6.0%	21:55
Engine 31	77:28:14	0.9%	23:14	184:44:22	2.1%	21:29	202:19:38	2.3%	21:34
Engine 34	44:01:00	0.5%	28:06	76:02:34	0.9%	27:09	80:09:40	0.9%	25:35
Medic 1	1636:33:53	18.7%	30:15	1580:50:09	18.0%	26:22	1538:04:15	17.6%	25:15
Medic 2	1548:16:19	17.7%	28:38	1610:33:27	18.4%	28:22	1564:49:05	17.9%	25:59
Medic 10	1383:56:41	15.8%	33:03	1198:21:55	13.7%	28:38	1081:52:11	12.4%	23:53

Given the manner the Fire Department deploys units from the station, it may also be advantageous to examine the unit hour utilization by station.

Bellingham Fire Department Station Utilization						
	2016		2017		2018	
	Hours	Pct.	Hours	Pct.	Hours	Pct.
Station 1	846:45:03	9.7%	1029:53:38	11.8%	1083:07:19	12.4%
Station 2	706:20:08	8.1%	810:49:55	9.3%	737:00:30	8.4%
Station 3	1049:08:56	12.0%	1173:51:00	13.4%	1175:21:20	13.4%
Station 4	926:22:20	10.6%	1239:11:38	14.1%	941:01:27	10.7%
Station 5	710:55:52	8.1%	790:31:39	9.0%	802:09:18	9.2%
Station 6	836:47:03	9.6%	959:55:57	11.0%	968:29:56	11.1%
Station 31	239:48:38	2.7%	528:37:53	6.0%	502:48:50	5.7%
Station 34	304:20:33	3.5%	531:47:49	6.1%	454:35:06	5.2%
Medic 1	1636:33:53	18.7%	1580:50:09	18.0%	1538:04:15	17.6%
Medic 2	1548:16:19	17.7%	1610:33:27	18.4%	1564:49:05	17.9%
Medic 10	1383:56:41	15.8%	1198:21:55	13.7%	1081:52:11	12.4%

Three medic units represent the busiest units in the department with utilization rates in the range of 15% to 18% over the past three years. Unit utilization of other units are not as high ranging from less than 1% for the District units to about 8% for some of the City

units. However, a review of the utilization of the stations yields a slightly different view with utilization rates as high as 13%. While 13% is not a high utilization, consideration must be given to the availability of the unit left unstaffed. For example, in 2018 the Station 3 crew was utilized about 13% of the time which also means the aid unit, or the fire suppression unit was not staffed for that amount of time.

2. Concurrent Calls for Service

It is not uncommon for a fire protection system to have multiple requests for service occurring simultaneously. The larger the system the more frequently this will occur. With the appropriate resources this can be handled efficiently. The table below illustrates the concurrent calls for the fire protection system for the past three years.

Concurrent Calls for Service					
Calls	2016	2017	2018	Total	%
1	2,862	2,273	2,732	7,867	16.01%
2	4,133	3,993	4,144	12,270	24.97%
3	3,513	3,850	3,798	11,161	22.71%
4	2,291	3,052	2,558	7,901	16.08%
5	1,229	1,849	1,619	4,697	9.56%
6	603	1,152	876	2,631	5.35%
7+	538	1,153	919	2,610	5.31%
Total	15,169	17,322	16,646	49,137	100%

With a fire protection system as large as Bellingham it is not uncommon to have multiple requests for service. Over 84% of the time there are at least two calls for service and 36% of the time there are at least four calls for service.

To provide a different view of the concurrent calls issue, the following table illustrates the number of concurrent calls by the hour of the day.

Concurrent Calls by Hour of the Day								
Hour	1	2	3	4	5	6	7+	Total
12 am	375	486	335	161	39	17	13	1,426
1 am	395	449	275	147	68	22	13	1,369
2 am	412	413	212	88	33	18	3	1,179
3 am	398	361	196	101	41	4	1	1,102
4 am	358	332	152	53	20	7	3	925
5 am	358	334	152	72	17	6	5	944
6 am	393	427	262	109	47	14	10	1,262
7 am	411	478	342	160	82	39	26	1,538
8 am	361	511	517	291	152	92	84	2,008
9 am	306	572	596	445	254	110	143	2,426
10 am	260	532	611	507	318	182	202	2,612
11 am	248	524	588	490	390	240	240	2,720
12 pm	261	555	611	547	351	174	152	2,651
1 pm	226	600	631	485	347	209	209	2,707
2 pm	235	573	675	532	329	223	266	2,833
3 pm	275	521	669	534	371	238	235	2,843
4 pm	261	533	629	561	366	239	227	2,816
5 pm	306	578	658	528	318	195	215	2,798
6 pm	300	598	621	451	284	172	194	2,620
7 pm	307	592	583	475	297	146	152	2,552
8 pm	327	580	562	387	244	118	112	2,330
9 pm	355	606	538	378	160	83	64	2,184
10 pm	348	596	432	239	110	62	31	1,818
11 pm	391	517	315	157	60	23	11	1,474
Total	7,867	12,268	11,162	7,898	4,698	2,633	2,611	49,137

Beginning at the 8 am hour concurrent calls increase sharply and continues through the day and begin to decline at the 9 pm hour.

8 | Deployment of Resources

One of the effects on travel time and the response time continuum is the deployment of the resources to handle the calls for service. These issues can take different forms depending on the community and the risks within the community. The following subsections analyze those identified issues in Bellingham. There are several factors identified in the previous sections that will need to be addressed to improve travel time and the response to calls for service.

- For structure fires, an effective response force is being achieved about 50% of the time using the benchmark performance objective and 57% of the time using a baseline performance objective.
- Stations are left unstaffed between 9% and 13% of time as the crews are out on other calls for service. This is based on the time the unit was dispatched to the time the unit was marked as available for another call.
- There are between 2 and 4 concurrent calls about 64% of the time, meaning 2 to 4 stations are unavailable to respond to calls in their respect districts.
- The time illustrated here does not include time spent out of the station for training or other non-emergency details that occur.

Based on a geospatial analysis and using the existing station locations, travel times for the initial response is within nationally accepted best practice. The same is true, geospatially, for an effective response force for a structure fire. However, the Fire Department is meeting the effective response force criteria (concentration) about 50% of the time.

1. Emergency Medical Response System

The current medical response system is a two-tiered system which is a typical type of system utilized throughout the United States. The initial response includes a basic life support (BLS) unit (fire apparatus or ambulance) with an advanced life support (ALS) unit following depending on the type of call. In some instances, the BLS unit can handle the call leaving the ALS available for other calls for service. In Bellingham, the BLS units are dual staffed using crews from the fire suppression units. This is commonly referred to as a first emergency first scenario where the station crew responds to the call using the unit requested leaving the other unit unstaffed. For example, if the call is a medical call the crew responds in the ambulance and leaves the fire suppression unit unstaffed. There are other options available to the station crews in the Bellingham system such as taking both units as a team such two personnel in an ambulance and one in the suppression unit. Using a first emergency first staffing model is an efficient system for smaller cities and systems but, must be monitored closely as it can allow the medical response or the fire response to be hampered.

There are three performance measures that when combined indicates the current staffing model is putting a strain on the Bellingham emergency response system. The concentration of resources (effective response force) is not meeting nationally accepted

best practice. As noted previously an effective response force of 14 personnel is needed to efficiently control a moderate risk (residential) structure fire. A review of the past three years of data, this is being met between 50% and 57% of the time and this includes all medical units that respond to the call.

Concurrent calls are another performance measure that will have an impact on the response system. As previously noted, about 64% of the time there are two to four calls occurring simultaneously. In order to visualize the impact of concurrent calls, the table on the next page provides a view at a single day and all the calls for service during that 24-hour period.

Calls by Alarm Time for January 4, 2018																							
Hour	Station 1		Station 2		Station 3		Station 4		Station 5		Station 6		Station 31		Station 34		Paramedic Units						
	A1	E1	A2	E2	A3	E3	A4	E4	A5	L5	A6	E6	A31	E31	A34	E34	EMS1	M1	M2	M10	M45	M5	Total
12 am																							0
1 am	1								1		1												3
2 am							1												1				2
3 am																				1			1
4 am																							0
5 am	1								2								1	1			1		6
6 am							1											1	1	1			4
7 am	1				1						1	1	2		1		2	1	2	2	1	1	16
8 am											1												1
9 am					1													1	2				4
10 am					1				1									1					3
11 am	1		1				1	1			1	1					2	1	1	1	1		12
12 pm	1						1		1										1				4
1 pm							1																1
2 pm					1			1	1			1						2	1	1			8
3 pm							1		1			1	1						1				5
4 pm																							0
5 pm	1				1	1		1	1									1					6
6 pm									2			2						1	1	1	1		8
7 pm							1												1				2
8 pm			1		1				1									1					4
9 pm	1																						1
10 pm						1													1				2
11 pm			1		1																1		3
Total	3	4	2	1	2	7	5	5	10	1	4	6	3	0	0	1	5	11	13	8	4	1	96

This table represents a single day in the emergency response system. The time represents the time the call was received, it does not account for the duration of the call. It is possible the call was handled within the hour shown and it also possible the call extended into the next hour. Some areas are less active than others which is to be expected, such as Station 2 had three calls for the day and those were spread out across the day. However, Station 4 had 10 calls for the day and from 11 am to 3 pm, at least one of the units was unstaffed. Station 3 handled 11 calls for the day, ten of which were medical calls, meaning during that time the fire suppression unit was not staffed.

Responses to other Districts is another area that provides a view of the concurrent call issue and the number of calls within the City. The table below illustrates the number of calls, for the past three years, handled by each station and the district the call is located.

Calls by Unit and District										
	1	2	3	4	5	6	31	33	34	Total
Station 1 (A1/E1)	5,355	230	1,101	861	388	325	119	60	23	8,462
Station 2 (A2/E2/L2)	49	4,412	601	48	15	19	3	1	3	5,151
Station 3 (A3/E3)	603	734	7,327	484	29	45	5	1	1	9,229
Station 31(A31/E31)	439	28	75	17	427	223	903	281	346	2,739
Station 34 (A34/E34)	5	3	7	3	18	4	10	25	1,927	2,002
Station 4 (A4/E4)	214	90	580	6,117	36	227	18	2	6	7,290
Station 5 (A5/E5/L5)	557	92	215	191	3,780	1,178	280	27	31	6,351
Station 6 (A6/E6/L6)	134	36	67	445	504	5,768	83	7	17	7,061
Medic 1	1,464	978	1,793	1,487	1,067	1,459	250	86	131	8,715
Medic 10	149	107	174	159	93	257	31	8	25	1,003
Medic 2	1,486	992	1,793	1,440	1,045	1,388	263	80	121	8,608

As expected, each station handles the majority of its calls within the district it is assigned. It is not uncommon for one station to respond to calls in other districts to either cover calls or as a part of a multiple company response. However, 18% of the calls Station 5 responded to is in District 6. Likewise, 13% of the calls Station 1 responded to was in District 3 and almost 15% of the responses for Station 3 was in Districts 1 and 2. Units responding from other districts will cause the travel time to be longer.

The unit hour utilization for the paramedic units is in the range of 15% to 18% utilization with the stations utilization rates are in the 10% to 14% range. Utilization rates for the paramedic units are consistently in the 15% to 18% range making it difficult to meet a 90% performance objective for travel time. Increasing medical calls for service and the increasing utilization rates for the stations will make it more difficult to meet the 90% performance benchmark as well. For example, Station 1 utilization has increased from about 10% in 2016 to just under 13% in 2018. These increases are not only inhibiting the response to calls for service but also leaving units unstaffed.

Staffing two basic life support ambulances will assist in alleviating the first emergency first model for two stations and allow for the staffing of two dedicated fire suppression units. Based on the call volume and the location, Station 3 and 6 would be the recommended locations for these two units. The other stations would continue to operate as a first emergency first model but would only respond an ambulance if the two dedicated BLS units are committed to calls for service.

Whatcom Emergency Medical Services is responsible for the funding of the advance life support system in the City and County. They are currently reviewing the needs of the system operationally and financially as the next ballot issue will be in the 2020/2021 election year. The current goal is to place the fifth paramedic in service once the finances are secured and the call volume and densities are confirmed.

Adding personnel to staff two BLS transport units will require 1.18 people to cover a single position on one shift or 4.60 to cover one position for the year.

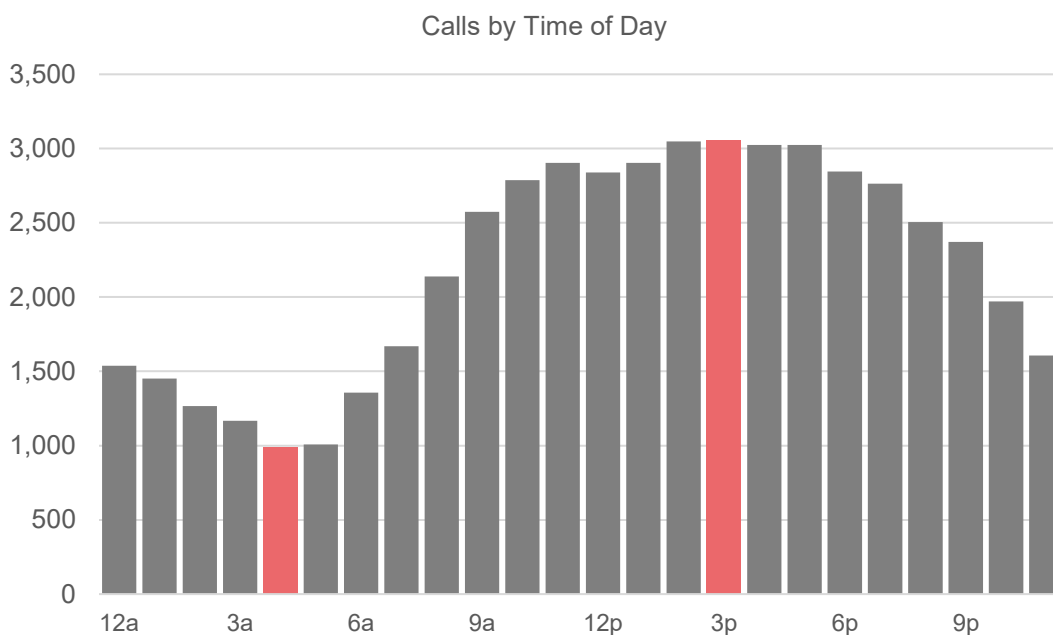
Four Platoon Work Schedule		
Single Position		
Shifts to Cover		92
Debit Days to Cover	+	5
Total Shifts to Cover	=	97
Sick Leave	-	8
Vacation - Avg.	-	9
Shifts Available to work	=	80
Shifts to Cover divided by Shifts Available		
Number of People to Cover 92 Shifts	=	1.15
Number of Platoons	=	4
People to Cover times Number of Platoons		
Number of People to Cover One Position - 365 days	=	4.60
Single Shift		
Minimum Staffing per Shift	=	4
Number of People to Cover 92 Shifts	=	1.15
Number of People times Minimum Staffing		
Number of People to cover One Shift	=	4.60
Department		
Number of Platoons	=	4
Minimum Staffing per Shift	=	4
Number of People to Cover One Shift	=	4.60
Number of People times Number of Shifts		
Staffing Needed for the Department	=	18.40

As illustrated in the table above, staffing two BLS ambulances with two personnel each will require about 18 personnel to ensure adequate staffing. The table below illustrates the cost to add these personnel.

Additional Personnel Cost						
	Salary	Benefits	Turnout Gear / Uniforms	Total Cost	Number of Personnel	Total First Year Cost
Firefighters	\$72,660	\$36,324	\$10,000	\$118,984	18	\$2,141,712

Once the two dedicated BLS units are active, the response system will need to be monitored and reevaluated. Other changes in the response system could impact the call volume by reducing the demand. Likewise, as the population grows there may be a need to add additional BLS units to handle the increased workload. There are additional costs attached to the hiring process. The process to create an eligibility list is approximately \$30,000 covering recruitment costs, testing, and other related costs. The training of the new recruits provides an additional cost of about \$150,000 for the fire related programming and about \$60,000 for the emergency medical course. These costs are typical for the each of the segments and not necessarily based on the number of participants.

A second option is to staff BLS units during heavy call volume times. The chart below illustrates the call volume by hour of the day.



As illustrated above, calls begin to increase at the 7 am hour and increase sharply at the 8 am hour. The calls peak at the 3 pm hour and remain steady throughout the day. The calls begin to decline at the 7 pm hour and sharply decline at the 10 pm hour with 4 am being the slowest hour of the day.

In order to have an impact on the handling of calls for service, staffing additional units would likely need to occur beginning at the 6 am hour and continuing through the 10 pm hour making for a 16-hour day.

Through the development of the staffing model for these two units similar assumptions to the 24-hour model were made. Based on a 16-hour shift, there are 5,840 hours to cover for a single position. To account for the other time off the following calculations were used to determine the number of shifts used.

- For paid time off such as vacation, an average of 9 shifts was used. This is based on the number of shifts allotted for the existing workforce, 1,179 shifts are available for vacation. This divided by 131 FTEs gives an average of 9 shifts per employee which converts to 216 hours per year.
- During the past three years an average of 22,555 hours was used for sick leave. Light duty is not included in the sick leave hours above, but still needs to be accounted for as the employee is not available for the shift. This time averages 1,724 hours per year. Adding these two together totals 24,279 hours a year attributable to sick or injury leave and light duty. This divided by 131 FTEs provides an average of 185.0 hours per year.
- The final assumption used a standard work week of 40 hours or 2,080 hours for the year.

The table below illustrates the number of personnel required to staff two dedicated BLS units for 16 hours per day seven days a week.

40 Hour Week Schedule		
Staffing Needs		
Hours per Year based on 40-hour work week		2,080
Sick Leave - Avg Hours per Year	-	185
Vacation - Avg. hours per Year	-	216
Hours Available to Work	=	1,679
Hours to Cover:		
16 hours per day - 365 days	=	5,840
Number of Positions	=	4
Hours to Cover for the Year	=	23,360

Hours to Cover divided by Hours Available

Number of People to Cover Four positions = 13.91

As shown, it would require 14 people to cover the 4 positions per day. This represents 4 less people than needed to cover the two BLS units on a 24-hour basis. The cost for these positions is shown in the table below.

Additional Personnel Cost						
	Salary	Benefits	Turnout Gear / Uniforms	Total Cost	Number of Personnel	Total First Year Cost
Firefighters	\$72,660	\$36,324	\$10,000	\$118,984	14	\$1,665,776

The advantage is a reduction in costs to provide additional staffing during those busy times. The difference in cost between 24-hour shifts and daytime staffing is about \$475,936 for the year. The scheduling and cost are based on the standard 40-hour work week and no overtime. There will likely be overtime costs associated with this option as the calls for service are unpredictable as to their timing and duration. The table below illustrates potential overtime costs as a percentage of salaries.

Potential Overtime Costs					
Salaries	Anticipated Overtime	Overtime Cost	Number of Personnel	Total Overtime Cost	Cost Savings
\$72,660	5%	\$3,633	14	\$50,862	\$425,074
	10%	\$7,266	14	\$101,724	\$374,212

As shown in the table above, if the overtime costs are 5% of the regular salaries, the cost savings drops from \$475,936 to \$425,074. Should the overtime costs represent about 10% of the salaries, the cost savings drops to \$374,212 for the year.

Goal 4	Improve the Emergency Medical Services response and support system.
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8 Fire Prevention

Fire prevention and loss control is the first defense against unwanted fires. The goal of any fire prevention program is to prevent the fire from occurring, prevent the loss of life, reduce the severity of a fire if one does occur, and if a fire does occur to enable the fire suppression forces to perform their tasks more effectively. These goals are accomplished through building inspections, public education activities, and the planning before a building is built.

Plans for new developments and commercial buildings need to be reviewed by the Fire Department not only to ensure code compliance but also to ensure access and water supplies are adequate. As well, there are complex fire protection systems and hazardous processes that require plan review, acceptance tests and inspections.

All inspectors in the Life Safety Division are required to be State certified fire inspectors and International Code Council Inspector II. The Senior Inspector and Fire Marshal are required to also be International Code Council Plans Examiners and the Permit Technician is required to have the International Code Council Permit Tech certification.

1 Fire Prevention Workload

A typical work week for the Fire Prevention function is shown on the table below.

Activity	Fire Prevention Activity			
	Fire Marshal	Senior Inspector	Inspectors	Permit Technician
Land Use Meetings and Policy/Plan Review	80%			
New Construction Inspections		10%	50%	
Fire Operations Permit Inspections	10%		30%	
Training	10%	10%	10%	
Plan Review		70%	5%	
Fitness		5%	5%	
Customer Service Questions				30%
Addressing Review/Assignments				30%
Fire Permit Intake/Processing				40%

The Fire Operations Permits inspections shown above are the existing buildings with one or more hazardous activities regulated by the international Fire Code. These occupancies

represent approximately 1,000 of the 5,600 commercial occupancies in the City. The goal is to have the inspectors complete 60 inspections each per quarter and the senior inspector and Fire Marshal to complete 20 per quarter.

Engine company inspections ended in 2012 due to the increased call volume and the increased responsibility of engine companies responding to medical calls. This means that approximately 4,600 occupancies that are not covered by the fire operational permits are no longer being inspected.

Inspectors will also fill overtime shifts as needed, although they try to only fill shifts on the weekends. There are occasions when a weekday shift needs to be filled and will limit their ability to perform their duties. The table below illustrates the business inspection activity.

Business Inspection Activity			
	2016	2017	2018
Business Inspections	147	330	825

New construction plan reviews and the related inspections increased significantly from 2016 to 2018. The table below illustrates the increase in the activity.

New Construction Activity			
	2016	2017	2018
Plan Check Reviews	1,112	1,602	2,154
New Construction Inspections	1,281	1,576	1,700

This activity accounts for about 70% of the workload for the fire prevention section of the department. Large projects generally have their plan reviews completed in approximately 28 days while the smaller projects are generally handled in 14 days.

2 | Fire Investigations

Fire investigations are performed using a tiered approach. Company officers will handle the initial investigation with the fire investigators/inspectors being called in if there is suspicious activity or the cause and origin determination is more complex. The table below illustrates the activity of the fire investigators/inspectors.

Fire Investigation Activity			
	2016	2017	2018
Fire Investigations	16	19	21

Once a fire is deemed criminal, the Police Department becomes involved with the investigation to assist with the evidence and working through any court proceedings.

3 | Life Safety Education

Life safety education programs are reactive rather than proactive. In place of a dedicated public education position, they use a public education group that consists of line personnel, dispatch, office personnel paying overtime to handle the programming. This group focuses on a two-month program for second graders. All other opportunities are handled as the requests are made by the public. This public education group has never been funded and has only existed as funds are available from other savings in the budget.

4 | Fire Prevention Summary

The workload for the Fire Prevention Division has increased dramatically over the past three years. Plan review activities have increased 94% in the past two years and new construction inspections have increased approximately 33% for the same time period. Growth in and around the City is expected to continue with the population increasing at a rate of about 1.8% per year. New developments along the waterfront and revitalization of the downtown area is also expected.

The new developments will continue to have an impact on the Fire Prevention as the plan review and new construction account for about 70% of the workload. Additionally, the fire investigation activity has slightly increased over the past three years. Adding an inspector will improve the capabilities of all functions within the Fire Prevention Division. It will allow for more existing building safety inspections to be completed, alleviate some of the workload in terms of new construction inspections, provide support to the life safety education programs, and assist with the fire investigation program. The cost to add one inspector is illustrated below.

Additional Personnel Cost						
	Salary	Benefits	Turnout Gear / Uniforms	Total Cost	Number of Personnel	Total First Year Cost
Inspector	\$96,360	\$35,484	\$10,000	\$141,844	1	\$141,844

As shown, the cost to add an inspector is \$141,844 with \$10,000 of that cost an initial one-time charge for uniforms and turnout gear. There are additional minimal costs associated to conducting the promotional process. Once the promotion is finalized, there are ongoing costs to backfill the person promoted from operations until the next hiring process is complete.

Goal 6 **Improve the capability of the Fire Prevention Division.**

9 Training and Education

A Training Division is considered a major function in a fire department as it is critical for personnel to maintain perishable skills and become proficient to handle low frequency – high consequence events. This division is generally responsible for the basic training received by new recruits as well as the continuing education of the existing workforce. Training programs include fire suppression, emergency medical care, hazardous materials, technical rescue and officer development courses. Management of the Training Division is handled by a Division Chief with two Captains assigned to handle the delivery of the training programs of the Department. Training groups consist of operational personnel to assist in the training for specific topics such as water rescue, hazardous materials, or rope rescue.

1 | Programming

At the beginning of each year the training division develops a schedule to provide the required training during the year. As additional training needs are identified throughout the year the schedule is adjusted to accommodate the changes. Approximately 30,000 hours of training has been delivered each year for the past three years through classroom sessions, practical sessions, and through an online system. Training groups were created using line personnel to supplement the training division in the delivery of specialized training evolutions and other training sessions.

Basic training for new recruits is delivered within the department and new recruit academies are held as needed with each taking approximately 16 weeks to complete. An entry level academy was held in 2015 and again in 2017. A lateral academy was held in 2018 and to date in 2019 a lateral and entry level academy have been provided. The didactic sessions are held at various facilities based on the space needs of the training division. Practical sessions are conducted at Whatcom Fire District #4 training facility or at the Maple Ridge facility in Canada. The training facilities available in the City are limited and do not have the appropriate props to support the needed evolutions. For example the training tower is over 50 years old and no longer accessible to the Fire Department due to be located on the same property as the Police Communications Center.

Continuing education is a process that must follow requirements established by various State Agencies. The Emergency Medical Technician (EMT) certifications are required to have at least 30 hours of training over three years some of which needs to be completed annually. Practical assessments are required by the State for re-certification as well.

The State of Washington requires continuing education and practical skills assessments for the firefighters. There are several requirements established through the Washington Administrative Code. For example, the Washington Administrative Code Title 296 Chapter 296-305 Section 5502 provides for the following:

(6) Continuing education live fire training.

(a) All members who engage in interior structural firefighting in IDLH conditions must be provided live fire training appropriate to their assigned duties and the functions they are expected to perform at least every three years. Firefighters who do not receive this training in a three-year period will not be eligible to return to an interior structural firefighting assignment until they do. Responding to a fire scene with a full alarm assignment, an ICS established, and a post-incident analysis will meet this requirement, but for no more than two training evolutions.

(b) All live fire training must be conducted by fire department qualified fire service instructors. When conducting their own training, fire departments must meet the requirements set out in the 2007 edition of the NFPA 1403, Standard on Live Fire Training Evolutions.

(c) An incident safety officer must be appointed for all live fire training evolutions. The incident safety officer function must be filled by a person who is trained and qualified in the IMS/Incident safety officer duties and who is not responsible for any other function at the training evolution other than the role of incident safety officer.

Training groups were formed several years ago to address the shortfalls in the training programming, specifically in the continuing education arena. These groups have worked reasonably well, however, the staffing needs of the response operations and the forced overtime issues have diminished the effectiveness of the groups. Live fire training is provided to new recruits, but the existing personnel do not receive the required training. The EMS Captain/Paramedic Class Coordinator could be integrated into the Training Division to assist with the medical training. The use of training groups should continue and with correcting the forced overtime issues, these groups would become more effective.

For purposes of comparison, the following table illustrates the training division staffing for eight fire departments in the Washington region.

Training Staff Comparison

	City of Bellingham	City of Redmond	City of Kirkland	City of Everett	City of Kennewick	Valley Regional Fire Authority	South King Fire and Rescue	Renton Fire Authority	Spokane Valley Fire Department
Number of Sworn Personnel	144	166	103	168	92	110	127	161	163
Number of Training Staff	3	4	2	3	2	3	3	3	3
Training Staff to Total Staff	2.1%	2.4%	1.9%	1.8%	2.2%	2.7%	2.4%	1.9%	1.8%

The training divisions of all eight departments represent approximately 2% of the total staffing. There are some departments that are also a part of a regional system where they pool their resources for additional staffing, facilities, and training opportunities.

2 | Facilities and Equipment

Training facilities for use by the Bellingham Fire Department is limited to two facilities. The first facility is owned and operated by Whatcom County Fire District #4 and is located on Britton Loop Road just east of the City. This facility provides an outdoor area for practical evolutions however, it must be scheduled in advance to be used. Other departments in the area use this facility as well which makes the scheduling of the facility difficult.

Live fire training for new recruits and for company officer training is conducted at a facility in Maple Ridge, British Columbia. This facility has three-story burn prop and is about an hour north of the City. Using this facility presents logistical issues and access as it is located in Canada. Additionally, the cost to use this facility is \$3,500 per day.

Reserve apparatus is used for the practical sessions of the training program. This can create issues if the reserve apparatus is not available and there is a practical session scheduled. In these instances, the practical session is moved to a different date and the training facility must be rescheduled as well.

Given the close proximity of the Whatcom Fire District #4 facility, the City should work with them to create a partnership for the training facility. Improvements to the site through additional props, classroom facilities, and other needed items could make this facility more regional in nature to serve the needs of the fire service in the County. A regional consortium would also aid in the recruitment and stabilizing a workforce that will be needed in the coming years with the retirements and dwindling volunteer availability. Improving and increasing these facilities will allow for practical training such as live fire evolutions, to be easier to schedule and conduct.

Goal 7

Partner with Whatcom Fire District #4 to enhance the training facility.

3 | Safety and Health

Over the past decade, the fire service has realized the need for additional safety and health initiatives. There has been increased sensitivity to safety on the fire ground and in the health and wellness of fire and EMS personnel. Fire departments are now assigning a safety officer to the command structure at an emergency incident with more regularity.

Several large metropolitan departments have created a safety division within organization.

In conjunction with the safety initiatives the health and wellness component are also becoming larger parts of the equation. This began with the health screenings for personnel, cancer initiatives, and looking for ways to reduce the stress levels of firefighters and emergency services personnel. For example, studies have shown that sudden alerting for calls for service increased heart rates from a resting heart rate of 40 beats per minute to as high as 160 beats per minute. The recent military actions have brought the Post-Traumatic Stress Disorder (PTSD) to the forefront including those in emergency services. In the emergency services the advent of Critical Incident Stress Debriefing (CISD) teams were at the forefront of trying to handle the mental issues facing the first responders. While these teams were able to provide some relief, they were not designed as a long-term solution.

Bellingham has several programs to assist in these situations. There is the Employee Assistance Program through the health benefits section, a peer support group through the labor union, and a support officer/chaplain program that is operated by a non-profit group in Whatcom County. While these programs are good first steps, the experience of the PTSD and the military aspects indicate there may be more needed to assist the employees including firefighters, emergency medical personnel, dispatchers, and law enforcement.

In the City there are about 360 employees in emergency services between the fire department and Police Department. With the increased awareness of PTSD and mental health issues the likelihood of additional services being needed also increases. As well there are initiatives in the fire service for cancer awareness and other health issues related to the firefighting community. The City should begin to address those issues to maintain a healthy emergency services system.

Goal 8**Improve the health/wellness programs for emergency services employees.**

10 Essential Services

1 | Communications Center

The communications center is located in Fire Station 1 and provides dispatch services to the fire and emergency medical services in Whatcom County. The public safety answering point (PSAP) for the City is the police dispatch center and the fire dispatch center is the secondary PSAP. The fire dispatch center utilizes 14 dispatchers working twelve-hour shifts with a minimum staffing of two dispatchers. From 10:30 am to 6:30 pm there is a third dispatcher added to assist with the increased call volume. The center currently handles about 29,000 incoming calls and dispatching about 20,000 calls for service.

1. Emergency Medical Dispatch

In the previous sections the emergency medical calls were identified as overwhelming the emergency response system. In fact, about 75% of the calls for service are emergency medical calls with 63.3% of those calls being coded as non-emergency calls. Through the emergency medical dispatching (EMD) protocols, each call is assigned or coded as to the severity of the call. However, there is no system in place to handle the non-emergency calls except to send an ambulance. These responses are costly to the City and to the healthcare system. The Community Paramedic program has helped to reduce the number of calls for service, but there are still those calls that need to be evaluated.

Several cities in the United States are using an embedded nurse in the dispatch center to help field these calls and direct the caller to a more appropriate health care facility and transportation system. Louisville, KY; King County, WA; and Reno, NV are a few of the cities and emergency medical systems that use this type of system. Most recently, Washington DC began using a similar system and reports a 30% reduction in the call volume for their ambulances.

Some of these systems are much larger than Bellingham and the cost to embed the nurses in the dispatch center may be cost prohibitive. However, there are cost sharing service that are available. One company offers three different mechanisms to provide the nurse service from embedding them into the dispatch center to sharing the nurses from a common call center type establishment. A study in 2015 found that approximately \$1.2 million in payments were avoided by diverting patients from emergency rooms to more appropriate care facilities. This same study had a combined savings of \$450,000 and a patient satisfaction rate of 91%. In Arizona, Lyft has recently been approved as a

Medicare provider to provide non-emergency transports to medical facilities. Similarly, American Response Ambulance (AMR) has reported a decrease by as much as 20% to the EMS call volume after establishing embedded nurse programs.

Goal 4 Improve the Emergency Medical Services response and support system.

2. Supervisory Oversight

The Communications Center has four teams that is staffed with three dispatchers working twelve-hour shifts. There is a minimum of two dispatchers on-duty with a third dispatcher added during the daytime hours. A Division Chief oversees the operation along with an Operations Officer. The Operations Officer handles scheduling for the dispatchers, manages the CAD and MDT programs and performs quality assurance reviews of the calls received. Additionally, this position oversees the training program for the dispatchers.

There is no direct supervision of the dispatchers. During the daytime hours the Division Chief and Operations Officer are available to provide guidance. During the overnight hours and weekends, the on-duty Battalion Chief provides oversight. In either case there is no direct supervision of the dispatching corp. To provide direct oversight and supervision, lead dispatchers could be used to fill the void. This position would be able to address any issues that may arise, especially overnight, and provide a point of contact within the center. It will also provide the dispatchers a means to have upward mobility a vision to move forward in their respective careers.

Goal 9 Enrich the capabilities of the Communications Center

2 | Emergency Management

The Office of Emergency Management (OEM) is a function of the Fire Department that provides disaster planning and emergency support for the City and is managed by one employee. Other functions include training for all City employees and staff, public outreach, serves on several regional emergency management boards, and is the administrator for the Local Emergency Planning Committee.

The comprehensive emergency management plan for the City is written and maintained by this office. The plan is required to be updated on a five-year cycle and submitted to the State. The last update was completed in December 2018. The hazard mitigation plan is

written in conjunction with Whatcom County.

Within the emergency management arena there are several initiatives that are in process or are being planned. Training and large-scale exercises need to be developed and delivered to the City departments that would be involved including fire, police, public works, elected officials, and others. Full scale exercises should be completed at least annually to ensure all involved are aware of their roles in the emergency operations center or incident specific roles.

Typically, the exercises conducted as a part of the emergency management function requires considerable time and effort to plan and complete. Most of these exercises involve multiple agencies across a variety of disciplines. Planning for these events is a time-consuming process as is the actual event itself and the follow-up critique and report. To be effective with the process, the emergency management function should increase the staffing to include a planner for these and other events and activities. There is a possibility that such a position could be shared with the County. The well planned and realistic scenarios will provide for an improved response to such incidents.

Goal 10**Enhance the capabilities of the Emergency Management function of the City.**

11 Projection Analysis

This chapter provides background information related to the anticipated development and growth of the City of Bellingham. As well, the potential increases in the workload of the Fire Department.

1 | Introduction of the Projections Methodology

Bellingham has experienced considerable growth over the past decade and is expected to continue over the next several years. This growth includes infill and redevelopment of the downtown area. Additionally, to the northwest of the City in the Marietta-Alderwood area there is the potential for additional growth especially around the airport as the City has plans to annex portions of this area.

The project team collected data from a number of sources in order to project both population and service needs over the next five to ten years, including the following:

- 2010 U.S. Census data at the individual block level, which includes both population and housing unit figures.
- 2016 American Community Survey (ACS) prepared by the U.S. Census Bureau at the block group level of geography, including estimates for population and housing units.
- Planning and Community Development Department of the City of Bellingham.

2 | Population Projections

Based on the U.S. Census data, the population of the City grew at an average annual rate of 2.3% from 2000 to 2010 increasing the population from 67,171 to 80,885. As a result of the economic downturn the population increased at a slower pace from 2011 through 2015 to an average of 1% per year. However, during the past three years the population has increased an average of 2.1%. Whatcom County has experienced similar population growth patterns. The tables that follow illustrate the estimated population growth for the City of Bellingham, Whatcom County, and the Marietta-Alderwood area.

Projected Population Growth						
	2018	2020	2025	2030	2035	2040
Bellingham	90,665	93,221	99,932	107,126	114,838	123,105
Marietta-Alderwood	4,495	4,667	5,128	5,634	6,190	6,801
Whatcom County	225,685	232,506	250,475	269,833	290,687	313,152

The growth illustrated in the tables above uses an average of the annual growth for the past ten years. For Bellingham the annual rate of 1.4% was used and for the Marietta-Alderwood area a rate of 1.9% was used.

The table that follows illustrates the projected population density for the same three areas. By 2040 the population density for the City of Bellingham will be in excess of 4,000 people per square mile.

Projected Population Density						
	2018	2020	2025	2030	2035	2040
Bellingham	3,022	3,107	3,331	3,571	3,828	4,103
Marietta-Alderwood	607	631	693	761	836	919
Whatcom County	90	93	100	108	116	125

Annexations by the City will alter the overall population density as illustrated. It is also worthy to note the Marietta-Alderwood area stays in the suburban demographic.

3 | Workload Projections

1. Calls for Service Rates

Using the calls for service rates for the past three years, an average annual rate is used to forecast the calls for service for the future. For the past three years the calls for service have been increasing at an average annual rate of 7.3%. The following table illustrates the projected calls for service for the Fire Department through 2025.

Calls for Service Projection								
	2018	2019	2020	2021	2022	2023	2024	2025
Medical Calls	14,071	15,102	16,209	17,396	18,671	20,039	21,507	23,083
Dispatched / Canceled Calls	2,329	2,500	2,683	2,879	3,090	3,317	3,560	3,821
False Alarms / False Calls	759	815	874	938	1,007	1,081	1,160	1,245
Service Calls	492	528	567	608	653	701	752	807
Fire Calls	491	527	566	607	652	699	750	805
Hazardous Conditions	151	162	174	187	200	215	231	248
Unknown Fire Calls	93	100	107	115	123	132	142	153
Total Calls	18,386	19,733	21,179	22,731	24,396	26,184	28,103	30,162

Using the current deployment model, which is for the on-duty crew to respond to the call for service in the most appropriate resource, the following table illustrates the call volumes for each station. These calls include all calls the station responded to regardless of any other resources responding. For example, a medical call would receive an Aid Unit and possibly a Medic Unit depending on the type of call. As well, Station 1 calls include all the responses by Engine 1 and Aid 1.

Calls for Service Projection by Station								
	2018	2019	2020	2021	2022	2023	2024	2025
Station 1	3,230	3,724	4,292	4,948	5,704	6,576	7,581	8,739
Station 2	1,848	1,904	1,962	2,022	2,083	2,147	2,212	2,279
Station 3	3,412	3,716	4,047	4,408	4,800	5,228	5,694	6,201
Station 4	2,657	2,756	2,858	2,965	3,075	3,189	3,308	3,431
Station 5	2,345	2,518	2,704	2,904	3,119	3,350	3,597	3,863
Station 6	2,548	2,672	2,802	2,938	3,081	3,231	3,389	3,554
Station 31	1,309	1,399	1,495	1,597	1,707	1,824	1,949	2,082
Station 34	904	916	928	941	954	966	979	993
Medic 1	3,656	3,854	4,064	4,284	4,517	4,762	5,020	5,293
Medic 2	3,614	3,781	3,956	4,139	4,330	4,531	4,740	4,960
Medic 10	2,717	2,809	2,904	3,002	3,103	3,208	3,317	3,429

The projections for each station are based on the three-year average annual increase for that station. For example, Station 1 had an annual average of 15.3% and Station 2 had an annual average increase of 3%.

2. Projected Workload Contributing Factors

In addition to the calls for services, unit hour utilization is another factor to consider. This is the amount of time units are committed to calls and may not be available for the next call. As the committed time approaches and exceeds 10%, the likelihood the unit will not be capable of meeting the 90% performance objective increases.

The table below projects the unit hour utilization for each station for the next 5 years. Using the average call duration for the past three years and the number of projected calls, the time committed to calls is annualized. This is then divided by the number of hours in the year to arrive at the percentage of time the unit is committed to calls for service.

Unit Hour Utilization Projection								
	2018	2019	2020	2021	2022	2023	2024	2025
Medic 2	17.9%	18.6%	19.5%	20.4%	21.4%	22.3%	23.4%	24.5%
Medic 1	17.6%	18.5%	19.5%	20.5%	21.6%	22.8%	24.1%	25.4%
Station 3	13.4%	14.6%	15.9%	17.3%	18.8%	20.5%	22.3%	24.3%
Station 1	12.4%	14.2%	16.4%	18.9%	21.8%	25.1%	28.9%	33.4%
Medic 10	12.4%	12.7%	13.2%	13.6%	14.1%	14.5%	15.0%	15.5%
Station 6	11.1%	11.6%	12.1%	12.7%	13.3%	14.0%	14.7%	15.4%
Station 4	10.7%	11.1%	11.5%	12.0%	12.4%	12.9%	13.3%	13.8%
Station 5	9.2%	9.8%	10.5%	11.3%	12.1%	13.0%	14.0%	15.0%
Station 2	8.4%	8.7%	8.9%	9.2%	9.5%	9.8%	10.0%	10.4%
Station 31	5.7%	6.1%	6.5%	7.0%	7.5%	8.0%	8.5%	9.1%
Station 34	5.2%	5.2%	5.3%	5.4%	5.5%	5.5%	5.6%	5.7%

The highlighted areas indicate the unit hour utilization is at or above 10% of the time the station is available. As the utilization increases and the response time decreases for that station, an additional company may be necessary to handle the call volume. This need should be determined when units are no longer able to meet stated travel time performance objectives at the 85th percentile as that indicates new resources need to be deployed to improve performance according to the Center for Public Safety Excellence (CPSE).

3 | Operations Staffing

1. Fire District 8

The area just to the north of the City is the more populated area of the Fire District and a significant section of the urban growth area is in this area. The area is predominately in the rural demographic and travel time to the area from the existing station stations are within the rural demographic baselines.

The area has the potential for growth that will generate the need for emergency services. Based on the population projections, these improvements will need to occur in the next ten years depending on the population growth and annexation by the City. There is already new commercial development on the east side of the airport that is within the travel time parameters from Station 31. Once new development begins on the west side of the airport, another station would likely be needed depending on the location of the new development.

The addition of a new station will require additional personnel to staff the facility. The staffing model will be largely dependent on the model used. Currently the Fire District 8 stations are staffed with a combination of career and volunteer personnel. If Fire District

8 continues to exist with this growth and the need for an additional station, this same model may be used. If the area is ultimately annexed by the City of Bellingham the staffing model may be all career personnel.

There are two variables to consider in terms of timing of the need for additional resources to the west of the airport. Projections for population growth is based on the growth the area has experienced for the past ten years. In this scenario, the need for additional resources is 10 to 15 years in the future. The second variable is the current economy that is growing rather briskly. However, there are those that believe the growth will begin to slow in the next 12 to 18 months. Regardless, the economy very well could drive the need for additional resources within the next 5 to 10 years for this area.

2. Additional Resources

From the standpoint of distribution and concentration of resources, the distribution of resources is not necessarily the issue. For the past three years the travel time has been at or below the recommended baseline travel time. Specifically, for structure fires 85.7% of the time the first unit is on the scene in 4 minutes or less and 94% of the time in 5 minutes and 12 seconds or less. For the concentration part, the Fire Department had 14 personnel on location within 8 minutes or less 50.0% of the time and within 10 minutes and 24 seconds or less 57.1% of the time.

The current deployment model of the Fire Department uses a single crew to staff two units. If the call is a medical call, the station staff responds in the ambulance and leaves the fire suppression unit. Likewise, if the call is a fire related call, the fire suppression unit responds leaving the ambulance unstaffed. With medical calls being about 74% of the call volume, this reduces the availability of fire suppression forces which is the likely reason for the low percentages in the structure fire concentration statistic noted previously.

4 | Projection Conclusion

The most pressing issue facing the Fire Department is the response to emergency medical calls as these calls account for almost 74% of the total call volume. As shown in the previous table, the utilization of stations is high in some areas and will become more so in the future. The lack of availability will likely increase the response times as units may need to respond from further distances.

Two initiatives are already in the process of being implemented. First, Whatcom County and Medic One are in the process of adding an additional Medic Unit to the system in the next year. This will work to alleviate some of the workload the current Medic Units are experiencing. The second initiative is to increase the Community Paramedic program designed to reduce the number of medical calls the Fire Department are responding to.

One of the recommendations previously discussed is to staff two dedicated basic life support ambulances on a daily basis. This addition will allow fire suppression units to be more available for fire related calls, reduce the travel time, and improve the overall responses to the medical calls through the availability of the units.

Incremental increases and improvements will allow for the City to financially absorb the additional costs. It will allow the Fire Department the opportunity to evaluate the improvements and their effect on the emergency services system. Statistically the response time components and the unit hour utilization component will be among the first indicators of the impact on the emergency services system. With the unit hour utilization already at high levels noticeable improvements should be noted relatively soon. These incremental improvements allow for the emergency services system and the financial responsibilities to balance themselves to create a system acceptable to the community.

Goal 5	Continue the improvements to the emergency services response system.
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City Council Agenda Bill

23015

Bill Number

Subject: **Discussion of Options for Civilian Oversight of Law Enforcement in Bellingham**

Summary Statement: Concern about lack of effective oversight of police, particularly in instances of use of force, has driven demand for the creation of additional oversight mechanisms. Civilian boards to oversee certain aspects of police activity or increase police accountability have been adopted in approximately 150 cities, according to the National Association for Civilian Oversight of Law Enforcement (NACOLE). During this session, Council will consider various options for civilian police oversight and consider whether to direct staff to further pursue one or more options.

Previous Council Action: **August 18, 2020, Council directed staff to bring back a report on City of Bellingham complaint investigation procedures**

Fiscal Impact: **Unknown at present, would vary according to option chosen.**

Funding Source: **General Fund**

Attachments:

1. MEMO CIVILIAN OVERSIGHT
2. MEMO POLICING BILLS
3. NACOLE REPORT SHORT VERSION
4. PRESENTATION

Meeting Activity	Meeting Date	Recommendation	Presented By	Time
Committee Briefing - Direction Requested	6/07/2021	Provide Direction	Michael Lilliquist and Mark Gardner	20 minutes

Recommended Motion:

Council Committee:
Committee Of The Whole

Agenda Bill Contact:
Mark Gardner, 778-8204

Council Action:

Reviewed By	Department	Date
<i>Mark J. Gardner</i>	Council Administration	6/01/2021
<i>Alan A. Marriner</i>	Legal	6/01/2021
<i>Seth M. Fleetwood</i>	Executive	6/01/2021



Bellingham City Council

MEMORANDUM

To: Bellingham City Council
CC: Mayor Seth Fleetwood; Brian Heinrich; Chief Flo Simon; Alan Marriner
From: Mark Gardner, Council Legislative Analyst
Re.: Review of police civilian oversight options
Date: May 27, 2021

CIVILIAN POLICE OVERSIGHT COMMISSIONS

Concern about lack of effective oversight of police, particularly in instances of use of force, has driven demand for the creation of additional oversight mechanisms. Oversight has a long history, with the earliest forms of oversight emerging more than 100 years ago, and with organizational forms evolving over time in response to new challenges, or because of pressure to improve effectiveness. Civilian boards or agencies to oversee certain aspects of police activity or increase police accountability have been adopted in approximately 150 cities, according to the National Association for Civilian Oversight of Law Enforcement (NACOLE).

A brief history of oversight. There have been a number of waves in the development of police oversight in the last century, with each reflecting efforts to solve problems prevalent at the time. The first wave occurred during the progressive era in the early part of the 20th century, as state legislatures created requirements for local civilian Police Commissions in an effort to combat political machine corruption. These were not generally effective as they had few organizational resources, lacked expertise in policing, and ended up being controlled by local politicians or police leadership.¹

A Simple Oversight Typology:

- *Review*
- *Investigative*
- *Audit*
- *Hybrid*

The next wave of oversight occurred from the 1920s through the 1960s. Local boards were created in response to conflicts between police and local communities—often communities of color—and were usually focused on responding to complaints against the police. This was the emergence of the *review model*. These early boards were generally not effective as few had adequate resources, and resistance from police unions and politicians reduced their ability to function. Most were abolished.²

New *investigative* models emerged in the late 1960s in a number of large and medium-sized cities, often in response to local unrest and police-community conflicts. Many were created by ordinance and given specific authorities and duties, and some of these new organizations replaced the police internal affairs investigation function for responding to resident complaints against the police. These entities had more resources and investigative powers, and some were coupled with offices of police accountability with substantial professional staffs. Many of these have endured and have adapted to changing needs over time.³

The current era began in the 1990s and carries through to the present. There was a rapid expansion of review agencies and oversight boards, many catalyzed by the recorded beating of Rodney King by the LAPD. According to one review, “One of the core characteristics of this wave was the increasing diversity in the organizational structure and legal powers of the different organizational forms of police oversight.”⁴ Also during this period, a new *audit or monitor model* emerged, characterized by analysis of patterns of complaints and examination of data on police practices and outcomes. Current models are highly varied, and many are a hybrid encompassing more than one review type.

Goals. Goals of commissions or oversight offices vary according to the jurisdiction. The following list was derived from a survey of oversight organizations, indicating the five elements cutting across most agencies. Not surprisingly, other goals vary according to review model, with investigation model organizations concerned with justice in the outcomes of investigations, audit agencies or boards focusing on statistical review of patterns as well as policy review, and review-focused models concerned with the integrity of the complaint process.

Common Goals of Civilian Oversight of Police

- Improving public trust
- Ensuring accessible complaint processes
- Promoting thorough, fair investigations
- Increasing transparency
- Deterring police misconduct⁵

Models or Types of Oversight. There are a number of ways to categorize the myriad of review boards and agencies, and a simplified model is presented here, developed by NACOLE as an adaptation of a model developed by Samuel Walker. The typology focuses on the subject of investigation and the level of investigative authority. Note that this typology is simplified, and that many oversight agencies are hybrids of these functions, even if they may have a particular focus.

Review model. Oversight focuses on reviewing the quality of completed internal affairs investigations. Often consists of a community board that provides input into or reviews the results of internal investigations but does not conduct independent investigations. May evaluate completed investigations, hear appeals, hold public forums, make recommendations for further investigation and conduct community outreach. According to NACOLE, “Instead of conducting independent investigations, review agencies may evaluate completed internal affairs investigations, hear appeals, hold public forums, make recommendations for further investigation or conduct community outreach.” Some review boards may act as a point of input for people wanting to lodge a complaint against an officer.⁶ This model is still the most prevalent.⁷

- Reviews investigations to improve integrity of the process
- Most prevalent type of oversight
- Relies on local community involvement
- Least expensive with least staffing
- Focus on after-the-fact investigations means that it is generally not transformative

Investigative model: A form of oversight that operates separately from local law enforcement. Has the ability to conduct independent investigations of allegations of misconduct against law

enforcement officers. This is the most expensive model requiring substantial staffing with appropriate expertise and is usually found in larger cities. According to one review, “another potential limitation of the investigative model is the significant costs and resources necessary to conduct competent, timely investigations, including large staffing requirements, as well as the complex organizational issues that can accompany the implementation of a stand-alone investigative oversight agency.”⁸

- Most independent form of oversight
- Most expensive requiring a large specialized staff
- Often employed in cities with a substantial history of misconduct
- Focus on after-the-fact investigations means that it is generally not transformative

Audit model. Auditor or monitor agencies focus on promoting large-scale, systemic reform of police organizations but may also monitor or review individual critical incident or complaint investigations. Collects data and analyzes patterns. Many newer boards incorporate this audit function. Conducting this activity generally requires some dedicated staff. According to NACOLE, “In some jurisdictions, auditor/monitor-focused models have the authority to conduct data-driven evaluations of police policies, procedures and practices that go beyond the internal investigations process.”⁹

- Mid-range in cost and complexity
- Allows review of patterns and research to improve police practices
- Requires staff with proper expertise
- Can focus on systemwide patterns and problems
- Some evidence indicates this model may be effective in catalyzing change

Effectiveness of oversight. There has been little systematic social science research on the overall effectiveness of these boards in bringing about long-term improvements in policing practices. However, a number of common elements have been identified in qualitative reviews that appear to be correlated with successful outcomes.¹⁰ These are listed below. It may be difficult to maximize all these elements without very substantial resources devoted to the process.

1. Independence
2. Adequate jurisdictional authority
3. Access to records and full cooperation of law enforcement agencies
4. Access to law enforcement executives and internal affairs staff
5. Support of process stakeholders
6. Adequate resources
7. Public reporting/transparency
8. Use of statistical pattern analysis
9. Community outreach and involvement
10. Respect for confidentiality

Local Context and Additional considerations. New state legislation (HB 1267)¹¹ may meet the specific need for investigations of law enforcement use of force. As noted in the accompanying memo, this bill creates a new Office of Independent Investigations (OII), to start July 1, 2022. This office is tasked with conducting unbiased investigations of police use of force independently of any involved law enforcement agency.

Investigations must conclude within 120 days. If this new office proves to be effective, it may eliminate the need for local jurisdictions to duplicate this specific investigative function.

At the local level, a “Safe Spaces” program, operated by the Whatcom Dispute Resolution Center, provides one pathway for people to lodge complaints against city departments, including the police. Examination of the outcomes of this new process may be useful in deciding whether to direct complaints to any new oversight body. Lastly, some investigative activities may be constrained by state confidentiality rules on employee discipline records, etc.¹² Additional research is needed in this area.

Council direction on oversight. The initial decision involves deciding whether to proceed with the development of a new mechanism for civilian oversight. Given the complexity of available models in practice, some simple design principles offered by NACOLE include:

- Jurisdictions Should Focus on “Best-Fit” Rather Than “Best Practices” When Considering How to Structure Civilian Oversight.
- Oversight Should Employ the Least Force Necessary to Accomplish its Goals.¹³

If there is a desire to move forward with a new oversight body, some initial key questions include the following:

- Which model? or a hybrid?
- Who should be consulted on the purpose and structure of a new board?
- What investigative powers should a board have?
- Should a board have the ability to conduct broad policy/data reviews?
- Who would a board report to?
- Where would board staff be located organizationally?

Notes

¹ Joseph De Angelis, Richard Rosenthal, and Brian Buchner, “Civilian Oversight of Law Enforcement—Assessing the Evidence,” National Association for Civilian Oversight of Law Enforcement, September 2016, [Reports & Publications - National Association for Civilian Oversight of Law Enforcement \(nacole.org\)](https://www.nacole.org/reports-publications).

² Civilian Oversight of Law Enforcement, Assessing the Evidence, pp. 19-20.

³ Civilian Oversight of Law Enforcement, Assessing the Evidence, p. 20.

⁴ Civilian Oversight of Law Enforcement, Assessing the Evidence, p. 21

⁵ Joseph De Angelis, Richard Rosenthal, and Brian Buchner, “Civilian Oversight of Law Enforcement—A Review of the Strengths and Weaknesses of Various Models, September 2016, [Reports & Publications - National Association for Civilian Oversight of Law Enforcement \(nacole.org\)](https://www.nacole.org/reports-publications).

⁶ Civilian Oversight of Law Enforcement, Assessing the Evidence, p. 27

⁷ Sharon Fairley, “Survey Says? U.S. Cities Double Down on Civilian Oversight of Police Despite Challenges and Controversy, *Cardozo Law Review, De Novo*, 2020, p. 10, [FAIRLEY.DN_2019.pdf \(cardozolawreview.com\)](https://www.cardozolawreview.com/fairley-dn-2019.pdf)

⁸ Civilian Oversight of Law Enforcement, Assessing the Evidence, p. 27.

⁹ Civilian Oversight of Law Enforcement, Assessing the Evidence, p. 36.

¹⁰ Civilian Oversight of Law Enforcement, Assessing the Evidence, p. 36.

¹¹ HB 1267 - 2021-22, [Washington State Legislature](https://leg.wa.gov/bills/2021/1267)

¹² Fairley, “Survey Says...”, p. 37.

¹³ Civilian Oversight of Law Enforcement, A Review of the Strengths and Weaknesses, Pp. 14,15.



Bellingham City Council

MEMORANDUM

To: Bellingham City Council
From: Mark Gardner, Legislative Analyst
Re.: 2021 Legislation on Policing Practices and Oversight
Date: May 21, 2021

2021 Washington State Policing Practices and Oversight Legislation:

SB 5051. Oversight and accountability for law enforcement and corrections officers. Expands certification and background check requirements for police officers, identifies conditions where certification can be denied or revoked, and requires consistent reporting by law enforcement agencies on officer status or misconduct charges. Also allows the public to see the results of internal investigations and find out whether an officer was previously held accountable for misconduct.

SB 5066. Rules for a law enforcement officer's duty to intervene. An on-duty officer who witnesses another officer engaging in use of excessive force must intervene when possible to end the excessive use of force. Aid must be rendered to a person injured by excessive use of force as soon as possible. Excessive force is force that exceeds that permitted by law or the policy of the witnessing officer's agency. Witnesses to excessive use of force must report this to a supervisor, or to their agency under accepted procedures.

SB 5259. Improving data collection on use of force. The Attorney General's office must establish an advisory group to assist with the creation of a statewide use of force data program. The advisory group must include three representatives from NGOs or advocacy groups, three from law enforcement agencies or law enforcement advocacy group, and at least one person with experience in data collection. Recommendations are due by April 1, 2022 on how to prioritize implementation of the reporting system, identify the needed data, identify practices used by agencies to report data, and identify avenues for the public to report on use of force incidents. The group must also identify ways to make the data accessible to the public and researchers.

SB 5263. Defenses in personal injury and wrongful death actions. Under current state law, a person may use as part of their defense in a civil trial the fact that another person was in the process of committing a felony when injured or killed. For law enforcement personnel, this bill limits the “felony bar” affirmative defense in civil actions to situations where a defendant can prove each element of the defense beyond a reasonable doubt. This bill goes into effect in late July 2021.

SB 5353. Partnership grants for community engagement with law enforcement. The Department of Commerce is directed to create a grant program to foster community engagement through neighborhood organizing, law enforcement and community partnerships, youth mobilization, and business engagement. Grants can go to public agencies or NGOs and grantees must be able to demonstrate experience with public safety community engagement initiatives. Participants must build law enforcement and community partnerships; mobilize youth to partner with neighborhood groups and law enforcement to prevent violence; and engage businesses to help prevent crimes through safety training and other prevention initiatives.

HB 1054. Requirements for tactics and equipment used by officers. The bill prohibits chokeholds and neck restraints, restricts law enforcement agencies from acquiring or using certain types of military equipment, restricts vehicular pursuits and firing on vehicles, prohibits no-knock search warrants, and limits the use of tear gas. It creates a consistent statewide standard for these tactics and provides greater oversight when they are employed by officers. The Criminal Justice Training Commission is directed to convene a work group to develop model policies on the use and training of canine teams.

HB 1088. Disclosures of information regarding credibility of police officers as witnesses. By July 1, 2022, each county prosecutor must adopt a written protocol for disclosures of information that would call into question the credibility of an officer. When police officers are government witnesses, such impeachment evidence can include a prior conviction related to dishonesty, abuse of authority, or evidence of a bias or motive to lie. The law also requires law enforcement agencies to report to prosecuting authorities an officer's misconduct or any act of an officer that would reduce their credibility in a criminal case. Prior to hiring an officer with previous law enforcement experience, law enforcement agencies must inquire whether the officer has ever been subject to potential impeachment disclosure.

HB 1089. Compliance audits of deadly force in investigations. The State auditor must review any completed deadly force investigation to determine whether all rules

and procedures were followed. On request of the Criminal Justice Training Commission, the state auditor must review a law enforcement agency for compliance with rules governing training and certification of officers. Takes effect in late July 2021.

HB 1140. Juvenile access to attorneys when contacted by law enforcement.

Requires that law enforcement provide access to an attorney when questioning a juvenile during a custodial interrogation, detaining a juvenile under probable cause, or when requesting consent to search a juvenile's property or vehicle. Exceptions can be made if officers believe a person is a victim of trafficking or to protect their life against imminent threat. Attorneys are to be provided by the Office of Public Defense when necessary. Takes effect January 1, 2022.

HB 1223. Electronic recording of custodial interrogations. Interrogations by law enforcement must be recorded if involving a juvenile or related to a felony. Law enforcement agencies must establish rules and procedures for accuracy, preservation, and access to electronic recordings. Some exceptions are allowed, e.g. when making a recording could disclose the identity of a confidential witness. The electronic recording provisions take effect on January 1, 2022.

HB 1267. Creation of new Office of Independent Investigations (OII). OII will conduct unbiased investigations of police use of force. These investigations will be independent of any involved law enforcement agency and will investigate use of force incidents occurring after July 1, 2022. In cases of use of deadly force, OII investigators will take control of the scene of the incident after it is secured and any needed lifesaving measures are taken. Investigations must conclude within 120 days. The office will be overseen by an eleven-member board. Any investigators hired by the office must not have been police officers in the last 2 years; civilian investigators will take over within 5 years.

HB 1310. Permissible uses of force. Establishes a civil standard for permissible use of force. Permissible uses are: when force is used to protect against criminal conduct and there is a probable cause for an arrest; to effect an arrest; to prevent an escape; or to protect against an imminent threat of bodily injury. Officers should use the least amount of physical force necessary. Deadly force is only permissible when there is an imminent threat of physical injury or death to an officer or another person. Less lethal alternatives are to be used first when possible. All law enforcement agencies must adopt this standard by September 31, 2022.

CIVILIAN OVERSIGHT OF LAW ENFORCEMENT

A REVIEW OF THE STRENGTHS AND
WEAKNESSES OF VARIOUS MODELS

Joseph De Angelis | Richard Rosenthal | Brian Buchner



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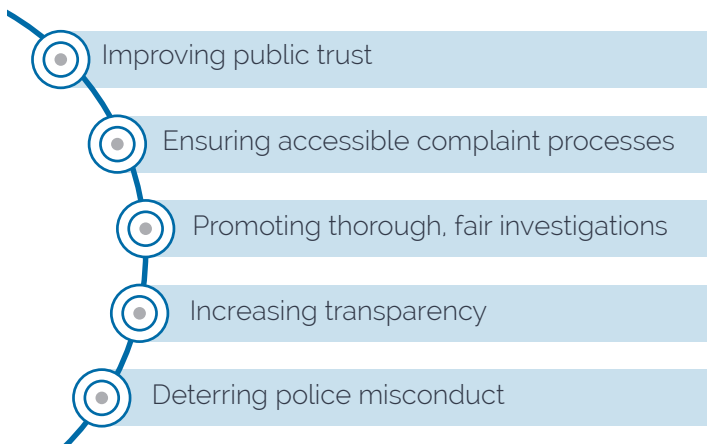
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Introduction and Overview

Over the last several decades, issues of trust and accountability have moved to the forefront of community-police relations, and a great deal of scholarship has been devoted to enhancing police performance including strengthening police accountability and oversight functions. During this same period, the creation of organizational mechanisms for reviewing and improving officer conduct has also increased (Walker 2001; Ferdik et al. 2013; Alpert et al. 2016).

One such mechanism for increasing accountability is civilian oversight of law enforcement. Sometimes referred to as *citizen oversight*, *civilian review*, *external review* and *citizen review boards* (Alpert et al. 2016), this accountability tool utilizes citizens (non-sworn officers) to review police conduct. In some jurisdictions, this is accomplished by allowing oversight practitioners (both paid and volunteer) to review, audit or monitor complaint investigations conducted by police internal affairs investigators. In other jurisdictions, this is done by allowing civilians to conduct independent investigations of allegations of misconduct against sworn officers. Civilian oversight can also be accomplished through the creation of mechanisms to authorize review and comment on police policies, practices, training and systemic conduct. Some oversight mechanisms involve a combination of systemic analysis and complaint handling or review.

Figure 1: Five Common Goals of Civilian Oversight Programs*



*Based on data collected from 97 civilian oversight programs

The goal of this publication is to provide an overview of civilian oversight models and a discussion of the strengths and challenges of each model. This report draws from available research as well as data collected from 97 police oversight agencies. This report is designed to help local policy makers, police executives and members of the local community explore key issues that can accompany the implementation and sustainability of civilian oversight of law enforcement at the municipal and county levels.

This report:

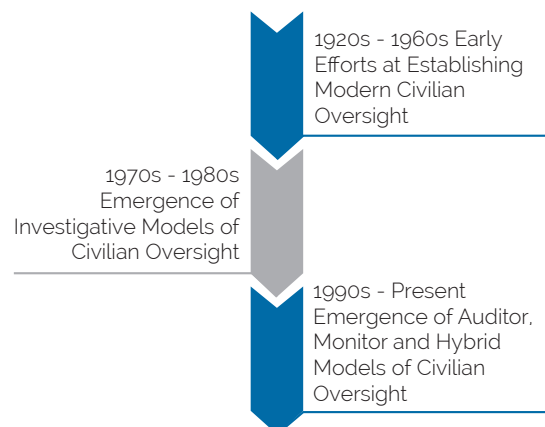
1. Provides a brief history of civilian oversight
2. Reviews contemporary models of civilian oversight
3. Details three different models of oversight: investigation-focused models, review-focused models and auditor/monitor-focused models
4. Presents considerations for implementing or reforming a civilian oversight program

Brief History of Civilian Oversight

The history of civilian oversight in the United States can be broken down into several distinct waves of development (Walker 2001; 2006).¹

¹ See Walker's (2001; 2006) work for a more detailed historical review of the key stages in the development of civilian oversight. Bobb (2003), Ferdik et al. (2013) and Alpert et al. (2016) also provide useful historical descriptions of the evolution of civilian oversight in the United States.

Figure 2: Waves of Development of Civilian Oversight in the United States



Early Efforts at Establishing Civilian Oversight, 1920s-1960s.

Modern forms of civilian oversight began to emerge in several large cities in the middle of the 20th century. These early agencies were organized around volunteer review boards that played a role in receiving complaints and reviewing completed internal police investigations of community complaints filed against officers (Hudson 1971; Terrill 1988; Walker 2001; Walker 2006). Early review boards were implemented in Washington, D.C., Philadelphia and New York City. Overall, these early efforts shared several key, common characteristics. First, the implementation of each of these oversight mechanisms in the middle of the 20th century was strongly influenced by the early civil rights movement and local crises resulting from police uses of force in communities of color (Walker 2001). Second, these early oversight agencies were designed around a civilian review board model—that is, they were largely composed of volunteer members with relatively little expertise in police issues, had small or non-existent budgets and little staff support (Jones 1994; Walker 2001). Third, these agencies all encountered significant resistance from police unions, local politicians and policy makers, which ultimately resulted in their dissolution (Bayley 1991; Walker 2001; Walker 2006).

Emergence of Investigative Models of Civilian Oversight, 1970s-1980s.

Although all of the oversight agencies implemented during the first wave ultimately failed, a second wave of development began in the late 1960s and carried through to the 1980s (Walker 2001; Walker 2006; Alpert et al. 2016). Oversight agencies implemented in the second wave had enhanced resources, greater durability and expanded organizational authority (Walker 2006). For example, a number of oversight agencies created in the second wave were granted the power to conduct investigations that were entirely independent of the police. In Berkeley, California in 1973, a city ordinance created the Police Review Commission (PRC) and granted it the ability to independently investigate complaints filed by members of the public against police officers (Walker 2001). Nearly ten years later, in 1982, an amendment to the City Charter

created the Office of Citizen Complaints in San Francisco, California. The Office of Citizen Complaints completely replaced the police internal affairs function in relation to citizen complaints and was granted the authority to both receive and investigate all citizen complaints (the police department continued to investigate internally-generated complaints against officers) (Walker 2001; Ferdik et al. 2013). Many of the agencies created in this second wave of development are still in operation today.

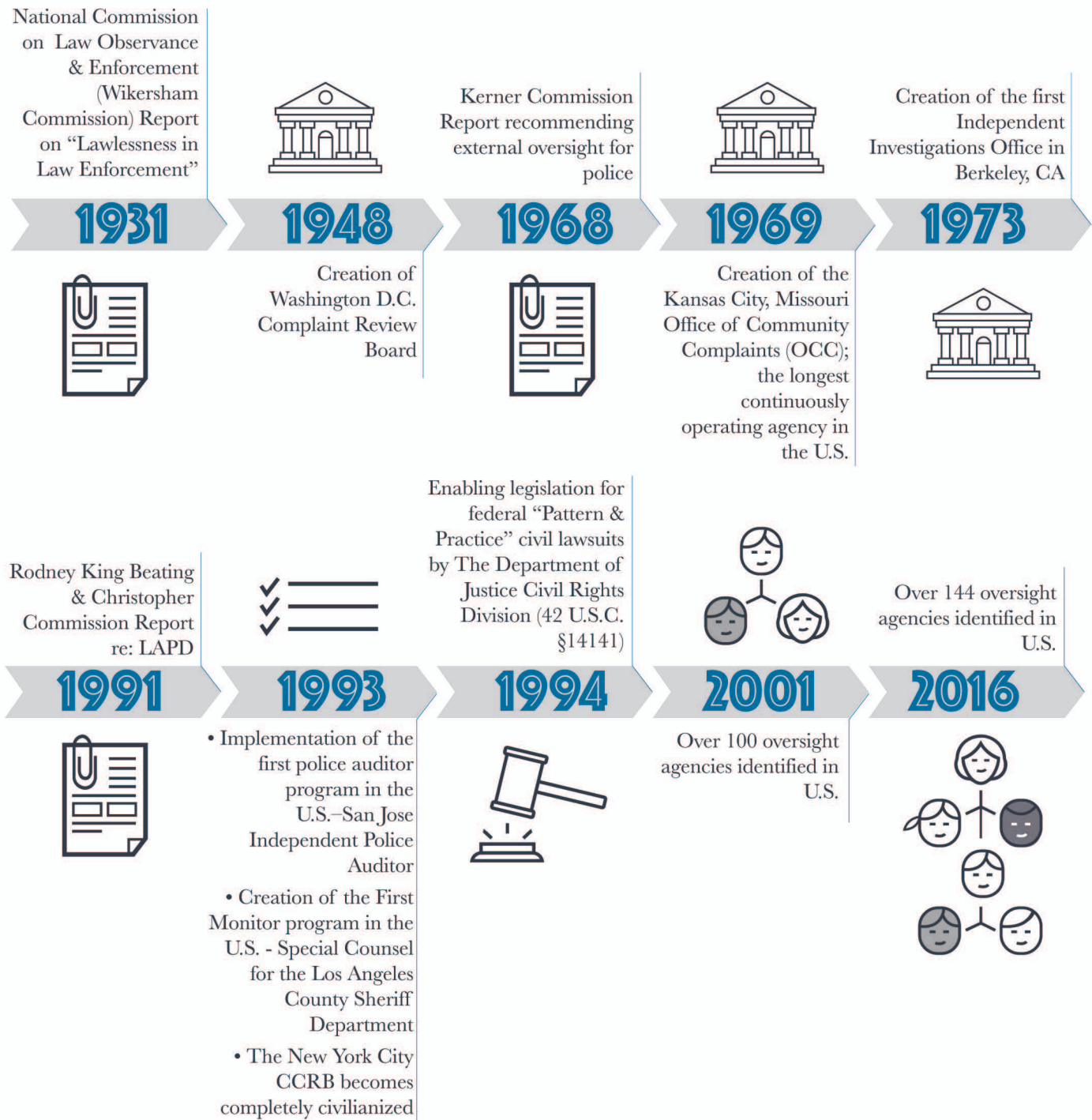
Emergence of Auditor, Monitor and Hybrid Models of Civilian Oversight, 1990s-Present.

A third wave of development began in the 1990s and continues even today. During this period there was a rapid expansion of the number of police oversight agencies in the United States. If the first wave of oversight agencies was marked by review boards, and the second wave was characterized by the development of fully independent investigative oversight agencies, the third wave saw the emergence of a new model of oversight—the auditor/monitor model (Bobb 2003; Walker 2006). The first auditor-focused oversight agency was implemented in 1993 in San Jose, California and was followed a short time later by the Seattle Police Auditor (Walker 2006; Ferdik et al. 2013).

Unlike earlier models of oversight that tended to focus on either reviewing or investigating individual complaints, these auditor/monitor agencies had the mandate to examine systemic patterns in complaints, critical incidents, or other types of police officer conduct. These auditor/monitor agencies were granted the authority to conduct broad evaluations so they could offer data-driven recommendations for improving police policies, practices and training (Walker and Archbold 2014).

By the late 1990s and early 2000s, the United States also began to see the development of a new generation of hybridized forms of civilian oversight, which often emerged as replacements for earlier civilian review boards. For example, the Independent Police Review Division (IPR) was implemented in Portland, Oregon in 2001 and was consciously designed to draw its organizational structure from different models of oversight (c.f. Office of the City Auditor 2001). Similar hybridized auditor/monitor oversight agencies were also implemented in other large cities, including Denver (2005) and New Orleans (2009).

Figure 3. Civilian Oversight Evolution



Contemporary Models of Civilian Oversight

While almost no two civilian oversight agencies in the U.S. are identical, the literature offers several initial observations about characteristics of contemporary forms of civilian oversight. These include:

- *High Variability in Organizational Structure.* There is currently a tremendous amount of variation in the structure of different oversight agencies (Walker and Kreisel 1996; Walker 2001; Bobb 2003; Alpert et al. 2016). Some agencies are operated almost completely by a small number of community volunteers while others have a large number of paid professional staff. Some oversight agencies have no operating budget while other agencies have multi-million-dollar budgets.
- *Wide Differences in Organizational Authority.* There is substantial variation in the role that oversight agencies play in relation to the intake of complaints, the relationship they have to the complaint investigation process, their level of access to police records, whether they can make recommendations as to findings and discipline, their ability to make policy recommendations and a long list of other characteristics (Walker and Kreisel 1996; Walker 2001; Bobb 2003; Alpert et al. 2016).
- *Organizational “Hybrids” are Common.* While early forms of oversight tended to operate as “citizen review boards,” and focused on reviewing and commenting on completed internal affairs investigations, many contemporary oversight agencies combine different organizational forms and types of organizational authority in relatively complex ways (Walker 2001; Finn 2001; Attard and Olson 2013; Alpert et al. 2016).

Classifying Contemporary Models of Civilian Oversight

Over the years, there have been multiple attempts to classify approaches to civilian oversight of law enforcement. The primary challenge in doing this is that almost no two civilian oversight agencies in the U.S. are identical. Each jurisdiction

has its own political, social and cultural tensions that influenced the development of each oversight entity’s legal authority and organizational structure, and practices vary widely (NACOLE 2015).

In the late 1990’s, Walker (2001) developed one of the earliest and most sophisticated classification systems for oversight.² Describing the different models as Class I, Class II, Class III and Class IV systems, Walker argued that models of oversight should be considered along a continuum that range from forms of oversight that are the most independent from police departments to oversight systems that are the least independent. He defined Class I systems as agencies that are independent of police departments and conduct fully independent investigations into allegations of officer misconduct. Class II systems review and comment on internal investigations conducted by the police. Class III systems function as appellate bodies, with complainants filing appeals with the oversight agency when they are dissatisfied with the outcomes on complaints investigated by local law enforcement. Class IV systems have the ability to audit, monitor or review the police/sheriff department’s complaint handling system. In addition to these classes, Walker also recognized that there are hybrid oversight agencies that did not fit easily within any of these categories (Walker 2001: 62).

Since Walker developed this classification scheme, a number of others attempts to update it have occurred. Ferdik, Alpert and Rojek (2013) adapted Walker’s (2001) classification schema to explore organizational variation in U.S. and Canadian oversight agencies. In 2005, the Police Assessment Resource Center (PARC) conducted a research project for the city of Eugene, Oregon to assist that city in determining an appropriate oversight model for the Eugene Police Department (PARC 2005). The research project created a three-part classification scheme: (1) *Review & Appellate models*, which are designed to review completed police internal investigations or hear appeals from the public on investigation findings; (2) *Investigative & Quality Assurance models*, which replace the police internal affairs process in whole or in part; and (3) *Evaluative and Performance-*

² A number of other academics and practitioners have recently developed classification schema that group police oversight agencies in slightly different ways (c.f. Prenzler and Ronken 2001; PARC 2005).

Based models, which adopt a holistic approach to evaluating patterns in police risk management, performance, operations or other organizational systems in order to promote systemic reform.

In another recent review of models of oversight, Attard and Olson (2013) revised Walker's oversight schema, and grouped oversight agencies based on their role in the complaint handling process, as well as by their organizational structure. Accordingly, they grouped oversight agencies into three categories: (1) *Investigative agencies* which conduct independent investigations of complaints filed against police officers; (2) *Auditing/monitoring agencies* that systematically review and examine police internal investigations and other law enforcement activity to make recommendations around policy and training; and (3) *Review boards and commissions*, which includes a diverse range of agencies headed by volunteer community members who may hold community forums, hear appeals or issue findings on investigations completed by paid staff (Attard and Olson 2013: 3-5).

This report adopts an oversight classification scheme that is a slightly revised version of Walker's (2001) and groups oversight agencies into three categories based on the core agency functions: (1) Investigation-focused; (2) Review-focused; and (3) Auditor/monitor-focused.

Three Categories of Civilian Oversight Models

Investigation-focused Model

Summary of Investigation-focused Agencies

Key Characteristics

1. Routinely conducts independent investigations of complaints against police officers
2. May replace or duplicate the police internal affairs process
3. Staffed by non-police, "civilian" investigators

Potential Key Strengths

1. May reduce bias in investigations into citizen complaints
2. Full-time civilian investigators may have highly specialized training

3. Civilian-led investigations may increase community trust in the investigations process

Potential Key Weaknesses

1. Most expensive and organizationally complex form of civilian oversight
2. Civilian investigators may face strong resistance from police personnel
3. Disillusionment among the public may develop overtime when community expectations for change are not met

The investigation-focused agency operates separately from the local police or sheriff's department. While the structure, resources and authority of these types of agencies can vary between jurisdictions, they are tied together by their ability to conduct independent investigations of allegations of misconduct against police officers. These oversight agencies may either completely replace the police internal affairs function or they may conduct investigations that supplant, parallel or duplicate the work of internal affairs (Finn 2001; PARC 2005).

San Francisco's Office of Citizen Complaints is one example of an entirely civilian governmental agency that is solely responsible for investigating complaints filed by community members against sworn members of the San Francisco Police Department (OCC 2016).

The organizational structure of investigative agencies can vary significantly. In some cases, an investigative agency may be governed by a volunteer board and supported by a professional staff of investigators. In small jurisdictions, an investigative agency may be staffed by a single investigator or consultant (Finn 2001; PARC 2005).

The available literature on investigation-focused agencies identifies a common set of organizational functions, including:

- Serving as the intake point for public complaints against police officers (Bobb 2003)
- Reviewing and classifying the nature of the complainants' allegations (King 2015)

- Conducting independent interviews of complainants, officers and witnesses (Attard and Olson 2013)
- Being staffed by non-police “civilian” investigators, although some agencies may employ retired or former police officers (Finn 2001)³
- Being headed by a community board or commission that may hold hearings, issue subpoenas or make findings on investigations conducted by professional non-police investigative staff (Attard and Olson 2013)

Table 1 provides examples of investigation-focused models in the United States.

Table 1: Examples of Investigation-focused Models in the U.S.

Agency	Jurisdiction	Website
Office of Citizen Complaints	San Francisco, CA	www.sfgov.org/occ
Office of Police Complaints	Washington, D.C.	www.policecomplaints.dc.gov
Citizen Complaint Review Board	New York, NY	www.nyc.gov/html/ccrb
Citizens’ Law Enforcement Review Board	San Diego County, CA	www.sandiegocounty.gov/clerb.html
Citizen Police Review Board & Office of Municipal Investigations	Pittsburgh, PA	www.cprbpgh.org & www.pittsburghpa.gov/omi

Potential Strengths of the Investigation-focused Model

An investigation-focused agency with appropriately trained staff can complete thorough and impartial investigations (Prenzler and Ronken 2001; PARC 2005). Investigation-focused agencies are the most independent forms of

oversight (Walker 2001) and tend to have more resources and larger staffs than other types of oversight. Their investigators are also likely to have had highly specialized training and experience in relation to investigations, particularly as the organization matures. Thus, where investigation-focused agencies are sufficiently resourced, have well-trained, competent staff and are granted sufficient access to department personnel and records, they may be able to improve the quality of internal investigations. Even though this is a commonly identified strength of the investigation-focused oversight agency, more rigorous comparative research is needed on this issue.

A related potential strength of the investigation-focused model is its ability to increase public faith in the integrity of the investigations process, especially in the aftermath of significant public scandals involving the police. Available public opinion research demonstrates strong public support for the independent investigation of serious complaints against police officers (Prenzler 2016). Most investigation-focused agencies utilize civilian staff to conduct fact-finding investigations and operate a multi-member community board that may hold hearings, issue findings and/or make recommendations to the police department. As a result, this model may reassure a community that investigations are unbiased, thorough and that civilian perspectives are represented both within the complaint investigation process and upon review of completed investigations (PARC 2005).

Potential Limitations of the Investigation-focused Model

One potential limitation of the investigative model is the significant costs and resources necessary to conduct competent, timely investigations, including large staffing requirements and complex organizational issues that can accompany the implementation of a stand-alone investigative oversight agency. Full investigative agencies are more expensive than other models of oversight, largely due to the increased personnel costs that accompany the hiring of professional investigators (Finn 2001: vii).⁴

³ Some Canadian independent investigation agencies employ “seconded” officers who are currently serving police officers assigned as full-time investigators serving at the pleasure of the oversight agency director (e.g., the Alberta Serious Incident Response Team (ASIRT) and the Nova Scotia Serious Incident Response Team (SiRT)).

⁴ Although the cost of an investigation-focused oversight agency is by necessity higher than the other models of oversight, the higher cost could be mitigated by the savings realized from a reduction or the elimination of personnel needed to conduct police internal investigations.

Another potential weakness is that investigation-focused agencies tend to generate significant resistance from police unions and their allies (King 2015). Unions have routinely argued that civilian investigators do not have the technical background or professional experience to conduct competent investigations into allegations of officer misconduct (Prenzler and Ronken 2001; Walker 2001). Arguing that they will be biased against police officers, police unions have often opposed the implementation of full investigatory oversight agencies (King 2015).

As a result of police resistance and suspicion, civilian investigators may have trouble penetrating the defensive police subculture that can characterize police organizations (Prenzler and Ronken 2001; Livingston 2004). In some cases, officers who are distrustful of independent investigators may be less likely to be truthful and forthcoming during investigative interviews (Livingston 2004).

In addition, it can be argued that the use of former police officers or even civilian investigators who have not previously served as police officers may not eliminate pro-police bias in complaint investigations. Oversight investigators may harbor either pro-police bias or anti-police bias, depending on their own personal background and experiences.

Independent investigation-focused agencies in large cities have also been plagued with budgetary and personnel limitations that have resulted in untimely investigations. The New York City CCRB has often been criticized for lack of timely investigations as well as efforts taken by that agency to reduce its workload through re-allocation of resources (Clarke 2009).

Some researchers have argued that while the community may have great confidence in full investigative models initially, community confidence can wane over time if these models are perceived as not leading to the reforms promised during implementation (McDevitt et al. 2005: 5). For example, the public may expect that more citizen complaints will be sustained and stronger punishments imposed after full investigative oversight models are implemented. However, there is currently no systematic evidence to support this expectation, and it is currently unclear what impact full investigative models have on

patterns in findings and discipline for police officers alleged to have engaged in misconduct.

One final challenge associated with investigation-focused agencies is that they have the potential to undermine the responsibility of police chiefs and sheriffs to maintain discipline (McDonald 1981; Prenzler and Ronken 2001). That is, by removing the responsibility for investigating allegations of officer misconduct reported in citizen complaints, chiefs of police and sheriffs may be “let off the hook,” have less incentive to create robust internal accountability mechanisms and simply blame the external oversight agency when misconduct occurs (PARC 2005: 21)⁵. In addition, in police agencies where internal affairs units are reduced or eliminated, the opportunity for officers to obtain experience in conducting personnel investigations and recognizing the extent to which bad conduct can negatively affect the agency, becomes limited or nonexistent.

Review-focused Model

Summary of Review-focused Agencies

Key Characteristics

1. Often focus on reviewing the quality of completed police internal affairs investigations
2. May make recommendations to police executives regarding findings or request that further investigation be conducted
3. Commonly headed by a review board composed of citizen volunteers
4. May hold public meetings to collect community input and facilitate police-community communication

Potential Key Strengths

1. Ensures that the community has the ability to provide input into the complaint investigation process
2. Community review of complaint investigations may increase public trust in the process
3. Generally the least expensive form of oversight since it typically relies on the work of volunteers

⁵ It is important to note that most jurisdictions still grant the police chief or sheriff the final decision-making authority when it comes to findings and employee discipline.

Potential Key Weaknesses

1. May have limited authority and few organizational resources
2. Review board volunteers may have significantly less expertise in police issues and limited time to perform their work
3. May be less independent than other forms of oversight

Review-focused agencies examine the quality of internal investigations, primarily those conducted by internal affairs. Many review agencies take the form of volunteer review boards or commissions and are designed around the goal of providing community input into the internal investigations process (PARC 2005). Instead of conducting independent investigations, review-focused agencies may evaluate completed internal affairs investigations, hear appeals, hold public forums, make recommendations for further investigation or conduct community outreach (Attard and Olson 2013). As with investigation-focused agencies, review-focused agencies vary in their organizational structure and can perform a range of functions (Walker and Kreisel 1996; Prenzler and Ronken 2001; Walker 2001; Finn 2001; Bobb 2003; Attard and Olson 2013; Ferdik et al. 2013; Walker and Archbold 2014).

The available literature on review-focused agencies indicates they:

- Receive complaints from the community
- Review completed police investigations of externally-generated complaints
- Make recommendations to the police executive on individual investigations
- Hear appeals
- Gather, review and report on public concerns (Walker 2001; Finn 2001; Prenzler and Ronken 2001; Bobb 2003; PARC 2005; Attard and Olson 2013; Ferdik et al. 2013; King 2015; Alpert et al. 2016).

Table 2 provides examples of review-focused models in the United States.

Table 2: Examples of Review –focused Models in the U.S.

Agency	Jurisdiction	Website
Citizen's Police Review Board	Albany, NY	www.albanylaw.edu/cprb
Citizens' Police Complaint Board	Indianapolis, IN	www.indy.gov/egov/city/dps/cpcbo
Civilian Police Review Board	Urbana, IL	www.urbanailinois.us/boards/civilian-police-review-board
Citizen Review Committee	St. Petersburg, FL	www.stpete.org/boards_and_committees/civilian_police_review_committee
Citizens' Review Board on Police Practices	San Diego, CA	www.sandiego.gov/citizensreviewboard

Potential Strengths of the Review-focused Model

Some researchers argue that review boards and commissions may be perceived by the public as more representative of the community than programs that are staffed by full-time professionals (Finn 2001; Attard and Olson 2013). As such, community members may be more likely to perceive the review-focused model as supporting and protecting community interests (Walker 2001).

Beyond public perception, review-focused agencies have the benefit of allowing community representatives to bring an outsider's perspective to the complaint investigations process, which may help jurisdictions identify and correct deficiencies within individual complaint investigations (PARC 2005). Where review boards have a diversity of community representation, there may be a stronger motivation on the part of police investigators to ensure that not only is there no bias in the conduct of their investigations, but that any appearance of bias is also removed. With respect to the review of policy and officer conduct, review-focused agencies have the ability to identify deficiencies in policy or training as they apply to individual

cases being reviewed. A diverse board will have the ability to provide different perspectives on police policy and training and make recommendations for change that could result in improved police-community relations.

Finally, review focused agencies tend to be the least expensive form of oversight. They are often operated by volunteers and may have no stand-alone budget (PARC 2005). As a result, this type of oversight is popular in smaller jurisdictions that have limited resources.

Potential Limitations of the Review-focused Model

Review-focused agencies tend to have limited authority and, like investigation-focused agencies, typically focus on individual case investigations. As a result of such a reactive focus, their ability to promote large-scale systemic organizational change may be limited (Walker 2001; PARC 2005). Moreover, review-focused agencies may not have the authority to systemically evaluate police policies or procedures, make policy recommendations, or examine aggregate patterns in officer conduct (PARC 2005: 11).

Depending on the structure of the review agency, they may be less independent from the police than other oversight models. These types of oversight agencies may be more likely to report to the police chief, have a small or no stand-alone budget, have limited or no staff support and board members tend to be political or police chief appointees (Walker 2001; PARC 2005; Olson 2016). Moreover, they may have to rely on the police or sheriff's department for meeting space, administrative support and training. Since review-focused agencies do not always have the power to conduct independent investigations, they are also more likely to rely on the police or sheriff's department for information (McDevitt et al. 2005; Olson 2016).

Since review-focused agency board members are generally volunteers drawn from a range of professional backgrounds, they may have less expertise than paid professional oversight staff and have limited time to perform oversight functions. This aspect may reduce the efficiency of a jurisdiction's oversight function and lead to a shallow impact on the quality of internal investigations (Finn 2001; Olson 2016).

Auditor/Monitor-focused Model

Summary of Auditor/Monitor-focused Agencies

Key Characteristics

1. Often focuses on examining broad patterns in complaint investigations, including patterns in the quality of investigations, findings and discipline
2. Some auditors/monitors may actively participate in or monitor open internal investigations
3. Often seek to promote broad organizational change by conducting systematic reviews of police policies, practices or training and making recommendations for improvement

Potential Key Strengths

1. Often have more robust public reporting practices than other types of oversight
2. Generally less expensive than full investigative agencies, but more expensive than review-focused agencies
3. May be more effective at promoting long-term, systemic change in police departments

Potential Key Weaknesses

1. Auditor/monitor focus on examining broad patterns rather than individual cases may be treated with skepticism by some local rights activists
2. Significant expertise is required to conduct systematic policy evaluations. The hiring of staff without relevant experience may cause tension between the oversight agency and police officers
3. Most auditors/monitors can only make recommendations and cannot compel law enforcement agencies to make systemic changes

One of the newest forms of police oversight can be found in the auditor/monitor-focused model of oversight. Civilian oversight agencies that follow this model can also be referred to by several different names including police

monitor⁶ or inspector general. This model of civilian oversight began to develop in the 1990s and generally emerged as a type of political compromise to satisfy police and community concerns about bias and professionalism (Walker 2006; Walker and Archbold 2014: 180). While local community and civil rights activists tended to argue in favor of citizen review boards or full investigative models, police unions tended to be strongly opposed to those models. As a result, the auditor/monitor-focused model emerged partly as a mechanism for bridging the disparate goals held by the different stakeholders to the complaint process (Walker and Archbold 2014).

While there can be variation in the organizational structure of this type of civilian oversight, auditor/monitor agencies tend to focus on promoting large-scale, systemic reform of police organizations (PARC 2005). Accordingly, this type of organization tends to have a unique set of goals that distinguish it from investigation-focused and review-focused models of oversight (Walker 2001; Finn 2001; PARC 2005; Attard and Olson 2013; Ferdik et al. 2013; Walker and Archbold 2014).

The available literature on auditor/monitor-focused agencies identifies a core set of functions which include:

- Ensuring a jurisdiction's processes for investigating allegations of misconduct are thorough, complete and fair
- Conducting evaluations of police policies, practices and training
- Participating in open internal affairs investigations
- Robust public reporting (Walker 2001; Finn 2001; Prenzler and Ronken 2001; Bobb 2003; PARC 2005; Attard and Olson 2013; Ferdik et al. 2013; King 2015; Alpert et al. 2016).

⁶ It is important to distinguish between court appointed monitors, who are limited term appointees charged with overseeing the implementation of a court-sanctioned reform agreement, and municipal or county civilian monitors who are local oversight professionals or consultants employed by the local jurisdiction. For purposes of this report, the term monitor is used to refer to locally employed police monitors. The role of court-appointed monitors in promoting police reform is beyond the scope of this publication, but has been explored elsewhere (see Davis et al. 2002; Chanin 2015).

Table 3 provides examples of auditor/monitor-focused agencies in the United States.

Table 3: Examples of Auditor/Monitor-Focused Agencies

Agency	Jurisdiction	Website
Independent Police Auditor	San Jose, CA	www.sanjoseca.gov/ipa
Office of the Independent Monitor	Denver, CO	www.denvergov.org/oim
Independent Police Monitor	New Orleans, LA	www.nolaipm.gov
Los Angeles Board of Police Commissioners Office of the Inspector General	Los Angeles, CA	www.oig.lacity.org
Office of the Inspector General for the New York City Police Department	New York, NY	www.nyc.gov/oignypd

Potential Strengths of the Auditor/Monitor-focused Model

Since these agencies tend to focus on exploring patterns in complaints, auditor/monitor-focused models may have broader access to police and sheriff's department records, case files and electronic databases than review-focused agencies (McDevitt et al. 2005; Olson and Attard 2016). While review-focused agencies tend to have only limited access to individual closed internal affairs files, auditor/monitors-focused models tend to be granted more expansive access to police department records (Walker and Archbold 2014). Moreover, auditor/monitor-focused agencies tend to be (or become) policing experts, have larger budgets and may have more extensive training than might be found in volunteer-based oversight agencies (McDevitt et al. 2005).

It is possible that the auditor/monitor-focused model may be more effective at promoting long-term, systemic change in police organizations, in part because they can focus on broader trends and patterns in complaints and make public recommendations for how the police department can improve (Walker and Archbold 2014). Unlike investigative agencies, auditor/monitor-focused models do not generally take the investigations process away from the police department, but instead use systematic evaluation and public reporting to ensure that policy makers and the local community knows whether the department is holding its officers accountable (PARC 2005). Auditor/monitor-focused agencies also have the ability to track whether police departments implement their recommendations and whether those changes have resulted in organizational improvements over time (PARC 2005; Walker and Archbold 2014).

Some scholars have argued that the independence of auditor/monitor agencies may increase their credibility with the public, leading to more effective public outreach (Walker and Archbold 2014: 183). The more robust public reporting authority and greater staffing resources may enhance the ability of auditor/monitor agencies to conduct effective community outreach when compared to review-focused agencies, which rely on community volunteers or even independent investigation agencies that focus on specific, individual complaints of misconduct.

Potential Limitations to the Auditor/Monitor-focused Model

Local civil rights or community activists may oppose this type of civilian oversight because they may view this model's reliance on full-time, paid staff with skepticism. Some community members and civil rights activists may be left dissatisfied, since they may desire that discipline be imposed in specific cases of officer misconduct versus the auditor/monitor agencies' focus on aggregate patterns in complaints and other metrics within law enforcement agencies (Walker and Archbold 2014). In fact, the very nature of the auditor/monitor-focused model concept may put the police auditor/monitor at odds with community demands or expectations in high profile and controversial cases. The concept behind the auditor/monitor model is that the office be fair, unbiased and evidence-based in

its decision-making (Walker and Archbold 2014). Such decision-making may result in criticism of the oversight agency by the community, the police or both.

In some cases, an auditor/monitor agency may choose to allow the police executive to take credit for a reform initiative, to maintain long-term relationships with police leadership. Such actions, while they may promote positive reform in a police organization, may result in a lack of understanding in the community as to the actual effectiveness of the oversight program.

Like other models of oversight, most auditor/monitor-focused agencies can only make recommendations and cannot compel law enforcement agencies to make changes (Walker and Archbold 2014: 195). In situations where the law enforcement agency regularly declines to accept recommendations or continues to engage in activities contrary to the expectations of certain members of the public, the oversight agency may be perceived as ineffective.

One final limitation is that the auditor/monitor-focused model is strongly dependent on the quality of the staff hired to do the work (Walker and Archbold 2014). Analyzing patterns in complaints, findings, discipline or conducting performance evaluations of other police policies and practices requires a high level of technical sophistication and training, as well as a commitment to objective, evidence-based evaluation. The hiring of staff without relevant experience or a commitment to objective, dispassionate evaluation methods may cause significant tension between the oversight agency and police executives, as well as with rank-and-file officers.

Table 4 summarizes the common characteristics and forms of authority for the three types of oversight models.

Table 4: Common Characteristics and Forms of Authority by Oversight Model

	Investigation-Focused Agencies	Review-Focused Agencies	Auditor/Monitor Agencies
Receive Community Complaints	Frequently	Frequently	Frequently
Decide How a Complaint will be Handled	Frequently	Rarely	Sometimes
Review Police Complaint Investigations (e.g., for thoroughness, completeness, accuracy)	Sometimes	Frequently	Frequently
Conduct Independent, Fact-Finding Investigations	Frequently	Rarely	Sometimes
Perform Data-Driven Policy Evaluations	Sometimes	Sometimes	Frequently
Recommend Findings on Investigations	Frequently	Sometimes	Frequently
Recommend Discipline to the Police Chief	Sometimes	Rarely	Sometimes
Attend Disciplinary Hearings	Sometimes	Rarely	Sometimes
Have a Board Composed of Community Members	Frequently	Frequently	Sometimes
Hear Appeals	Sometimes	Sometimes	Rarely
Have Paid Professional Staff	Frequently	Sometimes	Frequently
Staffing and Operational Costs	Most Expensive	Least Expensive	Intermediate Expense

Table notes: Based on data collected from 97 U.S. oversight agencies, 2016.

Considerations When Implementing or Reforming a Civilian Oversight Program

Over the past 30 years, local experimentation with different types of oversight models, to include hybridization of these different models, has resulted in a complex, heterogeneous organizational field. And while the data included in this report explores organizational variation across different oversight agencies, it does not answer two fundamental questions:

- Which forms of oversight are the most effective?
- Under what circumstances should a jurisdiction implement a review-focused model of oversight as opposed to an investigative or auditor/monitor-focused model?

Even though the question of what type of model constitutes a “best” form of oversight remains unanswered, much can be learned from patterns shown in this paper. In fact, the growing hybridization of police oversight and the blurring of the boundaries between different models of oversight carry an important lesson for local jurisdictions that are exploring whether to implement oversight or are considering revising their current oversight framework.

Jurisdictions Should Focus on the “Best-Fit” Rather Than the “Best Practices” When Considering How to Structure Civilian Oversight

A key lesson that can be learned from the history of oversight in the U.S. is that there is not necessarily any “best practice”

in the creation of a civilian oversight of law enforcement program. Rather, a jurisdiction should look for a “best-fit” model of oversight (Bobb 2003). Every jurisdiction has its own social, cultural and political issues, and every police agency has its own unique organizational history, traditions and sub-cultural characteristics. While some police agencies may be proficient at holding their officers to account with respect to certain types of conduct, other police agencies may struggle. Some large jurisdictions have ample financial resources to implement highly professionalized, organizationally complex forms of oversight while smaller jurisdictions may have far fewer resources with which to implement and sustain police oversight.

“Evidence that that any one civilian oversight approach or mechanism is more effective than another does not yet exist, although the role and authority of a civilian oversight function often grows over time to meet emerging community needs and expectations.” (Anderson et al. 2015: 3)

Given these differences between cities and counties in the U.S., it is likely that no single model of oversight is going to work for all jurisdictions. As a result, the best form of oversight for individual jurisdictions simply depends on the circumstances faced by the jurisdiction that is either creating or updating its oversight processes.

Oversight Should Employ the “Least Force” Necessary to Accomplish Its Goals

Even though law enforcement resistance to the concept of police oversight has diminished over time, it can still be argued that “the least intrusive means of oversight” (Bobb 2003) necessary to achieve police accountability is the best means of approaching the oversight function in the long-term. Just as the police are expected to only use that amount of force that is proportionate, necessary and reasonable to accomplish their task, so it can be argued that jurisdictions creating or reforming an oversight function should similarly accomplish the feat of ensuring police accountability (Bobb 2003). In other words, a jurisdiction seeking to create or update an oversight function should choose the least intrusive model of oversight necessary to accomplish the task. If the model chosen does not accomplish that objective, a more aggressive form of oversight would then be required. As such, it is impossible to suggest that

any one model of oversight is better than another. Each jurisdiction must evaluate its own police agency; its culture, its leadership, its overall current capacity to police itself and its future potential in that regard before choosing the most appropriate form of oversight that will have the highest likelihood of success over time.

A Number of Resources are Available to Jurisdictions Considering Implementing Oversight or Reforming Their Current Oversight Framework

One of the key challenges for local jurisdictions that are considering whether to implement oversight is to find examples of jurisdictions that have successfully implemented and sustained effective oversight agencies. It can also be difficult and resource intensive for local jurisdictions to collect examples of legal language, organizational procedures, and other “nuts-and-bolts” documents that they can use as models after they decide to implement oversight. Several relatively recent reports have sought to overcome these problems by providing detailed cases studies of existing oversight agencies (Finn 2001; PARC 2005; McDevitt et al. 2005; Attard and Olson 2013; Noe 2013; Olson 2016; PARC 2016). These reports contain key details about oversight agency powers, organizational, structure, funding and staffing and should be consulted by local jurisdictions who are considering oversight or interested in reforming their local oversight agency. A number of academic books also provide practical information about civilian oversight of law enforcement (Goldsmith and Lewis 2000; Walker 2001; Perino 2006; Walker and Archbold 2014; Prenzler and den Heyer 2016).

In addition, to help local jurisdictions gain access to examples of oversight policies, legal language and key organizational documents, the National Association for Civilian Oversight for Law Enforcement (NACOLE) has created a companion website to this report that includes up-to-date profiles for model police oversight agencies. This website’s toolkit includes examples of ordinance/charter language, oversight policies and procedures, annual reports, special topics reports, complaint forms, outreach brochures and other documents that can serve as examples for new oversight agencies. This website’s toolkit can be accessed by visiting: www.nacole.org/agency_profiles

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Civilian Oversight of Law Enforcement

June 7, 2021

Mark Gardner
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Common Goals of Civilian Oversight

- Improving public trust
- Ensuring accessible complaint processes
- Promoting thorough, fair investigations
- Increasing transparency
- Deterring police misconduct

Oversight Typology (Simplified)

- Review
- Investigative
- Audit
- Hybrid

(Source: National Association for Civilian Oversight of Law Enforcement (NACOLE), adapted from Samuel Walker)

Review Model

Description: *Oversight that focuses on reviewing the quality of completed internal affairs investigations. Often involves a community board that provides input into internal investigations but does not conduct independent investigations. May evaluate completed investigations, hear appeals, hold public forums, make recommendations for further investigation and conduct community outreach.*

- Most common form of oversight
- Relies on local community involvement
- Looks at integrity of investigative process rather than having authority over individual incidents/officers
- Least expensive with smallest staffing requirement
- Focus on after-the-fact investigations means that it is generally not transformative

Investigative Model

Description: *A form of oversight that operates separately from local law enforcement. Requires substantial staffing with expertise. Creates capacity to conduct independent investigations of allegations of misconduct against police officers. Usually associated with larger cities.*

- Most independent form of oversight
- Most expensive requiring a large specialized staff
- Often employed in cities with a substantial history of misconduct
- Narrow focus on after-the-fact investigations means that it is generally not transformative

Audit Model

Description: *Focus on promoting large-scale, systemic reform of police organizations. May also monitor or review individual critical incident or complaint investigations. Collects data and analyzes patterns. Many newer boards incorporate an audit function. Usually requires some dedicated staff.*

- Mid-range of cost and complexity
- Incorporates review of data patterns and conducts research to improve police practices
- May involve paid, expert staff
- Focuses on systemwide patterns and problems
- Some evidence indicates this model may be effective in catalyzing change

Core Elements of Effective Civilian Oversight

1. Independence
2. Adequate jurisdictional authority
3. Access to records and full cooperation of law enforcement agencies
4. Access to law enforcement executives and internal affairs staff
5. Support of process stakeholders
6. Adequate resources
7. Public reporting/transparency
8. Use of statistical pattern analysis
9. Community outreach and involvement
10. Respect for confidentiality

Local context and additional considerations

- New state legislation (HB 1267) may meet the need for investigations of use of force
- The “Safe Spaces” program, operated by the Whatcom Dispute Resolution Center, provides one pathway for people to lodge complaints against city departments
- There is limited research on the effectiveness of these boards. Many do not appear to be able to solve deep-seated structural problems.
- Some investigative activities may be constrained by state confidentiality rules regarding employee discipline records, etc.
- Design principles – NACOLE
 - “Jurisdictions Should Focus on “Best-Fit” Rather Than “Best Practices” When Considering How to Structure Civilian Oversight.”
 - “Oversight Should Employ the Least Force Necessary to Accomplish its Goals.”

Next steps/key design decisions

1. Proceed with development of additional oversight?
2. Which model? or a hybrid?
3. Who should be consulted on purpose and structure?
4. What investigative powers should a board have?
5. Who would it report to -- Council? Mayor? Both?
6. Should a board be able to conduct broad policy/data reviews (audit function)
7. Where would staff be located organizationally?

Civilian Oversight of Law Enforcement

June 7, 2021

Mark Gardner
Legislative Analyst, City Council Staff

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City Council Agenda Bill

23016

Bill Number

Subject: **Authorization of Payroll Labor Cost Payments Dated May 01, 2021 to May 15, 2021**

Summary Statement: For payroll payments related to the period of May 01, 2021 to May 15, 2021

Totals: \$3,734,832.06

Previous Council Action: **Previous Council Action: 2021-2022 Adopted Budget**

Fiscal Impact: **Payroll labor costs payments issued for amounts shown above are within legally appropriated budget**

Funding Source: **Citywide Funds**

Attachments:

Meeting Activity	Meeting Date	Recommendation	Presented By	Time
Consent Agenda	6/07/2021	Authorize Payroll	N/A	0 minutes

Recommended Motion:

Council Committee:

Agenda Bill Contact:
Sharon Martin, HR Payroll

Council Action:

Reviewed By	Department	Date
<i>Andrew D. Asbjornsen</i>	Finance Department	6/01/2021
<i>Matthew T. Stamps</i>	Legal	6/01/2021
<i>Seth M. Fleetwood</i>	Executive	6/01/2021



City Council Agenda Bill

23017

Bill Number

Subject: **Authorization of A/P Transactions Issued May 07, 2021 through May 13, 2021**

Summary Statement: In accordance with state law, approval is requested for the payments issued for City goods and services received.

A/P EFT and EDI transactions, and check(s) #554240 through #554358, were issued during the pay period of May 07, 2021 through May 13, 2021, in the amount of \$2,122,619.96.

Previous Council Action: **2021-2022 Adopted Budget**

Fiscal Impact: **Payments issued for amounts shown above are within legally appropriated budget.**

Funding Source: **Citywide Funds**

Attachments:

Meeting Activity	Meeting Date	Recommendation	Presented By	Time
Consent Agenda	6/07/2021	Authorize Accounts Payable	N/A	0 minutes

Recommended Motion:

Council Committee:

Agenda Bill Contact:

Roxanne Swan, Finance Department

Council Action:

Reviewed By	Department	Date
<i>Andrew D. Asbjornsen</i>	Finance Department	5/17/2021
<i>Matthew T. Stamps</i>	Legal	5/17/2021
<i>Seth M. Fleetwood</i>	Executive	6/01/2021



City Council Agenda Bill

23018

Bill Number

Subject: **Authorization of A/P Transactions Issued May 14, 2021 through May 20, 2021**

Summary Statement: In accordance with state law, approval is requested for the payments issued for City goods and services received.

A/P EFT and EDI transactions, and check(s) #554359 through #554457, were issued during the pay period of May 14, 2021 through May 20, 2021, in the amount of \$2,508,610.27.

Previous Council Action: **2021-2022 Adopted Budget**

Fiscal Impact: **Payments issued for amounts shown above are within legally appropriated budget.**

Funding Source: **Citywide Funds**

Attachments:

Meeting Activity	Meeting Date	Recommendation	Presented By	Time
Consent Agenda	6/07/2021	Authorize Accounts Payable	N/A	0 minutes

Recommended Motion:

Council Committee:

Agenda Bill Contact:
Karla Stave

Council Action:

Reviewed By	Department	Date
<i>Andrew D. Asbjornsen</i>	Finance Department	6/01/2021
<i>Matthew T. Stamps</i>	Legal	6/01/2021
<i>Seth M. Fleetwood</i>	Executive	6/01/2021



City Council Agenda Bill

23019

Bill Number

Subject: Authorize the Mayor to Enter Into an Interlocal Agreement Between the City of Bellingham and Whatcom County for Whatcom Unified Command COVID-19 Support Services

Summary Statement: The purpose of this Interlocal Agreement is to set forth terms and conditions upon which Whatcom County will provide CARES Act funding to the City for the provision of logistical and administrative support personnel to Whatcom Unified Command during the COVID-19 pandemic. If approved, Whatcom County will reimburse the City for up to \$60,000 of staff time for the ongoing support that City personnel are providing to the COVID-19 response through the Bellingham Fire Department's Office of Emergency Management.

Previous Council Action: **N/A**

Fiscal Impact: **\$60,000**

Funding Source: **Cares ACT**

Attachments: 1. INTERLOCAL AGREEMENT FOR WUC COVID-19 SUPPORT SERVICES

Meeting Activity	Meeting Date	Recommendation	Presented By	Time
Consent Agenda	6/07/2021	Vote to Approve	Bill Hewett, Fire Chief	0 minutes

Recommended Motion:

Council Committee:

Agenda Bill Contact:
Bill Hewett, Fire Chief

Council Action:

Reviewed By	Department	Date
<i>Bill C. Hewett</i>	Fire Department	6/01/2021
<i>Andrew D. Asbjornsen</i>	Finance	6/01/2021
<i>Matthew T. Stamps</i>	Legal	6/01/2021
<i>Seth M. Fleetwood</i>	Executive	6/01/2021

**INTERLOCAL AGREEMENT
BETWEEN WHATCOM COUNTY AND THE CITY OF BELLINGHAM
REGARDING WUC COVID-19 SUPPORT SERVICES**

This Interlocal Agreement (the "Agreement") is made and entered into this day by and between Whatcom County (the "County") and the City of Bellingham (the "City"), collectively referred to as the "Parties".

1. **PURPOSE.** The purpose of this Agreement is to set forth terms and conditions upon which the County will provide CARES Act funding to the City for the provision of logistical and administrative support personnel to Whatcom Unified Command ("WUC") during the COVID-19 pandemic.
2. **SERVICES.** The duties to be performed by City personnel under this Agreement, and County reimbursement therefor, are outlined in **Exhibit A – Scope of Work** and **Exhibit B – Compensation**, which are attached hereto and incorporated herein, which may be amended by either party with mutual, written consent signed by the parties.
3. **TERM OF AGREEMENT.** The start date of this Agreement is January 1, 2021 and shall be in effect through June 30, 2021.
4. **EXTENSION.** The duration of this Agreement may be extended by written amendment signed by both parties.
5. **ADMINISTRATION.** The following individuals are designated as representatives of the respective parties. The representatives shall be responsible for the administration of this Agreement and for coordinating and monitoring performance under this Agreement. In the event such representatives are changed, the party making the change shall notify the other party:

County's representatives shall be:

Kathleen Roy, Assistant Director
Whatcom County Health Department
509 Girard Street
Bellingham, WA 9225
360-778-6007
kroy@co.whatcom.wa.us

City's representative shall be:

Bill Hewett, Fire Chief
Bellingham Fire Department
1800 Broadway
Bellingham, WA 98225
360-778-8416
bchewett@cob.org

6. **TREATMENT OF ASSETS AND PROPERTY.** No fixed assets or personal or real property will be jointly or cooperatively acquired, held, used, or disposed of pursuant to this Agreement.
7. **INDEMNIFICATION.** Each party agrees to be responsible and assume liability for its wrongful and/or negligent acts or omissions or those of their officials, officers, agents, or employees to the fullest extent required by law and further agree to save, indemnify, defend, and hold harmless the other party harmless from any such liability. It is further provided that no liability shall attach to either party by reason of entering into this Agreement except as expressly provided herein.

8. **TERMINATION.** Any party hereto may terminate this Agreement upon (30) days notice in writing either personally delivered or mailed to the party's last known address for the purposes of giving notice under this paragraph. If this Agreement is so terminated, the parties shall be liable only for performance rendered or costs incurred in accordance with the terms of this Agreement prior to the effective date of termination.

9. **CHANGES, MODIFICATIONS, AMENDMENTS, OR WAIVERS.** The Agreement may be changed, modified, amended, or waived only by written agreement executed by the parties hereto. Waiver or breach of any term or condition of this Agreement shall not be considered a waiver of any prior or subsequent breach.

10. **SEVERABILITY:** In the event of any term or condition of this Agreement or application thereof to any person or circumstances is held invalid, such invalidity shall not affect other terms, conditions, or applications of this Agreement which can be given effect without the invalid term, condition or application. To this end, the terms and conditions of this Agreement are declared severable.

11. **OTHER PROVISIONS.** Both parties will comply with all applicable Federal and State requirements that govern this Agreement.

12. **PUBLIC RECORDS ACT.** All records received by any Party, pursuant to this Agreement shall be a public record and therefore subject to the Public Records Act.

13. **ENTIRE AGREEMENT.** This Agreement contains all the terms and conditions agreed upon by the parties. All items incorporated herein by reference are attached. No other understandings, oral or otherwise, regarding the subject matter of this Agreement shall be deemed to exist or to bind any of the parties hereto.

IN WITNESS WHEREOF, the parties have executed this Agreement as of the day and year first above written.

EXECUTED THIS _____ day of _____, 2021.

CITY OF BELLINGHAM

Seth Fleetwood
Mayor

Attest:

Finance Director Date

Approved as to Department:

Bill Hewett, Fire Chief

Approved as to form:

Office of the City Attorney Date

EXECUTED THIS _____ day of _____, 2021.

WHATCOM COUNTY

Satpal Sidhu
County Executive

APPROVED AS TO FORM:

Royce Buckingham, Prosecuting Attorney Date

APPROVED AS TO DEPARTMENT:

Erika Lautenbach, Director Date

Exhibit "A"
(Scope of Work)

I. Statement of Work

The City currently staffs the following two WUC positions: (1) WUC Logistics Section Chief; and (2) WUC Situation Unit Staff Member. Duties to be performed, and reimbursed under, this Agreement are as follows:

A. Duties of the WUC Logistics Section Chief under this Agreement include:

1. Supervise the volunteer branch and warehouse staff.
2. Serve as Logistics Committee Co-Chair for the Community Vaccination Clinic (CVC).
 - i. Place orders for resources needed to operate the CVC.
 - ii. Create signage and maps for use at the CVC.
 - iii. Coordinate with BTC staff for site clinic parking and space needs or changes.
3. Distribute non-operational PPE to care facilities and government departments.
4. Monitor and order ongoing PPE needs for COVID response.
5. Place orders to the State Emergency Operations Center for resources and personnel, related to the COVID response.
6. Pick up orders and make deliveries of orders to WUC operational areas.

B. Duties of the WUC Situation Unit Staff Member under this Agreement include:

1. Demobilization Unit Leader duties.
2. Documentation Unit Leader duties.
 - i. Record meeting minutes for CVC Steering Committee meetings.
3. Situation Unit duties.
 - i. Monitor Situation Unit email inbox and reply to inquiries.
 - ii. Manage and monitor local and regional COVID data.
 - iii. Develop and update graphs and charts of daily COVID stats.
 - iv. Develop and distribute daily Whatcom COVID Situation Report.
4. Monitor COVID-Health email inbox and reply to inquiries.
5. Maintenance of Medical Surge Plan.
 - i. Develop and distribute a bi-weekly Medical Surge Status Report.
6. Produce and distribute WUC Operational Period Status Report at the start of each Operational Period.
7. Collaborate with partners in North Region Counties to gather COVID vaccination data.
 - i. Develop and submit weekly COVID Vaccination Regional Situation Report.

Exhibit "B"
(COMPENSATION)

- I. **Budget and Source of Funding:** Funding for this Agreement may not exceed \$60,000. Funds under this contract are made available and are subject to Section 601(a) of the Social Security Act, as amended by Section 5001 of the Coronavirus Aid, Relief, and Economic Security Act (CARES Act) and Title V and VI of the CARES Act. This project was supported by a grant awarded by the US Department of the Treasury. Grant funds are administered by the Washington State Department of Health Emergency Preparedness Response COVID-19 Local CARES Grant (CFDA 21.019). The budget for this Agreement is as follows:

Item	Documents Required with Invoice	Budget
Justin Shields – WUC Logistics Section Chief (salary @ \$37.64/hour + benefits)	GL Detail	\$60,000
Liv Sund – WUC Situation Unit Staff Member (salary @ 21.09/hour + benefits)		
TOTAL		\$60,000

II. **Invoicing:**

1. **Final invoices must be submitted by July 10, 2021.** City shall submit invoices to the County at HL-BusinessOffice@co.whatcom.wa.us. Invoices shall reference this Agreement #.
2. Invoices submitted for payment must include the items identified in the table above.
3. Payment by the County will be considered timely if it is made within 30 days of the receipt and acceptance of billing information from Contractor.
4. Invoices must include the following statement, with an authorized signature and date:

I certify that the materials have been furnished, the services rendered, or the labor performed as described on this invoice.
5. Duplication of Billed Costs or Payments for Service: City shall not bill the County for services performed or provided under this contract, and the County shall not pay the City, if the City has been or will be paid by any other source, including grants, for those costs used to perform or provide the services in this contract. The City is responsible for any audit exceptions or disallowed amounts paid as a result of this contract.



City Council Agenda Bill

23020

Bill Number

Subject: A Resolution Setting the Date and Time for a Public Hearing Before the Hearing Examiner for Consideration of a Street Vacation Petition for "Center Street" Located Between D, E, Astor and Bancroft Streets in Old Town

Summary Statement: The petitioner has submitted the vacation petition and has paid the application fees. The petitioner desires to clear title on the underlying parcels in order to sell or transfer the properties currently encumbered by the subject right-of-way.

The City Council is required to pass a Resolution that sets a Public Hearing date before the Hearing Examiner. The date for this virtual Public Hearing before the Hearing Examiner is July 14, 2021. (This is necessary and routine for establishing said Public Hearing date.)

Previous Council Action: **None**

Fiscal Impact: **None**

Funding Source: **N/A**

Attachments: 1. RESOLUTION
2. SITE PLAN

Meeting Activity	Meeting Date	Recommendation	Presented By	Time
Consent Agenda	6/07/2021	Pass Resolution	Alan Marriner, Legal	0 minutes

Recommended Motion:

Council Committee:

Agenda Bill Contact:

Steve Sundin, Planning and Community Development, 360-778-8300

Council Action:

Reviewed By	Department	Date
<i>Gregory R. Aucutt</i>	Planning & Community Development	6/01/2021
<i>Alan A. Marriner</i>	Legal	6/01/2021
<i>Seth M. Fleetwood</i>	Executive	6/01/2021

RESOLUTION NO. _____

A RESOLUTION FIXING THE TIME FOR A VIRTUAL PUBLIC HEARING TO CONSIDER A STREET VACATION PETITION FOR THE FULL WIDTH OF CENTER STREET BETWEEN D, E, ASTOR AND BANCROFT STREETS IN “OLD TOWN” IN BELLINGHAM.

WHEREAS, on April 14, 2021 the agent for the petitioner submitted a completed street vacation petition in order to be considered by the City’s Technical Review Committee; and

WHEREAS, on April 29, 2021 the Technical Review Committee reviewed the subject petition and recommended approval of the vacation petition; and

WHEREAS, the City of Bellingham provided notice to private utility companies on May 18, 2021. At the time of this Resolution utility providers have not responded.

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF BELLINGHAM:

That a virtual public hearing be held before the Hearing Examiner on July 14, 2021 at the hour of 6:00 P.M., or there soon after, and that any protests in writing or oral to the vacation be considered at said time and place.

BE IT FURTHER RESOLVED that the City Council delegates the duty of conducting the public hearing on the street vacation petition to the Hearing Examiner, who shall forward findings of fact, conclusions of law and a recommendation to the City Council for final action. The Hearing Examiner shall also make available to the Council a transcript of the hearing together with exhibits.

BE IT FURTHER RESOLVED that the Finance Director shall post notices of said hearing as required by law.

PASSED by the Council this _____ day of _____, 2021.

Council President

APPROVED by me this _____ day of _____, 2021.

Mayor

City of Bellingham
City Attorney
210 Lottie Street
Bellingham, Washington 98225
360-676-6903

ATTEST: _____
Finance Director

APPROVED AS TO FORM:

Office of the City Attorney

(2)

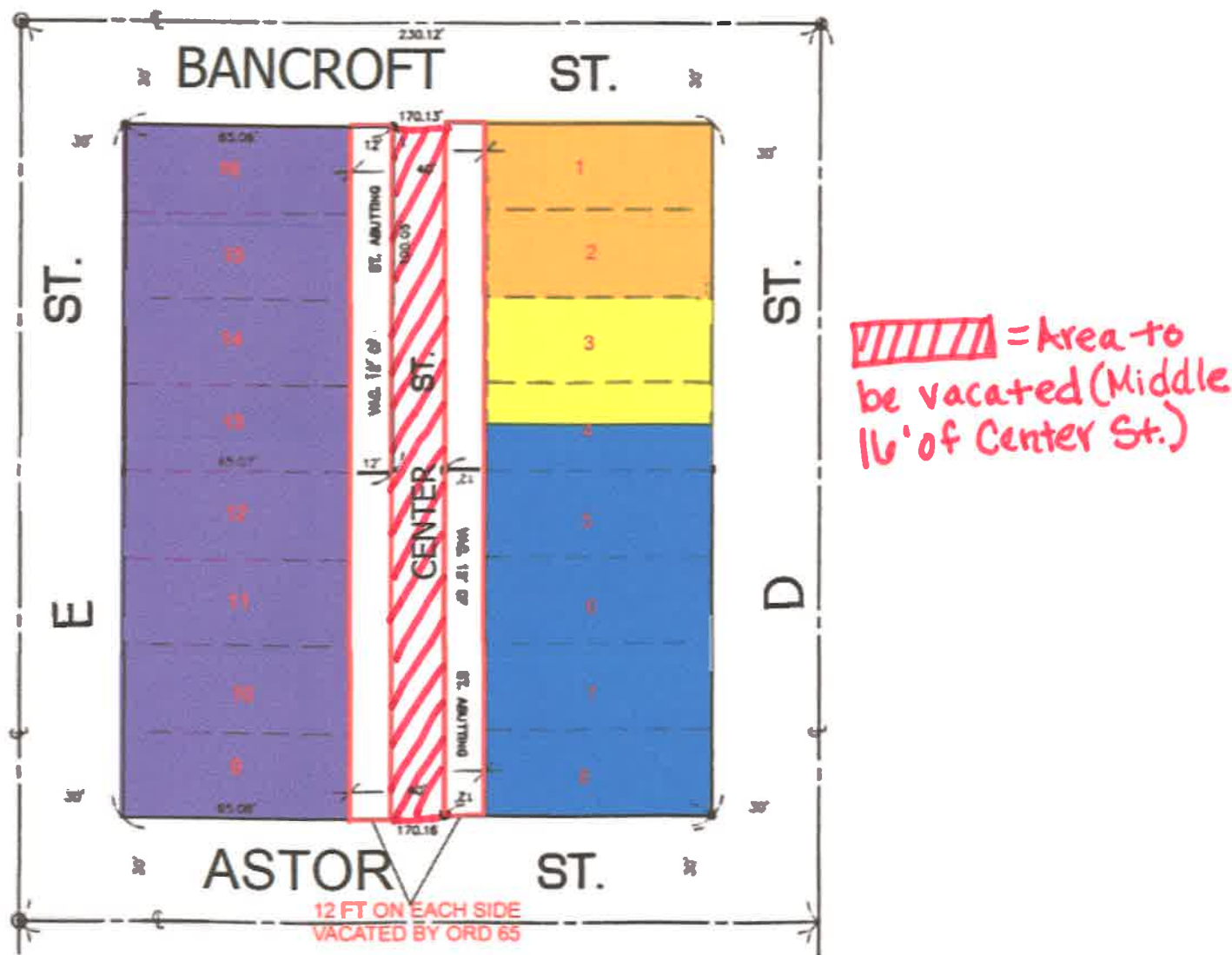
City of Bellingham
City Attorney
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Bellingham, Washington 98225
360-676-6903

Nicole Terpstra

From: Jena Macy [jenam@whatcomtitle.com]
Sent: Tuesday, April 13, 2021 10:09 AM
To: Nicole Terpstra
Subject: RE: W-173012 Parberry Update

Nicole, I misspoke in my last email. Please see the correction below. 😊

The January 12th email is correct and yesterday's email is consistent with what was said before. I have highlighted the relevant parts of the January 12th email below. The only portion of street that has not been vacated by the city is the **outside middle** 16 feet of Center Street running through Block 6.



Jena Macy | Title Examiner
P: 360.676.8484 | F: 360.676.6675
www.whatcomtitle.com | E: jenam@whatcomtitle.com



City Council Agenda Bill

22979

Bill Number

Subject: An Ordinance of the City of Bellingham, Washington Adopting an Alternative Arterial Street Improvement Standard for James Street Between Orchard Drive and Gooding Avenue in the King Mountain Neighborhood.

Summary Statement: Public Works recommends approval of a non-traditional arterial street standard for James Street in the King Mountain Neighborhood as documented in the 2019 James Street Multimodal Feasibility Study. The proposed alternative for James Street includes construction of a separated 10- to 12-foot wide paved multi-use pathway on the west side of James Street. The separated path is in lieu of traditional sidewalks and bike lanes on each side of the roadway. Developers would be given the option of contributing funding towards City design and construction of the alternative standard instead of making traditional street improvements at the time of development. A proposed ordinance is included for Council consideration.

Previous Council Action: **Public Hearing for Draft 2021-2026 TIP on May 18, 2020; Council adoption of 2021-2026 TIP on June 8, 2020; Public Hearing for James Street Preferred Arterial Standard on May 10, 2021**

Fiscal Impact: **The proposed ordinance does not have a direct fiscal impact to the City, but does allow for developers to make financial contributions in lieu of standard street frontage improvements at the time of development.**

Funding Source: **Street Fund (111)**

Attachments: 1. JAMES ST ARTERIAL ORDINANCE

Meeting Activity	Meeting Date	Recommendation	Presented By	Time
Committee Briefing - Vote Requested	5/24/2021	Vote to Approve	Chad Schulhauser, City Engineer	10 minutes

Recommended Motion:

Council Committee:
Public Works and Natural Resources
Committee

Agenda Bill Contact:
Chad Schulhauser, Assistant Public Works Director 360-778-7910

Council Action: Lilliquist/Huthman Moved
for 1st & 2nd. MOTION CARRIED 6-0-1,
Dan Hammill excused. 5/24/2021

Reviewed By	Department	Date
<i>Eric C. Johnston</i>	Public Works	5/17/2021
<i>Matthew T. Stamps</i>	Legal	5/17/2021
<i>Seth M. Fleetwood</i>	Executive	5/17/2021

ORDINANCE NO. _____

AN ORDINANCE OF THE CITY OF BELLINGHAM, WASHINGTON ADOPTING AN ALTERNATIVE ARTERIAL STREET IMPROVEMENT STANDARD FOR JAMES STREET BETWEEN ORCHARD DRIVE AND GOODING AVENUE IN THE KING MOUNTIAN NEIGHBORHOOD.

WHEREAS, in 2009 approximately 900 acres of the northcentral portion of the Urban Growth Area (UGA) were annexed from Whatcom County into the City of Bellingham and became the King Mountain Neighborhood; and

WHEREAS, the annexation included the responsibility for land use planning, zoning, and permitting, as well as funding, maintenance, repair, and reconstruction of many public arterial streets throughout the King Mountain Neighborhood; and

WHEREAS, the City of Bellingham arterial street standards are codified in BMC 13.04 and 13.08, are illustrated in ST-132 of the Public Work Improvement Standards and Development Guidelines and require ADA-compliant sidewalks, curbs, gutters, storm water conveyance, bike lanes, vehicle lanes, and street lighting; and

WHEREAS, BMC 13.04 Street Standards and BMC 13.08 Street Improvements specify that substandard arterial streets along private property frontage must be brought up to City arterial standard at property owner cost when redevelopment occurs; and

WHEREAS, BMC 13.52 Driveways Giving Access to Arterial Streets specifies the number, spacing, management, and construction standards for driveways on arterial streets, as well as safety standards, such as sight distance, turns, and corner clearance.

WHEREAS, James Street is locally classified as a secondary arterial street trending north-south through the middle of the King Mountain Neighborhood, but does not meet arterial standards from Orchard Drive to Gooding Avenue; and

WHEREAS, the 2012 Pedestrian Master Plan, 2014 Bicycle Master Plan, and 2016 Transportation Element of the Bellingham Comprehensive Plan all identify James Street as needing sidewalks and bike lanes on each side; and

WHEREAS, the 2019 James Street Multimodal Feasibility Study (ES-0549) determined that constructing arterial standard sidewalks and bike lanes on each side of James Street would cost \$17.8 million (2025 dollars), excluding an additional \$6.3 million dollars in fish passage improvements to 3 major culverts beneath James Street; and

Ordinance Adopting Alternative
Arterial Standard for James Street (1)

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WHEREAS, the 2019 James Street Multimodal Feasibility Study (ES-0549) also identified a preferred alternative arterial standard for James Street that includes a 12-foot wide paved multiuse pathway consolidating the pedestrian and bicycle mobility improvements along the west side of James Street determined to cost \$8.3 million (2025 dollars), as well as 5-foot-wide concrete sidewalks on portions of three segments on the east side of James Street determined to cost \$2.03 million (2025 dollars).

WHEREAS, an additional \$5.9 million (2025 dollars) will be required for fish passage improvements to 3 culverts beneath James Street if the preferred arterial standard is constructed, but these are not included as transportation costs for the purposes of voluntary proportionate share contribution from properties; and

WHEREAS, the City of Bellingham will construct several major transportation improvements along the James Street corridor, including the Orchard Drive Extension (ES-0440) from James Street underneath Interstate 5 to Birchwood Avenue in 2021, the Telegraph Road Multimodal Improvements (ES-0537) from James Street to Deemer Road in 2022, and the James-Bakerview Roundabout (ES-0473) in 2023; and

WHEREAS, on June 8, 2020, the Bellingham City Council adopted the 2021-2026 Transportation Improvement Program (TIP) with projects 15 and 17 (Exhibit A) specifically calling for the preferred alternative west side multiuse pathway along James Street to be integrated into all the transportation improvements listed above; and

WHEREAS, per BMC 13.04 and 13.08, properties abutting each side of James Street are responsible for improving it to arterial street standards as development occurs, but at \$8.3 million dollars, the cost of the preferred alternative westside multiuse pathway will be significantly less than the \$17.8 million dollar cost of traditional arterial street frontage improvements on each side of the street; and

WHEREAS, the preferred alternative westside multiuse pathway is likely to be far more competitive for state and federal active transportation grant funding than traditional arterial street improvements, but it will take many years and multiple funding sources for the City of Bellingham to accumulate enough funding for construction; and

WHEREAS, the City of Bellingham proposes to allow private development abutting each side of James Street to proceed without constructing traditional arterial street frontage improvements on the condition that a voluntary proportionate share funding contribution is made toward the costs to complete both Preliminary Engineering (PE/Design/ROW) and Construction phases for the preferred alternative westside multiuse pathway identified in the 2019 James Street Multimodal Feasibility Study (ES-0549); and

Ordinance Adopting Alternative
Arterial Standard for James Street (2)

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WHEREAS, the calculation to establish the proportionate share contribution amount toward the preferred alternative westside multiuse pathway is based on the cost of active transportation improvements by corridor segment determined in the 2019 James Street Multimodal Feasibility Study (ES-0549), exclusive of fish passage improvement costs, divided by the linear feet of street frontage abutting each property proposed for private development; and

WHEREAS, in a March 22, 2021 work session, the City Council directed Public Works to notify property owners and to hold a public hearing regarding the proposed ordinance to establish a James Street Arterial Standard; and

WHEREAS, after published notice, the City Council held a public hearing regarding the proposed ordinance to establish a James Street Arterial Standard on May 10, 2021; and

WHEREAS, the City Council has considered the options and alternatives and finds this ordinance to establish a James Street Arterial Standard to be in the best interests of the City of Bellingham and its citizens.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF BELLINGHAM DOES HEREBY ORDAIN THAT:

Section 1. The City hereby adopts a preferred alternative arterial standard for James Street between Orchard Drive and Gooding Avenue, which includes a 12-foot-wide paved multiuse pathway consolidating the pedestrian and bicycle mobility improvements along the west side of James Street and 5-foot-wide concrete sidewalks on select portions of three segments on the east side of James Street, as depicted in **Exhibit B** (“Preferred Alternative”). The Preferred Alternative is a City-constructed alternative to the arterial street frontage standards in BMC 13.04 and 13.08 and the Public Works Development Guidelines and Improvement Standards.

Section 2. An owner (“Applicant”) of property abutting either side of James Street between Orchard Drive and Gooding Avenue (“Property”) may elect to proceed with development of the Property without privately constructing the arterial street frontage improvements required in BMC 13.04 and 13.08 and the Public Works Development Guidelines and Improvement Standards if the Applicant voluntarily enters into a financial participation agreement with the City that provides for the Applicant to pay a proportionate share of the City’s estimated cost of designing and constructing the Preferred Alternative at the linear foot rate shown in Table 1 in **Exhibit C**. Payment shall be made prior to issuance of a building permit or public facilities contract permit for the Property. Proposed developments covered by a financial participation agreement entered into pursuant to this Ordinance must meet all City of Bellingham applicable code, regulations, and requirements, excepting only the frontage improvements required under BMC 13.04. and 13.08.

Ordinance Adopting Alternative
Arterial Standard for James Street (3)

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Section 3. Voluntary proportionate funds collected from Applicants developing Property will directly fund the required preliminary engineering, design, and right-of-way phase and construction phase for the entire corridor from Orchard Drive to Gooding Avenue, or any portion thereof, regardless of the segment funds are collected from.

PASSED by the Council this _____ day of _____, 2021.

Council President

APPROVED by me this ____ day of _____, 2021.

Mayor

ATTEST:

Finance Director

APPROVED AS TO FORM:

Office of the City Attorney

Published:

EXHIBIT A

Ordinance Adopting Alternative
Arterial Standard for James Street (4)

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Projects 15 and 17 adopted in 2021-2026 Transportation Improvement Program

Project #15: James Street Pedestrian & Bicycle Safety Improvements; Segment 3 (West side James Street from Telegraph Rd to E. Bakerview Rd)

PROJECT NARRATIVE: James Street is the only north-south transportation corridor serving north-central Bellingham between Meridian (SR 539) and Hannegan, which is already zoned for 3,000 or more housing units. James Street provides access to Squalicum Creek Trail and Sunset Pond Park between Sunset Square Shopping Center, Telegraph Road, and East Bakerview Road. Pedestrian and Bicycle Master Plans call for sidewalks and bike lanes and WTA high-frequency Gold GO Line Route 331 service requires sidewalks and crossings to bus stops. Segment 3 is the most financially feasible section to construct and if grant funding can be secured, could be completed in 2023 to complement the Telegraph Road improvements and the James/Bakerview roundabout.

MULTIMODAL TRANSPORTATION BENEFITS: Tier 3 sidewalks, Tier 3 bicycle lanes, turn lanes, increased access, safety, sight distance, and efficiency. WTA Gold GO Line high-frequency transit route 331 and future WTA transit routes as King Mountain Neighborhood continues to develop.

PROJECT STATUS: Feasibility Study Completed 2019. Unfunded. WSDOT grant funds applied for.

No.	PROJECT DESCRIPTION	FUNDING SOURCE	Cost Estimates (000's) 2020 Dollars							PROJECT TOTALS
			Previous Budget	FUNDED 2021	FUNDED 2022	FUNDED 2023	UNFUNDED 2024	UNFUNDED 2025	UNFUNDED 2026	
15	James Street Pedestrian and Bicycle Safety Improvements; Segment 3	T-Fund Non-Motorized				160				
		State				740	Pending WSDOT Grant			
	Segment 3 = Telegraph to Bakerview	Subtotal				900				900

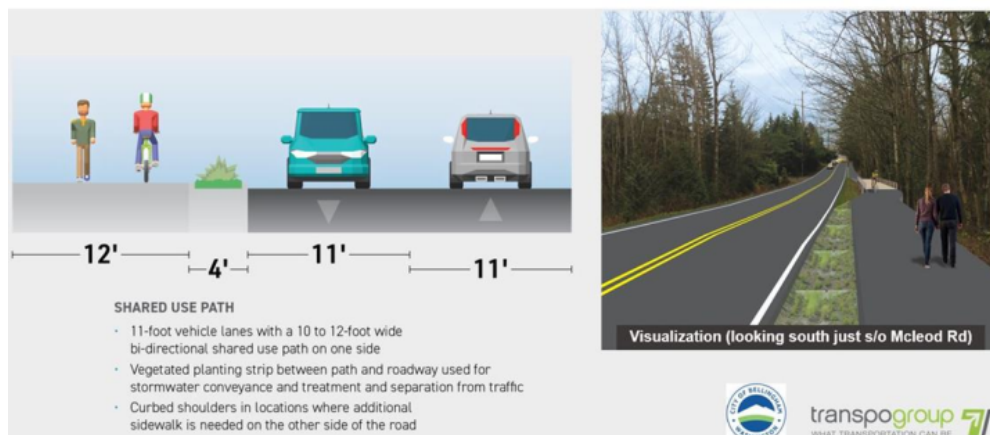
TRANSPORTATION IMPACT FEES COLLECTED

Yes, for local funds

RIGHT-OF-WAY ACQUISITION NECESSARY

No

James Street Preferred Alternative West Side Shared Use Path



Ordinance Adopting Alternative
Arterial Standard for James Street (5)

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Project #17: James Street Pedestrian & Bicycle Safety Improvements; Segments 1, 2, & 4 (West side James Street from E. Orchard to Gooding Rd)

PROJECT NARRATIVE: James Street is the only north- south transportation corridor serving the King Mountain Neighborhood, which is zoned for 3,000 or more housing units. James Street provides access to Squalicum Creek Trail and Sunset Pond Park between Sunset Square Shopping Center, Telegraph Rd, and East Bakerview Rd. Pedestrian and Bicycle Master Plans call for sidewalks and bike lanes and WTA high-frequency Gold GO Line Route 331 service requires sidewalks and crossings to bus stops. Significant costs include, removal of a vertical curve sight distance issue on the hill between Orchard and McLeod and reconstruction of culverts beneath James Street between Orchard Dr and Telegraph Rd and Bakerview Rd and Kellogg Rd will require reconstruction for fish passage improvements.

MULTIMODAL TRANSPORTATION BENEFITS: Tier 3 sidewalks, Tier 3 bicycle lanes, turn lanes, increased access, safety, sight distance, and efficiency. WTA Gold GO Line high-frequency transit route 331 and future WTA transit routes as King Mountain Neighborhood continues to develop.

PROJECT STATUS: Feasibility Study Completed 2019. Unfunded. Grant funds will be sought.

No.	PROJECT DESCRIPTION	FUNDING SOURCE	Cost Estimates (000's) 2020 Dollars							PROJECT TOTALS
			Previous Budget	FUNDED			UNFUNDED			
			2021	2022	2023	2024	2025	2026		
17	James Street Pedestrian and Bicycle Safety Improvements; Segments 1, 2, & 4	Street (Study)	110				Grants being sought			
		T-Fund Non-Motorized								
	Segment 1 = Orchard to McLeod	Pvt Mitigation								
	Segment 2 = McLeod to Telegraph	Unknown						14,000		
	Segment 4 = Bakerview to Gooding	Subtotal	110						14,000	14,110

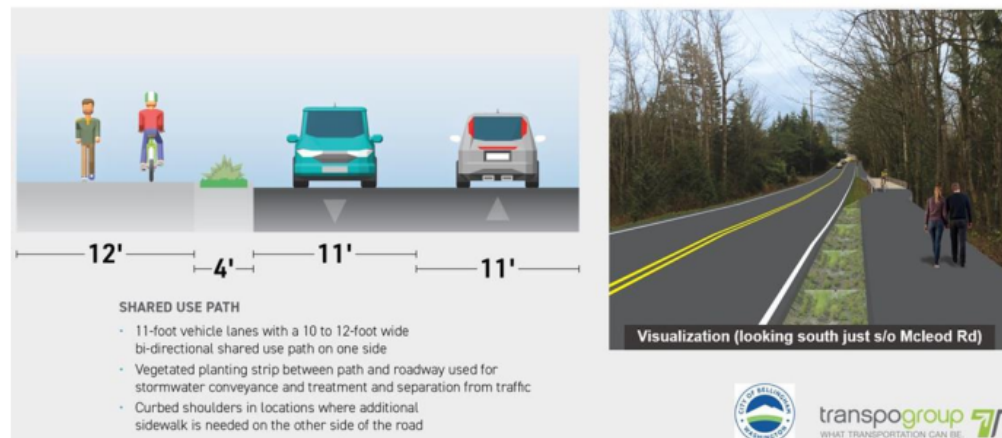
TRANSPORTATION IMPACT FEES COLLECTED

Yes, for local funds

RIGHT-OF-WAY ACQUISITION NECESSARY

Possibly; yet-to-be-determined

James Street Preferred Alternative West Side Shared Use Path

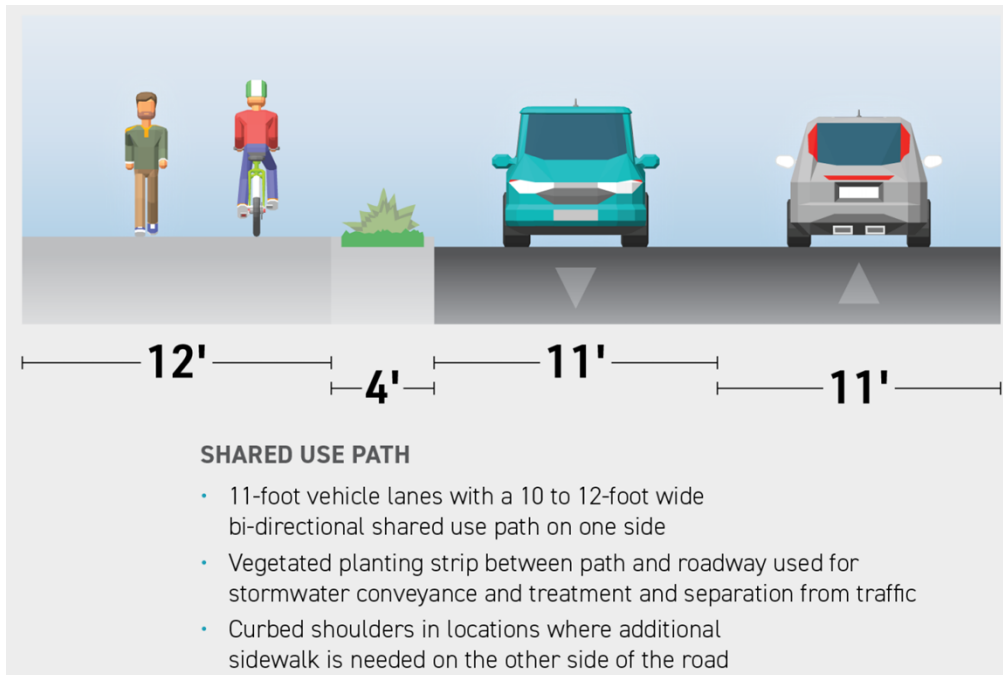


Ordinance Adopting Alternative
Arterial Standard for James Street (6)

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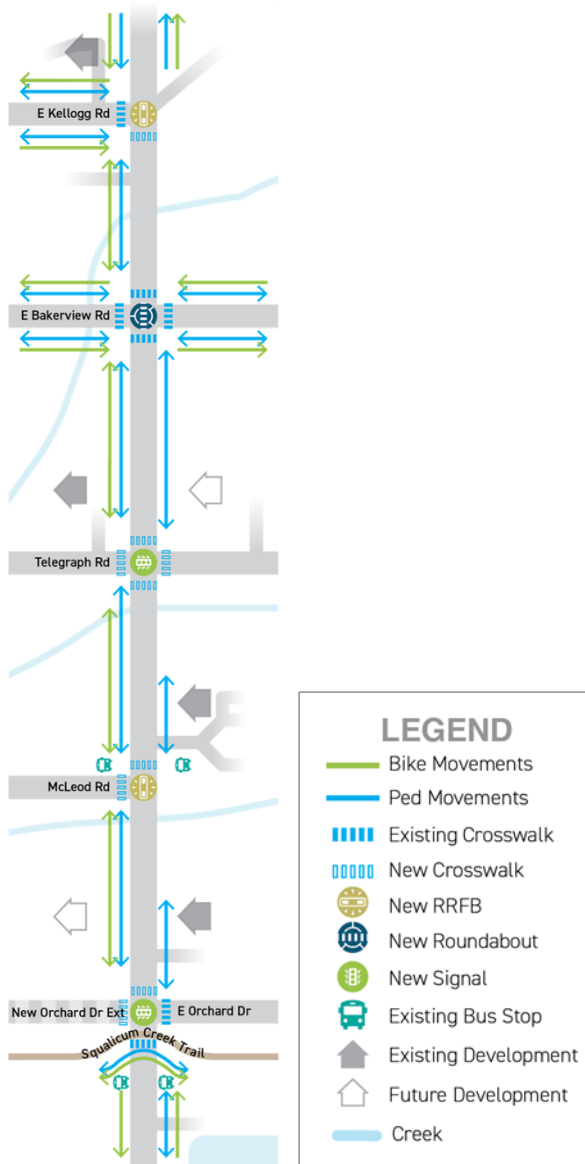
EXHIBIT B

James Street Arterial Standard from Orchard Drive to Gooding Avenue



Ordinance Adopting Alternative
Arterial Standard for James Street (7)

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Ordinance Adopting Alternative
Arterial Standard for James Street (8)

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EXHIBIT C. Breakdown of Costs by James Street Arterial Street Segment

Table 1. Costs of Active Transportation Improvements* by Segment of James Street Secondary Arterial Street										
	12-Foot Wide Multiuse Pathway				5-Foot Wide Concrete Sidewalk			Combined West & East Side		
	Westside	Cost Per	Cost		Eastside	Cost Per	Cost	Combined	Cost Per	Cost
James Street Road Segment	Linear Feet	Segment ¹	Per Foot		Linear Feet	Segment ²	Per Foot	Linear Feet	Segment	Per Foot
1.) Orchard Dr - McLeod Rd ³	1,275	\$3,100,000	\$2,431.37		700	\$568,750	\$812.50	1,975	\$3,668,750	\$1,857.59
2.) McLeod Rd - Telegraph Rd ⁴	1,275	\$2,300,000	\$1,803.92		900	\$731,250	\$812.50	2,175	\$3,031,250	\$1,393.68
3.) Telegraph Rd - Bakerview Rd ⁵	1,250	\$800,000	\$640.00		900	\$731,250	\$812.50	2,150	\$1,531,250	\$712.21
4.) Bakerview - Gooding Ave ⁶	2,700	\$2,100,000	\$777.78		0	\$0	\$0.00	2,700	\$2,100,000	\$777.78
Total Corridor Lengths & Costs	6,500	\$8,300,000			2,500	\$2,031,250		9,000	\$10,331,250	
Notes:				Sources of Infrastructure Cost						
*Active Transportation costs above include 12-foot wide multiuse pathway (westside) and prescribed sidewalk sections (eastside), but do not include reconstruction of culverts beneath James Street roadway for fish passage improvements.				1)	2019 James Street Multimodal Feasibility Study (ES-0549)					
				2)	2012 Pedestrian Master Plan Project List					
				3)	Includes cost to remove James St vertical curve/sight distance issue					
				4)	Includes cost of James/McLeod intersection and RRFB crosswalk					
				5)	Does not include James/Telegraph traffic signal (2022) with ES-0537					
				6)	Does not include James/Bakerview roundabout (2023) with ES-0473					

Ordinance Adopting Alternative
Arterial Standard for James Street (9)

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