

### 3.13 PUBLIC SERVICES AND FACILITIES

The following section describes the existing status of City of Bellingham entities providing service to the New Whatcom site and evaluates the impacts of added demand on such services from redevelopment of this site under the EIS alternatives. Municipal services considered in this section include fire and emergency services, police, schools, parks and recreation and street maintenance.

#### 3.13.1 Affected Environment

##### Fire and Emergency Services

The City of Bellingham Fire Department (BFD) provides fire protection, Basic Life Support (BLS) and Advanced Life Support (ALS)/emergency medical service (EMS) throughout the City, including to the New Whatcom site, from six fire stations. Headquarters and the main office for the department are located at Fire Station 1 at 1800 Broadway. The Department also includes two satellite EMS facilities located outside of the City of Bellingham in Whatcom County that provide Advanced Life Support service within the County. This ALS-level response is supplied as part of the Department's Whatcom Medic One Division and is provided pursuant to an interlocal agreement between the City and the County (Bellingham Fire Department, 2007). In addition to providing fire protection and emergency medical service within its boundaries, the BFD has entered into a county-wide Mutual Aid Agreement that allows county fire districts and the City of Bellingham Fire Department to provide fire protection services to neighboring fire districts, as needed.

The New Whatcom site is served primarily by Fire Station 1 (1800 Broadway), Station 3 (1111 Indian Street), Station 5 (3314 Northwest Avenue), and Station 6 (4060 Deemer Road) (see **Figure 3.13-1** for the location of fire stations in the New Whatcom site vicinity; Station 5 and Station 6 are located further north of the site and are not shown in the map view). Staff levels, equipment and response time percentages for each station that could serve the New Whatcom site are listed in **Table 3.13-1** (Fire Chief Boyd, Bellingham Fire Department, 2007). The existing industrial and commercial land uses on the site may require fire and emergency services; however, according to the Department the number of calls for service from the New Whatcom site is typically minimal.

The Bellingham Fire Department employs a total of 128 uniformed fire fighting personnel and typically has an on-duty staff level of 31 personnel available 24 hours a day. The Department staffs its facilities based on three shifts which have staggered start times and days (Bill Boyd, Fire Chief, Bellingham Fire Department, 2007).

All 128 shift personnel are trained as both firefighters and Emergency Medical Technicians (EMTs). These EMTs are trained to provide Basic Life Support (BLS). The Department also operates four full time medic units to provide Advance Life Support (ALS). Two of these units are located at the Station 1 headquarters; the remaining two units are located in satellite stations north of the City. The BFD is the only Advanced Life Support (ALS) emergency transport agency for all of Whatcom County (City of Bellingham Fire Department, 2007).

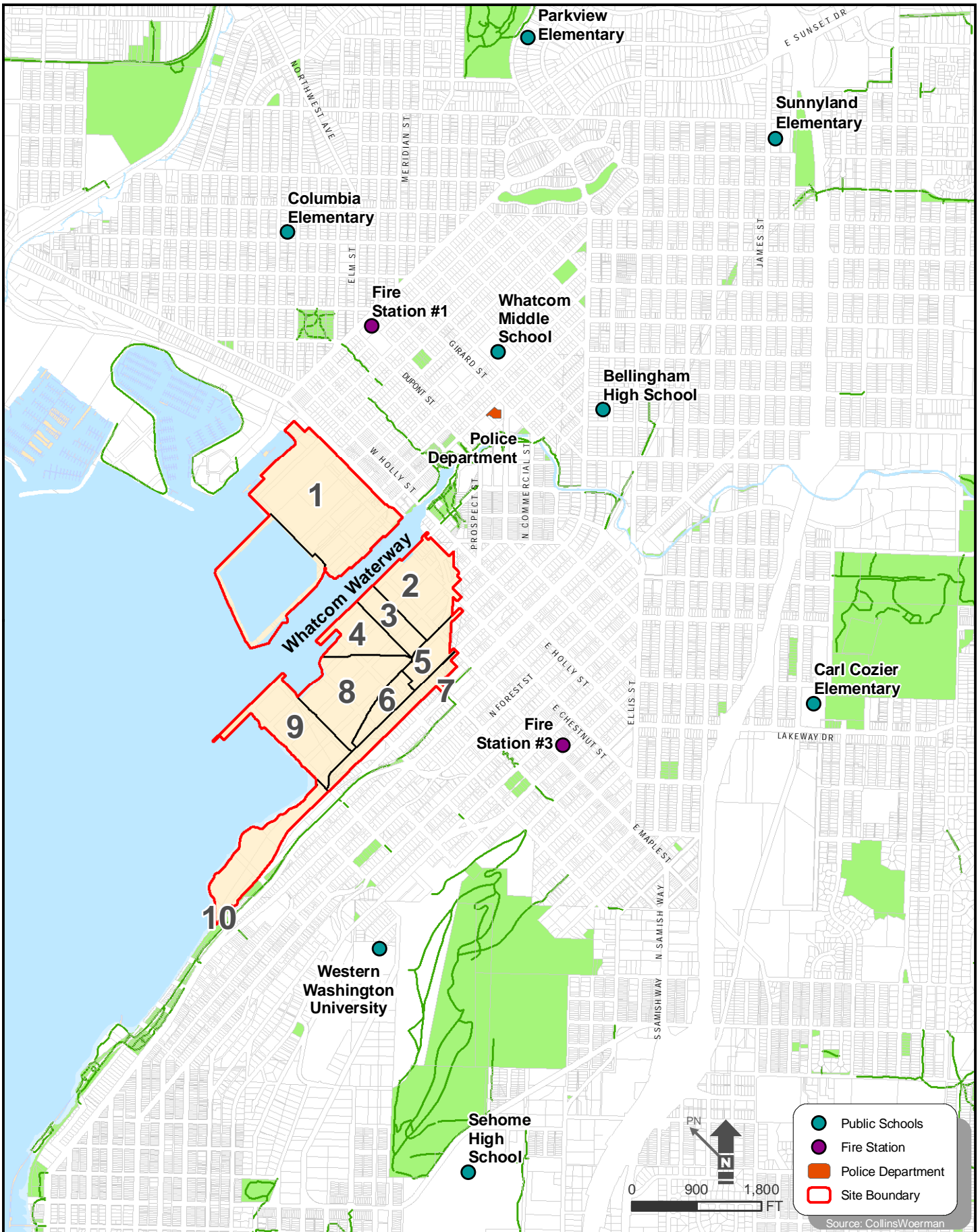


Figure 3.13-1  
Police Department, Fire Department and Public School Locations

New Whatcom  
Redevelopment EIS

**Table 3.13-1  
BELLINGHAM FIRE DEPARTMENT STATIONS SERVING THE NEW WHATCOM SITE**

<b>Station</b>	<b>Location</b>	<b>Staffing</b>	<b>Equipment</b>	<b>Response Time</b>
Station 1	1800 Broadway	Minimum of 7 on-duty personnel	One Fire Engine Two Medic Units One Battalion Unit	84 percent
Station 3	1111 Indian Street	Minimum of 6 on-duty personnel	One Engine Unit One Ladder Unit One Medic Unit One Rescue Unit	67 percent (Engine) 83 percent (Ladder)
Station 5	3314 Northwest Avenue	Minimum of 3 on-duty personnel	One Engine Unit One Medic Unit One Boat Unit	78 percent
Station 6	4060 Deemer Road	Minimum of 3 on-duty personnel	One Engine Unit One Ladder Unit One Medic Unit	65 percent

**Source: Bellingham Fire Department and Bellingham Fire Department 2006 Annual Report**

Note: Response time refers to the percent of time meeting the service goal of four minutes or less travel time for the first arriving Fire/EMS unit.

### Incident History

**Table 3.13-2** shows historical incident response data for the Bellingham Fire Department since 2002; each station is included, as well as the two satellite medic stations located north of the City. **Table 3.13-2** includes responses to calls for fire protection, emergency medical services (basic life support and advanced life support), false alarms, mutual aid and other items (chemical spills, general public service and rescues). Between 2002 and 2006, total calls for fire and EMS service have increased by approximately five percent.

### Response Time and Level of Service

The City of Bellingham Fire Department has established a response time goal of four minutes (to be achievable 90 percent of the time) for the first engine company to arrive at the scene of a reported structure fire and/or critical advanced life support medical emergency. The average response time percentages for each of the closest stations that could serve the site are listed in **Table 3.13-1**. All of the stations that could serve the site currently have a response time percentage of at least 65 percent, but less than the Department's 90 percent response time goal.

The Washington Survey and Rating Bureau evaluates fire departments on factors including fire suppression capability, water supply and fire prevention standards as part of the process in calculating fire insurance rates. The Bureau's rating scores range from 1 through 10, with 10 indicating no creditable fire protection. The Bellingham Fire Department was recently rated in 2002 by the Bureau and was given a rating of 3.

**Table 3.13-2  
BELLINGHAM FIRE DEPARTMENT INCIDENT RESPONSES**

<b>Station</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>
Station 1	7,268	7,586	7,996	7,428	7,158
Station 2	1,249	1,335	1,351	1,184	1,277
Station 3	2,648	2,660	2,787	2,772	2,924
Station 4	1,429	1,475	1,556	1,507	1,510
Station 5	1,415	1,140	1,368	1,358	1,663
Station 6	912	1,546	1,575	1,327	1,593
Ferndale Satellite Medic Station	2,213	2,098	1,985	1,851	1,937
Smith Road Satellite Medic Station	2,292	2,233	2,306	2,230	2,266
<b>Total Calls</b>	<b>19,426</b>	<b>20,073</b>	<b>20,924</b>	<b>19,657</b>	<b>20,328</b>

*Source: Bellingham Fire Department 2007*

### Fire Department Planning

According to the 2006 City of Bellingham Comprehensive Plan, replacement of existing fire facilities will be needed by 2022 in order to maintain the current level of service. In particular, the existing fire training center located at Alabama and Iron Street will require replacement. Station 5 will also require replacement or relocation, depending on the characteristics and pace of in-fill growth in the north area of the City.

In addition to facilities upgrades, the Department anticipates the need to replace several vehicles in the near future. The Department's fire fighting boat will require replacement within the next three years and the Department has been directed to negotiate funding for the replacement of this vessel with the Port of Bellingham (Bill Boyd, Fire Chief, Bellingham Fire Department, 2007).

In July 2005, The Whatcom County Emergency Medical Services Working Group issued an *Emergency Medical Services Recommended Plan* for Whatcom Medic One. The Working Group was organized by the Whatcom County Executive and included representatives from Whatcom County government, fire districts and departments in Whatcom County, as well as citizens. The Recommended Plan proposes adding the following personnel to the Fire Department: 0.6 full time equivalent (FTE) billing personnel in 2005; one training officer in 2007; one chase car supervisor, 3.25 supervisory employees and trainees for Fire District 7 in 2008; and, six firefighter paramedics in 2010. Capital facility improvements in the Recommended Plan include developing a fifth Medic One unit site in Fire District 7.

The City of Bellingham does not currently have a fire impact mitigation fee ordinance; therefore, no payment of fire impact mitigation fees associated with new development is required within the City at this time.

### Police Service

The City of Bellingham Police Department (BPD) provides primary police protection for the New Whatcom site and vicinity. Headquarters for the Department are located at 505 Grand Avenue

in downtown Bellingham (see **Figure 3.13-1** for the location of the Police Department). The BPD currently employs a total of 111 uniformed officers to serve the City and a fleet of 23 patrol cars. A minimum of five officers to a maximum of fourteen are on duty at any given time, depending on the time of day. Officers work a 10 hour and 40 minute shift schedule, with shifts consisting of: on five days/off four days, on five days/off four days, on five days/off five days. Start times for officers are staggered to ensure that personnel are available to respond to calls at any time of day (Todd Ramsay, Deputy Chief, Bellingham Police Department, 2007).

The Bellingham Police Department is organized into four major units: the Patrol Unit, the K9 Unit, the Investigations Unit and the Traffic Unit. Officers in the Patrol Unit are dispatched to respond to service calls at any time of day. The K9 Unit uses human scent, narcotic detection and explosive detection canines to locate people or items at crime scenes. This unit supports all other units in the Department. The Investigations Unit includes two divisions: a Major Crimes Unit (assaults, burglary, arson, and other felonies) and a Family Crimes Unit (domestic violence, child abuse, missing persons, runaways, etc). The Traffic Unit is the primary responder for vehicle accidents and traffic violations (speeding, running red light, etc) (Bellingham Police Department 2007).

Call Volume and Workload

In 2006, the Bellingham Police Department received 55,288 total calls for service. This represented a less than one percent increase in call volume from the previous year and an approximately four percent increase since 2002. **Table 3.13-3** shows the total call volumes for the City between 2002 and 2006.

Existing industrial and commercial land uses on the site may require police services; however, the demand for services is expected to be minimal.

**Table 3.13-3  
BELLINGHAM POLICE DEPARTMENT CALL VOLUMES 2002 - 2006**

	2002	2003	2004	2005	2006
<b>Total Calls</b>	53,325	56,346	59,098	55,047	55,288

*Source: City of Bellingham Police Department Website, 2007*

Level of Service

The 1995 Bellingham Comprehensive Plan established level of service (LOS) standards for the Bellingham Police Department, and the 2006 Comprehensive Plan recognized the standards. These standards include: 1 patrol officer per 750 calls for service per year and 1 investigative officer per 5 patrol officers. In 2004, the BPD received 59,098 calls for service which would require 79 patrol officers and 15 investigative officers based on the adopted LOS standards. In 2005, the BPD employed 65 patrol officers and 9 investigative officers resulting in a deficiency of 14 patrol officers and 5 investigative officers according to the Comprehensive Plan LOS standards. In addition to the adopted level of service standards, the BPD also prioritizes calls for service from one to four, with priority one calls being the most urgent, and ideally responded to in three to four minutes, if possible; however these priority response times do not reflect adopted standards.

## Police Department Planning

According to the 2006 Comprehensive Plan, the Bellingham Police Department currently needs to hire an additional 14 patrol officers and 5 investigative officers in order to meet the LOS standards. If calls for service continue to increase at their recent levels over the next 20 years, it is projected that the BPD would need to add an additional 25 patrol officers and 5 investigative officers (2006 Bellingham Comprehensive Plan); however, it should be noted that the BPD does not anticipate being able to meet the LOS standard in the near future. Adding new officers is dependent on City funding authorization and, according to the Department, that does not appear feasible at the current time (Todd Ramsay, Deputy Chief, Bellingham Police Department, 2007).

## Schools

The New Whatcom site is located within the Bellingham School District. The Bellingham School District is the largest school district in Whatcom County, covering 97 square miles and serving approximately 10,000 students. The school district currently operates 13 elementary schools (kindergarten through fifth grade), 4 middle schools (sixth through eighth grade) and 3 high schools (ninth through twelfth grade). Students attend schools based on neighborhood boundaries. The New Whatcom site lies within the boundaries of Parkview Elementary School, Whatcom Middle School and Bellingham High School (see **Figure 3.13-1** for the locations of schools in the New Whatcom site vicinity). On May 10, 2007, the Bellingham School Board adopted new elementary school boundaries for implementation in the Fall of 2008; however, these new boundaries would not directly affect the New Whatcom site (Bellingham School District Website, 2007).

## Existing Enrollment

As of March 2007, the Bellingham School District had an existing enrollment of 9,888 students in grades K-12. This included 4,285 elementary students, 2,257 middle school students, and 3,346 high school students. **Table 3.13-4** shows district-wide enrollment for school years 2001-02 through 2005-06, and existing enrollment in 2007. Enrollment has been relatively stable over the last four years with fluctuations of typically less than one percent each year (2005-2006 Bellingham School District Annual Financial Report and Bellingham School District, 2007).

Enrollment in March 2007 for the elementary, middle school and high school nearest to the New Whatcom site were as follows: Parkview Elementary School, 251 students; Whatcom Middle School, 604 students; and Bellingham High School, 1,081 students.

There are currently no residences onsite, and, therefore, no students are being generated by existing land uses at the New Whatcom site.

## Projected Enrollment

The Bellingham School District develops enrollment projections every six years in conjunction with preparation of its Capital Facilities Plan. **Table 3.13-5** shows the most recent projections for the 2004 through 2009 time period and existing capacity per school level. District projections are based on population forecasts made in the Bellingham Comprehensive Plan, the Whatcom

**Table 3.13-4  
BELLINGHAM SCHOOL DISTRICT ENROLLMENT 2001 - 2007**

<b>FTE Enrollment Counts</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>	<b>2005-06</b>	<b>2007</b>
Elementary Grades K-5	4,045	4,072	4,065	4,141	4,212	4,285
Middle School Grades 6-8	2,408	2,387	2,440	2,442	2,327	2,257
High School Grades 9-12	3,140	3,210	3,264	3,337	3,348	3,346
<b>TOTAL</b>	<b>9,593</b>	<b>9,669</b>	<b>9,769</b>	<b>9,920</b>	<b>9,887</b>	<b>9,888</b>

*Source: 2005-2006 Bellingham School District Annual Financial Report*

County Comprehensive Plan, existing land use policies and anticipated development conditions. In addition, the State Office of Superintendent of Public Instruction prepares enrollment projections for school districts based on the cohort survival method (a method that compares the number of students in a particular grade to the number of students in the previous grade the previous year). The projections are used for comparison with the Bellingham School District projections.

District enrollment projections indicate very gradual increases in total student population from 2004 through 2009. Grades K through 8 are projected to experience slight increases in enrollment each year while grades 9 through 12 are projected to experience a slight decrease in enrollment beginning in 2007. As is evident, actual enrollment District-wide in March 2007 (9,888 students) was less than originally projected by about 7 percent.

In addition to district-wide enrollment projections, the Bellingham School District also projects enrollment for individual schools within the district on a yearly basis. Projected enrollment for schools nearest to the New Whatcom site for the 2007-2008 school year is as follows: Parkview Elementary School, 244 students; Whatcom Middle School, 588 students; Bellingham High School, 1066 students, all reductions from the March 2007 enrollment levels (Bellingham School District, 2007).

**Building Capacity**

The Bellingham School District's capacity to house students was estimated at 10,642 at all District-owned schools (including permanent and relocatable/portable buildings; see **Table 3.13-5**). The actual March 2007 enrollment of 9,888 students creates an overall surplus capacity of 754 students in the District. In addition to the current capacity, additional elementary school capacity will be available with the construction of two new elementary schools in the near future.

In March 2006, a bond issue was approved for the school district in part to help fund the construction of two new elementary schools (one in the northwest portion of the school district and one in the south portion of the district), the first of which is tentatively scheduled to open in the fall of 2008 and the second in the fall of 2009. The inclusion of these elementary schools

**Table 3.13-5  
 BELLINGHAM SCHOOL DISTRICT PROJECTED ENROLLMENTS 2004 - 2009  
 AND CURRENT CAPACITY**

<b>Grades</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>Current Capacity</b>
Elementary Grades K-5	4,512	4,613	4,732	4,802	4,927	4,988	4,817
Middle School Grades 6-8	2,451	2,412	2,351	2,382	2,395	2,491	2,525
High School Grades 9-12	3,504	3,509	3,532	3,495	3,453	3,402	3,300
<b>TOTAL</b>	10,467	10,534	10,615	10,678	10,775	10,880	10,642

**Source: 2004-2009 Bellingham School District Capital Facilities Plan**

Note: Capacity in elementary grades K-5 and total capacity in the District will increase to 11,642 by 2009 when two new elementary schools are slated to open.

would add capacity for approximately 500 elementary students per each new school, boosting the District's capacity total to 11,642 students. Based on the enrollment projections for 2009, adequate capacity would be available to handle enrollment within the District as a whole with the addition of the two new elementary schools (with an estimated surplus capacity of 762). Adequate capacity would be available at the elementary (surplus capacity of 829) and middle school levels (surplus capacity of 34); however, the District's high schools would be slightly over capacity (capacity deficit of 102) (2004-2009 Bellingham School District Capital Facilities Plan).

Of the closest elementary schools to the New Whatcom site, Parkview Elementary's current (March 2007) enrollment of 251 students is within its capacity of 344 students. Whatcom Middle School's current enrollment of 604 students is within its capacity of 625 students. Bellingham High School's current enrollment of 1,081 students exceeds its capacity of 1,050 students; however, Sehome High School's (the next most proximate high school to the New Whatcom site) current enrollment of 988 students is within its capacity of 1,025 students.

**School Impact Mitigation Fees**

Under the Growth Management Act (GMA), cities, towns, and counties are authorized to impose impact fees on new development to help finance certain public facilities, including schools, within their jurisdiction. The City of Bellingham has currently adopted impact fees of \$1,211.00 per single-family dwelling unit and \$721.00 per multifamily dwelling unit for new development projects both within the City of Bellingham and the Bellingham School District (Bellingham Municipal Code Section 19.08). These fees are intended to address the fiscal impacts of new single-family and multifamily residential development and are calculated based on the District's projected student generation rates for single-family and multifamily dwelling units, the estimated taxes that will be paid by these developments and any funds provided by the State for new construction. School impact fees will be used to offset a portion of the cost to construct the two new elementary schools that are planned (2004-2009 Bellingham School District Capital Facilities Plan).



## School District Planning

In March of 2006, the voters of the district approved a \$67 million bond issue to finance: construction of two new elementary schools, the complete renovation of Shuksan Middle School, seismic rehabilitation on the districts' five multi-story buildings and the purchase of property in Sudden Valley for a future school. The two new elementary schools are located in the southern portion of the District (tentatively opening in fall 2008) and in the northwest portion of the district (tentatively opening in fall 2009).

## Student Generation Rates

Student generation rates represent the estimated average number of students generated per housing unit. The Bellingham School District establishes student generation rates for both single-family and multifamily housing units in the District. Based on these rates, a mitigation fee structure was adopted by the City of Bellingham. The student generation rates are summarized in **Table 3.13-6**.

**Table 3.13-6**  
**BELLINGHAM SCHOOL DISTRICT STUDENT GENERATION RATES**

	<b>Single-Family Unit</b>	<b>Multifamily Unit</b>
Elementary	0.179	0.089
Middle School	0.089	0.036
High School	0.108	0.036
<b>Total</b>	<b>0.377</b>	<b>0.161</b>

*Source: 2004-09 Bellingham School District Capital Facilities Plan*

Note: Total varies from sum of rates due to rounding.

## Parks and Recreation

The City of Bellingham presently owns and operates 111 properties for parks, open space and recreation activities, including approximately 1,490 acres of park land, 395 acres of trails and greenways, and 376 acres of freshwater and saltwater natural areas. City park facilities include 27 children's playgrounds, 16 athletic fields (including 11 baseball/softball fields, 1 soccer field and 4 multi-use fields), 14 basketball courts, 10 tennis courts, 2 swimming areas, 2 wading areas, 2 boat launches, 2 fish hatcheries, 1 indoor swimming pool, and 1 golf course (City of Bellingham Park, Recreation and Open Space Plan, 2005).

A number of parks and recreational facilities owned and operated by the City of Bellingham are located in the vicinity of the New Whatcom site (within a short driving or walking distance, i.e. one mile of the site). Several trails are also located in the vicinity of the site, including: the South Bay Trail which links the Fairhaven neighborhood and Boulevard Park to the southwest with Downtown Bellingham, and the Whatcom Creek Trail which connects Downtown Bellingham with Whatcom Falls Park and Lake Whatcom to the southeast. These trails are not presently connected. Existing access to the waterfront is limited in the downtown area, as the New Whatcom site comprises a majority of the shoreline in this area and minimal public access is currently provided to the waterfront. A description of existing park and recreational facilities, within one to two miles of the site, that provide both active and passive recreational

opportunities is shown in **Table 3.13-7**. For the location of park and recreational facilities in the New Whatcom site vicinity please refer to **Figure 3.13-2**.

In addition to city-owned facilities, a number of public schools in the site vicinity contain recreational facilities including: ball fields, basketball courts, open space areas and other recreational amenities. Schools within the New Whatcom site vicinity include: Parkview Elementary, Sunnyland Elementary, Columbia Elementary, Carl Cozier Elementary, Lowell Elementary, Whatcom Middle School, Bellingham High School and Sehome High School.

No park and recreation facilities are presently located on the New Whatcom site; however, informal recreational use does occur at the south end of Cornwall Avenue where a small pocket beach is located. This area is frequently used as a launching point for kayaks. Employees in the existing industrial and commercial uses onsite could generate some demand for parks and recreational facilities; however, this demand is expected to be minimal.

### Parks Level of Service Guidelines

The 2006 City of Bellingham Comprehensive Plan (and amended in 2007) has established the following levels of service (LOS) guidelines for park and recreation facilities per 1,000 residents:

- 16.06 acres of resource conservancies (areas of natural quality for nature-oriented outdoor recreation, such as viewing and studying nature, wildlife habitat and conservation);
- 16.97 acres of resource activities (areas of natural or ornamental quality for outdoor recreation such as picnicking, camping, boating and fishing);
- 5.71 acres of linear trails;
- 4.43 acres of athletic fields and playgrounds;
- 0.03 acres of recreation centers and pools;
- 4.12 acres of special use facilities (single-purpose recreational facilities such as arboreta, display gardens, golf courses, marinas and zoos); and,
- 0.19 acres of support facilities and yards.

The above LOS guidelines represent overall levels of facilities that the City seeks to achieve on a city-wide basis and are not intended to be implemented on a project-specific basis. In total, 47.49 acres of parks and recreation facilities per 1,000 residents represents the City's LOS guideline (City of Bellingham Comprehensive Plan, amended 2007).

The City currently provides approximately 47.49 acres of park land and open space per 1,000 people. When additional resources within the City of Bellingham owned by Whatcom County, the State of Washington, the Port of Bellingham and the Bellingham School District are combined, there are approximately 272 acres of park land and open space per 1,000 people (City of Bellingham Parks, Recreation and Open Space Plan, 2005, amended in 2007).

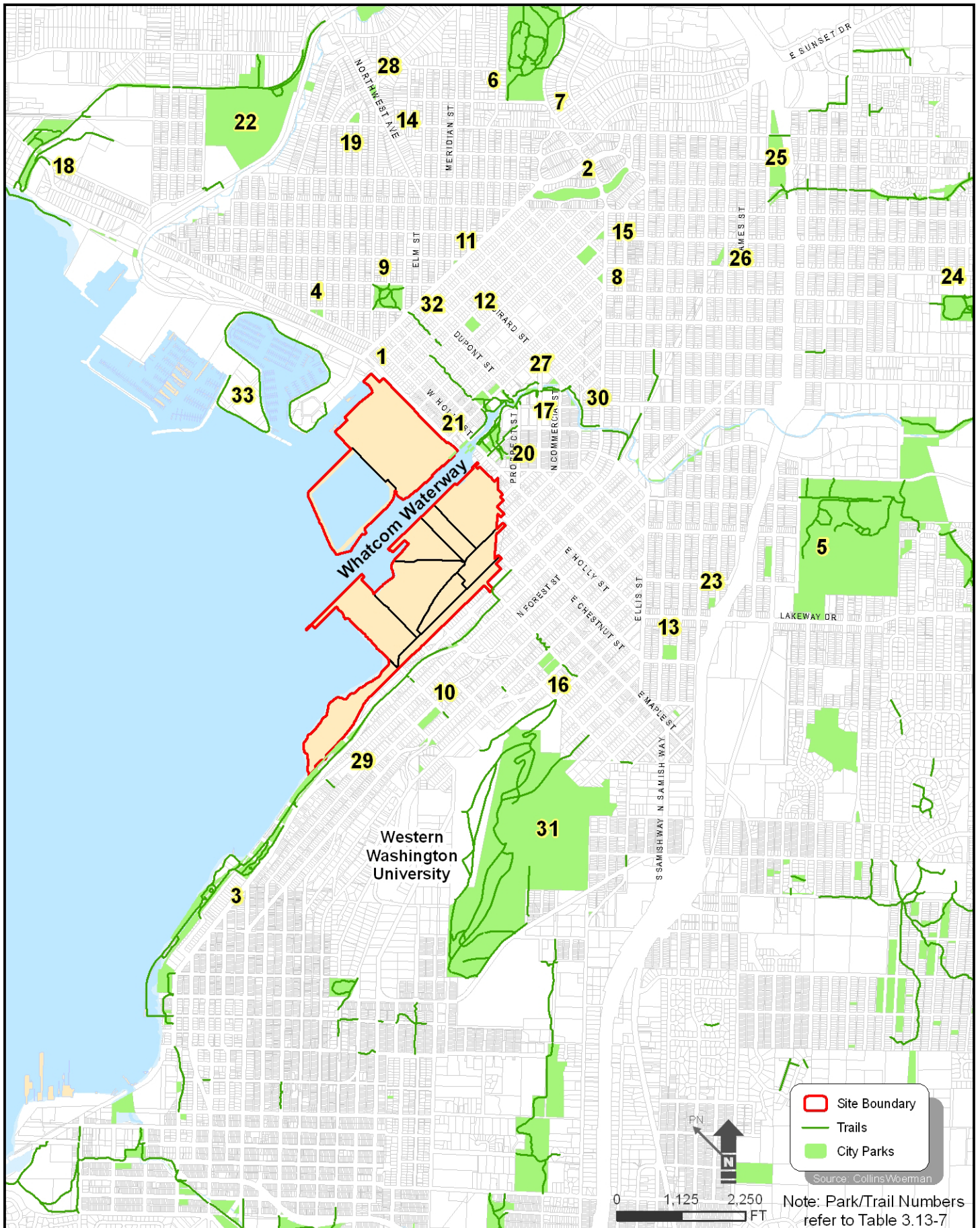


Figure 3.13-2  
Existing Park and Trail Locations

New Whatcom  
Redevelopment EIS

**Table 3.13-7  
EXISTING PARKS/RECREATIONAL FACILITIES IN NEW WHATCOM SITE VICINITY**

<b>Park &amp; Rec. Facility</b>	<b>Acres</b>	<b>Type/Facilities/Use</b>	<b>Within 1 Mile of Site</b>
<b>Parks</b>			
1. Broadway Overlook	0.6	Seating and viewing area overlooking Squalicum Harbor	X
2. Broadway Park	6.1	Open play area, restrooms, horseshoe pits, basketball court, playground & softball backstop	X
3. Boulevard Park	20.5	Boat dock, boardwalk, open play area, picnic tables & playground	
4. Carl Lobe Park	0.5	Playground and picnic tables	X
5. Civic Field Park	84.0	Playground, trails, skateboard court, aquatic center, sportsplex (indoor ice skating and soccer), seven softball/baseball fields & 1 multi-use field	X
6. Cornwall Park	69.0	2 multi-use fields, picnic tables, basketball courts, 4 tennis courts, rose garden, disc golf area, trails, 2 playgrounds, wading pool, horseshoe courts & 2 picnic shelters	X
7. Cornwall Rose Garden	0.4	Rose Garden	X
8. Cornwall Tot Lot	0.3	Children's playground, benches & open play area	X
9. Elizabeth Park	4.5	Picnic Area, basketball courts, 2 tennis courts & large gazebo	X
10. Forest and Cedar Park	2.0	Playground, open play area, picnic tables, & basketball court	X
11. Fountain Square Plaza	0.1	Fountain & seating area	X
12. Fouts Park	1.4	Playground & open play area	X
13. Franklin Park	2.0	Playground, picnic tables, & lawn with backstop	X
14. Gibson Park Plaza	0.2	Landscaped plaza	
15. Gossage Plaza	0.4	Gazebo, flower beds & landscaping	
16. Laurel Park	2.0	Open play area, playground & basketball court	X
17. Lee Memorial Park	0.9	Fountain, plaza & seating area	
18. Little Squalicum Park	22.3	Undeveloped park site with trails	
19. Lorraine Ellis Plaza	0.5	Playground	X
20. Maritime Heritage Park	11.2	Fish hatchery, fishing area, interpretive area, open play area, picnic tables, amphitheater, playground, trails, & environmental education center	X
21. Old Colony Wharf	0.2	Undeveloped dock/water access	
22. Pacific Concrete Site	33.4	Future site of Squalicum Creek Park	X
23. Rock Hill Park	0.7	Picnic tables, playground & basketball court	X
24. Roosevelt Park	9.0	Open play area with backstop, two basketball courts, playground & creek	
25. Memorial Park	6.9	Fountain, open play area, picnic tables, & basketball court	
26. Sunnyland Park	0.8	Undeveloped park site	X
27. Whatcom Creek Wayside	1.0	Creekside gravel trail with overlook, benches, picnic tables & artwork	
28. Peadbody Plaza	0.4	Landscaped Plaza	

**Table 3.13-7  
(cont'd)**

<b>Trails/Greenways</b>			
29. South Bay Trail	9.3	Greenway with trail connecting downtown with Fairhaven	X
30. Whatcom Creek Trail	19.0	Greenway and trail corridor with trails and creek	
31. Sehome Hill Arboretum	165.0	Natural area, trails & overlook	X
32. Old Village Trail	0.5	Multi-purpose paved trail from Elizabeth Park to Maritime Heritage Park	X
33. Zuanich Point Park	10.7	Boardwalk with viewpoints and benches adjacent to the inner harbor	X

**Source: City of Bellingham Park, Recreation and Open Space Plan, 2005**

Note: Trail sizes are listed in miles.

### Parks, Recreation and Open Space Plan

In June 2002, the City of Bellingham adopted its Park, Recreation and Open Space Plan. The Plan describes existing park and recreation facilities and services within the Bellingham area and analyzes the supply, demand and need for additional public and private park and recreation facilities, along with the financial implications and conceptual development plan elements for park, recreation and open space land and activities. This plan was updated in 2005, adopted as part of the Comprehensive Plan in 2006 and further amended in 2007 to ensure constancy of the previously identified Parks level of service guidelines.

The Park, Recreation and Open Space Plan measures land demand by existing level of service (ELOS) and proposed level of service (PLOS). ELOS refers to the level of service for each type of park, recreation and open space within the existing City of Bellingham inventory. PLOS is determined based on the quantity and condition of the existing parks and recreational facilities. The PLOS was developed by City staff, with assistance through telephone and mailed citizen questionnaires. The Plan also includes a Composite PLOS, which includes all public and privately-owned park land and facilities within the City of Bellingham including resources of the City of Bellingham, Port of Bellingham, Whatcom County, Bellingham School District and other entities.

The amended 2007 Plan calls for approximately 2,080 additional acres of park land and 33,425 additional facility units (square feet, courts, fields, picnic tables, etc) by 2022. The Plan assumes that the New Whatcom site will ultimately include some level of park and recreational improvements, including: saltwater access for fishing, swimming and other activities; a hand-carry boat launch site for canoes, kayaks, etc; power boat launch ramps; wet berth and slip dry moorage facilities; and boardwalks and walkways. In addition, the Plan proposes some level of improvements at a number of the parks listed in **Table 3.13-7**, including: Broadway Park, Civic Field Park, Cornwall Park, Elizabeth Park, Fouts Park, Laurel Park, Lee Memorial Park, Little Squalicum Park, Maritime Heritage Park, Pacific Concrete Site, Roosevelt Park, Sunnyland Park, South Bay Trail, Whatcom Creek Trail, and the Sehome Hill Arboretum by 2022 (refer to Section 3.8, **Relationship to Plans and Policies**, for further discussion of the Parks, Recreation and Open Space Plan).

### Planned Park and Recreational Facilities

The Bellingham Parks and Recreation Department currently has several projects in various development stages to upgrade or add to their existing recreational facilities inventory. These

projects include: a new pavilion at Boulevard Park; construction of a new trail connecting Civic Field with Whatcom Creek Trail; the replacement and expansion of concession and restroom facilities at Joe Martin Baseball Field (Civic Field); construction of a skate park on Puget Street at Civic Field; construction of a new baseball field and restroom at Squalicum Creek Park (phase one of the new Squalicum Creek Park); construction of the Little Squalicum Park trailhead; and, design and construction of the missing Whatcom Creek Trail link from Racine to Ellis Street. Construction at Squalicum Creek Park is part of the phased development of the Squalicum Creek Park Master Plan which includes two softball fields, one baseball/softball field, two multi-use fields, a playground, open space areas, an off-leash dog area, a basketball court, picnic areas and a community pavilion. The Master Plan is anticipated to be completed in three to four phases with the remaining phases commencing once funding has been established (Bellingham Parks and Recreation Department, 2007).

In addition, the City recently commenced preliminary planning and design for a new over-water trail connection between Boulevard Park and the New Whatcom site (to/from Redevelopment Area 10). The City intends to pursue construction of this trail connection that would provide an additional link to the South Bay Trail system, with or without New Whatcom redevelopment. The City is also planning a “high speed” bicycle trail near the base of the bluff area (south of the New Whatcom site) that would connect to the north and south. Therefore, these new trail connections are described and evaluated in this Draft EIS as a separate action (refer to **Chapter 2** of this Draft EIS and the **Cumulative Impacts** analysis later in this section for further discussion of this over-water trail project).

### Parks Impact Mitigation Fees

In 2006, the City of Bellingham adopted park impact fees of \$3,891.51 per single-family unit and \$2,851.67 per multifamily unit for new residential development projects in the City, in order to ensure that adequate parks and recreational facilities are available to accommodate new growth. Funds collected from these fees are used for acquisitions, expansions or capital improvements within the city-wide parks system and are not used for operations or maintenance expenses. Park land dedication or construction of park improvements by a residential developer may be offered as full or partial credit toward the required impact fees (Bellingham Municipal Code Section 19.04).

### Streets

The City of Bellingham Public Works Department provides maintenance of public streets within the city limits. Existing public streets on the New Whatcom site include portions of Hilton Avenue, C Street, W Chesnut Street and Cornwall Avenue. These streets are currently maintained by the City of Bellingham. A total of approximately 5 acres (214,285 square feet) of public streets currently exist on the site.

### 3.13.2 Impacts

This section focuses on probable significant impacts of the four EIS Alternatives based on two redevelopment time periods: 2016, which would represent an interim development period and 2026, which would represent full build-out of the site. Approval of the Proposed Actions would create new capacity for a range of office, industrial, retail and residential uses, along with associated employment and population. Increases in employment and population on the site

over the 20-year build-out period would create related increases in demand for public services. Redevelopment on the site would occur gradually over time and demands on public services would increase incrementally through 2026.

For the purposes of this Draft EIS, portions of the impact analysis for public services are projected based on an economic model developed by the City of Bellingham. This model was created early in the City's planning process for the New Whatcom project in order to estimate the potential economic impacts that could be generated by redevelopment. Pursuant to direction from the City of Bellingham, impacts to City of Bellingham public services for this analysis were evaluated through the use of the City's Economic Model, and based on the redevelopment assumptions for each EIS Alternative (see **Chapter 2** for specific details on the redevelopment assumed under each of the alternatives); impacts projected by the model include anticipated needs for additional public services staff, vehicles and equipment. For the purposes of this Draft EIS, the model projected impacts to fire services, police services, parks maintenance and street maintenance. Impacts to public schools were determined based on students per household generation rates from the Bellingham School District's 2004-2009 Capital Facilities Plan and other factors.

## Alternative 1

Alternative 1 would feature the highest density of potential redevelopment on the site, with approximately 7.5 million square feet of total floor space of mixed use redevelopment over the 20-year planning period. This alternative would include 3,075 multifamily dwelling units with an associated onsite residential population of approximately 5,874 and employment-generating uses, including office, institutional, light/marine industrial, retail and restaurant uses at full build-out by 2026.

### Construction

During construction, there could be an increase in demand for fire and police services and potential impacts to onsite parks and trails. Fire Department service calls related to inspection of specific construction projects onsite and to respond to potential construction-related accidents and injuries could increase as a result of construction. Site preparation and construction of new infrastructure and buildings could also increase the risk of a medical emergency or accidental fire. Police Department service calls could also increase during construction due to construction site theft and vandalism. Fire and Police Department staffing and equipment needs identified for the 2016 and 2026 time periods include increased service levels needed to serve onsite construction activities (see below).

Parks and recreation facilities that are constructed onsite could experience temporary increases in dust, emissions and noise due to construction activities in the immediate area; these activities would not be anticipated to impact offsite park facilities. All construction-related increases in demands for public services, while temporary in nature, would occur over an extended period of time given the phased construction of the site, and would cease once full build-out occurs in 2026.

2016

### *Fire and Emergency Services*

Potential impacts on fire and emergency services from the New Whatcom redevelopment project were assessed based on the use of the City of Bellingham's New Whatcom Economic Model. These impacts were evaluated based on several specific steps as follows:

1. First, a fire and emergency service incident (calls for service) ratio of calls per 1,000 residents/employees for a comparable area of downtown Bellingham was defined by the City. This comparable area has a similar mix of uses and density to the assumed mix and density at New Whatcom; the same fire and emergency service units would respond to both areas;
2. This call ratio was then applied to the projected onsite resident and employee population for each EIS Alternative to arrive at the estimated number of calls to the site by 2016 and 2026;
3. Estimated Fire Department staff and equipment needs were then calculated based on the projected number of calls and the available capacity, if any, of fire and emergency service units to respond to these additional calls. Capacity was determined by the City based on a defined maximum threshold for response for both fire and emergency service units minus the actual response levels to the comparable downtown area; and,
4. Any excess capacity was then identified to serve the demand from each alternative; if no excess capacity was projected to be available, additional staffing and equipment needs were calculated based on the projected calls.

It should be noted that capacity for the Fire Department as a whole, and in particular for fire stations in outlying areas of the City, would be less than for fire stations situated in the downtown area due to the direct proximity of fire stations to the downtown area.

Operation of the mixed uses assumed for Alternative 1 would result in added demand for fire and emergency services. According to the City's Economic Model, Alternative 1 is anticipated to generate an additional 265 fire service incidents annually by 2016, including: 59 fire and other incidents, 134 Advanced Life Support (ALS) incidents, and 72 Basic Life Support (BLS). **Table 3.13-8** summarizes the impacts for fire and emergency services from this Alternative by 2016.

According to the City's Economic Model, the City would not have excess capacity to meet the added demand for fire and emergency service in 2016. Therefore, in order, to meet the increased demands for service generated by Alternative 1, the Fire Department would need to add one additional engine company unit by 2016. The new engine company would be comprised of one new fire engine vehicle, nine new firefighters and three new fire captains. The Department's Medic One Division would have adequate capacity to meet the added demand in 2016.

All new buildings in the New Whatcom redevelopment would be constructed in compliance with applicable codes, including the International Fire Code and the International Building Code, as adopted by the City of Bellingham. Adequate fire flow to serve the proposed development would be provided as required (see Section 3.14, **Utilities** for further details on fire flow). Specific requirements regarding emergency access to structures would be adhered to, as required by the Fire Code.



**Table 3.13-8  
ALTERNATIVE 1 – 2016 FIRE AND EMERGENCY SERVICE IMPACTS**

<b>Estimated Annual Demands for Fire Department Services</b>	<b>2016</b>
Total Fire and Other Incidents	59
ALS Incidents	134
BLS Incidents	72
Total Engine Unit Workload	265
Total Medic Unit Workload	134
<b>Staff and Vehicle Needs</b>	
Additional Engine Unit	1
Additional Medic Unit	0
Additional Firefighters	9
Additional Captains	3
Additional Medics	0
Additional Fire Inspectors	0
Additional Engine Vehicles	1
Additional Medic Vehicles	0

*Source: City of Bellingham New Whatcom Economic Model, 2007*

The City's Economic Model has determined potential increases in demand for services based on the estimated onsite resident and employee population. It should be recognized that in addition to demands created by residents and employees, visitors to the site, associated with the park and trail network and boat uses associated with the marina and transient moorage, could also place added demands on City fire and emergency services. The added demand from such sources would not be expected to increase the estimated staff and equipment needs highlighted above, however.

*Police Services*

Similar to the methodology for fire service, potential impacts from the New Whatcom redevelopment on police services were assessed based on the City of Bellingham's New Whatcom Economic Model and on the calls for service ratio levels for a comparable area of downtown Bellingham. The same basic steps outlined under the *Fire and Emergency Services* discussion above were followed to arrive at projected staffing and equipment impacts from each alternative. Based on existing staffing and service levels, the Bellingham Police Department does not currently have any excess capacity (City of Bellingham Police Department, 2007).

Operation of the mixed uses assumed for Alternative 1 would result in added demand for police services. According to the City's Economic Model, under Alternative 1 it is projected that an additional 2,756 calls for service would be generated annually by New Whatcom redevelopment by 2016. Of these calls for service, 80 investigation cases would be generated and 2,756 new records would be required. **Table 3.13-9** shows the anticipated impacts to police services from this Alternative by 2016.

According to the City's Economic Model, in order to provide police service for the increased number of calls that would be generated by Alternative 1 by 2016, the Department would need to add four patrol units; each individual patrol unit is comprised of one officer and one vehicle. In

addition to new patrol units, a 0.51 Full-Time Equivalent (FTE) detective and 0.57 FTE records clerk would be needed in order to provide police functions for the increased number of calls from Alternative 1.

**Table 3.13-9  
ALTERNATIVE 1 – 2016 POLICE SERVICE IMPACTS**

<b>Estimated Annual Demands for Police Department Services</b>	<b>2016</b>
Calls for Service	2,756
Investigation Cases	80
Records	2,756
<b>Staff and Vehicle Needs</b>	
Additional Patrol Unit and Officers	4
Additional Detective	0.51
Additional Records Clerk	0.57
Additional Patrol Vehicles	4

*Source: City of Bellingham New Whatcom Economic Model, 2007*

As described under Fire and Emergency services, visitors to the site associated with the park and trail network and boat uses associated with the marina and transient moorage could generate some additional demand for police services (calls for service related to theft, vandalism, etc.); however, these calls are not expected to increase the anticipated staff and equipment demands described above.

Site design standards for the New Whatcom redevelopment could include features intended to help reduce potential criminal activity and calls for service onsite. Such features could include: providing design elements that promote visibility; orienting buildings toward sidewalks, streets, and/or public spaces to enhance the safety of focal points for social gathering; providing convenient pedestrian connections between buildings; minimizing “blind” areas; and, providing adequate lighting. In addition, open spaces between buildings could be designed to be centrally located and provide extra visibility. In addition, it is assumed that Western Washington University would also provide some level of onsite security functions related to its potential facilities.

### *Schools*

Multifamily residential development assumed under Alternative 1 could generate additional student enrollment at schools serving the New Whatcom site. Projected enrollment generated by New Whatcom redevelopment is based on the number of multifamily residential units assumed under each alternative, and applying a ratio of students generated per multifamily housing unit from the 2004-2009 Bellingham School District Capital Facilities Plan. Student generation rates from the Capital Facilities Plan are listed in **Table 3.13-6**. Under Alternative 1, it is assumed that a total of 1,610 multifamily residential units would be constructed by 2016. Student generation amounts based on the assumed number of multifamily residential units is presented in **Table 3.13-10**.

Under Alternative 1, approximately 259 total students would be generated from the new residential units by 2016, including: 143 elementary students, 58 middle school students and 58 high school students. Public school enrollment projections for 2016 are not available from the

Bellingham School District; however, additional students generated from the New Whatcom site by 2016 would represent an approximately two percent increase over the projected district-wide

**Table 3.13-10  
ALTERNATIVE 1 – 2016 STUDENT GENERATION LEVELS**

<b>Grade Level</b>	<b>Number of Students</b>
Elementary School	143
Middle School	58
High School	58
Total	259

*Source: Assumes multifamily generation rates as listed in Table 3.13-6; CollinsWoerman, 2007*

enrollment for 2009. While it is not possible to specifically predict what overall student enrollment will be by 2016, students generated by onsite housing would represent a modest increase over the recent and projected annual enrollment fluctuations (approximately one percent) and would occur incrementally over time.

Based on actual March 2007 enrollment, excess capacity exists in the District as a whole (surplus capacity of 754). District projections for 2009 indicate available overall capacity within the District (surplus capacity of 762). Elementary and middle schools nearest to the New Whatcom site currently have excess capacity and could add additional students. Bellingham High School is currently over capacity; however, excess capacity is available at Sehome High School, the next most proximate high school to the site.

While no projections are currently available for student enrollment in the District in 2016, it is anticipated that future student enrollment would be adequately planned for by the Bellingham School District through its capital facilities planning efforts and ongoing school boundary review, such that capacity would be provided to meet future growth needs. Incremental transportation needs would also be determined by the District as part of their ongoing planning. Revenues from property taxes, together with payment of school impact fees by future New Whatcom residential developments, would help offset increases in demand for school services.

### *Parks and Recreation*

Alternative 1 would provide substantially increased recreational and open space opportunities on the site in the form of new public parks, trails, habitat restoration areas, waterfront access and a new marina. Under Alternative 1, approximately 26 acres of parks, five acres of trails, and two acres of habitat restoration area would be assumed on the New Whatcom site by 2016 for a total of 33 acres. **Table 3.13-11** provides a detailed breakdown of the proposed public parks, trails and habitat restoration areas under this Alternative by 2016. For the location of proposed parks, trails and habitat restoration areas provided under this Alternative please refer to **Figure 2-6** in **Chapter 2** of this Draft EIS.

As part of the definition of the EIS Alternatives, the general size and location of the various park and trail components have been identified. However, the specific features that would be provided, and the design, layout and configuration of the onsite public parks and trails have not been determined at this stage. As part of the Master Development Plan process, as well as future planning by the Port and City, specific park and trail features would be determined. For

the purposes of this Draft EIS, it is assumed that a variety of park and recreational opportunities would be afforded, including both active and passive opportunities.

**Table 3.13-11  
ALTERNATIVE 1 – 2016 PROPOSED NEW WHATCOM PUBLIC PARKS, TRAILS, AND  
HABITAT RESTORATION AREA**

<b>Parks</b>	<b>Acres</b>
I & J Waterway Park	0.87
Shoreline buffer Marine Trades Park	2.08
Shoreline buffer Mill Reserve Park	2.30
Shoreline buffer Hist. Dist. Park	0.94
Pocket Park Historic Dist.	0.34
Waterfront Park	3.65
Log Pond Park	5.21
Beach Park Marine Facility	1.51
Cornwall Park	8.14
Marina Park	0.99
	<b>26.02</b>
<b>Trails</b>	
Shoreline Trail from I & J to Marina	0.55
Warehouse Trail 2 Sections	0.63
Pedestrian bridge over Whatcom Waterway	0.11
Whatcom Waterway Trail	0.45
Wharf St. Trail (along bridge)	0.09
Beach park to Log Pond park	0.46
Wharf St. Trail	0.22
Cornwall Park to beach park	0.37
Marina long arm	1.79
Marina short arm	0.39
	<b>5.05</b>
<b>Habitat Restoration Areas</b>	<b>2.18</b>

*Source: CollinsWoerman, 2007*

Note: Park and trail names are for descriptive purposes and would likely be amended in the future.

Under Alternative 1, public parks would be located throughout the site including: along the I&J Waterway and along the west edge of Area 1; along the Whatcom Waterway in Area 2, 3, 4, and 8; along Bellingham Bay at the south end of Area 9; along Bellingham Bay on the north and west sides of Area 10; and surrounding the perimeter of the new marina in Area 11. Public shoreline access, currently unavailable onsite, would be available at a number of these new onsite parks. In addition, a new marina (Marina Concept A) would be constructed in Area 11 which would provide up to 460 moorage slips, boat launch facilities and additional public access to waterfront uses (refer to **Chapter 2** for additional details on Marina Concept A).

Proposed trails would be located to provide connections between individual onsite areas and amenities, as well as between the site and surrounding neighborhoods and existing trails. By

2016, proposed trails would be located: on the north side of Area 1 connecting the site to the Squalicum Harbor Marina and Trail and on the south side of Area 1 connecting to the adjacent site areas across the Whatcom Waterway via a pedestrian bridge; along the Whatcom Waterway in Areas 2, 3, 4, and 8 and connecting to downtown via Central Avenue; along the south portion of Area 9 connecting the site and beach access to the adjacent neighborhoods via Oak Street and Wharf Street; along the north side of Area 10 connecting the beach park with Cornwall Park; and, along the perimeter of the proposed marina located in Area 11. The proposed trails would provide pedestrian connectivity between the various areas onsite and the surrounding neighborhoods and downtown. Trails would also promote public access to the waterfront along Bellingham Bay, which is not currently available.

In addition, new trails provided under Alternative 1 would complete links to Maritime Heritage Park and the Whatcom Creek Trail to the east and the South Bay Trail and Boulevard Park to the south and west, thereby connecting the Fairhaven neighborhood with the Downtown Central Business District and other areas to the east. (The City plans an over-water connection to Boulevard Park from Area 10, as a separate action, which would complete the link to the south and west. Further, the City also plans a “high-speed” bicycle trail parallel to the bluff that would provide additional public access opportunities as a separate action. Refer to **Cumulative Impacts** later in this section for more details on this connection and Section 2.9 of Chapter 2 for more information on separate actions.)

Public parks, trails and the marina proposed under Alternative 1 would provide passive and active recreational opportunities for onsite residents/employees, as well as the entire community. Parks and open space along the shoreline would also provide new opportunities for community access to the waterfront. These new public amenities could also serve as a focal point for parks and recreation in the City’s downtown area and potential gathering places for community events.

In addition, private parks/open spaces, courtyards, playgrounds, seating areas and indoor gyms/pools could be developed in conjunction with redevelopment on the site. These private spaces and facilities may add to the park and recreation amenities on the site; however, specific details on these areas cannot be determined until future redevelopment occurs.

### *Increased Demand on Existing Park Facilities*

Increases in onsite population due to permanent residents, as well as onsite employees of the mixed use development, would increase demands on local and regional parks and recreation facilities on an incremental basis by 2016 (see Section 3.9, **Population, Employment and Housing** for further details). Increases in resident and employee population on the site could result in additional demand for both passive and active recreational facilities. Passive recreational facilities most likely to receive increased demand would include facilities near the site, such as: Maritime Heritage Park, Fouts Park, Elizabeth Park, Carl Lobe Park, Rock Hill Park, Franklin Park, Forest and Cedar Park, Broadway Overlook, Gibson Park Plaza, Gossage Plaza, Lee Memorial Park, Cornwall Rose Garden and Laurel Park. Given the variety of passive recreational facilities located within one to two-miles of the site, increases in use would likely be distributed among numerous nearby parks and trails, and would not be expected to be significant. Based on the new trail connections to/from the site, additional use of offsite trails, such as the Whatcom Creek and South Bay Trail, would likely result. The proposed onsite recreational facilities that would be constructed by 2016 listed in **Table 3.13-11**, as well as public plazas, courtyards and outdoor seating areas located in conjunction with onsite buildings,

and private parks/open space associated with these buildings, would also help to meet the demand for passive recreational space from redevelopment.

Demand for active recreational facilities, such as: baseball and soccer fields, tennis and basketball courts, wading pools, boat launches, and trails, would also increase under Alternative 1 by 2016. The most likely facilities to experience added use would include facilities near the site, such as: Broadway Park, Elizabeth Park, Laurel Park, the future Squalicum Creek Park (located at the Pacific Concrete site), Roosevelt Park, Memorial Park, Civic Field Park, Forest and Cedar Park, the boat dock at Boulevard Park, Cornwall Park, the South Bay Trail, the Whatcom Creek Greenway and the Sehome Hill Arboretum. Given the variety of active recreational opportunities within one to two-miles of the site, increases in use would likely be distributed among the numerous nearby parks and would not be expected to be significant. In addition, public parks, trails and the marina and private parks and recreational facilities proposed onsite by 2016 would also help to meet the increased demand for active recreational facilities from residents and employees onsite. The potential payment of park impact fees by future residential development projects could also help offset the project's demands on parks. Any provisions for park impact fees related to future redevelopment would be determined as part of the Development Agreement between the Port and the City.

### City Park Staff

Additional parks, trails and habitat area under Alternative 1 would be added to the City of Bellingham's existing parks system and could require additional staff to provide operations and maintenance support. As described above, the City of Bellingham's New Whatcom Economic Model was used to project potential parks operation and maintenance needs of the City. As part of the City's modeling effort, needs were calculated based on a cost per square foot ratio for operations and maintenance of the new onsite public parks. These cost totals for operations and maintenance of the new parks were then broken down further, based on a ratio of existing 2007 salary cost per employee, to determine the approximate number of parks staff required to provide service to these new onsite areas. For the purposes of this analysis, it is assumed that operation and maintenance of all 33 acres of onsite parks, trails and habitat areas under Alternative 1 would be the City's responsibility.

According to the City's Economic Model, based on the amount of public parks proposed to be constructed under Alternative 1 by 2016, it is projected that the City would need to hire approximately 6.81 full time equivalent (FTE) employees in the Parks Department to provide operations and maintenance.

### Streets

Under Alternative 1, additional public streets would be constructed on the site to provide adequate onsite circulation, connections between individual areas onsite, and connections between the site and adjacent neighborhood areas. Maintenance of public streets would be provided by the City of Bellingham. By 2016, infrastructure upgrades and extensions would be made to the following streets: Hilton Avenue, Maple Street, F Street, C Street, Chestnut Street, Central Street, Bay Street, Laurel Street and Cornwall Avenue. A total of approximately 22 acres of public streets would be developed under Alternative 1 by 2016.

The public streets constructed onsite under Alternative 1 by 2016 would be added to the City of Bellingham's existing street network and would require additional public works staff to provide

operations and maintenance support. The City of Bellingham's New Whatcom Economic Model was used to calculate potential impacts on City street operations and maintenance staff. As part of the City's modeling efforts, needs were calculated based on an operations and maintenance cost per linear foot ratio for each street. The cost totals for operations and maintenance of new streets were then broken down further, based on an average existing 2007 salary cost per employee, to determine the approximate number of public works staff required to provide maintenance service to the new streets onsite.

According to the City's Economic Model, based on the amount of public streets proposed to be constructed onsite under Alternative 1 by 2016, it is projected that the City would need to hire 0.44 FTE in the Public Works Department for operations and maintenance of the new streets under Alternative 1.

2026

*Fire and Emergency Services*

Operation of the mixed uses assumed for Alternative 1 would result in additional increases in demand for fire and emergency services by 2026. Similar to under the 2016 condition, projected 2026 impacts to fire and emergency services from New Whatcom redevelopment were calculated based on the City of Bellingham New Whatcom Economic Model. By 2026, Alternative 1 is anticipated to generate an additional 682 fire and emergency service incidents annually, including: 152 fire and other incidents, 344 Advanced Life Support (ALS) incidents, and 185 Basic Life Support (BLS) incidents. **Table 3.13-12** summarizes the impacts to fire and emergency services at full build-out by 2026 under this alternative.

**Table 3.13-12  
ALTERNATIVE 1 – 2026 FIRE SERVICE IMPACTS**

<b>Estimated Annual Demands for Fire Department Services</b>	<b>2026</b>
Total Fire and Other Incidents	152
ALS Incidents	344
BLS Incidents	185
Total Engine Unit Workload	682
Total Medic Unit Workload	344
<b>Staff and Vehicle Needs</b>	
Additional Engine Unit	1
Additional Medic Unit	1
Additional Firefighters	9
Additional Captains	3
Additional Medics	9
Additional Fire Inspectors	0
Additional Engine Vehicles	1
Additional Medic Vehicles	1

*Source: City of Bellingham New Whatcom Economic Model, 2007*

According to the City's Economic Model, no excess fire and emergency service capacity would be available to serve the added workload. Therefore, in order, to meet the increased demands

for fire and emergency service generated by the proposed redevelopment under Alternative 1 at build-out in 2026, the Department would need to add one new medic unit in addition to the new engine unit required by 2016 under this alternative (see **Table 3.13-8** for the projected needs in 2016). The new medic unit would be comprised of nine new medic personnel and one new medic vehicle.

Similar to 2016, all new buildings would be constructed in compliance with applicable codes, including the 2006 International Fire Code and the 2006 International Building Code as adopted by the City of Bellingham and adequate fire flow to serve the proposed redevelopment would be provided as required (see Section 3.14, **Utilities** for further details on fire flow). Specific requirements regarding emergency access to structures would be adhered to, as required by the Fire Code

Redevelopment assumed under Alternative 1 would occur incrementally over the 20-year build-out period and would add to the City of Bellingham’s tax base; a portion of the tax revenues generated by redevelopment could help offset incremental increases in demand for public services. Construction sales tax, retail sales tax, business and occupation tax and property tax would all be sources of revenue for the City. New redevelopment would also add to the tax base for the City’s General Fund through fees, licenses and permits and utility taxes. It is assumed that long-term capital and operating needs of the Fire Department would be addressed on a broad basis through incremental capital facilities planning by the City over the entire 20-year build-out period.

Police Services

Operation of the mixed uses assumed for Alternative 1 would result in additional increases in demand for police services by 2026. Following the methodology used for 2016, impacts to police services by 2026 from the redevelopment under Alternative 1 were calculated using the City’s New Whatcom Economic Model. Under Alternative 1, it is projected that an additional 7,093 calls for service would be generated annually by New Whatcom redevelopment at full build-out in 2026. Of these calls for service, 206 investigation cases and 7,093 records would be generated. **Table 3.13-13** presents the anticipated impacts on police services at full build-out in 2026 under this alternative.

**Table 3.13-13  
ALTERNATIVE 1 – 2026 POLICE SERVICE IMPACTS**

<b>Estimated Annual Demands for Police Department Services</b>	<b>2026</b>
Calls for Service	7,093
Investigation Cases	206
Records	7,093
<b>Staff and Vehicle Needs</b>	
Additional Patrol Unit and Officers	8
Additional Detective	1.32
Additional Records Clerk	1.48
Additional Patrol Vehicles	8

*Source: City of Bellingham New Whatcom Economic Model, 2007*



According to the City's Economic Model, based on the additional calls for service generated by Alternative 1 by 2026, the Bellingham Police Department would need to add a total of eight new patrol units (one officer and one vehicle per unit) over the full build-out period. An additional 1.32 FTE detective and 1.48 FTE records clerk would also need to be added to the Department staff. These needs are inclusive of the needs projected in **Table 3.13-9** for 2016.

Similar to 2016, site design features constructed under Alternative 1 by 2026 could include attributes that would help reduce criminal activity onsite by increasing visibility and providing additional safety factors.

As discussed above for Fire Services, new development assumed under Alternative 1 by 2026 would add to the City of Bellingham's tax base; a portion of the tax revenues would help to offset the incremental increases in demand for public services. It is assumed that long-term capital and operating needs for the Police Department would be addressed on a broad basis through incremental capital facilities planning by the City over the full 20-year buildout period.

### *Schools*

Similar to the 2016 condition, multifamily residential development assumed by 2026 would generate additional student enrollment at schools serving the New Whatcom site. Under Alternative 1, a total of 3,075 multifamily residential units would be constructed by 2026. At full build-out of the site in 2026, based on the Bellingham School District's multifamily student generation rates, approximately 496 total students would be generated from the new multifamily residential units on the New Whatcom site, including: 274 elementary students, 111 middle school students and 111 high school students. Public school enrollment projections for 2026 are not available from the Bellingham School District; however, additional students generated from the New Whatcom site would represent an approximately five percent increase over the projected enrollment for 2009. While it is not possible to accurately predict what student enrollment will be in 2026, students generated by onsite housing would represent a modest increase over the recent and projected annual enrollment fluctuations (approximately one percent) and would occur incrementally over the full buildout of the site.

No projections are currently available for student capacity in the District beyond 2009. It is anticipated that future student enrollment would be addressed by the Bellingham School District through its capital facilities planning efforts and ongoing boundary review, such that capacity would be provided to meet future growth needs. Revenues from property taxes, along with school impact fees to be paid by future residential developers, would help offset increases in demand for school services from New Whatcom redevelopment.

### *Parks and Recreation*

Under Alternative 1, all parks, trails and habitat restoration amenities are assumed to be constructed by 2016 and no new facilities would be constructed between 2016 and the full buildout of the site by 2026. (It is possible that buildout of certain park and trail facilities would be phased along with redevelopment between 2016 and 2026.) For a breakdown of the parks, trails and habitat restoration provided under Alternative 1 please refer to **Table 3.13-11**.

### Increased Demand on Existing Park Facilities

Similar to the 2016 condition, additional increases in onsite population due to permanent residents as well as onsite employees at full buildout by 2026 under Alternative 1, would result in increased demands on local and regional park and recreation facilities on an incremental basis. Increases in resident and employee population on the site would result in additional demand for both passive and active recreational facilities. Given the variety of park, trail and recreational facilities located within one to two-miles of the site, increases in use would likely be distributed among numerous nearby parks and trails. Onsite public parks and recreational resources listed in **Table 3.13-11**, together with proposed public plazas, courtyards and outdoor seating areas, would help to meet the demand for passive recreational space from the redevelopment by 2026. Redevelopment on the New Whatcom site could also include facilities such as indoor gyms, pools, work-out rooms and other indoor facilities to help meet the active recreational needs of employees and residents. The potential payment of park impact fees by new residential development projects could also help offset the project's impacts on parks. Any provisions for park impact fees related to future redevelopment would be determined as part of the Development Agreement between the Port and the City.

### City Staff

Under Alternative 1, all parks, trail and habitat areas are assumed to be constructed by 2016. As a result, City staff impacts by 2026 would be similar to those described under 2016.

### Streets

Under Alternative 1 by 2026, street upgrades and extensions would be made to the following streets: Hilton Avenue, Maple Street, F Street, C Street, Chestnut Street, Central Street, Bay Street, Laurel Street, Commercial Street, Cornwall Avenue, Wharf Street, Log Pond Drive, and Oak Street. A total of approximately 30 acres of public streets would be developed under Alternative 1 by build-out.

According to the City's Economic Model, as a result of the new public streets proposed to be constructed at full build-out under Alternative 1, it is projected that the City of Bellingham would need to add an additional 0.84 FTE employee to their Public Works Department for operations and maintenance of the new streets.

### Alternative 2

Alternative 2 would feature a medium density level, with approximately 6 million square feet of total floor space of mixed use redevelopment over the 20-year planning horizon. Alternative 2 would include approximately 2,350 residential units and 3.2 million square feet of redevelopment with employment-generating uses, including office, institutional, retail and light industrial/marine-related uses at buildout by 2026.

Impacts on public services under Alternative 2 were calculated based on the same methodologies described under Alternative 1 (using the City's Economic Model for fire and emergency services, police services, parks and streets impacts, and the Bellingham School District's student generation rates for schools impacts). Impacts under Alternative 2 would be similar in nature, but less than those described under Alternative 1 due to less employment-

generating uses, lower population, fewer amenities (i.e. parks) and less infrastructure (i.e. streets) assumed onsite. Redevelopment under Alternative 2 would follow applicable codes (including the International Building Code and International Fire Code) to reduce impacts on fire service and could include site design standards to minimize impacts on police service. Similar to Alternative 1, long-term capital and operating needs for City services (fire, police, parks and streets) would be addressed on a broad basis through incremental capital facilities planning by the City over the full 20-year buildout period. The Bellingham School District would address future student enrollment and schools capacity through its capital facilities planning efforts and ongoing boundary review. New development and associated tax revenues and impact fees (for parks and schools) under Alternative 2 would help offset increases in demand for public services from redevelopment under Alternative 2.

Similar to Alternative 1, visitors to the site associated with the park and trail network and boat uses at the marina and transient moorage could add some level of increased demand for fire and emergency services and police services; however, this added level of demand would not be expected to increase staffing levels over those described below.

### Construction

Construction impacts to public services (fire and emergency services, police services and parks) under Alternative 2 would be similar in nature, but less than those described under Alternative 1 due to the lower redevelopment levels assumed under Alternative 2. All construction-related increases in demand, while temporary in nature, would occur over an extended period of time given the phased construction of the site, and would cease once full buildout occurs by 2026.

### 2016

#### *Fire and Emergency Services*

Operation of the mixed uses assumed for Alternative 2 would result in added demand for fire and emergency services. According to the City's Economic Model, by 2016, Alternative 2 is anticipated to generate an additional 211 fire and emergency service incidents annually, including: 47 fire incidents, 106 Advanced Life Support (ALS) incidents, and 57 Basic Life Support (BLS) incidents. The increased demands for fire service generated by Alternative 2 would not require any additional Department staff or vehicles by 2016 due to the excess engine company and medic unit capacity that the Department currently envisions for this particular area of the City. **Table 3.13-14** summarizes the impacts to fire and emergency services from this alternative by 2016.

#### *Police Services*

Operation of the mixed uses assumed for Alternative 2 would result in added demand for police services. According to the City's Economic Model, it is projected that an additional 2,191 calls for police service would be generated annually under Alternative 2 by 2016. Of these calls for service, 64 investigation cases and 2,191 new records would be generated. **Table 3.13-15** shows the anticipated impacts to police services by 2016 under this alternative.

**Table 3.13-14  
ALTERNATIVE 2– 2016 FIRE SERVICE IMPACTS**

<b>Estimated Annual Demands for Fire Department Services</b>	<b>2016</b>
Total Fire and Other Incidents	47
ALS Incidents	106
BLS Incidents	57
Total Engine Unit Workload	211
Total Medic Unit Workload	106

*Source: City of Bellingham New Whatcom Economic Model, 2007*

**Table 3.13-15  
ALTERNATIVE 2 – 2016 POLICE SERVICE IMPACTS**

<b>Estimated Annual Demands for Police Department Services</b>	<b>2016</b>
Calls for Service	2,191
Investigation Cases	64
Records	2,191
<b>Staff and Vehicle Needs</b>	
Additional Patrol Units and Officers	3
Additional Detectives	0.41
Additional Records Clerks	0.46
Additional Patrol Vehicles	3

*Source: City of Bellingham New Whatcom Economic Model, 2007*

According to the City’s Economic Model, as a result of the projected increase in calls for police service it is anticipated that the Police Department would need to add three patrol units (one officer and one vehicle per unit) to handle the increased workload under Alternative 2 by 2016. In addition, 0.41 FTE detective and 0.46 FTE records clerk would also be needed.

*Schools*

Under Alternative 2, a total of 1,234 multifamily residential units would be constructed by 2016. Based on the Bellingham School District’s multifamily student generation rates, Alternative 2 would generate approximately 198 new students, including: 110 elementary students, 44 middle school students and 44 high school students. Public school enrollment projections for 2016 are not available from the Bellingham School District; however, additional students generated from the New Whatcom site would represent a slightly less than two percent increase over the projected enrollment for 2009. While it is not possible to accurately predict what student enrollment will be in 2016, students generated by onsite housing would represent a slight increase over the projected annual enrollment fluctuations (approximately one percent) and would occur incrementally over time. Existing and future projected capacity within the District and the District’s capital facilities planning for growth would be the same as described under Alternative 1. Revenues from property taxes and school impact fees would help offset increases in demand for school services from the redevelopment.

## *Parks and Recreation*

Similar to Alternative 1, it is assumed that Alternative 2 would also provide increased recreational and open space opportunities on the site in the form of new public parks, trails, habitat restoration area, waterfront access and a new marina, but in lower amounts than those described for Alternative 1. Under Alternative 2, approximately 13 acres of public parks, nine acres of trails, and two acres of habitat restoration area would be assumed to be provided on the New Whatcom site by 2016, for a total of 24 acres (compared with 33 acres under Alternative 1). Trails proposed under Alternative 2 would promote public access to the Bellingham Bay waterfront and complete links to existing parks and trails in the area, similar to under Alternative 1.

The majority of the park, trail and habitat restoration areas provided under Alternative 1 would also be provided under Alternative 2 (see **Table 3.13-11**). Public parks provided under Alternative 1 that would not be assumed in Alternative 2 include: the I&J Waterway Park, the Waterfront Park (along the southern edge of the Whatcom Waterway) and the trail/open space corridor along Wharf Street.

Similar to under Alternative 1, private parks/open spaces, courtyards, playgrounds, seating areas, indoor gyms and pools could be developed in conjunction with redevelopment of the structures onsite.

### *Increased Demand on Existing Park Facilities*

Similar to under Alternative 1, increases in onsite population due to permanent residents and onsite employees, would result in increased demands on local and regional parks, trails and recreation facilities on an incremental basis by 2016. Increases in resident and employee population on the site would result in additional demand for both passive and active recreational facilities; however, demand increases would be less than under Alternative 1 due to less onsite population and employment (see Section 3.9, **Population, Employment and Housing** for further details on population). The provision of onsite public parks and trails, private parks and recreational facilities and potential payment of park impact fees by new residential development projects could help offset the redevelopment's impacts on parks and trails. Any provisions for park impact fees related to future redevelopment would be determined as part of the Development Agreement between the Port and the City.

### *City Staff*

According to the City's Economic Model it is projected that the City would need to hire approximately 4.74 FTE employees in the Parks Department to provide operations and maintenance to the onsite public parks and trails by 2016.

### *Streets*

By 2016, street upgrades and extensions would be made to the following streets: Hilton Avenue, Maple Street, F Street, C Street, Chestnut Street, Central Street, Bay Street, Laurel Street and Cornwall Avenue under Alternative 2. A total of approximately 17 acres of public streets would be developed under Alternative 2 by 2016 (as compared to 22 acres of public streets under Alternative 1 by 2016).

According to the City's Economic Model, new public streets constructed under Alternative 2 by 2016 are projected to require an additional 0.36 FTE employees in the City's Public Works Department in order to provide operations and maintenance services for the new streets.

## 2026

### *Fire and Emergency Services*

Operations of the mixed uses assumed for Alternative 2 would result in additional increases in demand for fire and emergency services through 2026. According to the City's Economic Model, Alternative 2 is anticipated to generate an additional 545 total fire and emergency service incidents annually, including: 122 fire and other incidents, 275 Advanced Life Support (ALS) incidents, and 148 Basic Life Support (BLS) incidents at full build-out. **Table 3.13-16** summarizes the impacts to fire and emergency services at full build-out in 2026.

**Table 3.13-16  
ALTERNATIVE 2 – 2026 FIRE SERVICE IMPACTS**

<b>Estimated Annual Demands for Fire Department Services</b>	<b>2026</b>
Total Fire and Other Incidents	122
ALS Incidents	275
BLS Incidents	148
Total Engine Unit Workload	545
Total Medic Unit Workload	275
<b>Staff and Vehicle Needs</b>	
Additional Engine Unit	1
Additional Medic Unit	1
Additional Firefighters	9
Additional Captains	3
Additional Medics	9
Additional Fire Inspectors	0
Additional Engine Vehicles	1
Additional Medic Vehicles	1

*Source: City of Bellingham New Whatcom Economic Model, 2007*

According to the City's Economic Model, the City would not have excess capacity to meet the added demand for fire services in 2026. Therefore, it is anticipated that the Fire Department would need to add one additional engine unit and one additional medic unit by full build-out under Alternative 2. The engine unit would be comprised of one fire engine, nine firefighters and three captains, while the medic unit would be made up of one medic vehicle and nine medics.

### *Police Services*

Operations of the mixed uses assumed for Alternative 2 would result in additional increases in demand for police services through 2026. Based on the City's Economic Model, Alternative 2 is estimated to generate an additional 5,674 calls for service annually by build-out in 2026. Of these calls for service, 165 investigation cases and 5,674 new records would be generated.

**Table 3.13-17** presents the anticipated impacts to police services at full build-out by 2026 under this alternative.

According to the City's Economic Model, at full buildout, it is projected that the Police Department would need to add seven new patrol units (one officer and one vehicle per unit), plus 1.05 FTE detective and 1.18 FTE records clerk in order to accommodate the increased workload generated by Alternative 2.

**Table 3.13-17  
ALTERNATIVE 2 – 2026 POLICE SERVICE IMPACTS**

<b>Estimated Annual Demands for Police Department Services</b>	<b>2026</b>
Calls for Service	5,674
Investigation Cases	165
Records	5,674
<b>Staff and Vehicle Needs</b>	
Additional Patrol Units and Officers	7
Additional Detectives	1.05
Additional Records Clerks	1.18
Additional Patrol Vehicles	7

*Source: City of Bellingham New Whatcom Economic Model, 2007*

### *Schools*

Under Alternative 2, a total of 2,350 multifamily residential units would be constructed by 2026. Based on the Bellingham School District's multifamily student generation rate, Alternative 2 would generate approximately 379 new students from the new residential units on the New Whatcom site, including: 209 elementary students, 85 middle school students and 85 high school students. Public school enrollment projections are not available for 2026; however, additional students generated under Alternative 2 would occur incrementally over the 20-year period and would represent an approximately three percent increase over the projected enrollment for 2009. The District's ongoing planning for long-term growth would be the same as described under Alternative 1. Revenues from property taxes and school impact fees would help offset increases in demand for school services from the redevelopment.

### *Parks and Recreation*

Under Alternative 2, all public parks, trails and habitat restoration amenities are assumed to be constructed by 2016 and no new facilities would be constructed between 2016 and the full buildout of the site by 2026 (see **Figure 2-8** for a map of parks and trails provided under Alternative 2). Similar to Alternative 1, it is possible that buildout of certain parks and trails would be phased along with redevelopment between 2016 and 2026.

### *Increased Demand on Existing Park Facilities*

Similar to Alternative 1, additional increases in onsite population from residents and employees under Alternative 2 would result in increased demands on local and regional parks, trails and recreation facilities. However, this demand would be less than under Alternative 1 due to fewer

onsite residents and employees (see Section 3.9, **Population, Employment and Housing** for further details on population). The provision of onsite public parks and trails, private parks and recreational facilities and potential payment of park impact fees by new residential development projects could help offset the redevelopment's impacts on parks. Any provisions for park impact fees related to future redevelopment would be determined as part of the Development Agreement between the Port and the City.

### City Staff

Under Alternative 2, all parks, trails and habitat areas are assumed to be constructed by 2016. Therefore, impacts to City staff by 2026 would be similar to those described under the 2016 condition.

### *Streets*

Under Alternative 2 by 2026, street upgrades would be made to the following streets: Hilton Avenue, Maple Street, F Street, C Street, Chestnut Street, Central Street, Bay Street, Laurel Street, Commercial Street, Cornwall Avenue, Log Pond Drive, and Oak Street. A total of approximately 25 acres of public streets would be developed under Alternative 2 by 2026 (as compared to 30 acres of public streets under Alternative 1 by build-out).

According to the City's Economic Model, it is projected that the City's Public Works Department would need an additional 0.75 FTE employees to provide operations and maintenance services for the newly constructed public streets under Alternative 2 by 2026.

### Alternative 2A

Alternative 2A is a sub-alternative to Alternative 2 and differs in that it is assumed that the relocation of the BNSF railroad corridor would occur by 2026 as opposed to by 2016. In addition, infrastructure improvements would be slightly different between the two alternatives, as well as the timing of said improvements (for further details please refer to **Chapter 2**). Alternative 2A includes the same mix of employment and residential land uses, as well as parks, trails and habitat restoration as Alternative 2. As a result, impacts to fire and emergency services, police services, schools, and parks would be the same as under Alternative 2; however, impacts to streets would be slightly different under Alternative 2A and are described below.

### 2016

### *Streets*

Under Alternative 2A by 2016 street upgrades and extensions would be made to the following streets: Hilton Avenue, Maple Street, F Street, C Street, Chestnut Street, Central Street, Bay Street, Laurel Street, and Cornwall Avenue. A total of approximately 20 acres of public streets would be developed under Alternative 2A by 2016 (as compared to 22 acres of streets under Alternative 1 and 17 acres of streets under Alternative 2 by 2016).



According to the City's Economic Model, it is projected that the City of Bellingham would need to add an additional 0.41 FTE employees in their Public Works Department by 2016 to provide operations and maintenance to the new public streets under Alternative 2A.

## 2026

### *Streets*

At full buildout in 2026, street upgrades and extensions would be made to the following streets: Hilton Avenue, Maple Street, F Street, C Street, Chestnut Street, Central Street, Bay Street, Laurel Street, Commercial Street, Cornwall Avenue, Log Pond Drive, and Oak Street. A total of approximately 29 acres of public streets would be developed under Alternative 2A in 2026 (as compared to 30 acres of streets under Alternative 1 and 25 acres of streets under Alternative 2 by build-out).

According to the City's Economic Model, it is projected that the City's Public Works Department would need to add an additional 0.85 FTE employees by 2026 to provide operations and maintenance services for the new public streets under Alternative 2A.

### Alternative 3

Alternative 3 would feature the lowest density level of the EIS Alternatives, with approximately 4 million square feet of total floor space of mixed use redevelopment over the 20-year planning horizon. Alternative 3 would include approximately 1,325 residential units and 2.4 million square feet of redevelopment with employment-generating uses including office, institutional, light/marine industrial, retail and restaurant uses at build-out in 2026.

Impacts on public services under Alternative 3 were calculated based on the same methodologies described under Alternative 1 (using the City's Economic Model for fire and emergency services, police services, parks and streets impacts, and the Bellingham School District's student generation rates for schools impacts). Impacts under Alternative 3 would be similar in nature, but less than those described under Alternatives 1 and 2 due to less employment-generating uses, lower population, fewer amenities (i.e. parks) and less infrastructure (i.e. streets) provided onsite. Redevelopment under Alternative 3 would follow applicable codes (including the International Building Code and International Fire Code) to minimize impacts on fire service and could include site design standards to minimize impacts on police service. Similar to Alternative 1, long-term capital and operating needs for City services (fire, police, parks and streets) would be addressed on a broad basis through incremental capital facilities planning by the City over the full 20-year build-out period. The Bellingham School District would address future student enrollment and school capacity through its capital facilities planning efforts and ongoing boundary review. New development and associated tax revenues and impact fees (for schools and potentially for parks) could help offset increases in demand for services from redevelopment under Alternative 3. Any provisions for park impact fees related to future redevelopment would be determined as part of the Development Agreement between the Port and the City.

Similar to Alternative 1, visitors to the site associated with the park and trail network and boat uses at the marina and transient moorage could add some level of increased demand for fire

and emergency services and police services; however, this added level of demand would not be expected to increase staffing levels over those described below.

### Construction

Construction impacts to public services (fire and emergency services, police services and parks) under Alternative 3 would similar in nature, but less than those described under Alternative 1 and 2 due to the lower redevelopment levels assumed under Alternative 3. All construction-related increases in demand, while temporary in nature, would occur over an extended period of time given the phased construction of the site, and would cease once full build-out occurs by 2026.

### 2016

#### *Fire and Emergency Services*

Operation of the mixed uses assumed for Alternative 3 would result in added demand for fire and emergency services. According to the City’s Economic Model, Alternative 3 is anticipated to generate an additional 137 fire service incidents annually by 2016, including: 31 fire and other incidents, 69 Advanced Life Support (ALS) incidents, and 37 Basic Life Support (BLS) incidents. By 2016, increased demands for fire service generated by Alternative 3 would not require any additional Department staff or vehicles due to the excess engine unit and medic unit capacity that the Department currently envisions for this particular area of the City. **Table 3.13-18** summarizes the impacts to fire and emergency services from this Alternative by 2016.

**Table 3.13-18  
ALTERNATIVE 3 – 2016 FIRE SERVICE IMPACTS**

<b>Estimated Annual Demands for Fire Department Services</b>	<b>2016</b>
Total Fire and Other Incidents	31
ALS Incidents	69
BLS Incidents	37
Total Engine Unit Workload	137
Total Medic Unit Workload	69

*Source: City of Bellingham New Whatcom Economic Model, 2007*

#### *Police Services*

Operation of the mixed uses assumed for Alternative 3 would result in added demand for Police Services. According to the City’s Economic Model, it is projected that an additional 1,429 calls for service would be generated under Alternative 3 by 2016. Of these calls for service, 41 investigation cases and 1,429 new records would be generated. **Table 3.13-19** shows the anticipated impacts to police services by 2016 under this alternative.

According to the City’s Economic Model, it is projected that the City of Bellingham Police Department would need to add an additional two patrol units (one officer and one vehicle per unit), 0.27 FTE detective and 0.30 FTE records clerk to serve the additional workload under Alternative 3 by 2016.

**Table 3.13-19**  
**ALTERNATIVE 3 – 2016 POLICE SERVICE IMPACTS**

<b>Estimated Annual Demands for Police Department Services</b>	<b>2016</b>
Calls for Service	1,429
Investigation Cases	41
Records	1,429
<b>Staff and Vehicle Needs</b>	
Additional Patrol Units and Officers	2
Additional Detectives	0.27
Additional Records Clerks	0.30
Additional Patrol Vehicles	2

*Source: City of Bellingham New Whatcom Economic Model, 2007*

### *Schools*

Under Alternative 3, a total of 658 multifamily residential units would be constructed by 2016. Based on The Bellingham School District's multifamily student generation rate, Alternative 3 would generate approximately 107 students from the new residential units in the New Whatcom project by 2016, including: 59 elementary students, 24 middle school students and 24 high school students. Additional students generated under Alternative 3 would represent a slightly less than one percent increase over the projected enrollment for 2009. Existing and future capacity within the District and the District's planning for growth would be the same as described under Alternative 1. Revenues from property taxes and school impact fees would help offset increases in demand for school services from the redevelopment.

### *Parks and Recreation*

Similar to Alternatives 1 and 2, redevelopment under Alternative 3 would provide increased recreational and open space opportunities on the site in the form of new public parks, trails and habitat restoration area, but at lower levels. Under Alternative 3, it is assumed that approximately five acres of parks, eight acres of trails, and two acres of habitat restoration would be provided on the New Whatcom site by 2016 for a total of 15 acres (compared with 33 acres under Alternative 1). Trails proposed under Alternative 3 would promote public access to the Bellingham Bay waterfront and complete links to existing parks and trails in the area, similar to under Alternatives 1 and 2.

The majority of the parks, trails and habitat restoration areas provided under Alternative 1 would also be provided under Alternative 3 but to a lesser extent (see **Table 3.13-11**). Parks and trails provided under Alternative 1 that would not be assumed as part of Alternative 3 include: the I&J Waterway Park; the Waterfront Park (along the southern edge of the Whatcom Waterway); Cornwall Park; the trail/open space corridor along Wharf Street; and, the Pedestrian Bridge over the Whatcom Waterway (see **Figure 2-12** for a map of parks and trails provided under Alternative 3).

Similar to under Alternatives 1 and 2, private parks/open spaces, courtyards, playgrounds, seating areas, indoor gyms and pools could be developed in conjunction with redevelopment of the structures onsite.

### Increased Demand on Existing Park Facilities

Similar to under Alternatives 1 and 2, increases in onsite population due to new residents and employees would result in increased demands on local and regional parks, trails and recreation facilities on an incremental basis. However, these increases in demand would be less under Alternative 3 due to lower resident and employee population (see Section 3.9, **Population, Employment and Housing** for further details on population and employment). The provision of onsite public parks and trail amenities, private parks and recreational facilities and potential payment of park impact fees by new residential development projects could help offset the project's impacts on parks. Any provisions for park impact fees related to future redevelopment would be determined as part of the Development Agreement between the Port and the City.

### City Staff

According to the City's Economic Model, it is projected that the City would need to hire approximately 2.82 FTE employees for the Parks Department to provide operations and maintenance to the onsite parks and trails by 2016.

### Streets

By 2016, street improvements would be made to the following streets: Hilton Avenue, Maple Street, F Street, C Street, Chestnut Street, Laurel Street and Cornwall Avenue. A total of approximately 15 acres of public streets would be developed under Alternative 3 by 2016 (as compared to 22 acres of public streets under Alternative 1 by 2016).

According to the City's Economic Model, new public streets constructed under Alternative 3 by 2016 are projected to require the City to add an additional 0.30 FTE employees in their Public Works Department for operations and maintenance services of the new streets.

### 2026

#### *Fire and Emergency Services*

Operation of the mixed uses assumed for Alternative 3 would result in additional increases in demand for fire and emergency services through 2026. According to the City's Economic Model, Alternative 3 is anticipated to generate an additional 369 fire and emergency service incidents annually, including: 82 fire and other incidents, 186 Advanced Life Support (ALS) incidents, and 100 Basic Life Support (BLS) incidents at full buildout. **Table 3.13-20** summarizes the impacts to fire and emergency services at full buildout by 2026 under this alternative.

According to the City's Economic Model, the City would not have excess capacity to meet the needed demand for fire and emergency services in 2026. Therefore, it is anticipated that the Department would need to add one additional engine unit by full build-out under Alternative 3. The engine unit would be comprised of one fire engine vehicle, nine firefighters and three captains.

**Table 3.13-20  
ALTERNATIVE 3 – 2026 FIRE SERVICE IMPACTS**

<b>Estimated Annual Demands for Fire Department Services</b>	<b>2026</b>
Total Fire and Other Incidents	82
ALS Incidents	186
BLS Incidents	100
Total Engine Unit Workload	369
Total Medic Unit Workload	186
<b>Staff and Vehicle Needs</b>	
Additional Engine Unit	1
Additional Medic Unit	0
Additional Firefighters	9
Additional Captains	3
Additional Medics	0
Additional Fire Inspectors	0
Additional Engine Vehicles	1
Additional Medic Vehicles	0

*Source: City of Bellingham New Whatcom Economic Model, 2007*

*Police Services*

Operation of the mixed uses assumed for Alternative 3 would result in additional increases in demand for police services through 2026. Alternative 3 is projected to generate an additional 3,841 calls for police service annually at full build-out by 2026. Of these calls for service, 111 investigation cases and 3,841 new records would be created. **Table 3.13-21** shows the anticipated impacts to police services at full build-out by 2026 under this alternative.

According to the City’s Economic Model, it is projected that the Department would need to add five new patrol units (one officer and one vehicle per unit), plus 0.71 FTE detective and 0.80 FTE records clerk in order to accommodate the increased workload generated under Alternative 3 at build-out.

**Table 3.13-21  
ALTERNATIVE 3 – 2026 POLICE SERVICE IMPACTS**

<b>Estimated Annual Demands for Police Department Services</b>	<b>2026</b>
Calls for Service	3,841
Investigation Cases	111
Records	3,841
<b>Staff and Vehicle Needs</b>	
Additional Patrol Units and Officers	5
Additional Detectives	0.71
Additional Records Clerks	0.80
Additional Patrol Vehicles	5

*Source: City of Bellingham New Whatcom Economic Model, 2007*

## *Schools*

Under Alternative 3, a total of 1,325 multifamily residential units would be constructed on the site by 2026. Based on the Bellingham School District's multifamily student generation rate, by full build-out, Alternative 3 would generate approximately 214 students from the new multifamily residential units on the New Whatcom site, including: 118 elementary students, 48 middle school students and 48 high school students. Public school enrollment projections for 2026 are not available from the Bellingham School District; however, additional students generated from the New Whatcom site would represent an approximately two percent increase over the projected enrollment for 2009 and would occur incrementally over the 20-year period. Future projected capacity in the District and the District's planning for growth would be the same as described under Alternative 1. Revenues from property taxes and school impact fees would help offset increases in demand for school services from the redevelopment.

## *Parks and Recreation*

As under Alternatives 1 and 2, all public parks, trails and habitat restoration amenities are assumed to be constructed under Alternative 3 by 2016 and no new facilities would be constructed between 2016 and the full buildout of the site by 2026. Similar to Alternatives 1 and 2, the buildout of certain parks and trails would be phased along with redevelopment between 2016 and 2026.

### *Increased Demand on Existing Park Facilities*

Similar to Alternative 1, additional increases in onsite resident and employee population under Alternative 3 would result in increased demands on local and regional parks, trails and recreation facilities. However, this demand would be less than under Alternative 1 due to fewer onsite residents and employees (see Section 3.9, **Population, Employment and Housing** for further details on population and employment). The provision of onsite public parks and trails, private parks and recreational facilities and potential payment of park impact fees by new residential development projects could help offset the redevelopment's impacts on parks. Any provisions for park impact fees related to future redevelopment would be determined as part of the Development Agreement between the Port and the City.

### *City Staff*

Under Alternative 3, it is assumed that all parks, trails and habitat areas would be constructed on the New Whatcom site by 2016. As a result, it is anticipated that impacts to City Parks Department staff by 2026 would be similar to those described under the 2016 condition.

## *Streets*

At full buildout by 2026, street improvements under Alternative 3 would be made to the following streets: Hilton Avenue, Maple Street, F Street, C Street, Chestnut Street, Central Street, Bay Street, Laurel Street, Cornwall Avenue, Log Pond Drive, and Oak Street. A total of approximately 25 acres (1,100,155 square feet) of public streets would be developed under Alternative 3 by 2026 (as compared to 30 acres of streets under Alternative 1 by buildout).

According to the City's Economic Model, public streets constructed under Alternative 3 at full buildout would require the City to hire an additional 0.73 FTE employee in the Public Works Department to provide operations and maintenance services to the new streets.

## No Action Alternative

The No Action Alternative assumes that future redevelopment on the New Whatcom site would be consistent with the existing industrial zoning designation. This alternative assumes slightly more than one million square feet of new light/marine industrial and warehouse uses and reuse of approximately 1.1 million square feet of existing industrial space. No residential uses would be constructed on the site. For the purposes of this analysis, it is assumed that approximately 50 percent of the total industrial development would occur by 2016, with full buildout by 2026. In addition, impacts to public streets are analyzed under the full buildout conditions in 2026.

Impacts on public services under the No Action Alternative were calculated based on the same methodologies described under Alternative 1 (using the City's Economic Model for fire and emergency services, police services, and maintenance for streets). Impacts under the No Action Alternative would be similar in nature, but considerably less than those described under the other redevelopment alternatives due to the type (industrial) and amount of employment-generating uses, lack of residential population, fewer amenities (i.e. parks) and less infrastructure (i.e. streets) provided onsite. Redevelopment under the No Action Alternative would follow applicable codes (including the International Building Code and International Fire Code) to minimize impacts on fire service. Similar to the other Redevelopment Alternatives, long-term capital and operating needs for City services (fire, police, and streets) would be addressed on a broad basis through incremental capital facilities planning by the City over the full 20-year build-out period. New development and associated tax revenues would help offset increases in demand for services from redevelopment under the No Action Alternative.

Similar to the other Redevelopment Alternatives, visitors to the site associated with the marina could add some level of increased demand for fire and emergency services and police services; however, this added level of demand would not be expected to increase staffing levels over those described below.

## Construction

Construction impacts to public services (fire and emergency services, and police services) under the No Action Alternative would be similar in nature, but less than those described under Alternative 1 due to the significantly lower redevelopment levels assumed under the No Action Alternative. Since there would be no new onsite parks/trails assumed, no impacts on park facilities would result during construction. All construction-related increases in demand, while temporary in nature, would occur over an extended period of time given the phased construction of the site, and would cease once full build-out occurs by 2026.

## 2016

### *Fire and Emergency Services*

Operation of the industrial uses assumed for the No Action Alternative would result in added demand for fire and emergency services. According to the City's Economic Model, by 2016

industrial use under the No Action Alternative is anticipated to generate an additional 28 fire and emergency service incidents annually, including: 6 fire and other incidents, 14 Advanced Life Support (ALS) incidents, and 8 Basic Life Support (BLS) incidents, a substantially lower demand as compared to the Redevelopment Alternatives. By 2016, increased demands for fire service generated by the No Action Alternative would not require any additional Fire Department staff or vehicles due to the excess engine company and medic unit capacity that the Department currently envisions for this particular area of the City. **Table 3.13-22** summarizes the impacts for fire and emergency services by 2016 under this alternative.

**Table 3.13-22  
NO ACTION ALTERNATIVE – 2016 FIRE SERVICE IMPACTS**

<b>Estimated Annual Demands for Fire Department Services</b>	<b>2016</b>
Total Fire and Other Incidents	6
ALS Incidents	14
BLS Incidents	8
Total Engine Unit Workload	28
Total Medic Unit Workload	14

*Source: City of Bellingham New Whatcom Economic Model, 2007*

*Police Services*

Operation of the industrial uses assumed under the No Action Alternative would result in added demand for police services. According to the City’s Economic Model, it is projected that an additional 287 calls for service annually would be generated by the No Action Alternative by 2016. Of these calls for service, 8 investigation cases and 287 records would be generated. **Table 3.13-23** shows the anticipated impacts to police services by 2016 under this alternative.

**Table 3.13-23  
NO ACTION ALTERNATIVE – 2016 POLICE SERVICE IMPACTS**

<b>Estimated Annual Demands for Police Department Services</b>	<b>2016</b>
Calls for Service	287
Investigation Cases	8
Records	287
<b>Staff and Vehicle Needs</b>	
Additional Patrol Units and Officers	1
Additional Detectives	0.05
Additional Records Clerks	0.06
Additional Patrol Vehicles	1

*Source: City of Bellingham New Whatcom Economic Model, 2007*

According to the City’s Economic Model, It is projected that the City of Bellingham Police Department would need to add one additional patrol unit (one officer and one vehicle per unit), 0.05 FTE detective and 0.06 FTE records clerk to serve the additional workload by 2016 under the No Action Alternative.



## *Schools*

Under the No Action Alternative, no residential units would be developed on the New Whatcom site and as such, no impacts to the Bellingham School District would occur.

## *Parks and Recreation*

It is assumed that redevelopment under the No Action Alternative would not provide any new public parks, trails or habitat restoration areas on the New Whatcom site. Development of a marina (Marina Concept B) in Area 11 would be coordinated with the remediation of the Whatcom Waterway (ASB) under the Model Toxic Control Act (MTCA). The number of moorage slips and configuration of the marina would differ from that proposed under the Redevelopment Alternatives (600 moorage slips compared with 460 under the other Redevelopment Alternatives). Public access would be provided along the land side of the marina; however, public access along the perimeter of the marina (park areas or trails) would not be provided. Demand for parks and other recreation facilities from industrial employees on the site would need to be met by the existing facilities located in the vicinity of the New Whatcom site and surrounding community.

### *Increased Demand on Existing Park Facilities*

Increases in new onsite industrial employees would result in some increased demands on local and regional park and recreation facilities on an incremental basis by 2016. Increases in employee population on the site would result in additional demand for both passive and active recreational facilities; however, demand increases would be considerably less than under the other Redevelopment Alternatives due to the lower employee population and no new residents on the site (see Section 3.9, **Population, Employment and Housing**, for further details). In addition, due to the physical nature of industrial jobs, employees associated with these uses could be less likely to use parks, trails and recreational facilities at least during normal business hours. No onsite parks or trails would be constructed under the No Action Alternative.

## 2026

### *Fire and Emergency Services*

Operation of the industrial uses assumed under the No Action Alternative would result in increases in demand for fire and emergency services through 2026. According to the City's Economic Model, by 2026 the No Action Alternative is anticipated to generate an additional 74 fire and emergency service incidents annually, including: 16 fire and other incidents, 37 Advanced Life Support (ALS) incidents, and 20 Basic Life Support (BLS) incidents. At full-build out, increased demands for fire service generated by the No Action Alternative would not require any additional Fire Department staff or vehicles due to the excess engine company and medic unit capacity that the Department currently envisions for this particular area of the City. **Table 3.13-24** summarizes the impacts to fire and emergency services by 2026.

**Table 3.13-24  
NO ACTION ALTERNATIVE – 2026 FIRE SERVICE IMPACTS**

<b>Estimated Annual Demands for Fire Department Services</b>	<b>2026</b>
Total Fire and Other Incidents	16
ALS Incidents	37
BLS Incidents	20
Total Engine Unit Workload	74
Total Medic Unit Workload	37

*Source: City of Bellingham New Whatcom Economic Model, 2007*

*Police Services*

Operation of the industrial uses assume under the No Action Alternative would result in additional increases in demand for police services through 2026. According to the City's Economic Model, it is projected that an additional 766 calls for police service annually would be generated by the No Action Alternative at full build-out in 2026. Of these calls for service, 22 investigation cases and 766 new records would be generated. **Table 3.13-25** shows the anticipated total impacts to police services by 2026 under this alternative.

**Table 3.13-25  
NO ACTION ALTERNATIVE – 2026 POLICE SERVICE IMPACTS**

<b>Estimated Annual Demands for Police Department Services</b>	<b>2026</b>
Calls for Service	766
Investigation Cases	22
Records	766
<b>Staff and Vehicle Needs</b>	
Additional Patrol Units and Officers	1
Additional Detectives	0.14
Additional Records Clerks	0.16
Additional Patrol Vehicles	1

*Source: City of Bellingham New Whatcom Economic Model, 2007*

According to the City' Economic Model, it is projected that the City of Bellingham Police Department would need to add a total of one additional patrol unit (one officer and one vehicle per unit), 0.14 FTE detective and 0.16 FTE records clerk to serve the additional workload created at full build-out under the No Action Alternative.

*Schools*

As described above, the No Action Alternative would not include residential uses and as a result, no new students would be generated and no impacts to the Bellingham School District would occur.

## *Parks and Recreation*

As described above, it is assumed that the No Action Alternative would not include any new public parks, trails or habitat restoration areas on the site. Development of a new marina is proposed to occur in Area 11. Increased demand for active and passive park and recreation facilities would continue to occur as employment population increases through full build-out by 2026; however, this increased demand would be significantly less than under the Redevelopment Alternatives due to type and amount of employment population and lack of residential population. Demand for parks and other recreation facilities from industrial employees on the site would need to be met by existing facilities in the vicinity of the New Whatcom site and surrounding community.

## *Streets*

By 2026 under the No Action Alternative, street upgrades would be made to the following streets: Hilton Avenue, Maple Street, F Street, C Street, and Chestnut Street. A total of approximately 6 acres of public streets would be developed under the No Action Alternative by 2026 (as compared to 30 acres of streets under Alternative 1 by build-out).

According to the City's Economic Model, it is projected that the City would need to add an additional 0.21 FTE employee in their Public Works Department to provide operations and maintenance service to the new public streets under the No Action Alternative at build-out.

## Indirect/Cumulative Impacts

Planned development in the site area (i.e. Bellingham Shipping Terminal improvements, improvements to the I&J and Whatcom Waterways, Bellwether on the Bay Phase II, 1010 Morse Square and Bayview Towers; see **Chapter 2** for more information on these planned projects), in conjunction with New Whatcom redevelopment, would add new population and employment growth in the City of Bellingham and additional associated increases in demands for public services. These demands would be planned for through ongoing capital facilities planning by the City of Bellingham and Bellingham School District. In addition, tax revenues and impact fees would help offset public service demands, as described above under the New Whatcom Redevelopment Alternatives.

In addition to the above projects, the City has commenced preliminary planning and design for a new over-water trail connection between Boulevard Park and the New Whatcom site (Redevelopment Area 10). This trail would provide additional pedestrian connections between the New Whatcom site and areas to the south and west, while completing the trail link between downtown, the New Whatcom site and Boulevard Park and other neighborhoods to the west. The City is also planning a "high-speed" bicycle trail near the base of the bluff that would connect to the north and south. These trails, together with the trails assumed as part of New Whatcom redevelopment, would help to complete the City's trail system in downtown Bellingham and along the Bellingham Bay waterfront.

### 3.13.3 Mitigation Measures

- Increases in population and employment over the 20-year buildout of the New Whatcom site would be incremental and would be accompanied by increases in demand for public

services including fire, police, schools, parks and street maintenance under all of the EIS Alternatives. A portion of the tax revenues generated from redevelopment of the site - including construction sales tax, retail sales tax, business and occupation tax, property tax, utilities tax, and other fees, licenses and permits – would accrue to the City of Bellingham and the Bellingham School District to help offset demands for public services.

- The City of Bellingham has adopted impact fee requirements for new residential developments within the City, in order to mitigate potential impacts on Bellingham School District schools facilities from such developments. Payment of impact fees by future residential projects on the site related to schools would provide additional revenue to help offset redevelopment-related impacts. Further, it is anticipated that increases in employment and population over the full buildout period, along with general growth in the City, would be planned for through the School District's capital facilities planning process to ensure that significant impacts on the School District would not occur.
- Potential increases in demand for parks and recreational facilities would be mitigated, in part, through the provision of a range of onsite public park and trail facilities under Alternatives 1-3. These onsite parks and facilities (described earlier under each alternative) would include a mix of parks, trails, gathering places, view opportunities, public shoreline access, and marina uses. Other types of recreational facilities would likely be provided as part of the multifamily residential uses and other redevelopment assumed under Alternatives 1-3. It is anticipated through this provision of onsite recreational opportunities and the availability of a variety of public park and recreational facilities in the nearby vicinity, significant impacts to park and recreational facilities would be adequately mitigated.
- The City of Bellingham also has adopted impact fee requirements for new residential developments in order to mitigate potential impacts to City of Bellingham park facilities. Potential payment of park impact fees by future residential projects could provide additional revenue to offset redevelopment-related demands. Any provisions for park impacts fees related to future redevelopment would be determined as part of the Development Agreement between the Port and the City.

The following additional mitigation measures would be implemented under the Redevelopment Alternatives:

- All new buildings would be constructed in compliance with the 2006 International Building Code and International Fire Code (and future code revisions), as adopted by the City of Bellingham.
- Adequate fire flow would be provided for all new redevelopment in accordance with City of Bellingham code requirements.
- If Western Washington University locates facilities on the site in the future, Western Washington University campus police would likely provide additional security services in conjunction with such facilities.
- Design standards for New Whatcom redevelopment could include features to reduce potential criminal activity, such as: orienting buildings toward sidewalks, streets and/or

public spaces; providing convenient pedestrian connections between buildings; and, providing adequate lighting and visibility onsite.

- As part of the Master Development Plan process and through future park planning and design, the City of Bellingham and the Port would evaluate and determine the specific features of the onsite park and trail system, including the specific amount, design, configuration and amenities to be included. The City and Port would seek to provide a range of active and passive recreational experiences. This ongoing park planning process would include opportunities for public input.
- Appropriate measures related to temporary construction impacts (including dust, emissions and noise) would be implemented during the redevelopment of the site to preclude significant impacts on new and existing parks and trails in the site area (see Section 3.2, **Air Quality** and Section 3.6, **Noise**, for further details on construction mitigation).

#### 3.13.4 Significant Unavoidable Adverse Impacts

With implementation of the mitigation measures listed above, no significant adverse impacts to public services or parks and recreational facilities would be anticipated to result from redevelopment under the EIS Alternatives.