



CITY OF
TUMWATER

**PUBLIC WORKS COMMITTEE
MEETING AGENDA**

**Online via Zoom and In Person at
Tumwater City Hall, Council Conference
Room, 555 Israel Rd. SW, Tumwater, WA
98501**

**Thursday, March 06, 2025
8:00 AM**

1. Call to Order
2. Roll Call
3. Approval of Minutes: Public Works Committee, February 6, 2025
4. First Amendment to the Service Provider Agreement with Fehr & Peers for the Transportation Plan of the 2025 Comprehensive Plan Periodic Update (Community Development Department)
5. Additional Items
6. Adjourn

Meeting Information

All committee members will be attending remotely. The public are welcome to attend in person, by telephone or online via Zoom.

Watch Online

<https://us02web.zoom.us/j/82877518143?pwd=JOuxDTqvakHnH7Ak2P0VaLaDvw2D4s.1>

Listen by Telephone

Call (253) 215-8782, listen for the prompts and enter the Webinar ID 828 7751 8143 and Passcode 503889.

Public Comment

The public may submit comments by sending an email to council@ci.tumwater.wa.us, no later than 5:00 p.m. the day before the meeting. Comments are submitted directly to the Committee members and will not be read individually into the record of the meeting.

Post Meeting

Video of this meeting will be recorded and posted on our City Meeting page: <https://tumwater-wa.municodemeetings.com>.

Accommodations

The City of Tumwater takes pride in ensuring that people with disabilities are able to take part in, and benefit from, the range of public programs, services, and activities offered by the City. To request an accommodation or alternate format of communication, please contact the City's ADA Coordinator

directly, call (360) 754-4129 or email ADACoordinator@ci.tumwater.wa.us. For vision or hearing impaired services, please contact the Washington State Relay Services at 7-1-1 or 1-(800)-833-6384.

**TUMWATER PUBLIC WORKS COMMITTEE
MINUTES OF VIRTUAL MEETING
FEBRUARY 6, 2025 Page 1**

CONVENE: 8:01 a.m.

PRESENT: Chair Eileen Swarthout and Councilmember Angela Jefferson.

Excused: Councilmember Michael Althausen.

Staff: City Administrator Lisa Parks, City Attorney Karen Kirkpatrick, Finance Director Troy Niemeyer, Transportation and Engineering Department Director Brandon Hicks, Water Resources and Sustainability Department Director Dan Smith, Engineering Services Manager Bill Lindauer, WRS Program Manager Patrick Soderberg, Community Engagement Specialist Marnie McGrath, and Administrative Assistant Bonnie Hale.

Others: Isalah Barnes, Carollo Engineers.

**APPROVAL OF
MINUTES: PUBLIC
WORKS
COMMITTEE,
JANUARY 9, 2025:**

MOTION: Councilmember Jefferson moved, seconded by Chair Swarthout, to approve the minutes of January 9, 2025 as presented. A voice vote approved the motion unanimously.

**COST OF SERVICE
UTILITY RATE
MODEL REPORT:** Manager Soderberg reported the briefing on the Cost of Service Utility Rate Model Report is a project completed over the last year with the assistance of Carollo Engineers. The model enables staff to evaluate current cost of service and future cost projections using different rate scenarios for different customers and for different types of usage. He introduced Isalah Barnes with Carollo Engineers to review the project.

Ms. Barnes reviewed the project objectives for the rate study, assumptions, revenue requirements, affordability of rates previously approved, impact fees, and the future of utilities.

Project objectives included revenue requirement analysis to assess the sufficiency of current utility rates to ensure coverage of operating expenses, capital expenses, and any planned improvements. The study examined affordability by considering different factors such as median household income and other benchmarks in the water industry to assess affordability. Impact fees were calculated by reviewing existing impact fees and planned improvements to determine whether current impact fees would be sufficient. The modeling tool will be provided to the City for future utility scenario planning.

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The rate study relied on American Water Works Association's (AWWA) manual on ratemaking as the primary source document for ratemaking. The analysis is consistent with the methodologies published in the manual. Carollo Engineers is a member of AWWA's Rates and Charges Committee.

The study incorporated budget documents, pertinent financial information, financial policies, and Capital Facilities Plans (CFP) for each utility. The information was entered into the model for analysis and production of different financial projections.

The financial plan assumptions analysis considered revenue requirements and assurance that the operating reserve or cash on hand was at least 20% of operating and maintenance (O&M) expenses and any annual debt service. An annual growth rate of 1% was included as well as escalation rates of 3.5% for O&M and 3.5% for the CFP. Modeling forecasted future debt needs at a rate of one year of debt payments. Additionally, a debt service coverage requirement was included of 1.25% based on a required calculation of annual revenue subtracted by operating expenses equaling at least 1.2 times the amount of the annual debt payment. The debt service coverage requirement does not consider the beginning fund balance of the utility. The requirement essentially considers annual revenue compared to expenses.

Capital projects entered into the model represent the total capital spending for 11 years from 2024 through 2035. Ms. Barnes identified some of the larger planned capital projects for a total program of approximately \$80 million over the 11-year period.

Scenarios accounted for utility rate increases approved for 2025 and 2026. Beginning in 2027, scenarios accounted for required rate increases if the capital plan is completed as forecasted. One scenario reflects a 31.2% increase in the utility rate followed by 5% increases to align with inflationary increases.

Councilmember Jefferson questioned the need for such a substantial increase in 2027. Ms. Barnes advised that in 2027, the CFP projects \$10 million in projects. Although operating expenses in 2025, 2026, 2027 exceed revenue, ending fund balance exists that could be used to mitigate increases. That scenario continues for the next three years; however, in the fourth year, cash on hand is insufficient and requires a larger utility increase. The model reflects that in some future years, revenue exceeds operating expenses providing an opportunity to increase cash reserve to cover differences in revenue and operating expenses in future years. Some assumptions are included for debt issues beginning in 2028, which also requires a debt payment.

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Director Smith noted the models fluctuate based on input. When the project was initiated with Carollo Engineers, the budget was in a different format and throughout the input of initial assumptions the budget format was revised. The consultant team has been responsive to those changes. One of the initial outcomes of the modeling suggested that one annual rate increase could be substantial. Because the modeling process is fluid, it is important to acknowledge that the tool provides information to enable decision-making. In 2026, a proposed rate increase will likely need to be considered while also considering how numbers within the analysis will change based on actual conditions in terms of projects. The modeling provides different scenarios of decisions that might or might not occur, as well as timing for acquiring debt. The tool enables informed decisions as projects are considered, when new customers are added, when revenue increase from growth, and the affects of inflation, etc. The tool accounts for changing situations as reflected by some changes since the study was initiated.

Ms. Barnes described what the bars reflect on the 10-year financial plan graph and on the funds/reserve balances graph from years 2025 through 2024.

Modeling analysis considered affordability in terms of the 2025 utility rates using different metrics. The analysis computed the percentage amount of a utility bill for median household incomes as the threshold. The analysis also considered the household burden indicator by household income, as well as living wage for the Olympia, Lacey, and Tumwater area. The analysis included the Asset Limited, Income Constrained, Employed (ALICE) measurement for Thurston County of \$74,000 to quantify costs of a basic household budget in the county and the percentage of a utility bill. The federal poverty level for a four-person household was used to compare the utility bill. The City of Tumwater provides an incentive for low-income senior and the disabled for payment assistance. The analysis also considered “hours” at a minimum wage calculation of \$16.66 to compute the number of hours of work required to pay a utility bill.

Different scenarios included only a water bill and a combined water, sewer, and stormwater bill. Based on the ALICE standard for water only, the bill reflected .7% or less than 1%. For water, sewer, and stormwater, the bill reflected 2%. Both figures are considered affordable under the ALICE methodology. Under the median household income, both bills were considered affordable. Under the living wage metric averaging \$2,900 to \$5,800 a month, water-only bills remained affordable while combined bills of water, sewer, and stormwater reflected a strain dependent upon the income level. At the federal poverty level, the water-only bill was 1.5% and 4.8% for the combined utility bill. For lower income households, the total utility bill begins to create burdens. The analysis for the hours of minimum wage scenario reflected that an individual would need

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to work 2.4 hours to pay the water-only bill and 7.7 hours to pay the combined utility bill. Overall, the City's utility bill is affordable with the caveat that it is important to consider households at the federal poverty level experiencing more strain.

Chair Swarthout asked about the availability of data identifying the number of households in Tumwater at the federal poverty level. Director Smith responded that staff and the Finance Department would work together to determine ways to lessen the burden for those households. The analysis provides information to enable the City to begin identifying those in the community that might need assistance to assist staff in tailoring the program to reduce financial burdens to those households.

Ms. Barnes reviewed the analysis for water impact fees. A water impact fee is a one-time charge imposed on new or upsized meter connections to compensate for the cost of providing capacity in the system. An impact fee is assessed as a per unit of capacity. For Tumwater, the unit/rate is based on an ERU (Equivalent Residential Unit). Three impact fee methodologies are typically applied. The AWWA is scheduled to release a new manual on water impact fees with three basic methodologies of (1) system buy-in (for systems or areas that are near build-out with limited growth but can be accommodated by existing capacity in the system), (2) incremental approach (for utilities experiencing much growth and expansion with limited capacity in the existing system), and (3) a hybrid approach combining the first two methodologies. The study analysis included an incremental cost approach by considering future projects that will add capacity to the system or developed to serve growth. The calculation reflects approximately \$57 million for future system improvements. The projects include water rights acquisition and the brewery wellfield. The analysis considered the amount of capacity the projects would add. Added capacity is approximately 10,000 ERUs. To calculate the impact fee, the formula equates to the cost divided by the unit of capacity to compute a unit fee that can be charged per unit to new development. The calculated impact fee is \$5,749 compared to the existing impact fee of \$5,511 (recently updated). The existing fee is appropriate and close to the calculation.

Director Smith shared information on recent efforts by staff to adjust water impact fees.

Moving forward, utility goals include enhancing the Lifeline Program to include more customers, funding the CFP through impact fees and increased rate revenue for capital projects, adjusting the rate structure, annually update the analysis and financial plan, and evaluate water impact fees every three to five years.

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Councilmember Jefferson asked whether the analysis was included within the City's Comprehensive Plan. Director Smith advised that the Water System Plan includes analyses updated every 10 years. The next update of the Water System Comprehensive Plan is scheduled in 2028 for adoption before 2031. The financial model will help inform the update. However, the financial model is not included in the City's Comprehensive Plan other than the Comprehensive Plan integrates the utility comprehensive plan.

Ms. Barnes reported that data reflects the City is on track with the caveat of future capital needs. Dependent upon timing, the projects may necessitate an increase in rates.

Councilmember Jefferson recommended providing an additional slide reflecting that conclusion.

Director Smith advised that the briefing reflects completion of the project and a summary of the analysis. The results of the project will be reflected in future iterations of rate increase conversations and during updates of the CFP with the committee and the Council.

Discussion followed on the City's annual increase in City rates and the importance of understanding increases are often scheduled based on the CFP. Members and staff acknowledged affordability issues and benefits the new tool will provide for the City to forecast future rate structures to accommodate growth without increasing rates so high that would affect residents.

Committee members and staff discussed the percentage of the City's population with incomes at or below the federal poverty rate. Ms. Barnes said the analysis considered census data that reflected 7.8% of individuals in Tumwater have an income level at or below the federal poverty level.

City Administrator Parks added that the City has access to all census data in addition to data from the Thurston Planning Council. Staff is currently working with census data to help identify areas of the community that might be lower income from an equity lens perspective. The challenges are households versus ratepayers who rent. Many landlords include water, sewer, and garbage services within the rent. Additionally, staff has been reviewing options to identify people who could benefit from the Lifeline Program.

**UTILITY
ASSISTANCE
PROGRAM UPDATE:**

Director Niemeyer reported the City's Lifeline Program offers a 50% discount on utility bills for low-income seniors and disabled residents. During budget discussions, the direction to staff was to explore options for increasing participation, as the program has been under-utilized. Staff identified 110 individuals participating in the program at that time; however, the actual

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number of participants is 190. With more research and analysis, staff was able to obtain data from Thurston County to identify other individuals who might be eligible to participate in the program through the county's property tax discount program. Criteria for the tax reduction are the same the City's uses for the Lifeline Program. Individuals participating in the county's tax program have been verified in terms of criteria and could be automatically added to the City's program with an annual review of income eligibility. Staff identified 294 individuals who might qualify to participate in the program. However, with an average utility bill of \$143, cost of the program would be \$252,000 annually. If all qualified individuals participated in the program, the loss in revenue would be substantial and would need to be recouped through rates. The addition of 294 customers equates to approximately an 80% increase in participants.

Director Niemeyer said staff could notify the individuals that have been identified to provide an opportunity to apply for the program. He emphasized that \$252,000 would need to be recouped in utility rates. Staff developed a letter to mail to each household informing them about the program with instructions for applying. He noted that the new utility model will enable staff to factor the addition of participants to identify any adjustments to utility rates to bridge the revenue gap.

Councilmember Jefferson inquired about the timing of receiving an update on the number of individuals signing up for the program. Director Niemeyer responded that staff can move forward immediately with an update to the committee scheduled in several months dependent upon the response rate.

City Administrator Parks added that the committee will continue to receive regular updates on the Lifeline Program, as the initial work by staff only identified people who own property and pay property tax in Thurston County, which may have limited the pool of eligible individuals. Staff plans to explore ways to identify other eligible candidates, such as mobile home parks as the land is owned by an entity with each mobile home owner a potential candidate who might qualify for the program. The work completed at this point is only a step in the process of identifying eligible participants. The new Carollo tool assists in analyzing different data points and scenarios to inform decisions to accomplish competing priorities and goals.

Chair Swarthout pointed out that the City's program for utility bill processing costs \$250,000 in credit card fees affording an opportunity to educate the public on ways to assist the City in reducing costs. Changing a direct billing from a credit card to a checking account would eliminate credit card fees saving the City thousands of dollars that could be used to help other residents.

City Administrator Parks said messaging to the community would continue as

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staff evaluates whether the City passes credit card fees to customers who use credit card for payments. She noted that it is likely the City will pass through credit card fees for all payments made by a credit card.

Councilmember Jefferson commented on the federal government's recent action to demonize DEI (Diversity, Equity, & Inclusion) and thanked Director Niemeyer and the team for ensuring the process considers equity and inclusion for those people with limited incomes.

ADJOURNMENT: With there being no further business, Chair Swarthout adjourned the meeting at 9:10 a.m.

Prepared by Valerie L. Gow, Recording Secretary/President
Puget Sound Meeting Services, psmsoly@earthlink.net

TO: Public Works Committee
 FROM: Brad Medrud, Deputy Community Development Director
 DATE: March 6, 2025
 SUBJECT: First Amendment to the Service Provider Agreement with Fehr & Peers for the Transportation Plan of the 2025 Comprehensive Plan Periodic Update

1) Recommended Action:

Place the First Amendment to the Service Provider Agreement with Fehr & Peers for the Transportation Plan of the 2025 Comprehensive Plan Periodic Update on the March 18, 2025, City Council consent calendar with a recommendation to approve and authorize the Mayor to sign.

2) Background:

On a ten-year cycle, the City is required to conduct a Growth Management Act periodic update of its Comprehensive Plan and related development regulations. For the current cycle, the City is required to complete work on the periodic update by December 31, 2025.

The original April 25, 2024, Service Provider Agreement allowed the City to start work on the update of the City’s Transportation Plan as required by State law. The original total cost of the Service Provider Agreement is \$304,925.

The amendment will extend the term of the Service Provider Agreement, amend the scope of services to allow work the state required bike and pedestrian plan, and increase the project budget by \$50,000 to do so.

3) Policy Support:

Comprehensive Plan Goal LU-1: Ensure the Land Use Element is implementable and coordinated with all applicable City plans and the plans of other jurisdictions in the Thurston region.

Comprehensive Plan Policy LU-1.1: Ensure the Land Use Element is consistent with adopted County-Wide Planning Policies and integrate transportation considerations into land use decisions, and vice versa.

4) Alternatives:

None.

5) Fiscal Notes:

\$100,000 from the State Department of Commerce Periodic Update grant and \$100,000 from the State Department of Commerce Climate grant will support this work as part of the 2025 Comprehensive Plan periodic update. The remainder of the funding (\$154,925) for the project will come from general funds. The additional \$50,000 will be from general funds.

6) Attachments:

- A. First Amendment to the Service Provider Agreement with Fehr & Peers for the Transportation Plan of the 2025 Comprehensive Plan Periodic Update

**FIRST AMENDMENT
TO
SERVICE PROVIDER AGREEMENT
FOR
TRANSPORTATION MASTER PLAN AND TRANSPORTATION IMPACT
FEE PROGRAM UPDATES**

This First Amendment ("Amendment") is dated effective this _____ day of _____, 2025, and is entered into by and between the CITY OF TUMWATER, a Washington municipal corporation ("CITY"), and, Fehr & Peers, a California corporation registered to do business in the State of Washington, hereinafter referred to as the ("SERVICE PROVIDER").

A. The CITY and the SERVICE PROVIDER entered into a Service Provider Agreement dated effective April 25, 2024, whereby the SERVICE PROVIDER agreed to provide Transportation Master Plan and Transportation Impact Fee program updates ("Agreement").

B. Section 14 of the Agreement provided that the Agreement may only be amended by written agreement signed by the parties.

C. The CITY and the SERVICE PROVIDER desire to amend the Agreement to continue the services described in Section 1 of the Agreement by amending the scope of services, extending the term of the Agreement, and increasing the compensation paid to the SERVICE PROVIDER.

NOW, THEREFORE, the parties agree to the following terms and conditions:

1. SCOPE OF SERVICES.

Section 1 of the Agreement is amended as more particularly described and detailed in Exhibit "A-1" Scope of Services, attached hereto and incorporated herein to amend the scope of services.

2. TERM.

Section 2 of the Agreement shall be amended to extend the term of the Agreement until June 30, 2026.

3. COMPENSATION.

In consideration of the SERVICE PROVIDER providing the additional services described in Exhibit "A-1", Section 4.C. shall be amended to increase the

compensation paid to the SERVICE PROVIDER by an additional amount of FIFTY THOUSAND DOLLARS (\$50,000) as reflected in Exhibit B-1. The total amount payable to the SERVICE PROVIDER pursuant to the original Agreement and this First Amendment shall be an amount not to exceed THREE HUNDRED FIFTY-FOUR THOUSAND NINE HUNDRED AND TWENTY-FIVE DOLLARS (\$354,925).

4. FULL FORCE AND EFFECT.

All other terms and conditions of the Agreement not modified by this Amendment shall remain in full force and effect.

DATED the effective date set forth above.

CITY:
CITY OF TUMWATER
555 Israel Road SW
Tumwater, WA 98501

SERVICE PROVIDER:
FEHR & PEERS
950 Pacific Ave, Suite 1220
Tacoma, WA 98402
UBI No.
Phone No. (253-343-0165

Debbie Sullivan
Mayor

Signature (Notarized – see below)
Printed Name: Daniel Grayuski
Title: Principal

ATTEST:

Melody Valiant, City Clerk

APPROVED AS TO FORM:

Karen Kirkpatrick, City Attorney

STATE OF WASHINGTON

COUNTY OF THURSTON

I certify that I know or have satisfactory evidence that _____ (name) is the person who appeared before me, and said person acknowledged that (he/she) signed this instrument, on oath stated that (he/she) was authorized to execute the instrument and acknowledged it as the _____(title) of _____(company) to be the free and voluntary act of such party for the uses and purposes mentioned in the instrument.

Dated: _____

Notary Public in and for the State of Washington.

My appointment expires: _____

Exhibit “A-1” Scope of Services

April 25, 2024, Service Provider Agreement Scope of Services, as amended below.

Scope of Work

During the term of this agreement, Fehr & Peers (CONSULTANT) and team will perform professional services in connection with the update of the Transportation Master Plan (TMP) and Transportation Impact Fee (TIF) program as described in the following scope of work. This agreement will commence with the issuance of a Notice to Proceed by the City of Tumwater (CITY).

Project Overview

The updated Tumwater TMP will provide a framework to guide transportation investments over the next 20 years in accordance with the community’s transportation priorities. It will be developed through close collaboration between CITY staff, stakeholders and the public at-large, and the Planning Commission and City Council to help improve mobility and quality of life. The purpose of this scope is to outline the CONSULTANT team’s tasks and deliverables in the TMP process.

In addition to the TMP update, the CONSULTANT will work with CITY staff to update the TIF, incorporating project lists updated and reviewed as part of the TMP and ensuring that recent legislative changes are incorporated in the program design.

No Environmental Impact Statement or environmental checklist is included in this scope of work, although much of the information developed as part of this scope of work may be utilized by CITY staff if environmental documentation is required.

The project team will be led by the CITY project manager and will include the CONSULTANT team project manager, CONSULTANT team members, and other CITY staff.

The CONSULTANT will perform the following tasks:

Task 1 – Project Management

1.1 Kickoff Meeting (April 2024)

The CONSULTANT will attend an in-person project kickoff meeting to review project scope, schedule, budget, and deliverables to ensure expectations are clear. That meeting will discuss the relationship between the TMP and the TIF update, as well as the timing of touches with the community, Planning Commission and City Council throughout the project.

Deliverables:

- Meeting agenda
- Meeting summary with actions

1.2 Biweekly Check-in Calls and Invoicing (April 2024-~~November 2025~~June 2026)

The CONSULTANT will attend up to 30 half-hour biweekly check-in calls with the CITY's project manager. The bi-weekly check in calls are expected to occur between April 2024 and November 2025, and will likely be less frequent at certain phases of the project, such as during the comprehensive plan adoption process in the latter half of 2025. In advance of biweekly check-in calls, the CONSULTANT will prepare an agenda and follow up on the meeting with notes summarizing action items.

The CONSULTANT will also provide monthly invoices and progress reports documenting the status of both scope progress and budget expenditure.

Deliverables:

- Biweekly check-in calls, agendas, and meeting notes
- Monthly invoices and progress reports

Task 2 – Laying the Groundwork

Over the years, the CITY has undertaken many efforts related to transportation planning. These efforts have resulted in the identification of a variety of values, goals, and policies for transportation. The purpose of this task is to identify a single, unified set of transportation priorities that advance the CITY's overall vision for transportation, which will guide overall development of the TMP's vision and goals. It is assumed that these priorities will set the framework for any future updates to the CITY's transportation policies, including level of service and administrative policies.

While the set of priorities do not have to be final, the end goal of this task is to be able to succinctly state four to six priorities for the CITY to remain laser-focused on in developing its TMP.

2.1 Priorities Workshop (May 2024)

The CONSULTANT team will lead a two-hour in-person workshop with CITY staff to identify 4-6 priorities for the TMP. The CONSULTANT will strategize with CITY staff on best framing for the conversation to ensure a productive workshop.

The CONSULTANT will produce a summary of the workshop for the project record, identifying apparent transportation priorities to help guide the balance of the project. The CITY will review the summary and provide one round of comments, which the CONSULTANT will use to update the final workshop summary.

Assumptions:

- CITY staff will select and invite participants
- Meeting will be held in person

Deliverables:

- Workshop materials including the meeting agenda and PowerPoint slides
- Draft and final meeting summary, which summarizes the transportation priorities

Task 3 – Public and Stakeholder Outreach Support

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Transportation Master Plan and Transportation Impact Fee Program Updates

Building champions for the TMP is incredibly important. Community engagement is a key component of the overall process.

This engagement effort will be performed in close coordination with outreach for the Comprehensive Plan Update. The CITY will lead public outreach efforts for the TMP and TIF update, with the CONSULTANT providing supporting materials and attending up to two in person outreach events.

3.1 Public Outreach (May 2024-July 2025)

The CONSULTANT will develop communication material and assist CITY staff via attendance and participation at one in-person outreach event to inform community members and stakeholders and gather their feedback.

Assumptions:

- CONSULTANT will provide digital materials for up to four public outreach activities. These materials could include project flyers, fact sheets, poster sized maps and other collateral, and website text.
- The CONSULTANT has reserved up to 45 hours for the preparation of these materials (shown as 3.1.1 in the fee table).
- CITY will print any materials needed for in-person engagement and will host all online content.
- CONSULTANT will prepare for and participate in one in-person outreach event (up to two hours per event), as identified by CITY staff.

Deliverables:

- Materials for outreach activities
- Attendance at up to one in-person event

3.2 City Council and Planning Commission Meetings (~~August-June 2024-December 2025~~ June 2026)

The CONSULTANT is available to support CITY Staff at up to five meetings to either the City Council or Planning Commission over the course of this project. These meetings may include either the CONSULTANT providing a formal presentation or participating in a discussion. The hours associated with this task include preparation of meeting materials as well as virtual participation in meetings.

Additionally, the CONSULTANT will prepare for and attend one joint Planning Commission-City Council Transportation Tour, no longer than four hours.

Deliverables:

- CONSULTANT attendance at up to five City Council or Planning Commission meetings (virtual)
- Meeting presentation materials
- Attendance at transportation tour

Task 4 – Technical Foundation

This task covers many of the technical tasks needed to complete the TMP, including the compilation and interpretation of data and travel forecasting based on TRPC's travel model.

4.1 Data Collection (April-May 2024)

The CONSULTANT will coordinate with CITY staff on data availability, leveraging CITY technical resources wherever possible. This task includes time for reviewing the CITY's GIS database, collaborating with CITY staff on additional data needs/gaps, and if needed, purchase of count data or "big data" to support technical analysis.

Assumptions:

- Close coordination with CITY staff
- The CITY will provide historic traffic count data
- The CONSULTANT will facilitate up to \$10,000 worth of data collection (the equivalent of up to 40 PM peak period turning movement counts OR 40 volume only tube counts for roadway segments) if needed to fill data gaps

Deliverables:

- All GIS data files will include metadata that includes file summary, description and date and updates provided to CITY staff
- Traffic count information

4.2 Travel Demand Model & LOS Analysis (April-June 2024)

The CONSULTANT will coordinate with Thurston Regional Planning Council (TRPC) staff on their runs of the regional trip-based travel demand model. The model runs by TRPC will be used to create traffic volume forecasts for up to two alternatives. The CONSULTANT will evaluate intersection level-of-service (LOS) grades as part of this task, and future forecasted LOS as part of Task 6.2. CONSULTANT will not run the TRPC model due to land use data privacy considerations but will need access to model output results as part of this process.

Base Year Model

City of Tumwater land use information and transportation network assumptions from the TRPC model will be coordinated by TRPC and CITY staff. All validation and calibration of the existing year model is assumed to be completed by TRPC staff.

The transportation network will be evaluated for a 2024 existing scenario using segment level volumes (likely based on the TRPC existing year model) and intersection LOS (likely based on actual turning movement counts). A Synchro network will be developed to provide average intersection delay and LOS using the Highway Capacity Manual (HCM) methodology for up to 40 intersections and volume/capacity (V/C) ratios for up to 10 roadway segments.

Assumptions:

- TRPC will complete all model runs

- The CITY will provide TRPC with any necessary updates to the land use estimates for the base year
- Up to 40 intersections will be evaluated in Synchro for existing conditions and up to 10 roadway segments will be evaluated based on V/C ratios

Deliverables:

- LOS tables/maps for up to 40 intersections and 30 roadway segments

4.3 Planning Context and Existing Conditions (May-June 2024)

CONSULTANT will work with CITY staff to determine a set of key transportation issues. Once the key transportation issues are identified, CONSULTANT will use these findings to conduct a needs assessment for the following transportation modes and programs:

- Vehicle Congestion
- Active transportation (biking, walking, rolling, etc.)
- Transit Needs
- Freight and Truck Mobility
- Collision data
- Equity
- Potentially others as identified during completion of Tasks 2 and 3

This assessment will include an evaluation of existing conditions for the items identified above. Specifically for safety, CONSULTANT will summarize collision data and develop heat map figures of collisions that occurred over the most recently available five-year span, contributing circumstances, vehicle actions, and/or severity.

The CONSULTANT will develop a brief memorandum documenting the planning context and existing conditions analysis and findings.

Assumptions:

- CITY will provide CONSULTANT with available technical data (such as roadway, bike facility, [speed studies](#), and sidewalk GIS inventory data) within two weeks of data request

Deliverables:

- Draft and final memorandum with figures documenting existing conditions for the above topics

Task 5 – Modal Network Development and MMLOS Policies

This task is focused on developing a multimodal level of service (MMLOS) framework for Tumwater. It will identify priority networks for each mode and identify level of service policies for each network, which will be confirmed in later phases of the project once the travel demand forecasting is complete. This task also includes the CONSULTANT providing suggested edits to the policies included in the TMP of the CITY's currently adopted Comprehensive Plan.

5.1 Creation of Layered Network (July-August 2024)

After completing the LOS analysis and planning context/existing conditions under Task 4, the CONSULTANT will develop a series of proposed layered networks for the City of Tumwater that include the following modal priority networks:

- Pedestrian
- Bicycle
- Transit, which will include consideration of planned networks by Intercity Transit
- Freight
- Auto

Deliverables:

- Draft and final priority network maps (pdf, geodatabases including shapefiles and layer files, and .mxd files).
- Draft and final memo describing how these priority networks guide infrastructure recommendations and tie to LOS policies

5.2 Level of Service (June 2024)

CONSULTANT will lead one meeting with CITY staff, in which CONSULTANT will work to develop multimodal LOS standards (for autos/trucks, transit, bikes, and pedestrians) that support Tumwater's goals. These LOS standards will relate to the CITY's updated goals and policies.

Additionally, the CONSULTANT will work with the CITY to develop targets for vehicle miles traveled (VMT) reduction and mode shift away from single occupancy vehicles in order to align with the targets in the Thurston Climate Mitigation Plan.

Deliverables:

- Meeting materials including agenda and meeting summary
- Draft and final memorandum summarizing recommended MMLOS policy

5.3 Bicycle and Pedestrian Plan (February 2025 – June 2025)

CONSULTANT will provide an active transportation component that includes collaborative efforts to identify and designate planned improvements based on Level of Traffic Stress (LTS), route directness, and network completeness. This Plan should be able to stand alone yet also be consistent with and incorporated into the final TMP.

CONSULTANT will identify projects to ensure routes throughout the city with LTS no higher than two (2).

CONSULTANT will report MMLOS standards for non-motorized transportation from Task 5.2 in the Bicycle and Pedestrian Plan.

CONSULTANT will include an evaluation of LTS for pedestrians and bicyclists using the Washington State Department of Transportation's (WSDOT) recommended method.

Deliverables:

- Draft and Final Active Transportation Plan including mode shift targets and priority projects

Task 6 – Project Prioritization, Selection, Costing, Funding Identification, and Policies Update

Following on the understanding of trends and the identification of priorities, the CONSULTANT will identify future projects that advance the CITY's priorities, explore the costs of the projects, how they would be funded, and recommend updates to policies in the CITY's TMP.

6.1 Prioritization Criteria (August 2024)

Building off the technical analysis and community input acquired in Tasks 2 through 5, the CONSULTANT will work with the CITY to develop criteria to prioritize the proposed draft project list (see task 6.3). Then, the CONSULTANT will refine the spreadsheet based on CITY comments for use in project evaluation.

Assumption:

- The TMP shall prioritize projects based on equity, the greatest multimodal safety benefit, and proximity to the City's core, civic facilities, and schools.
- The goal of the TMP is to improve the efficiency of multimodal transportation systems that will reduce greenhouse gas emissions and per capita vehicle miles traveled (VMT).

Deliverables:

- Draft and final memorandum and spreadsheet of summary prioritization metrics.

6.2 Future Year Modeling (August-November 2024)

The future year scenarios for the TMP will be evaluated in this phase. The CITY will provide TRPC with the appropriate land use and transportation network assumptions within the City of Tumwater for TRPC to develop inputs to the travel model. TRPC will also be responsible for updating the model inputs outside of the CITY consistent with the regional assumptions. The travel model will be used to evaluate up to two future year scenarios. The CONSULTANT will use the TRPC model results in the following way:

- Segment level V/C ratios will identify segment-based LOS for up to 10 roadway segments
- The CONSULTANT will create turning movement forecasts for up to 40 intersections and complete Synchro analysis

Deliverables:

- Travel demand forecasts and Synchro files for two future year scenarios
- Draft and final forecasting and future operations memo.

6.3 Project List Development (November-December 2024)

Building on the prior tasks, the CONSULTANT will begin to identify multimodal projects to improve Tumwater's transportation infrastructure. This includes reviewing transportation

projects in adopted CITY plans and programs as well as suggesting capital improvements that fill a gap in the multimodal networks, ~~or~~ address LOS standard deficiencies, and/or reduce vehicle miles traveled. These improvements will address needs identified for all modes in Task 5 and will be prioritized using transportation prioritization criteria established in Task 6.1.

The CONSULTANT will lead one virtual workshop with CITY staff to review the list of transportation projects in adopted plans and programs, projects developed as part of this task, and any outstanding project list needs.

Assumptions:

- CITY staff will provide a list of multimodal transportation projects currently planned for Tumwater and actively participate in project list development meetings

Deliverables:

- Meeting materials including agenda and meeting summary
- Draft and final list and description of projects with initial prioritization ranking (see also financially constrained project list under task 6.4)
- Draft and final map of identified projects

6.4 Project Costing (November-December 2024)

The CONSULTANT will inform the development of a financially constrained project list, by providing planning-level cost information. This includes "order-of-magnitude" per-mile costs for line items including intersection improvements, sidewalks, bicycle facilities, roadway extensions, and complete streets enhancements. These "order of magnitude" costs will not consider context specific considerations, such as right of way or slope.

Assumptions:

- CONSULTANT will provide order-of-magnitude costing for the remaining projects from the project list (up to 16 hours)
- Additional projects to be costed will be considered as additional scope of services

Deliverables:

- One (1) draft and one (1) final PDF copy (and native Excel file) of planning level estimates (summary and backup) with location map of projects

6.5 Funding Assessment (December 2024-January 2025)

To ensure that there are appropriate financial resources available to complete the identified policies, programs, and projects, CITY staff will develop information about Tumwater's funding capacity for transportation capital projects. CITY staff will first complete a capacity analysis to evaluate baseline funding available over the planning period based on:

- Review of historical transportation revenues
- Any current transportation funding projections
- Update long term (20 years) funding projections
- Review of historical transportation revenues, by source

- CONSULTANT will help identify potential funding options for filling any identified funding gaps
- CITY will assess expected future costs using the current policy, programmatic, and project costs and projected future needs from the prior subtasks

The CONSULTANT will compare the CITY led funding capacity to estimated programmatic expenses and the cost of the initial project list, to demonstrate the CITY's ability to fund their desired projects during the planning period. If a funding gap is identified, CONSULTANT will identify potential new sources of revenues that could be considered (including but not limited to updated transportation impact fees, local improvement districts, transportation benefit districts, grant funding, etc.) to develop a funding strategy to balance identified needs with resources. Both a draft and final funding section will be prepared based on the analysis. In addition, policies related to transportation funding and implementation will be reviewed and modified to be consistent with the funding plan.

Assumptions:

- The work will be conducted primarily by CITY finance staff, with support from

CONSULTANT

Deliverables:

- Draft and final memorandum with funding capacity and needs comparison, as well as potential funding sources (draft, and final)

6.6 Transportation Policies Update ~~and Mode Shift Targets~~ (July-December 2024)

The CONSULTANT will provide recommended updates to the policies contained in the most current version of the TMP. These recommended updates will include suggested edits to current policies, removal of policies, and addition of policies to respond to guidance from the Department of Commerce, TRPC, and align with the priorities identified in Task 2.1 and layered network and level of service policies developed in Tasks 5.1 and 5.2, as well as other potential recommendations developed in Tasks 6.1-6.5.

~~Additionally, the CONSULTANT will work with the CITY to develop targets for vehicle miles traveled (VMT) reduction and mode shift away from single occupancy vehicles in order to align with the targets in the Thurston Climate Mitigation Plan.~~

Deliverables:

- Draft and final memorandum summarizing recommended edits to TMP policies and VMT/mode shift targets
- Matrix of policy changes (additions, deletions, and modifications) provided in track changes document

Task 7 – Document Production

The goal of this task will be to create Tumwater's draft TMP document, which lays out the vision developed through the prior tasks in this scope.

7.1 Administrative Draft Plan (January 2025-February 2025)

Based on findings of Task 1 through 6, the CONSULTANT will compile an updated TMP document. This document will be concise and reader-friendly, while also conveying the necessary information to fulfill the scope items described above.

Assumptions:

- A single consolidated round of comments will be compiled by CITY staff and provided to CONSULTANT
- CONSULTANT will reserve up to 20 hours of staff time to respond to comments

Deliverable:

- Administrative Draft plan (PDF)

7.2 Draft Plan (March 2025)

In response to a single consolidated round of comments from CITY staff, the CONSULTANT will prepare a Draft Plan, to be released to the public and Planning Commission/City Council for review.

Assumptions:

- A single consolidated round of comments will be compiled by CITY staff and provided to CONSULTANT
- CONSULTANT will reserve up to 30 hours of staff time to respond to comments

Deliverable:

- Draft Plan (including tagged/accessible PDF for public review)

7.3 Final Plan (April-May 2025)

In response to a single consolidated round of comments from CITY staff, the CONSULTANT will prepare a Final Plan for adoption.

Deliverables:

- Final Plan (PDF)

Task 8 – Transportation Impact Fees Update

The goal of this task will be to update the CITY's transportation impact fee program.

8.1 Impact Fee Kickoff Meeting (May 2025)

CONSULTANT will initiate the impact fees update by holding a staff workshop that asks the following key questions, which are central to this impact fee update:

- What is working well with the CITY's current impact fee program and what should be changed?
- What types of multimodal projects should impact fees fund?

- Should the program be vehicle-trip based or person-trip based?
- Should the program be based on a single, citywide rate or should it be zone-based?
- What types of land use categories should be included in the fee schedule?
- How do Tumwater's transportation impact fee rates compare to other Washington communities and what is the appetite for raising rates?

Deliverable:

- Notes from the kickoff meeting that document staff responses to the key questions

8.2 Review and Update Transportation Project List (June 2025)

CONSULTANT will review the multimodal transportation project list developed as part of Tumwater's TMP to identify capital projects that could meet impact fee eligibility. CONSULTANT will meet with staff to discuss potential projects for inclusion in the CITY's impact fee program and confirm an initial draft list. Following the meeting, CITY staff will provide CONSULTANT with the most current information available about project costs (although this information should be largely developed in previous tasks) and any identified non-impact fee funding sources for projects.

CONSULTANT will compile this information to develop an initial draft transportation impact fee project list.

Deliverable:

- Draft transportation impact fee project list, with costs and funding availability

8.3 Calculate Existing Deficiencies (June-July 2025)

CONSULTANT will calculate the existing deficiency portion of transportation projects based on adopted level of service policies. This will be based on CONSULTANT's work on the CITY's TMP. No new LOS analysis is assumed as part of this project.

Deliverable:

- Table of existing deficiencies for each project

8.4 Update Growth Estimates (June-July 2025)

CONSULTANT will summarize expected residential and commercial growth within the city consistent with the growth assumptions applied for the TMP future year analysis. We will then convert the land use growth to trips for calculation of the impact fee using the TRPC travel model.

Deliverable:

- Spreadsheet of land use and trip growth

8.5 Determine Share of Trips Attributable to Growth in Tumwater (July 2025)

CONSULTANT will apply the TMP version of the TRPC model to estimate trips occurring on each of the proposed transportation projects, identifying the percentage of trips attributable to city growth.

Deliverable:

- Spreadsheet documenting growth portion in Tumwater

8.6 Calculate Impact Fee Rate and Update Fee Schedule (August 2025)

CONSULTANT will calculate a new 'cost per trip end' that is translated into an impact fee schedule.

We will update the fee schedule to reflect the new 'cost per trip end,' updated land use categories (based on discussion with CITY staff in the kickoff meeting), and the most recent version of the Institute of Transportation Engineers *Trip Generation Manual*. Potential updates include: revised land use categories, setting rates by geographic area, or rate variations based on differences in mode share.

Deliverable:

- Spreadsheet documenting cost per trip end and revised fee schedule

8.7 Prepare Impact Fee Rate Study (October 2025)

CONSULTANT will develop a short report documenting the impact fee rate methodology and results.

Deliverable:

- Report documenting rate program update (for reference in CITY ordinance)

8.8 Meetings/Council Presentation (April 2025-~~November 2025~~June 2026)

CONSULTANT staff will attend up to four conference calls with staff (beyond the kickoff meeting) to discuss results of the analysis. We will also present the results of the updated impact fee study to City Council.

Deliverable:

- Four conference calls
- Presentation and virtual attendance at City Council meeting

Exhibit “A-2” Budget

Exhibit “B” Budget of the April 25, 2024, Service Provider Agreement is amended to include the following task:

5.3 Bicycle and Pedestrian Plan \$50,000

The Total for all Tasks in Exhibit “B” Budget of the April 25, 2024, Service Provider Agreement is amended to reflect the First Amendment budget of \$354,925.