

Attachment A - Scope of Services

Client Name:	City of Lynden	
Project Name:	2025 Transportation Element Update	
Exhibit Dated:	August 8, 2024	TG: 1.24139.00

Background

The update of the Transportation Element will address all the various changes that have occurred since the 2016 Comprehensive Plan update, but also provide a good policy and planning road map for the future to respond to the changing needs and priorities of the community, as well as changes in State planning regulations. Based on our experience and familiarity with the City, Transpo Group will assist the City of Lynden in updating its Transportation Element (TE) as part of the 2025 Comprehensive Plan Update.

Scope of Services

Based on discussions with City staff, the consultant has prepared the following scope of services to support an update of the City's TE. The primary study area will be the City and its Urban Growth Area (UGA). The scope covers a total of six major tasks:

1. Community Outreach & Agency Coordination
2. Existing Conditions Evaluation
3. Goals/Policies and Multimodal LOS Standards
4. Needs Assessment
5. Improvement Projects/Programs
6. Documentation and Implementation

Key Assumptions

- City staff will review all deliverables in a timely manner.
- Existing and future land use assumptions will be summarized and provided by the City.
- Other data needs and support from the City are identified for each task.
- Meeting attendance will be virtual, unless otherwise noted.
- All deliverables will be provided electronically via PDF and in their original file format.
- All relevant and available data such as aerial photos and GIS data will be provided by the City.

Task 1. Community Outreach & Agency Coordination

The Community Engagement Program will be used to support the update of the TE. It includes four primary subtasks – regular project team meetings, online survey, online open house, and planning commission/city council meetings. The community engagement program can be coordinated with other elements of the Comprehensive Plan update, where feasible.

Subtask 1A. Regular Project Meetings with City Staff (Monthly Meetings)

The consultant will coordinate with the Project Team on a monthly basis throughout the duration of the project, as well as with the Comprehensive Plan Update team as needed. The coordination will address project scope/status, technical and policy direction, budget, schedule, and plan for the Planning Commission or City Council meetings, and public open house. These coordination meetings will be primarily held through virtual online meetings via Microsoft Teams.

Subtask 1B. Community Outreach Coordination

Transpo will coordinate with the City and the Comprehensive Plan Update team on community engagement in-person and/or virtual events. It is anticipated that the transportation plan engagement will be integrated into the overall Comprehensive Plan engagement program and schedule.

Subtask 1C. Planning Commission and City Council Meetings (4 Meetings)

The consultant will present to either/both the Planning Commission and/or the City Council (2 meetings total) to review results of the planning process. These meetings will be held at key junctures during the plan update to ensure their input can be utilized in decisions. It is assumed that attendance will be virtual.

City Support:

- *Promote all public events through existing City communication channels (e.g., social media platforms, listservs, website)*
- *Host web page, with consultant team providing project deliverables to post*
- *Assist with staffing the open house*
- *Arrange for Planning Commission/City Council meetings*

Consultant Deliverables

- *Virtual meeting attendance at PC or CC meetings (2)*
- *Presentation materials for PC or CC meetings (2)*
- *Online open house (one online open house, preparing for, promotion materials, staffing and reporting)*
- *Online survey and summary of results*

Task 2. Existing Conditions Evaluation

This task will be used to update the existing conditions inventory and analysis documented in the current Transportation Element. It will build off the City's existing data, GIS, and recent and ongoing transportation projects. It will highlight changes since the last TE was adopted.

Subtask 2A. Review Existing Studies and Plans

The City will confirm recent transportation and land use studies and plans for use by the consultant. These will include subarea plans, corridor transportation studies/plans, development traffic impact studies, aerial photographs, GIS datasets, and similar materials. The consultant will extract relevant information for the update of the TE. The information will be utilized to assist in confirming the areas of the TE that need to be updated.

The City's current Six-Year Transportation Improvement Program (TIP) will be reviewed and summarized. This will provide the baseline for the evaluation of future conditions within the City. The consultant also will document WSDOT, Whatcom County, and other agency improvements that may be applicable for the TE Update.

Subtask 2B. Assemble Transportation Data

In order to establish a solid foundation for the TE update, the consultant will assemble and analyze key transportation system data. These factors will also support development and refinements of the traffic operations and travel demand models. Data will be collected from the City, WSDOT, and other sources, as applicable. The focus of this task will be to update the inventory to reflect changes to the transportation system since the prior TE was prepared. The following highlights key work elements of this subtask.

Roadway and Intersection Inventory

The consultant will update the existing system of roadways and intersections within the City and its UGA and adjacent study area.

Traffic Volume Data



Daily tube counts and intersection turning movement traffic counts will be gathered. The traffic count data will be used to understand changes in traffic trends since the previous TE was prepared. It is assumed approximately 13 new intersection counts and 5 new daily roadway vehicle classification counts will be collected in addition to recently available data sets. We will also coordinate with Whatcom County on their available data sets.

Collision Data

The consultant will assemble and analyze collision data from the City and WSDOT. The data will cover the most recent five-year period. High accident locations and corridors will be identified. The primary types and possible causes of the collisions will be identified. Collisions involving pedestrians or bicyclists will also be documented.

Rail and Truck Freight

Existing truck route designations will be updated and documented. The percentage of heavy vehicle traffic in major travel corridors will also be evaluated, where available. The volume of heavy vehicles may affect the type and/or design of transportation improvements. Statewide data will be utilized to determine the approximate number and type of trains traveling through the City.

Transit Service, Ridership, and Transportation Demand Management Programs

We will update the inventory of existing transit routes and facilities serving Lynden. As available, we will document existing transit ridership. We will also document locations and utilization of park-and-ride lots serving the City.

Subtask 2C – Analyze Transportation Networks

The citywide multimodal network evaluation will identify and confirm gaps in the active transportation (pedestrian and bicycle) system, and consider any updates to roadway functional classification, truck routes, and future street connections.

Transpo will develop Synchro and Sidra traffic operations models to update the existing vehicular levels of service. The measures of effectiveness reported would include intersection levels of service (LOS) and vehicle delay. Significant traffic queue impacts also will be identified for key locations. The information will be reviewed with City staff. The vehicular LOS analysis will focus on the PM peak hour. This effort will leverage the traffic analysis that Public Works has requested separately in Summer 2024,

The multimodal analysis effort will include a GIS exercise in evaluating needed updates to the multimodal transportation network maps and confirm the remaining gaps in the active transportation network. The results of the evaluation will be potential updates to the functional classification map, truck route designations, locations of future street connections, and future bicycle and pedestrian network maps.

The pedestrian system map will be updated to identify existing sidewalks, trails, pathways, and mid-block crosswalk locations that have been added since the TE was prepared, as well as planned improvements to the pedestrian network. Locations where there are still gaps in the pedestrian system will be identified.

The bicycle system map will be updated to identify changes to the system since the last TE update. Best practices for integration of bicycle facilities into transportation networks – such as those provided in the NACTO Urban Bikeway Design Guide, and Urban Street Design Guide – will be considered in updating the citywide bicycle network.

Future opportunities for regional bicycle and/or multiuse trail connections between Lynden and other Whatcom County destinations will be considered and options for funding partnerships discussed.

City Support:

- *Provide latest Geographic Information Systems (GIS) base layers (aerials, streets, speed limits, intersections, sidewalks, functional class, etc.)*
- *Provide available transportation and land use studies and plans*
- *City TIP and other improvement project descriptions and status*
- *Traffic signal timing for City signals*

- *Review and input on results of existing conditions analyses*
- *Input on existing land use data*
- *Input on transportation network maps*

Consultant Deliverables

- *Updated traffic operations model*
- *Base year travel demand model*
- *Updated transportation network maps and GIS files*
- *Maps and tables summarizing the existing transportation facilities*
- *Updated sections of the TE related to this task*
- *Slide deck summary for discussion purposes*

Task 3. Goals/Policies and Multimodal Level of Service Standards

The consultant will review the City's existing transportation goals and policies to ensure they are consistent with other policy updates by the City, while also addressing the regional and GMA transportation element requirements from the WCOG and the Department of Commerce. In addition, Lynden multimodal level of service (LOS) standards will be reviewed and updated to be consistent with new legislation (ESSHB 1181).

Subtask 3A – Transportation Policy and Goal Review

The TE contains established goals and policies for the transportation system. Transpo will conduct a review and audit of Lynden's existing transportation goals and policies to identify areas that may need revisions or strengthening based on the updated travel forecasts, operations, project list, right-of-way preservation needs, financing program, or new legislative requirements of GMA. Transpo will provide recommendations for draft changes for review by City staff. The review will also confirm that policies in the TE are consistent and supportive of other policies in the Comprehensive Plan. Inconsistencies will be identified, and suggested revisions will be prepared for the TE, depending on feedback from City staff. New and emerging topic areas or issues will be presented to determine if policies should be updated or expanded. Based on City comments/direction, we will finalize the goals and policies.

Subtask 3B – Multimodal Level of Service Standard Updates

The City's existing vehicular level of service standard will be reviewed throughout the update of the TE. Transpo will provide recommendations for developing multimodal LOS standards to better align with the City's overall Comprehensive Plan goals and vision, the WCOG regional transportation plan, WTA Transit plans, and new climate legislation (ESSHB 1181) amending the transportation requirements of the GMA. Transpo will assist City staff in evaluating LOS options, based on City objectives, to identify potential modifications to its transportation concurrency and development review programs. This effort will focus on building a strong foundation with multimodal considerations and improving accessibility.

City Support:

- *Direction/comment on Multimodal Level of Service options*

Consultant Deliverables

- *List of suggested policy edits*
- *Slide deck summarizing multimodal LOS options*

Task 4. Needs Assessment

This task will focus on defining the City's transportation systems improvement needs. It will build off the existing conditions, travel forecasts, and operations analyses.

Subtask 4A - Prepare Future Traffic Forecasts

Future traffic forecasts will be developed from the most current WCOG travel demand model version available. Existing and future land use within the City and UGA area model Transportation Analysis Zones

(TAZs). The revised land use data will be input into the WCOG model (if necessary) along with the planned transportation improvements to generate future PM peak hour traffic volumes. The resulting forecasts will be reviewed for reasonableness and adjustments will be made, if needed.

Subtask 4B – Evaluate Future Baseline Conditions and Alternatives

Using the traffic forecasts, future baseline LOS will be calculated. Similar to the existing conditions summary, future intersection operations will be summarized using similar metrics. The Synchro and Sidra models will be modified to reflect the recommended future transportation improvements identified for the TE update. The Synchro and Sidra analysis will be used to further refine the improvements and assist in evaluating the overall improvements to the transportation system. The model will also be used to evaluate potential future street connections to determine their overall impact on the transportation network.

Subtask 4C – Future Framework Plan

Using the assessment of the pedestrian and bicycle network gaps and an understanding of travel forecasts and LOS, areas in need of improvement will be confirmed. The effort will include both a GIS exercise in locating specific gaps in the network, and a review of the traffic operations evaluation prepared using the travel demand model. The results of the evaluation will be a preliminary map of locations in need of improvement that can then be discussed and shared with staff to form the basis of preparing a long-term project list. The pedestrian, bicycle, transit, and roadway systems maps will be redlined to note potential updates to consider.

In addition to formal transportation analysis and forecasting, long-range planning will also include anticipated emerging transportation trends that may change our basic assumptions concerning transportation systems. Within the last two decades, technology has come closer to past futuristic visions with regards to autonomous, connected, shared, and electric vehicles. It is likely that by the end of the planning period, some or all of these technologies will be deployed to realize some of these long-imagined ideas. This plan will address these emerging technologies and the impacts they may have on the transportation network.

City Support:

- *Estimates of future land use*
- *Identification of future baseline projects, street connections, and alternative network scenarios*

Consultant Deliverables

- *Forecast year travel demand model*
- *Forecast year operations models*
- *Maps identifying future needs*
- *Slide deck summarizing key task findings*

Task 5. Improvement Projects/Programs

This task will focus on defining the City's transportation systems improvement needs. It will build from the existing conditions, travel forecasts, network analysis, and performance evaluation. The long-range transportation improvement projects and programs will be updated to reflect the prior analysis.

Subtask 5A – Transportation Improvement Project List

The City's long-term list of transportation improvement projects and programs will be updated. The improvement projects and programs will be defined to address roadways and intersections, active transportation, safety, transit, and freight. The improvement projects and associated information will be summarized in tabular form. The projects will be mapped in GIS to illustrate the locations and relationships of the improvements. In addition to the specific improvement projects, a broader set of transportation program needs will be confirmed such as maintenance and operations, and neighborhood traffic safety.

Subtask 5B – Cost Estimates and Priorities

Project cost estimates will be developed using a planning-level cost model that incorporates specific assumptions related to unit costs. The parameters for the cost model will account for “bid tabs” from recent improvement projects in the City and adjacent communities. A desktop exercise to review project locations will be conducted to identify any environmental or other issues that could affect the cost estimates. The resulting planning level cost estimates will provide a reasonable foundation for the financial plan.

Each improvement project will be assigned a relative priority (e.g. high, medium, low) and anticipated timing (e.g. short [6-year], medium, long). The priority and timing will be a data-driven process, based on goals and policies of the existing plan, input during the plan update, performance metrics, and the potential for funding. The priorities and timing will likely be adjusted based on the financing program.

City Support:

- *Recent project bids*
- *Review and input on priorities and timing of improvements*

Consultant Deliverables

- *Project list and map*
- *Planning level cost estimates*

Task 6. Documentation and Implementation

The consultant will assemble the work completed in the prior tasks and update the TE document for adoption by City Council.

Subtask 6A – Update Transportation System Plans

Each of the following system plans will be updated consistent with the identified transportation network refinements, project list, financing plan, and the updated goals and policies. A discussion of implementation strategies will also be provided.

Street System

Improvement projects for the City street and state-owned highway system will be identified to resolve existing and future roadway deficiencies and performance issues. The roadway functional classification will also be reviewed and updated to support the overall transportation system.

Freight Systems

Truck routes serving the City will be reviewed and updated, as needed, to be consistent with the revised goals and policies.

Pedestrian and Bicycle Systems

The pedestrian and bicycle systems plans will be revised and updated. The update will focus on incorporating new links or reflecting changes in on-street active transportation facilities associated with roadway projects or planned off-street trail connections.

Public Transportation System and Transportation Demand Management

Public transportation service and facility needs will be identified to support the City’s TE. Transit options to serve forecast growth areas as well as existing needs will be identified. A transit system map will be prepared to identify the corridors served by transit today, and those the City will work with WTA in the future to advocate for additional transit service. The public transportation system plan will be coordinated with the street and highway, and non-motorized improvements to make sure these Plans help support the proposed transit service programs. Strategies to reduce traffic volumes through transportation demand management programs will also be documented.

Subtask 6B – Update Financing Plan

The City will provide the consultant summaries of revenues and expenditures related to transportation covering the past 10 years. Revenues will include fuel tax revenues, transportation impact fees, real estate excise taxes, general funds, grants, and other transportation funding. Expenditures will include capital projects, maintenance, operations, administration, and other costs related to maintaining the transportation system.

The revenues and expenditures will be summarized for use in extrapolating potential future funding levels from existing sources. Estimates of future revenues from these sources will be prepared and reviewed with appropriate City staff. Estimates of future expenditures for maintenance, operations, and administration also will be provided by the City.

Based on the levels of existing revenues versus expenditures, other potential funding options will be evaluated. These will include:

- Partnering with state or other agencies to fund improvements
- State or federal grants
- SEPA mitigation
- Frontage improvements
- Transportation Benefit District
- Business Improvement Districts or Special Assessment Districts
- Street levy
- Transportation Impact Fee Update

The draft financing program will be summarized in tabular form. As required by GMA, the TE must identify a reassessment strategy if anticipated funding is not sufficient to cover the total costs of the improvement projects and programs. We will update implementation strategies and associated policies to meet that requirement.

Subtask 6C – Prepare Draft and Final Transportation Element

The updated multimodal transportation system projects and programs, the goals and policies, and the financial plan will be brought together into an updated draft TE. The preliminary draft TE will be provided to City staff for review in electronic format. Based on comments, a draft final TE document will be prepared for review by the Planning Commission and City Council.

Following review and comment by the Planning Commission and City Council, the TE will be finalized and transmitted to Department of Commerce and PSRC for review. This assumes only editorial type changes and does not provide for significant changes in policy direction, the transportation system plans, or similar larger scale revisions.

Subtask 6D – Impact Fee Program Updates

SB 5452 became effective in 2023 and explicitly allows TIF revenue to be used for independent pedestrian and bicycle projects rather than just vehicle capacity projects. This would allow Lynden to enhance the TIF project list to include active transportation improvements. The travel demand model and updated project list/costs provide a basis for updating City's Transportation Impact Fee Program. The eligibility of improvements currently included in the City's TIF will be reviewed to confirm that they should continue to be included in the impact fee program. The model will be used to allocate TIF project costs to the impact fee. The model will be used to identify the proportion of growth trips versus existing traffic at each project. Cost allocations also will consider assessment of grants and the cost for resolving existing deficiencies. The product of this task will be a cost allocation spreadsheet. The impact fee rate schedule will be updated to reflect the revised project costs and cost allocations. The TIF ordinance will be updated by City staff to reference the revised fee schedule and other policy changes, as needed.

City Support

- *Input on current concurrency and development review programs*



- *Summaries of City's transportation revenues and expenditures for past 3 to 4 years*
- *Review of overall financing program for TE*
- *Review and input on draft and final TE*

Consultant Deliverables

- *Finance spreadsheet files*
- *Draft/Final Transportation Element in electronic format*
- *Slide deck summary of key TE findings and recommendations*
- *Impact Fee Program documentation*