CITY OF BREMERTON

West Kitsap Way Planning Study

Appendix E

Implementation Plan

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Implementation Plan

This appendix provides a strategy to implement the preferred alternative, identifying recommended project phasing, cost for each phase, and potential funding opportunities.

The implementation plan considers community priorities, the functionality of each improvement, the interrelationships between project phases and whether one project phase is dependent on the completion of a previous phase completion.

Project Phasing

The West Kitsap Way project improvements are expected to be funded and constructed in phases. Working with City staff, a project phasing plan was developed to implement the project. A number of strategies were considered for implementation including prioritizing intersection construction, rebuilding particular roadway segments, moving from one end of the corridor, and completing one side of improvements before the other. The project phasing considered the following:

- Safety
- Traffic operations
- Grant funding levels
- Construction Impacts/Feasibility
- Transitions between improved and unimproved segments
- Coordination/partnerships with stakeholders
- Stormwater and utility coordination
- Cost

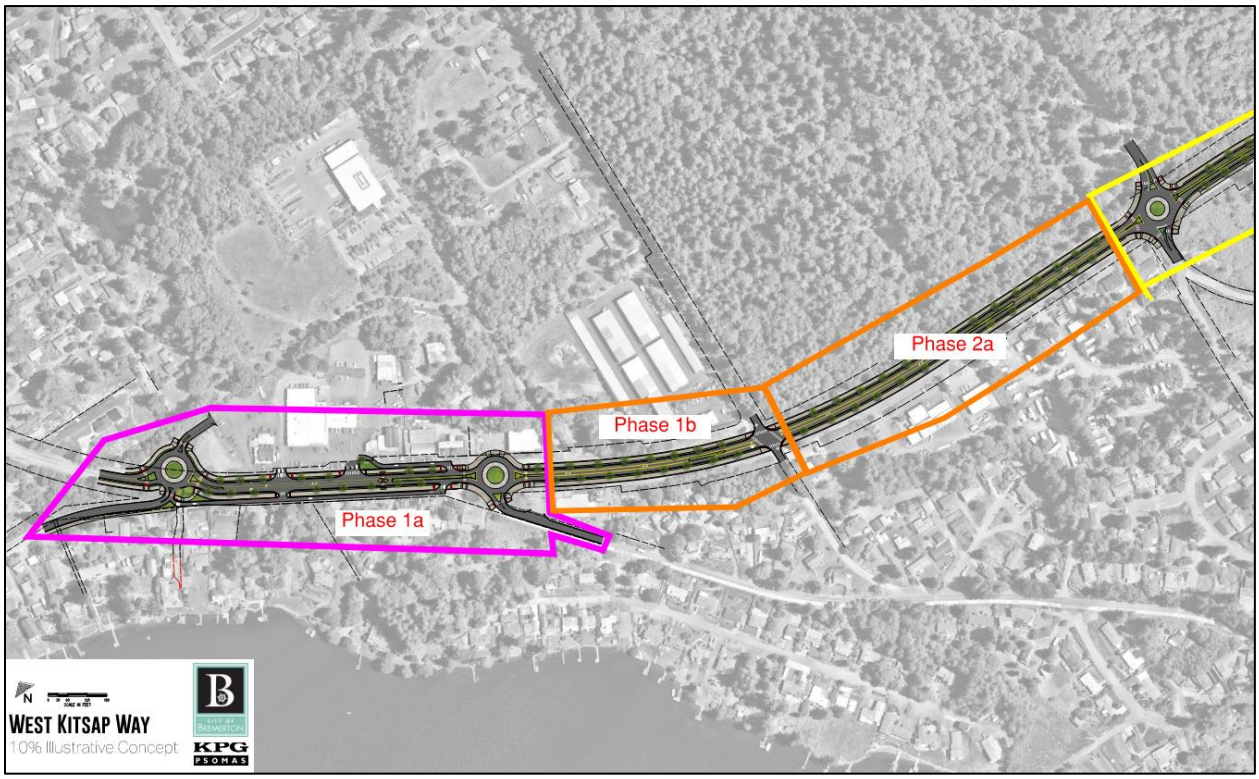
The recommended phasing plan starts the corridor improvements at the northwest end of the corridor, improving the Kitsap Junction area first. Improvements will then be completed segment by segment east and south where they will tie into existing facilities near the SR 3 interchange. This phasing plan first invests into the commercial district of the corridor, providing a gateway and traffic calming, addressing the existing access and parking issues, and adding non-motorized facilities in a high use area. Completion of the first phase will establish the vision for the corridor and build momentum for the overall project.

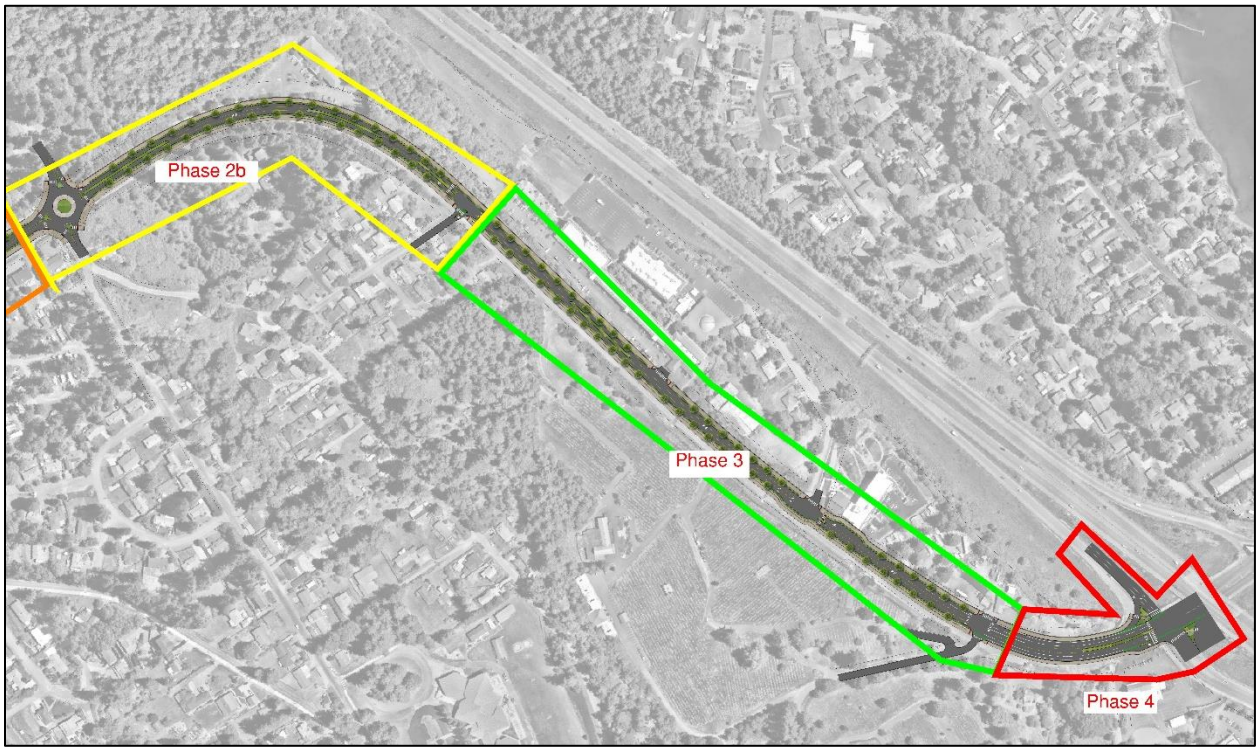
Recommended Project Phasing

Figure E-1 shows the phasing plan developed for the preferred alternative. It divides the corridor into four main phases with some phases broken into two sub phases to provide the flexibility to pursue and match grant funding sources.

A one-page summary sheet for each project phase is provided in **Appendix F**.

Figure E-1 Phasing Plan





Phase 1a – Kitsap Junction (Northlake Way/Chico Way to Harlow Drive)

The first phase of the corridor improvements completes the improvements within the Kitsap Junction area. The phase limits may extend as much as 300 feet past the intersections to provide adequate transitions between existing roadway and planned improvements. This phase includes the following project elements:

- Northlake Way-Chico Way/Kitsap Way roundabout and approaches.
- Harlow Drive/Kitsap Way roundabout and approaches.
- North side parking lane east of Red Apple.
- South side property parking lane between Northlake Way and Harlow Drive.
- Shared use non-motorized paths.
- Kitsap Way reconstruction to 3-lane section with center turn lane.
- Curb, gutter, stormwater, landscaping, and illumination improvements.
- Transition to section east of Harlow Drive.

Preliminary Cost Estimate for Phase 1A: $15,017,000.
Length of Improvements for Phase 1A: 1,550 lineal feet

Phase 1b – Improvements between Harlow Drive and Lakehurst Drive

This smaller phase begins east of the Harlow Drive roundabout and includes channelization improvements at Lakehurst Drive. The phase provides for a transition between planned improvements and the existing roadway to the east. The phase includes the following project elements:

- Shared use non-motorized paths.
- Kitsap Way reconstruction to 3-lane section with center turn lane.
- Curb, gutter, stormwater, landscaping, and illumination improvements.
- Transition to section east of Lakehurst Drive.

Preliminary Cost Estimate for Phase 1B: $3,998,000.
Length of Improvements for Phase 1B: 750 lineal feet

Phase 2a—Improvements between Lakehurst Drive and west of Austin Drive

This phase of the corridor improvements will complete the improvements between Lakehurst Drive and Lyle Drive, not including the roundabout at Lyle Drive and Austin. The phase provides for a transition between the planned improvements and the existing roadway to the east. This phase includes the following project elements:

- Shared use non-motorized paths on both sides of Kitsap Way.
- Kitsap Way reconstruction to 3-lane section with center turn lane.
- Curb, gutter, stormwater, landscaping, and illumination improvements.
- Transition to section west of Austin Drive.

Preliminary Cost Estimate for Phase 2A: $6,590,000.
Length of Improvements for Phase 2A: 1,170 lineal feet

Phase 2b—Improvements between Austin Drive and Burchfield Drive

This phase of the corridor improvements will construct the roundabout at Austin Drive, remove the superelevation on Kitsap Way, and improve the Burchfield Drive intersection. The phase provides for a transition between the planned improvements and the existing roadway to the south. This phase includes the following project elements:

- Austin Way-Lyle Avenue/Kitsap Way roundabout and approaches.
- Shared use non-motorized paths on both sides of Kitsap Way, with a downhill bike path.
- Kitsap Way reconstruction to 3-lane section with center turn lane.
- Curb, gutter, stormwater, landscaping, and illumination improvements.
- Intersection changes to Burchfield Drive/Kitsap Way intersection including a northbound left turn lane and restrictions to eastbound left turns due to sight distance issues.
- Transition to existing section near Burchfield Drive.

Preliminary Cost Estimate for Phase 2B: $9,014,000.
Length of Improvements for Phase 2B: 1,700 lineal feet

Phase 3—Improvements between Burchfield Drive and Wilmont Street

This phase of the corridor improvements completes the improvements between Burchfield Drive and Wilmont Street. This phase will include the transition from the 3-lane section to a 5-lane section near Wilmont Street. This phase includes the following project elements:

- Shared use non-motorized paths on both sides of Kitsap Way with a separated downhill bike lane.
- Kitsap Way reconstruction to 3-lane section with center turn lane.
- Transition from 3-lane section to 5-lane section near Wilmont Street.
- Curb, gutter, stormwater, landscaping, and illumination improvements.
- Modifications to Burchfield Drive/Kitsap Way and Wilmont Street/Kitsap Way intersections.
- Crosswalk improvements at Crawford Drive/Kitsap Way.

Preliminary Cost Estimate for Phase 3: $13,583,000.
Length of Improvements for Phase 3: 2,600 lineal feet

Phase 4—Improvements between Wilmont Street and SR 3 Interchange

The final phase of the corridor improvements completes the corridor and transition to the meet the Kitsap Way section at the interchange. This phase will likely be led by WSDOT and will focus on improvements within the WSDOT limited access area. This phase includes the following project elements:

- Intersection changes to SR 3-Auto Center Way/Kitsap Way intersection including the modification of the SR 3 off-ramp to provide create two southbound left turn lanes at the intersection.
- Revision of northbound approach channelization to allow simultaneous northbound and southbound left turn phases.
- Widening of sidewalks to create 10-foot pathways between Wilmont Street and SR 3/Auto Center Way intersection.

- Addition of bike lanes to connect with existing facilities.
- Revisions to crosswalks, stop bar locations, and other features.

Preliminary Cost Estimate for Phase 4: $4,102,000.
Length of Improvements for Phase 4: 550 lineal feet

Preliminary Cost Estimate

Total preliminary cost estimates for the improvements for the 1.4-mile corridor will be approximately $52.3 million. This includes costs related to design, right-of-way, mobilization, construction, and City administration.

Phase		Recommended Phasing Plan Cost
1a.	Northlake Way – Harlow Way	$15,017,000
1b.	Harlow Way – Lakehurst Way	$3,998,000
2a.	Lakehurst Way – Austin Dr	$6,590,000
2b.	Austin Dr – Burchfield Dr	$9,014,000
3.	Burchfield Dr – Wilmont St	$13,583,000
4.	Wilmont St – SR 3 Ramps	$4,102,000
Total West Kitsap Way Project		**$52,304,000**

Design

The West Kitsap Way planning study provides a 10 percent (preliminary) design for the corridor. Additional design work will be needed to define and further refine roadway profiles, cross sections, connections to stormwater facilities and utility coordination. For Kitsap Way, it is anticipated that 30 percent, 60-percent, and 90-percent plan sets will be developed. Design work outside of the roadway limits will likely be required to resolve access issues with property owners and address business impacts.

We recommend completing a 30-percent design with a vertical profile of the entire corridor to provide understanding of vertical challenges and the transitions between phases. This will also allow further definition of the stormwater facilities, early utility coordination, and initiation of right-of-way acquisition. In addition, the design may be sufficient to complete the environmental assessment of the corridor. Completion of the 60-percent and 90-percent design could occur as part of each individual phase. **Table E-1** show the general description of each design phase.

Table E-1. Description of Design Process

Design Phase	Focus	Key Elements	Purpose
30% Design	Major design decisions	Preliminary alignment, station locations, typical sections, general access changes.	Establish project and scope, allow for community and stakeholder input.
60% Design	Detailed design elements	Refined typical sections, intersection design, signal design, environmental mitigation measures.	Build upon the design with detailed planning, refine project elements, incorporate feedback.
90% Design	Finalizing design details	Complete plans and specifications, detailed site plans, landscaping, lighting, design treatments, permitting review, and construction planning and traffic control plan.	Prepare for construction, finalize design for bidding, ensure compliance with all regulations.

Funding

Grant Resources

Funding of major transportation projects has been changing rapidly over the last few years. Funding sources have focused on new emphasis areas including non-motorized facilities, transportation funding equity, and climate change. The table below the current list of funding programs most applicable to Kitsap Way.

Grant Name	Funding Agency	Total Funds per Cycle (in millions)	Typical Award (in millions)	Competition Scope	Period	Grant Values Prioritized
RAISE	USDOT	$2,200	$5 – $25	National	Annual	Mobility, Sustainability, Cost/Benefit
Urban Arterial Program	TIB	$92	$0.5 – $5	State	Annual	Safety, Physical Condition, Mobility
Complete Streets (CS)	TIB	$30	$0.2 – $0.7	State	Periodic (2024 next)	Complete Streets
Active Transportation (ATP)	TIB	$8	$0.4 – $0.7	State	Annual	Safety, Mobility, Physical Condition
Surface Transportation Program (STP)	PSRC	$10	$1 – $2.2	County	Biennial (Even years)	Mobility that supports PSRC Centers
		$22	$4.5 – $5.5	Region		

Grant Name	Funding Agency	Total Funds per Cycle (in millions)	Typical Award (in millions)	Competition Scope	Period	Grant Values Prioritized
Transportation Alternatives Program (TAP)	PSRC	$24	$0.5 – $2.5	Region	Biennial (Odd years)	Mobility that supports PSRC Centers
Pedestrian and Bicycle Program	WSDOT	$125	$0.5 – $3	State	Biennial (Even years)	Pedestrian and bicycle safety and mobility
Highway Safety Improvement Program (HSIP)	WSDOT	$35	$0.1 – $1.5	State (Cities only)	Biennial (Even years)	Safety
Defense Community Infrastructure Pilot	Department of Defense	$100	$4 – $10	National	Annual	Infrastructure support of Naval Bases
Water Quality Combined Funding Program (State and Federal)	Dept of Ecology	$50	$0.2 -- $10	State	Biennial (Odd years)	Stormwater and water quality

Local Funding

City Transportation Impact Fees

The City has discussed a transportation impact fee (TIF) to help pay for transportation improvements within the city. Most TIF programs focus on capacity improvements and may not be triggered by the non-motorized mobility, safety, and access control objectives of this project. Some jurisdictions have implemented multimodal transportation impact fees or have set roadway standards for transportation improvement projects. The City should consider a TIF program as part of the Comprehensive Plan update.

Frontage Improvements

Typically, cities require that new developments make roadway and sidewalk improvements along their property frontage. For properties along the West Kitsap Way project, individual developments are not likely to be able to build their frontage improvements in advance of the project because the future roadway curbline will be relocated into the existing travel lane. For this corridor, a corridor improvement fee based on the lineal foot of frontage should be collected *in lieu* of the developer building frontage improvements. The collected revenue would be used to construct improvements on Kitsap Way and to provide a source of local match revenue for grant applications.

Transportation Benefit Districts

A Transportation Benefit District (TBD) is formed within a city or county and can raise revenue for transportation projects. Bremerton's TBD currently has an annual $20 per vehicle fee. Over time, vehicle fees can be increased up to $50 without voter approval and up to $100 with voter approval (RCW 36.73.065). Additionally, voters can approve a sales tax increase of up to 0.3 percent for the TBD. Most jurisdictions have no more than a $40 vehicle fee or no more than 0.2 percent sales tax.

Other Funding Sources

Legislative Discretionary Funding: Move Ahead Washington

The State periodically provides additional funding through legislative funding packages. The current Move Ahead Washington provides $1.2 billion from the state's Climate Commitment Act. Funds from the Cap-and-Invest Carbon Program for active transportation, stormwater investments, and projects that emphasize the reduction of carbon emissions over a 16-year period. Funding under this program may depend on future sales of carbon offsets.

Sandy Williams Connecting Communities Program

This program is funded by the state's Cap-and-Invest Carbon Program to improve active transportation and connectivity for people walking, biking, and rolling along and across current and former state highways. The program focuses on communities with high equity needs, which are those most affected by barriers to opportunity and environmental health disparities. Awards were between $200,000 to $2 million dollars. Funding under this program may depend on future sales of carbon offsets.

Congressional Earmarks

Members of Congress may provide funding for projects through direct application to their office. In past years, Senators have designated approximately $200 million, and Representatives have designated around $60 million for transportation projects within the state. Funds tend to be spread out to many projects, with most projects receiving a maximum of $5 million.

Other Funding Strategies

There are a number of funding strategies such as tax-increment financing and local improvement districts which are not likely to be appropriate to the project.

Environmental Permitting

Environmental permitting has increasingly been an important consideration for major construction projects in Washington state. The environmental permitting process begins during project scoping, where potential permits are identified based on the project's scope, location of protected environmental resources, and applicable local, state, and Federal regulatory requirements.

There is a single stream crossing, Ostrich Bay Creek, along study corridor at Kitsap Way, just west of the SR 3 interchange. This stream is classified as fish-bearing (WDFW Type F) and supports coastal cutthroat trout within the project area, and coho and chum salmon, downstream of the project area. In 2022, the City replaced the culvert on Kitsap Way to make it fish passable. No wetlands or hydric soils have been

identified adjacent to the project corridor, although a Category 1 critical aquifer recharge area and a moderate risk landslide area are present in the north portion of the alignment. As the project will be constructed in the existing roadway prism, no impacts to any of these critical areas are anticipated. Furthermore, the project is not likely to require a U.S. Army Corps permit or a WDFW Hydraulic Project Approval (HPA) and no portion of the alignment is located in a designated shoreline area.

The project will require environmental review under the State Environmental Policy Act (SEPA) or under the National Environmental Policy Act (NEPA), depending if federal funding and review is required. Federal funding requires compliance with Section 7 of the Endangered Species Act (ESA) and Section 106 of the National Historic Preservation Act. If ESA Section 7 compliance is required, the replacement of pollution generating impervious surfaces could result in a lengthy review by National Marine Fisheries Service (NMFS) and the U.S. Fish and Wildlife Service and issuance of a Biological Opinion for stormwater effects to listed ESA-species, resulting in delay in completion of the NEPA process.

In all scenarios, a coordinated process is necessary to ensure that for each phase of the project, all permit applications and environmental reviews are completed. This includes pre-application meetings and coordination on the permit process with appropriate regulatory agencies and affected Tribes. Additionally, a written re-evaluation of the final NEPA document is required within three years of the document's approval date or when further approvals are required to advance the project as required under 23 CRF 7771.129(b).

Construction Planning

Prior to initiation of construction includes several planning considerations. Because the corridor serves both local and county traffic flow and provides access to key commercial areas, we recommend development of a Transportation Management Plan (TMP) to identify actions to support activities during construction. The TMP should include identification of City goals and objectives, public communication strategy, roadway traffic control and length of closures, work zone needs and issues, detour route potential, transit/school bus routing, business operations plan.

A traffic control plan (TCP) will be developed to support the construction schedule and activation of detour routes. A TCP provides a detailed document to establish plans for facilitating the safe and efficient movement of traffic near the work zone during construction. Coordination of the development of a TCP with the design is important to understand the potential trade-offs between facilitating traffic movement during construction and the time and cost effectiveness of completing improvements.

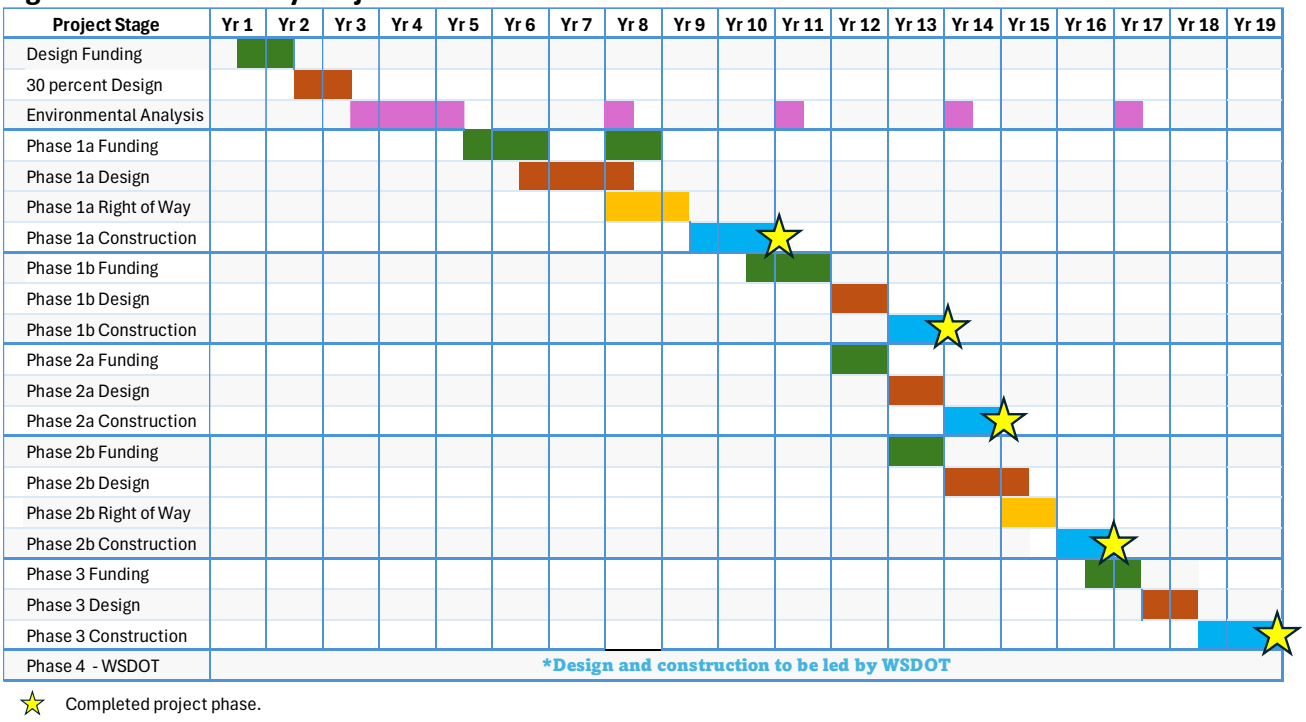
TCP options for construction include:

- Time restrictions – restricting work to off-peak hours, weekends, nights
- Lateral closures – full roadway closure, limited lane closures, lane narrowing, shoulder use, temporary facilities, reversible lanes, and implementation of full or supplemental detour routes.
- Distance – full length closures, advancing (moving) work zones.

Conceptual Project Schedule

A conceptual project schedule was prepared for recommended phasing plan. The schedule breaks down project phases into funding, design, and construction categories. The overall project is estimated to occur over a number of years with each phase designed and constructed as phasing becomes available. The schedule may be extended to accommodate different funding strategies such as breaking a phase into two subphases to better match funding availability. The schedule could be condensed if phases could be combined. **Figure E-2** shows the preliminary schedule for project completion.

Figure E-2. Preliminary Project Schedule



Summary of the Implementation Plan

The implementation plan provides an overview of the expected steps to implement the project. The project has multiple phases the preliminary project schedule spans approximately 20 years to complete the project.