



# Long-Range Transit Plan 2022–2042

Kitsap Transit 

October 2022

**DRAFT**



# Acknowledgements

## Kitsap Transit Board of Commissioners

Edward E. Wolfe, Chair	Kitsap County Commissioner
Becky Erickson, Vice Chair	Mayor, City of Poulsbo
Joe Deets	Mayor, City of Bainbridge Island
Charlotte Garrido	Kitsap County Commissioner
Robert Gelder	Kitsap County Commissioner
Anna Mockler	Councilmember, City of Bremerton
Robert Putaansuu	Mayor, City of Port Orchard
Leslie Schneider	Councilmember, City of Bainbridge Island
Greg Wheeler	Mayor, City of Bremerton
Mark Fuller	Non-Voting Member

## Kitsap Transit Project Team

John Clauson	Executive Director
Edward Coviello	Transportation & Land Use Planner
Steffani Lillie	Service & Capital Development Director
Sanjay Bhatt	Marketing & Public Information Director

## Nelson\Nygaard Consultant Team

James Gamez  
Joseph Poirier  
Michael Carraher  
Ashankh Jaishankar  
Alexandra Weber  
Brendan Rahman

# Contents

1. Executive Summary	5
2. Existing Conditions	14
3. Future Growth	28
4. Transit Investments	32
5. Financial Plan	50
6. Next Steps	58

# Letter from the Executive Director



Kitsap County is a dynamic place. Our county is expected to grow by nearly 100,000 people and 57,000 jobs in the next 30 years,<sup>1</sup> especially near planned high-capacity transit. Kitsap Transit will be an essential transportation service for new workers, visitors, and residents, just as it is for thousands of bus and ferry riders today. This Long-Range Transit Plan outlines how we will achieve our overarching goal of improving bus and ferry service in Kitsap County.

First and foremost, this plan is focused on upgrading the core capacities of Kitsap Transit.

This plan also proposes service improvements that respond to our community’s current and future transportation needs, including new high-capacity transit lines, more frequent local bus routes, potential new ferry routes, and more on-demand rideshare service. Our hope is that these proposed service improvements will encourage more people to use public transit, which will mitigate traffic congestion on our roads, support economic development, and reduce pollution.

Our project team developed this plan over 18 months and incorporated insights from two community-wide surveys. Every Kitsap County household was sent a postcard and invited to take our survey. If you have any questions about our Long-Range Transit Plan, I encourage you to contact the Kitsap Transit planning department at [kitsaptransit.com/form/contact-us](https://kitsaptransit.com/form/contact-us).

The policy choices and investments highlighted in the plan will shape future generations’ travel options. Thanks for your interest in the future of public transportation in Kitsap County, and see you on transit!

John Clauson  
Executive Director  
Kitsap Transit

<sup>1</sup> Source: Kitsap Regional Coordinating Council, 2022.



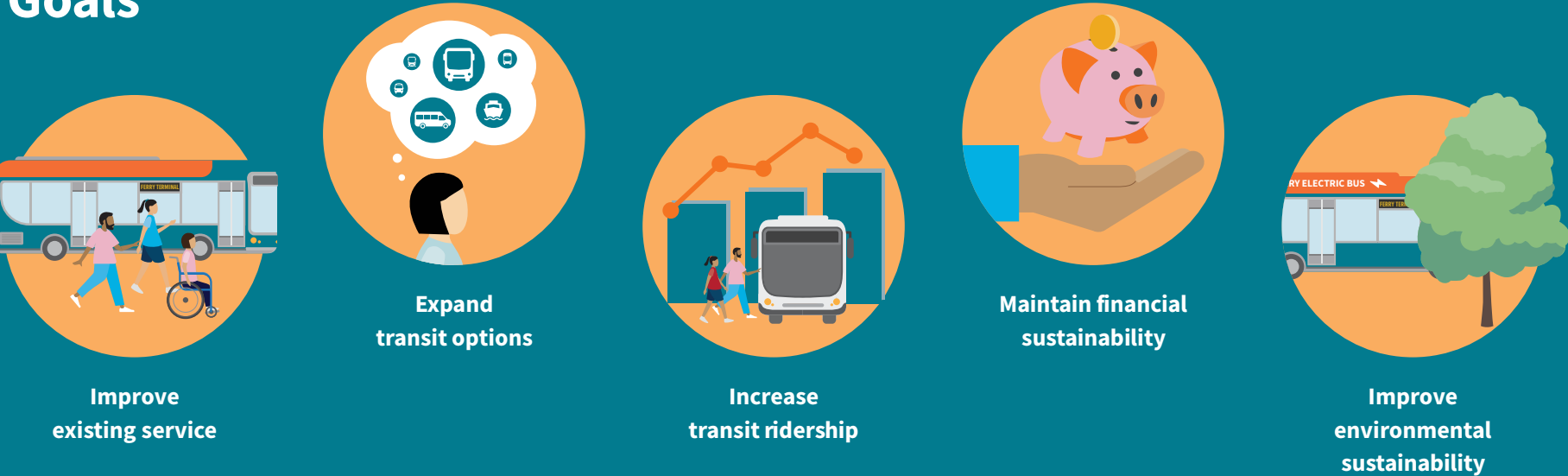
## Executive Summary



# About this Plan

Kitsap Transit updates its Long-Range Transit Plan (LRTP) every 5 to 10 years to provide a roadmap for service and capital investments over the next 20 years. The last LRTP was adopted by the Kitsap Transit Board of Commissioners in 2016.

## Goals



## Collaborating with Other Planning Efforts

The LRTP supports regional plans and state policies, including the Puget Sound Regional Council’s Vision 2050 Transportation Plan, Washington State Commute Trip Reduction, and the Washington State Growth Management Act.



# Plan Development Timeline

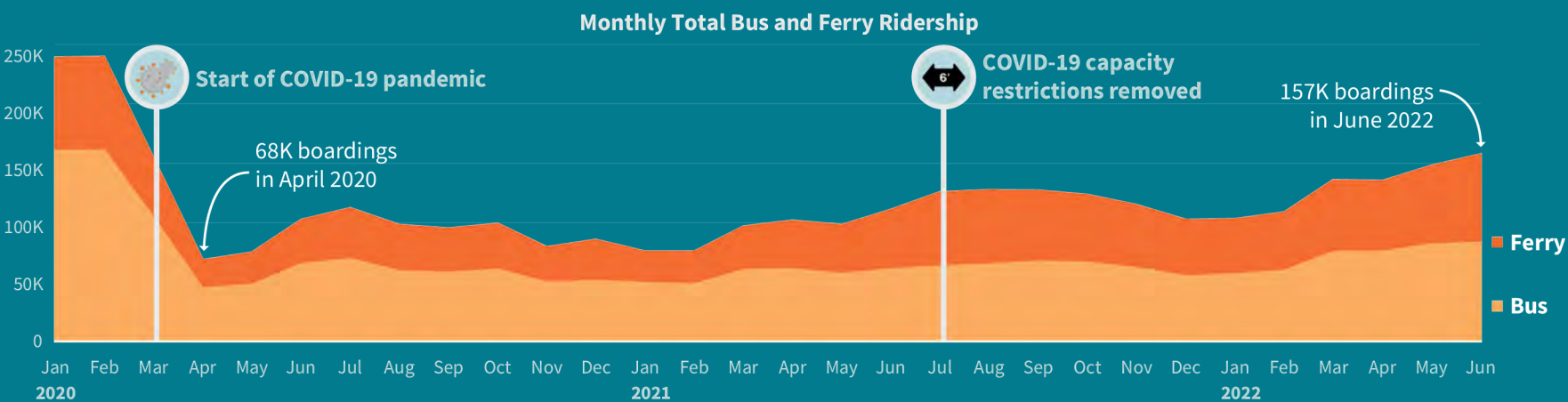


# Existing and Future Conditions

Before developing this LRTP, Kitsap Transit evaluated ridership trends, demographics, and growth projections. This section covers our key findings. More information is available in the full report.



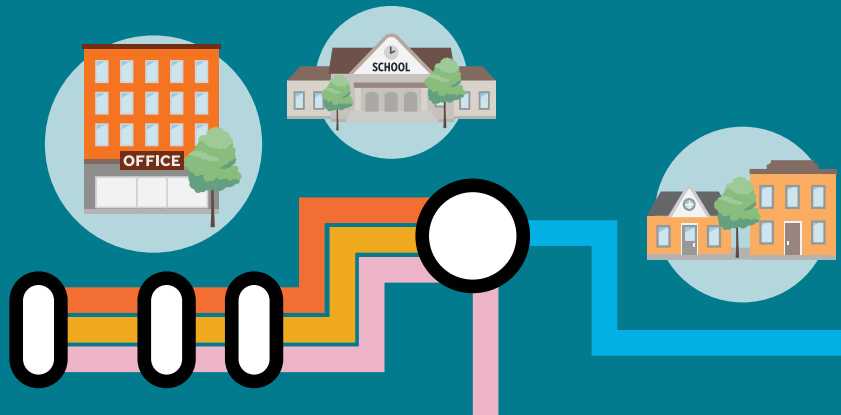
Transit is an essential service for many riders



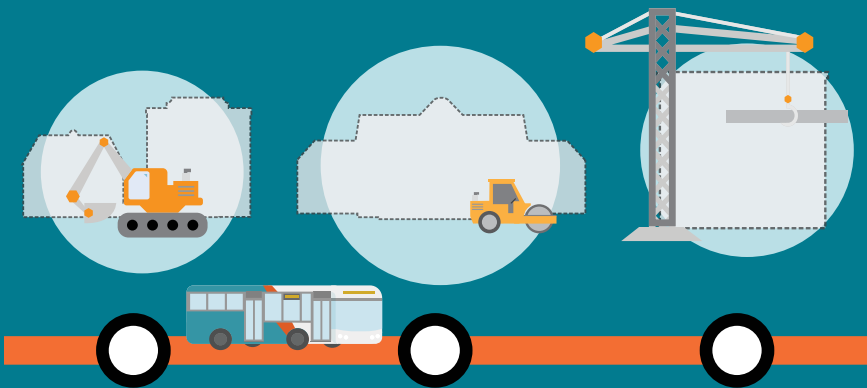
Ridership is slowly increasing since the COVID-induced drop in 2020



Travel patterns have changed significantly since 2020



Transit serves a variety of destinations and trip types



Most growth will occur near existing transit routes



Several operating facility projects are necessary to maintain current service levels and expand service

# Community Engagement

This LRTP included public feedback from thousands of Kitsap County residents, primarily through two online surveys. The study team invited feedback through rider alerts, social media, flyers at transit centers and a direct mailer to every household in Kitsap County, and also reached out to key constituencies through focus groups and one-on-one interviews.

## How We Reached the Community



### Website

Project website online for duration of LRTP



### Meetings

Discussions with key stakeholders



1,600

Responses to first community survey



180,000

Mailers sent directly to Kitsap households



### Flyers

To promote LRTP input on buses and ferries



### Updates

LRTP-related rider alerts and email updates



### Posts

Social media posts including videos



2,700

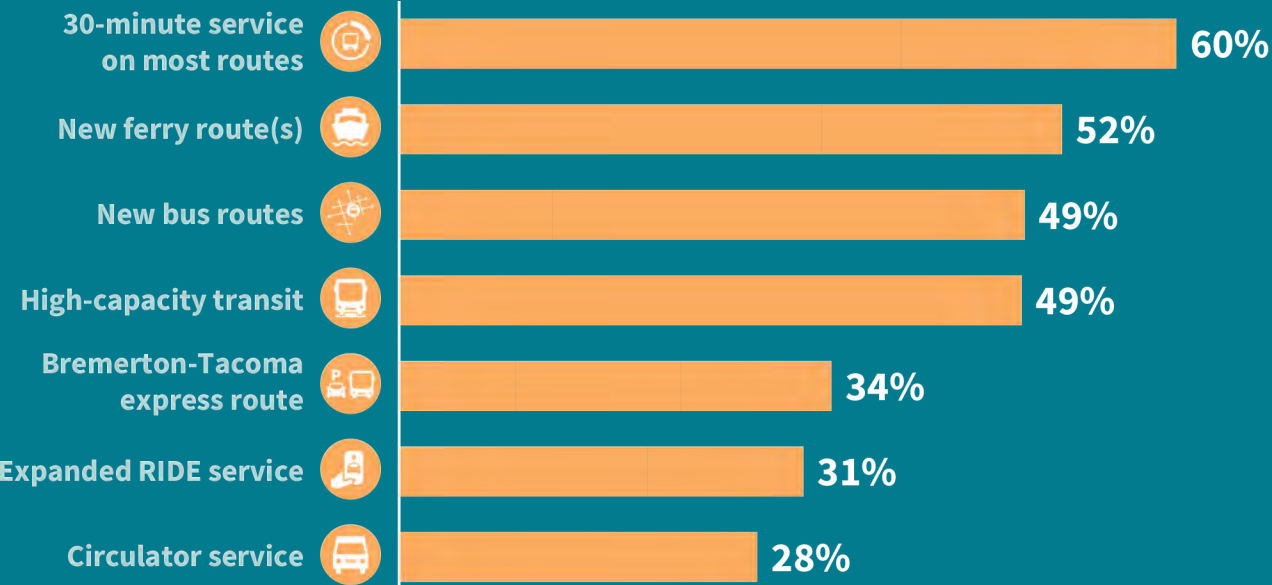
Responses to second community survey

## Community Preferences: Transit Service

A community survey conducted for this LRTP in May 2022 asked community members to rank their preferred transit service investments.

The chart to the right shows the community's most important investments (percent within respondents' top 3 choices).

Community members were most enthusiastic about 30-minute service on most routes, new ferry routes, new bus routes, and high-capacity transit.





# Transit Investments

Through this LRTP, we are proposing a menu of transit investments—including supporting capital infrastructure—to achieve our stated goals and help people get where they need to go.

## Service Upgrades

	Supporting Capital Infrastructure				
	New operating facilities	More transit vehicles	Bus stop improvements	Speed and reliability upgrades	Multimodal hubs
Sunday service to increase transit access to jobs					
Buses that run more frequently	✓	✓			
New bus routes to serve new areas and reduce transfers	✓	✓	✓		
New circulators to improve connections to activity centers	✓	✓	✓		
Bremerton-Tacoma express route	✓	✓			
High-capacity transit	✓	✓	✓	✓	
New zones for On-Demand Ride	✓	✓			✓
Potential new ferry route(s)		✓			

# Transit Vision System Map

The map to the right summarizes where we intend to invest between now and 2040, based on the transit projects outlined in this LRTP.

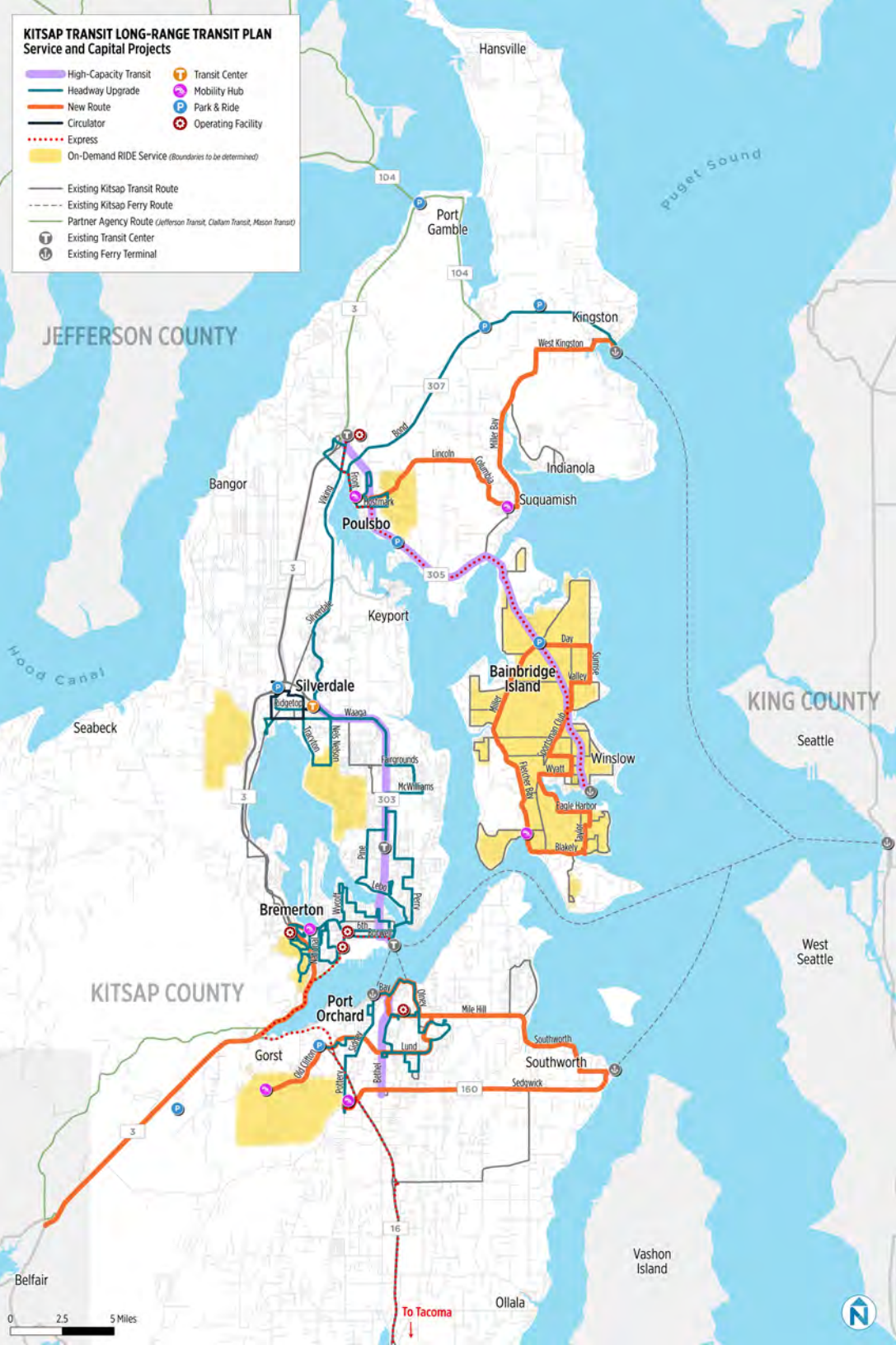
## New Funding

The investments will require additional funding to implement. One approach to increase funding is through a sales tax increase, which would help close the gap between current and needed revenues.

## Join the Conversation

We provide transit to help you meet your mobility needs. If you are interested in joining the conversation about transit investments in Kitsap County, we encourage you to visit:

[KitsapTransit.com/2040](https://KitsapTransit.com/2040)





## Existing Conditions

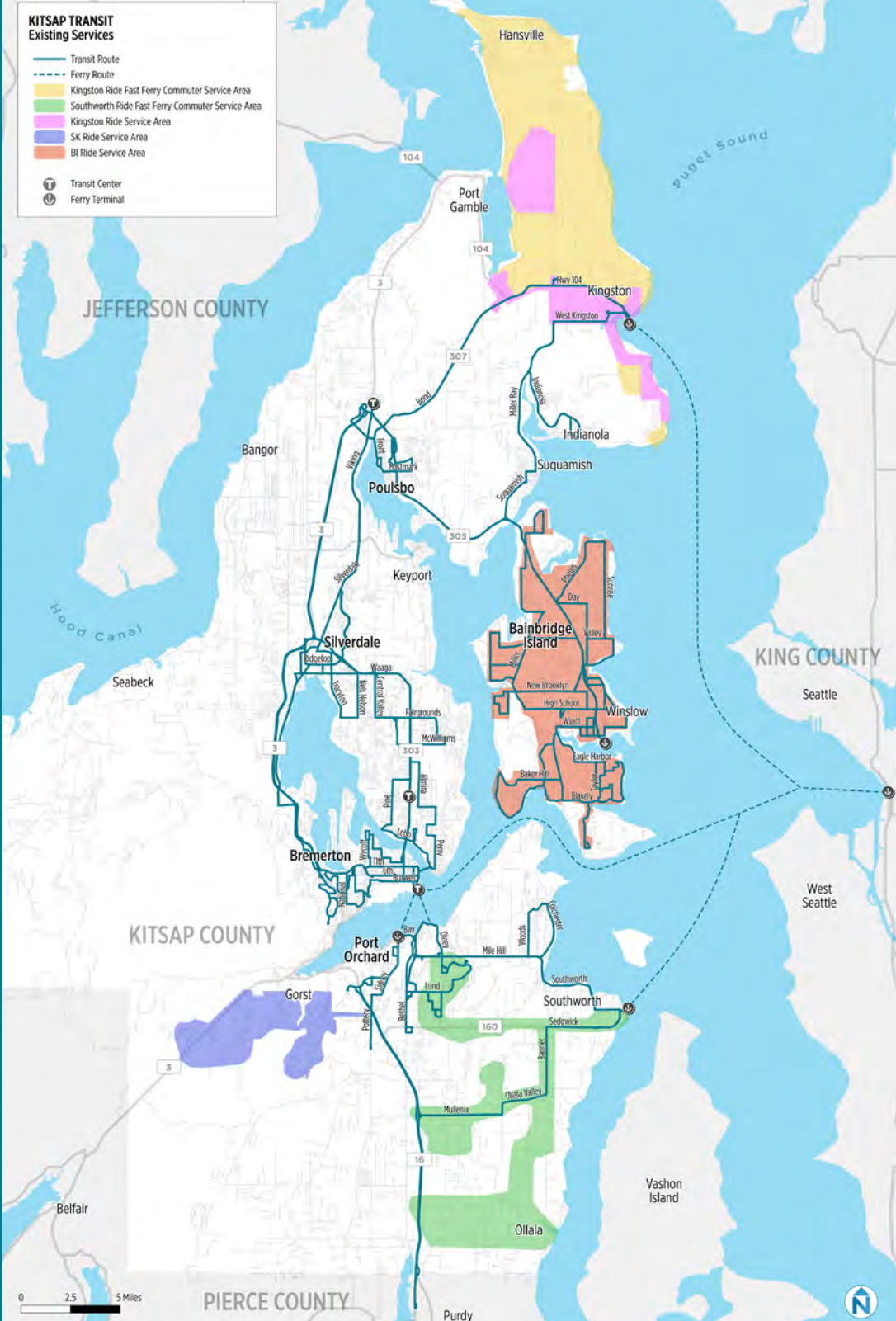
Planning for Kitsap Transit's long-range future starts with understanding the past and present. This part of the LRTP is called an existing conditions analysis, and it describes the baseline from which Kitsap Transit will grow.

This chapter of the plan describes the current state of Kitsap Transit, select transit trends over the past 10 years, and key organizational, operational, and technological elements of system.



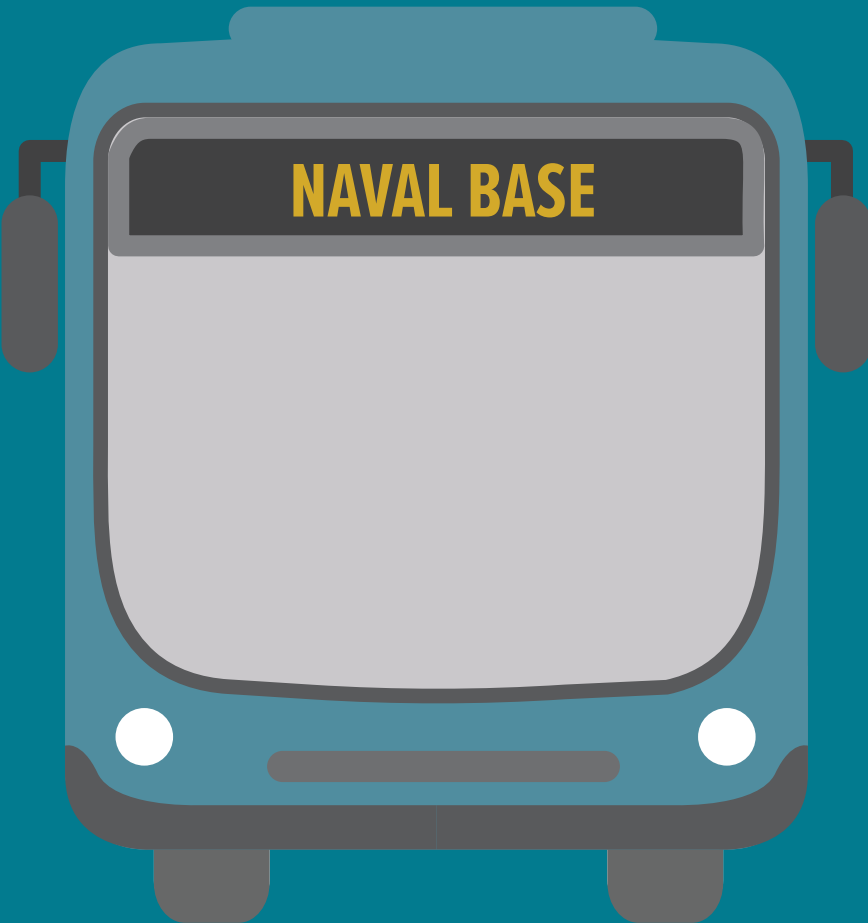
# Service Overview

Kitsap Transit is a unique transit agency that operates many more modes of transportation than a typical transit agency in the United States, on both land and water. Kitsap Transit’s service is shown on the map to the right, and each mode is described in the following section.



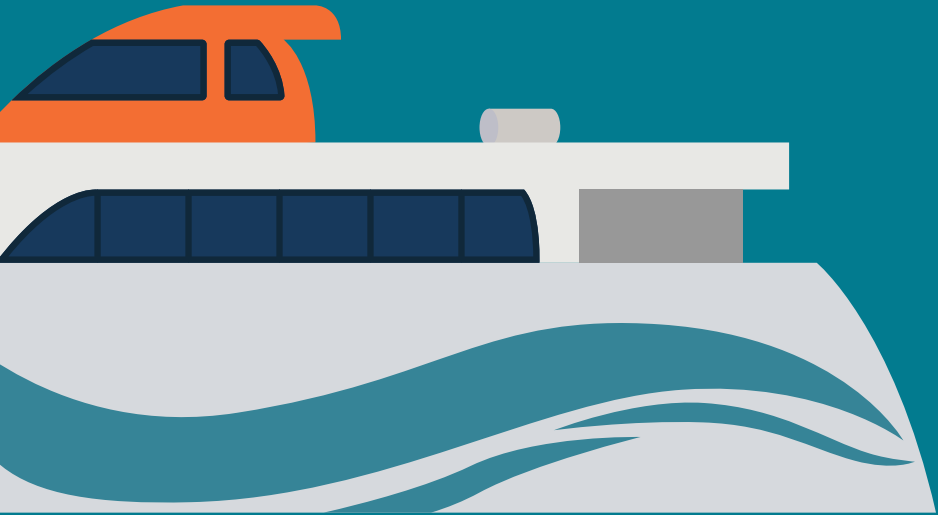
## Routed Buses

Kitsap Transit operates 37 fixed routes with weekday service and 16 routes with Saturday service. These routes serve Bainbridge Island, Bremerton, Port Orchard, Poulsbo, Silverdale, and portions of unincorporated Kitsap County. The service area for routed buses is divided into three regions: North, Central, and South.



## Worker/Driver Buses

Worker/Driver buses are driven by employees at the two largest U.S. Navy installations in Kitsap County, Naval Base Kitsap (NBK)-Bremerton, and NBK-Bangor. The buses operate like a large vanpool where the driver boards the bus near home in the morning and picks up coworkers on the way to work. Kitsap Transit has 32 Worker/Drive routes.



## Ferry Routes

### Fast Ferries

Approved by voters in 2016, Kitsap Transit Fast Ferries provide passenger-only ferry service between Kitsap County and Seattle on weekdays year-round and on Saturdays from May through September. Kitsap Fast Ferries launched service on the Bremerton–Seattle route in 2017; the Kingston–Seattle route in 2018; and the Southworth–Seattle route in 2021.

### Local Foot Ferries

Kitsap Transit local foot ferries provide two passenger-only routes in Sinclair Inlet. The Bremerton–Port Orchard route runs daily and the Bremerton–Annapolis route runs on weekdays only.

## ACCESS and VanLink

### ACCESS

*ACCESS* is a demand-response paratransit service for those eligible under the Americans with Disabilities Act (ADA). *ACCESS* provides door-to-door transportation for eligible riders who are unable to use the fixed-route system. The service is available in most areas where routed bus service operates, including Port Orchard, Bremerton, Silverdale, Poulsbo, Bangor, Kingston, and Bainbridge Island. Limited *ACCESS* service is also available in outlying areas, such as Burley, Olalla, Seabeck, Lofall, Port Gamble, North Kitsap, Keyport, and Hansville.

### VanLink

VanLink is a shared-cost *ACCESS*-alternative program for social service agencies with many *ACCESS*-eligible clients that provides more flexibility for their clients' transportation.



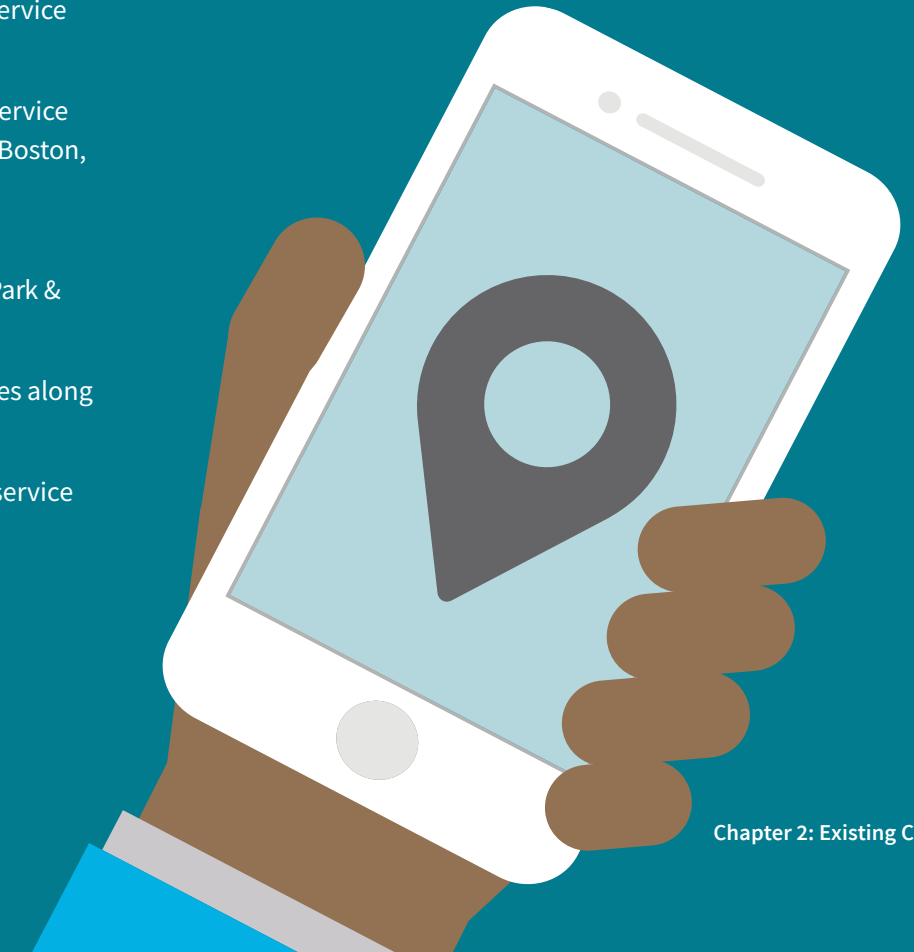
## On-Demand Services

Kitsap Transit operates several demand-response services that are open to the public. Some services have fixed stops and routes that they are able to deviate from, while others are only available by reservation. These services are described below.

- **BI Ride:** A deviated fixed-route service that operates on Bainbridge Island by both rider request and serving scheduled stops.
- **SK Ride:** A demand-response service that operates in the McCormick Woods, Sunnyslope, Bremerton National Airport, Olympic View Industrial Park, The Ridge, and McCormick Meadows areas.
- **Kingston Ride:** A demand-response service that operates in a service area around Kingston.
- **Kingston Fast Ferry Commuter Service:** A demand-response service that operates in Hansville, Driftwood Keys, Gamblewood, Little Boston, Eglon, Jefferson Point, and President Point.
- **Purdy Connection:** A deviated fixed-route service that makes scheduled stops at the Port Orchard Ferry Dock and the Purdy Park & Ride.
- **Nollwood Dial-a-Ride:** A demand-response service that operates along Werner Road from Auto Center Boulevard to Nollwood Lane.
- **Southworth Ride Fast Ferry Commuter:** A demand-response service to and from Southworth Ferry Terminal.

## Vanool, Carpool, Scoot

- **Vanpool:** Kitsap Transit coordinates the county's vanpool program. Vanpool users live and work near each other and share the ride to and from work.
- **Carpool:** Kitsap Transit registers carpools, allowing registered carpool vehicles access to reserved parking spaces, including free spaces at the Annapolis Ferry Dock.
- **SCOOT:** Smart Commuter Option of Today (SCOOT) is a car-sharing program offered to people commuting to downtown Bremerton, to the Kitsap County Courthouse, and near Bainbridge Island City Hall, who do not drive alone to work.



# Ridership and Service Trends

Kitsap Transit’s performance over the past ten years provides important context for long-range planning.

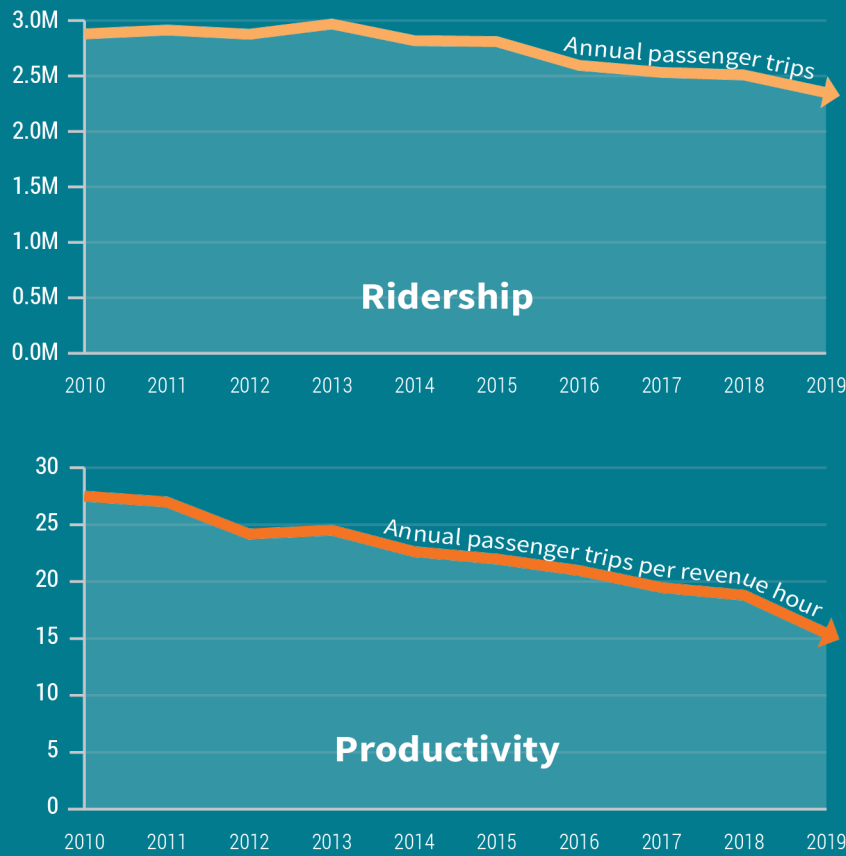
The agency’s ridership and productivity trends help guide the agency’s operating and capital plans by showing where agency resources should be invested to provide the most utility for Kitsap County residents, workers, and visitors.

Several key trends are highlighted here, and a more complete assessment of performance and ridership can be found in the Long-Range Transit Plan’s Planning Context and Trends Analysis document, which is an appendix to this plan.

## High-Ridership and Low-Ridership Routes

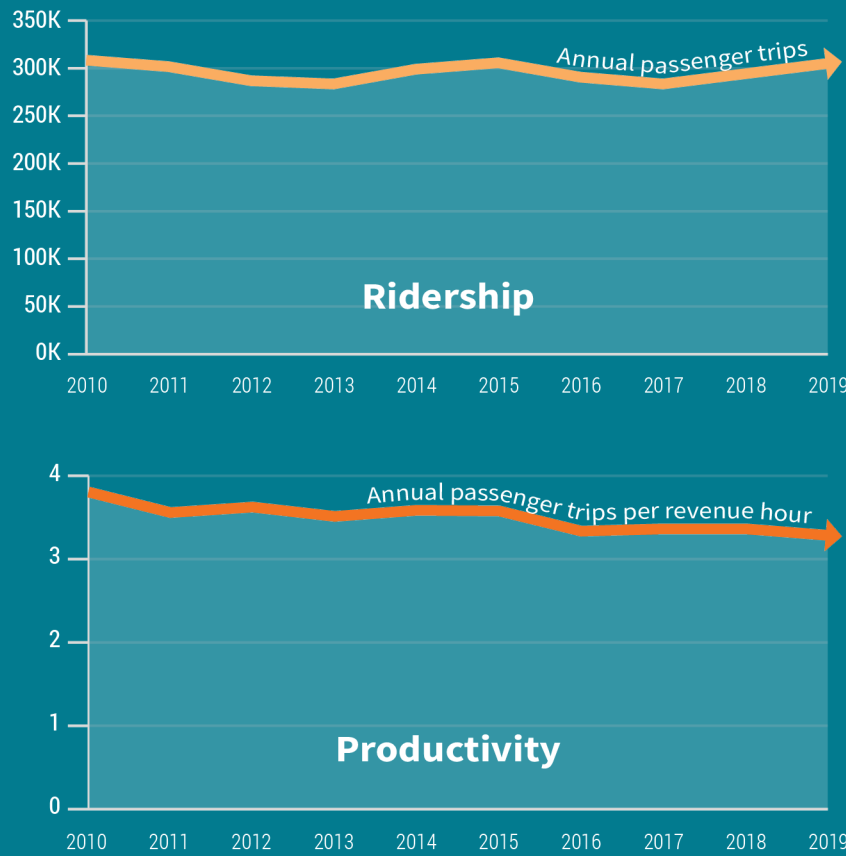
In 2019, Kitsap Transit’s highest-ridership fixed routes were those connecting Silverdale and Bremerton with direct service, which also provide the most frequent service. The agency’s lowest-ridership fixed routes were those providing indirect, looping local service, and connecting low-density neighborhoods to ferries.

### Fixed-Route Bus



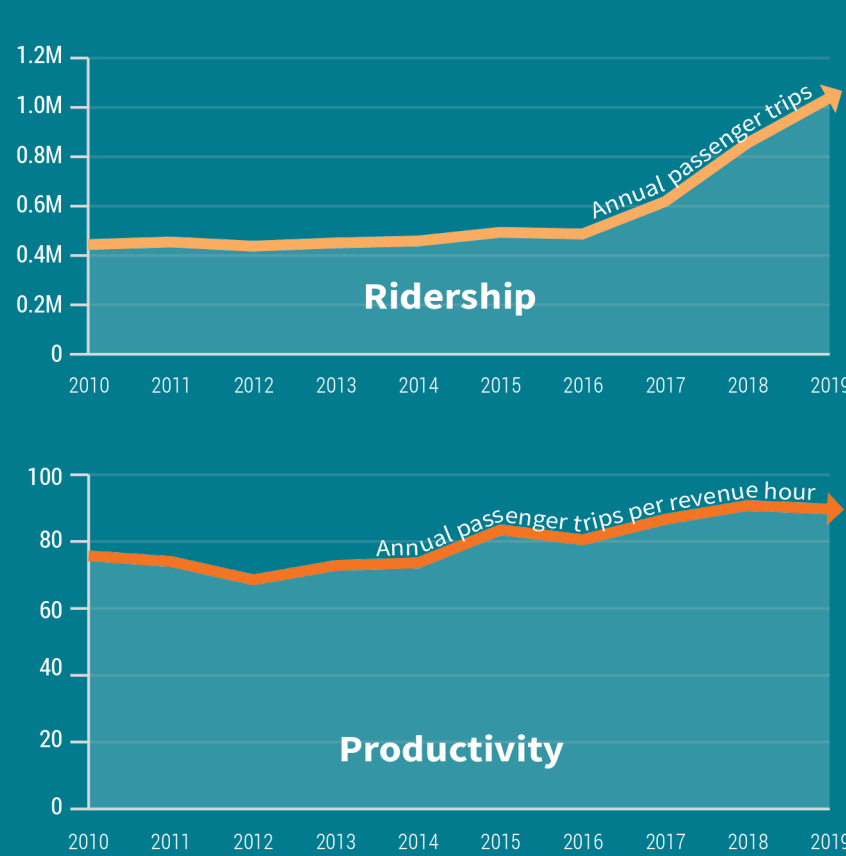
Fixed-route bus ridership has been declining as the amount of fixed-route service provided has increased. At the same time, the average per-trip fixed-route fare paid has declined. Kitsap Transit is looking to improve fixed-route bus service for riders, which will result in higher ridership.

### Demand-Response



Demand-response services include ACCESS, VanLink, and On-Demand Ride. Ridership for these services has remained relatively stable over the past 10 years, but operating costs have increased significantly.

### Local and Fast Ferries



New fast ferry service in 2017 dramatically increased ferry ridership, the amount of ferry service provided, and ferry operating costs. Overall ferry productivity increased somewhat since 2017 but high-cost fast ferry service has driven up overall ferry operating costs on a total and per-passenger trip basis considerably.



# Transit Demand and Travel Patterns

This LRTP plans new services based on current and future likely demand for transit. To assess the current demand for transit, the plan looks to population and job densities and current commute flow patterns in Kitsap County and beyond. These key analyses are described here.



## Transit Demand

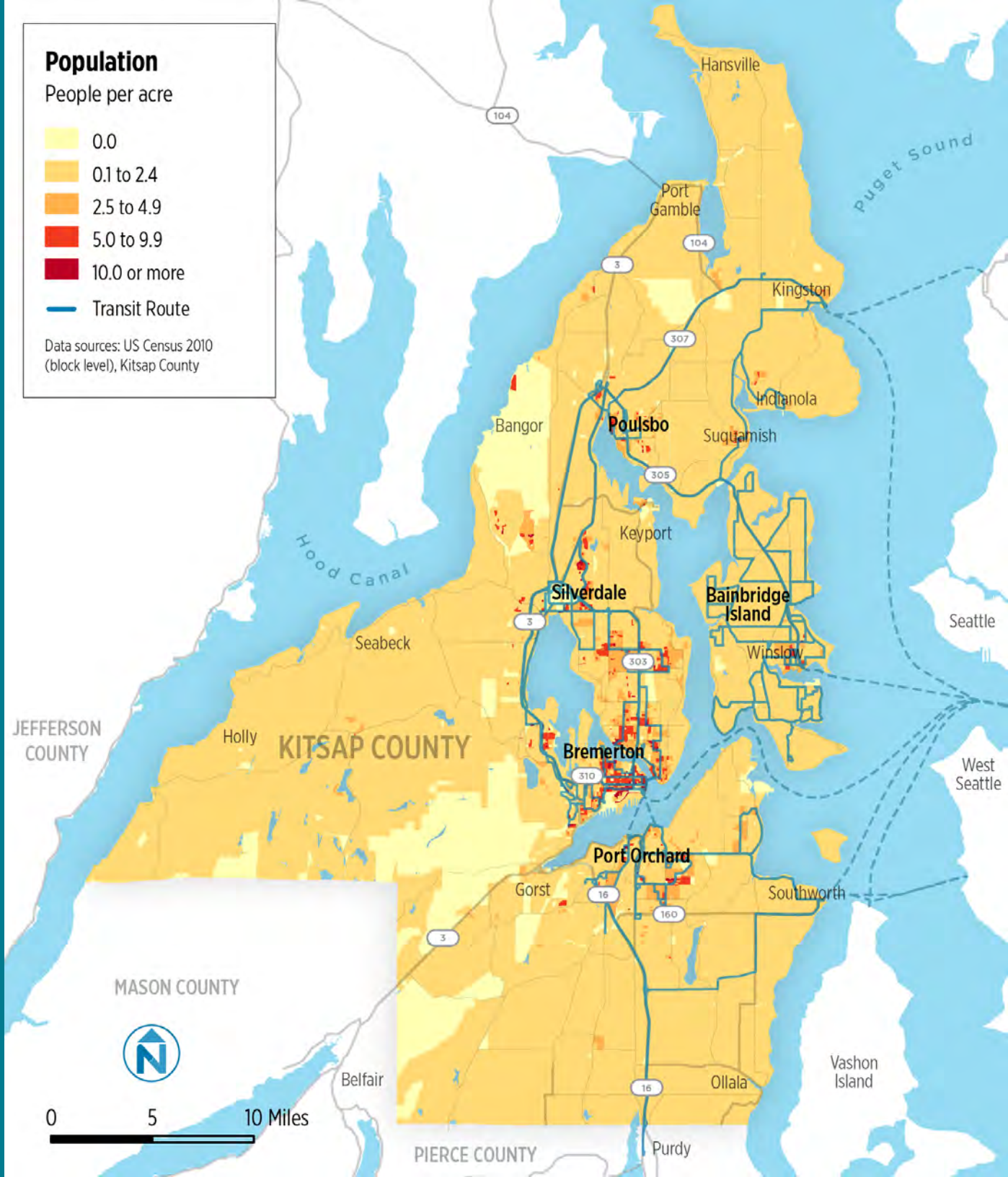
Transit demand is primarily based on the density of jobs and population in a place, although certain demographics are more likely to use transit than others.

The transit demand analysis shown here explores population density, employment density, and select demographics to produce a transit propensity map that identifies the places with the greatest residential demand for transit.



## Travel Patterns

Another way to assess transit demand is to look at existing travel patterns, which show where there is significant travel demand between two places. In this plan, origin-destination data was analyzed for both intra- and inter-county commute flows in Kitsap County. These flows were compared to existing Kitsap Transit service to identify transit gaps and show where many currently successful services are likely to remain so.



## Transit Demand: Population Density

Places with more people living closely together typically have the greatest demand for transit.

In Kitsap County, population densities are greatest in urban areas like downtown Bremerton, although unincorporated communities along the SR 303 corridor are also relatively dense.

*Note: Maps using 2010 Census data will be updated when 2020 Census data become available.*



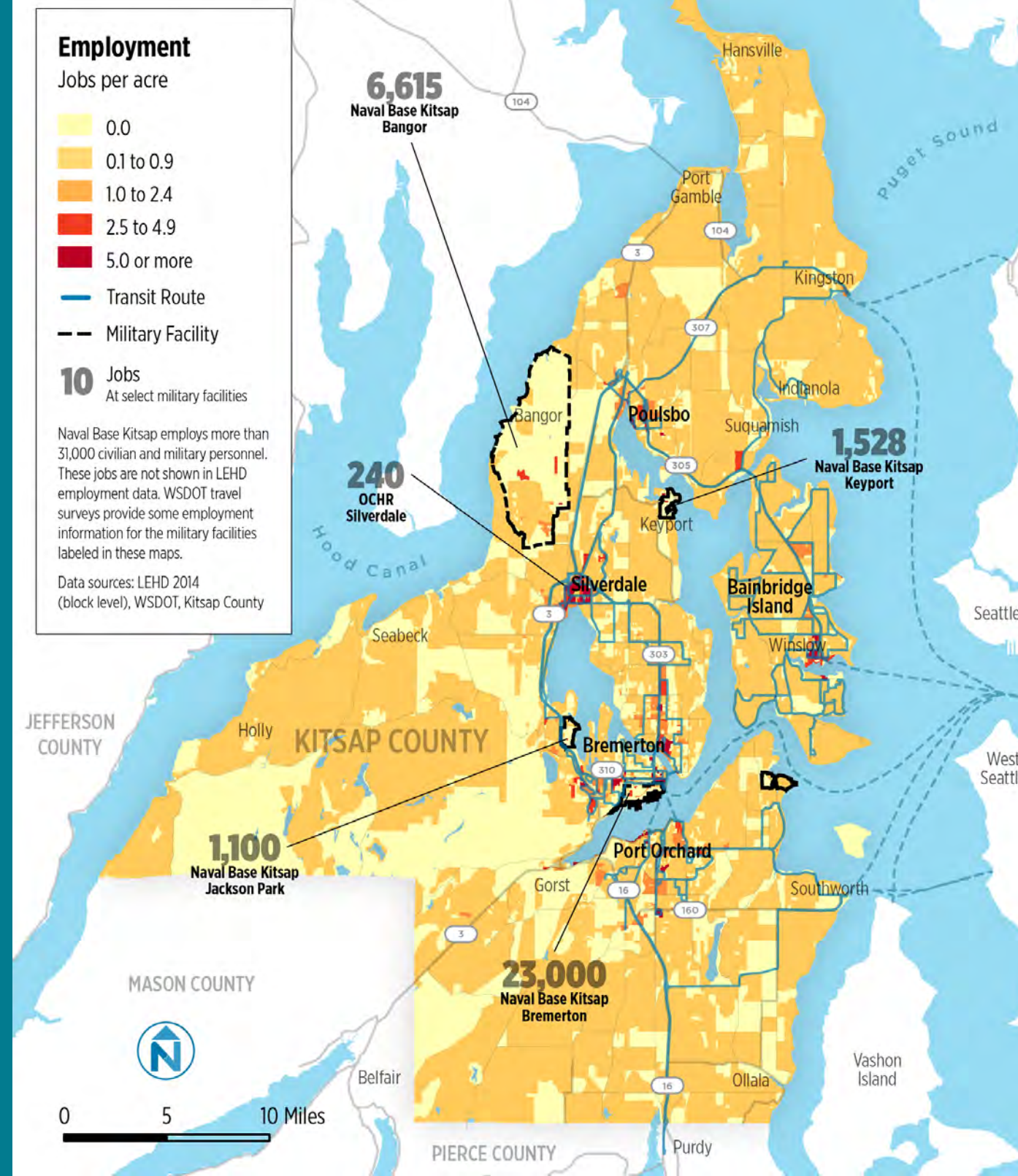


## Transit Demand: Job Density

The density of workplaces is another important indicator of where transit service is needed. Transit is typically most useful to riders in places where many jobs are close together. People use transit to commute to their jobs, but job density also indicates where people will ride transit to ride transit for basic needs, such as buying goods, seeking medical care and connecting with others at community centers.

Job densities in Kitsap County are greatest in urban areas, at military facilities, and along the SR 303 corridor. Other places with considerable concentrations of jobs are Silverdale, Winslow Village, Poulsbo, downtown Bremerton, Port Orchard's coastal roadway and Bethel Road corridor, and West Bremerton. The workforce of Naval Base Kitsap (NBK) is concentrated in Bremerton but also has significant footprints in Bangor, Keyport, and Jackson Park.

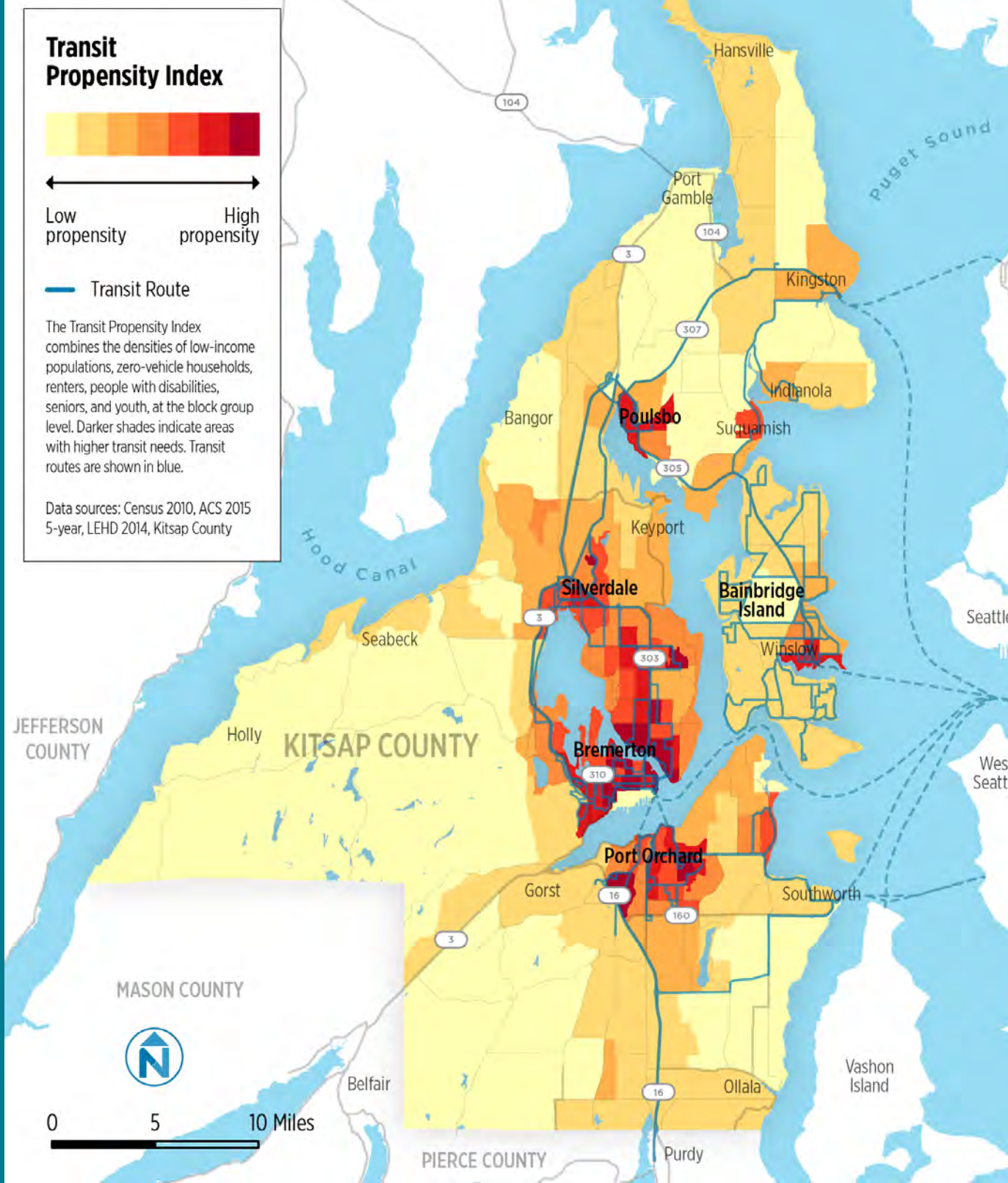
*Note: In the map to the right, OCHR refers to the Office of Civilian Human Resources.*



## Transit Demand: Transit Propensity

A transit propensity index (TPI) combines demographic and socio-economic characteristics associated with transit demand to highlight places most likely to support transit service. TPI inputs include people with low incomes, people living in households without access to a vehicle, renters, people with disabilities, people over age 64, and people under age 18.

Kitsap Transit's current service is aligned relatively well with the places in Kitsap County that have the highest transit demand. These places include Bremerton, Port Orchard, Silverdale, Poulsbo, and Bainbridge Island. All these places are currently served by at least one fixed route.



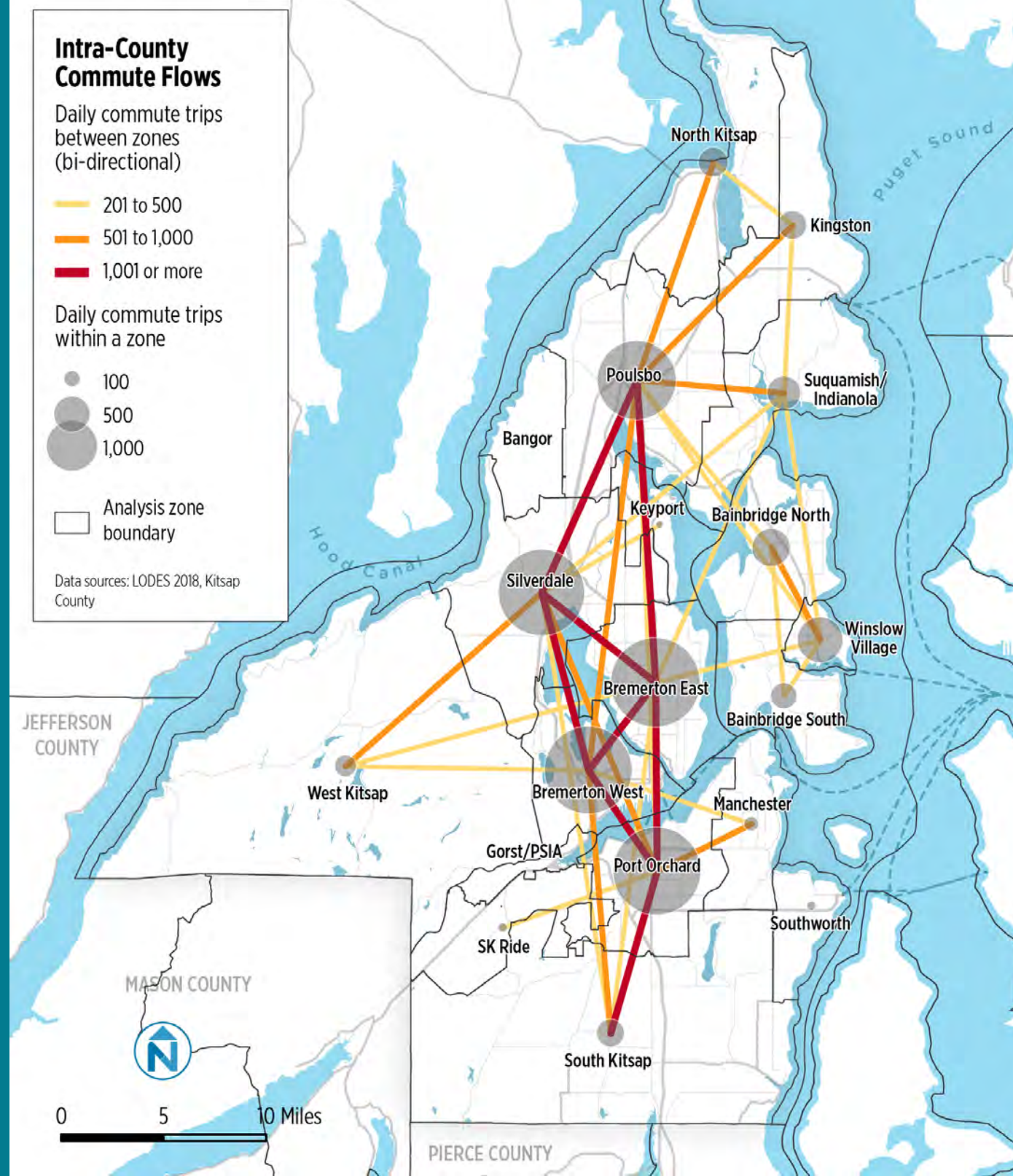




## Intra-County Commute Flows

Kitsap County intra-county flows show where people currently travel within the county, which helps Kitsap Transit understand where local services might be successful. Key intra-county flow findings are:

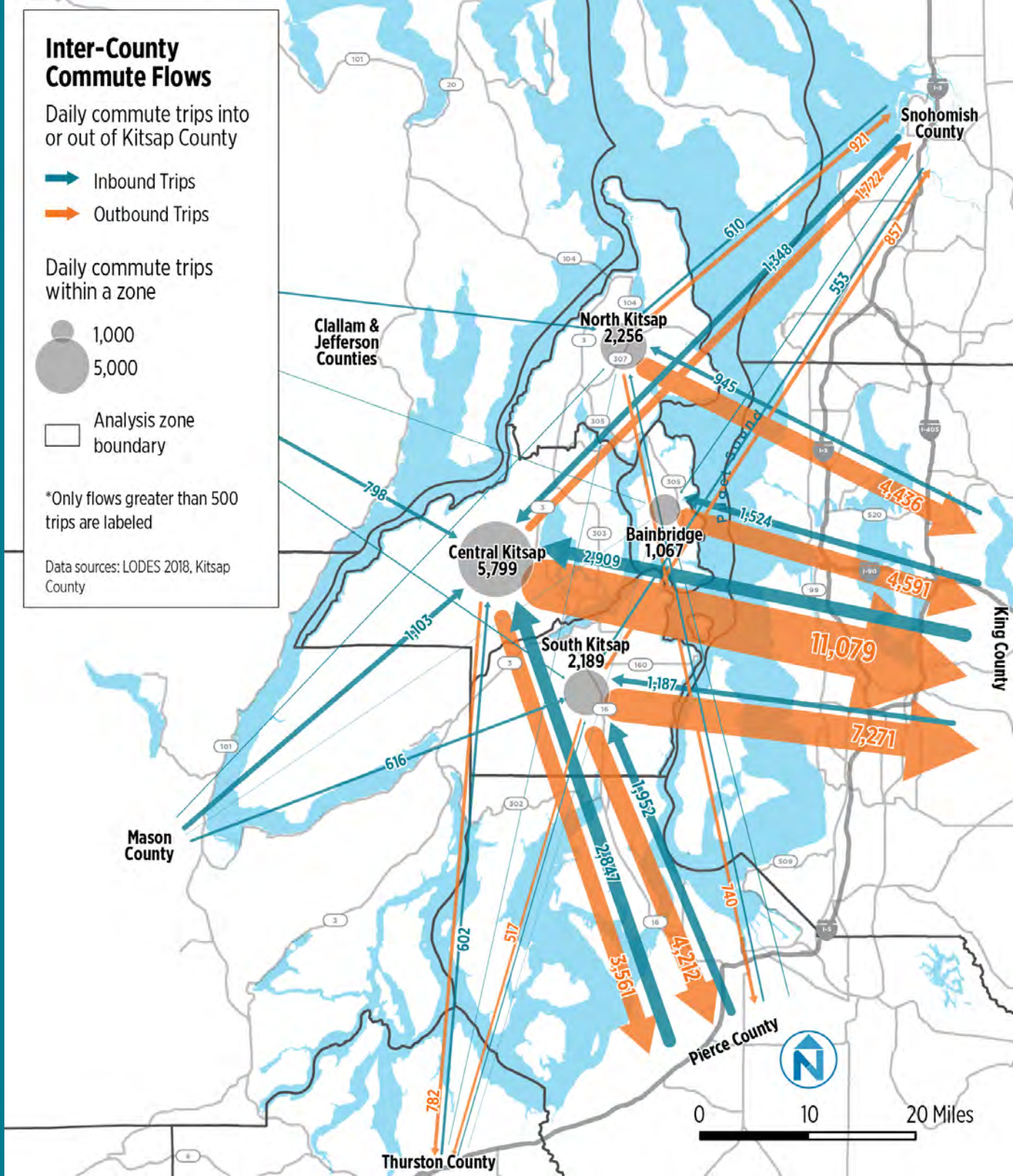
- Silverdale and Bremerton (East and West) are hubs of commute travel.
- Poulsbo, Silverdale, East and West Bremerton, and Port Orchard all have relatively large amounts of intra-zonal commuting.
- Outside commute hubs, the most significant commute flows are between Poulsbo and the north and northeast Kitsap areas and between South Kitsap and Port Orchard.
- Suquamish/Indianola-Poulsbo has substantial commute flows but requires a connection on transit.
- Although job growth is expected in the Gorst/Puget Sound Industrial Area (PSIA), there are not currently substantial flows to or from this area.



## Inter-County Commute Flows

Inter-county travel flows show where there is demand for transit trips into and out of Kitsap County. This is useful for understanding demand for fast ferry service and potential future inter-county bus service. The map to the left shows commute travel between Kitsap County and the Puget Sound region. Key findings include:

- Most inter-county commuting is with King County. Demand may be sufficient to support additional cross-sound fast ferry routes.
- Central Kitsap County, including Bremerton, has the most commuter exchange with King County.
- Significant commuting occurs between central and south Kitsap County and Pierce County. There is no connecting one-seat ride on Pierce Transit or Kitsap Transit fixed-route service.
- Supporting these trips with a one-seat transit ride is a partnership opportunity between Kitsap Transit and Pierce Transit.







## **Future Growth**

This LRTP plans for transit development into 2040—a 20-year planning horizon. To assess transit needs that far into the future, the LRTP looks at other regional transportation and land-use planning efforts, PSRC’s Vision 2050 plan, and ongoing development patterns in Kitsap County.

# Key Future Growth Findings

## Ferry Service and Integration

Passenger-only ferry service is expected to play an increasingly important role in the Puget Sound’s regional transportation system. Ferry service provided by Kitsap Transit is an important component of the regional transportation network. Local jurisdiction plans prioritize improved transit and non-motorized connections to ferry terminals.

Service frequency improvements and connectivity to ferry terminals were key short-term recommendations included in Kitsap Transit’s 2018 Comprehensive Route Analysis.



### Upcoming & Ongoing Development

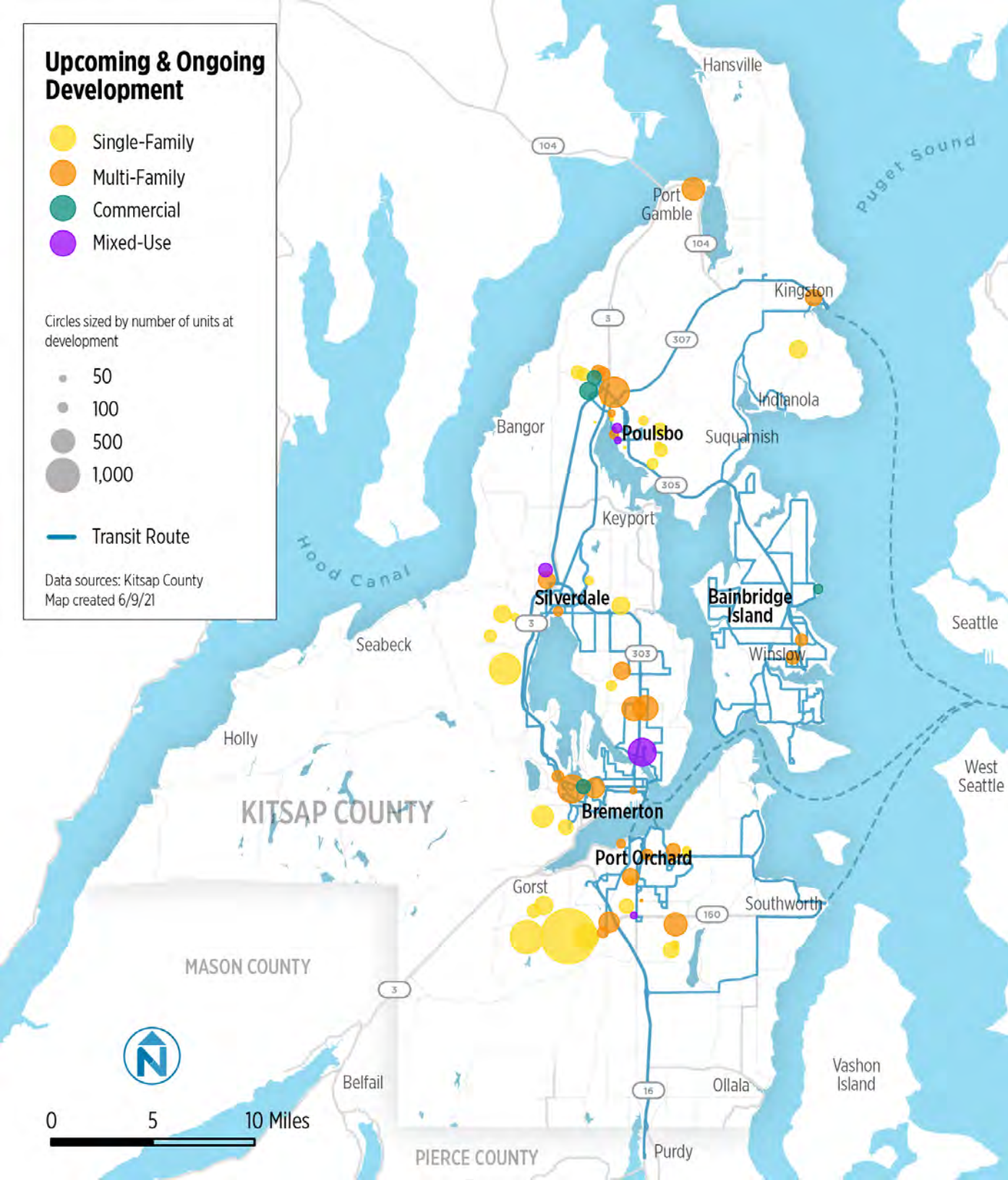
- Single-Family
- Multi-Family
- Commercial
- Mixed-Use

Circles sized by number of units at development

- 50
- 100
- 500
- 1,000

Transit Route

Data sources: Kitsap County  
Map created 6/9/21



## Concentrated Growth

Future growth is likely to concentrate in core cities and around high-capacity transit (HCT) communities, including potential bus rapid transit (BRT) corridors in Kitsap County.

These communities include Bremerton, Silverdale, Bainbridge Island, Kingston, Port Orchard, and Poulsbo.

## Low-Density Development

Significant low-density greenfield development is expected in suburban and rural Kitsap County. Kitsap Transit may need to reconsider how to serve these developments, many of which will be challenging to serve efficiently with fixed-route service. New on-demand services may be effective.



## Transit Investments

The Kitsap Transit LRTP outlines capital and operating projects for 20 years. These projects support a bold future where public transportation is fast and frequent and a practical travel choice for living, working and visiting Kitsap County.

The project list presented here is not fiscally constrained and is not fiscally constrained and offers a menu of options for future consideration.



# Project Development Process

The project list in this LRTP was developed based on several inputs: existing needs, existing conditions and planned growth analysis, and public input.



## Existing need

There are several important projects in this LRTP that Kitsap Transit has been planning for some time. Some of these projects, like the new Bremerton bus base, must be completed before service can be expanded. These projects are priorities for Kitsap Transit.



## Existing conditions and planned growth analysis

The quantitative and qualitative analysis conducted as part of this plan's existing conditions assessment helped Kitsap Transit staff identify projects that would serve travel needs in Kitsap County.



## Public input

Two public surveys with robust response levels were conducted for this LRTP. These surveys helped identify the public's key transit and transit-related needs, and also helped show which LRTP project types the public considered most appropriate for meeting their travel needs.

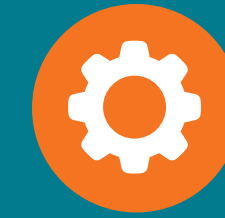


## Service Projects

All the projects in this LRTP are designed to provide—either directly or indirectly—more or improved transit service in Kitsap County.

The service projects listed below represent Kitsap Transit's planned approach to providing expanded and/or improved service. These projects are not prioritized in the LRTP but many are dependent on the successful completion of capital projects described later in the plan. For example, implementing the new bus routes called for in this plan depends on developing a new Bremerton bus base, where Kitsap Transit can have the capacity to maintain and store a larger fleet.

- Frequency Upgrades
- New Local Routes
- New Circulators
- Bremerton-Tacoma Express Route
- High-Capacity Transit
- New On-Demand Ride Zones



## Capital Projects

This LRTP also includes Kitsap Transit's key capital projects.

Some of these projects, like a new Bremerton bus base, are necessary for the continued safe and reliable operation of Kitsap Transit's service. Other projects, like new park & rides, are important components of service expansions. All these projects are significant endeavors that require the careful coordination of planning, engineering, design, and construction activities.

- Operating Facilities
- Transit Centers
- Multimodal Hubs
- Speed and Reliability Upgrades
- Fleet Expansion
- Emerging Technology Enhancements
- High-Capacity Transit Corridor Upgrades
- Park & Rides

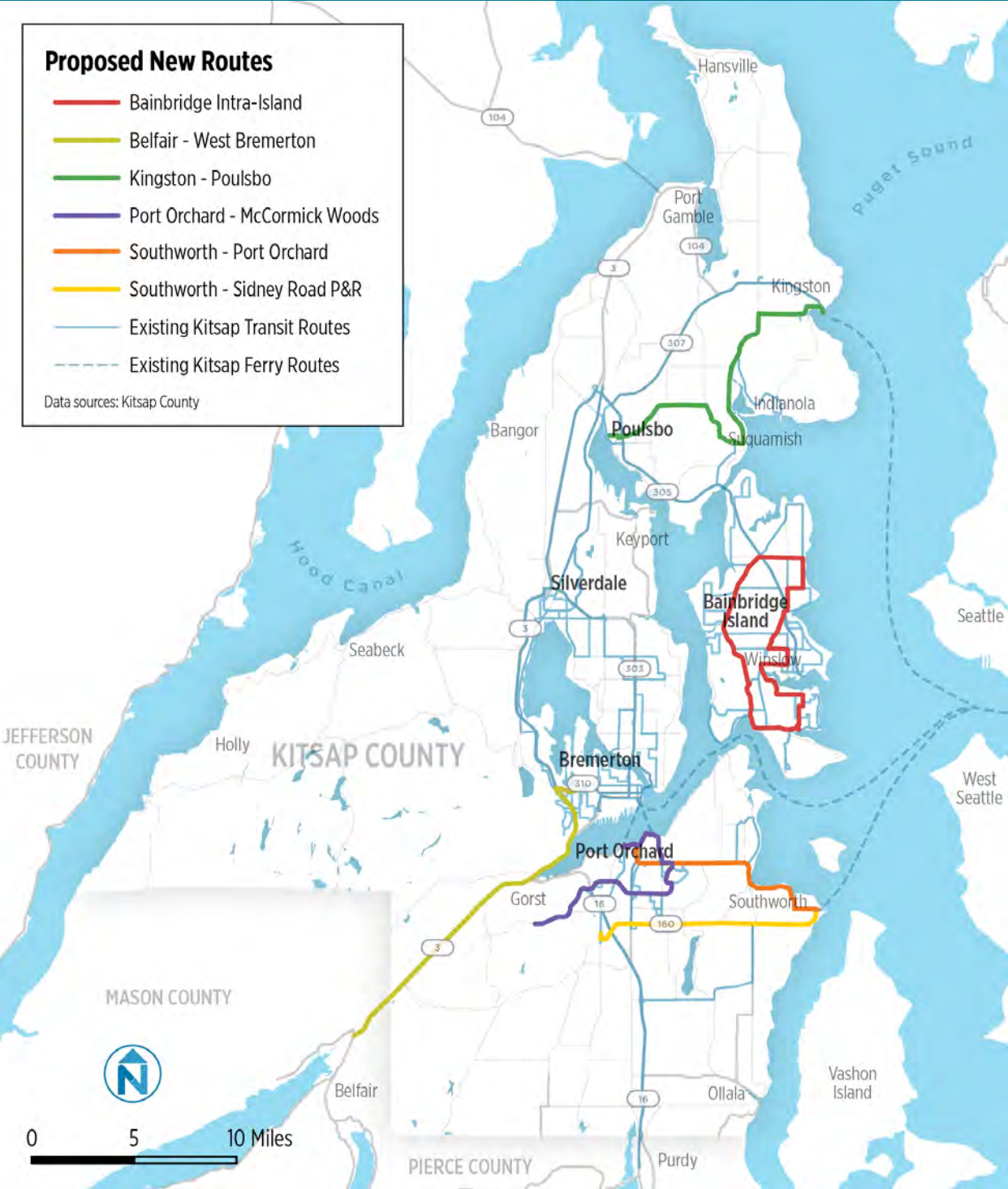
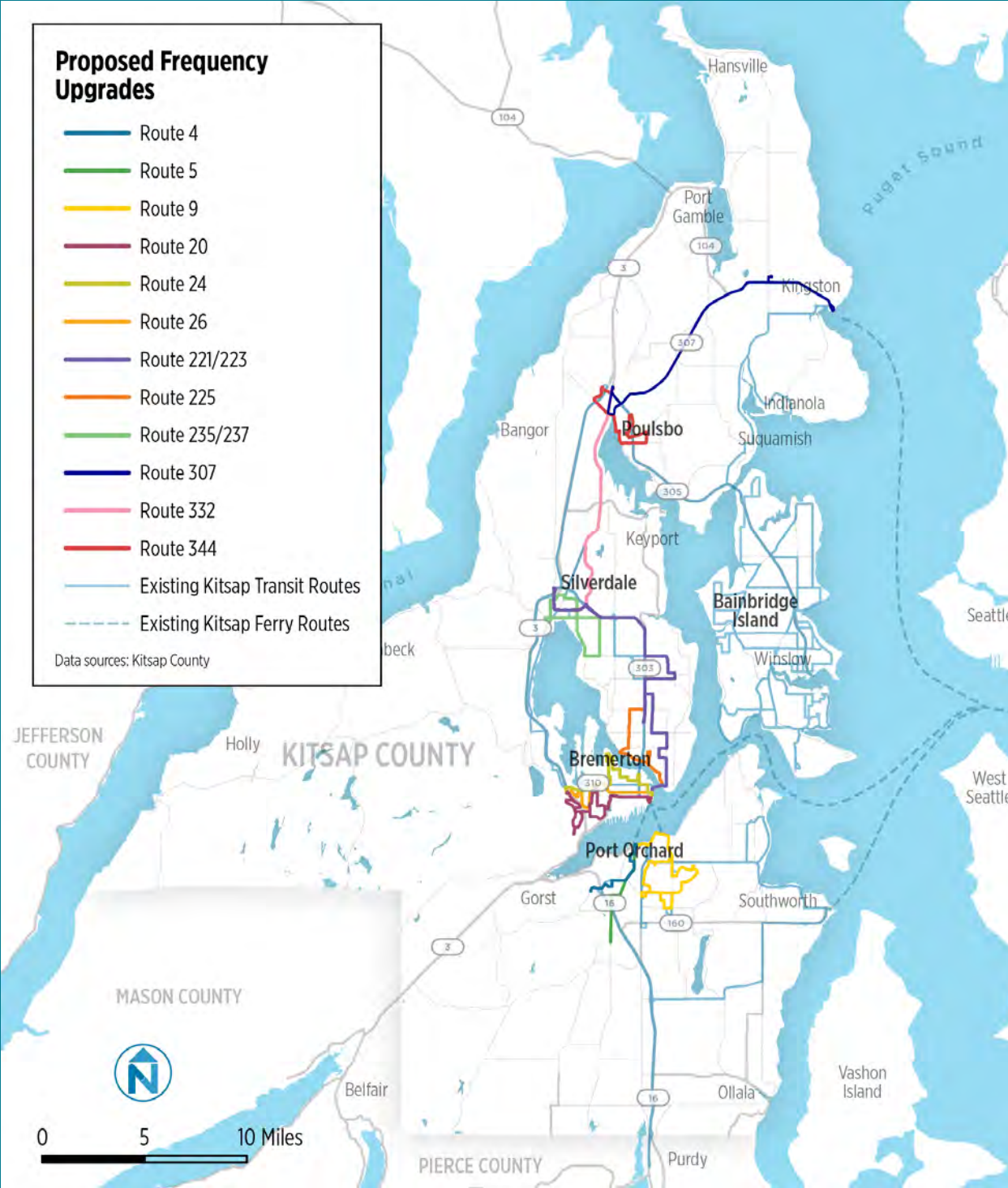


# Frequency Upgrades

More frequent transit is an important way Kitsap Transit can improve service, especially on local bus routes. Service frequency has a major influence on transit ridership: High-frequency service is more convenient because riders do not have to wait as long between buses.

The LRTP calls for service every 30 minutes for 11 Kitsap Transit fixed routes, which will reduce wait times and improve connections for nearly 1,000 existing daily passengers, as well as encouraging more ridership.

Route	New Vehicles Needed	Annual Rev. Hrs. Required
Route 4 - Tremont	1	4,000
Route 5 - Sidney	1	4,000
Route 9 - South Park	1	4,000
Route 20 - Navy Yard City	1	4,000
Route 24 - Olympic College	1	4,000
Route 26 - Bay Vista	1	4,000
Route 221/223 - Perry Avenue	1	4,000
Route 225 - Sheridan Park	1	4,000
Route 235/237 - E Silverdale/Old Town	1	4,000
Route 307 - Kingston/North Viking Fast Ferry	1	4,000
Route 332 - Poulsbo/Silverdale	1	4,000
Route 344 - Poulsbo Central	1	4,000



# New Local Routes

Due to high levels of current and projected future transit demand, several places in Kitsap County are planned for new Kitsap Transit fixed-route bus routes. Adding fixed-route bus service would offer residents, workers, and visitors a reliable non-auto travel mode. The six new bus route projects are:

- Bainbridge Island Circulator
- Belfair-West Bremerton
- Kingston-Suquamish-Poulsbo
- Port Orchard-McCormick Woods
- Southworth-Port Orchard
- Southworth-Sidney Road

Route	New Vehicles Needed	Annual Rev. Hrs. Required
Bainbridge Island Circulator	4	23,400
Belfair-West Bremerton	4	22,900
Kingston-Suquamish-Poulsbo	4	22,900
Port Orchard-McCormick Woods	4	22,700
Southworth-Port Orchard	3	17,300
Southworth-Sidney Road	3	17,300







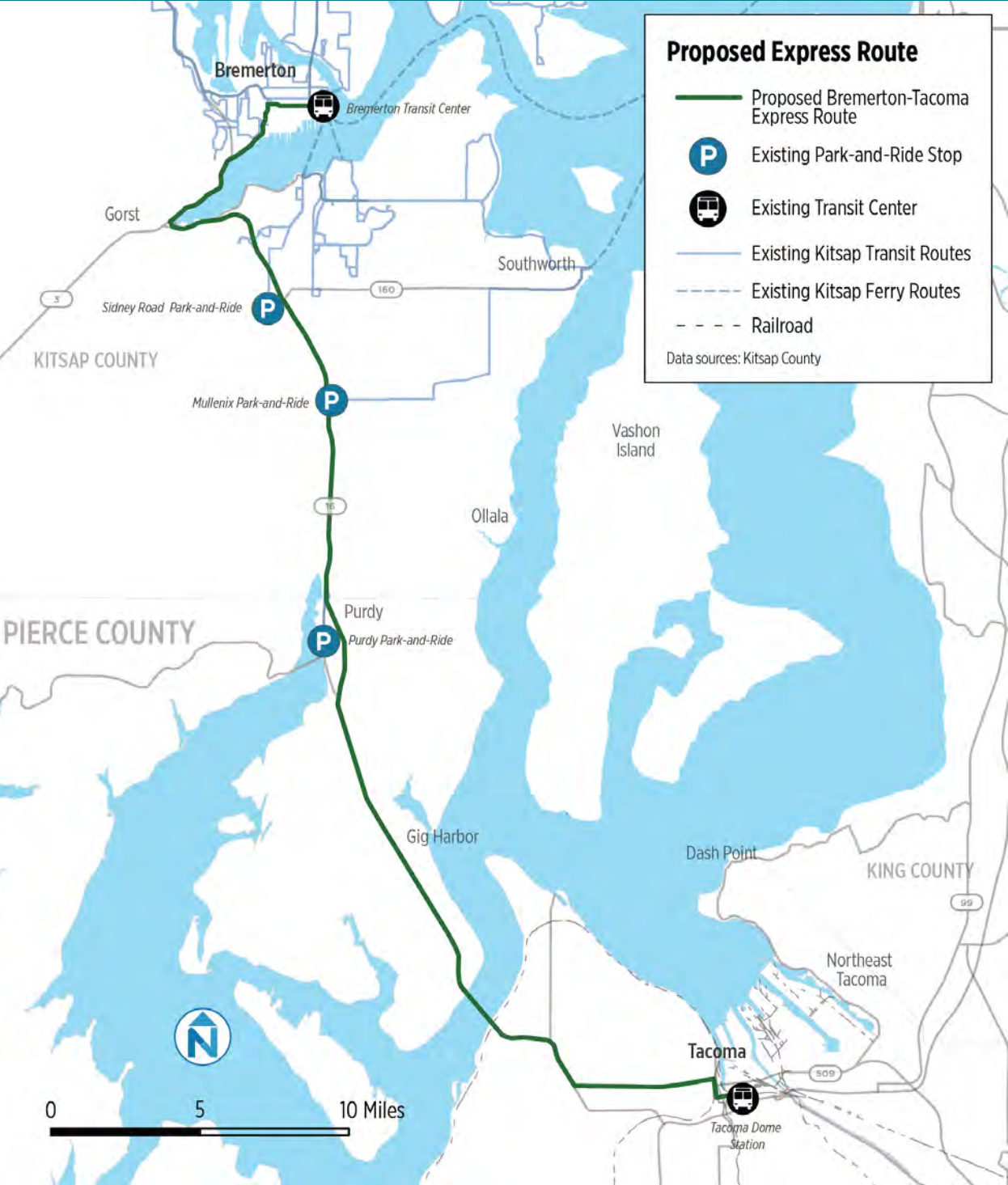
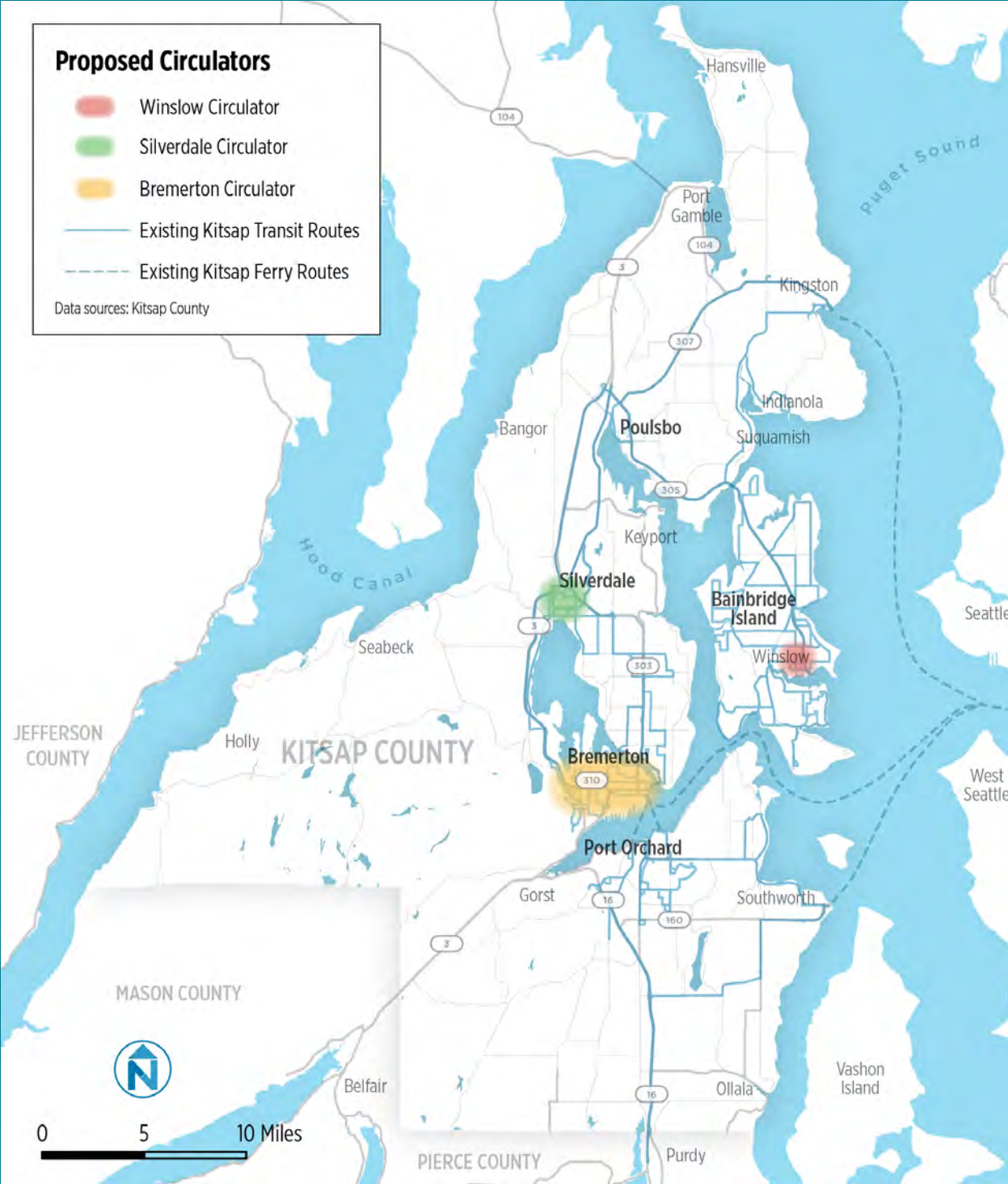
# New Circulators

Some places are difficult to serve with a network of longer, bi-directional fixed-route buses. For many of these hard-to-serve places, a circulator route can provide valuable transit mobility. Circulator routes are a type of bus service that shuttles people around a small area such as a downtown or large mall district. In some instances, circulators can operate as ‘flexible fixed-route’ service that follows a regular route but can deviate to provide on-demand service.

This LRTP includes three circular projects:

- Bremerton Circulator
- Silverdale Circulator
- Winslow Circulator

Route	New Vehicles Needed	Annual Rev. Hrs. Required
Bremerton Circulator	1	6,500
Silverdale Circulator	1	6,500
Winslow Circulator	1	6,500



# Bremerton-Tacoma Express Route

Express routes are longer-distance fixed-route service that connect major destinations with a limited number of stops along the way. Current travel volumes between the central Kitsap County area, including Bremerton and Port Orchard, indicate that there is demand for a Bremerton-Tacoma express bus route. This LRTP includes such a route as part of its service project list.

This service would have limited stops, with fares set to be slightly higher than the local fixed-route service. The route would connect downtown Bremerton to several points in Tacoma via park & rides at Sidney Road, Mullenix, and Purdy. This route would help reduce the number of single-occupancy vehicles (SOV) on WA-16 and eliminate the current need for intercity bus riders to transfer at Purdy.

Route	New Vehicles Needed	Annual Rev. Hrs. Required
Bremerton-Tacoma Express	3	9,200







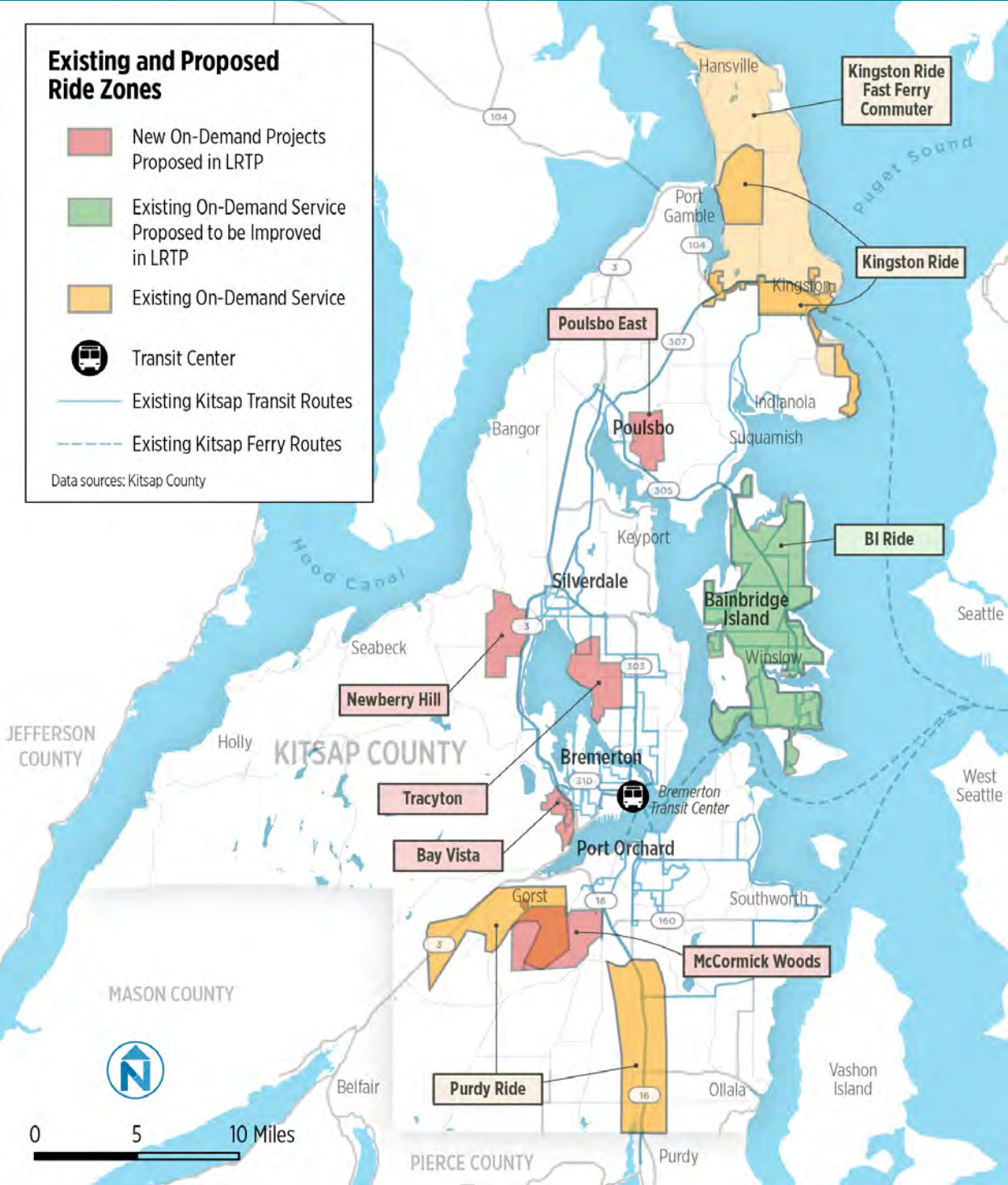
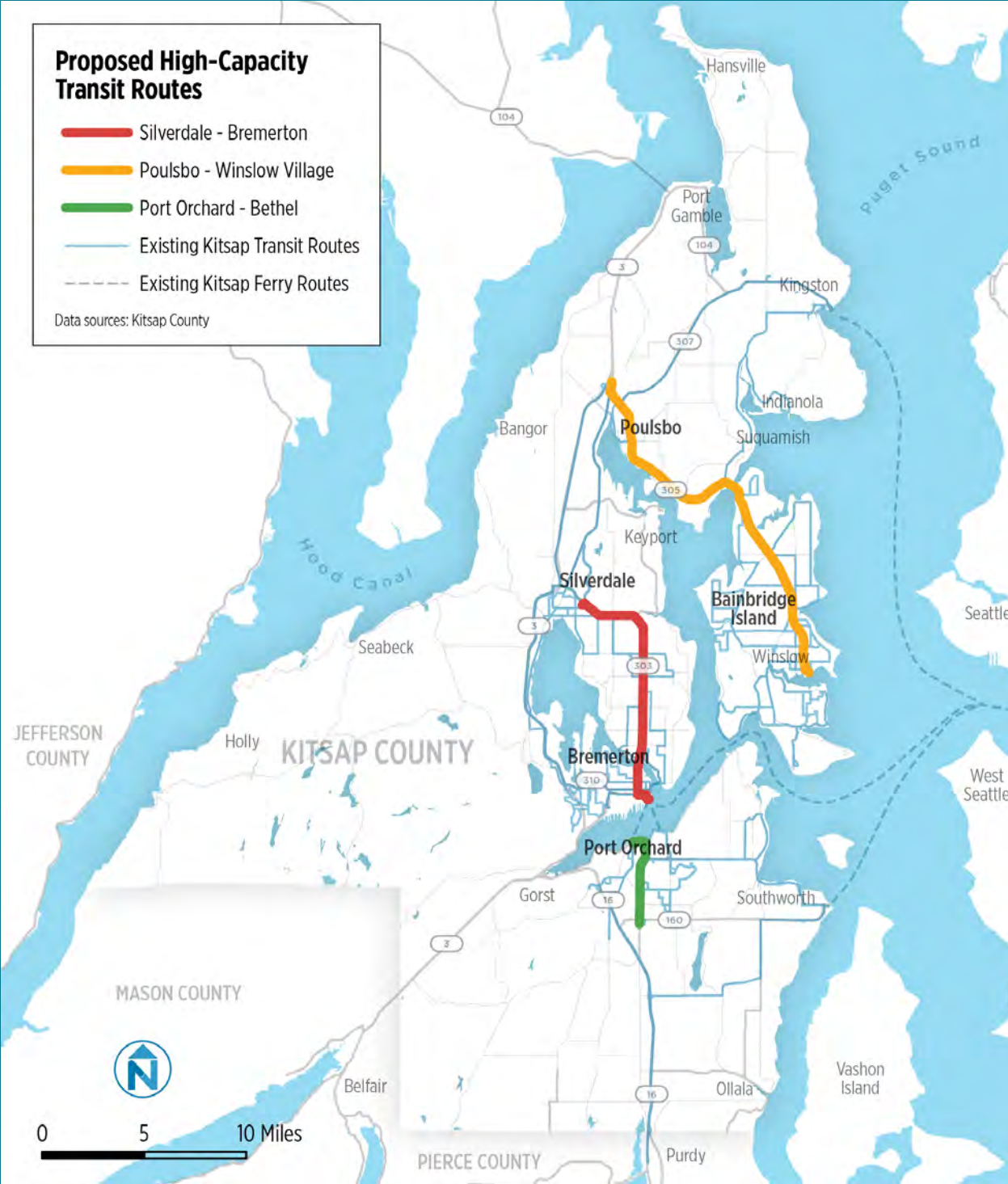
# High-Capacity Transit

High-capacity transit (HCT) is a high-quality transit service that is frequent, fast, and can accommodate many passengers. In some communities, HCT takes the form of light or heavy rail. In Kitsap County, HCT is more feasible in the form of bus rapid transit (BRT). BRT includes features such as priority at intersections, sections of bus-only right-of-way, level boarding platforms, and amenity-rich stops and shelters.

Planned high-capacity transit corridors in Kitsap County are identified in PSRC’s Vision 2050 plan:

- Bethel Avenue and Bethel Road SE in Port Orchard
- SR 303 between Silverdale and Bremerton
- SR 305 between Poulsbo and Winslow Village

Route	New Vehicles Needed	Annual Rev. Hrs. Required
Bremerton-Wheaton-Silverdale	6	29,500
Bainbridge-Poulsbo-Viking (SR 305)	6	34,900
Port Orchard-Bethel	2	12,900



# New On-Demand Ride Zones

Kitsap Transit’s Ride service provides on-demand trips to people living in several parts of Kitsap County. This service is a cost-effective way to provide mobility in less-dense parts of Kitsap County, where there are too few people or jobs for a fixed-route bus to be effective.

This L RTP plans for six new on-demand Ride zones that would provide service in growing parts of Kitsap County where planned land uses will likely not be dense enough to support fixed routes.

On-Demand Ride Zone	New Vehicles Needed	Annual Rev. Hrs. Required
Bay Vista	2	7,700
McCormick Woods	2	7,700
Newberry Hill	2	7,700
Poulsbo East	2	7,700
Tracyton	2	7,700
BI Ride Span of Service Expansion	2	3,100

In addition to these new Ride services, the L RTP proposes increasing the hours of service on BI (Bainbridge Island) Ride.







# Operating Facilities

Operating facilities for buses and ferries include maintenance, storage, and passenger transit center facilities. These projects are essential for current service and future improvements.

Kitsap Transit’s operating facility capital projects are described in this section. Among these, the new Bremerton bus base is one of the most essential, as the existing Bremerton bus base is too small to support current operations, let alone expanded service.



## Bus Facilities

- **New Bremerton Base:** A new bus base, replacing the existing Bremerton base.
- **North Base Heavy-Duty Maintenance Facility:** A new heavy-duty transit vehicle maintenance facility.
- **South Base Relocation or Expansion:** A new bus base to serve transit operations in South Kitsap.
- **West Bremerton Transit Center/Park & Ride/Hydrogen Fueling Facility:** A new multi-purpose transit facility that can serve as a transit center, a park & ride, and a hydrogen fueling facility for future Kitsap Transit hydrogen fuel-cell buses.



## Ferry Facilities

- **Kingston Ferry Breakwater:** A breakwater for protecting fast ferries from harsh conditions on the Puget Sound.
- **Seattle Fast Ferry Terminal:** A new passenger terminal in Seattle to support higher levels of Kitsap Fast Ferry service.
- **Southworth Ferry Mooring:** A moorage facility near Southworth for fast ferries.



Land Transit Project	Cost (\$2021)
New Bremerton Base	\$169,500,000
North Base Heavy-Duty Maintenance Facility	\$17,500,000
South Base Relocation or Expansion	\$16,500,000
West Bremerton Transit Center/Park & Ride/Hydrogen Fueling Facility	\$46,400,000

Ferry Transit Project	Cost (\$2021)
Kingston Ferry Breakwater	\$20,000,000
Seattle Fast Ferry Terminal	\$100,000,000
Southworth Ferry Mooring	\$20,000,000
New Marine Maintenance Facility	\$23,500,000
New Bremerton Dock Capacity	\$7,000,000

*Note: Costs are rounded to nearest \$100,000 and are in \$2021. As projects are moved into design and construction phases, cost estimates will likely need to be updated.*







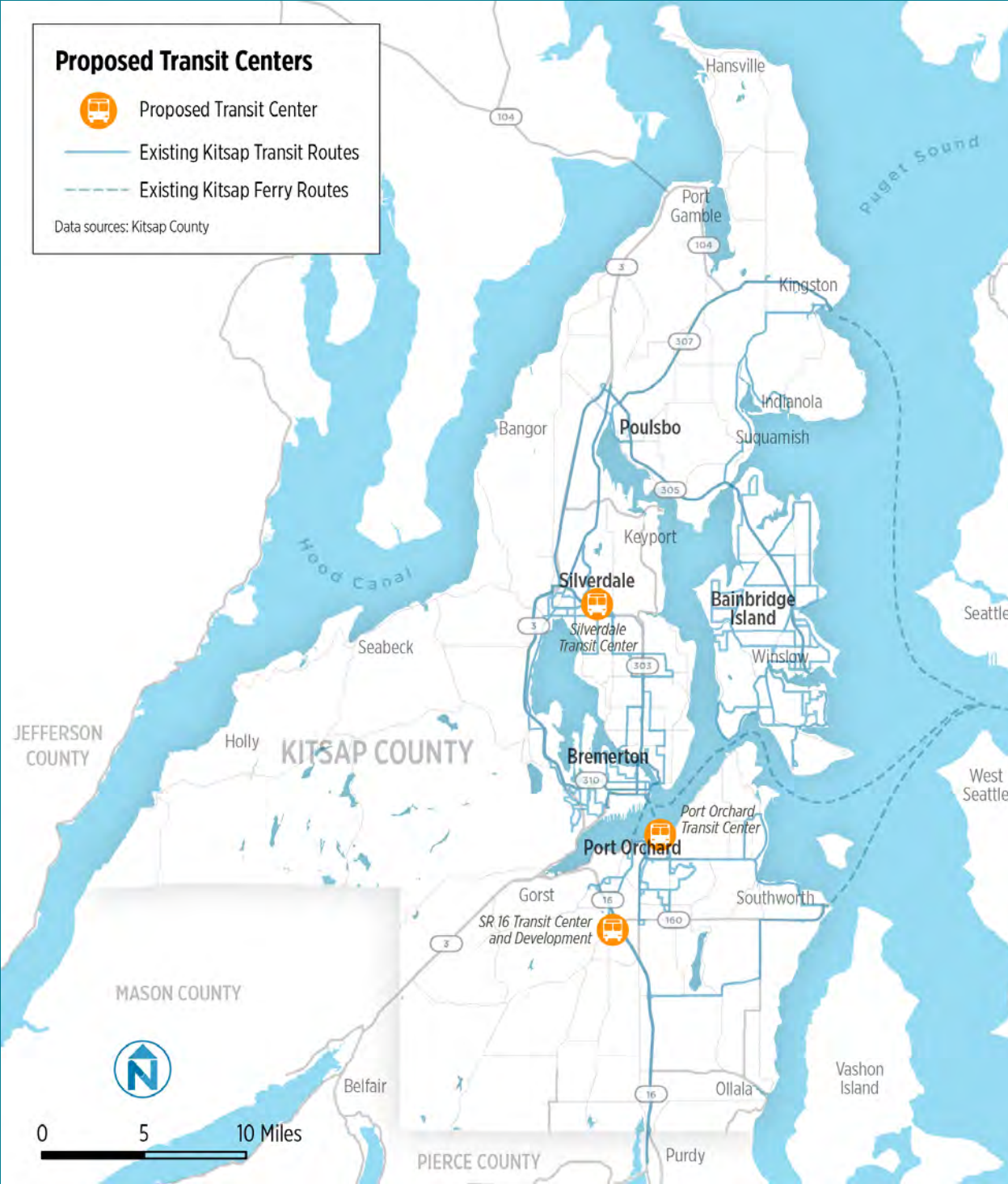
# Transit Centers

Transit and land use work hand-in-hand to support strong, sustainable communities. Transit demand is strongly related to how densely developed an urban area is. Places with higher concentrations of jobs and residents typically also have higher transit ridership.

To catalyze mixed-use development near transit facilities, Kitsap Transit is planning two mixed-use transit centers: Silverdale and an SR 16 Transit Center. These places would serve both as bus transfer points and hubs of activity, with residents and shops close by.

Project	Cost (\$2021)
Silverdale Transit Center	\$20,100,000
SR 16 Transit Center	\$32,700,000
Port Orchard Transit Center	\$15,000,000

*Note: Costs are rounded to nearest \$100,000 and are in \$2021. As projects are moved into design and construction phases, cost estimates will likely need to be updated.*



## Proposed Multimodal Hubs

- Proposed Multimodal Hub
- Existing Kitsap Transit Routes
- Existing Kitsap Ferry Routes

Data sources: Kitsap County



# Multimodal Hubs

Multimodal hubs are more than ordinary bus stops or park & rides. These hubs are facilities that connect many modes of travel, such as walking, biking, bus, microtransit, vanpools and carpools, ferry, or e-hailing service.

To facilitate connections across different modes of travel, Kitsap Transit plans to build several multimodal hubs throughout Kitsap County. The precise details of what amenities and transportation elements would be included at each hub have yet to be determined, but the planned locations for these hubs are shown in the table below.

Project	Cost (\$2021)
Lynwood	\$1,500,000
McCormick Woods	\$1,500,000
Oyster-Bay	\$1,500,000
Poulsbo	\$1,500,000
Suquamish	\$1,500,000
Gateway Multimodal Hub	\$1,500,000

*Note: Costs are rounded to nearest \$100,000 and are in \$2021. As projects are moved into design and construction phases, cost estimates will likely need to be updated.*





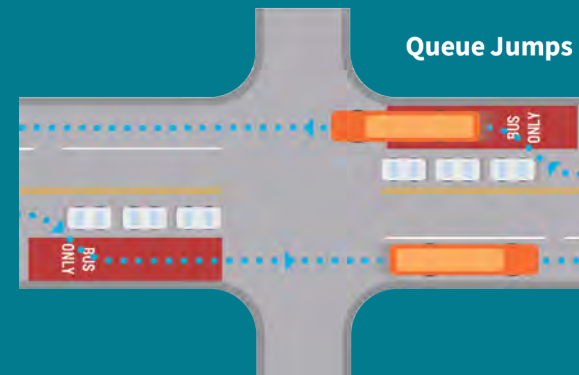
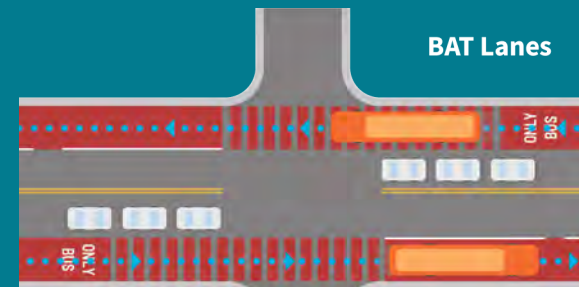
## Speed and Reliability Upgrades

Many people choose not to take the bus because buses can get stuck in traffic, much like private vehicles. To make the bus a more attractive option, transit agencies throughout the United States have begun aggressively implementing speed and reliability projects, which make buses more competitive with single-occupancy vehicles and create a more robust transit network.

This LRTP plans many speed and reliability projects, which are typically implemented in places where traffic congestion or complicated intersections slow buses. Speed and reliability projects in this plan are split into three categories, described below:

- **Transit signal priority** lets a bus communicate with traffic signals so the bus has priority in moving through intersections.
- **Business access and transit (BAT) lanes** are painted on roadways and allow only buses and autos turning into and out of businesses to use the lanes. In most cases, this creates a de facto bus lane.
- **Queue jumps** are short bus lanes that let buses cut to the front of traffic at signals, giving them a head start when the light turns green.

*Note: Planned high-capacity transit corridors will have speed and reliability improvements implemented as part of the high-capacity transit project, and so these corridors are not identified here. The SR 303 corridor is planned for speed and reliability improvements before high-capacity transit is implemented.*



## Queue Jumps

Project Location	Length (ft.)
SR 104 WB at Miller Bay Rd NE	550
SR 104 EB at Miller Bay Rd NE	225
SR 104 WB at Lindvog Rd NE	300
SR 104 EB at Lindvog Rd NE	325
SR 104 WB at Bond Rd NE	625
SR 104 EB at Bannister St NE	275
SR 104 WB at Bannister St NE	225
Kitsap Way WB at Shorewood Dr	150
Kitsap Way EB at Ostrich Bay Ave	200
Kitsap Way WB at Ostrich Bay Ave	275
Warren Ave SB at 11th St	275
Warren Ave NB at 11th St	250
Warren Ave SB at 6th St	150
Warren Ave SB at 6th St	175
Washington Ave NB at 6th St	125
Ridgetop Blvd NW WB at NW Myhre Rd	300
Ridgetop Blvd NW EB at NW Myhre Rd	150
Viking Ave NW SB at SR 305	150
NE Fairgrounds Rd EB at SR 303	175
SR 303 SB at NE McWilliams Rd	225
SR 303 NB at NE McWilliams Rd	200
SR 303 SB at NE Riddell Rd	225
SR 303 NB at Hollis St	275
SR 303 NB at Sylvan Wy	125
SR 303 NB at Sheridan Rd	175

## Transit Signal Priority

- SR 303 SB on-ramp from STC
- SR 305 at Viking Ave NW
- SR 305 at Bond Rd NE
- SR 305 at 7th Ave NE
- SR 305 at NE Liberty Rd
- SR 305 at NE Lincoln Rd
- SR 305 at Hostmark St

## BAT Lanes

Project Location	Length (ft.)
Silverdale Way NW	4,500
SR 16	8,250
Burwell St	6,500
Charleston Blvd/N Callow Ave	2,450
Charleston Blvd	6,300
Kitsap Way	7,800
SR 16 NB in Gorst	2,250
SR 16 SB in Gorst	350
SR 303	16,000





# Fleet Expansion

This plan recommends several forms of additional bus service. This additional service will require the purchase of three new types of vehicles: 45’ coaches, 40’ buses, and cutaway vehicles.

- **45’ coaches:** Longer buses typically used for express or intercity routes.
- **40’ buses:** Typical-length transit vehicles for most local service.
- **Cutaway buses:** Shorter vehicles for circulator service and some forms of on-demand service.

Vehicle Type	Quantity	Cost (\$2021)
45’ Coaches	4	\$2,400,000
40’ Buses	48	\$45,000,000
Cutaway Vehicles	10	\$1,800,000

Note: Quantities reflect both in-service and spare vehicles. Costs are rounded to nearest \$100,000 and are in \$2021. Cost estimates will likely need to be updated.

# Emerging Technology Enhancements

This LRTP includes recommendations for three key technology enhancements, summarized in the table below.

Technology Enhancement	Quantity	Cost (\$2021)
Unified Rider-Facing Mobile Application	--	\$700,000
Improved Internal Data Management System	--	\$500,000
Real-Time Arrival Information at Major Stops	31	\$310,000

Note: Costs are rounded to nearest \$100,000 and are in \$2021. Cost estimates will likely need to be updated.

# High-Capacity Transit Corridor Upgrades

This LRTP recommends several capital upgrades on three key transit corridors slated for higher capacity service. A map of the three corridors is available on p. 39. They are:

- SR 303 between Silverdale and Bremerton
- Bethel Avenue and Bethel Road SE in Port Orchard
- SR 305 between Poulsbo and Winslow Village

High-Capacity Transit Corridor	Cost (\$2021)
Bremerton-Wheaton-Silverdale	\$48,000,000
Port Orchard-Bethel	\$18,400,000
Bainbridge-Poulsbo-Viking (SR 305)	\$13,000,000

Note: Costs are rounded to nearest \$100,000 and are in \$2021. As projects are moved into design and construction phases, cost estimates will likely need to be updated.

The recommended capital upgrades include elements to improve transit speed, reliability, accessibility, and rider experience, such as:

- **Transit priority measures**, such as transit signal priority, queue jumps, and business access and transit (BAT) lanes.
- **Pedestrian access improvements**, to make it easier for people to get to bus stops on the corridors.
- **Enhanced station-like bus stops** with features like real-time arrival displays, elevated platforms for level boarding, and off-board fare collection to speed up boarding time.
- **Special branding** to distinguish high-capacity transit service.



# Park & Rides

Park & rides allow people who do not live near transit routes to drive and park to access transit. This helps reduce the number of cars on Kitsap County’s roads and allow people to avoid parking in expensive or congested places like downtown Bremerton and the Puget Sound Naval Shipyard.

Park & rides typically include parking stalls and bus shelters but can also include additional amenities, such as bathrooms, security systems, and climate-controlled passenger waiting areas. This LRTP plans for six new park & rides, shown in the table below.

Project	Stalls	Cost (\$2021)
North Kitsap (SR 305) Park & Rides • Clearwater Expansion • Johnson Road	194	\$12,100,000
Silverdale Park & Ride	270	\$6,800,000
Tremont Park & Ride	270	\$20,000,000
Puget Sound Industrial Area Park & Ride	250	\$4,200,000
George's Corner Park & Ride Expansion	80	\$3,200,000
SR 104 Park & Ride	225	\$3,000,000

Note: Costs are rounded to nearest \$100,000 and are in \$2021. As projects are moved into design and construction phases, cost estimates will likely need to be updated.



# 5

## Financial Plan

Additional revenue, primarily in the form of local sales tax and federal grants, will be necessary to implement the service and capital recommendations in the LRTP.

This chapter outlines high-level costs of the service and capital improvements recommended in this LRTP. Most service improvements depend on capital projects. For example, increasing bus service will require more vehicles and a new Bremerton base. As such, this chapter lists the capital dependencies for each service recommendation.

The chapter also lays out a potential roadmap—one of many possibilities—for a phased implementation.

Over the next several years, Kitsap Transit will continue to seek community input to determine the most appropriate course of action for investing in transit.



# The Case for Increasing the Transit Sales Tax

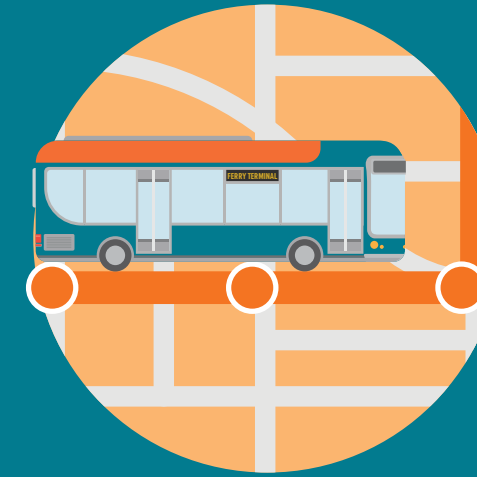
Kitsap Transit is close to operating the highest level of service that can be provided under the agency’s existing funding structure. After Kitsap Transit adds Sunday service (to be phased in through 2023) the agency will be unable to operate more transit service without additional revenue.

This LRTP plans for an expansion of both capital facilities and transit service. To achieve this growth, Kitsap Transit will require a sustainable, consistent source of additional revenue. One of the most realistic ways of achieving this revenue goal is for Kitsap County residents to approve an increase in the transit sales tax.

Kitsap County currently has a 1.1% transit sales tax, 0.8% of which is dedicated to land transit (bus and demand-response), and 0.3% of which is dedicated to ferry service.

The transit-dedicated sales tax rate could be increased in 0.1% increments. As part of this LRTP, a survey asked the general public about their opinions on a change in the transit sales-tax rate. More information on the results of this survey can be found in Chapter 6: Next Steps, and in the Appendix.

Capital projects are likewise limited by Kitsap Transit’s current revenue sources. Although a large portion of many capital project costs can be paid with federal or state grant funds, there is still typically a local ‘match’ amount of funding that is required to facilitate these projects. The local match for these projects—especially those with the highest costs—will be challenging for Kitsap Transit to fund without additional revenue.



## Strengthening Local Bus Service

A 0.1% increase to the transit-dedicated sales tax could fund an assortment of service and capital projects. Among the most pressing needs are upgrading the frequency of all hourly local bus routes to every 30 minutes, constructing a new Bremerton base, and initiating a comprehensive bus-stop improvement program.



## Improving Regional Connectivity

An additional 0.1% increase to the transit-dedicated sales tax could provide new services and strategically expand Kitsap Transit’s coverage in the county. Projects that would accomplish these goals include new local bus routes that reduce the need to transfer, new express routes, circulator services to facilitate first- and last-mile connections, and new on-demand Ride zones.



## Enhancing Transit Quality

Finally, a third 0.1% increase to the transit-dedicated sales tax could deliver multiple high-capacity transit projects that would increase mobility and reduce travel times for existing riders, as well as attract new riders, while also supporting sustainable development.



# Cost of Bus Service Projects

The table below includes annual cost estimates for the service projects previously introduced in the plan, along with capital dependencies for each project.

Project	Annual Cost	Fleet Expansion	New Bremerton Base	Multimodal Hubs	High-Capacity Transit Corridor Upgrades
Sunday Service	In current budgets (not LRTP project)				
Frequency Upgrades	\$2,800,000	✓	✓		
New Local Routes	\$5,600,000	✓	✓		
New Circulators	\$2,700,000	✓	✓		
Bremerton-Tacoma Express Route	\$280,000	✓	✓		
High-Capacity Transit on SR 303	\$1,800,000	✓	✓		✓
High-Capacity Transit on SR 305	\$2,100,000	✓	✓		✓
High-Capacity Transit on SR 160	\$800,000	✓	✓		✓
New On-Demand Ride Zones	\$3,500,000	✓		✓	

Notes: Costs rounded to nearest \$100,000. Costs are in \$2021. Due to inflation and rapidly changing economic conditions, costs will likely need to be re-estimated as projects move closer to implementation.

# Potential Phasing of Bus Transit Projects

Service Projects	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	2041	2042
Sunday Service																				
Frequency Upgrades																				
New Local, Express, and Circulator Routes																				
High-Capacity Transit																				
New On-Demand Ride Zones																				

Capital Projects	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	2041	2042
Bus Operating Facilities																				
Transit Centers																				
Bus Stop Improvements																				
Technology Improvements																				
Speed and Reliability Upgrades																				
Multimodal Hubs																				
Fleet Expansion																				
High-Capacity Transit Corridor Upgrades																				
Park & Rides																				

Notes: Costs rounded to nearest \$100,000. Costs are in \$2021. Due to inflation and rapidly changing economic conditions, costs will likely need to be re-estimated as projects move closer to implementation.





# Capital Needs

The table below includes cost estimates for the capital projects previously introduced in the plan. In some cases, engineering and design work will begin five or more years before the project is completed.

Type	Project	Cost
Bus Operating Facilities	New Bremerton Base	\$169,500,000
	North Base Maintenance Facility	\$17,500,000
	South Base Relocation or Expansion	\$16,500,000
	West Bremerton Transit Center and Hydrogen Facility	\$46,400,000
Transit Centers	Silverdale Transit Center	\$20,100,000
	SR 16 Transit Center	\$32,700,000
Fleet Expansion	45' coach, 40' bus and cutaway vehicles	\$26,100,000
High-Capacity Transit Corridor Upgrades	SR 303 Silverdale to Bremerton	\$48,000,000
	SR 305 Poulsbo to Bainbridge Island	\$13,000,000
	Port Orchard to Bethel	\$18,400,000
Bus Stop Improvements	Accessibility Improvements and Amenity Upgrades	\$5,000,000
Speed and Reliability Upgrades	Transit Signal Priority, Bus-Only Lanes, and Queue Jumps at Multiple Locations	\$23,200,000

Notes: Costs rounded to nearest \$100,000. Costs are in \$2021. Due to inflation and rapidly changing economic conditions, costs will likely need to be re-estimated as projects move closer to implementation.



Type	Project	Cost
Ferry Operating Facilities	Kingston Ferry Breakwater	\$20,000,000
	Seattle Fast Ferry Terminal	\$100,000,000
	Southworth Ferry Mooring	\$20,000,000
	New Marine Maintenance Facility	\$23,500,000
	New Bremerton Dock Capacity	\$7,000,000
	Dock Power Infrastructure for All-Electric Ferries	\$15,000,000
Multimodal Hubs	Lynwood,	\$1,500,000
	McCormick Woods	\$1,500,000
	Oyster Bay	\$1,500,000
	Poulsbo	\$1,500,000
	Suquamish	\$1,500,000
	Gateway	\$1,500,000
Park & Rides	North Kitsap (SR 305) Park & Rides	\$12,100,000
	Silverdale Park & Ride	\$6,800,000
	Tremont Park & Ride	\$20,000,000
	Puget Sound Industrial Area Park & Ride	\$4,200,000
	George's Corner Park & Ride Expansion	\$3,200,000
	SR 104 Park & Ride	\$3,000,000
Emerging Technology Enhancements	Unified Rider-Facing Mobile Application	\$700,000
	Improved Internal Data Management System	\$500,000
	Real-Time Arrival Information at Major Stops	\$300,000

Notes: Costs rounded to nearest \$100,000. Costs are in \$2021. Due to inflation and rapidly changing economic conditions, costs will likely need to be re-estimated as projects move closer to implementation.



## Next Steps

As Kitsap Transit begins to develop its transit operations according to this LRTP, there are several larger key steps the transit agency needs to take. These steps will require concerted and organized effort by Kitsap Transit staff and directors, but will allow the agency to fully realize this long-range transit capital and operating investment plan.



# Transit Sales Tax in Kitsap County

The current transit sales tax in Kitsap County is 1.1%, which consists of 0.8% for bus and demand-response transit and 0.3% for ferry transit. The total 1.1% is the equivalent of paying 11 cents on a \$10 taxable purchase.

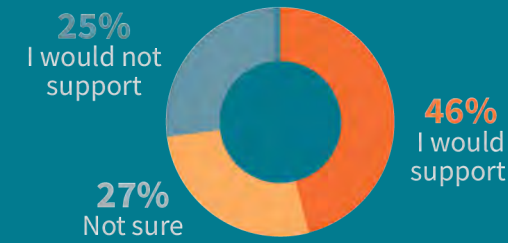
The value of commerce that is subject to this sales tax in 2022 is estimated to be nearly \$7 billion. This means that an increase of the transit sales tax by 0.1% would produce approximately \$6.8 million in annual revenue for Kitsap Transit.



# Ask Kitsap County Voters to Increase the Local Transit Tax

As the likely most sustainable and feasible source of additional revenue, an increased local sales tax rate was studied in more depth as part of this LRTP.

## Support for Increased Transit Sales Tax



The second LRTP public survey asked respondents two questions about their opinions regarding a potential increase in this sales tax.

The first question asked respondents how likely they would be to support an increase in the transit sales tax if it produced a higher level of transit service. A quarter of respondents reported that they would not support such an increase.



The second question asked respondents who answered “I would support” or “Not sure” to the first question what level of sales-tax increase they would be willing to support. Nearly half would pay an additional 0.3% transit sales tax.

This reveals a notable willingness in Kitsap County to pay additional sales tax, provided these funds improve transit service. However, it is not clear if a ballot measure to increase transit-dedicated sales tax would pass.

# Explore Additional Funding Mechanisms

This LRTP calls for a greater level of investment than can be supported by Kitsap Transit’s current financial resources and expected grant receipts. This situation is typical for an agency in a growing region, where transit demand outstrips available resources.

To help close the gap between needed and available funding, Kitsap Transit should continue to explore new transit funding options. There are several ways Kitsap Transit could collect additional revenue for capital and operating expenditures, including:



**Property and/or utility taxes:**  
Some communities dedicate a portion of their property and/or utility taxes to public transit. Kitsap Transit could consider exploring this funding method with Kitsap County and/or county municipalities.



**Increased municipal, county, state, or federal funding:**  
Receiving consistent additional funding from local, regional, and higher-level government sources could help Kitsap Transit fund operations, and one-time revenues could also help with capital projects.



**Fare increase:**  
Kitsap transit could increase fares as a revenue source. This is not typically a preferred means of revenue generation, as increasing fares beyond the rate of inflation can reduce ridership. If fare increases pay for better levels of service, however, that ridership loss can be offset by increased ridership on improved service.



**Partnerships with major employers:**  
Major employers are often able to support transit service by providing annual contributions to operating expenses, by building transit infrastructure (such as on-site shelters or bus layover space), or by purchasing fares in bulk. These types of support may be possible in Kitsap County, particularly through an expanded partnership with military employers.

# Further Study of Additional Ferry Routes and Facilities

This LRTP calls for the study and implementation of a new ferry route, as Kitsap County residents have supported the development of a new ferry route for some time. There are several potential route options for a new ferry service, which could operate as shorter distances as a local foot ferry service or longer distances as a fast ferry route.



## Ferry service is costly

Ferry service is costly. Ferry vehicles, passenger terminals, berthings, and maintenance facilities are major capital costs, and the fuel, maintenance, and operating staff are also extremely costly, relative to bus service. Because ferry service represents a major investment for Kitsap Transit, and service is extremely difficult to change after it is implemented (i.e., building a new passenger terminal is much more costly than moving a bus stop), special attention must be given to the planning process for a ferry route.

## Ferry planning process

The ferry route planning process should involve a quantitative market analysis, a public outreach component, an economic development analysis, and cost-benefit feasibility study. The process should be coordinated with regional land-use planning efforts to ensure any development catalyzed by a new ferry route achieves sustainability and vehicle miles traveled goals.

# Identify Additional Staff Needs

Increasing transit service requires additional staff. Some of these staff increases scale with the amount of service operated; one additional bus on the road requires one additional operator, for example. Other staff increases do not scale precisely with the level of service increase, however. In some cases, existing non-operations staff (e.g., human resources or marketing workers) may be able to support an increase in service levels. In other instances, additional non-operations staff may need to be hired to ensure a high level of service is provided to the public. Additional dispatchers or mechanics, for example, will likely be required if Kitsap Transit operates more buses on more routes.

Kitsap Transit will need to closely examine staffing needs as it adds more transit service in the coming years. Some staff requirements—such as operators—will be simple to plan for, while many non-operating staff positions will be more challenging, and may require study or new service trial periods, to assess the strain added operations put on existing non-operations workers.





# Thank You!

Thank you for reading our Long-Range Transit Plan. This document outlines Kitsap Transit's plans to grow and strengthen our transit system over the next 20 years. The plan will serve as a guiding document for capital improvements, service expansion, and other strategic investments. In approximately five years, this plan will be updated, to reflect changes in Kitsap County and the community's vision for our transit agency.

If you have questions or comments about this plan, please call 800.501.RIDE or email [kitsaptransit.com/form/contact-us](https://kitsaptransit.com/form/contact-us).

