CITY OF EDMONDS

CITY HALL • THIRD FLOOR
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OFFICE OF THE MAYOR

GARY HAAKENSON
MAYOR

Inc. 1890

January 21, 2009

David Moseley, Assistant Secretary
Washington State Ferries
2901 Third Avenue, Suite 500
Seattle, WA 98121-3014

RE: Washington State Department of Transportation Ferries Division
Draft Long-Range Plan: 2008-2030

Dear Mr. ~~Moseley~~, David

This letter serves as the City of Edmonds' formal response to the Washington State Department of Transportation Ferries Division Draft Long-Range Plan: 2008-2030, released on December 19, 2008, hereafter referred to as "Draft Plan."

As stated in Section 1.1 of the Draft Plan Executive Summary, the goal of the Draft Plan is to assess the needs of ferry customers and develop a service and capital program that is responsive to those needs, while providing policy makers with the right information to develop a long-term solution that addresses Washington State Ferries' financial stability. Section 1.1 of the Draft Plan states that the Plan is intended to guide Washington State Department of Transportation (WSDOT) Ferries Division (WSF) future service and investment decisions through the year 2030, and allow WSF to provide sustainable ferry service in the Puget Sound area.

A number of specific tasks called out in Engrossed Senate House Bill (ESHB) 2358 require WSF to take a fresh look at how ferry services may be delivered in order to support current and future customers, while recognizing the significant challenges facing the ferry system. However, it is unclear why the Draft Plan does not raise or answer the question of what it will take to operate and fund a ferry system at an optimal level. Instead, the default baseline is to maintain current levels of service (Plan A), despite a projected increase in overall ridership of 36% over a 22-year timeframe.

The Draft Plan, which relates to a timeframe of 2008-2030, identifies and calls for timely resolution of three strategic issues: 1) operational strategies, particularly a proposed free, vehicle reservation system; 2) a fleet procurement plan as it relates to timing and sizing of vessels; and 3) long-term capital funding that is adequate and has a sustainable source of long-term capital funding. The plan also contains discussion on two options to address these issues or challenges.

1. Plan A. This option assumes that the State will continue in its current role as owner, operator, and principal funder of ferry services in the Puget Sound region. Current level of service remains with operational strategies implemented over time and several new vessels coming online. This plan contains a significant budget shortfall that will require new revenues.

2. Plan B. This option recognizes that the State may not be able to provide new revenues to meet the evolving needs of all ferry customers and communities, and looks at marine transportation very differently. It proposes an alternative where the State takes responsibility for the core marine highway system, and a locally funded entity or entities would take responsibility for a new marine transit system. This option assumes operational strategies would be implemented over time. It also contains a budget shortfall, but it is significantly smaller than Plan A.

Section 1.2 of the Draft Plan Executive Summary states that the "passage of I-695 substantially reduced dedicated funding for the ferry system. For the past ten years, the legislature has filled the funding gap created by the I-695 budget cuts by allocating transportation funds to WSF that would have otherwise supported the highway system. In light of the continuing need of the state highway system, diverting funds from it to support the marine highways, is not a sustainable long-term funding approach." The statement that funding is being taken away from the state highway system to fund the marine highway system seems to imply that the marine highway system is a financial drain on the state highway system. Conversely, if the geographic area and number of communities and population served by Washington State Ferries is taken into consideration, an argument could also be made that the statewide hard-surface highway system also takes potential funding from the marine highway system. According to Washington State Engrossed House Bill 1433 adopted by the Washington State Legislature on March 31, 2004 and modified by House Bill 3266 on June 7, 2006, State Route 104, and more specifically the Edmonds/Kingston Ferry Route, is identified as a Highway of Statewide Significance (HSS) and seems to be granted the same importance and status as other Highways of Statewide Significance. Washington State Ferry routes in essence serve as bridges, and should be considered no less important than the 520 and 1-90 bridges and Alaskan Way Viaduct. As such, any Plan relating to Washington State Ferries should not be reviewed in isolation and instead, reviewed and considered as part of an overall Highway Transportation Strategic Plan, with implementation measures and strategies developed to generate funding for all highway-related projects and operations. Considering the importance of the WSF system as it relates to commerce, tourism, employment, overall quality of life, etc., the marine highway system should not be compromised to the extent that any of these areas are impacted in a significantly negative way.

As mentioned earlier, the Draft Plan contains two possible scenarios for the future of the WSF system: Plan A and Plan B, each requiring additional funding to balance the capital funding. While both Plan A and Plan B options show operational surpluses, they also show capital deficits over a 22-year period. If Plan A were adopted by the legislature, there would be a funding gap of $3.5 billion over a 22-year period. If Plan B were adopted by the legislature, there would be a funding gap of $1.4 billion. Plan A maintains the current level of service with proposed operational strategies implemented over time and several new vessels coming online. Plan B reduces the ferry system to what is called a "core highway system" that preserves all domestic routes, but relies on a locally funded marine transit system (King and Kitsap Counties providing passenger-only ferries) to supplement Washington State Ferries service. Under Plan B, there seems to be a presumption that King and Kitsap Counties will provide a level of local service via passenger-only ferries to help backfill ferry system operations and keep it functioning, albeit at a significantly reduced level. Considering that the residents of Kitsap County recently defeated such a proposal at the ballot, this appears to be a faulty presumption.

One of the suggested scenarios raised during past public meetings is to perhaps have local jurisdictions help fund operations and capital needs. Considering that many communities with ferry terminals are smaller in population, it's improbable that they could generate sufficient funds to significantly affect WSF's financial problems. The marine highway system serves as a vital link to many areas throughout Puget Sound, and to an extent, the entire state. As such, the legislature needs to look at ways to generate funding on a much larger scale. Placing smaller communities in a role of generating much-needed funding

would be an unjust burden, particularly when considering the associated impacts from existing Washington State Ferries facilities.

Exhibit 5 of the Draft Plan indicates that the Edmonds-Kingston ferry route currently carries the highest number of vehicles and second-highest number of passengers of all WSF ferry routes. The forecasted vehicle and passenger ridership is expected to increase 22% and 48% respectively for a total increase of 34% over the next 22-year timeframe. On Page 76 of the Draft Plan, Plan A assumes that the Edmonds Terminal will remain in its current location, at least through 2030, and that an allowance of $26 million in new money is included to provide multimodal connections. On Page 85, Plan B assumes no changes from Plan A to major terminal projects. The document remains unclear as to how the increase in ridership on the Edmonds-Kingston route will be addressed using $26 million for multimodal connections, particularly under Plan B, which calls for eliminating nighttime service. Although the Draft Plan does not describe what is meant by nighttime, WSF officials stated during a public meeting held in Kingston on January 14, 2009 that in year 2013, nighttime service would be terminated beginning at 9 p.m., Monday through Thursday and on Sundays, starting mid October through mid May. This is an unacceptable proposal and is likely to have a significantly adverse impact on medical services, employees working nighttime and swing shifts, tourism, recreational users, and families/individuals dining out, attending and returning from artistic and sporting events, and visiting family members.

A significant deficiency related to the Draft Plan is the lack of details or specifics on how users and communities would be impacted under Plan A and/or Plan B, particularly impacts related to the severe cutback measures proposed under Plan B. While ESHB 2358 does not require Washington State Ferries, the Ferry Financing Task Force, or Washington State Transportation Commission to prepare an economic analysis for proposals contained within the Draft Plan, how could any Draft Plan of this type be submitted to and considered by the legislature without an economic analysis? Consideration, review, and debate of Plan A and B by the Washington State legislature without fully understanding impacts to communities, commerce, housing values, employment, tourism, leisure, etc., would create a process void of any meaningful comprehensive information.

As mentioned earlier, the Edmonds-Kingston ferry route currently carries the highest number of vehicles and second-highest number of passengers with a forecasted ridership increase of 34% over the next 22-year timeframe. Considering that this route will retain one of the highest riderships over the next 22 years, the City of Edmonds is dismayed that the Draft Plan does not include funding for the Edmonds Crossing Multimodal Project, as defined within the Final Environmental Impact Statement Record of Decision issued in 2005. Edmonds Crossing, a proposed regional project intended to accommodate future growth in travel along the State Route 104 corridor, includes a new ferry terminal that will provide a long-term solution to current operational and safety conflicts between ferry, passenger/commuter rail, carpool/automobile, bus, and pedestrian traffic. Project partners, which are the Federal Highway Administration, Federal Transit Administration, Washington State Department of Transportation (including Washington State Ferries), and City of Edmonds have, to date, worked 16 years to develop a multimodal center that would integrate ferry, commuter and intercity rail, and transit services into a single complex.

Edmonds Crossing is supported by the Puget Sound Regional Council Destination 2030 Metropolitan Transportation Plan for Central Puget Sound Region-Destination 2030; VISION 2020 - 1996 Updated Metropolitan Transportation Plan; Washington State Ferries System Plan for 1999-2018; Snohomish County GMA Comprehensive Plan Transportation Element; City of Edmonds Comprehensive Plan; and Port of Edmonds Strategic and Master Plans.

The proposed lack of State funding within the Draft Plan is most unfortunate as $12.3 million in federal funding is currently available to match any State funding and contribute toward the project. Considering

the current economic climate of our state and nation, it may be unlikely that the legislature will provide enough funding needed to construct the project. As such, we are asking that at a minimum, the legislature preserve and retain current budgeted funds through year 2017 for Edmonds Crossing to help pay for review and examination of minimum-build alternatives to the Edmonds Crossing Multimodal Terminal project as defined within the Final Environmental Impact Statement Record of Decision. The City would appreciate the legislature retaining budgeted financial resources needed to design and construct a safe, well-functioning alternative multimodal terminal / area for the City of Edmonds, Washington State Ferries, Sound Transit, and Community Transit.

If you have any questions, please contact me via e-mail at Haakenson@ci.edmonds.wa.us or call 425.771.0247.

Sincerely,

Gary Haakenson
Mayor

GH\lbc
C:\Mayor09\WSFDraftPlanResponseJan09.doc

c: Edmonds City Council
Stephen Clifton, Community Services / Economic Development Director
Duane Bowman, Development Services Director
Noel Miller, Public Works Director
Rob English, City Engineer
Rob Chave, Planning Manager
Mike Doubleday, Government Relations Contractor

OFFICE OF THE MAYOR

280 Madison Avenue North
Bainbridge Island, WA 98110-1812

January 13, 2009

Ray Deardorf
Planning Director, Washington State Ferries
2901 Third Avenue, Suite 500
Seattle, WA 98121-3014

Dear Mr. Deardorf,

On behalf of the City of Bainbridge Island, I am pleased to provide comments regarding the Washington State Ferries Draft Long-Range Plan. We appreciate your efforts to include local entities in the process to create and review the Plan, both through the Local Agency Review Team and through the Ferry Advisory Committee meetings.

In relation to the Draft Long-Range Plan, the City of Bainbridge Island generally supports:

- Strategies that align with our values of environmental stewardship, maintaining island character, and facilitating ways for riders to get to the boat safely and easily using alternative transportation methods; and
- Providing equitable, regional ferry service for the Kitsap County travel-shed.

We realize that, like most local and state entities today, Washington State Ferries is facing particularly tough economic challenges. However, we are currently at a minimum level of service for the County, and are committed to supporting increased level of service that doesn't rely on, but is augmented by, passenger-only ferries.

This is why we support Plan A, as a *minimum* level of service for our region in the short term:

- It maintains minimum service levels, which we only want to expand upon to improve ferry service;
- Although it does not include full terminal replacement, this plan does include transit enhancements which will support the City's goal of increasing alternative transportation opportunities and providing increased regional transportation services; and
- The plan component to increase passenger fares at half the rate as vehicle fares provides an incentive for alternative transportation, which also supports the City's commitment to sustainability, especially in addressing causes and impacts of climate change.

However, we have concerns regarding the proposed reservation system, especially given the large number of commuters that live on the Island. We understand the need to impose

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operational strategies to manage demand, but we ask that you work with the local entities in setting up the reservation system in a manner that works for primary users.

The City of Bainbridge Island is strongly opposed to Plan B, as proposed in the December 19, 2008 Draft Long Range Plan, for the following reasons:

- It reduces ferry service to an unacceptable level for the region;
- It creates an unfunded mandate in relying on local entities to supplement the 'core marine transportation system' with passenger-only ferries;
- Creates disproportionate burden of traffic impacts to Bainbridge Island and Kitsap County as a result of the reduced route to Bremerton;
- There will also be significant traffic congestion and related externalities (air pollution, etc.) as a result of Bainbridge Island/Seattle route providing the only weekday, nighttime ferry service to Kitsap County; and
- It eliminates the emergency backup vessel for the system, which is unacceptable given the impacts of reduced level of service.

We feel that neither Plan A nor Plan B adequately reflect the goal set forth by the state legislature to provide the highest quality service at the lowest possible cost. We support Plan A as a mechanism to provide a *minimum level of service for our region in the short-term*. In the meantime, the stakeholders – ferry-served communities, Ferry Advisory Committees, Local Agency Review Team, transportation planners, Washington State Ferries and Washington State Department of Transportation – should work toward an alternative plan that provides an increased level of service in an efficient and sustainable manner, and that is integrated into a regional transportation system for Puget Sound.

Again, we appreciate the opportunity to work with you on the creation of the Draft Long-Range Plan, and we look forward to continuing our partnership with Washington State Ferries to refine and implement an alternative plan.

Sincerely,

Darlene Kordonowy
Mayor

cc: Mark Dombroski, City Administrator
City Council WSF Ad Hoc Committee
Kjell Stoknes, Chair, City Council
Kathy Cook, Director, Planning and Community Development
Mary McClure, Kitsap Regional Coordinating Council
Kelly Dickson, Special Projects Planner

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Orig - Joy
cc - David
cc - Ray

TOWN OF FRIDAY HARBOR
Post Office Box 219 • Friday Harbor, Washington 98250
(360) 378 – 2810 • FAX: (360) 378 – 5339 • www.fridayharbor.org

01-21-09A11:13 RCVD

January 15, 2009

David Moseley, Assistant Secretary of Transportation
Washington State Department of Transportation
Washington State Ferries
2901 Third Avenue, Suite 500
Seattle, WA 98121-3014

Re: WSDOT Ferries Division
Draft Long Range Plan

Dear David:

Thank you for the opportunity to comment on the draft Long Range Plan for Washington State Ferries.

It is the unanimous consensus of the Friday Harbor Town Council that we advocate the conclusions set forth by the San Juan County Council and San Juan County Ferry Advisory Committee, as stated in their letter dated January 13, 2009 (attached). This study may be the most profound policy decision by the State that will affect the San Juan Islands for the next several decades. **We urgently request that Washington State Ferries reject "Plan B" as a viable option for ferry service.**

Several issues exist between both Plan A and Plan B. Of particular concern to the Town is that Plan B permanently removes one vessel; all international sailings; and does not meet current, let alone future, service demands.

Friday Harbor is the commercial center for San Juan Island, and in many ways for the county as a whole. Any disruption in ferry service has immediate and devastating consequences. As you know, we are a ferry-dependent community composed of a complex ridership and host to a diverse economic base. Maintenance and continued development of a functioning ferry system is crucial to the economic viability of the San Juan Islands.

The Town appreciates the many challenges facing Washington State Ferries during this ongoing financial crisis. We urge you to provide ample time for the public review process of both Plan A and B before you make your final recommendations to the State legislature. Thank you for your time and efforts on this extremely important issue.

Sincerely,

David F. Jones, Mayor

Carrie Lacher
Councilmember Position No. 1

Chris Wolf
Councilmember Position No. 2

Anna Maria de Freitas
Councilmember Position No. 3

Liz Illg
Councilmember Position No. 4

Carrie Brooks
Councilmember Position No. 5

T:\TownClerk\COORESPONDENCE\2009\Letter-WSF-LongRangePlan.doc

FERRY PLAN "C".

IF MY HUSBAND, RETIRED CAPT. BOB ENGSTROM'S MEMORY SERVES HIM CORRECTLY, I DON'T COMPREHEND THIS NOT BEING PROPOSED BEFORE. EACH OF 3 STEEL ELECTRIC ILLAHEE CLASS BOATS WAS REBUILT $2.7 MILLION 3 DECK CABINS IN 1987 AND WILL NOW BE SOLD OR SCRAPPED. KLICKITAT APPARENTLY HAS CRACKS IN HULL FROM A VERY ROUGH ROUTE, BUT IF OTHER 3 ARE FAULTY AFTER NEW PLATES WERE ADDED, SURELY OUR QUALITY TODD SHIPYARD SHOULD BE ABLE TO REPLACE HULLS LESS EXPENSIVELY THAN NEW BOATS. THEY ARE MEDIUM SIZE, PROVEN DESIGN AND QUALITY. ORIGINAL REBUILT SUB CHASER ENGINES HAVE BEEN REPLACED BY RELIABLE FINNISH WARTSILAS.

Pat Engstrom

Pat Engstrom
241 Wood Ave SW
Bainbridge Is, WA 98110

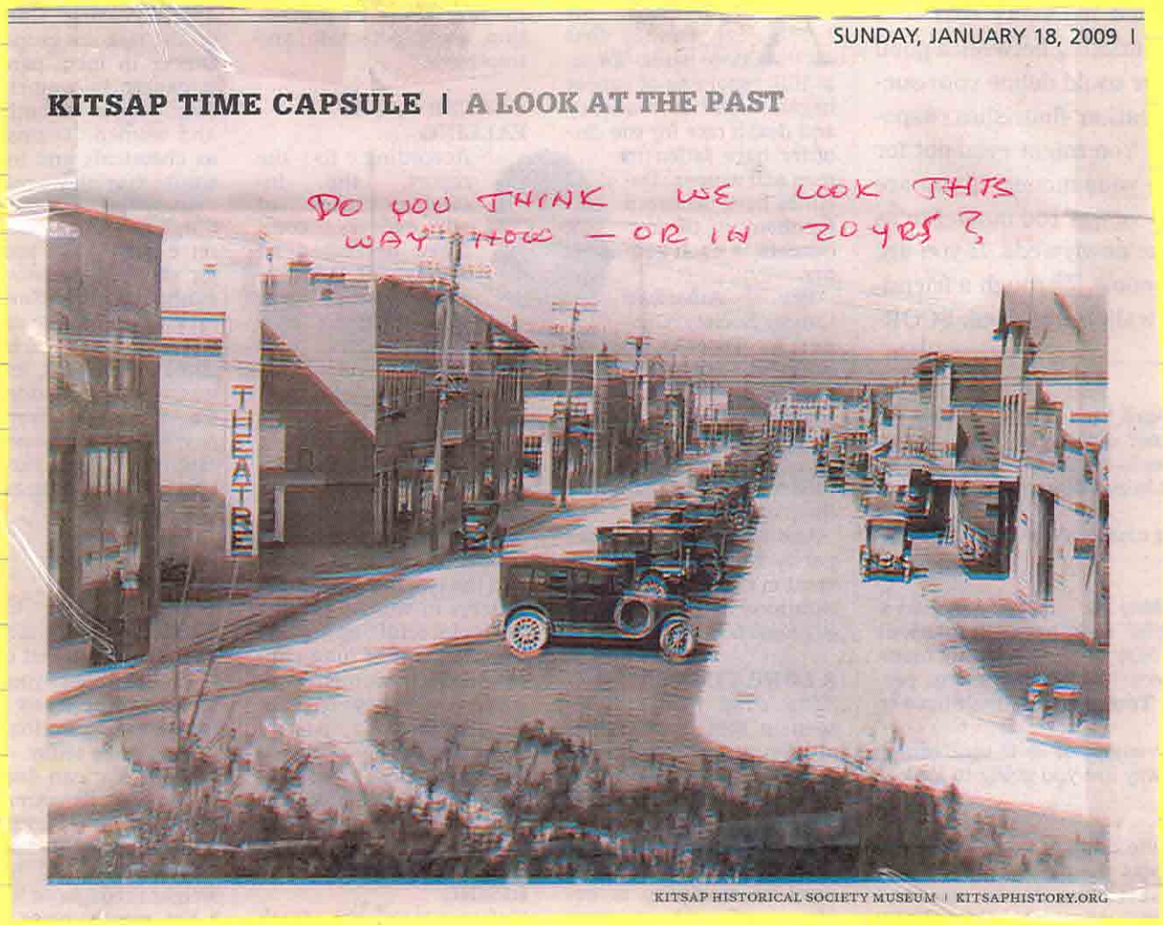
(206) 842-4575
(206) 842-5988

JAN 22 PM 2:36

JAN - 21 - 2009

TO: WA. STATE FERRYS -
ATTN: MS. GOLDENBERG

IT OCCURS TO ME, THAT THE SITUATION WE FACE, IS THAT WE HAVE LOOKED AT THE PROBLEM WITHOUT LOOKING AT THE EQUIPMENT THAT HAS BEEN SERVING ABLY UP TO NOW!

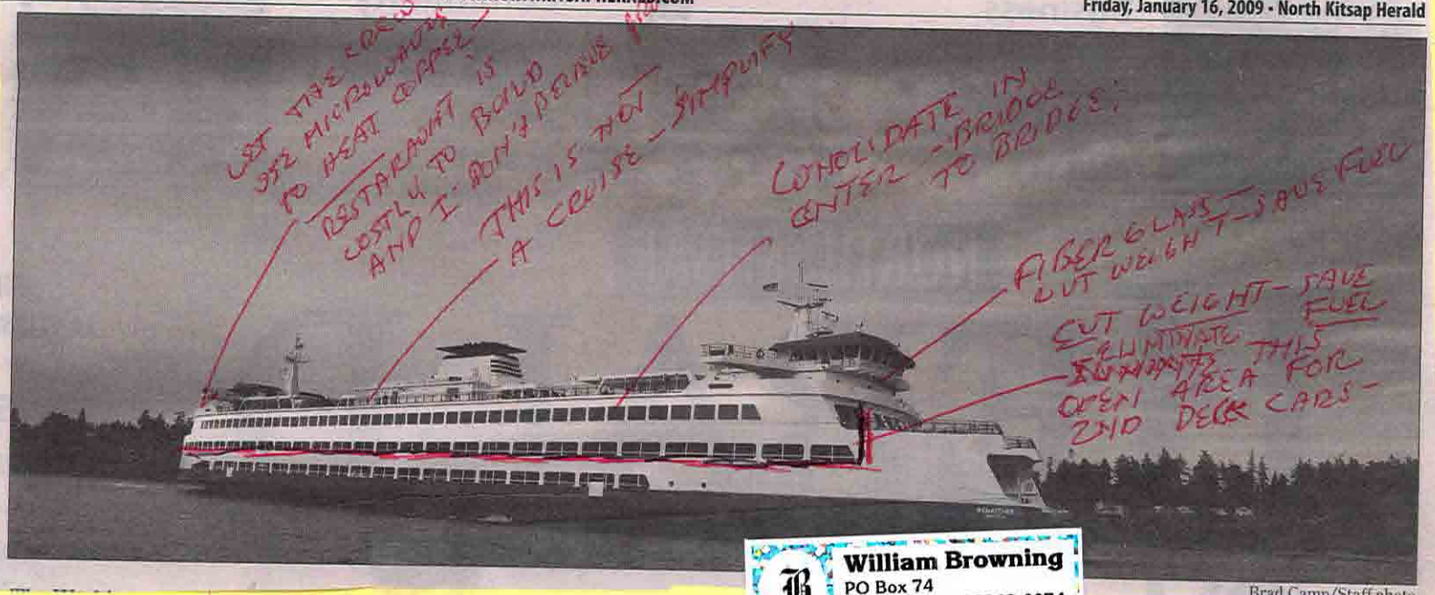


THE SITUATION IS DIFFERENT NOW - SO SHOULD THE THINKING FOR BOATS TO DO THE WORK.....

I AM THINKING RADICAL CHANGE BECAUSE OF THE TIMES - AND FUTURE NEEDS OF THE SYSTEM.

William Browning
PO Box 74
Indianola, WA 98342-0074

THINGS LIKE: LESS: FUEL TO PUSH BOATS,
LESS: ACCOMODATIONS LIKE
- NO GALLEY - OR FOOD SERVICE
(SAVE $100,000 PER BOAT) (THE
- STATE TRANS. DEPT DOES
- NOT BUILD RESTARAUNTS ON
THE FREEWAYS)
- BETTER USE OF DECK SPACE -
(THESE ARE NOT CRUISE BOATS
- BUT 20-25 MIN. CROSSINGS
FROM PT A TO PT B)
- EASIER MAINTENANCE USING
FIBERGLASS SUPER-STRUCTURE
BAYLINER DOES (DID) IT
WE CAN TOO:
- WHY CAN'T PEOPLE SIT
IN THEIR CAR FOR
20-25 MIN.? IN THE RAIN/
SUNSHINE TOO.....
- CONSOLIDATE PASSENGER AREA
IN CENTER OF BOAT - FROM BRIDGE
TO BRIDGE -



Brad Camp/Staff photo

William Browning
PO Box 74
Indianola, WA 98342-0074

WSDOT Ferries Division (WSF) Jan. 20, 2009

Reference: WSF draft Long Range Plan, as applicable to Fauntleroy terminal.

1. In reviewing the WSF draft Long Range Plan, particularly the sections relating to implementation of a 'reservation system', I see references that imply reliance on availability of "holding areas" for cars other than the Fauntleroy ferry dock proper.

This would occur while the dock is being filled with cars destined for either Vashon or Southworth, and new arrivals with reservations, as well as non-reservation customers for the other destination, are checking in.

In the situation now existing at the Fauntleroy terminal, there is no available real estate in which to create such holding area. This would seem to necessitate a different "check in" system than envisioned for other terminals in the WSF system.

2. The current arrangement, with a waiting line of cars of mixed destination, if used in the future, would also require availability of a "holding area" other than the dock, in which to hold cars destined for a second destination.

Again, there is no suitable area available in which to create such holding area.

3. I see no information indicating how much improved utilization of assets (vessels) might be achieved by the more expeditious loading scheme being proposed. It would be informative see what improved use of assets (vessels) might be achieved by implementation of the rather costly scheme suggested.

Respectfully, Ware Lantz <rwlantz@mac.com>

Attention: Washington State Ferries (WSF): Jan. 21, 2009

West Seattle, including the Fauntleroy Neighborhood, was here and well established, long before the Vashon/Southworth ferry link was established.

Early on, a privately owned ferry link to Vashon and I believe, Harper was established. That was welcomed since quite a few residents in the area had summer places on the other side. The same situation prevailed in 1951 or '52 when Washington State acquired the link as part of the complete ferry system we enjoy today.

This situation prevailed well into the sixties and seventies, when Kitsap County began building up and people started buying up Vashon and turning it into a "bedroom" community. The result was a marked increase in traffic, both foot passengers and autos, making regular use of the ferry.

During this time of increasing usage, there were various improvements/expansions made to the Fauntleroy terminal; primarily the dock was widened and newer boats were introduced. Added bus lines were instituted, which was a good move.

In 1979 WSF, responding to pressure from Vashon & Southworth users, developed a plan to further widen the dock and to create a second slip to enhance service.

The Fauntleroy Community Organization was formed and was able to join hands with WSF representatives and representatives of (primarily) the Vashon community in an amicable system of meetings. A compromise was reached, resulting in keeping the dock unchanged, and no second slip was built.

Through this negotiation, the Seattle City government supported our position, that West Seattle and the Fauntleroy Neighborhood deserved consideration, just as much as the Vashon and Kitsap County commuters.

I repeat, West Seattle, including the Fauntleroy Neighborhood, was here and well established, long before the Vashon/Southworth ferry link was established.

Under the new draft Long Range Plan a massive eyesore of a terminal in the middle of an otherwise quiet neighborhood, would be created to take over even more of our street system with the inevitable holding area needed to implement the plan.

The ever increasing traffic load these changes would bring, would further clog the West Seattle bridge, so the people who get to this side more expeditiously would spend the time they have saved, along with the rest of us, getting to their ultimate destinations.

West Seattle and the Fauntleroy Neighborhood deserve as much consideration as the folks who use the ferries. We were here first, and they should have been able to foresee what they were getting into when they moved to the west.

I submit that we to the east, have been quite accommodating over the years, I insist now we deserve our share of consideration. I do not understand that WSF has a charter to take over our neighborhood to provide service to an area that is not part of the City.

Respectfully, Ware Lantz, <rwlantz@mac.com>

Coments for Public Hearing on Proposed Expansion of Fauntleroy Ferry Dock
January 21, 2009

Fauntleroy is a residential neighborhood, never intended to be a busy transportation hub. West Seattle is a residential area, never intended to be a major traffic corridor to and from the Kitsap Peninsula.

People close to the dock, and probably along Fauntleroy Way already a re dealing with oily soot on our windows, decks, outdoor furniture, and if doors and windows are left open, inside our homes. Increasing vehicular traffic will further deteriorate our air quality. This is a health issue as well as a nuisance issue.

Widening the dock and adding an overhead passenger ramp will make the dock totally out of proportion with its place in the community and the space available to it. Cove Park would loose its beach. Several properties immediately south of the dock would lose their view of the Olympics. Their VIEW would become THE FERRY DOCK.

Already, local residents have challenges entering ~~major arterials,~~ Fauntleroy Way and dealing with the backup on the West Seattle bridge. The projected growth in local traffic will more than push traffic to capacity, without forcing additional Southworth traffic into the system.

Borrowing a line from the movie Field of Dreams, "Build it, and they will come." People who choose to move to the Kitsap Peninsula should do it with eyes open about the realities of the existing ferry service. It is not acceptable to encourage growth on the peninsula by sacrificing our neighborhood.

Fauntleroy is a residential area, not a port. West Seattle is a residential area, not a thoroughfare for Kitsap Peninsula traffic.

Respectfully,
Susan Lantz-Dey
9105 Fauntleroy Way SW
Seattle, WA 98136

Hello Neighbor, and Washington State Ferry Staff
This is a VERY IMPORTANT meeting to decide the future of the ferry dock at Fauntleroy.
The state needs to hear that West Seattle has become impacted far beyond what was ever visualized when the neighborhood consented to let them run "a small ferry service to Vashon Island." This route has grown exponentially - the ferry running 24/7 year around. We now have hundreds of thousands of extra vehicles roaring through our community day and night causing **noise, and leaving dirt, CO2 and road damage in their wake**...and oh, did I mention horrendous **traffic congestion and increased accidents – crunched cars... even collision deaths of pedestrians and bicyclists?**

West Seattle is facing a major increase in residential housing density. More people on limited land. Space will be tighter. And there are only so many ways for more people to move around on the existing transportation infrastructure (be it car, bus, bike, or boat) Consider the congestion on the West Seattle Bridge right now. Changes in our access to highway 99 /Alaskan Way are coming up in the near future. No matter how you feel about any of the various plans for the viaduct there will be an impact on West Seattle. Remember: the traffic snarls of vehicles going to 99 will slow the access to I-5 as well. Think about game days at the stadiums. What will happen if you *need* to go downtown or *must* get to the hospital/First Hill in an emergency? It could be very tough... even disastrous.

Think about how Vashon Island has changed in the last 10-15 years. It is no longer a sleepy rural island; it has become a commuter bedroom for Seattle! To run a few trips on a couple of smaller boats a day at Fauntleroy was no big deal in the old days. But now the system runs 2 trips per hour on much larger ferries around the clock - taking on and disgorging 100's of cars, trucks and people to bus connections! We are talking huge amounts of traffic especially from 4am to10 am in the morning and 4pm to11pm at night. During those hours it sounds like the Daytona 500 here in Fauntleroy! We are being over run! This ferry activity is **not** bringing business or renewed life to our community...it is killing us! Most of these ferry commuters are simply passing through. Their destinations are downtown Seattle or points East or South. We have become an involuntary "cut through" for their trips elsewhere. It represents wasted gas and driving time for them and noise, pollution and congestion for us!

We know that the pressure is there for the Vashon commuters. They want more service to the mainland in any form they can get. But a major ferry dock was never planned for or agreed to by our community. The state told both groups that Fauntleroy dock was a temporary, band-aide solution until money was available to enlarge the Coleman dock downtown to provide better Vashon service. Meanwhile West Seattle was promised a) relief measures for the current heavy use and b) THAT OUR DOCK WOULD NEVER BE ENLARGED for increased use. We waited patiently. Vashon Island has waited for boats and passenger ferries to downtown. Nothing of significance has been done. And we are furious that now comes this proposal! This was *definitely* **not** the agreement and policy commitment that the state signed with the Fauntleroy community!

Vashon and Southworth need other alternatives for their commuters **not an expansion of this route through our neighborhood**. Our beautiful, friendly, easy going, and close knit community has put up with this ferry traffic nightmare long enough! West Seattle can no longer handle it. Come to this meeting and tell the ferry system what you think!
Yours truly,
Jacquelyn Vail

RESOLUTION 29566

A RESOLUTION requesting that the Washington State Ferries initiate no further development of the Fauntleroy Ferry Dock in West Seattle.

WHEREAS, the Fauntleroy Community Association (FCA), the Friends of Lincoln Park (FLIP), the Morgan Street Junction Community Association (MOCA), and other neighborhood organizations in West Seattle are uniformly and adamantly opposed to any expansion of the Fauntleroy Ferry Dock; and

WHEREAS, the neighborhood surrounding the Fauntleroy ferry dock is residential in nature, the dock is the only ferry terminal in the Washington State Ferry system which is situated in an urban residential neighborhood, and Fauntleroy Cove is an environmentally sensitive area bordered on the south by Fauntleroy Stream which has been rehabilitated by local residents for salmon spawning, and on the north by Lincoln Park; and

WHEREAS, ferry traffic currently causes severe traffic congestion on Fauntleroy Way and increases the traffic congestion on the West Seattle Bridge. Traffic congestion on Fauntleroy Way adversely affects adjacent facilities, including Lincoln Park, elementary schools, retirement homes and private residences and apartments. Such traffic congestion also degrades the environment and the quality of life in West Seattle; and

WHEREAS, the origins and destinations of Fauntleroy ferry passengers have no significant connection with West Seattle. Ferry System survey reports demonstrate that the majority of Fauntleroy ferry passengers are traveling to and from the central business district and to destinations north and east of the central business district; Now therefore,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE:

Section 1. The City of Seattle hereby requests that the Washington State Ferries initiate no expansion of the Fauntleroy Ferry dock, and that the Washington State Ferries take all practicable steps to reduce existing ferry traffic and mitigate the impacts of the ferry dock on the surrounding neighborhood.

Fauntleroy Creek Mouth Beach Assessment and Recommendations
Fauntleroy Creek, West Seattle, Washington

Prepared for: Fauntleroy Watershed Council

Prepared by: Jim Johannessen, Licensed Engineering Geologist, MS
and Matt A. Chase, Licensed Geologist
Coastal Geologic Services Inc.
Bellingham, WA

March 21, 2006

Introduction and Scope of Services

The Fauntleroy Watershed Council initiated this project in order to improve anadromous fish passage in the lower reaches of Fauntleroy Creek, located in West Seattle, Washington. Coastal Geologic Services was contracted to investigate coastal processes, historic shoreline change, and determine if actions could be implemented at the mouth of the creek and adjacent beach to improve fish passage. If improvement was feasible, Coastal Geologic Services (CGS) was to provide a design for this area. The project was defined as having the following work tasks for CGS, as spelled out in the June 13, 2005 Scope of Work:

Task 1 – Historic and Coastal Processes Analysis
This task included determining the predevelopment and post-development location and character of the Fauntleroy Creek mouth. This entailed researching and acquiring all appropriate historic photos and maps. Data sources were reviewed for accuracy and detail and best available data was digitized, quality-controlled, georeferenced, and incorporated into a GIS. Quantitative mapping was completed on the immediately creek mouth area showing the extent and location of the historic channel. The historic range of locations of the historic channel mouth, as well as the beach location adjacent to the channel was determined as accurately as possible. Analysis of local coastal processes was completed in addition to historic work to allow for creek mouth processes assessment (part of Task 2). This task helped facilitate assessment of creek mouth rehabilitation feasibility that enable the creek to remain open for longer portions of the year than at present. Maps, images and results were produced as part of this task.

Task 2 – Channel Mouth Assessment/ Potential Design
The objective of task 2 was to apply observations from field reconnaissance and coastal processes analysis to determine feasibility and alternative approach of implementing a new creek mouth configuration that will allow for better fish passage than at present, in particular, during the time of adult salmon return. Once a feasible alternative *approach* was developed, a more detailed *design* was completed for the creek mouth by CGS, in consultation with other team members. The goal of the design was to create creek mouth conditions that allow for better fish passage while also paying attention to current landowner and permitting constraints. The creek mouth rehabilitation design was completed in AutoCAD. The design includes a representative cross section, as well as approximate volumes of excavation and fill. Efforts were made to ensure that the design meets the requirements of the landowners; however, outside consultation and public processes fall outside of this scope of work. Though design modifications that may be required at a later time to accommodate the needs of stakeholders, will be addressed by CGS per the client's request.

Task 3 – Project Consultation and Planning
This task includes consultation on project planning and assessment, and coordination with other team members. This included working with Judy Pickens as project coordinator for the watershed council,

Natural Systems Designs, and researchers familiar with Central Sound beach/creek conditions, and others as appropriate.

Historic Conditions and Shoreline Change

Methods

Aerial photographs were collected, primarily in the form of scanned images, from Judy Pickens/Judith Noble (mainly from the Washington Department of Transportation), and CGS photo archives. Vertical aerial photographs were collected from 14 different time periods ranging from 1936 to 2002. Most images were from after 1971.

The clearest photographs at mid to low tide were selected for further analysis. Aerial photos were imported into ArcGIS where a majority of air photos were georeferenced. Several photos were orthorectified by others, such as the 2002 image (USGS). It is important to note that most photos were not orthorectified, which likely introduced a small margin of error.

Once aerial photographs were georeferenced in ArcGIS, the edges of visible beach features were digitized. This included the following features: the position of the creek channel on the beach, the waterward edge of the dense drift logs, the toe of the high tide beach (base of the steeper upper half of the beach), the waterline at the time that the individual photographs were taken.

Results of Shoreline Change Analysis

Figure 1 shows a compilation of the 8 best photographs of the study area from 8 different times. Several houses were present in the immediate area in 1936 along with a narrow ferry pier. By 1961 the majority of properties surrounding the ferry terminal were developed (with houses) and the ferry pier appears to be its present width. Little change occurred to the ferry pier configuration in subsequent decades, however many changes occurred to the beach, backshore and creek mouth (Figure 1).

The position of the creek mouth has varied considerably, as captured by the air photo analysis. It is important to note that these photos are only snapshots in time and do not necessarily capture the full range of feature positions. When examining the position of the creek on the beach, 9 tracings of the creek channel were made for 9 different years. This provided a moderate representation of the trend in the creek mouth position. The creek flowed nearly strait across the beach for several years, including 1936, 1987, 1991, 1995, and 1997 (Figure 2). It was significantly offset to the north during 4 different time periods, including 1971, 1977, 1982 and 2002. The creek flowed beneath the ferry pier in 3 out of 4 of those years. The extreme northern position of the creek on the beach sampled by these photos occurred in 2002, when the creek mouth was several hundred feet north of the north side of the ferry pier.

Trends in the outer edge of drift logs were examined to show the relative change in position of the backshore (where logs are found), located a short distance landward of the Mean Higher High Waterline (MHHW). Results of this analysis show that south of the creek channel there was waterward accretion (progradation) of the beach and the outer edge of drift logs. However, the exact position of the log line is determined by large storm events and does not always closely follow beach accretion trends. One exception to the waterward movement of the log line south of the creek was that in 1980 logs were slightly further waterward than in all other years that this feature was traced. The log line in the most recent photo (2002) was waterward of all others except the 1980 line, also indicating a general accretionary trend south of the creek. North of the ferry terminal a similar patter appeared, evident by a slightly greater degree of waterward migration of the log line relative to the 1971 and 2002 positions (Figure 3). The accretion trend was fairly consistent north of the creek delta.

Trends in the position of the toe of the high tide beach show the clearest evidence of beach progradation (waterward accretion). Data from 4 periods between 1936 and 1980 were used in this analysis (Figure 4). In 1936 the toe of the high tide beach was landward of the 2002 band of drift logs

both south and north of the ferry terminal. Only by 1980 did it come close to the 2002 position (the location of which could not be determined due to tide level). Between 1936 and 1980 the toe of the high tide beach moved waterward on the order of 75 ft along the 4 lots south of the creek channel. Continual accretion appeared to have occurred south of the ferry pier. This equates to a 1.7 ft/year accretion rate. North of the ferry terminal in the gently concave beach area, the total accretion was virtually identical between 1936 and 1980. The total accretion was near identical between 1936 and 1980, however it appears that this accretion appeared after 1961 making the rate on the order of 3.9 ft/year.

The greatest change occurred in the vicinity of the creek channel (Figure 4). The 1936 high-tide beach toe was considerably farther landward than it was in all other years. Indicating that creek delta accretion appears to have been rapid in the mid-1900s. This may have been due to accelerated urbanization (deforestation) and the likely increased input of sediment in to the creek.

The waterlines at the time of the photos were traced to show the shape of the shoreline in a given year at a given tidal height. This data must be examined with much caution as the photos were taken during a wide variety of tidal heights, and by no means can these lines be directly compared. Some information gained from this data was that the beach appeared considerably eroded in 1985 and that the creek appears to have been well offset to the north in 1980 (a year where the creek mouth could not be traced due to photo resolution). Other conclusions that can be made from the waterline position data, include that the 1936 creek delta appears farther south than in subsequent years and a pattern of northward migration of the intertidal delta is apparent through 2002.

Shoreline Change Conclusions

Overall it seems that the creek has experienced a wide range of positions. No clear trends were identified in the creek mouth analysis, based on available data. The times when the creek was most offset range between 1971 and 2002, which was the extreme northern most position. However the creek flowed near strait across the beach a number of times in the early and mid 1990s as well as during 2 earlier periods. At no point was the creek noticeably south of the ferry terminal.

The clear trend of beach accretion was present both south and north of the ferry terminal, which was well documented up until 1980. The most significant accretion of the high tide beach occurred between 1936 and 1961 at the ferry terminal pier. This indicates that in the approximately 30-years or more following pier construction, the pier appears to have caused significant upper beach accretion and waterward extension of the drift log band. After 1961 it appears that the trend in high-tide beach progradation slowed indicating that the progradation caused by the pier pilings was likely slowing. The position of the outer edge of the drift logs reached a maximum in both 1980 and 2002 across the study area. A noticeable offset was present in the position of the drift log lines, similar but more intense than in the position of the high tide beach. In 2002 the offset was on the order of 30 ft.

In conclusion, the ferry pier appears to have had a substantial effect on beach accretion, which appears to have been most rapid in the decades following construction of the pier, in particular after the pier was widened, sometime between 1936 and 1961. This undoubtedly effected the position of the creek channel on the beach as will be discussed in the following section.

Site Conditions

The Fauntleroy Creek delta and associated beach have been substantially altered, as outlined in the above section. Site conditions were investigated on a number of occasions in 2005 and early 2006. During a field visit in May 26, 2005, the creek mouth was considerably offset as it reached the upper beach (Photo page 1). The creek was running north landward of MHHW behind a sandy berm. The berm was fairly high elevation and contained numerous drift logs. The creek was diverted to the ferry pier and then angled to the northwest through the numerous creosoted piles beneath the ferry pier to cross the lower intertidal beach north of the ferry pier.

The creek had been in this offset position for a good part of 2001, 2002, and 2003, according to Fauntleroy Creek Watershed Council. Much of this time the mouth of the creek on the upper beach was largely blocked by drift logs. This is verified by many photos from recent years available at: http://www.geocities.com/steevward/mouth.html and can be seen in a 2002 air photo in Figure 1. It was reported that manual removal of logs occurred in years prior to 2001, but the man who removed the wood is no longer around and was not available for questioning.

Large rain events in recent years have resulted in very high stream flow volumes during and immediately following a heavy rain event. In each case, the creek erodes a new channel directly across the upper beach. This heightened flow apparently flushed a thick accumulation of drift logs around and above MHHW (out of the channel) in mid-2005 and the creek mouth remained open through the early fall of 2005. When observed again on October 18, 2005, the creek channel flowed adjacent to the wood bulkhead 14 ft waterward of the bulkhead (slightly south of the storm position). The creek channel meandered toward the northwest for 25 ft and then crossed the sloping beachface in a waterward direction. Relatively few drift logs were present in the creek channel on the upper beach in October. This configuration had relatively unobstructed fish passage to the creek channel. However, an approximately 1 ft high potential blockage was presented adjacent to the north end of the timber bulkhead. This consisted of a 2 ft by 2 ft concrete slab (that was removed) and an accumulation of flattened reed canary grass and leaves.

The creek was flowing out directly across the beach during much of the winter of 2005-06. When last observed on March 3, 2006 the creek was flowing directly waterward across the beachface. It had recently eroded an approximately 1-2 ft deep channel after plunging over an accumulation of rock adjacent to the bulkhead. The rock produced an approximately 1.25 ft high potential barrier.

Controls on Creek Mouth Dynamics

The degree of blockage of the mouth of Fauntleroy Creek is controlled by a number of factors. Natural variability in small stream mouths in Puget Sound results in periods of stream mouth closure or impairment of access. However, the number and scale of modifications to the natural coastal and stream system are large and we have no way of knowing the natural dynamics of the creek mouth with any accuracy. The main factors controlling this will be discussed below:

- Creek flow
- Littoral drift volume and sediment supply
- Drift logs
- Ferry pier
- Beach nourishment at Lincoln Park

Creek Flow

Flow in the Fauntleroy Creek is limited by the small drainage basin size, reported to be 98 acres. Basins of this size can only produce finite volumes of runoff, which are highly dependent on precipitation. However, the lower and portions of the upper watershed are highly urbanized with a large percentage of impervious surfaces. Although portions of the upper watershed are protected in parks and other public lands are still partially forested. The high degree of urbanization, coupled with moderate slopes in the drainage basin, appear to result in moderately high peak stream flows for a watershed of this size. Obviously, the basin size is beyond the control of restorationists, but general watershed rehabilitation principles should aim to reduce peak flows under given conditions. Ironically, this may reduce the power of runoff events to open the creek mouth slightly.

Littoral Drift and Sediment Supply

Net shore-drift describes the long-term net effect of littoral drift at a particular site. Net shore-drift is to the north in this area (Schwartz et al. 1991), in response to predominant (strongest) and prevailing (most frequent) southerly winds. This means that coastal sediment is transported to the north most of the time, although southward drift occurs, it is overwhelmed by northward drift. The mapped drift cell originates a short distance south of Seahurst Park and continues northward all the way to Duwamish Head in south Elliott Bay. This mapping was verified by the author (Johannessen), who also mapped net shore-drift for the WA Dept. of Ecology in large portions of north Puget Sound. The offset of the creek channel on the beach to the north is one indication of northward net shore-drift. Other indicators include beach offset at numerous specific obstructions to the south, other creek channel offsets, and accretion of sediment against the south side of the ferry pier.

The sediment supply for this drift cell was historically derived from bluff erosion from numerous bluffs south of the site and to a much lesser extent from stream input. In general, for the North Puget Sound basin, it has been estimated that on the order of 90% of net shore drift sediment originates from bluff erosion (Keuler 1988). Recent mapping by Johannessen et al. (2005) shows that only 5.4% of the 11 mile-long drift cell the study site falls within, has currently intact feeder bluff (sediment source for the drift cell). This can be compared to 23.4% of the drift cell in historic conditions; representing a 77.1% loss of feeder bluff length in the drift cell (Johannessen et al. 2005). The loss of feeder bluff can be attributed to abundant bulkheads along residential and commercial properties down-drift of the study area, which prevent these bluff from supplying sediment to the nearshore. Bulkheaded bluffs in the drift cell include bluffs measuring up to 250 ft high, indicating the elimination of substantial volumes of sediment in this nearshore system. Stream sediment input, although of low volume, may have increased in some coastal drainages as a result of clearing and urbanization. Therefore, the overall sediment available for transport in this cell has been dramatically reduced over time. This would lead to the conclusion that due to the substantial decrease in sediment supply in the drift cell, net shore-drift has not contributed to the reported fish access impairments at the mouth of Fauntleroy Creek over time.

Drift Logs

Drift logs, also know as LWD, are know to trap sediment, and are generally thought to stabilize backshore areas of Puget Sound beaches. Drift logs accumulate in larger volumes at accretion beach areas such as at the mouth of Fauntleroy Creek, or at net shore-drift barriers. Drift logs are largely ephemeral deposits. The majority of drift logs deposit on beaches, and then remobilize during high water storm events that typically occur during winter. When observed several times during 2004-05, the backshore waterward of the uplands creek channel has often contained a dense accumulation of drift logs. As is typical of modern Puget Sound beaches (MacLennan 2005), most drift logs consist of sawn logs. That is, they do not have root masses still attached, as did the majority of logs in predevelopment conditions. Sawn logs are thought to be more mobile than "natural" drift logs, because they can be mobilized by high water and waves, as opposed to logs with root masses that become imbedded in sediment.

When observed in October 2005, the cut drift log accumulation was largely parallel with the shore and was causing significant blockage of the upper creek channel on the beach. This likely contributed to the creek channel being diverted north underneath the ferry pier. With such a long lateral diversion with dense, tightly packed logs, it is assumed that fish passage would be significantly restricted. The fact that the beach has accreted in the vicinity of the creek mouth has led to a greater recruitment of logs in the creek channel. This is because there is more channel area landward of the mean higher high water line. Only during high stream flow events does it appear that the sawn logs are washed out of the channel and the new stream channel can flow directly waterward, presumably leading to greatly improved fish access. Research by MacLennan (2005) indicates that the abundance of sawn logs reached its peak in the 1970's and has been decreasing since. This is due to more careful log towing practices where logs are now bundled and cabled together, reducing loss of logs from tows.

With all other things unchanged, the incidence of mobile sawn logs in the backshore creek is likely higher than under pre-development conditions and has likely increased the infilling of the channel with logs. Also, with the recently accreting upper beach and backshore, a larger channel area is available within the range of extreme high waters such that drift logs can fill parts of the channel. Overall, the increased occurrence of sawn drift logs has likely increased blockage of the channel on the upper beach. Projecting into the future, the number of logs in marine waters is expected to be in gradual decline.

Ferry Pier

The Washington Department of Transportation ferry pier at the Fauntleroy ferry terminal is located 65 ft north of the creek mouth. The pier consists of a 70 ft wide platform crossing the intertidal that is supported by creosoted piles. Piling density is relatively high at this old facility. The cross-shore spacing between piles is generally 10-15 ft. There are also many rows of piles, making the piles in this pier some of the most densely packed out of the (remaining) piers in Puget Sound. The pier measured only approximately 34 ft wide in 1936, and the width was increased between 1936 and 1961, also increasing the total number of piles significantly.

Pile fields across the intertidal have been shown to decrease wave energy and sediment transport, and subsequently cause the deposition of sediment near the pier (Schwartz 1987, Wojcik 1997). This density of piles appears sufficient to decrease sediment transport. The shoreline change work revealed that the foreshore (high tide beach) south of the creek has prograded waterward approximately 75 ft during the period 1936-2002, to create a sub offset in the beach in plan view. This was likely a result primarily of the pile fields of the ferry pier. This type of feature is known as a partial net shore-drift barrier. Therefore with the continued presence of this pile field, beach accretion is expected to be maintained and may continue further on the south side of the pier, producing conditions favorable to log trapping. When considered along with the fact that drift logs are trapped by the creek channel in the backshore, the ferry pier has likely been an important factor in causing the apparent reduction in access to the creek channel in recent decades. It is also likely that the piles in the pier inhibit northward migration of remobilized drift logs, which likely contributes to the drift log accumulations at the site.

Beach Nourishment at Lincoln Park

The beach at Lincoln Park, located north of the site, extends to within 1,175 ft of the creek mouth. The beach at Lincoln Park was nourished to reverse ongoing erosion (Chu 1985). The beach at the park was nourished (sediment was added) with gravel and sand in 1988. Nourishment sediment (18,000 cubic yards; cy) was placed waterward of the old bulkhead. The beach was renourished with much smaller volumes of sediment twice since then, in late 1994 and in 2002 (USACE 2002, Shipman 2005). The 1994 renourishment consisted of 3,321 cy of gravel and 1,923 cy of sand (USACE 2002). The 2002 renourishment consisted of 1,500 cy of gravel and 250 cy of sand (USACE 2002). Sediment was placed only in the southern end of the Lincoln Park, nearest to the study area in 2002, suggesting that formerly placed sediment was transported to the north, into the portions of the park beach that did not require renourishment.

The large majority of nourishment sediment has apparently either remained at Lincoln Park or has been transported north beyond the park in the direction of net shore-drift. However, field observations on October 18, 2005, revealed that some of the pebble used in the beach nourishment project appears to have been transported several hundred feet south of the southern park boundary. It does not appear that much gravel has been transported further south. However, the amount of gravel in this area that was not from Lincoln Park beach and the amount of gravel beneath the sand in the vicinity of the ferry pier is unknown.

The fact that shore orientation changes north of the ferry pier indicates that the Lincoln Park beach is subjected to somewhat different wave and sediment transport conditions. Overall, it does not appear that beach nourishment at Lincoln Park has played a significant role in any alterations of the beach

DOT – Ferries- Long Range Plan – Comments - January 25, 2009

Dear Mr. Mosley
Copy: et al

Following your recent presentation (Kingston Jan. 14, 2009) of your "Draft Long Range Plan" concerning the Ferries Division I must express my deep concerns. (Thank your for holding the comments deadline open until the 26th)

Your proposed plan "B" is a non-starter- dead on arrival- How could the curtailment/ cessation of after 9 pm sailings even be contemplated? Would DOT consider closing the 520 and or I 90 bridges after 9pm- that is the equivalent to West Sound Residents. What will become of West Sound residents dealing with health/medical emergencies? What about students attending mainland schools. What will happen to swing shift workers? Your proposed plan "A" is marginally a starting point. Numbers don't foot – "WSDOT forecasts a 40% increase in growth- yet no growth in fleet boats in even plan A

1. **Proposed Plans – Tactical not Strategic-** It is apparent that you have been mandated by the legislature to balance the state ferry system finances on the backs of the west sound users.
   This "Long Range Plan" needs to be recast with a "Strategic Approach" rather than a simple "tactical cut expenses" approach. A strategic approach would consider and incorporate at the very least:
   a.) The economic impact on the entire west sound (and Seattle for that matter). Homes and businesses will loose value due to poor transportation methods. Hence lower tax revenues for all state and local entities.
   b) What will be the impact on the multiple naval facilities in the area?
   c) The total carbon footprint- Impact on Seattle Everett Tac- transportation corridor. Fewer people will move to the Kitsap and Jefferson county area's placing more and more pressure on the I-5 corridor. With limited (and increasingly expensive) ferry facilities West sound residents will be forced to drive more e.g. Tac. Narrows – I 5 corridors –is that what we want?
   d) New technology- lower cost vessels- Have we considered the pursuit of lower cost operating vassals- New Tug boat engines are now being developed which dramatically reduce fuel consumption. We don't need fancy boats-or dramatically improved terminal facilities. Utilitarian vessels will do and only update or improve terminals if the direct economic payback warrants improvements. At the Bid conference for new boats I understand that 5 companies attended but only one submitted a bid. It appears that the procurement and specifications process needs to be reevaluated. Although well intended the "Made in Washington Law" puts the cost of sole sourced (or all) ferries on the backs of the West sound residents. Should all of Seattle's buses be mandated to be built in Washington, or the deep boring tools used in the Beacon Hill tunnel are built here in Wash. State?

2. **State Constitution considers Ferries part of the Highway System** as defined Article 11 section 40 (is this a class action initiative in the making?) Loss of Rev.

From I 695- Get over it – DOT has more revenue now than it did prior to 695- Legis. put in 695 after it was deemed unconstitutional – Leg. can re-impose- (Locke acknowledged it was a problem tax that should have been fixed)-
Mr. Mosley you have been asked to start this new long range program in a deficit position. The legislature has not funded the system adequately for the last 20 plus years. The last three ferries were entered into service in the 97/99 biennium (excluding the Chinook and Snohomish now sold due to poor strategic planning) We have only recently retired the steel electric class boats that are over 60 years old. Now the West sound communities are being asked to make up for more than -20 years of state miss-management.

3. **General Management**

On at least one occasion with Ferries CFO and or Director of Operations in the panel, when asked he/she could not (or would not) identify what the G & A costs were. The Ferries CFO stated that we have spent approx. $12 mil on the wave to go program- yet he could/would not forecast what this new ticking system would save- why did we implement it ? Does DOT know what a cost benefit analysis is?

3.1 As a taxpayer I would like to see **all** of the ferries budgets for the last 10 years cast in the following manner: (with headcounts where appropriate)

1). Cap Exp.
2) Op Exp.
3) G & A Exp. – (General and Admin.)
4) Passengers/ Cars Carried
4) Fair Box recovery –
5) State funding from all sources-

4. **Tourist Impact –** The Ferries proudly note (on its website) that they are the number one attraction for out of state tourists. Why then, if this service brings in such great tourist revenues to the state do the West sound folks have to bear the brunt?

5. **Impact on communities- Divisiveness!**

Mr. Mosley you have a tough job. You have impeccable management credentials; however I fear that with good intentions you have been sent on a "fool's errand". Certainly plan "B" will create a political and economic firestorm for Kitsap and Olympic Peninsula... Should this or anything close be adopted I fear the Legislators will rue the day. Plan "A", pending modifications; more detail and discussion may be a starting point for a new plan. I plan to circulate this brief memo widely, as our direct legislators don't seem to get much support from others outside the West Sound. The ferry funding program will become even more divisive as time goes on. If the East sound folks and East State residents don't care about the ferries why should the West Sound people care about snow removal on the passes or a new freeway interchange in Spokane.
Please Note: Ms. Mary Margaret Haugen: although I appreciate your concern that the loss of the Anacortes- Sidney ferry route may have on your constituency,

does it compare at all to the economic impact on the Kitsap and Olympic Peninsula.
The ferries are our highways. We implore the DOT to fund them as such, for the good of the state of Washington.
Let's come up with a plan "C" that accommodates a wider more "Strategic" set of concerns for all of the parties of interest.

Respectfully, Mark S. Bell – Hansville WA. bellmark4478@att.net

January 24, 2009

Washington State ferries are an indispensable and critical transportation link for the residents and visitors of Island County. In this climate of severe economic downturn and record unemployment, it is essential that all lawmakers involved in the funding of the ferry system develop a funding plan that is equitable and fair.

Although appropriate fuel surcharges and fee increases are very likely inevitable, the reservation system that is being proposed is misguided and foolish. This system will in no way provide a savings benefit after considering the implementation and management costs. It will also place an unacceptable burden on riders and without a doubt will have a devastating negative impact on residents, vacation homeowners, tourism, jobs and beleaguered businesses.

We urge you to rapidly find innovative ways to keep the ferries afloat with fair fee increases, appropriate sailing schedules and without such Draconian measures as the ill-advised reservation system.

Concerned Residents,

JULIE AND HILTON HERRIN

January 26, 2009

Washington State Ferries
Attn: Joy Goldenberg
2901 3rd Ave.
Seattle WA 98121

RE: WSF Draft Long Range Plan
Sending Feedback from the Port Townsend Main Street Program
WSDOT Ferries Public Hearing Comment Form

After reviewing the Draft Long-Range Plan, what questions or concerns do you have?

What is the likelihood of achieving the more comprehensive PLAN A in the current economic climate?

The replacement of the two Steel Electrics with two "Island Home" ferries is of paramount importance to Port Townsend, Whidbey Island, and our other neighboring communities. If funds only allow building one "Island Home" in the current budget picture, we request that a second "Island Home" be a top priority in the short term. Our local businesses are facing some unprecedented challenges—the current economic collapse is compounded by the threats they face with the present reduction of our ferry service and the closure of the Hood Canal Bridge for two months at the start of our tourism season in May. The lost opportunities will echo on every block—several businesses dependent on ferry traffic have already closed their doors.

What questions or concerns do you have specific to your route?

A reduction in ferry service by building only one boat will continue to be detrimental to our region and to the statewide economy. Port Townsend and Coupeville are destinations which attract visitors from across the country and around the world. We are part of a region that generates nearly $1 billion in direct travel spending and accounts for approximately 16,000 jobs. This is the time to protect those jobs and this vitally important segment of our economy.

Ferry Reservation System: The ferry reservation system is innovative and the wave of the future--more educational outreach and marketing is needed.

Ferry Naming Rights: It may be tempting to "go for the money" in times of economic challenge, but we support the concept that will honor the past--long into the future. There is a tradition of naming the ferries after the tribes--the original peoples who plied these waters. This reinforces the importance of the past, recognizes the first peoples of our region, and continues a tradition already in place. It sparks curiosity about the voyage, and makes taking the ferries a more memorable part of the journey to our communities, which are so rich in history.

We've heard about travelers getting stranded at the terminals over the holidays when the service was cancelled at the last minute and passengers were unable to get back to other side. Can the ferry waiting areas be a source for additional free visitor information and perhaps a sign/kiosk with a map keyed to accommodations information?

--more--

Other Comments:

The Port Townsend-Keystone ferry is a marine highway to our neighbors on Whidbey Island, and to tourism connections extending to the San Juan Islands and Canada. Ferries are part of the state transportation system and should be viewed and managed as essential transportation infrastructure. The Port Townsend-Keystone route moves commuters, visitors and valuable goods from our communities, adding to our local and state economy. Military service personnel use it to move between Whidbey Island Naval Air Station and Navy facilities on the west side of the Sound. It's an essential link for our largest employer, The Port Townsend Paper Company, which has suffered losses from the economic crisis and current reductions in ferry service. The Mill sends 40 trucks a day on the route—when service is disrupted, it causes a great hardship for the Mill and our other businesses which depend on this route.

We thank Washington State Ferries for the outreach that has been done in our communities. The key to solving economic challenges is working together creatively through partnerships. Thank you for listening to us—please remember us and collaborate with us as partners in reaching the best solution for our communities. We look forward to the day when the Port Townsend-Keystone Ferry service is restored to capacity—with a second permanent replacement vessel to service our route.

Sincerely,

Mari F. Mullen
Executive Director
The Port Townsend Main Street Program

Senator Mary Margaret Haugen
John A, Cherborg Building
Olympia, Washington 98504

Representative Judy Clibborn
John L. O'Brien Building
Olympia, Washington 98504

September 30, 2008

Greetings,

I am a deck officer employed by Washington State Ferries and also a maritime consultant. My name is Dan Twohig.

The United States Coast Guard has directed WSF to meet federally mandated Crew Endurance Management standards in order to keep us operating safely. This directive is outlined in the attached letter from the Captain of the Port, Puget Sound, dated August 5, 2008.

The Coast Guard's letter requires WSF to redesign its vessel crew watch-standing and dispatch system so that crews are not exceeding duty of more than 12 hours in any 24 hour period. This is called "The 12 Hour Rule" and is found in statute under 46 USC 8104 and 46 USC 3315. References to the 12 Hour rule in regulation can be found in 46 CFR 15.1109 (Watches). The 12 hour rule is the federally mandated crew fatigue standard developed after the Exxon Valdez disaster and finds its legal roots in the Oil Pollution Act of 1990 (OPA-90). Many of the vessels watches on WSF ships do not currently meet this standard and the Captain of the Port is concerned that this is having a negative impact on safe operations at Washington State Ferries.

The USCG letter requires WSF to comply with the 12 hour rule in two phases of implementation beginning with the Mukilteo/Clinton, Edmonds/Kingston and Seattle/Bremerton routes. The deadline for the first phase compliance is January, 2009. The second phase encompasses the rest of the system and WSF must be in compliance by September, 2009. Making this work throughout the San Juan Islands and Vashon Triangle will be particularly challenging to the system.

In meetings with the MMP and IBU, we have determined that the new schedules for phase one must be agreed upon by **October 29, 2008** in order to meet printer's schedule, deck watch bidding schedules and any other wheels that need to be set in motion to make this work. In these meetings it has been discussed that WSF and the Unions that serve it may not be able to meet this federal mandate in a reasonable manner without making minor adjustments to the running schedules of the ships, levels of service and vessel manning. This may not be accomplished without the support of the Legislature.

The Nation, the State of Washington, and Washington State Ferries are all experiencing fiscal difficulties. Recent studies reported in the media have shown that WSF can save considerable funds by slowing down our ships and adjusting our operating schedules. By slowing down the ships, we can demonstrate that WSF can operate more efficiently without appreciable impact to our ridership. We can meet the federally mandated Crew Endurance Management standards, save the state millions of taxpayer dollars and reduce our ship's emissions by thousands of tons of greenhouse gasses and pollutants per ship, per year. A rough breakdown of these fuel savings and pollution reduction numbers for the Jumbo Mark II class vessels are attached.

In order to make this happen, the unions and WSF may need Legislative support to create a "toolbox of options" that can be used to redesign the vessel watch schedules. These options may include making minor adjustments to vessel running schedules, vessel transit speeds, levels of service and vessel manning. Some of these options may have a fiscal impact. Any extension of the USCG compliance deadlines will probably require a very high level phone call placed to the Captain of the Port.

Time is short and our first deadline is looming. I hope that your interest and the participation of your committees will help guide us though this critical transportation crossroad to make Washington State Ferries operate more efficiently; be a safer, "greener" and better place to work. I look forward to speaking with you.

Respectfully,

Captain Dan Twohig
www.mastermaritime.com
P.O. Box 2207
North Bend, WA 98045
425-765-4965

ORIG- JOY
COPY - D.M.A Ray
01-22-09P12:57 RCVD

January 19, 20091

Mr. David Moseley, Assistant Secretary of Transportation

Washington State Department of Transportation

Washington State Ferries

2901 Third Avenue, Suite 500

Seattle, Washington 98121-3014

Dear Mr. Moseley:

RE: Washington State Ferry Long-Range Plan

After reviewing the joint letter dated January 13, 2009 from the San Juan County Council and the San Juan Island Advisory Committee, copy attached, I concur with them that you're proposed Plan "B" is unrealistic given the obvious ferry service needs for the islands. I am surprised that you would even propose such a plan given the obvious needs of us those of us who are totally ferry dependent for access to the mainland for those services not provided on the islands. Furthermore, Plan "B" does not come close to meeting the needs you have projected for future service requirements.

For the record, including the referenced letter, I submit the following for consideration:

The Legislature must address the issue that Highway 20 is in fact an extension of the State Highway system through the San Juan's. Therefore, funding for the operation and maintenance of the ferry system must receive a "fair" share of funding as other State Highways that are cleared of snow each year, whose bridges are repaired, and etc. Our section of the highway contributes considerable monies to the State and local communities through sales tax and the lodging tax. It is time for the Legislature to establish a funding plan that includes operations; maintenance and capital replacement and it must not be only through the "fair box"!

It is also imperative that the Legislature exhibit real leadership in this time of financial crisis and that they remove the restriction that ferries must be built in the State of Washington. Anyone familiar with bidding projects such as a multi-million dollar ferry knows that "competitive" bidding will without doubt provide the best opportunity for a better price. It is also possible that a "used" ferry is available which would allow a longer "vessel replacement schedule" to be implemented.

Your proposal for a reservations program is interesting. However, lacking a more detailed description of how such a system would work for the San Juan's it is impossible to make substantive comment. I can say however, that any reservation system must take into consideration our island's user needs. To not do so will not be insensitive to the ferry-dependent residents of the San Juan's.

The most important need for the San Juan community is "service". That should be the priority. The proposed terminal improvements for Anacortes should be delayed and the funds transferred for the acquisition of needed vessels. When that goal has been accomplished then consideration of terminal improvements can be considered.

Thank you for the opportunity to make my comments known.

Sincerely

Jerrold R. Gonce

427 Port Stanley Road

Lopez Island

The Fast Foot Ferry Solution

January 20, 2009

Governor Christine Gregoire
Office of the Governor
PO Box 40002
Olympia, Washington 98504-0002

Subject: Review Comments - Washington State Ferries 2009 Draft Long Range Plan

Dear Governor Gregoire and members of the Senate and House Transportation Committees:

The WSF long range plans are unacceptable and fail to set a course for success. Please direct the management of Washington State Ferries to come back with a real business plan, one supported by a detailed financial analysis, and that charts a course for a brighter future.

The plan(s) financial elements are sketchy at best, and include hugely inflated costs. For example, Pierce County recently acquired a new 54 car ferry built in Washington State at a unit price of $212,000 per vehicle. However, the long range plan assumes a cost for 10 new ferries of $1.5 million per vehicle space. This is an increase of 700%. Something is out of whack with WSF when a county government is able to acquire ferries made in Washington for so much less.

The core difficulty facing WSF is excessive costs and mismanagement by the executive branch. The problem is not I-695 or a lack of funding. WSF has money. The legislature has done its job. The nickel gas tax package included funding for four new 144 vehicle ferries in 2003. All we have to show for it in 2009 is a contract for a single 64 vehicle ferry, at an eye-watering price of over $1 million per vehicle space. As an added insult, the nickel gas tax and other WSF funding disappears from the Governor's ferry plan.

Enclosed are review comments on the 2009 draft long range plan, including a number of suggestions for reforms.

Sincerely,

Nels Sultan, Ph.D, P.E.
Manager
Kingston Express Association
e-mail: nsultan@kingstonexpress.org

1. Ferries are Marine Highways! (and much more)

Ferries are part of our state highway system, per the state constitution and simple observation. Ferries, like the highways, help move people, vehicles and freight around Puget Sound every day, connecting state highways the same as bridges.

Ferries are also mass transit, with vast numbers of walk-on passengers shuttled across the water. Ferries are a major cultural and tourist icon, by some measures the state ferry system is the number one tourist attraction in the state of Washington. But wait, that's not all. Ferries are also construction mitigation, providing mobility during bridge and road replacement. Last, but perhaps most important, ferries are disaster planning providing a fleet of mobile transit assets. One can justify a fleet of ferries for disaster preparedness reasons alone.

Like the Alaska Way Viaduct and 520 bridge, the ferries are fundamentally a state highway and state responsibility. The Governor's responsibility is to preserve our cherished ferry system as a unified system, a cultural icon, and a major tourist draw. The Governor should be charting a course to a vibrant ferry future, growing in size with the regional population, not trying to figure out some way to fob off responsibility for its ongoing decay. The long term plan should be bright and optimistic, not the crabbed and sour plan the Governor has barfed up.

2. Washington State Ferries does many things well

WSF system is not about to suddenly collapse. The operations side of things are pretty good and most things are OK. The crew and captains do a decent job moving the boats back and forth all day safely and mostly only on time. I ride the central sound ferries regularly as a daily commuter, and have been on every route in the system at various times. I've always found the boats reasonably clean, the crews friendly and things generally shipshape.

WSF has never killed anyone, unlike BC ferries which has had ships sink and cars driving into the water off loading ramps in recent years. Scanning the news for the past couple years like I've done reveals ferry disasters worldwide on an almost weekly basis. It is amazing that our state ferry system, the largest in the nation, with ferries that cross busy shipping lanes continuously, has never had a fatal incident to anyone's recollection.

The problems at WSF are centered on capital procurements, planning and policies at WSF headquarters. The problems are fixable and reform is needed in a few key, focused areas.

3. The $3.5 billion ferry deficit number is seriously bogus.

Could we please have a real ferry financial analysis? The Governor's plan has lots of words, but the numbers are generally scattered, unsupported, or disconnected from the bigger picture. I can't figure out the basis for much of the numbers being reported. I recommend the King County Ferry District Water Transit Study, completed in 2005 as a example of an adequate long range plan with more detail. The current draft plan the Governor has offered falls far short of that standard. The Governor appears to be providing a WSF long range plan that is heavy on spin, puff and fluff to support a short term political agenda.

4. Planning is all about costs.

The WSF plan includes a lot of confused babbling platitudes about its purpose, including the following;

> "The goal of this Draft Long-Range Plan is to assess the needs of ferry customers and develop a service and capital program that is responsive to those needs, while providing policy makers with the right information to develop a long-term solution that addresses WSF's financial sustainability."

The goal of any business plan is simple: figuring out what things cost, then matching up the costs with revenue. That has not happened. WSF has ignored the legislative mandate for a plan that balances revenue and cost.

Planning is all about COSTS, what things have cost in the past, what they cost now, what they could cost in the future. WSF needs to drill down and examine why its ferries (and everything else) costs so much, and what needs to happen to bring them in line with the rest of the industry. As Andrew Carnegie once said, focus on the costs and the business will take care of itself.

5. WSF needs four plans not one

The following plans are needed, with the last one arguably the one that should consume the most time:

a. Current business plan. Answer the question: Where are we now? How much does it cost to keep the current system going, on an ongoing basis, both capital and operations, in perpetuity. Numbers should be reported on an annualized basis, in 2009 dollars.
b. Past business plans. Answer the question: Where have we been? What financial models have been used in the past and how did the books balance? Trends needed to be plotted to analyze past expenses. Past trends are the best predictor of future costs and revenues.
c. Long term plan. Where do we want to be in 20, 30 years? What sort of fleet replacement strategy is needed. There should be room for some visionary, creative thinking, including plans that may not pencil out at present. Input from outside ferry experts and the public is essential (and not being done).
d. Recovery plan. WSF plans, policies and priorities are currently a mess. What steps are needed in the next 2, 4 and 6 years to right the ship and get things aligned with the long range plan?

6. Tim Eyman and I-695 are the best thing that ever happened to government officials.

The main significance of I-695 is that it allows WSF and everyone else to deflect responsibility for everything. Instead of talking about I-695, I'd like to hear about what happened with the funding in 2003 for the four 144 vehicle ferries. Nothing got built, and when the four Steel Electric ferries were retired there was no back-up plan and routes were left without a ferry. That is the heart of the current "crisis". Is that the fault of I-695 and Tim Eyman? The real problem is that WSF is an opaque, rogue agency and is not spending the money it has properly, not maintaining its vessels and not planning for the right size new ones. Instead WSF has pursued an agenda of fabulous new terminals and hotels and what-not everywhere

A favorite theme at WSF is I-695 and how it deprived them of a dedicated funding source. Well boo-hoo. No one in this day and age every really has a dedicated source of funding for anything, even if they think they do. A review of "Who Moved My Cheese" may be appropriate for WSF and the rest of officialdom.

WSF has funding, for capital and otherwise. If WSF could hold onto the existing funding streams and spend it better there would not be a deficit, there would even be room for a 10% fare cut, and spending 10% on foot ferries. Attached are a couple sheets with data that shows how this would be possible. Time doesn't allow a detailed explanation. I hope to organize it better, and possibly fold it into a "Plan C" for the ferry system.

7. The Washington Transportation Commission – wrong on everything.

Accountability starts at the top, and the Washington Transportation Commission has a lot to answer for concerning our current ferry fiasco. The WTC was the agency responsible for WSF, WSDOT and its directors when things were going haywire in recent years. The WTC has simply been wrong on all the key policy, plans personnel and more at WSF in recent years. Everything from a one-size fits all ferry fleet, delaying ferry acquisition, neglecting ferry maintenance, billion dollar terminal move projects at Keystone and Port Townsend (whether the locals wanted it or not), trying to fund everything through the fare box, weak staff, bloated overhead and expenses, contentious legislative and local community relations, and on and on. WTC oversight of state ferries has been a total disaster.

The state should simply get rid of the Transportation Commission. Now that the head of WSDOT is hired and fired by the Governor there is no need for this separate WTC entity which just gets in the way and costs money.

8. What we need is a Puget Sound Water Emergency Transportation Authority

I don't think everything that comes out of California is completely crazy. The new bay area Water Emergency Transportation Authority, which links together previously scattered ferry operations, is a step in the right

direction. The new WETA, firmly controlled by the state government, is a change from the previous ineffective regional agency run by local politicos. The lesson is clear. Leadership must come from the state to make things happen.

The state should replace the WTC role in ferries with a new Puget Sound Water Emergency Transportation Authority, with a board of directors appointed by leaders in the state government. This body would be largely advisory to start, with a mandate to advise on coordinating the existing government ferries run by the state, counties and port districts, and how best to connect them to each other and the rest of the highway and transit systems. The new board would also have a mandate to plan ferries with an eye to construction mitigation, disaster planning and tourism. We need an entity that understands water transit to help pull things together. Few people in state and regional government really understand ferries. (See previous, item 7.) A board of ferry experts is a major deficiency in state planning.

9. Foot ferries – the way of the future

The current state ferry system is way too car-centric. The natural evolution of all ferry systems has been towards walk-ons and away from transporting cars as their prime mission. New York's Staten Island ferries originally were car ferries, but are now solely for walk-ons. A similar long term evolution is likely and desirable for Puget Sound. It is this sort of long-term vision which is severely lacking in the draft Long Term plan.

Foot ferries are efficient and offer numerous benefits, they are not at all a "money pit". One way to think of them is they are light rail, without the rail, and without the expense of tunnels and rights of ways that total hundreds and hundreds of millions of dollars for one mile of track. In simpler terms, it should be obvious that transporting a person across the water is less expensive than transporting a person plus their car. Pay no attention to the narrow-minded, short term, marginal cost, zero-sum game analyses of foot ferry finances. A long term plan should be focused on total costs, not marginal costs. And consider all the costs and benefits of foot ferries.

Foot ferries will not replace the car ferries anytime soon, but they are part of the long term future and should be supported. The first priority should be a foot ferry between Kingston and Seattle, where the costs are lowest, problems are fewest, the need is greatest and voter support is highest.

10. You can't get it from the fare box – even if you wanted to

Note that even the Washington Transportation Commission seems to agree that continued fare increases won't work. The graph below is what the WTC presented to the Joint Transportation Committee Ferry2 policy group. (No supporting data per usual.) If correct, it means that the most one can raise ticket prices is about 60% before net revenues top out at +25% then decline. A 60% increase in fares will net only a 25% gain in revenue, and with a devastating impact on the west sound and north sound economies and social fabric.

- As fares increase, gains in revenue offset losses in ridership.
- Fares could increase by as much as 60 plus percent before ridership losses outpace revenue gains.

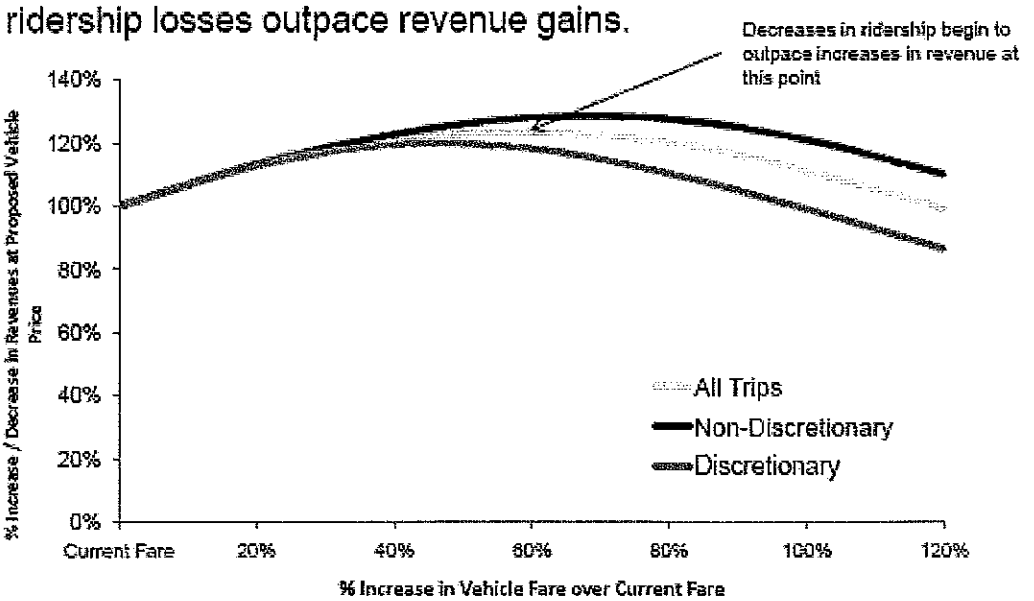


Figure 1. Washington Transportation Commission Powerpoint Slide – November 17, 2008 JTC meeting.

11. <u>Fuel prices – the long term trend is down</u>

A short digression on fuel prices:

Pick your end-points and you can prove that fuel prices have gone up, down, or stayed about the same. The long term trend for fuel prices is the same for most commodities, goods and services, a long term decline in real prices (really) although you'd never know it from all the hysteria about peak oil.

The graph in the WSF plan (Figure 2) even proves the point. Look carefully and you can spot a trend line of decreasing historic fuel prices, not even including the recent drop in prices. Figure 3 published a couple years ago in the New York Times provides a longer timeline and makes the point more clearly.

Planning for the long range should be based on trends of what has happened in the past, not speculation about the future informed by short term market chaos. None of the economist fuel forecast consultants hired by the state predicted the spike in fuel prices in 2008, nor the recent collapse in prices, nor seem to recognize the long term trends. Paying for fuel price forecasts is one item that should be trimmed from the state budget.

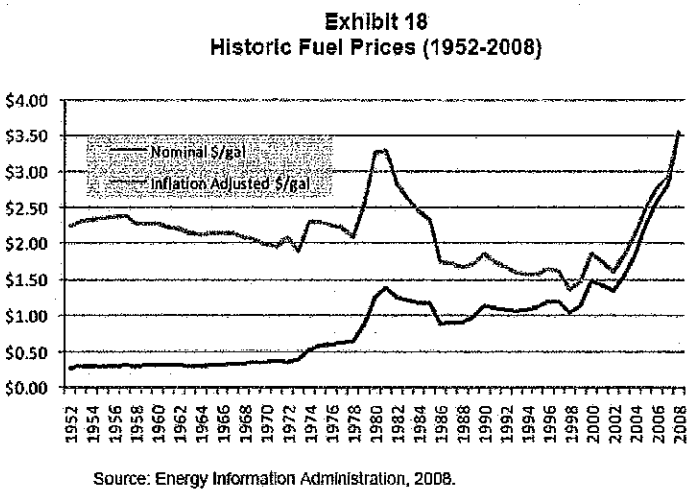


Figure 2. Fuel graphic from WSF 2009 draft long range plan.

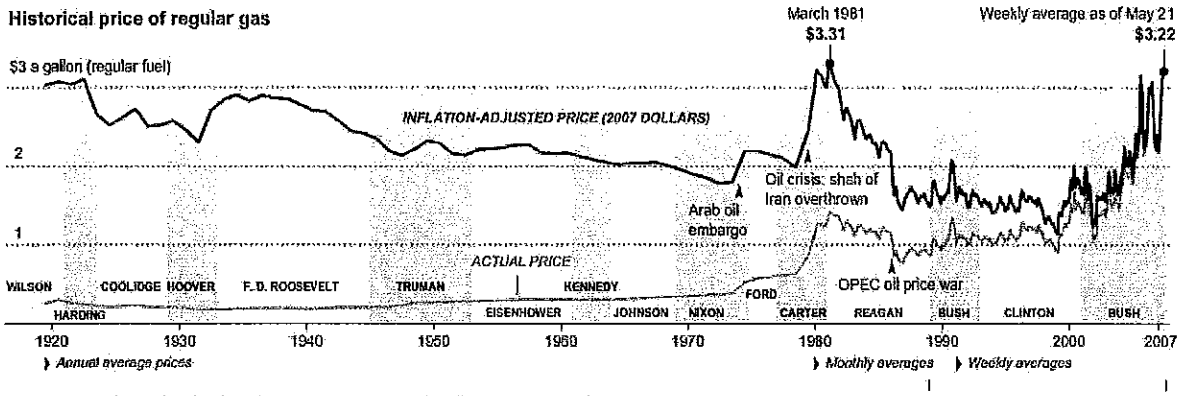


Figure 3. Historic fuel prices – New York Times Graphic

List of Comments inserted in 2009 WSF Long Range Plan (attached)

Page: ES-4
Author: nsultan Subject: Sticky Note Date: 1/8/2009 9:07:30 AM
$3.5 billion is a scary number, except when you realize that is the total over 22 years, including inflation (unstated, but I'll assume its 3% for the following calculation). The
average annual alleged deficit is 115 million per year in 2008 dollars, a more manageable number.

Page: ES-9
Author: nsultan Subject: Sticky Note Date: 1/8/2009 9:21:07 AM
$1.8 billion? You have got to be kidding.
The Governor's "plan" assumes the following:
3 each Island Home ferries (65 vehicles each)
7 each 144 vehicle ferries
Total vehicles: 7x144 + 3x65 = 1203 vehicle spaces
Total cost: $1.8 billion
Planned Governor's ferry cost: $1.50 million per vehicle space.
Note that Pierce County acquired the 54 vehicle Steilacoom II ferry in 2006 for $212,963 per vehicle space.
The Governor's ferry unit prices are therefore inflated 703% above this comparable.
Conclusion: $350,000 per vehicle space is a perfectly reasonable planning number based on a number of recent car ferry comparables. Using this figure $1.38 billion in savings
can be realized. With similar savings applied to landside construction and maintenance and more the "deficit" will disappear and a surplus would emerge, that could be applied
to fare reductions and foot ferries.
For the planned price of just one 144 car ferry one could acquire a fleet of 100 foot ferries (149 passenger each).
Consider also the cost of WSF ferry procurement policies, which are driven to a large extent by a desire to create shipyard jobs through a build in Washington law. It is a very
inefficient to use WSF as a job-creation program.
Jobs created: about 200
Cost to create those jobs: $1.38 billion
Cost of job creation at Todd shipyards: $6.9 million per worker.

Page: 3
Author: nsultan Subject: Highlight Date: 1/6/2009 3:01:48 PM
Author: nsultan Subject: Sticky Note Date: 1/6/2009 3:10:27 PM
Lets not forget the no-fare, 8 person crewed, WSDOT operated Keller ferry in eastern Washington. We don't want them to feel left out of all the fun and excitement of ferry
planning.
Did I mention it has no fare?
Author: nsultan Subject: Sticky Note Date: 1/6/2009 3:10:34 PM
Marine Highways and Transit Service Providers is right. But wait, there's more (as the ads on TV say).
1. A tourist and cultural icon. By some measures WSF is the number one tourist attraction in Washington State!.
2. Mitigation. When a bridge or road is under construction, ferries provide much needed relief.
3. Disaster Planning. Not for nothing is the new Bay Area ferry system titles the "Water Emergency Transportation Authority".
MTH - IMD
Mass Transit, Marine Highways, Icon, Mitigation, Disasters.
Add it all up and ferries are one of the best things Washington State has going for it.
Author: nsultan Subject: Highlight Date: 1/6/2009 3:11:03 PM
Author: nsultan Subject: Sticky Note Date: 1/6/2009 3:12:27 PM
This is not quite right.
Planning is all about COSTS. What things cost now, what they should cost, or could cost, etc.
The goal of the plan should be figuring out what things cost, then matching revenues to costs.
Its the costs stupid, not all this fluffy wording.

Page: 4

Author: nsultan Subject: Highlight Date: 1/6/2009 2:58:33 PM
Author: nsultan Subject: Sticky Note Date: 1/6/2009 3:01:13 PM
FERRIES ARE MARINE HIGHWAYS!!!
It makes no sense to speak of funding WSF at the expense of the highway system. WSF is part of the highway system. WSF funding is a small part of the total WSDOT budget.
WSF needs more funding from the gas tax, not less.

Page: 9
Author: nsultan Subject: Highlight Date: 1/6/2009 3:13:03 PM
Author: nsultan Subject: Sticky Note Date: 1/6/2009 3:14:15 PM
The Governor signed every bill passed by the legislature. Don't evade responsibility for key elements and blame the legislature. The Governor should be providing leadership on key issues and articulating the way things should be.

Page: 12
Author: nsultan Subject: Sticky Note Date: 1/6/2009 4:07:16 PM
WSF has funding. Instead of babbling about the lost MVET funding, I'd like to hear about the $348 million appropriated in 2003 for four new 144 vehicle ferries. All we have at
this point 6 years later is a contract for a single 65 vehicle Island Home ferry, at a unit price 450% higher than the ferry Pierce County acquired.
How much of that $348 million is remaining and how much was gobbled up by consultants and WSF headquarters since 2003?
So WSF lost dedicated MVET funding 9 years ago. So what.
That has no bearing on the plan going forward and how much funding is needed.
In this day and age no one has any right to a dedicated revenue stream. WSDOT funding, and life in general, is more like a giant game of "Who moved my cheese". So get
used to is.

Page: 15
Author: nsultan Subject: Sticky Note Date: 1/6/2009 3:22:20 PM
More hand waving and vague numbers.
Over what period of time? Annual?
In 2008 dollars?
Without these details the numbers mean nothing.

Page: 17
Author: nsultan Subject: Highlight Date: 1/6/2009 3:23:00 PM
Author: nsultan Subject: Sticky Note Date: 1/6/2009 4:07:20 PM
Sounds great. So where is this magical "Business case alternatives analysis" or whatever. Or is this just more babbling without substance.

Page: 21
Author: nsultan Subject: Highlight Date: 1/6/2009 3:23:56 PM
Author: nsultan Subject: Sticky Note Date: 1/6/2009 3:24:39 PM
Wrong again.
The foundation of any business plan is simple: COSTS
Its all about the costs. Without solid cost information all you have is hand waving.

Page: 22
Author: nsultan Subject: Sticky Note Date: 1/6/2009 3:26:12 PM
The survey was a biased mess. Too long and too confusing to complete on one ferry ride, and with questions geared to support the WTC agenda of ever higher fares.

Page: 39
Author: nsultan Subject: Sticky Note Date: 1/6/2009 3:28:33 PM
All this talk of "Levels of Service" is tiresome and largely irrelevant. Vessel and terminal improvement decisions don't require all this. The focus should be on collecting quality
data on existing wait times.

Page: 44
Author: nsultan Subject: Highlight Date: 1/6/2009 3:29:26 PM
Author: nsultan Subject: Sticky Note Date: 1/6/2009 3:32:06 PM
If one must cut routes and service, then Bremerton-Seattle is an excellent place to start. The utilization is below other routes by many measures.
How about a table showing # vehicles per year divided by capacity per year (total vehicle spaces per year).

Page: 46
Author: nsultan Subject: Sticky Note Date: 1/6/2009 4:08:00 PM
The chance of a significant vehicle shift to Bremerton from Kingston or B.I. is close to zero.
Author: nsultan Subject: Highlight Date: 1/6/2009 3:33:16 PM
Author: nsultan Subject: Highlight Date: 1/6/2009 3:33:10 PM

Page: 51
Author: nsultan Subject: Highlight Date: 1/6/2009 3:33:50 PM
Author: nsultan Subject: Sticky Note Date: 1/6/2009 4:08:12 PM
What this region needs is a central route and schedule coordinating agency, with Stalinist powers to compel cooperation. Something like the system in Zurich, Switzerland. Puget Sound mass transit is an uncoordinated mess.

Page: 57
Author: nsultan Subject: Sticky Note Date: 1/6/2009 3:38:15 PM
The plan can do much better here.
A 22 year plan is the place to articulate a coordinated, integrated ferry strategy, including foot ferries, car ferries, freight ferries, and more. The state must lead and provide some of the funding for foot ferries.

Page: 60
Author: nsultan Subject: Sticky Note Date: 1/6/2009 4:09:21 PM
Pick your end-points and you can prove that fuel price trends have gone up, down, or stayed about the same.
The long term trend for fuel prices is the same for most commodities, goods and services, a long term decline in real prices (really) although you'd never know it from all the
hyperventilating chatter about peak oil and other horribles.
This graph even proves the point. Look carefully and you can spot a trend line of DECREASING historic fuel prices, not even including the recent drop in prices.

Page: 65
Author: nsultan Subject: Highlight Date: 1/6/2009 3:41:51 PM
Author: nsultan Subject: Sticky Note Date: 1/6/2009 3:44:02 PM
More confused babble.
Planning is all about COSTS.
The "goal of this plan" should be simple:
1. figure out what things cost, and
2. match up the costs with revenues.
Neither has been accomplished. The plan is mostly a lot of hand-waving and posturing.

Page: 74
Author: nsultan Subject: Sticky Note Date: 1/6/2009 3:45:58 PM
Is there any basis to these numbers?
What happened to the $6.9 million to move a toll booth in Kingston? (this was in the info. at the November JTC ferry policy group meeting.)
Author: nsultan Subject: Highlight Date: 1/6/2009 3:44:46 PM

Page: 75
Author: nsultan Subject: Highlight Date: 1/6/2009 3:50:27 PM
Author: nsultan Subject: Sticky Note Date: 1/6/2009 3:51:44 PM

This is not a WSF planning or financial responsibility.
WSF needs to focus on moving boats back and forth across the water, not getting enmeshed in landside improvements.

Page: 78
Author: nsultan Subject: Sticky Note Date: 1/6/2009 4:10:02 PM
Suggest including in the plan fare revenue from the Keller ferry in eastern Washington.
Author: nsultan Subject: Highlight Date: 1/6/2009 3:53:37 PM
Author: nsultan Subject: Sticky Note Date: 1/6/2009 3:54:28 PM
The miscellaneous/concession revenue is too low.
These ferries are the number one tourist attraction in Washington State, with tremendous foot traffic. WSF ought to be able to leverage that for increased revenue. If not, bring
in some pros who know how.
Author: nsultan Subject: Highlight Date: 1/6/2009 3:52:05 PM

Page: 79
Author: nsultan Subject: Highlight Date: 1/6/2009 3:55:53 PM
Author: nsultan Subject: Sticky Note Date: 1/6/2009 3:57:58 PM
Why no more funding from the motor vehicle fund? FERRIES ARE MARINE HIGHWAYS.
This is a terrible decision by the Governor, to plan to further defund WSF in this way.
The long term plan should assume a stable percentage of the existing total WSDOT budget, of around 3% to 5%. Totally reasonable.
If WSF could just hold onto its existing funding, and spend it a little better, there wouldn't be a crisis.

Page: 81
Author: nsultan Subject: Sticky Note Date: 1/6/2009 3:59:34 PM
22 years is too long for meaningful detailed plans.
22 years should be planning for the way things should be.
The details should be in the 2, 4 and 6 year plans, focused at this point on preserving the existing system.
Author: nsultan Subject: Highlight Date: 1/6/2009 3:58:41 PM

Page: 82
Author: nsultan Subject: Highlight Date: 1/6/2009 4:00:41 PM
Author: nsultan Subject: Sticky Note Date: 1/6/2009 4:00:40 PM
Yes, and integrated POF and car ferry system would be ideal. That should be articulated in this plan, not ignored.

What it is now — per Seattle Magazine - March 2008

	annual spending	2 year
Capital	$ 120,000,000	$ 240,000,000
Operations	$ 190,000,000	$ 380,000,000
total	$ 310,000,000	$ 620,000,000

78% farebox recovery

$ 148,200,000	tariffs	48% percent of total budget
$ 5,000,000	federal grants	
$ 4,500,000	miscellaneous (concessions, etc.)	
$ 152,300,000	DOT subsidy - what it is now	
$ 7,222,000,000	2007-09 DOT biennieal budget - Governor's summary	
$ 3,611,000,000	DOT annual budget 2007-08 biennium	
4.22%	WSF subsidy vs. total state DOT budget - what it is now	

WSF annual budget

What it could be - no bonding

ships	$ 20,000,000	$ 350,000	cost per vehicle space
ship maintenance	$ 29,900,000	3.0%	of replacement cost
docks	$ 7,600,000		
dock maintenance	$ 11,400,000	3.0%	of replacement cost
total capital	$ 68,900,000	what it could be	

capital	$ 68,900,000		
operations	$ 167,200,000	88%	% of existing reported operating expenses
new foot ferry system	$ 26,233,333	10%	% of WSF budget for foot ferries
total	$ 252,333,333	total WSF expenses - what it could be	

80% farebox recovery

$ 133,380,000	90%	tariffs	10% fare rollback — 51% percent of total budget
$ 6,890,000	10%	federal grants (% of capital)	
$ 5,016,000	3%	adverts, joint venture, concession and other (% of operating)	
$ 117,047,333	DOT subsidy		
$ 252,333,333	total WSF revenue - what it could be		
$ 35,252,667	23.1%	savings to state with revised WSF plan + foot ferries	
3.24%	state subsidy - % of DOT budget - what it could be		

WSF annual budget

What it could be - with bonding

ships	$ 38,600,000	$ 350,000	cost per vehicle space
ship maintenance	$ 29,900,000	3.0%	of replacement cost
docks	$ 14,700,000		
dock maintenance	$ 11,400,000	3.0%	of replacement cost
total capital	$ 94,600,000	what it could be	

capital	$ 94,600,000		
operations	$ 167,200,000	88%	% of existing reported operating expenses
new foot ferry system	$ 29,088,889	10%	% of WSF budget for foot ferries
total	$ 290,888,889	total WSF expenses - what it could be	

80% farebox recovery

$ 133,380,000	90%	tariffs - rollback	46% percent of total budget
$ 9,450,000	10%	federal grants (% of capital)	
$ 5,016,000	3%	adverts, joint venture, concession and other (% of operating)	
$ 143,032,889	DOT subsidy		
$ 290,888,889	total WSF revenue - what it could be		
$ 9,267,111	6.1%	savings to state with revised WSF plan + foot ferries + bonding	
3.96%	state subsidy - % of DOT budget - what it could be		

Table 1. Rough order of magnitude cost of ferry transit station (space for two ferries)

	Item	Quantity	Unit Cost	Units	Total
1.	mobilization	1	$ 500,000	each	$ 500,000
2.	demolition	1	$ 500,000	each	$ 500,000
3.	landscaping	1	$ 100,000	each	$ 100,000
4.	building	10,000	$ 100	square feet	$ 1,000,000
5.	passenger walkway (10' x 500')	5,000	$ 200	square feet	$ 1,000,000
6.	passenger bridge	2	$ 200,000	each	$ 400,000
7.	dolphin/fender	10	$ 500,000	each	$ 5,000,000
8.	vehicle bridge	2	$ 1,500,000	each	$ 3,000,000
9.	bulkhead	400	$ 5,000	linear feet	$ 2,000,000
10.	dredging	10,000	$ 15	cubic yard	$ 150,000
11.	parking	400	$ 5,000	vehicle space	$ 2,000,000
12.	lighting/power/water/sewer/utilities	1	$ 500,000	each	$ 500,000

design-permitting-admin. (10%)	$ 1,615,000
contingency (10%)	$ 1,615,000
total	$ 19,380,000

cost - ferry dock only

design-permitting-admin. (10%)	$ 1,155,000
contingency (10%)	$ 1,155,000
total - dock only	$ 13,860,000

Annual cost WSF docks

design life	50	years
No. transit stations	19	each
cost per WSF dock	$20	million
total replacement cost	$380	million
half replacement cost	$190	million
years	25	(half design life)
rate	6.00%	
payment	$1.2	per month
(millions)	$14.7	per year - with bonding
	$7.60	per year - no bonding

cost cuts and revenue improvements

advertising	$ 500,000	
food sales - concessions	$ 500,000	
joint venture (events, cruises, retail, bookstore, dining, tourist orient)	$ 2,000,000	
fare revenue from Keller ferry	$ 210,000	
improved tariff collections	$ 741,000	
total increased revenue		$ 3,951,000
eliminate free lifetime ferry passes for workers, retired and families	$ 1,500,000	
cuts in headquarters positions	$ 12,269,504	
reduce fuel use with better engines and operations	$ 4,900,000	
eliminate Sidney, BC ferry terminal use fee (they should pay us)	$ 400,000	assumed
improved insurance and claims management	$ 1,000,000	
total cost savings		$ 20,069,504
total to "close the gap" - operations		$ 24,020,504
operations gap - existing minus planned 88% of existing		$ 22,800,000

WSF routes and docks

No.		dock No.	
1	Anacortes		Sidney, BC
		10	Friday Harbor
		11	Shaw
		12	Orcas
		13	Lopez
2	Port Townsend	14	Keystone
3	Clinton	15	Mukilteo
4	Kingston	16	Edmonds
5	Bainbridge Islanc	17	Seattle
6	Bremerton		Seattle
7	Southworth	18	Fauntleroy
8	Vashon		
9	Tahlequah	19	Point Defiance

fuel savings - better engines

existing diesel fuel consumption	17,500,000	gallons/year
	$ 3.50	fuel/gallon
annual fuel cost	$ 61,250,000	19.8%
fuel savings with engine retrofits	1,400,000	gallons/year
planned diesel fuel consumption	16,100,000	gallons/year
	$ 3.50	fuel/gallon
planned annual fuel cost	$ 56,350,000	
annual fuel cost savings	$ 4,900,000	8%

Keller ferry - eastern Washington

60,000	vehicles/year - 10 minute crossing
$ 3.50	proposed vehicle fare each way
0.5%	losses at till and fare evasion

free ferry pass assumptions

2000	number of free ferry passes
$100	per pass per month

draft Capital budget Report

Cedar Rivers group - April 2, 2008

1. Staff Budgeted in the Capital Budget

Charges for the 141 capital staff were

10 percent of total capital program expenses.

$ 17,300,000	cost/biennium
$ 8,650,000	cost/year
141	positions
$ 61,348	cost/position
200	positions cut from 320 position WSF HQ
$ 12,269,504	HQ budget - personnel cost savings

Sheet 1 of 2

Car ferry - comparables

	total cost ($ millions)	No. ferries	vehicle/ferry	pax	cost/each	cost/vehicle	gallons/hr	speed
2008 BC ferries C-class (shipyard contract price)	$ 334	3	370	1,650	$ 111	$ 300,901		
Washington State Ferries - 2003 appropriation	$ 348	4	144		$ 87	$ 604,167		
2006 Nichols Bros. for Pierce County	$ 11.5	1	54	325	$ 12	$ 212,963		
2008 WSF estimate - Pierce Co. ferry	$ 16.9	1	50		$ 17	$ 338,000		
2008 Nichols Bros. estimate for WSF	$ 20.0	1	50		$ 20	$ 400,000		
Washington State Ferries - 2008 bid results	$ 25.9	1	50		$ 26	$ 518,000		
2006 Massachusetts Steamship Authority (Island Home)	$ 31	1	76		$ 31	$ 407,895		
May 2008 WSF estimate - Island Home ferry	$ 32	1	64		$ 32	$ 500,000		
Nov 2008 WSF estimate - Island Home ferry (one)	$ 49.5	1	64		$ 50	$ 773,438		
11/13/08 WSF bid results - Island Home ferry (one)	$ 65.5	1	64		$ 66	$ 1,023,438		
Nov 2008 WSF estimate - Island Home ferry (two)	$ 95.9	2	64		$ 48	$ 749,219		
11/13/08 WSF bid results - Island Home ferry (two)	$ 124.5	2	64		$ 62	$ 972,656		
Sultan of Oman - high speed aluminum car ferry	$ 40	1	56		$ 40	$ 714,286	2,100	55 knots

241 No. vehicle spaces on 4 steel electric ferries
2,852 No. vehicle spaces in entire fleet (with steel electrics)

8.5% loss to fleet of steel electric vehicle capacity
16.7% loss of vessels

7.042254

Washington State Ferries vehicle/passenger fleet
(Seattle P-I Table - January 15-2008)

	Ferry Boat	Year built	Re-built	Max. passengers	Max. vehicles	Status - January 15, 2008	Age years	=pax*age	=car*age	ferry cost per vehicle space: BC unit price $ 300,901	WSF unit price $ 604,167
										Replacement Cost ($ millions)	
1	Klickitat	1927	1981	617	64	Developed pitting and corrosion, dry-docked in Dec. 2007	81	49,977	5,184	$ 19.3	$ 38.7
2	Illahee	1927	1985	616	59	Developed pitting and corrosion, dry-docked in Dec. 2007	81	49,896	4,779	$ 17.8	$ 35.6
3	Nisqually	1927	1987	616	59	Developed pitting and corrosion, dry-docked in Dec. 2007	81	49,896	4,779	$ 17.8	$ 35.6
4	Quinault	1927	1985	616	59	Developed pitting and corrosion, dry-docked in Dec. 2007	81	49,896	4,779	$ 17.8	$ 35.6
5	Rhododendron	1947	1990	546	48	Corrosion inside the hull, drydocked January 2008 for at least 3 weeks	61	33,306	2,928	$ 14.4	$ 29.0
6	Evergreen State	1954	1988	981	87	To be dry-docked, unannounced date for repairs and possibly an engine overhaul	54	52,974	4,698	$ 26.2	$ 52.6
7	Klahowya	1958	1995	800	87		50	40,000	4,350	$ 26.2	$ 52.6
8	Tillikum	1959	1994	1,200	87	To be dry-docked in mid-April 2008 until end of May	49	58,800	4,263	$ 26.2	$ 52.6
9	Hyak	1967		2,500	144		41	102,500	5,904	$ 43.3	$ 87.0
10	Kaleetan	1967		2,500	144	To be dry-docked in mid-April 2008 for unknown period	41	102,500	5,904	$ 43.3	$ 87.0
11	Yakima	1967		2,500	144		41	102,500	5,904	$ 43.3	$ 87.0
12	Elwha	1967	1991	1,076	144		41	44,116	5,904	$ 43.3	$ 87.0
13	Hiyu	1967		200	34	Developed a leak in its keel, dry-docked in Dec. 2007	41	8,200	1,394	$ 10.2	$ 20.5
14	Spokane	1972		2,000	188	Scheduled dry-dock at the end of Jan. 2008, replacement boat not yet designed	36	72,000	6,768	$ 56.6	$ 113.6
15	Walla Walla	1972		2,000	188		36	72,000	6,768	$ 56.6	$ 113.6
16	Issaquah	1979	1989	1,200	124		29	34,800	3,596	$ 37.3	$ 74.9
17	Kitsap	1980	1992	1,200	124		28	33,600	3,472	$ 37.3	$ 74.9
18	Kittitas	1980	1990	1,200	124		28	33,600	3,472	$ 37.3	$ 74.9
19	Cathlamet	1981	1993	1,200	124		27	32,400	3,348	$ 37.3	$ 74.9
20	Chelan	1981		1,076	124	Routine scheduled maintenance Jan. 2008. No replacement boat available	27	29,052	3,348	$ 37.3	$ 74.9
21	Sealth	1982		1,200	90	To be dry-docked in Feb. 2008 for unknown period	26	31,200	2,340	$ 27.1	$ 54.4
22	Tacoma	1997		2,500	202		11	27,500	2,222	$ 60.8	$ 122.0
23	Wenatchee	1998		2,500	202	To be dry-docked in Feb. 2008 for unknown period	10	25,000	2,020	$ 60.8	$ 122.0
24	Puyallup	1999		2,500	202		9	22,500	1,818	$ 60.8	$ 122.0
						design life 50 years				totals ($ millions)	
24	mean	1966 total		33,344	2,852	(with 4 steel electric ferries)	mean	42.1	34.7	35.0	$ 858.2 $ 1,723.1
	mean age (2008)	42.1			57	replacement rate (vehicle space/year)	(years)		(pro-rated)		lifetime (years) 50
											annual cost
20	mean	1974 total		30,879	2,611	(without 4 steel electric ferries)	mean	34.3	31.0	30.8	$ 17.2 $ 34.5
	mean age (2008)	34.3					(years)	(not including steel electrics)			"catch-up cost" (cost to get to a mean age 25 years)
											$ 172.4 $ 346.1
											$ 86.6 $ 173.8 catch-up to 30 years mean

Annual cost for new ships

57 replacement rate (vehicle space/year)

	BC Ferries	Planned	WSF	
cost/vehicle space	$ 300,901	$ 350,000	$ 604,167	
fleet replacement cost	$ 858.2	$ 998.2	$ 1,723.1	(millions)
half replacement cost	$429	$499	$862	(millions)
years	25	25	25	
rate	6.00%	6.00%	6.00%	
payment	$2.8	$3.2	$5.6	per month
(millions)	$33.2	$38.6	$66.6	per year
payment	$17.2	$20.0	$34.5	per year
(no bonding)				

interest rates
http://tre.wa.gov/LOCAL/localip-re.pdf

Vessel design life

Steel electric ferries lasted 80 years
WSF assumes 60 year life for car ferries per news report
US Navy aircraft carriers - 50 year life
Washington state auditor - 40 years car ferry, 25 years foot ferry
http://www.ofm.wa.gov/policy/30.60.htm

Sheet 2 of 2

January 21, 2009

Ms. Joy Goldenberg
Washington State Ferries
2901 – 3rd Ave
Seattle, WA 98121

Re: Long –Range Plan

Dear Ms. Goldenberg:

I realize the hour is late, but I wanted to make some comments regarding the proposed Plan A and B but I've not had time to review the plans in detail.

I am a commuter (and have done so for over six years) from my home near Poulsbo to my office in Bellevue. I use the Kingston/Edmonds ferry. I chose to move to Kitsap Peninsula and rely heavily on the ferry system to enable me to go and from my office. My comments are based on my observations on this particular ferry service.

I'm not well versed on the funding crisis created about ten years ago. Two observations: 1), the WSDOT has had about ten years to work on this problem and now it seems that things are being thrown together at the last minute (one month to comment on a 22 year plan?) without adequate public time to discuss alternatives; and 2), it seems to me that the ferry system is sort of the orphan of the WADOT in that funding of the ferry system appears to be shortchanging the public.

With all of the newspaper articles about all the requirements for new roads, bridges, tunnels, etc, costing billions of dollars to build, it seems that these monies are available for the public to use. I do not understand why the users of the ferry system (which I believe is an extension of the public roadways) have to fund the capital costs of the system through their fares.

I've never had to pay a user fee for driving across Lake Washington or across Snoqualmie Pass or any other high maintenance public road. However, my children and grandchildren do not want to come to visit us because it costs them almost $30 to do so. Then, on the way home, they get stuck in the Sunday afternoon Kingston waiting line and this does not lend itself for a fun weekend.

I attended the Kingston public hearing and thought many good ideas were expressed.

I did not speak; however, I'd like to comment on several items:

1. The Plans seem to want to cut service and equipment even though there is a projection of a 40% increase in public use of the ferry system in the next 22 years. This doesn't seem appropriate to cut service. Already there's not enough during peak periods with existing equipment.
2. I would agree that some winter-time evening runs are very lightly used and a smaller boat would be perhaps beneficial. But I realize that there may be union/Coast Guard rules that would perhaps interfere with changing to a smaller evening ferry and cost savings are unclear.
3. In order to increase ferry utilization during the summer, I suggest that fare discounts could be given for peak season trips during non-peak times during the day. This would help the 30' RV towing the fishing boat from having to pay $72 under current peak season fees. Also, having this size of rig removed from "regular commuter/day" service would provide more space for more cars.
4. I'm upset about the pricing of vehicles with trailers. I trailered my 13' boat to Seattle one time and I had to pay $57.80 (one way) in order to do so. I took up less than two car spaces (and two car spaces would have cost $28.90) and felt that the ferry system was "gouging" me for having a trailer. I feel that the current system is unfair in this regard. Needless to say, I have not trailered my boat on the ferry system. Perhaps if there was a fare discount for late evening or early morning trips, I would use the ferry system again for this purpose. Also, I feel that there should

be a reasonable rate for car and trailer up to a limit. Perhaps the length limits could be changed to be 25' and 35' rather than the current 20' and 30'. If the allotted space per vehicle is 20', then pricing should be based on being able to use that space and not having to pay a premium if my vehicle and trailer extended beyond 20'.

5. Traffic congestion in Kingston is a concern during peak periods. By giving incentives for people to change their personal schedules to use the ferry at off-peak times, perhaps this could increase ferry system revenues and reduce traffic congestion.
6. As a commuter, another way for the ferry to generate more revenue is to make it more attractive to the public transportation person to take the ferry to and from Kingston/Edmonds. When I lived in the Seattle area, I commuted by bus to my downtown Seattle job. In the case of Kitsap Transit, it seems that they are doing everything to avoid having to serve the public. They did establish a Poulsbo/Kingston connection, but they only had two trips in the afternoon from Kingston back to Poulsbo. I've suggested to them that perhaps they could use an "on demand" Route 91 that goes empty from Kingston back to its Poulsbo base at night to provide some additional service. The current system does not allow for a commuter to make easy connections between the ferry and Kitsap Transit. (It seems that Kitsap Transit bends over backward for the Poulsbo/Bainbridge runs.) Many times, the bus coming into Kingston has just missed the ferry and this makes the bus rider wait until the next ferry. Also, the bus seems to leave Kingston a few minutes before the ferry arrives at Kingston thus causing the ferry rider to wait until the next bus (if any). I think that if Kitsap Transit management had to commute to Edmond or Seattle in order to do their job, I think that they would quickly see that they could spend a lot of time and frustration trying to make a reasonable round trip in a timely manner.
7. Another proposal was to stop service at 9 PM. Many comments were expressed on how this would impact Kitsap residents and economic well-being. I agree. Many times, I need to work late and take the ferry home after 9 PM. I could use a smaller ferry or a passenger boat.
8. On fuel surcharges, it would seem that fuel is purchased under fixed price contracts. I could see a fuel price increase could be incorporated into a schedule change date, but I surely would not like to see the ticket price fluctuate daily depending upon the price of fuel yesterday.
9. I think that the ferry system could cut some costs. For example, I've observed three Kingston ticket takers on winter nights with only 20 or 30 cars in the waiting area. Also, there are so many people who seen to perform only one task, e.g., operating the gangplank, raising/lowering the gates. Also I heard that the ferry system paid $12 million for the ticket automation; however, I still see all of the ticket takers still on the job. I have no idea how much the various ferry workers make. I think that the ferry system has some places where employee costs can be reduced or actions combined to reduce costs.

I hope that decisions affecting the ferry system are not made quickly without adequate thought. I also hope that the Legislature will recognize that the ferry users are a vital part of the economies surrounding Puget Sound and the San Juan Islands. And we should not be short shrift in the public's use of the water highways of this state.

Sincerely,

Len Marklund
Keyport, WA
425-453-8630 (office)

Pete DeBoer
PO Box 1505
Kingston WA 98346

To: David Mosley, Director Washington State Ferries.

Dear Mr. Mosley,

Thank you for once again coming to Kingston and listening to testimony on the Draft Long Range Plan for Washington State Ferries. David, I have to say that since you started your job with the WSDOT the citizens of all of the West Sound Washington communities have had more opportunities to contact and speak directly to you than all of the past four directors combined. On behalf of folks over here, thank you for your accessibility.

As you have learned and I am sure already knew, the Plan B part of the draft plan is not acceptable to anyone who lives in west sound area and relies on ferries be it daily, weekly, monthly or even occasional use. Plan A should be considered an absolute bare bones pathway to bring the system back to the status of the largest and best ferry system in the nation.

I was serious when in my testimony I reminded you of section 40 of the state constitution, specifically Paragraph B, Item 5 of that section wherein "*operation of ferries which are part of any public highway, county road or city street*" are included as equal beneficiaries for all of the funding held within the special funds for highway purposes.

When our governor and other elected and appointed officials take their oaths of office to support the constitution and laws of the state, they are making some daunting promises. Those promises need to be taken seriously.

I feel that our right to depend on reliable and affordable ferry boat service should be looked at in the very same manner as everyone else's right to use the highways and other roads throughout the state. A truckload of goods crossing one of the Cascade passes is just as important as a similar vehicle boarding a ferry to transport its cargo to the Kitsap or Olympic peninsula. I can only imagine the outcry from east King County residents if there were time limits placed on use of the I90 or 520 bridges.

When you realize that several runs (Kingston/Edmonds included) actually cover all of their operational costs from fare box returns, why on earth would any one consider reducing service on that route? That just does not make good business sense.

I have spent hours going over all of the information available on the Office of Financial Management's website in the "Data Book". I see millions and millions of dollars directed toward highway improvement and public transit subsidies. I don't know what the cost of all of those over the highway park-n-and rides on Interstate 5 cost but I am sure that they are equal to at least one new ferry. Whatever funding is being provided to subsidize the ridership on the Sounder Trains is significantly greater than that provided for any ferry boat customer. It is time that some of the capital funds WSDOT monies be spent on ferries.

Now, I want to list a few points that need to be thought long and hard about as you go forward and before you consider any reduction in service to any of the west sound ferry dependent communities:

1. People make life choices to live in certain areas throughout our state. A decision to live on Mercer Island or any east side community takes into consideration that there are bridges to cross or long drives to get to the metro area. Those same criteria are used when someone chooses to live on the west side of the sound. If WSDOT decided to limit the hours that the I90 or the 520 bridges could be used the outcry would unfathomable.
2. Tourism is one of the states most precious economic resources. The Olympic National Park is visited annually by more people than Mt Rainier, Lake Roosevelt and the Klondike Gold Rush National Historical Park, combined. 2.7 million in 2007
3. Your reservation system needs to be refined before it can be sold to the public. Using the Port Townsend experience as a model for the Edmonds / Kingston or Seattle / Bainbridge routes is not a good comparison. The tougher we make tourism for those who visit our region, the less inclined they will be to return or recommend Washington State as a destination for their friends. Using the Friday through Sunday in the springtime does not give you a reliable user group to try it out on. Many of those riders are occasional or one time users. I want to be able to use the ferry system just as spontaneously as a Bellevue resident uses the lake Washington bridges. There is no legal reason that that should be denied. And oh yes, we do pay a toll.
4. Premium Pricing – We pay enough for the current service. The central sound routes cover their operational costs at the fare box. The commuters are the backbone of your customer base, don't mess with them. I would recommend an off peak discount be offered to larger loaded transport trucking and recreational vehicles.
5. The WSDOT and WSF need to address weekend (and some weekday) congestion in the town of Kingston. There is a local citizen group working with staff from Secretary Hammond's office. I would encourage those with the right authority to accelerate that plan.
6. On weekends, many citizens who are not west sound residents are impacted by the ferry system. When cars are lined up for a three or four hour wait alongside the roads in Kitsap County, these are residents of other communities. Their wonderful weekends spend enjoying the beauty and remote areas of our state are often vastly diminished the end by a less than desirable experience with the Washington State Ferries. That doesn't happen to people returning from places like Moses Lake or Leavenworth.
7. By way of a recommendation, your third (spare) vessel should be kept at the Kingston dock. That is more of a central location and could be operated as needed to take up much of the overload traffic in the summer time.
8. As you know, in my capacity as Port Commissioner, I am a big proponent of passenger only ferries. We do plan to begin our operation within a year. If WSF and WSDOT are sincerely interested in having locally operated POF services, then the free eastbound passenger fare needs to be eliminated. That is self explanatory. It is hard to compete with free.

9. Finally, with the new national administration in place, we could see another round of BRAC events. I have worked on these projects. One of the major criteria for keeping a base open is the ability to move freight in and out and for service members stationed there to access adequate transportation. I believe in the last go around with the commission that the state of Washington promised 27/7 logistic infrastructure to the military bases. There are any number of seaport cities along the west coast that would extend an invitation with open arms to the Department of Defense to relocate Naval Base Puget Sound. I believe that the military is one if not the top employer in our state.

I could go on for ever but I think you get the idea. Please work to convince the legislature that WSF is a very dynamic part of the economic life of this great state. The half million residents in the west sound communities deserve a reliable highway system. And for us, that is the Washington State Ferry System.
If you would like to meet with me to discuss this or any other issue, please don't hesitate to contact me. I can be reached at pete@petedeboer.com or 360 649 1806

Sincerely,

Pete DeBoer, President
Greater Kingston Chamber of Commerce

January 21, 2009

Kingston Ferry Advisory Committee's detailed comments on Washington State Ferries' draft Long Range Plan 2008-2030, dated December 19, 2008

General comments:

A. Plan B is an unacceptable solution to a short term issue: the apparent lack of state level funding. We do not consider plan B to be a viable alternative, as it does not meet the transportation needs of Kitsap County.

B. An impact assessment is needed for the proposals in this Plan which will significantly change ferry service and costs. This should be done or concurred to by affected local governments and be included in the Plan that is presented to the Legislature.

C. The time available for comments by local governments to comment should be increased. Given the extent of change proposed in this Plan there has not been enough time allowed for its' the assessment by the affected communities, FACs and local governments. While many aspects such as reservations were well known beforehand other aspects such as the capital program and service changes were not. With 10-15 working days available for Plan review the impact of these proposals cannot be effectively assessed nor can responses be coordinated between organizations and with elected leadership. Legislators who review and act on the Plan's proposals should be afforded the opportunity to be given this input.

D. An appendix is needed that shows the financial data and analysis upon which the Plan is based. This includes specific cost breakdowns, estimated costs of a various capital alternatives revenue projections and breakdowns for WSF and WSDOT as a whole.

E. The proposals which are being requested for authorization should be clearly delineated. The Plan contains a very wide range of proposals. Some, such as the specifics of capital Plans A and B are clear. The Plan also contains many statements such as "...further service reductions that might make a meaningful impact on the funding gap will require closing some domestic routes." It is not at all clear what those routes are and whether WSF is requesting authorization to start a process to address them. Plan B addresses elimination of night service but does not specify what that is proposed to be. It is also not clear what strategies WSF is requesting authorization to implement and what strategies are merely being discussed.

F. An integrated picture what is being proposed to happen when should be included in the Plan. This is an important issue as many of the proposed changes are interrelated. There should be a table or timeline that contains this information.

G. The Plan should explain or propose the mechanisms for implementing recommendations which significantly impact riders, communities and local governments. For example while local participation in LOS is mentioned it is clears how this is intended to happen. A similar

implementation process needs to be identified for pricing strategies, fare policy consideration, reservation implementation, and terminal capital proposals.

H. We strongly support legislation to accompany the approved Plan that defines the role of riders and local governments in ferry decisions. We think that the voice of the customer is a key to the long term success of our ferry system. Currently the role of ferry stakeholders, as defined by the RCWs, is spotty and vague. Frequent riders and local communities have the most to gain or lose in ferry sustainability. Riders pay a substantial amount into the system yet they have little or no voice in the trade-offs that drive WSF's costs. We believe that involving local governments and FACs in setting budget priorities would result in improving the system's cost effectiveness

I. We strongly support legislation to accompanying the approved Plan defining a public process before any fare change decision. While prior legislation had established a public participation process for all fare changes the process is vague in the current legislation. In the future reaching a Level of Service (LOS) standard could trigger implementing a strategy which in turn would raise fares. Currently this may all happen without a public process. We believe that the public process should include: one month of public outreach to inform riders of proposed fare increases, public hearings after the public outreach program, formal review and comment by rider representatives (now the FACs), and an avenue of appeal beyond the WSTC.

J. We strongly support legislation to establish a Ferry Commission or Board as the single point for overseeing Plan implementation. This should include representation from the legislature, the Governor's office, local governments and riders. It should also include expertise in areas relevant to our ferry system. We think that the current system of diverse oversight, with differing priorities and limited continuity, impedes the efficiency of WSF. Although well intended, this oversight environment makes demands on WSF leadership and staff that unintentionally competes with their focus on the basic ferry system mission. A Ferry Commission or Board would provide more effective oversight through the collaboration of stakeholders and continuity of direction. It has become apparent to us that as the ferry financing process moves from the current Planning phase to implementation phase, the challenges will be considerably greater and the value of more efficient governance will become essential.

Specific Comments:

These comments are in the order of where the topics they address appear in the plan. They are not in the order of priority or importance to those we represent. The numbers in parenthesis refer to the page numbers in the Plan dated Dec. 19th.

1. The Plan states a proposal for the state to take a different role on the funding of ferry service. This direction does not appear in ESB 2358. The legislative or executive direction to WSF for what this new role is to be should be made clear in the Plan. We think WSF's mission should be defined and strongly recommend a public process to do this which includes representation from the affected communities, local governments and other stakeholders. (pg. ES-2, 65, 82)

2. The Plan states that many terminals were built in the '40s and '50s with few improvements. This does not reflect the many terminal projects singe. Many terminal capital projects in the Plan are for

terminals that have had significant recent capital investment i.e. Edmonds, Coleman dock and Edmonds terminal. (ES-3)

3. The conclusion that riders have more flexibility than was expected and that fares are a small factor in rider decisions is a subjective one and is does not agree with the consistent public input at hearings and public meetings over the last several. It is not true for the Kingston Community. Closer examination of survey data and public input is needed before acting on these assumptions. That data complete data source supporting these conclusions needs to be made publically available and time allowed for its examination. For example the phone survey results on fares are referenced yet they are a very small sample of riders. The comment on fares disagrees with the boat survey results as well and being in stark contrast to results of public processes. There was FAC or other public review of 5 of the 6 surveys conducted. Riders and others that taking the surveys have advised us that in both boat and on-line survey answer options were incomplete and prevented them from expressing their preferences. Information on the actual times for of actual off-peak traffic levels were not available for questions on the subject. (ES-4)

4. Transit enhancements should also address the cost and enhancements needed to accommodate the passenger ferry transit recommended in the Plan. (ES-5)

5. The Kinston Seattle passenger transit ferry is equally applicable to both Plan A and Plan B. (ES-6)

6. A section is needed that addresses alternatives to reduce costs through a reduction in terminal projects. It is concern that the Plan focuses on the reduction of the WSF fleet capacity to lower costs but does not appear to seek those savings through terminal projects. (ES-7)

7. It should be mentioned that the JTFF and BRCT recommended system recovery rates of 80% as reported in WSF's 1999-2000 report. The WSF report makes no mention of higher recovery rates. An 80% recovery also corresponds to the combined percentage of fuel and labor costs which are justifiably unique to ferries. The remaining 20% overhead and support costs are comparable to overhead and support costs required by other WSDOT apartments and for which users are not charges beyond their established taxes. Seeking recovery rates beyond 80% would be inequitable to ferry users. (ES-9, 12)

8. The proposal, under Plan B, to transfer operating revenue to capital projects is contrary to the direction in ESB 2358. (ES-9)

9. The Plan should identify what is state action and funding is needed to established passenger ferry service. (ES-9, 83)

10. The Plan's next steps should acknowledge the need to receive input from local governments and affected public organizations beyond Jan. 31st. It is important that legislators reviewing the Plan have the considered input on the Plan from their local constituencies in making their decision on the Plan's adoption. (ES-10)

11. Add that system users also count on WSF for affordable transportation across the Sound. (pg.1)

12. WSF says a goal of the Plan is to assess the needs of ferry customers. It is not at all clear how this has been done. While riders, FACs and local government have been well aware of public meetings

and surveys conducted. We think this falls short of a needs having input or visibility into a needs assessment. It should be clear that a public process and local government participation has not yet occurred to define these needs and to considering the capital program that will address them. (pg. 3).

13. The Plan addresses current economic conditions as a basis for developing Plan A and B. Given this is a 22 year Plan this does not appear us to be a reasonable Planning basis. The Plan should address the economic conditions expected to occur over the long term. Preferably there should be a near term Plan to acknowledge and address the limitations of current abnormal near-term conditions and the long range Plan that reflects long term projections. (pg. 4)

14. When addressing long term funding the Plan appears to state that, in the effect, WSF is financially not a part of the highway system. The relationship to WSDOT and funding of WSF as a WSDOT department needs to be clearly described. (pg. 4)

15. The Plan implies that there has been a net reduction in WSDOT funding since the loss of MVET funding. There has however been a net increase. This should be clearly stated. (pg.4)

16. According to WSF's reports at the time, under MVET recovery rate was approximately 60% of operations costs not 66%. (pg. 4)

17. The statement that the WSTC provides a public form for policy development is not how the FACs see WSTC's role in development of this Plan. (pg. 6)

18. The discussion of ESB 2358 should include the overall direction that the Plan should "keep the costs of Washington state ferries system as low as possible continuously improving the quality and timeliness of service." It is clear to us that Plan B and several aspects of the general Plan do not follow this guidance. (pg.7)

19. The statement that WSF should is required to maintain an "awareness" of the impacts does not accurately describe of ESB 2358's requirements. The legislation requires that these impacts be formally considered. This in turn requires an impact assessment. This should be done and the results should be included in the Plan. The process to do this assessment should include public participation and oversight by the affected local governments and FACs. (pg. 7,8)

20. Delete comments on FACs involvement in the survey. We only had the opportunity to review and provide input on only one of the 6 surveys conducted by WSTC. We do not think that met that this met the legislative intent. The FACs cannot confirm the validity of the survey process nor the conclusions that are reported in the Plan. In several areas these conclusions appear to be erroneous for the Kingston-Edmonds run. (pg.8)

21. It is not clear how this Plan will be reviewed and amended in a manner to be compatible with the affected county Comprehensive Plans and their affected community sub-area Plans. It appears that the only area of coordination has been with growth projections. It also appears that WSF's projections may be at variance with projections with those in our County's Plan (pg. 10)

22. The plan incorrectly implies that the FACs were "consulted" on the Plan's proposals. While many aspects of the Plan were briefed to the FACs, most significant service changes were not, nor was

there a significant dialog on the plan's proposals. The most significant proposals were not known until the plan's release. (pg. 11, 19)

23. We object to singling out a portion of the WSDOT being characterized as unsustainable. Many counties in our highway system receive a great deal more than what is paid in taxes. If sustainability is to be addresses as an issue a county/region breakdown of WSDOT revenue past and future and major project costs should be also included for comparison. (pg. 12)

24. The WSF 1999-2000 report on the results of the JTFF and BCRT only reported a recommended 80% recovery rate. As all WDSOT departments have administrative, maintenance and support costs, and these are 20% of operating costs 80% is an equitable upper limit on ferry recovery rate. (pg.12)

25. The historical context of ferry costs addresses fuel costs but does not mention labor costs. As fuel is 20% of operating costs while labor costs are 60% increases in both should be addresses. Labor contracts have been recently agreed to and the resulting and projected cost increases should be included in the Plan. (pg. 14)

26. The post I-695 funding discussion does not give a complete financial picture of WSDOT and WSF as a part of it. This should show the net WSDOT revenue with MVET and now, the % changes of WSDOT revenue going to WSF, the % change in revenue coming from riders. (pg. 15)

27. The cost reduction section should address WSF actions on the recommendations of the '07 WSF performance audit. (pg. 15)

28. We strongly support the Plan identifying a program of continual process improvement through which workers partner with management to improve efficiency and reduce costs. Cost initiatives should not be limited to responding to external studies but should also be an internal process. (pg 15)

29. We strongly recommend that WSF identify current restrictions that may add unnecessary cost to WSF. For example state taxes paid for fuel and ferry construction inflate actual costs. Many work rules constrain operating efficiency. (pg. 15)

30. As ferries acquisition is driving much of this Plan a section is needed on how to reduce acquisition costs. Examples include extending the service lives of vessels, acquisition reform to allow for contractor innovation and flexibility, reducing costs with more flexibility delivery requirements, and nation wide opposed to Washington-only bidding. This should also address actions to be eligible for federal funding support. Federal funding is widely used for transit capital programs in Washington state and it appears that WSF is being limited in applying for where other state transit agencies are not. This should also address the issue of fuel and other taxes being paid by WSF for operations, maintenance and construction . That money is not returned to the state artificially inflating ferry system costs. (pg 15)

31. Alternatives should be addressed in the Plan by which cost reductions may be achieved while maintaining fleet capacity. This includes reducing terminal project costs, ferry acquisition costs, labor and overhead costs. (pg 15-17)

32. While a business case is mentioned in the Plan there is no detail on WSF's business model or the business case for the Plan. WSF's business model should be defined. We strongly support a study of

alternative business models and governance for WSF. We consider this critical to the system's long term future. We think there is a lack of a defined WSF mission and defined funding for business operations, maintenance and capital projects. Both are needed to set the direction for Planning, investment and to serve as the basis for assessing performance. It is also necessary to avoid counterproductive cost reductions. This is especially critical in today's environment where currently ferries must respond to direction from a wide variety of oversight groups, all with differing priorities. Currently Ferries answers to the Governor, WSDOT, WSTC and the Legislature. While we see this accountability important we also have observed that the direct role in ferry management of many groups with differing priorities can detract from efficient operations and business decisions. (pg.17)

33. The term "stakeholders" described the policy review teams is misleading as it does not include ferry users and communities as stakeholders. This has been a point of\considerable frustration to the FACs since we recommended some level of participation in ESB 2358 processes since their inception. (pg. 18)

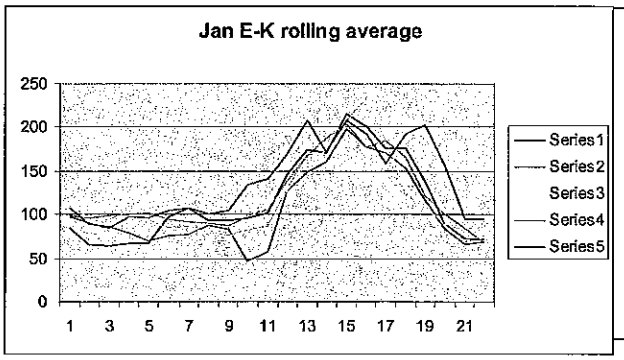
34. The public outreach discussion does not make it clear that it did not occur for many parts of the Plan's proposals. While proposals such as reservations had extensive outreach significant portions of the Plan did not. Examples include the capital Plan, service cuts, terminal investments and the LOS standards were not known before the Plan was issues and did not have public outreach in their development. (pg. 19)

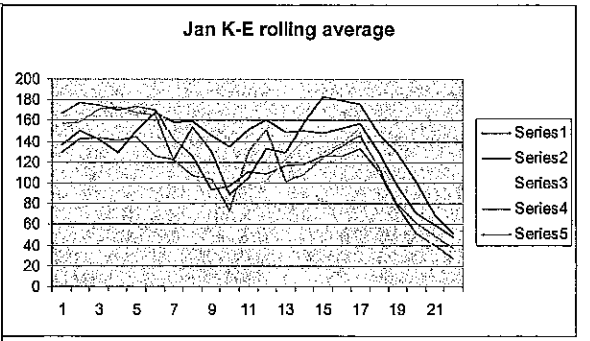
35. The description of a thirty day comment period is misleading. For organizations it was effectively half that time. (pg. 20)

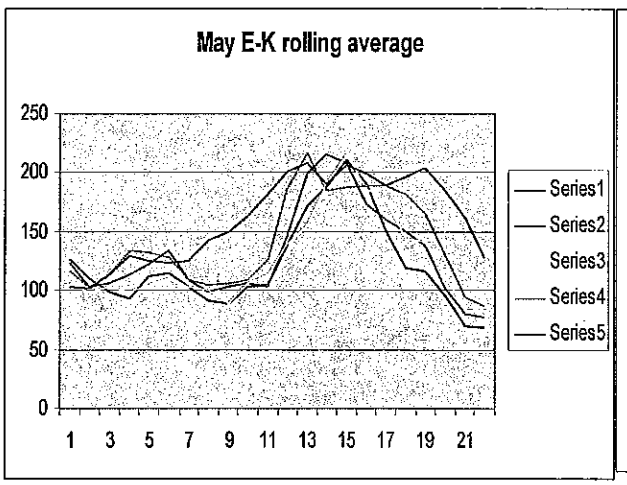
36. While many survey conclusions may be accurate the Kingston FAC considers that many of the conclusions in the Plan and do not accurately represent Kingston Edmonds riders and our affected community. These particularly relate to price sensitivity and willingness to shift travel times and modes. For example those being surveyed were not given accurate information actual traffic congestion patterns when considering shifting travel times. There was no alternative allowed for respondents to consider passenger ferries. Economic conditions now are dramatically different than when the survey was taken. Our FACs cannot support the validity of the survey process and its' conclusions. Many factors contribute to this. There was no effective public oversight in the survey conduct. FACs only saw one of the six surveys conducted. The survey data, how it was processed, and how that relates to the conclusions in the Plan was not made available in a manner which would allow a public review. The survey comments made by riders have not been provided to us. Incongruities within the survey, with historic public comment and with the Origin and Destination survey have not been explained. Many general statements are made in the Plan without explaining how this varies among riders and rider groups. Due to the extent of survey processes and data, the lack of availability and time to review the results we are unable to provide more specific comments on this aspect of within the comment period allowed by WSF. (pg. 24-26)

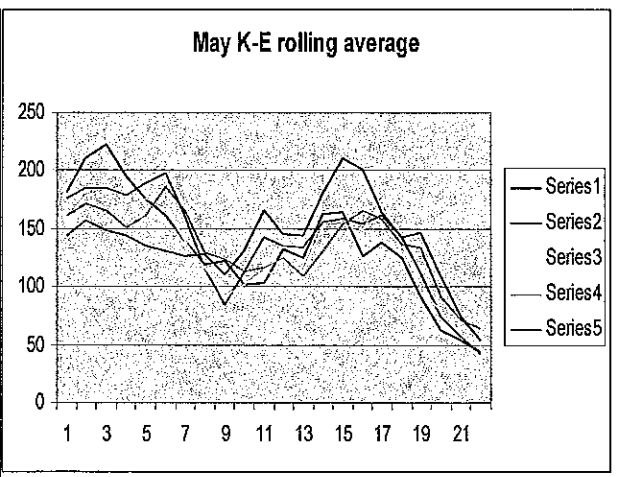
37. The Plan issued on Dec 21st did not have details on the ridership forecasts and how they vary with those used by other organizations in their Planning under the GMA. It is important that any disparities are reconciled between these organizations. (pg. 26-27)

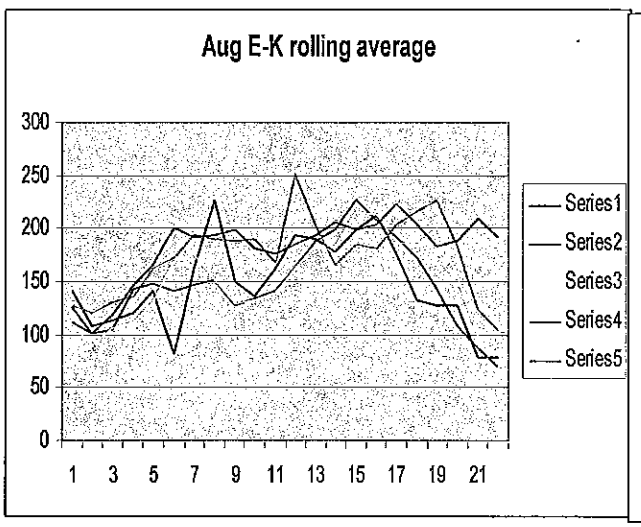
38. The depiction of traffic behavior in exhibit 4 and the 4-hour peak assumption on Exhibit 7 does not bear an accurate relationship to the traffic patter experiences on our route during our congested periods. This gives a misleading basis for considering strategies to shift traffic behavior. Rolling average plots of the numbers of vehicles arriving at the Kingston-Edmonds are below:

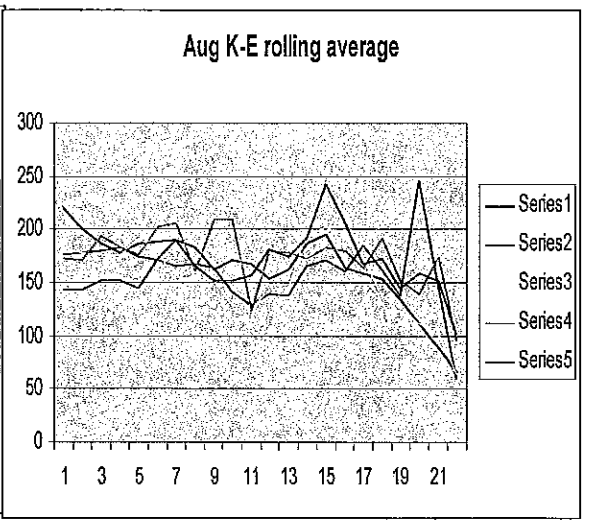












39. The numbers on the x-axis correspond to the run of the day (not time). The y axis is cars arriving at the toll booth. The various series colored lines are the day of the week. (pg 29)

40. There should be a business case evaluated for adding capacity on Kingston-Edmonds. This should address addresses the break even loading point and how that compares to historical and projected demand. The nature of the Kingston-Edmonds route enables most summer runs to operate with a fare revenue at considerably greater than their operating costs. Adding capacity at this time would both add a considerable positive revenue stream and provide into WSF and this should be evaluated in this Plan. (pg. 30)

41. The statement to implement pricing strategies before demand increases create service issues should be eliminated. Riders should not be asked to pay for congestion before it exists. (pg. 31)

42. The increased movement towards being a "bedroom community" needs more detailed analysis when compared to the proposed service reduction of Plan B. (pg. 33)

43. The proposed LOS methodology, metrics and specific standards were not been made publicly available before the Plan was released on Dec.21st. The Plan should contain a proposal of a public process for reviewing and considering revised LOS. The discussion in the Plan should include the public hearings and review with FACs as required by ESB 2358. (pg. 37)

44. Information on how the percent full standards compare with the current boat wait standard should be included for comparison. For example show what the % full standard measure is when the technical definition of the 1 boat wait is exceeded (80% change of getting the next boat). In the same way include comparative boat wait data for the proposed % full LOS 2 and 2 levels. It is not feasible to review this section of the Plan without this information. (pg 41-46, exhibit 14, 15)

45. Standard levels should not cause riders to pay for congestion before it occurs. The Level 1 standard appears to cause strategies to be put in place before actual congestion occurs that is equivalent to the current standards. (pg. 40)

46. The Plan should describe the proposed public process that will be followed before implementing specific route pricing strategies including an impact assessment. The Plan should mention the required FAC review and public hearings. While the Plan says it intends to minimize negative impacts with strategies the strategies themselves could have more negative impact on riders than the congestion they are intended to address. (pg.40,41, 46)

47. As acknowledged in the Plan the Level 2 standards have questionable utility. At this Plan describes governs the process for acquiring capacity it does not appear that LOS standards will have effect in that regard. (pg. 41)

48. The definition of peak sailings in congested summer periods does not follow the assumptions in the Plan. More data is needed to show what periods any are available for peak traffic to shift to. (pg. 45)

49. It appears to us that the LOS standards are unnecessarily low not "high" as discussed in the Plan. Comparative date as mentioned before to make this assessment. (g. 46)

50. The last two statements on page 47 should be eliminated. The basis for the first statement does follow from the prior discussion. We disagree with the statement that LOS standards do not have an impact on the local growth management concurrency Plans. The basis for this assessment needs to

be explained and local governments should formally concur with this assessment if it is to be in the Plan. (pg. 47)

51. The business case for strategies should include section the "no action" alternative costs for comparison. While they are mentioned no data is provided. (pg. 49)

52. The proposed "cost benefit" analysis of transit enhancements does not mention how this will coordinated with transit providers. This should be done if the total cost for all stakeholders in the transit connections is to be known. (pg. 50)

53. We strongly recommend the Governor and the Legislature when approving a WSF plan also take measures to improve the collaboration between WSF, WSDOT and transportation agencies in the Puget Sound area to provide an effective transportation network. While acknowledged in the Plan there should be more specific proposal in this regard. It is essential that ferry transportation Planning be an integral part of county and community transportation planning under the Growth Management Act. Too often ferry planning ends at the toll booths, leaving a significant gap in transit, street and highway planning. As a result discontinuities inhibit transportation efficiency and, as has been pointed out in the traffic section of this paper, eliminate highway access to our community. The lack of coordination between ferry and transit operators frequently results in missed connections and underutilized transit assets. In Kingston we routinely see busses pull away as ferries start to unload. In Edmonds, AMTRAK and Sounder do not share the station building facilities, causing riders to stand in the weather. These are examples of why the general public perceives that these agencies lack an effective working relationship. (pg.51)

54. It is not clear whether on not the transit enhancements of Appendix F have been vetted with local transit providers and communities. The Kingston community is unaware of the proposals listed. (pg. 51)

55. While the availability of a second car is mentioned as a means to reduce cars on the ferries this is not mentioned for the Edmonds lot. (pg. 51)

56. Reservations are supported by us as long as there is no additional fee. There must be priority systems in place for car and van pools, commuter/frequent users, local residents and commercial traffic. (p. 53)

57. A process should be proposed for in the implementation of reservations in ferry communities. This should include involvement of community, rider and local government representatives. We strongly support a new and more efficient working relationship between WSF, our local governments and the FACs for the implementation of reservations on Kingston-Edmonds. While the success of reservations at the Anacortes-BC and Port Townsend routes are promising starts, implementation here will involve many times the traffic and will present significant new challenges. (pg. 53-54, Appendix G)

58. Tradeoffs between route capacity reduction and reduces speed should be included in the Plan where that will reduce the number of sailings. (pg. 53)

59. The passenger only ferry section needs to be greatly expanded. WSF strategies such as reduced passenger fares and 2-way fares may undermine the viability of passenger ferry business Plans.

Access to ferry piers are also critical. The costs and funding sources of passenger ferries need to be addressed. It is not clear when considering all costs involved that passenger ferries may provide a net savings. As these ferries may reduce WSF costs state support for local jurisdictions may be justified. (pg. 56)

60. We support the 2.5% per year fare increase proposal. We do not support increases after 80% system farebox recovery rate is achieved. 80% is the goal set by the Governor's and Legislature's committees in 2000 after the loss of MVET. 80% also is the sum of fuel and labor costs which are unique to ferries. The remaining 20% is equivalent to the overhead, maintenance and administrative costs that all WSDOT departments share and supported by taxes which we all pay. To have riders pay for this would be inequitable. (pg 57)

61. An analysis is needed to show projected fare increases and how this results in corresponding increases in rider household income. Currently fare increases have increased medina ride income to $80K. In a county with a median household income of $50K continuing this trend is questionable policy for a publically funded service. This is one area of impact that does not appear to have been considered in developing this proposal. (pg. 57)

62. The fuel surcharge policy has not been vetted with FACs and local governments. This should be done before it is authorized. (pg. 58)

63. The impact of the policy to increase vehicle-passenger fares on passenger ferry service needs to be evaluated before it is approved. (pg. 59)

64. It is questionable whether rider shift projections and price sensitivity estimates made from data taken in before August are valid under current economic conditions. (pg. 60)

65. We do not think that a seasonal surcharge in July and August will shift ferry traffic on Kingston-Edmonds. If is does this could have a significant impact on the recreations industry in the Olympic Peninsula. For local riders who must use the system this would be an unnecessary burden without benefit. (pg. 61)

66. Non-resident pricing appears impractical and costly to implement. It is difficult to see how controls at ticket kiosks and on-line would be implemented. Checking residency at toll and ticket booths would slow down processing. The additional charge would be adverse to promoting tourism. (pg. 62)

67. We strongly oppose congestion pricing. It would impose significant costs on our riders and community without benefit. The intent of peak pricing is to delay the need to build new ferry capacity by leveling demand. Congestion is not a viable criteria for building ferries today. It's the need to replace 60% of the aging ferry fleet by 2030 that is driving ferry construction today and for the foreseeable future. The cost to riders of a peak pricing strategy is not justified in today's environment. The concept that peak fares will shift riders to off peak times assumes there are meaningful "off peak" times that riders can shift to. While some riders in the survey showed a willingness to shift their travel these results are misleading. The survey unfortunately did not give these respondents information on the actual peak and off peak traffic patterns for Kingston Edmonds which would be necessary for a travel decision. As shown earlier in the summer, our Kingston-Edmonds congestion doesn't taper of off until about 10PM. During the rest of the year the

predominant traffic direction on the Kingston-Edmonds run follows the workday. It's eastbound in the morning and westbound in the evening. Peak pricing cannot expect to change these directions nor should it expect to shift ferry riders to night work. Peak pricing will disproportionately target fare increases on commuters who not only pay the most into the system but who also have the least flexibility in their travel. For example, eliminating the use of frequent user fares during peak hours would raise a commuter's ferry costs to over $6,000 per year. Workers do not drive by choice. The ability to shift work and school schedules is limited and regular riders have already adapted their travel to the extent feasible to avoid congested travel times. Local non-commuters also have adapted to avoid long ferry lines. Peak hour fares have been used elsewhere to significantly raise revenue. While in other systems peak fares may also encourage using alternative transportation, here there are no practical alternatives for Kingston-Edmonds ferry riders. Rightly or wrongly riders see peak hour fares a means by which a transportation monopoly will raise revenue the expense of riders who have no other transportation choice. (pg. 62)

68. We strongly oppose any reduction of, or new limitations on frequent user discounts. The continued use of discounted fares for commuters and frequent users is essential to our communities. North Kitsap residents depend on frequent ferry use for employment, school and access to specialized services. Kingston's car commuters pay about $4,500+ per year in fares. Eliminating their frequent user fares is a 40% increase. This puts the transportation costs of median income commuters well above the "red flag" used by budget counselors. Without frequent user fares for car commuters, the ferry system would be affordable only to workers making over $100K/yr, or 5% of our county. This is questionable public policy. It's been commented that ferry commuters should pay more for using a "scarce resource". As it is only commuter routes that pay their way, arguably then it's the commuters' revenue that provides the ferry resource for occasional riders to use. (pg. 62)

69. The proposal to have variable pricing in the Central Sound has not been vetted with the affected riders, communities and local governments. A public process is needed before considering it. Although Kingston riders understand and accept the equity disparities of a single central sound fare we accept this as it is important to our County's overall welfare. (pg. 63)

70. The comments that the long range Plan capital proposals are based on current economic considerations is of great concern by or committee. As the planning horizon is 22 years this does not appear to be a reasonable approach. We strongly recommend defining a near term Plan for the current conditions and a long range Plan for the 22 year planning horizon. (pg.65)

71. The capital Plan should define the process how the impacts of Plan A and especially Plan B will be assessed and vetted with the affected communities and local governments. This must be done before a considered decision can be made by the legislature on the Plan proposal. Legislators should have impact assessment information from affected communities and governments before they are asked to vote on the proposals. This has not been done and there is insufficient time to develop this information in the current legislative session. (pg. 65)

72. The public has a right to know the origin of direction for WSF to take a different role in providing ferry service. This direction and its' origin should be included in the Plan as it is not directed by ESB 2358. (pg. 65)

73. We support new ferry construction to sustaining the current fleet. Sizing new ferries to optimize their net revenue may mean building larger boats than the boats being replaced. We also support adding capacity to accommodate growth where that is cost effective to do. We do not support building additional Island Home ferries beyond the two currently Planned and we strongly support proceeding with the acquisition of the 144-car ferries that are currently under bid. We do not support building additional Island Home ferries instead of 144-car ferries. The limited revenue generation, versatility and capacity for growth of a smaller size ferry would adversely impact both ferry financing and ferry system service. While the Island Home is optimal for the Port Townsend-Keystone route and possibly the Point Defiance-Tahlequah (non-summer) route, it lacks the versatility to meet needs elsewhere. Over the last year we have seen ferries shifted throughout the system in response to unplanned events. This will continue given a smaller size fleet in the future and versatility is key attribute for new ferries. The Island Home cannot meet the current demand on any Kitsap routes if called upon to do so. While the Island home may cost less to run than an expanded Issaquah ferry , according to the consultant's report, Island Home's cost per car is about twice as high as the 144 car ferry. The smaller boat also has less revenue generating capacity than the larger boat. The consequence of using Island Home on other routes will be to increase congestions and reduce recovery rates. As Island Home does not have the capacity to meet the currently documented ferry traffic on other routes it will become increasingly problematic in meeting future needs. (pg. 71 and 86)

74. We support extending the planned service life of our current ferries. Our 80 -year old ferries had serious hull structure degradation because the concrete in their bilges allowed hull corrosion to continue unobserved for decades. Modern inspection and preservation methods should extend our 1960's era ferries well beyond their assumed 60 year life. Given the economic reality, every vessel in the fleet should operate for 70- 80 years before being retired. The plan financial data on how this maintenance cost would compare compared to the cost of new ferries. There are well known examples such as Black Ball Ferry Line at Port Angeles and the Lake Champlain ferries in Vermont-New York. Their vessels are operated for many, many years through careful maintenance. (pg 71 and 86)

75. We strongly support adding a non-scheduled ferry to the Kingston-Edmonds run as a summer, overflow boat. Given that WSF will eventually have back-up boats, stationing one in Kingston-Edmonds during the summer months will both add capacity and provide a positive revenue stream from the asset. A third, non-scheduled ferry has operated effectively with our scheduled ferries in the past. For example if the Sealth was on the Kingston run it would need to be about 40% full to pay for its operating costs. This would be easily exceeded at Kingston-Edmonds in the summer. While Sealth may be needed elsewhere from time to time, when not otherwise being used, putting Sealth on Kingston Edmonds we believe provides the best opportunity for it to provide a positive net revenue into the system and meet a known capacity need. Edmonds-Kingston needs a third vessel during peak summer periods. There is no reason why a third vessel cannot operate. It has been done many times. There have been up to five vessels on the run in 1967. The delays due to the trains can be mitigated by careful scheduling and speedier loading. Vessels should load a predetermined set of vehicles and sail immediately without wasting five minutes on the last few spaces at the stern. (pg. 68, 84)

76. We are concerned over the high cost of terminal capital projects in both Plans A and B. It does not appear that there has been action taken to reduce their costs. Instead dramatic reductions in the ferry fleet are being proposed. Terminal costs are equal to the ferry acquisition costs of Plan A. In Plan B they remain essentially the same while the fleet is significantly reduced. Terminal construction at the cost of ferries does not reflect the priorities of ferry riders nor does this appear to be compatible with the mission of the ferry system. Alternative terminal capital programs are needed. (pg. 73-78, 86)

77. Plan A's ferry replacement proposal does not meet the projected growth as outlined in the plan. The current proposal actually provides fewer boats than is needed in the plan. If you reference the original 2006 WSF financing plan, that boat replacement plan more closely matches the growth projections. We believe that actions can be taken to ensure that the needed boats are built: (pg 75)

78. The terminal projects in Kingston and Edmonds have not been vetted with the affected communities. We do not consider moving a toll booth in necessary or cost effective to support local transit. Details are needed to evaluate the transit improvements proposed at Edmonds. Due to their high cost they appear to be questionable. The very high cost of improvements to Coleman dock needs to be explained in detail. (pg. 75-78)

79. The Sidney service has operated for 85 years. It should not be eliminated. We would not tear up highways to border crossings, and WSDOT is actually doubling train service by Amtrak Cascades to Vancouver. The Sidney run needs to be managed better with improved marketing and particularly competitive pricing. It is a convenient service for Washington residents and a big tourist magnet for Skagit and San Juan counties. (pg. 83)

80. Reduction of service at Bremerton and Vashon Island would choke our region's transportation. (pg 83)

81. While we support reservations to reduce congestion we also believe that the joint WSDOT, WSF, community, County task force recommendations for reducing downtown ferry congestion should be included in the Plan. Reservations will solve much of this problem. We believe that for some years there will need to have a substantial part of the boat unreserved as well. The current holding lot has about 1 ½ boat capacity. We believe that a 2 boat capacity is needed in the near term before reservations are implemented and for several years afterwards as reservations become fully integrated. This can be easily achieved by the use of an existing parking area as an auxiliary holding lot. When the need for the auxiliary holding area declines it can be easily returned to a parking area. We think that terminal improvement funding would be better spent on this than moving a toll booth. (pg 75)

82. We oppose the implication that ferry users are receiving an inequitably large portion of WSDOT funding. To consider local taxation, the data should be included on overall WSDOT funding, the net change with MVET and today, the change in the % of funding provided to ferries, the % changes in rider funding, the regional/county return on tax revenue raised (pg 78)

83. The information on recovery rates over estimates ferry costs and under\estimated rider contribution. Managements and support costs are included in recovery rates yet are common to all WSDOT

departments. The taxes paid by riders are not included. The state taxes paid by ferries are included in costs while they are returned to the state. (pg.79, 87)

84. We support fare increases of 2 ½ % per year (including fuel costs) up to a system recovery rate of 80%. For reasons mentioned earlier it would be inequitable to have recovery rates greater than this. (pg. 79, 87)

85. More detail is needed on the availability of federal funds for capital programs. The Plan should show where state policies make WSF ineligible for federal funds and the amount of funds that are being forfeited. (pg. 81)

86. The Plan should address what other measures can be taken to reduce capital costs other than reducing fleet size. There appears to be little information on the potential to reduce terminal projects and the acquisition costs of new vessels. (pg. 82)

87. Reducing Port Townsend-Keystone to one vessel would shift excess traffic to Edmonds-Kingston which cannot accommodate the additional traffic in the summer. (pg. 82)

88. Property values, commerce, and communities in ferry areas are all at stake in proposed service changes. Plan B would have significant negative economic and social impact. Plan A is inadequate to address the growth identified in the plan. The viaduct planning has announced that that there is also a budget shortfall, yet that plan is going forward with exploration how to finance it. The same has to be done with Washington State Ferries. (pg 78, 83)

89. This should address for passenger ferries joint facility, state support needed and the cost estimates and funding sources for local governments to provide the service. Without this the total cost of Plan B is not known. (pg 83)

90. The proposal to reduce night service to Kingston needs to be specifically defined to assess the impact and the cost savings. Without this it cannot be determined how this may affect swing workers and other critical ferry users. On Kingston-Edmonds a Jumbo ferry loses money when less than about 35% full. This happens on about 5% of summer runs, 8% of fall runs 16% of winter runs. Given work rule restriction we are concerned eliminating evening runs only result in small cost savings. A large portion of Kingston's traffic is destined for the Olympic peninsula this includes freight traffic. Instead of eliminating evening runs to reduce costs WSF should address practices to provide incentives to shift this traffic to night sailings when congestion is lower. WSF should also station the smaller WSF back-up in Kingston and use it for low demand runs instead of the Jumbo ferries. (pg 83)

91. As this has no impact on fleet size it is questionable what benefit is achieved by reducing service on a route that has a positive recovery rate. (pg. 84)

92. We oppose a Plan B that cuts vessel acquisition but does not reduce terminal projects instead. Plan B should include a proposal for how terminal projects can be reduces and fleet size increased. (pg. 86)

93. The Plan should propose a process involving affected rider, community and government representatives to address fare equity. We propose that group report to the Governor. We support

continuing the Tariff Route Equity or equivalent policy. An equity policy is essential to a public transportation system as diverse as WSF. Under Tariff Route Equity all riders pay the same rate for the time or distance traveled. This recognizes that some routes, by their nature, are more efficient in delivering ferry service than others. Tariff Route Equity has taken 7 years to implement and now provides a rational basis for the differing recovery rates among the routes. We support this tariff policies even though Kingston-Edmonds riders do not financially benefit from either and routinely riders question the recovery rate differences that these policies create. Where we benefit is by having a cohesive system that serves all users. We think that it is essential to avoid the counterproductive "every route for them" environment that would exist without an agreed system equity policy. (H-4, 6)

94. The Plan should include a proposal for assessing the impact of strategies that involves FACs, affected communities and local governments. We strongly oppose the Plan proposal to use WSTC's survey data to be used to meet this requirement. WSTC formally advised the FACs that this was not within the scope of the survey and that the process was not designed to provide this information. As described in comment 36 there was a lack of transparency in the survey process. Prior to the survey the WSTC Commissioner responsible made many public statements showing a strong bias for strategies covered by the survey and a disregard for their impact. We consider that the surveys do not having merit an impact assessment unless the survey is concurred to by the FAC and local governments beforehand. Legislators should have a valid impact assessment concurred to by FACs and local governments before approving the pricing strategies in the Plan. (H-10)

95. The impact of one-point toll collection on the Plan's recommendations for passenger only ferry service should be included addressed. (J-1)

96. The proposed non-WSF funded transit enhancements should be vetted with transit providers. The table should reflect their estimated costs (Appendix F)

January 21, 2009

Kingston Ferry Advisory Committee's
Testimony on the Washington State Ferries Long-Range Plan dated December 19, 2008

This letter is the Kingston Ferry Advisory Committee's response to the Washington State Ferries Draft Long-Range Plan. It is in two parts, a general discussion and specific comments on the Plan. The former discussion is below while our detailed comments are attached. We represent the north Kitsap users of Washington State Ferries (WSF) and their communities. We have reviewed the plan and appreciate the efforts made by WSF to support the needs those we represent. There are some aspects of the Plan that cause us great concern and which we believe will have negative impacts which have not been assessed nor discussed. We trust the WSF will receive our comments as a means to improve their Plan and their understanding of how the proposals are seen by ferry riders and communities. We look forward to working with WSF staff as this process moves forward.

Fares
We consider the affordability of ferries to be critical to the economic and social welfare of our community. We greatly appreciate Washington State Ferries' consideration of fare affordability in developing this plan. We strongly support limiting annual fare increases to 2 ½% per year up to until a system recovery rate of 80% is reached. We also strongly support the current rate of discount and use of frequent user fares. Any substantial change to this would severely impact out community

Capital Plans
Neither Plan A or B addresses the growth projections for the areas served by the Kingston Edmonds ferry. These include north Kitsap county commuters, Jefferson and Callam county commuters, shipping and other business interests. Neither plan attempts to address foundational state transportation and growth management goals – traffic management on overused highways, density of population growth planning, user fares that are "affordable" (some factor based on incomes). Neither option seeks to rectify a lack of stable funding, either through a range of innovative adaptive management strategies such as outsourcing, adding new markets and new operating and boat technologies for cost containment and reduction, expansion of the system to accommodate growth and increasing revenue using lower cost technologies. While some of the strategies show promise, such as reservations, will require implementation of technologies in which WSF has limited experience.

Plan B:
Plan B proposes permanent ferry service cuts to address the apparent current lack of state funding for WSDOT's infrastructure. This does not address the long term issue of highway funding. We do not consider plan B to be a viable alternative, and, as mentioned, does not come close to meeting growth projections for Kitsap County. Our expectation of the planning process was that it would come up with a ferry system that would sustain service. Plan B does not do that. The proposal to shift service responsibilities to local governments has not had their consultation. It is unrealistic to expect passenger only ferry service to be established in the time frame outlined in the plan.

Plan A
Plan A provides the minimum service levels below the growth projected by this very plan. The plan is inconsistent with growth projections for Kitsap, Clallam and Jefferson Counties (all counties served by WSF). Fares proposed in the plan are many and varied. Fare increases should not exceed 2 ½ percent a

year up to a maximum recovery rate of 80%. Frequent user fare discounts must continue at their current rate for our communities to be sustainable. We are opposed to congestion pricing as we feel a reservation system can have a greater impact on controlling demand.

LOS

Level of service standards should not be included in the plan until WSF consults with the affected local governments and Ferry Advisory Committees.

Traffic and Transit Enhancements

We encourage transit enhancements for all terminals and specifically for Kingston. The $1.4M proposed to move a Kingston toll booth is unnecessary. All that is needed is consistent transit access to the curb lane at the terminal. We highly recommend the congestion remediation plan proposed by a joint Kingston/WSDOT/WSF/Kitsap County task force be implemented instead.

Reservations

We support reservations as long as there is no additional fee. There must be priority systems in place for car and van pools, commuter/frequent users, local residents and commercial traffic. Successful Implementation will require close collaboration between WSF and our community

Kingston Ferry Advisory Committee :

Rex Carlaw, Dennis Cziske, Walt Elliott (chair), Paul Lundy, Linda Paralez