SKAGIT COUNTY PUBLIC WORKS DEPARTMENT Ferry Operations Division

2017 Ferry Fare Revenue Target Report



The following report is prepared for submittal to the Board of Skagit County Commissioners pursuant to R20100050, amended by Resolution R20110382, which establishes the Guemes Island Ferry fare revenue target methodology. This report is the eighth such evaluation conducted since the enabling Resolution, R20100050, was adopted on February 16th, 2010.

Beginning January 1, 2010, counties that operate ferries were required to submit annual reports to the Washington State Department of Transportation (WSDOT) on a calendar year basis instead of the state fiscal year ending June 30th. The Skagit County Public Works Department reviewed the impact of this change in the WSDOT reporting timeline and implemented Resolution R20100050, amended by Resolution R20110382.

The ferry fare revenue target methodology, provided for in Attachment "B" of Resolution R20100050, amended by Resolution R20110382, is to utilize data from January 1 to December 31 of each evaluation period. The ferry fare revenue target is to be calculated as follows:

"The five (5) calendar year average of ferry operating and maintenance costs as computed in the prior annual deficit reimbursement reports submitted to the State. For purposes of this resolution, capital expenditures are not included in the ferry operating and maintenance costs and shall be defined as all capital expenditures defined in WAC 136-400-030 and other capital costs including financing and depreciation expenses applied to the replacement, expansion, or creation of ferry system physical elements, less the five (5) year average of the state motor vehicle fuel tax received by the County for operation and maintenance of the ferry system, less the five (5) year average of the State Ferry Deficit Reimbursement received by the County, the total of the above multiplied by 65%."

Table 1 states the ferry fare revenue target utilizing figures from 2012 through 2016.

TABLE 1: 2017 REVENUE TARGET CALCULATION								
FARE F	FARE REVENUE TARGET METHODOLOGY: R20100050, amended by R20110382							
Fiscal Year	2012	2012 2013 2014 2015 2016 5-Year Ave						
Operation & Maintenance Expenditures	\$1,786,750	\$1,617,612	\$2,504,800	\$2,623,854	\$1,902,906	\$2,087,184		
Attributable State Motor Vehicle Fuel Tax (MVFT)	(\$154,610)	(\$160,843)	(\$138,592)	(\$138,411)	(\$149,293)	(\$148,350)		
WSDOT Ferry Deficit Reimbursement Payment	(\$116,337)	(\$89,216)	(\$118,156)	(\$349,260)	(\$215,862)	(\$177,766)		
Adjusted O&M Expenditure	\$1,515,803	\$1,367,553	\$2,248,052	\$2,136,183	\$1,537,751	\$1,761,068		
	Fare Recovery Requirement 65%							
2017 Ferry Fare Revenue Target \$								

In 2014 and 2015 costs increased due to major mid-life maintenance work performed during the annual haul out each of those years. The WSDOT ferry deficit reimbursement payment was significantly more in 2015 for two reasons; 1) the operating and maintenance deficit (O&M deficit) was nearly \$1.5 million, and 2) an amendment to RCW 47.56.725 was signed by the Governor on May 11, 2015, effective July 24, 2015, which increased the total amount to be reimbursed to

Whatcom, Pierce and Skagit Counties by \$800,000 per biennium. The deficit reimbursement in 2016 was less than in 2015 due to an O&M deficit of approximately \$600,000 in 2016 and roughly \$1.5 million in 2015.

RCW 47.56.725

County ferries—Deficit reimbursements—Capital improvement funds.

- (1) The department is hereby authorized to enter into a continuing agreement with Pierce, Skagit, and Whatcom counties pursuant to which the department shall, from time to time, direct the distribution to each of the counties the amounts authorized in subsection (2) of this section in accordance with RCW 46.68.090.
- (2) The department is authorized to include in each agreement a provision for the distribution of funds to each county to reimburse the county for fifty percent of the deficit incurred during each previous fiscal year in the operation and maintenance of the ferry system owned and operated by the county. The total amount to be reimbursed to Pierce, Skagit, and Whatcom counties collectively shall not exceed one million eight hundred thousand dollars in the 2015-2017 biennium. For subsequent biennia, the amount authorized in this section must increase by the fiscal growth factor as defined in RCW 43.135.025. Each county agreement shall contain a requirement that the county shall maintain tolls on its ferries at least equal to published fares in place on January 1, 2015, excluding surcharges.
- (3) The annual fiscal year operating and maintenance deficit, if any, shall be determined by Pierce, Skagit, and Whatcom counties subject to review and approval of the department. The annual fiscal year operating and maintenance deficit is defined as the total of operations and maintenance expenditures less the sum of ferry toll revenues and that portion of fuel tax revenue distributions which are attributable to the county ferry as determined by the department. Distribution of the amounts authorized by subsection (2) of this section by the state treasurer shall be directed by the department upon the receipt of properly executed vouchers from each county.
- (4) The County Road Administration Board may evaluate requests by Pierce, Skagit, Wahkiakum, and Whatcom counties for county ferry capital improvement funds. The board shall evaluate the requests and, if approved by a majority of the board, submit the requests to the legislature for funding out of the amounts available under RCW 46.68.090(2)(h). Any county making a request under this subsection shall first seek funding through the public works trust fund, or any other available revenue source, where appropriate.

Table 2 shows the 2016 fare box revenue and the surplus from the revenue target that occurred utilizing the current fare recovery methodology. The 2016 fare box revenue exceeded the revenue target by \$94,097.

TABLE 2: 2016 REVENUE TARGET				
Ferry Fare Revenue Target	\$1,095,557			
Fare Box Revenue	\$1,189,654			
Surplus/(Shortfall) From Revenue Target	\$94,097			

When Skagit County Public Works prepared the 2016 budget, fare box revenue was projected at \$1,162,788. Budget projections factor in lost vehicle revenue during the haul-out; the reason for the \$94,097 surplus in 2016 was due to no annual haul-out. The haul-out, if it had been October 1-31, 2016, would have resulted in roughly \$68,000 in lost vehicle revenue and a surplus of \$26,097.

Summarized in Table 3 is the total Road Fund subsidy for 2016. The Road Fund subsidy is calculated utilizing 2016 O&M expenditures, less the motor vehicle fuel tax (MVFT), less the WSDOT deficit reimbursement, less the fare box revenue. As shown, the total Road Fund subsidy for 2016 was \$348,097.

TABLE 3: 2016 ROAD FUND SUBSIDY				
O&M Expenditures	\$1,902,906			
WSDOT Deficit Reimbursement	(\$215,862)			
Motor Vehicle Fuel Tax (MVFT)	(\$149,293)			
Subtotal (Adjusted O&M Expenditures)	\$1,537,751			
Fare Box Revenue	(\$1,189,654)			
Road Fund Subsidy	\$348,097			

Table 4 shows the fare box revenue for the years 2012 through 2016.

TABLE 4: FARE BOX REVENUE 2012 - 2016					
2012	\$ 955,670				
2013	\$ 985,791				
2014	\$ 915,871				
2015	\$ 1,006,793				
2016	\$ 1,189,654				

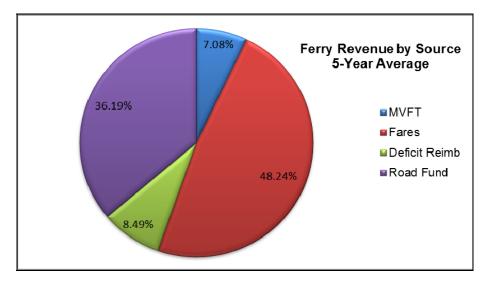
Actual figures for fare box revenue are utilized for the years 2012 through 2016. Fare box revenues in 2015 and 2016 were higher than in previous years due to a fare increase that took effect October 1, 2016. Prior to that, the most recent fare increase was June 1, 2011.

Table 5 contains total revenue and the Road Fund subsidy for the years 2012 through 2016. Revenue sources include fares, the state motor vehicle fuel tax, and the WSDOT ferry deficit reimbursement.

TABLE 5: TOTAL REVENUE 2012 - 2016							
	2012	2013	2014	2015	2016	5-Year Average	
Fares	\$955,670	\$985,791	\$915,871	\$1,006,793	\$1,189,654	\$1,010,756	
MVFT	\$154,610	\$160,843	\$138,592	\$138,411	\$149,293	\$148,350	
WSDOT Deficit Reimbursement	\$116,337	\$89,216	\$118,156	\$349,260	\$215,862	\$177,766	
Road Fund	\$560,133	\$381,762	\$1,332,181	\$1,129,390	\$387,417	\$758,177	
Total	\$1,786,750	\$1,617,612	\$2,504,800	\$2,623,854	\$1,942,226	\$2,095,049	

The Road Fund subsidy for 2014 and 2015 was significantly higher than in other years due to increased haul-out costs. Increased maintenance costs resulted from major mid-life projects such as piping and hull plate replacement that were completed in the shipyard.

As shown in the chart below, over a five (5) year average (2012-2016), fare box revenue, motor vehicle fuel tax and the deficit reimbursement collectively contributed an average of 64% of total revenue, while the Road Fund contributed 36%.



There is a 65% recovery requirement, per Resolution R20100050, amended by R20110382. The current 65% methodology states that fare box revenue each year must equal 65% of the five (5) year average of the adjusted O&M expenditures (refer to Table 1, page 1).

Utilizing the current methodology, the five (5) year average of adjusted O&M expenditures between 2012 and 2016 was approximately \$1.8 million. Therefore, 2017 fare box revenue has to recover 65% of roughly \$1.8 million.

The following chart shows total revenue, by source, for 2016. As shown below, in 2016, fare box revenue, motor vehicle fuel tax and the deficit reimbursement collectively contributed 80% of total revenue, while the Road Fund contributed 20%.

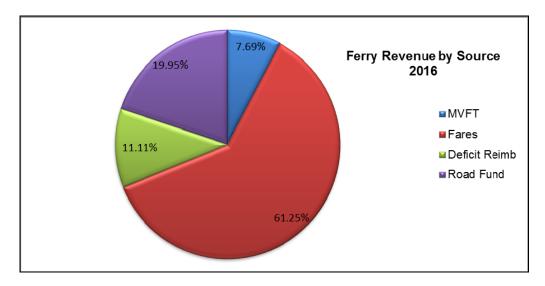
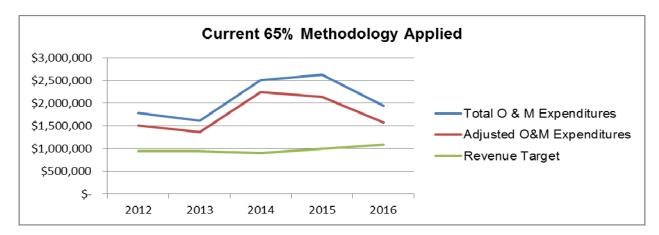


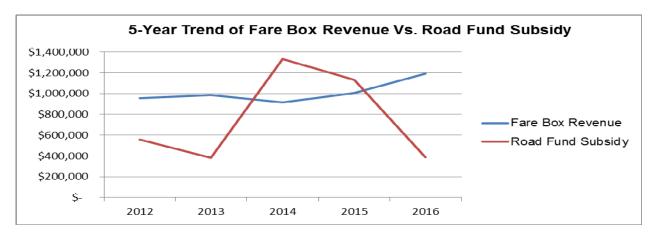
Table 6 shows the total O&M expenditures and the adjusted O&M Expenditures from 2012 through 2016. The adjusted O&M Expenditures represent total O&M expenditures, less MVFT, less WSDOT deficit reimbursement. The adjusted O&M expenditures are multiplied by 65%, over a five (5) year average, to determine the revenue target.

TABLE 6 - Current 65% Methodology Applied							
2012 2013 2014 2015 2016 5-Year Avg.							
Total O & M Exp.	\$ 1,786,750	\$ 1,617,612	\$ 2,504,800	\$ 2,623,854	\$ 1,902,906	\$ 2,087,184	
Adjusted O&M Exp.	\$ 1,515,803	\$ 1,367,553	\$ 2,248,052	\$ 2,136,183	\$ 1,537,751	\$ 1,761,068	
Revenue Target	\$ 947,251	\$ 950,793	\$ 899,491	\$ 996,788	\$ 1,095,557	\$ 977,976	



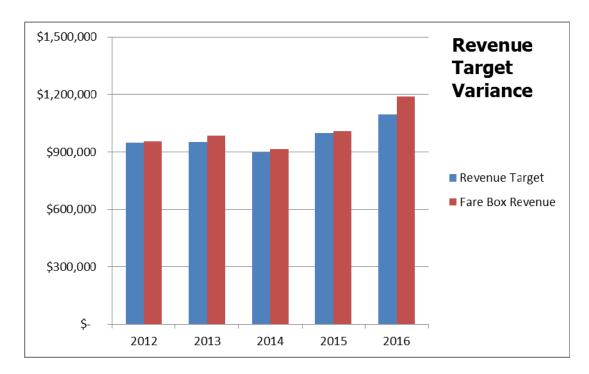
The current, five (5) year average methodology allows the revenue target to remain relatively stable regardless of whether O&M expenditures increase or decrease in any given year. Therefore, years with higher O&M expenditures result in increased subsidy from the Road Fund.

Table 7: 5-Year Trend of Fare Box Revenue Vs. Road Fund Subsidy						
2012 2013 2014 2015 2016						
Fare Box Revenue	\$ 955,670	\$ 985,791	\$ 915,871	\$ 1,006,176	\$ 1,189,654	
Road Fund Subsidy	\$ 560,133	\$ 381,762	\$ 1,332,181	\$ 1,130,007	\$ 387,417	



As shown in Table 8, between 2012 and 2016, fare box revenue has consistently exceeded the revenue target.

Table 8: Revenue Target Variance 2012-2016								
2012 2013 2014 2015 2016								
Revenue Target	\$	947,251	\$	950,793	\$	899,491	\$ 996,788	\$ 1,095,557
Fare Box Revenue	\$	955,670	\$	985,791	\$	915,871	\$ 1,006,793	\$ 1,189,654
Variance	\$	8,419	\$	34,998	\$	16,380	\$ 10,005	\$ 94,097



Summary:

The year 2016 was a fairly typical year for ferry operations, with the exception that there was no haul-out. Operations and maintenance (O&M) expenditures were under budget by 9%.

2016 Budget	\$ 2,084,009
2016 O&M Expenditures	\$ 1,902,906
Difference	\$ 181.103

The 2016 fare box revenue exceeded the revenue target by \$94,097.

2016 Revenue Target	\$ 1,095,557
2016 Fare Box Revenue	\$ 1,189,654
Surplus	\$ 94,097

It is anticipated that expenditures in 2017 will be approximately \$2.8 million. This is mostly due to costs associated with a 5-week haul-out.

2016 O&M Expenditures	\$ 1,902,906
2017 Budgeted O&M Expenditures	\$ 2,767,363
Difference	\$ 864.457

During the evaluation period of this report (2012 through 2016), expenditures have ranged between \$1.6 million and \$2.6 million. Expenditures are consistently higher in years with haul-outs.

Despite variations in expenditures from year to year, the revenue target has remained relatively stable over the 5-year period evaluation period. The reason for this stability is the utilization of a five (5) year average when calculating the revenue target.

The Road Fund subsidy has ranged between \$381,762 and \$1.3 million; this is due to variations from year to year in expenditures and the relative stability of the revenue target. When the expenditures increased to over \$2.5 million in 2014 and 2015, the Road Fund subsidy was over \$1 million each year. In contrast, in 2013 and 2016, when expenditures were \$1.6 million and \$1.9 million respectively, the Road Fund subsidy was approximately \$380,000.

Recommendations:

In 2016, the fare box revenue exceeded the revenue target by \$94,097; therefore, the Public Works Department is not recommending that a fare increase take place in 2017. However, in 2017, the Ferry Division's budget is \$2.8 million. In addition, a 5-week haul-out in March increased O&M expenditures significantly and also reduced fare box revenue. Therefore, 2017 fare box revenue is not projected to meet the revenue target.

2017 Fare Revenue Target	\$ 1,144,694
2017 Projected Fare Box Revenue	\$ 1,033,098
Difference	\$ (111,596)

Due to a projected short fall from the revenue target, Public Works is suggesting that a general fare increase may need to be considered, effective January 1, 2018. Further budget monitoring of O&M expenditures and fare box revenue during the peak season could determine whether Public Works makes a formal recommendation to the Board of County Commissioners for a fare increase. As of June 30, 2017, fare box revenue was \$500,882, with a loss of \$53,594 in March due to the haul-out.

Skagit County Public Works Department 2017 Ferry Fare Revenue Target Report

The draft of this report was available for review online, from June 26, 2017 through Friday, July 7, 2017, at www.skagitcounty.net/ferry and www.linetime.org. A public comment period was open for the same time period.

The draft report was presented to the Board of Skagit County Commissioners on Tuesday, July 18, 2017, at 8:30 a.m. in the Commissioner's Hearing Room, 1800 Continental Place, Mount Vernon.

APPENDIX A 2016 & 2017 FARE BOX REVENUE COMPARED TO PROJECTIONS/TARGET

2016 Fare Box Revenue Compared to Projections/Target

Month	Projections*	* Actual		Difference		Cumulative Difference	
January	\$ 69,767.28	\$	73,444.80	\$	3,677.52	\$	3,677.52
February	\$ 69,767.28	\$	76,991.90	\$	7,224.62	\$	10,902.14
March	\$ 81,395.16	\$	83,764.30	\$	2,369.14	\$	13,271.28
April	\$ 93,023.04	\$	96,474.50	\$	3,451.46	\$	16,722.74
May	\$ 116,278.80	\$	116,752.50	\$	473.70	\$	17,196.44
June	\$ 116,278.80	\$	122,176.10	\$	5,897.30	\$	23,093.74
July	\$ 139,534.56	\$	146,988.50	\$	7,453.94	\$	30,547.68
August	\$ 155,080.23	\$	131,807.00	\$	(23,273.23)	\$	7,274.45
September	\$ 108,836.96	\$	109,063.20	\$	226.24	\$	7,500.69
October	\$ 88,650.76	\$	85,133.00	\$	(3,517.76)	\$	3,982.93
November	\$ 84,650.97	\$	79,579.90	\$	(5,071.07)	\$	(1,088.14)
December	\$ 72,557.97	\$	82,129.40	\$	9,571.43	\$	8,483.29
Total	\$ 1,195,821.81	\$	1,204,305.10	\$	8,483.29		
Rev Target	\$ 1,095,557.00						
Fare Box Revenue**	\$ 1,204,305.10						
Surplus/(Shortage)	\$ 108,748.10						

^{*2016} Projections based on a fare increase that took effect Oct. 1, 2015; total budgeted revenue for 2016 was \$1,162,788.

^{**2016} Fare Box Revenue, from the General Ledger, was actually \$1,189,654, whereas ticket sales were \$1,204,305.10, due to a delay in deposit of funds at year end.

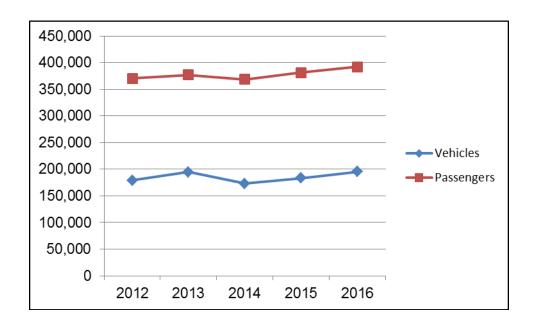
2017 Fare Box Revenue Compared to Projections/Target

Month	Projections*	Actual	Difference	С	umulative Difference
January	\$ 67,650.80	\$ 77,199.80	\$ 9,549.00	\$	9,549.00
February	\$ 69,485.10	\$ 70,868.80	\$ 1,383.70	\$	10,932.70
March	\$ 77,117.10	\$ 23,523.20	\$ (53,593.90)	\$	(42,661.20)
April	\$ 87,033.45	\$ 87,203.50	\$ 170.05	\$	(42,491.15)
May	\$ 107,024.20	\$ 115,635.00	\$ 8,610.80	\$	(33,880.35)
June	\$ 112,721.95	\$ 126,452.10	\$ 13,730.15	\$	(20,150.20)
July	\$ 118,693.50		\$ (118,693.50)	\$	(138,843.70)
August	\$ 117,462.25		\$ (117,462.25)	\$	(256,305.95)
September	\$ 82,137.30		\$ (82,137.30)	\$	(338,443.25)
October	\$ 72,709.20		\$ (72,709.20)	\$	(411,152.45)
November	\$ 69,399.50		\$ (69,399.50)	\$	(480,551.95)
December	\$ 51,663.65		\$ (51,663.65)	\$	(532,215.60)
Total	\$ 1,033,098.00	\$ 500,882.40	\$ (532,215.60)		
Rev Target	\$ 1,144,694.00				
Fare Box Revenue	\$ 500,882.40				
Surplus/(Shortage)	\$ (643,811.60)				

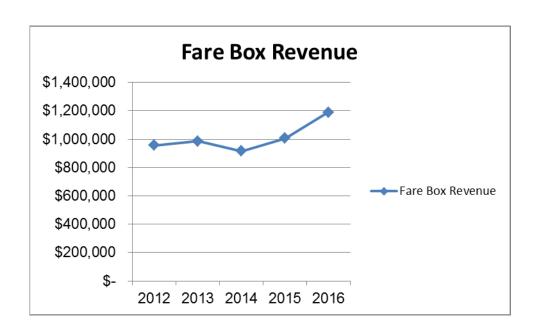
^{* 2017} projections are based on duplication of July 2014 - June 2016 revenue. Total budgeted fare box revenue for 2017 is \$1,100,000.

APPENDIX B RIDERSHIP & REVENUE STATISTICS 2012 - 2016

Ridership 2012-2016						
	2012	2013	2014	2015	2016	
Vehicles	179,042	194,786	173,145	183,130	195,257	
Passengers	370,465	376,941	368,856	381,559	392,441	



Revenue 2012-2016							
	2012	2013	2014	2015	2016		
Fare Box	\$	\$	\$	\$	\$		
Revenue	955,670	985,791	915,871	1,006,793	1,189,654		



APPENDIX C

2015 RESOLUTION APPROVING A FARE INCREASE & REVISED RATE STRUCTURE

&

2016 FERRY FARE SCHEDULE

RESOLUTION NO.

SKAGIT COUNTY Resolution # R20150261 Page 1 of 3

RESOLUTION REVISING THE SKAGIT COUNTY FERRY FARE STRUCTURE AND RESCINDING RESOLUTIONS R20110099, R20120139 AND R20130190

WHEREAS, Skagit County owns and operates a vehicle and passenger ferry (herein "ferry") between Anacortes, Washington, and Guemes Island, Washington; and

WHEREAS, on February 16, 2010, the Skagit County Board of Commissioners ("Board") adopted resolution R20100050, as amended by R20110382, establishing the Guemes Island Ferry ticket fare methodology for setting fares; and

WHEREAS, the Board has adopted Resolution R20110099, as amended by Resolutions R20120139 and R20130190, establishing the fare schedule for the Skagit County ferry system; and

WHEREAS, it is the desire of the Board to rescind Resolutions R20110099, R20120139 and R20130190, and establish a new ferry fare structure pursuant to the terms herein; and

WHEREAS, due to the rising cost of operating the ferry, it is necessary to raise fares in order to meet the fare revenue target for 2015 as set forth in Resolution R20100050, as amended by R20110382; and

WHEREAS, with consideration to the rising cost to operate the ferry, it is the desire of the Board that the Department of Public Works continue to search for grant funding from non-County sources, to continue efforts on developing a long-term strategy for funding the maintenance and/or replacement of the ferry vessel, and to continue to follow the public outreach program established in Resolution R20100050, as amended by R20110382; and

WHEREAS, the Board held a Public Hearing on August 18, 2015, at 8:30 a.m., or shortly thereafter to hear public comment on proposed changes to the Skagit County Ferry Fare Schedule, and also provided for the receipt of additional written comments from July 15, 2015 through August 18, 2015; and

WHEREAS, the new Skagit County Ferry Fare Schedule, attached as Exhibit A (and hereby incorporated by reference), establishes the new ferry fare schedule, taking into account recommended input from Public Works Department staff, the Guemes Island Ferry Committee, public comments expressed at the August 18, 2015 Public Hearing, and written public comment received from July 15, 2015, through August 18, 2015; and

WHEREAS, it is the desire of the Board to enact the Skagit County Ferry Fare Schedule as shown as Exhibit A, effective October 1, 2015.

NOW, THEREFORE, BE IT RESOLVED AND IT IS HEREBY ORDERED, that Resolutions R20110099, R20120139 and R20130190 are hereby rescinded effective October 1, 2015; and

NOW, THEREFORE, BE IT RESOLVED AND IT IS HEREBY FURTHER ORDERED, that the ferry fare schedule as shown, described, and depicted as Exhibit A (attached hereto and incorporated by reference) is hereby adopted and established, effective October 1, 2015.



BOARD OF COUNTY COMMISSIONERS SKAGIT COUNTY, WASHINGTON

ABSENT

Kenneth A. Dahlstedt, Chair

Lisa Janicki, ¢ommissioner

Ron Wesen, Commissioner

Attest:

Clerk of the Board

Approved as to form:

Elvil Deputy Fosecuting Attorney

Approved as to Content:

Department Head

EXHIBIT A

SKAGIT COUNTY FERRY	SYSTEM	
RATE SCHEDULE		
FARES	NON-PEAK	PEAK
PASSENGER	Oct 1 thru May 19	May 20 thru Sept 30
Adult Passenger	\$3.00	\$4.00
Senior (65+yrs)/ Disabled / Youth (6-17yrs) Passenger	\$2.00	\$2.50
Age 5 & Under	Free	Free
Adult & Bicycle	\$4.00	\$5.00
Senior / Disabled / Youth & Bicycle	\$3.00	\$3.50
PASSENGER FREQUENT USER PUNCH CARD (Valid for 1 year	r from Purchase Date	
25 Trip Adult Passenger	\$67.00	
25 Trip Senior / Disabled / Youth Passenger	\$40.00	
VEHICLE		
Motorcycle (Including Rider)	\$6.00	\$8.00
Motorcycle w/ Senior / Disabled Rider	\$5.00	\$7.00
Vehicle & Driver (Under 20 feet including overhang)	\$10.00	\$12.00
Vehicle & Senior / Disabled Driver (Under 20 feet)	\$8.00	\$10.00
VEHICLE FREQUENT USER PUNCH CARD (Valid for 90 Days fr	rom Purchase Date)	中央的政治中央企业的
20 Trip Vehicle (under 20') & Driver	\$170.00	
20 Trip Vehicle (under 20') & Senior / Disabled Driver	\$136.00	
20 Trip Motorcycle & Rider	\$102.00	
20 Trip Motorcycle & Senior / Disabled Rider	\$85.00	
VEHICLE CONVENIENCE PUNCH CARD (Expires upon next far		
*NON-PEAK 10 Trip Punch cards are not valid for use during the	ne peak season	
PEAK 10 Trip Vehicle (under 20') & Driver		\$120.00
PEAK 10 Trip Vehicle (under 20') & Senior / Disabled Driver		\$100.00
*NON-PEAK 10 Trip Vehicle (under 20') & Driver	\$100.00	
*NON-PEAK 10 Trip Vehicle (under 20') & Senior/Disabled Driver	\$80.00	
OVERSIZE VEHICLES & VEHICLES W/ TRAILERS (INCLUDING	DRIVER)	
Vehicle over 20 ft to less than 25 ft	\$13.00	\$16.00
Vehicle over 25 ft to less than 30 ft	\$19.00	\$23.00
Vehicle over 30 ft to less than 35 ft	\$25.00	\$30.00
Vehicle over 35 ft to less than 40 ft	\$32.00	\$39.00
Vehicle over 40 ft to less than 45 ft	\$40.00	\$49.00
Vehicle over 45 ft to less than 50 ft	\$49.00	\$60.00
Vehicle over 50 ft to less than 55 ft	\$59.00	\$72.00
Vehicle over 55 ft to less than 60 ft	\$69.00	\$84.00
Vehicle over 60 ft to less than 65 ft	\$81.00	\$99.00
Each 5 ft increment over 65 ft	\$6.00	\$6.00
Over width charge (over 8 ft, 6 in)	Double Le	ength Charge
MISCELLANEOUS		
Stacked Logging Truck	\$95.00	
Extended Run (1 run at end of day) plus fare	\$120.00	
Guemes Special (crew call out) plus fare	\$500.00	
Charter Rate (3 hr min) plus fare	\$1,200.00	
\$ per hour, each additional hour	\$400.00	