Lummi Island Ferry Advisory Committee (LIFAC)
Long Term Planning Sub-Committee
Scope of Work

Introduction
Whatcom County Ordinance 2012-005, adopted February 14, 2012, established the Lummi Island Ferry Advisory Committee (LIFAC) to advise the Whatcom County Council and Executive on issues that affect the ongoing operations and infrastructure of ferry service to Lummi Island and to provide a forum for those who depend upon Lummi Island ferry service to voice their ideas and concerns about the ferry service.

LIFAC subsequently created two Sub-Committees, the Long Term Planning Sub-Committee and the Ferry Replacement Sub-Committee, to assist them in developing recommendations on Item 2.145.030 E:

- Research, review, and make recommendations regarding ferry replacement, long term planning, parking, transportation to and from ferry docks, alternative docking locations, alternative funding sources, and other major capital and operational issues regarding ferry service to Lummi Island.

The Long Term Planning Sub-Committee’s work will address all items above except Ferry Replacement, which is the primary task of the Ferry Replacement Sub-Committee, but both Sub-Committees will coordinate to inform each other’s work and share information so that recommendations to LIFAC are consistent and integrated.

Mission Statement
Based on LIFAC direction, Ordinance language and past ferry work efforts, the Sub-Committee defined the following as their guiding mission statement and purpose:

- Identify needed ferry capacity and physical infrastructure and transportation services that best serves the citizens of Whatcom County, including Lummi Island, and uses resources in the most effective and efficient way possible to meet passenger, bicycle and vehicle demand for passage, parking and connections to public transportation.

Scope of Work
The Sub-Committee’s work effort is detailed in the scope below and summarized in Figure 1. The work is divided into four phases, of which the first three result in a final report, which:

- Documents existing trends and future needs and projections
- Summarizes public outreach results to determine user satisfaction and receive public input
- Makes recommendations for ferry infrastructure, transportation services options, funding strategies and next steps.

The fourth phase allows for a parallel effort to use the information and results to develop a public message piece that would be used to present to various groups to quickly and effectively explain how the Whatcom Chief benefits Whatcom County residents and businesses and provides lifeline transportation to Lummi Island.
**Figure 1. LIFAC Long Range Planning Sub-Committee**  
Overview of Process and Timing for  
Scope of Work and Narrative and Message Development

<table>
<thead>
<tr>
<th>Timing In Months</th>
<th>Scope of Work Phases 1 -3</th>
<th>Narrative and Message Development Phase 4</th>
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<tbody>
<tr>
<td>I.</td>
<td>I. Establish Historical and Existing Performance Trends</td>
<td>I. Develop Initial Narrative and Message</td>
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<td>II.</td>
<td>II. Assess Needs and Concerns of Ferry Users (Public Outreach Round 1)</td>
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<td>III.</td>
<td>III. Develop Future (2036) Needs, Projections and Land Use/Population Scenarios</td>
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<td>IV.</td>
<td>IV. Explore Future Ferry and Transportation Alternatives</td>
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<td>V.</td>
<td>V. Community Input (Public Outreach Round 2)</td>
<td>II. Further Refine Narrative and Message</td>
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<td>VI.</td>
<td>VI. Develop Recommendation for Ferry Infrastructure Options and Supporting Transportation Services</td>
<td>III. Define Messaging Methods</td>
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<td>IV. Define Venues and Distribution Strategy</td>
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<td></td>
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<td>V. Identify Resources</td>
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<td>VII.</td>
<td>VII. Develop Recommendation for Funding Strategy</td>
<td>VI. Final Narrative Script</td>
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<td>VII. Produce Message</td>
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<tr>
<td>VIII.</td>
<td>VIII. Develop Next Steps and Timeline</td>
<td>VIII. Distribute and Make Message Available</td>
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**Whatcom County Ordinance 2012-005 E:** Research, review, and make recommendations regarding ferry replacement, long term planning, parking, transportation to and from ferry docks, alternative docking locations, alternative funding sources, and other major capital and operational issues regarding ferry service to Lummi Island.

**Sub-Committee Mission Statement:** Identify needed ferry capacity and physical infrastructure, transportation services that best serve the citizens of Whatcom County, including Lummi Island, and uses resources in the most effective and efficient way possible to meet passenger, bicycle and vehicle demand for passage, parking and connections to public transportation.
Phase 1: Establish Existing Conditions and Assess Needs and Concerns of Ferry Users

I. Develop Historical and Existing Trend Data for Key Characteristics Documenting Variations Over Time (assumes existing data sources will be used)
   a. Document population and land use growth
   b. Document demand/ridership by time of day, vehicle and passenger type, and fare type
   c. Document quality and quantity of ferry service: daily, weekend, special event, peak hours, average wait time
   d. Document revenue and fare trends by type and source
   e. Document capital, operating and maintenance costs, including an assessment of stability and predictability
   f. Document funding sources (eg., fares, federal/state, local, other), including an assessment of stability and predictability
   g. Document quality and quantity of levels of support services, including accessibility, connections to public transportation, parking, traffic flow, bicycle and pedestrian amenities
   h. Document other issues (eg., Terminal, Dock location).

Deliverable: Memo summarizing historical and existing ferry performance trends, assessing relationships between key characteristics, and providing a “snapshot” of ferry use variations over time

II. Assess Needs and Concerns of Ferry Users: Public Outreach Round 1
   a. Define outreach and data collection strategy, including types of outreach (eg., focus groups, surveys, open houses/public forums, review of past outreach efforts) and data collection needs (eg., counts, model data)
   b. Identify and refine target populations and user groups
   c. Develop outreach and survey materials and tools, including plan for training surveyors if necessary
   d. Implement outreach and data collection strategy
e. Analyze results qualitatively and quantitatively to identify key areas and methods for further inquiry and analysis and to assess needs, concerns and levels of satisfaction of ferry users

Deliverable: Memo identifying and assessing needs, concerns and levels of satisfaction of ferry user groups and key areas and methods for further inquiry and analysis. This work will provide context with which to develop the Future Needs and Alternatives phase and inform the development of the “Why the Whatcom Chief is Important” message and narrative.

Phase 2: Develop Future Needs, Projections and Land Use Scenarios; Ferry and Transportation Alternatives; and Gather Community Input and Feedback

III. Develop Future (2036) Needs, Projections and Land Use/Population Scenarios

a. Establish population and land use scenarios based on minimum and maximum ranges of growth that will be used to establish demand estimates

b. Calculate demand/ridership by time of day, vehicle and passenger type, and fare type

c. Establish quality and quantity of ferry service: daily, weekend, special event, peak hours, average wait time

d. Estimate revenue and fares by type and source

e. Calculate capital, operating and maintenance Costs, including an assessment of stability and predictability

f. Identify potential funding sources (eg., fares, federal/state, local, other), including an assessment of stability and predictability and alternative funding sources. This should also include a review of when fund sources are available and their eligibility requirements

g. Establish levels of support services needed to accommodate future demand and conduct sensitivity analyses as feasible. Transportation support services can include access improvements, connections to public transportation, parking needs, traffic flow, bicycle and pedestrian amenities and special needs accommodation.

h. Other issues (eg., Terminal, Dock location)

Deliverable: Memo summarizing future needs and projections by land use and population scenario providing a “snapshot” of future ferry demand, service, support services, costs and revenues
IV. Explore Future Ferry and Transportation Alternatives

a. Based on the assessment of existing and future trends and projections and user satisfaction and outreach efforts, consider ferry options, including demand management, land bridge, hybrid passenger only, car ferry options, other. Options should consider design improvements to accommodate changing conditions.

b. Identify levels of transportation services needed by alternative.

c. Calculate capital and operating and maintenance costs by alternative, as feasible, including a comparison to the costs of a new vessel.

_Deliverable: Memo summarizing initial ferry infrastructure capacity and transportation services needs by alternative._

V. Community Input: Public Outreach Round 2

a. Define outreach and data collection strategy, including types of outreach (eg., focus groups, surveys, open houses/public forums, review of past outreach efforts) and data collection needs (eg., counts, model data).

b. Identify and refine target populations and user groups.

c. Develop outreach and survey materials and tools, including plan for training surveyors if necessary.

d. Implement outreach and data collection strategy.

e. Analyze results qualitatively and quantitatively to identify modifications and refinements to previous results.

_Deliverable: Memo summarizing public input and modifications as appropriate. This work will provide context with which to develop the Recommendations phase and further inform the development of the “Why the Whatcom Chief is Important” message and narrative._

Phase 3: Develop Recommendation and Assemble Draft and Final Documents

Based on the work contained in the previous phases,

VI. Recommend Ferry Infrastructure Options and Supporting Transportation Services

VII. Recommend Funding Strategy

VIII. Recommend Next Steps, Timeline and Responsibilities

_Deliverable: Draft and Final Report summarizing recommendation for ferry infrastructure options and supporting transportation services, funding strategies, and next steps._
Phase 4: Develop Lummi Island Ferry Narrative and Message

A parallel track to develop a Lummi Island Ferry Narrative and Message is proposed. This narrative in the form of a video and/or publication can be used to present at various events around Whatcom County and Lummi Island to quickly and effectively explain the benefits of the ferry to Whatcom County and Lummi Island and the role of the Chief as a vital transportation link and lifeline connection between the island and the County residents and businesses.

I. Use input and results from Phase I to craft initial narrative and message

II. Use input and results from Phase II to further develop narrative and message

III. Define appropriate messaging methods (eg., video, brochure) with which to produce message

IV. Define venues to present and distribute message materials and determine presentation schedule

V. Find resources to produce message materials

VI. Develop final narrative script

VII. Produce message

VIII. Distribute and make message available
LRPC – ‘Roadmap’ through 2015

1. History to Date
   - 25 year data trends
     - Population, Land use
     - Demand & Ridership patterns
     - Quality & Quantity of service
     - Revenue trends by class
     - Operating Cost trends
     - Timeline of Key Events
   - 1st round: Needs/Concerns
     - Data collection strategy
     - ID target populations and user types
     - Dev. Materials and tools, training
     - Implement Outreach _______ date
     - ANALYZE RESULTS

2. Future to 2036
   - 20 year Comp Plan
     - 3 scenarios (H,M,L)
     - Peak Demand (T/Mo)
     - LOS (V/C, boat waits)
     - Proforma Income 20 yr
     - NPV of ‘3 Vessels’ compared
     - Funding Scenarios (Cap/Ops)
     - Alternatives Discussion
   - 2nd round: Shared Vision
     - Collection strategy
     - Refine audiences
     - Tools and resources
     - Implement Outreach _______
     - ANALYZE RESULTS

3, & 4. Recommendations
   - Draft & Final Documents
     - Infrastructure Options
     - Supporting Services
     - Funding Strategies
     - Next Steps
   - 3rd round: ‘Look n Listen’
     - Inputs 1st & 2nd rounds
     - Message methods
     - Production resources
     - Polishing the message
     - Road Show Crew

Feedback Loops between LIFAC, LRPC, and Technical Group – arriving at the same place
Ferry Costs 2006-2014

<table>
<thead>
<tr>
<th>Year</th>
<th>Vessel Ops. Salaries &amp; Benefits</th>
<th>All Other Vessel Operations</th>
<th>Ferry Administration</th>
<th>Gooseberry facilities</th>
<th>Island facilities</th>
<th>Total Operating Expenses</th>
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</thead>
<tbody>
<tr>
<td>2006</td>
<td>893,690</td>
<td>520,159</td>
<td>198,146</td>
<td>115,506</td>
<td>124,578</td>
<td>1,852,079</td>
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<td>2007</td>
<td>861,910</td>
<td>623,599</td>
<td>121,020</td>
<td>171,396</td>
<td>98,387</td>
<td>1,876,312</td>
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<td>2008</td>
<td>922,194</td>
<td>799,696</td>
<td>102,927</td>
<td>150,568</td>
<td>58,125</td>
<td>2,033,510</td>
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<td>2009</td>
<td>943,130</td>
<td>831,977</td>
<td>225,596</td>
<td>297,564</td>
<td>315,957</td>
<td>2,489,730</td>
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<td>2010</td>
<td>934,296</td>
<td>1,040,107</td>
<td>233,621</td>
<td>331,597</td>
<td>52,387</td>
<td>2,593,833</td>
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<td>2011</td>
<td>947,825</td>
<td>857,321</td>
<td>258,166</td>
<td>351,852</td>
<td>107,938</td>
<td>2,445,722</td>
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<td>2012</td>
<td>981,497</td>
<td>863,933</td>
<td>238,104</td>
<td>329,326</td>
<td>63,950</td>
<td>2,488,023</td>
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<td>2013</td>
<td>1,008,243</td>
<td>862,479</td>
<td>252,108</td>
<td>303,944</td>
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<td>2,521,621</td>
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<tr>
<td>2014</td>
<td>1,018,559</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2,526,009</td>
</tr>
</tbody>
</table>

Ferry Operating Expenses and Revenue

- **Total Operating Expenses**: $1,852,079-$2,526,009
- **Ferry Rev. w/o Road Fund**: $891,737-$1,648,000
- **55% of Operating Expenses**: $1,018,643-$1,389,300

Ferry Income and Expenses

- **Total Operating Expenses**: $1,852,079-$2,526,009
- **55% of Operating Expenses**: $1,018,643-$1,389,300
- **Fare Revenue**: $663,803-$1,500,000
- **State Grant Revenue**: $159,143-$145,000
- **Interest and Other Revenue**: $68,791-$3,000

Ferry Fund Data

- **Vessel Ops. Salaries & Benefits**: $893,690-$1,008,243
- **All Other Vessel Operations**: $520,159-$904,251
- **Ferry Administration**: $198,146-$252,108
- **Gooseberry facilities**: $115,506-$287,141
- **Island facilities**: $124,578-$107,938

*This number is from the packets for 2012 and 2013; some vary by a few thousand dollars from the detailed accounting sheets whose totals are shown in the upper table.*

Harper 9/17/2014