



SKAGIT COUNTY

DEPARTMENT OF PUBLIC WORKS

GUEMES ISLAND FERRY



OPERATIONS MANAGEMENT ANALYSIS

Prepared by:



| BERK & ASSOCIATES |

and Richard Kiesser

March 2003

FINAL REPORT

SKAGIT COUNTY

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SECTION I

INTRODUCTION: PURPOSE AND SCOPE OF PROJECT

In late 2001 the Skagit County Public Works Department commissioned an Operations Management Analysis of the Guemes Island Ferry operation. The County requested a comprehensive review of Ferry operations, planning, management and policies, including four key components: a systems overview; analysis of existing conditions; operations assessment and recommended improvements, and a report containing findings and recommendations.

Scope of Work

The County retained the team of Berk & Associates/Richard Kiesser to conduct the project, and work began in April 2002. Operations management and governance issues to be assessed were identified as follows:

- Public Works Department management structure and interaction with Ferry staff;
- Staff interaction with customers;
- Customer interactions with management;
- Role of the current management structure in meeting the needs of the staff and public;
- Role for the Ferry Manager and process for communicating Ferry issues;
- Role for the Ferry Committee and process for communicating Committee issues and recommendations;
- Role of the Board of Skagit County Commissioners;
- Role of existing personnel policies and Inland Boatmen's Union contract operations;
- Role of existing resolutions in Ferry operations;
- Adequacy of the schedule, and its impacts on Ferry operations; and
- Role of the existing crew members and process for communicating issues.

Tasks conducted for the project included:

1. Data collection and review of policies, management documents and correspondence to assess Ferry System funding, staffing, governance, management structure and customer/ridership characteristics;
2. Review of the Skagit County Transportation System Plan and the Guemes Island Ferry Capital Facilities Plan 2001-2015;
3. In-person and telephone interviews with Public Works Department managers, the current and former Ferry Managers, the eight full-time Ferry System employees, the three County Commissioners, the County Administrator, the five members of the Ferry Committee, representatives of the Guemes Island Property Owners Association (GIPOA) and the Fire District, the publisher of the *Guemes Island Evening Star*, and a labor representative – the Union Patrolman for the Inland Boatmen's Union.

4. Review of the *Skagit County-Guemes Ferry Vessel Operating Procedures and Policies Manual*, review and assessment of procedures and practices related to the vessel; and Ferry maintenance planning;
5. Review of Ferry training requirements, practices and issues;
6. Review of Ferry Committee history, correspondence, and issues;
7. Review and documentation of Guemes Ferry policy resolutions approved by the County Commission (1979-present);
8. Review of the Ferry schedule, its impact on operations and related issues;
9. Preparation of draft and final customer survey instruments;
10. Conduct of a customer survey mailed to approximately 900 Guemes Island property owners and made available to Ferry customers at the Anacortes Terminal and the Guemes dock;
11. Tabulation and analysis of survey findings and comparison of these findings to the 2001 survey administered by GIPOA; and
12. Conduct of a comparative survey of policies and practices in place in the State's other three County-operated ferry systems.

Overview of Presenting Issues to be Addressed

In the course of this study, many perspectives were voiced by management and stakeholders on a broad range of Ferry operating and management issues. The one area in which there was broad agreement was that the County provides good, safe, and reliable Ferry service. As one interviewee commented: "they do a lot with one small boat."

However, despite the Ferry System's record of operating performance and what is acknowledged to be high levels of customer satisfaction, the Ferry operation has experienced a number of recurring incidents and problems, some of which have been reported in the media and all of which involve significant and unplanned management time and attention. In some cases, these incidents involve unplanned County Commissioner time and attention to Ferry management issues.

Ferry operations management issues identified for assessment in this study include both internal and external management challenges:

Internal Issues

- A perception that there is a high level of employee grievances and currently unresolved grievances.
- Instances of disagreement and discord among the crew.
- Recurring issues and questions about crew pay, particularly overtime pay.
- Management time and resources required to address and resolve the issues identified above.

External Issues

- Incidents and conflicts with customers at the dock revolving around crew authority, sailing times, extra sailings and related issues.
- Concerns and criticisms voiced by the Ferry Committee about a range of operational management and policy issues.

- Customer and Ferry Committee complaints to the County Commissioners about particular incidents and Ferry management generally.
- The role of County Commissioners in addressing customer and Ferry Committee issues.

Issues Not Addressed in the Report

Several important Ferry management and planning issues were not included in the scope of work for this analysis. These issues include:

- As directed by the Public Works Department, Ferry tariffs and Ferry System finances were specifically excluded from this study, and no findings or recommendations are made on Ferry ridership or tariffs. Ferry rates and discount policies were mentioned by customers in the survey, and these comments are recorded in the Management Analysis Customer Survey Findings section of the report.
- Making the M/V Guemes and Ferry facilities more accessible and user friendly for pedestrians was not a focus of this report. It was however, a major theme expressed during the review period for the Draft Report. Multiple comments were received from citizens regarding the need to improve walk-on passenger access and capacity, and the associated need to expedite acquisition of land to develop a parking facility in Anacortes, and secondarily, on Guemes Island. These comments are contained in Attachments I and J of this Final Report.
- Similarly, several comments were received regarding the relationship between the Ferry Management issues discussed in the report, and growth management issues for Guemes Island. This topic was not part of the scope of work for the project.

Overview of Report

This report contains ten major sections. In addition to the Introduction, the sections are:

- Systems Overview: Service Provided and Policy Framework
- Employee Interviews and Assessment
- Management Analysis Customer Survey
- Comparative County-Operated Ferry Survey
- Ferry Operations Assessment
- Ferry Schedule Assessment
- Management and Governance Assessment
- Ferry Committee Assessment
- Summary of Recommendations

Attachments in the Report. Copies of the Management Analysis Customer Survey form, tabulations and written comments are included as attachments, along with the 2001 GIPOA Survey form, tabulations and respondent comments. Other attachments include a 1993 Rules of Operation Memorandum from Skagit County Public Works, the October 2002 Guemes Island Ferry Schedule, a summary and listing of all public comment received regarding the Draft Report, the January 30th community meeting comment form, and overview of potential approaches to citizen advisory committees and of public participation techniques.

SECTION II

SYSTEMS OVERVIEW: SERVICE PROVIDED AND POLICY FRAMEWORK

Overview of Service and Ridership Growth

The M/V Guemes has a capacity of 22 vehicles and 99 passengers; three crew members are required to staff the vessel. The Skagit County Public Works Department provides round-trip services from Anacortes to Guemes Island operating the Ferry from 6:30 a.m. to 6:00 p.m. Monday-Thursday, from 6:30 a.m. to midnight on Friday and Saturday, and from 7:00 a.m. to 10:00 p.m. on Sunday. This sums to 6,500 regularly scheduled crossings per year, including 17 daily roundtrips Monday-Thursday, 23 roundtrips on Friday, 18 on Saturday and 16 on Sunday. In addition to this service, the vessel makes specially scheduled runs to accommodate off-Island public meetings and events, and is also available for chartered, non-scheduled Ferry service. Special and emergency medical service is also provided on an as-needed basis.

As documented in the *Guemes Island Ferry Capital Facilities Plan 2001-2015*, in the past two decades the Guemes Island population has grown and Ferry System ridership has increased significantly. Exhibit 1 below presents the comparative statistics for 1980, 1990 and 2000 vehicles, walk-on passengers and non-paying passengers (defined as school buses and children under age six).

Exhibit 1
Ridership Composition and Growth: 1980-2000

	Ridership Composition				Change Since 1980			
	Vehicle/ Driver	Walk-on Passengers	Non-paying Passengers	Total Ridership	Vehicle/ Driver	Walk-on Passengers	Non-paying Passengers	Total Ridership
1980	43,429	49,778	12,785	105,992				
1990	71,874	59,729	11,527	143,130	65.5%	20.0%	-9.8%	35.0%
2000	106,410	86,862	8,604	201,876	145.0%	74.5%	-32.7%	90.5%

Source: *Guemes Island Ferry Capital Facilities Plan: 2001-2015*

Note: Vehicle/driver amounts do not include vehicle passengers who ride onboard in a vehicle. The Walk-on passenger amounts most likely include Vehicle Passengers, except the driver of a vehicle.

As Exhibit 1 shows, Ferry ridership has increased from approximately 106,000 riders (including 43,430 vehicle/drivers, 49,800 walk-on passengers and 12,785 non-paying passengers) in 1980, to 201,876 riders in 2000 (including 106,410 vehicle/drivers). This represents a 90.5% increase in total Ferry ridership and a 145% increase in the vehicle/driver category during the period. This ridership translates into a total of 4.3% annual growth for the two decades: 6.9% growth in the vehicle/driver ridership category and 3.5% growth in walk-on passengers.

The 2001 Capital Facilities Plan notes that: "Actual total ridership on the Guemes Island Ferry system in the year 2000 has exceeded the highest 2005 growth projections in the 1991 Capital Facilities Plan...." and "if growth trends continue, it may create capacity issues for the Ferry."

Policy Plans and Framework

The guidelines for policy planning, service delivery and funding for Guemes Ferry operations are defined in the Skagit County Comprehensive Plan's Transportation Element. The goals, objectives and policies are identified in Chapter 9, Transportation Element Objective 8, Policies 9A-8.1 -- 9A-8.7. The Skagit County Commissioners have adopted this Plan as the framework for the delivery of service through the Resolution process. The seven Ferry service policy objectives delineated in the Comprehensive Plan are:

- 9A-8.1** The County encourages the provision of adequate street, highway, and road facilities to accommodate traffic to the Ferry terminals in Anacortes.
- 9A-8.2** To meet future increases in demand, the County shall increase service capacity of the Guemes Island Ferry by: (a) encouraging car-pooling and walk-on passengers; (b) increasing the frequency of Ferry runs based on demand; and (c) considering additional Ferry capacity if the aforementioned procedures fail to accommodate demand.
- 9A-8.3** In making all decisions related to the Guemes Island Ferry, the County shall balance the needs of the Island residents, the non-resident property owners, and the County citizenry as a whole.
- 9A-8.4** The County shall work with the City of Anacortes, property owners, and residents on Guemes Island to develop adequate parking areas.
- 9A-8.5** The County shall continue to provide safe and adequate Ferry service between Anacortes and Guemes Island, and a fare structure designed to recover as much operating cost as practical from the users.
- 9A-8.6** The County supports the State's continued provision of Ferry service to and from Anacortes-San Juan Islands-Vancouver Island, B.C.
- 9A-8.7** The Regional Transportation Planning Organization should establish level of service standards for Ferry service.

Skagit County is also required by law (RCW 36.54 and 36.81) to prepare 14-year and 6-year long range plans for capital improvements for all major elements of the Ferry System. To meet requirements of the State's Growth Management Act, the first Guemes Island Ferry Capital Facilities Plan (CFP) was adopted by the County in 1991. In 1997, the County's Transportation System Plan provided an update of Guemes Island Ferry operations, and this information was included in the Transportation Element of the 1997 Skagit County Comprehensive Plan. The Guemes Island Ferry CFP 2001-2015 is intended to serve as a "guiding document that examines existing conditions and projects required long-range improvements and anticipated revenues and expenditures for the Ferry

System." The CFP 2001-2015 provides Guemes Ferry facility and management recommendations, as documented below.

Guemes Ferry Facility Recommendations: *Guemes Island Capital Facilities Plan: 2001-2015*

- **M/V Guemes Capacity.** The M/V Guemes has adequate vehicle capacity to accommodate vehicle and passenger demand between 2001 and 2015, although a key to this capacity is the County's ability to influence Ferry user behavior by encouraging customers to shift from vehicles to walk-ons. If the County's efforts are successful, the M/V Guemes will continue to provide an efficient level of service. If the County is unsuccessful in converting vehicle trips to passenger trips, then additional measures will need to be taken, although the cost of a "mid-body" extension of the Ferry is not warranted during 2001-2015.
- **Parking Facilities.** Adequate parking facilities on each side of Guemes Channel are essential for the County to be successful in its efforts to convert vehicle trips to passenger trips. Skagit County Public Works is currently proceeding with the Guemes Ferry Parking Facility in north Anacortes with expected completion in 2002. This should provide adequate parking near the Anacortes Terminal for the remainder of the planning period. In addition, the County should require Ferry staff to park personal vehicles in this new parking lot, locate all ADA parking next to the terminal building, and convert the parking next to the Anchor Cove Marina fence into a second auto-staging lane. These facility improvements can be funded with existing revenues. An additional, long range option available to provide more parking near both terminals is to purchase land nearby as it becomes available. More parking for Ferry users would provide greater incentive for riders to walk-on the Ferry. A good faith effort should be made to secure and develop additional parking facilities as the opportunity to do so arises.
- **Anacortes Ferry Terminal.** The Anacortes Terminal is in good condition and is adequate for the current ridership. If the County is successful in its efforts to convert vehicle trips to passenger trips, however, there will be a need to expand the existing terminal building. The County should begin to identify possible methods for expanding the current terminal building and possible initial funding sources.
- **Guemes Ferry Terminal.** Guemes Island passenger waiting shelter is in poor condition and is inadequate for the current ridership. The County should study the feasibility of locating a new Ferry terminal west of the current passenger waiting shelter and seek funding sources to replace the existing shelter.
- **Ferry System Structures.** The supporting structures for the Guemes Island Ferry, such as dolphins, wing walls, and transfer spans are generally in good condition and should be adequate during the 2001-2015 planning period. Normal maintenance and repairs will be required and can be funded with existing revenue sources.

- **Public Transit.** Skagit County supports the efforts and public transportation service provided by Skagit Transit (SKAT) on Bus Route 410 to the Anacortes Terminal for the Guemes Island Ferry. The County should encourage SKAT to continue to provide high quality public transportation service on Bus Route 410 and coordinate bus service to the peak hours of Ferry ridership. The County should also encourage SKAT to provide bus shelters at the Anacortes Ferry terminal. Future plans to expand the Ferry terminal should include easy access to public transportation.

In addition, the County should study the feasibility of providing public or private shuttle bus service on Guemes Island to serve walk-on passengers traveling to Guemes Island. Availability of transportation on Guemes Island has the potential to provide a great incentive for people to ride the Ferry as walk-on passengers rather than as vehicle drivers.

Ferry System Management Recommendations: *Guemes Island Capital Facilities Plan: 2001-2015*

- **Increasing Scheduled Ferry Crossings.** The M/V Guemes currently operates on demand in that it already carries vehicles and passengers during non-scheduled times. This allows the Ferry System to operate in a flexible, efficient, and cost-efficient manner, by providing additional capacity when needed most. The County should continue to operate the Guemes Island Ferry in this manner; any changes to this approach should be reviewed by Public Works in conjunction with the Guemes Island Ferry Committee.

Additional vehicle capacity can be gained by increasing the number of scheduled Ferry crossings, and the County should closely monitor ridership to analyze where and when additional scheduled crossings should be offered. If the County adds scheduled crossings to the current Ferry schedule, it should do so only on a seasonal or limited basis and only when warranted.

- **Encouraging Car Pooling and Walk-on Passengers.** The County currently encourages Guemes Island Ferry users to carpool and share rides. Once the new parking facility in Anacortes is available, the County should step up its efforts to encourage carpooling and ridesharing. Low cost educational efforts, such as brochures and public address system announcements, to highlight the benefits of reducing vehicle trips should be pursued. If basic measures such as these are not successful in reducing vehicle trips, the County may want to pursue measures to provide financial incentives for walk-on passengers, such as changes in pricing policy.
- **Pricing Policy.** Pricing policy is a TDM strategy that Skagit County can and has used to provide an incentive for Ferry users to ride the Ferry as walk-on passengers rather vehicle drivers. The Skagit County Comprehensive Plan Transportation Element Policy 9A-8.5 specifically states *"The County shall continue to provide safe and adequate Ferry service between Anacortes and Guemes Island, and a fare structure designed to recover as much operating cost as practical from the users."* The intent of these policies is to provide adequate Ferry service to Guemes Island in a financially sustainable manner, if possible.

If past and current growth trends continue, vehicle demand for the M/V Guemes is projected to outpace walk-on passenger ridership over the next 15 years. Skagit County should study the fare structures and pricing policies of other vehicle ferry systems, such as Pierce and Whatcom Counties, and the Washington State Ferries. Skagit County should use pricing policy as a tool to provide incentives to reduce the vehicle demand on the M/V Guemes and to recover as much operating cost as practical from Guemes Island Ferry users. Skagit County should use pricing policy in conjunction with other TDM strategies, such as public transit.

- **Automated Ticketing System.** Skagit County should implement an automated ticketing system for the Guemes Island Ferry that will reduce labor and efficiently collect Ferry ticket sales and ridership statistics electronically. This will allow Public Works to instantaneously analyze ridership trends and examine financial information for the Guemes Island Ferry.
- **Ridership Monitoring and Analysis.** Skagit County should actively monitor Ferry ticket sales and ridership statistics in order to analyze vehicle demand and implement measures to address increased demand. This will allow Public Works to continue to provide responsive and effective administration and management of the Guemes Island Ferry System.

Guemes Ferry Resolutions

A summary of resolutions adopted by the Skagit County Board of Commissioners related to the fare and schedule policies is presented in Exhibit 2 below.

Exhibit 2 Summary of Skagit County Commission Resolutions

Year	Resolution/Topic	Policy Issues on the Guemes Ferry
January 23, 1979	7816 Fare policy	Fares based upon 85% Operations Costs (average of 2 years actual + 2 years estimated operating and maintaining ferry boat and dock facilities) = Gas Tax + Fares (2 years actual + 2 years estimated)
February 27, 1979	7858 Fare policy	Fares based upon Operations Costs X 85% = Gas Tax + Fares: Auto 3.50/1.25
March 13, 1979	7881 Fare policy	Special Trip Fares adoption
June 3, 1980	8441 Fare policy	Special Trip Fares adoption
June 22, 1981	8922 Fare policy	Truck Rates & Special Trip rates
December 14, 1982	9518 Fare policy	Fares + Fuel Tax + Ferry D Fund = (Wages+Benefits+Fuel+Insurance)*100%
October 25, 1983	9837 Schedule change	Request from Island parents for schedule amendment adjusting 2:30p.m. departure to 2:40p.m.; making the 3:30p.m. departure subject to arrival of District school bus; and establishing student loading priority on said departures
June 12, 1984	10103 Schedule change	Reverting Resolution 9837 2:40p.m departure back to 2:30p.m.
February 21, 1985	10377 Schedule change	Request from Ferry users for schedule amendment changing Friday after 6:00p.m. schedule as follows: 6:00p.m., 7:00p.m., 8:00p.m., 9:00p.m., 10:30p.m. and 12:00a.m.
December 30, 1985	10695 Fare policy	25 trip frequent user passage cards issued by calendar quarter
January 20, 1986	10725 Fare policy	Rescind 10695 as a result of a public hearing - 90 day expiration changed to one year
February 3, 1986	10741 Fare policy	Auto 4.20/4.50 1.50/1.60 - Vehicle Commuter 90 days/Passengers Commuter 1 year
February 27, 1989	11939 Fare policy	Fares + Fuel Tax + Ferry D Fund = (Wages+Benefits)*88% + (Fuel+Insurance)*100%
March 6, 1989	11951 Fare policy	Old rate/new rate: 4.50/5.20 (car & driver) 1.60/1.85 (car & driver frequent user) 1.00 Peak Surcharge

July 10, 1989	12124 Fare policy	Motor Home Surcharge
October 15, 1990	12681 Schedule change	Request from Ferry Committee for schedule amendment adding 1:30p.m. & 4:30p.m.
October 22, 1990	12693 Schedule change	Resolution 12681 schedule changes until June 1, 1991 trial basis.
August 10, 1992	14437 Schedule change and fare policy	Resolution 11951 fares and special fares, 12693 Departure schedule, rescinded and passenger fares and departure times are adopted by 14437 Auto 5.20/5.25 1.85 120 days vehicle commuter card
April 6, 1998	17393A Fare policy	Amendment of Resolution 14437 to include a fare for permanently disabled passengers

Source: Skagit County

SECTION III

EMPLOYEE INTERVIEWS AND ASSESSMENT

Introduction

In order to obtain input from Ferry employees about how the system is working, including where it is working well and potential areas for change or improvements, in-person interviews were conducted in April 2002 with the eight full-time Ferry crew members. As specified in the project's scope of work, issues related to the existing management structure; the role of crew members; the process for communicating issues; Ferry policies; training requirements, practices and issues; and staff interaction with customers were discussed. Specific interview questions posed and topics discussed are as follows:

Management Structure

- How would you assess the role of the current management structure in meeting the needs of staff? In meeting the needs of Ferry riders?
- How would you assess the adequacy of the Ferry schedule, and its impact on Ferry operations?
- What is your current supervisor's title, and what are your supervisor's functions?
- How frequently does the Public Works Director visit the work site and vessel?
- How frequently does the Assistant County Engineer visit the work site and vessel?

Role of the Existing Crew Members

- What do you consider to be the biggest problem with the Ferry operation AND what do you consider to be the best thing about the Ferry operation?
- How involved are you in the development of the procedures affecting your job?
- What types of decisions are you expected to make during a typical day at work?
- What would you do if you had complete power to change any and all parts of the organization?

Process for Communicating Issues

- What process do you use to provide input to your supervisor for the following related topics?
- How do you receive feedback when you provide input to your supervisors? How long does it take for you to receive the feedback?
- When do you believe it is appropriate to bypass your supervisor and why?
- When do you believe it is appropriate to contact the Commissioners and why?

Ferry Policies

- What should be the County's highest priorities in operating the Ferry?
- What do you think the Commissioners responsibilities are in setting policy?
- How are policy decisions made within your organization and what effect do they have in development of the Procedures?
- Do you have access to the organization's policy and procedures?
- How are changes in policies or procedures communicated to you?

Training Requirements, Practices and Issues

- What kind of training do you receive related to your job and how frequently does it occur?
- What type of training do you believe needs to be offered?

Staff Interaction with Customers

- Do you have a job description for your position, and what is it?
- How often do you interact with the Ferry Committee and what are the circumstances when you do?
- What guidelines do you have for providing Customer Service to Ferry patrons?
- Do you any have suggestions for questions to ask the public in the community survey?

Summary of Employee Interview Findings

Summary interview findings from the crew interviews are provided below:

Management Structure

How would you assess the role of the current management structure in meeting the needs of staff? In meeting the needs of Ferry riders?

- Management is too involved in daily operations. Need to allow staff to do their job and management should provide guidance.
- There is a lack of a structured forum for meeting and addressing issues with the customer, managers and staff.
- There is a lack of understanding by the Public Works department of what it takes to manage a marine system. The County shop in Burlington is very responsive when called to assist; however non-safety items and shoreside facilities for the Ferry don't appear to be a priority within the overall County program.
- The structure is unclear. The Ferry Manager should serve as the liaison between Public Works and the Ferry crews. Communications of policies in the past have occurred by memo. Most decisions made at the Ferry are based upon past practice and there is a lack of written policy so crews are uncertain how to respond to questions asked about policy requirements.

- Too many layers of management. Management is unresponsive and it is unclear who is responsible for what within the current management structure.
- It feels like the Ferry operations is a stepchild within the Public Works program. They understand driving trucks and doing road maintenance but lack experience in management of a marine operation.
- The process gets held up somewhere between the Ferry Manager and the current management structure. Crews don't know if the Commissioners are getting all the information or if there is accurate representation of the facts when members of the Ferry Committee meet directly with the Commissioners, instead of working through the Ferry Manager and staff.

How would you assess the adequacy of the Ferry schedule, and its impact on Ferry operations?

- It provides good service to the customer; however, the number of additional trips is increasing. The best that can occur are two trips within the 30-minute schedule. Since the vessel is making more trips, the crews need to go to 8-hour days, 13.5 to 14-hour days are too long.
- An increase in unscheduled trips and changes in the Purser's reconciliation activities require crews to work more than the Certificate of Inspection (COI) limited 12 hours. Due to the increased activity, crews are getting tired and should not be working beyond 12 hours.
- The expectation that triple runs can be delivered is unrealistic. Due to the increased security procedures for the Pursers with handling of tickets and the money, double runs are the limit.
- The number of extra runs is increasing. The 12.5-hour day ends up being 13.5 hours. Two trips can be delivered, however, a third trip can only be accomplished when a person is left on the dock to collect money and sell tickets to drivers and passengers.
- The current schedule does not meet the demand. Trips are needed before 6:00 a.m. and after 6:00 p.m. in the summer.
- There is demand for additional service in the evening; other runs are not full.
- The current schedule meets the demand most of the time. As demand increase, the future impact needs to be assessed and changes made to help meet the impacts.
- Increased demand has resulted in additional unscheduled trips and is increasing the need to work more than 12 hours per day. A 12.5-hour day is too long when making additional trips. At a minimum, shorter work shifts need to be created for the summer schedule.

What is your current supervisor's title, and what are your supervisor's functions?

- Manager. Develops the budget, orders parts, signs work schedules, (Senior Master creates the monthly work schedule, a source of contention with some staff), dispatches call out of employees.
- Manager. Develops the budget and orders parts. The Manager should create the Monthly crew schedules instead of the Senior Master. In the past, the Manager created the schedules and was viewed as neutral party in developing the schedules.
- Manager. Relies upon the Senior Master too much.
- Ferry Manager. Should be the thread between the Ferry crews and management by communicating the needs for the Ferry System.

- Ferry Manager. Develops the budget, schedules and coordinates haul outs for the Ferry, provides problem resolution and should be the liaison between the Ferry crews and management.
- Ferry Manager. Develops budget, delivery of items from Public Works. Needs to spend more time with all the employees not just a limited number of Masters. Should be at the terminal more often and available for staff.
- Ferry Manager. Should develop crew schedules, be a liaison between the Ferry Committee and Ferry crews, discipline employees, evaluate employees and act as a buffer to help employees deal with the system.

How frequently does the Public Works Director visit the work site and vessel?

- Have not seen the Public Works Director.
- Once or twice.
- Three times.
- Once in three years during a crew meeting. Management doesn't understand the operations.
- Once.
- Once or twice per year. (Two responses.)
- Three times per year.

How frequently does the Assistant Engineer visit the work site and vessel?

- Never have seen the Assistant Engineer.
- Three or four times.
- Three times.
- Have not seen the Assistant Engineer.
- Can't remember when the last time the Assistant Engineer was observed at the Ferry.
- Once or twice per year.
- About six times this year due to needing to deal with the security of the tickets and money.
- Four or five times per year.

Role of the Existing Crew Members

What do you consider to be the biggest problem with the Ferry operation AND what do you consider to be the best thing about the Ferry operation?

- Not sure what is the biggest problem. Enjoys working with co-workers.
- The Senior Master has created more problems that it has solved. Co-workers need to learn how to get along with each other and work together. Enjoys the marine environment.
- The Ferry Committee's expectation of how service should be provided, change over in Public Works Directors, Assistant Engineers, Commissioners and Managers. The Senior Master. Enjoys working with the public.

- Lack of management taking the time to be available to the staff. Information needs to be made available to staff in writing instead of relying upon the information being passed on verbally. The policy and procedures for the gun policy has not been received to date, and when asked where the policy was, reference was made to the article in the Skagit Valley Herald as the policy.
- Communications with management, need for clearly defined policies, guidelines for employees, leadership, honesty in relationships, realistic approach to operating a marine system, a program for addressing personnel issues and fair and equal treatment of all employees.
- Very busy, demand is greater than the available service. Difficult to consistently stay with scheduled sailings during the half scheduled service. Knowing that you are providing a useful service. Enjoys the personal attention they can provide to customers.
- The biggest problem is with the current management structure and the attention to day-to-day issues. Inconsistency in resolving issues. Enjoys working with the public and being a representative of the County.
- Doesn't know. Customers appreciate the extra efforts to help them.

How involved are you in the development of the procedures affecting your job?

- As needed.
- Ferry crews have been provided an opportunity to review and provide input for the new policy and procedure manual.
- When given the opportunity, develop procedures and document systems.
- Usually not involved. Most recently Ferry staff has been involved with input for time cards, trip counts and the ticket and cash reconciliation process. Comments made for these changes are often not considered since it appears that there is lack of understanding of how it is needs to work in the field. It took six weeks of working with Accounting until an understanding of what was needed for the reconciliation report.
- Usually not involved.
- Sometimes not at all. Input on procedures development appears to be ignored. Comments on forms were provided but were not included in the revisions. Once the Accounting Department was contacted directly an understanding was developed as to what changes were needed, which resulted in a better form. The County discontinued crew meetings about six months ago. Since that time nothing has been implemented to replace this opportunity to address operational issues.
- Not always involved. Has participated in revisions for the reconciliation process. The new process adds 40 minutes to the day to do the required close steps.

What types of decisions are you expected to make during a typical day at work?

- Understands the requirements of the positions and makes appropriate decisions.
- Daily decisions related to safety of the passenger and crew, timely delivery of service and vessel loading.
- Relies on the direction from the Master to respond to requests that need attention.
- Customer service, safety enforcement, vessel loading.
- Customer service, disagreements with crews, purser activities, general public.

- Assist in the loading of the vessel, vessel safety, customer service, accommodating customers who have no money and making sure things run smoothly and on time.
- Trying to be all things to all people is difficult and being ready to respond to the unknowns. Must use judgment when confronted with circumstances that require a decision to keep the system working.
- Loading/unloading vehicles and passengers, selling tickets and assisting in maintenance of the vessel.

What would you do if you had complete power to change any and all parts of the organization?

- Not sure.
- Create 8-hour day schedules for crews, expand the operating day to accommodate the increase in demand, create a forum for customers, crew, managers and Commissioners to meet. Increase training for crews.
- Develop an environment where staff work together as a team.
- Complete a top-down review of the management structure, develop a team working environment where all employees are part of the team, hire people and train them prior to the peak time (when there is no time to properly train them), let people know where they need to go if they have a problem and develop an open line of communications between management and the employees.
- Schedule a ticket seller fulltime to sell tickets, provide customer service, address the schedule impact created by the additional cash and ticket process. Management needs to have the experience of delivery of transportation systems and not just regulatory oversight. Develop a parking management program that is supported by the County for managing the parking lots at the terminals.
- Eliminate the Senior Master position. Problems have been created by having this position create the work schedules; it should be the Ferry Manager's responsibility. Employees don't know who to contact when addressing issues. Just to work on the reconciliation sheet had to get permission to contact the Accounting people from the Ferry Manager.
- Create a program to address interpersonal relationships. Create a management team that would handle issues and one that is firm, fair, friendly and factual.
- Operate the scheduled service until 10:00 p.m. daily and eliminate the 12-hour shifts. Establish two watches per day.

Process for Communicating Issues

What process do you use to provide input to your supervisor for the following related topics?

- | | |
|---------------------------|--|
| 1. Safety items | 4. Work scheduling/dispatch |
| 2. Customer service | 5. Training needs |
| 3. Co-worker interactions | 6. Improvements in delivery of service |

- Input is usually verbal communication to the Manager. (Three responses.)
- Has not been asked for input.
- Input is verbal. Relying more on using e-mail to document and provide input for safety items. Non-skid material on apron has been requested, but there has been no response to the request.
- Input is verbal, sometimes by phone. Relying more on e-mail. Response can range from none to immediate. Get the feeling that it is viewed as just a "crew person" and input has no value. Requests have been made for non-skid materials but it doesn't appear to be a priority since nothing has happened to correct this safety item.
- Verbal, face-to-face. The Senior Master creates the work schedules.
- Verbal, face-to-face. Seldom is anything documented in writing.

How do you receive feedback when you provide input to your supervisors? How long does it take for you to receive the feedback?

- Responses to verbal input are slow. E-mail responses appear to be quicker and more consistent.
- Usually there is limited to no feedback to crews on the status of suggestions. E-mail is the best way to get feedback, and is usually limited to safety items.
- Verbal, safety items are responded to immediately, non-safety items are seldom responded to.
- If input is made verbally there is seldom a response, lately relying upon e-mail so it is documented, and then there is usually a response.
- Feedback is usually verbal and can take nine months to receive an answer. Since the Senior Master position was implemented, the only staff that receive feedback are those who are scheduled to work the same day as the Senior Master. Relying on e-mail more to document issues and receive feedback. Evaluations are based upon hearsay and not actual observations by the Ferry Manager.
- Seldom get feedback. Not sure if the problem is with the Manager delivering the information or if the management above is just not responding.
- Usually verbally and face-to-face.
- Verbal, face-to-face, on the phone and by e-mail.

When do you believe it is appropriate to bypass your supervisor and why?

- You shouldn't do it, and has not seen the need to bypass.
- Issues should be resolved by the Supervisors of the day, the Master, and there should be no need to bypass the Master.
- Shouldn't occur.
- When a request is made and there is no response, there is no other choice then to go to the union with labor issues.
- If there is a good structure it is not necessary to bypass your supervisor. If your input is not being considered by your manager you have no alternative but to move it up the chain of command.
- If the manager is the problem, then issues that need to be resolved need to be made known to a higher level of management.

- Should follow the chain of command and deal directly with the supervisor for issues.
- If an issue is not addressed by the manager, then the issue goes to the union.

When do you believe it is appropriate to contact the Commissioners and why?

- You shouldn't do it, and has not seen the need to contact the Commissioners.
- This should not be necessary and shouldn't occur.
- Shouldn't occur. Only Commissioner he has seen visit the terminal and Ferry was Commissioner Hart.
- Should follow the chain of command, shouldn't go the Commissioners.
- When the management structure fails to address important issues.
- You should not need to contact the Commissioners unless the whole structure is ineffective and that is the only way to get a response.
- Doesn't go to them with issues.
- Should follow the chain of command, shouldn't go the Commissioners.

Ferry Policies

What should be the County's highest priorities in operating the Ferry?

- Providing service to the customer. The County goes beyond what is reasonable. The frequent user rate is too low. At \$1.85 per trip for the 25-trip commuter trip, it is only \$.60 more than a passenger rate, people use their vehicles instead of walking on. As an example, people have driven on at Guemes, go over to Anacortes, go buy a paper in the paper box at the terminal, and turn around to go back to Guemes.
- Providing safe, reliable and timely service to the customer.
- Providing reliable service to the public.
- Safety and service to the customer, listening and responding to the staff.
- The County should be planning for the future and addressing the requirement of modernizing the system. The current ticketing system doesn't allow the three trips that are perceived by the Ferry Committee that could be delivered. The 12-hour U.S. Coast Guard rule needs to be observed.
- Move the public in a safe and timely fashion.
- Planning for the future. The need for a ferryboat will always exist unless the County plans on building a bridge. Knowing what the County plans to do to provide service within the next 10 to 15 years needs to be defined.
- Public service, safety, smooth operations and operating like a business. There has not been any significant increase in the fare in the past 14 years and this needs to be assessed and included in the long-range plans for providing service for the future.

What do you think the Commissioners' responsibilities are in setting policy?

- Not sure.
- The Commissioners have ultimate authority in setting and interpreting policies. The crews follow the policy, however, they are never sure if the Commissioners will back them up when they affect a customer and the customer complains to the Commissioners about the application of the policy. No gathering of the facts appear to be done by the Commissioners before they make their decision about how they will interpret the policy, nor is feedback provided to the crews if the policy has changed.
- The Commissioners are responsible for setting policy. The new policy for guns was first seen in the newspaper before the crews knew that a policy had been created.
- The Commissioners are responsible for setting policy. If the process for input is poor, the output is poor; this occurs when the advice to the Commissioners is not complete when they address policies.
- The Commissioners need to oversee the system and create policy by adoption through resolutions. They need to ensure they have good people in management positions and not micro-manage the system.
- The Commissioners should set policy based upon doing the most good for the most people. They should make sure that policy issues are fully investigated prior to adopting a policy. Input from the Ferry crews is needed so they are aware of who is going to enforce the policy and make it work.
- They need to consider the information from the crews and islanders when setting policies that satisfy the demand for a policy.
- Commissioners have the power to develop governing rules and resolutions for how the system should operate.

How are policies decisions made within your organization and what effect do they have in development of procedures?

- Needs to be a combined effort between the managers and staff.
- Defined problems should be investigated and an opportunity for input from the crews who need to make the policies work.
- The most recent is the State audit report and the response by the County -- changing the procedures and process for controls with the tickets and money.
- Is unsure how it is to be accomplished.
- Policies are created by whomever the last person was that talked to the person creating the policy. The lack of input from employees and consideration of their experience prior to making decision on policies creates uncertainty by the crews, and then they don't know how to answer questions from customers about policies.
- Policies appear to be made as a reaction to an issue and are not proactive; it is usually a rush to stop the noise. The gun policy has yet to be delivered and crews have only been pointed to the newspaper article as the policy.
- It's hard to find a policy and employees rely upon old memos. These need to be updated to ensure employees have the correct information.
- Not sure how decisions are made in the organization. Uncertain as to the involvement of the Director of Public Works with the Commissioners when policy issues are considered.

Do you have access to the organization's Policy and Procedures?

- Yes.
- The current policy manual is a three-ring binder that has past memos and documents from various managers and Public Works Directors. A new manual is currently under development and review. (Two responses.)
- County Employee Handbook and memos, more recently e-mail.
- Does not have access to policy and procedures and has not seen the policy and procedures.
- Access to the County Employee Handbook but no access to the current Ferry Policies and Procedures Manual.
- The system relies upon oral history and past memos. It is difficult to find a policy and know that it's still in effect or what the status is related to the policy and procedure.

How are changes in Policies or Procedures communicated to you?

- Every day by asking questions.
- Usually by a memo and at times verbally.
- Lately by e-mail.
- They are communicated verbally, and usually it is necessary to ask another person what they are when a policy issue comes up since they aren't available in writing.
- Usually verbally.
- Manager tells a person and it is supposed to be passed along to the other Ferry crews. No copies are provided nor is there or a central place for employees to access memos or e-mails that define policy.
- Verbally.
- Policies are changed through resolutions and notification is logged.

Training Requirements, Practices and Issues

What kind of training do you receive related to your job and how frequently does it occur?

- Recently went to Fire School. Monthly Drills for fire systems and items on the checkoff list. (Two responses.)
- Recently, fire extinguisher and customer service training.
- Cash Handling, Orientation, Fire Extinguisher
- Fire Training, Customer Service, Cash Handling & First Aid
- First Aid, Customer Service, Cash Handling, Fire Extinguisher
- First Aid, Fire Extinguisher training. (Two responses.)

What type of training do you believe needs to be offered?

- Leadership training for Masters, conflict resolution
- Leadership training for Masters, conflict resolution, diversity
- Customer service
- Customer service, employees in the work place, development of a new employee orientation training program and evaluation program for new employees.

- Diversity and counseling for dysfunctional work environment, customer conflict resolution
- Safety, diversity, conflict resolution, new employee structured training program. Evaluation process for new employees during probationary period.
- Sensitivity, diversity, conflict resolution
- Development of a new employee orientation program that provides consistent delivery of requirements and training.

Staff Interaction with Customers

Do you have a job description for your position, and what is it?

- Yes – response by all interviewees.

How often do you interact with the Ferry Committee and what are the circumstances when you do?

- Only interacts with the members of the Committee when they travel across on the Ferry. Usually when there are service delivery issues it is one-on-one with individuals of the Committee. (Two responses)
- Doesn't interact.
- Only sees them when they travel on the Ferry.
- Never. Ferry Committee members appear to try and micromanage the system.
- Only sees them when they travel on the Ferry. Unclear as to what the Ferry Committee is supposed to be doing.
- The purpose of the Ferry Committee is not clear and appears to be a moving object.
- Only interacts with the members of the Committee when they travel across on the Ferry. Not sure what the Ferry Committee is supposed to do.

What guidelines do you have for providing customer service to Ferry patrons?

- Understands what is required to provide Customer Service.
- Understands what is required to provide Customer Service, no established guidelines.
- Duane Knapp provided customer service training about five years ago, relies on this training.
- Doesn't have any guidelines, however, treats other people like they want to be treated.
- Doesn't have any guidelines. Believes that you should show respect for people and treat others like you want to be treated.
- Providing the most good for the most people.
- Information from customer service training.
- Sailing schedules available at the dock, signs on the dock informing passengers of crew availability for ticket sales, answering the phone when people call.

Do you any have suggestions for questions to ask the public in our survey?

- A question related to the development of a Ferry Committee that is representative of the Skagit County community, which would include representation from citizens in Anacortes, commercial business and people who live on Guemes. The meetings should be open public meetings.
- Use the questions developed by GIPOA. (Two responses)
- Should the operating day be extended? Should the rates for frequent users be increased?
- Should double trips be scheduled until 7:00 p.m.?
- What is the customer's perception of their safety when riding the Ferry?
- What are the obligations of the customers when using the service?
- What are customer expectations of the crew?
- How much experience should a Master have before they operate the Ferry?
- Perceptions of how long it takes to collect and sell fares?
- Perceptions of how long it takes to load the Ferry?
- Should the crews be allowed a rest and meal break?
- What are the expectations for how long the Ferry needs to operate and the frequency of trips?
- Observations of part-time employee training and impact on operations. Understanding of what the policies are for the using the Ferry and the need to follow directions from the crews.

SECTION IV

MANAGEMENT ANALYSIS CUSTOMER SURVEY

Introduction

As part of the Management Analysis, a Customer Survey was designed and administered in July 2002. The purpose of the Survey was to gauge customer perspectives on Ferry operations and management, the adequacy of the Ferry schedule, how informed customers feel about Ferry activities and issues, and customer priorities for Ferry operations and management. In addition, participants were asked to provide some information regarding property ownership and residency status, frequency of Ferry System use, and were provided the opportunity to offer other comments about the Ferry System.

Designed as an outreach tool, a draft survey instrument was reviewed by the Public Works Department and the Ferry Committee (many of whose comments were incorporated into the final draft). The survey was distributed to 925 Island property owners and made available at Terminal and Island locations. Approximately 150 to 175 surveys were distributed at the Guemes Island Terminal, Anderson's General Store on the Island, and the Anacortes Terminal. A copy of the Management Analysis Customer Survey form is shown in Attachment A.

A total of 492 survey responses were received, for a 45% rate of return. Responses were analyzed as a whole and tabulated in several response categories for comparison purposes. Summary data by response category is shown in Attachment B. Where applicable, results from the Management Analysis Customer Survey were also compared to results of an earlier survey that was conducted by the Guemes Island Property Owner Association (GIPOA) in January 2001.

This Section begins with a discussion of the methodology and assumptions used in the survey design, distribution and analysis. It also contains a summary of overall findings from the survey responses and general comments, and presents a comparison of findings by response categories, including survey distribution method, property ownership/resident status, and frequency of use groups.

Methodology and Assumptions

The Management Analysis Customer Survey was designed to generate the most responses possible from Ferry customers, meet the objectives outlined in the Management Analysis scope of work, and involve stakeholders in the Ferry System.

Survey Design

The scope of the questions on the survey was confined to the purposes of the Management Analysis. The scope of work outlined specific questions that the survey would ask, including:

- How frequently the customer rides the Ferry;
- Areas of importance in Ferry service – what should the County's three highest priorities be in operating the Ferry;
- Assessment of staff-customer interactions;
- Assessment of service and management responsiveness;
- Perceptions of the schedule and system reliability and performance; and
- Level of customer satisfaction with the Ferry operation.

Prior to mailing and distributing the survey, the Ferry Committee, Ferry crew, the publisher of the *Guemes Island Evening Star* and Public Works Department managers were asked to review and comment on the design. These comments informed both the overall design and distribution of the survey, as well as the questions that were asked.

For consistency and where possible, similar questions and similar categories of responses for frequency of travel were used to assure some comparability of data between the Management Analysis Customer Survey findings and those from the Guemes Island Property Owner Association (GIPOA) survey conducted in January of 2001.

The Guemes Ferry has relatively constant ridership throughout the year with a strong seasonal peak in July and August. The Management Analysis Customer Survey was distributed in July in an effort to reach as many Ferry customers as possible.

Survey Distribution

A total of 925 Management Analysis Customer Surveys were distributed via U.S. mail to all known Guemes Island property owners, using Skagit County's property database. In an effort to increase customer access to the survey, approximately 150 to 175 surveys were also distributed at the Guemes Island Terminal, Anderson's General Store on the Island, and the Anacortes Terminal. The two groups of surveys, those mailed to residents and those available for wider distribution, were coded differently to allow for analysis between the two groups of response data.

Respondents were asked to submit surveys to Skagit County by July 22, 2002. The County received and forwarded 492 responses to Berk & Associates for analysis. All responses, including those that were returned after July 22, 2002 were included in the analysis.

During the survey design phase, several stakeholders expressed concern about the survey distribution method and the possibility of duplicate responses. To limit the occurrence of redundant responses, respondents were asked to provide their name, address and other contact information. More than 93% of the surveys were returned signed. One case of multiple survey submissions was noted. In this case, each survey submitted was signed by the same person. The duplicate responses were removed from the analysis, but the other comments provided were included in the analysis (and appear in the Summary of Customer Comments – Attachment 3) because the comments were directed to several different Ferry issues.

It is generally assumed that a survey response represents the answers for one person per survey. Several survey respondents, however, clearly documented their intention to record two separate responses (generally husband and wife) on one survey. These responses were treated as two separate surveys.

When a respondent's answer to a question could not be determined, the result was not tabulated in the response analysis but was recorded with other comments. Despite possible introduction of survey bias due to survey distribution methods, the data provide a firm foundation for assessing customer perceptions of Ferry management and operations.

Data Analysis

Data was organized in a Microsoft Access database and pulled into Microsoft Excel for ease of analysis and presentation of findings. In Access, each possible response was coded numerically. For example, for the first question "Which most accurately describes you?" answers could be coded as one of the following responses:

- "0" for no response to the question.
- "1" for "property owner, full-time resident."
- "2" to indicate respondent is a "property owner, part-time or occasional resident."
- "3" for "renter – full-time resident."
- "4" to indicate "non-resident Ferry customer."
- "5" to indicate that the respondent made an additional comment. This additional comment was recorded in another database location. In this fashion, all comments made throughout the survey were recorded and included in the analysis.

For complex questions where multiple responses were possible, response data was organized into multiple questions. For example, each possible hour for extending the service schedule (Question 5b) was treated as a separate question, becoming a total of 10 questions for the purposes of recording answers with an affirmative or negative response. In these cases, whether an answer was provided to any of the possible questions was also recorded. For example, the number of surveys with any box checked concerning the top three priorities for management of the system (Question 11) was recorded. This value, the number of respondents providing an answer to the question, was used as the denominator in determining the percentage of respondents. Therefore, the data presented represents the number of respondents who view the item to be a priority and not the frequency of responses for an answer. This method allows for minimal interpretation of responses where respondents indicated more or less than the desired three priorities.

Similarly, percentages are based on the number of responses to a question and not the number of respondents. For example, 483 respondents provided an answer to Question 4 regarding satisfaction with Ferry Management. This value was used as the denominator when interpreting response data.

Presentation of Findings

A summary of survey responses is followed by a summary of findings by groups of Ferry customers. It should be noted that the overall results may be skewed by the property ownership/residence status and ridership patterns of most respondents. The perspectives and opinions of these larger groups, representing a large portion of total survey responses, have potentially influenced the summary of findings.

For this reason, responses were tabulated and analyzed by several response subgroups. Responses from the first and second survey question, indicating residence/property status and frequency of use of respondent, were used to categorize responses and compare to the responses in each group and to the sum of responses. In addition, because all surveys were coded to account for the method of distribution, via U.S. mail or distributed at another location, responses were also divided into these two groups. Caution should be used in interpreting these results, as well. Because the perspectives and opinions of non-resident survey respondents represent 4% of the sample and it is unclear whether this is an accurate reflection of the customer base, they may not accurately reflect the opinions and perspectives of all non-resident Ferry customers.

Summary of Key Findings

Most respondents to the Management Analysis Customer Survey received the survey via U.S. mail (81%), were property owners (92%) and reported traveling on the Ferry either two to three times per week, or once a week or less often (70%).

Most customers appear to be happy with Ferry operations and feel a strong connection to the crew. Most respondents feel "extremely satisfied" or "satisfied" with Ferry operations, both in terms of overall service and safety (94%) and the performance and service of the crew (95.5%). There is little variability among the ridership groups, except fewer of those who make daily round trips report the same level of satisfaction with overall service and safety (88%) and performance and service of the crew (89%).

When asked to whom they would take a concern about the Ferry System, almost 3% of respondents wrote in "crew" since the survey did not include "crew" as an option. One respondent suggested that crews could handle operations management in Anacortes. Approximately 6.5% of survey respondents wrote in additional comments regarding their satisfaction with the crew.

Survey respondents had a lot to say. Comments were scattered throughout the survey and were often used to reinforce the respondent's perspective regarding the Ferry crew and schedule. Almost 47% of respondents wrote additional comments and six respondents wrote and attached letters to the survey. A summary of "other" comments provided in response to Question 12 ("other comments") is located in Attachment C.

Ridership is divided regarding service expansion. Almost 53% of respondents (251 people) did not want the schedule to be extended and 45% (215 people) did. Those against extending the schedule favor using it as a growth management or land use tool. Those who want service expanded also added comments, including "reluctantly," "seasonally," "for holidays, specifically," "between the

hours of 11:00 a.m. and 1:00 p.m.", or cite their interest in being able to access school activities or services off-island. Full-time residents/property owners were less likely to favor (38.4% yes) extending the schedule than part-time residents/property owners (49.1%), full-time residents/renters (57.9%), and non-resident Ferry customers (66.7%).

Customers do not feel connected to or informed about Ferry activities by management or the Ferry Committee. Fewer than half of the respondents reported having contact with the Public Works Department or the Ferry Manager. A few hand-written comments reflected an overall uncertainty regarding the Public Works Department's management role in the Ferry System. However, more than 50% were "extremely satisfied" or "satisfied" with the Ferry Manager and 39% recorded the same level of satisfaction with the Public Works Department.

Almost 40% of respondents do not feel informed about Ferry activities and issues by the County and 58% reported that they did not feel adequately informed by the Ferry Committee about Ferry issues. Only one quarter (25%) of respondents feel adequately informed or represented by the Ferry Committee. More than 70% of respondents were aware of the Ferry Committee and 61% felt that regular elections should be held.

Customers seek predictability. Variability of service (crew, Captain, on-time performance) influences customer perceptions of the System. Approximately 2% of all respondents wrote in comments expressing some level of dissatisfaction and several of those who were dissatisfied with the Ferry crew made comments that suggested their level of satisfaction "depends on which crew." There were several comments (in 2% of all survey responses) that reflected a high level of dissatisfaction with one Captain. Some of these comments were related to the perception that captains operate under a different set of rules or at their discretion.

Survey Findings in More Detail

The following section provides a summary of response data and comments provided throughout the Management Analysis Customer Survey. A complete set of the response data by response category is available in Attachment B. In addition, a complete set of "other comments" provided by 47% of survey respondents is available in Attachment C.

Who Respondents Are

- Most respondents (92%) are property owners and either full-time (almost 45%) or part-time (almost 48%) residents of Guemes Island. Another 4% of respondents are full-time residents renting and almost 4% are non-resident Ferry customers.
- More than 70% of respondents travel two to three times per week or, once a week or less often. Most (almost 42%) make 2-3 trips per week. Another 29% travel once a week or less often. Only 20% of respondents make a daily round trip and almost 10% travel on weekends only.

Exhibit 3

Overall Survey Results: Percentage of Respondents by Group

Survey Respondents by Group		Representation in Survey Sample
Distribution Method:		
Mailed Surveys		81.0%
Surveys Picked up at Distribution Locations		19.0%
Property Ownership/Residence Status:		
Property Owners/Full Time Resident		44.6%
Property Owners/Part-time Resident		47.6%
Renters/Full Time Resident		4.1%
Non-Resident Ferry Customer		3.7%
Frequency of Use:		
Daily Round Trip		20.1%
2-3 Trips Per Week		41.5%
Weekends Only		9.7%
Once a Week or Less Often		28.7%

Source: Berk & Associates

How Ferry System Operations and Management are Perceived

- Most survey respondents are "extremely satisfied" or "satisfied" with overall service and safety (almost 94%) and performance and service of Ferry crew (96%).
- The satisfaction level with performance and service of the crew exceeds satisfaction with overall service and safety – 59% of respondents were "extremely satisfied" with performance and service of crew compared to 48% "extremely satisfied" with overall service and safety. Examples of these types of comments are found in 36 (7.3%) of the survey responses:
 - "We have a friendly crew who know their business."
 - "...I also commend the entire Ferry crew, including maintenance, for their consistent and excellent performance of their job. They are personable, responsible and responsive, adaptable, patient..."
- More than half of respondents (54.5%) had no contact with Public Works Department Management and more than 43% had no contact with the Ferry Manager. Most respondents, however, were satisfied – more than 50% were "extremely satisfied" or "satisfied" with the Ferry Manager and 39% recorded the same level of satisfaction with Public Works Department management.

Perspectives on Extending Service – 53% “No” and 45% “Yes” (251 people vs. 215 people)

- Almost 53% of respondents (251 people) feel that the schedule should not be extended and 45% (215 people) feel that the schedule should be extended.
 - Many respondents were emphatic in their response – writing “No, absolutely not” or adding exclamation marks to their “no” in response to the question of extending service. Others offered qualifying comments such as “only if between certain hours.” Several concerns were also cited about the potential increase in cost or change in cost effectiveness or the potential increase in population and growth with more frequent Ferry service. Examples of comments include:
 - “... Extending Ferry service during the week (Monday-Thursday) would have a significant and negative impact on this peaceful atmosphere. Please do not cave in to those wanting to change/increase service for their ‘convenience’.”
 - “Service always provides a ceiling for growth. To maintain our Island lifestyle-impeding growth is highly desirable. No expansion of service.”
 - “Ferry schedule is quite adequate for permanent residents and the smart ones have a car on each side during the summer. Summer people will just have to endure the long lines. They will make it over eventually.”
 - Those who responded in favor of extending service also added comments, including “reluctantly,” “seasonally,” for holidays, or specifically “between hours of 11:00 a.m. and 1:00 p.m.” In several cases, these comments were recorded throughout the survey and often mirrored answers provided in Question 11 regarding Ferry priorities. Other reasons for extending service referenced access to school, church, sports or evening activities in Anacortes or beyond. A few respondents indicated that their work required off-hour schedules that are not accommodated under the current Ferry schedule. Examples of comments include:
 - “Expanded weekday hours would allow for participation in civic and recreational activities that would contribute to the overall economy of Anacortes/Skagit County. Travel is terribly constrained.”
 - “The Ferry hours should not be used as a growth control tool – the Ferry is here to serve the current residents, not to prevent new ones that might or might not want to come.”
 - “Not everyone works a 9-5 schedule, but everyone does work. I have to get a hotel room every night after work because the Ferry doesn’t run.”

Exhibit 4 below describes customer perspectives regarding schedule extension for several response categories. While overall there is no clear indication of preference, it appears as though property ownership/residence status may influence the response to this question. Gray highlighting is used to show the preference of each group. Perspectives from each of these groups are discussed in the following pages.

Exhibit 4 Perspectives on Extending the Ferry Schedule by Response Category

Extend Schedule?	Overall (492)	Mailed Surveys (399)	Surveys Picked up at Distribution Locations (93)
Yes	45.2%	44.3%	48.9%
No	52.7%	54.4%	45.7%

Extend Schedule?	Property Owners Full Time Resident (218)	Property Owners Part-time Residents (233)	Renters Full Time Residents (20)	Non-Resident Ferry Customer (18)
Yes	38.4%	49.1%	57.9%	66.7%
No	60.6%	48.6%	26.3%	33.3%

Extend Schedule?	Daily Round Trip (98)	Travel 2-3 Times Per Week (202)	Weekends Only (47)	Once a Week or Less Often (140)
Yes	50.0%	37.7%	58.7%	46.9%
No	48.0%	60.8%	41.3%	49.2%

Source: Berk & Associates

- The most popular time to extend service to was 10 p.m. – almost one quarter of those selecting a preferred hour to extend service (a total of 226 or 46% of respondents) selected this hour.¹

¹ Note: Some who checked the box corresponding to "no" also checked a box corresponding to an hour that the schedule should be extended to cover. Multiple responses were possible. The denominator is the number of persons responding to Question 5b.

Exhibit 5

Perspectives on Extending the Ferry Schedule by Response Category

Extend Service to:	Percent of Respondents
10:00 p.m.	24.7%
8:00 p.m.	23.8%
7:00 p.m.	22.0%
9:00 p.m.	19.7%
6:00 a.m.	15.7%
5:30 a.m.	11.7%
11:00 p.m.	5.4%
12 midnight	4.9%

Source: Berk & Associates

Note: Multiple responses were possible.

- Regarding continued double trips (on-demand, unscheduled trips), almost 90% of respondents felt that the current practice and service should "remain as is." Some of the other comments written in – 9% of respondents provided other comments in response to this question – included:
 - The System should return to running three trips per hour;
 - Provide more trips when "backed up" at the beginning, middle and end of the day;
 - "Until all the cars are gone;"
 - Adding a 12:30 p.m. Ferry during summer weekdays;
 - Reducing the break in the middle of the day; or
 - Running service on the half hour for the majority of the day or until 6:00 p.m.
- Others used this opportunity to comment on the perceived lack of predictability with schedule in the mornings – concern about not being on time to work or to school.

Gauging Feeling Informed about Ferry Activities and Issues

The answers to the following questions, Questions 7 through 9, reflect a need for increased communication to Ferry customers regarding Ferry activities and issues on the part of the Public Works Department, the Ferry Manager and the Ferry Committee.

- When asked if they felt adequately informed about Ferry activities and issues by the County, responses were almost equally distributed between the positive and negative responses – about 40% selected "no" and 38% selected "yes." More than 20% had no opinion on the matter.
- Most respondents would take their concerns to the Ferry Manager (34%) or Ferry Captain (32%). About 22% would take concerns to the Ferry Committee and fewer than 10% would take their concerns to the Public Works Department or Skagit County Commissioners. Most of

the other respondents, wrote that they would take concerns to the Ferry crew (about 10% of all responses), or it depended on the concern, or they did not know who would be most appropriate. In addition, several respondents were unclear about how to reach the Ferry Manager or Ferry Committee.

- More than 70% of respondents were aware of the Ferry Committee but almost 56% were not aware of the Committee's role.
- More than 58% of respondents felt that they were not adequately informed by the Ferry Committee about Ferry issues, and 32% felt that they were not adequately represented by the Ferry Committee. Given the high level of respondents selecting the "not applicable" response (see below), it should be noted that almost 27% of respondents felt adequately informed and 28% felt adequately represented.
- Of those who indicated that they were aware of the Ferry Committee, 61% expressed an interest in holding regular elections of Ferry Committee members and 13% did not wish to hold regular elections.
- Those who were unaware of the Ferry Committee were less likely to be interested in regular elections for the Ferry Committee – 24% who are unaware of the Committee wanted elections. Several respondents wrote in comments in support of the Ferry Committee, stating that it adequately represented their opinions. Others commented that they did not feel the Committee represented their opinions. One off-Island resident suggested that it was difficult to participate in meetings because they adjourn after service stops.
- Many survey respondents wrote comments about Ferry Committee matters – asking about how members are currently selected; offering suggestions about who should participate in the vote (both "only locally registered voters" and requests off-Island representation in voting and among Committee membership); and how often elections should be held. In addition, two remembered elections occurring in the past and suggested that term limits would be appropriate.
- As the survey asked more questions regarding the Ferry Committee and the Community Council, more respondents selected "N/A" for their response – accounting for almost 39% of responses to the question of whether they felt adequately represented and almost 37% regarding whether the Ferry Committee should be part of the Community Council. It should be noted that awareness and understanding of the Island's Community Council is variable. Several respondents wrote in questions that reflected confusion about who or which Community Council was being asked about in the question.
- Almost half (45.8%) felt that office hours on the Island by the Ferry Manager would not be necessary. Almost 33% felt office hours would be necessary. Those who have had no contact with the Ferry Manager are less likely to be interested in office hours (26.7% of those 56 who had no contact) when compared to the 33.1% who have some level of satisfaction with the Ferry Manager ("extremely satisfied" or "satisfied") and wanted office hours. Fewer than 5% were unsatisfied with the Ferry Manager – of those respondents, 30% would like

office hours on the Island. One person wrote a comment to suggest that office hours should be held "at the Terminal." Another respondent suggested that the current structure of office hours make it difficult to speak with the Ferry Manager privately.

Management and Operating Priorities

Participants were asked to select what they felt to be the County's top three priorities. More than 484 respondents answered this question. Respondents were asked to select from three from a list of 11 (10 provided and one blank) possible priorities. Multiple responses were possible. Answers shown below indicate the number of persons selecting the answer as a priority and do not show the frequency of responses. For example, 73% of all respondents selected "Vessel Safety" as one of the top three priorities for the County in managing and operating the Ferry. Highest priorities are highlighted in gray in Exhibit 6 below. Several respondents commented that some of the "priorities" listed were assumed to be requirements and were therefore not being selected or that all of the priorities should be of concern.

Exhibit 6
Perspectives on Management and Operating Priorities – Total Responses

Priority	Respondents Selecting Priority (484)
Vessel safety	73%
Continuation of Ferry service available on demand	42%
Planning for future Ferry traffic growth	36%
Maintaining current weekday hours of operation	33%
Expanding weekday hours of operation	31%
On-time operations	28%
Expanding parking at the Anacortes Terminal	26%
Island terminal parking and lighting improvements	9%
Community information sharing	9%
Other (see below)	7%
Involvement in Ferry Committees recommendations	6%

Source: Berk & Associates

- More than 36% of respondents wrote in ideas for one of the County's top three priorities in managing and operating the Guemes Ferry. These ideas included:
 - Regarding the Ferry Committee:
 - Create a Ferry Committee that is representative of Countywide taxpayers
 - Do away with the Committee
 - Regarding improvements to service:
 - Coordinate with bus service (SKAT) at the Terminals and possibly van service on the Island

- Increase summer service to meet demand
- Improve scheduling to benefit customer
- Add one later boat one day each week; or "reduce hours of operation"
- Make schedule uniform
- Pay while we travel
- Upgrade ticket booths to streamline flow and increase service
- Remove specific employees
- Encourage non-motorized use and improve walk-on access
 - Change pricing
 - Make weekends free for walk-ons
 - Develop a shuttle

Other Comments

Additional comments from respondents were provided throughout the survey and recorded. Almost half of survey respondents (47.6% or 234) provided additional written comments in the space provided. In addition, six respondents (a little more than 1%) attached letters to their survey responses.

The majority of other comments can be categorized into ideas for communicating better and improving service and operations. Several comments were also made regarding the survey design. In many cases, respondents provided other comments that elaborated on positions regarding Ferry operations and management and the Ferry Committee that were stated earlier, as part of their response to the survey. These comments are included in the analysis of responses and are listed verbatim in Attachment C.

The following suggestions are reported by the survey respondent and may be informed by one specific experience or may reflect confusion with current practice. It is also important to note that these are the perceptions of Ferry customers and almost half of the respondents to the Management Analysis Customer Survey took the time to submit suggestions.

Ideas for Communication Materials. Respondents were interested in having more information in the following areas:

- | | |
|---|---|
| <ul style="list-style-type: none"> • Schedule, including timing of fuel runs • Reasoning behind policy changes • Capital and operating costs • Quarterly activity • Emergency situations or problems • Where to take concerns and how to reach appropriate party • Loading procedures • Minutes of Ferry Committee meetings | <ul style="list-style-type: none"> • Public Works Department's and Ferry Manager's management roles and responsibilities • Ferry Committee roles, responsibilities, and current process for becoming part of the Committee • Monthly Ferry column in the Evening Star by the Ferry Manager |
|---|---|

Suggestions were also offered for methods of distributing the information. Some suggested that information be available on line, through a quarterly newsletter, and be available at both landings. One respondent suggested that the topic of service extension would be better suited to a forum rather than a survey.

Service Improvement Suggestions. The following suggestions should be taken in the context of the overall survey results – more than half of the respondents did not feel that service should be expanded. Throughout the survey, respondents offered additional comments indicating that they felt the schedule served as a ceiling for growth and was a critical feature for maintaining the Island's quality of life. In addition, several respondents asked about the impact of increased service on the costs of operating the Ferry System and others asked that perceived costs to the Island and residents be included in only analysis of costs and benefits.

The most frequently reported suggestion with regard to service was to "run continuously" if there is a back up. This suggestion was offered by respondents who were in favor of extending the schedule and those who were not in favor of extending the schedule. Some comments suggested that a recent shift in policy had occurred in "on demand" service and several respondents asked about when the practice had changed and why.

Specific suggestions regarding changes to the crew or service schedule were offered by several respondents. Other service suggestions included:

- Run three times an hour.
- "Run a double" at 6:00 p.m. one day a week.
- Offer more service during holidays and summer.
- Increase the size of the boat to decrease the need for extra trips.
- Schedule boat "pull outs" away from holidays or summer season.
- Synchronize the schedule with bus operations.

Other Suggestions:

- **Pricing incentives.** Several respondents suggested that pricing should be altered to encourage walk-on use and reduce vehicle traffic.
- **Improving efficiency of toll collections.** Suggested methods included collecting fares during the trip or while customers are in line, and upgrading the tollbooths.
- **Safety improvement suggestions.** Several comments reflected a perception of a tightly packed boat and difficulty in exiting the vessel in an emergency. There were also several comments regarding the variability of crew directions and hand signals. Several expressed concern about the safety of foot passengers. One person suggested that the boat could be walk-on friendly if turned "180 degrees so they would not have to cross traffic."

Survey Design. Several comments in the area of certain questions reflect that the question caused confusion on the part of some respondents. Respondent comments that were written in the vicinity of Question 9e, regarding the Community Council, indicated that there was confusion about which Council the question referred to.

In addition, several comments (5 or 1%) indicated that some respondents felt that all or most of the items listed under priority options (Question 11) should be mandated or should be a requirement of operations – in particular, this comment was directed at the “vessel safety” option. In addition, the “on-time operations” and the “planning for future Ferry traffic growth” received several similar comments. In total, three respondents expressed dissatisfaction with the survey design: one suggested that the Management Analysis Customer Survey was slanted in its design to reflect dissatisfaction with the Ferry Committee; another questioned the motivation for the survey given the recent GIPOA Survey effort; another expressed concern regarding the survey expense. Two respondents said “Thank you” for conducting the survey.

Comparing Groups of Riders

Method of Distribution Categories

Of all survey responses, 81% were returned from those who received the survey via U.S. mail and 19% from those who received the survey at one of the distribution locations.

- Those who picked up the survey traveled more frequently – more are daily round trip travelers (30.4%) than those mailed in (17.7%). More of those who were mailed the survey traveled on the weekends only. Responses were about the same for other categories.
- Those who were mailed surveys were more “extremely satisfied” with overall service and safety (50% vs. 39%) and performance and service of the crew (61% vs. 50%). Each group had roughly the same representation in dissatisfied responses.
- There is little difference between the two groups regarding satisfaction with Ferry System management.
- Those who were mailed surveys were less interested in extending the schedule (54.4%) compared to those who picked up surveys (46%). Those who were mailed surveys wanted to see additional evening runs should service be extended – 7:00 p.m. (23%) and 10:00 p.m. (25%) were the most popular. Those who picked up surveys wanted to see earlier morning runs at 5:30 a.m. (29%) or 6:00 a.m. (25%) and evening runs at 8:00 p.m. (33%) and 10:00 p.m. (23%).
- Those who were mailed surveys were more interested in having the current “double trips during regular hours of operation (i.e. on-demand, unscheduled trips)” procedure “remain as is” – 90.1% compared to 83%.
- Those who were mailed surveys were more likely to take a concern to the Ferry Captain, Ferry Manager and Ferry Committee. Those who picked up surveys were more likely to take concerns to the Ferry Manager, Ferry Captain and County Commissioners.

- Respondents from mailed surveys were more likely to be aware of the Ferry Committee (73% vs. 60%), were more likely to feel like they understood their role (38% vs. 25%), feel more informed (29% vs. 17%) and adequately represented (30% vs. 22%), and somewhat less likely to think that there should be regular elections (60.2% "yes" vs. 63.6%).
- Respondents from mailed surveys were more likely to prioritize vessel safety, continued on-demand service, and planning for future growth. Respondents from surveys that were picked up were more likely to prioritize vessel safety, expanded weekday service, and maintaining the current weekday schedule.

Exhibit 7 **Perspectives on Management and Operating Priorities –** **Mailed and Picked Up Surveys**

Priority	Respondents Mailed Surveys (399)	Respondents Picking Up Surveys (93)
Vessel safety	76%	61%
Continuation of Ferry service available on demand	44%	32%
Planning for future Ferry traffic growth	36%	34%
Maintaining current weekday hours of operation	33%	33%
Expanding weekday hours of operation	29%	41%
On-time operations	28%	27%
Expanding parking at the Anacortes Terminal	25%	30%
Island terminal parking and lighting improvements	9%	9%
Community information sharing	8%	11%
Other	7%	8%
Involvement in Ferry Committees recommendations	5%	11%

Source: Berk & Associates

Property Ownership/Resident Status Categories

Property owners who are full-time residents comprised almost 48% of all responses. Part-time residents who are property owners represented almost 51% of survey respondents. Renters who are full-time residents are less than 1% of responses and non-resident Ferry customers are 1% of responses.

- Renters travel most often. More than one-third (almost 39%) of full-time resident/property owners travel daily and almost 55% of full-time residents who are renters travel daily. Almost two-thirds of non-resident Ferry customers travel on the weekends only. More than half of the part-time residents/ property owners travel once a week or less often.

- All groups experience about the same level of satisfaction with Ferry management and operations – however, property owners who are part-time residents are more likely to be extremely satisfied with performance and service of the Ferry crew. Less than 5% of any resident group expressed dissatisfaction.
- Those who are property owners and full-time residents are the least likely to be interested in an extended Ferry schedule:
 - Extend Schedule? “Yes”
 - Property owners/full-time residents – 38%
 - Property owners/part-time residents – 49%
 - Renter/full-time residents – 58%
 - Non-resident Ferry customer – 67%
- Early morning and evening hours were the most popular for service extension from the renters and non-resident Ferry customers. Property owners selected later evening hours.
- Almost half of property owners/full-time residents and about 40% of renters and part-time residents reported feeling adequately informed about Ferry issues by the County. Almost two-thirds of non-resident Ferry customers had “no opinion” about feeling adequately informed.
- Full-time residents (property owners or renters) are more likely to go to the Ferry Manager with concerns about the Ferry System (38.5% and 42.1%).
- Awareness of the Ferry Committee’s role corresponds to property ownership/residence status – property owners/full-time residents were most aware of Ferry Committee at 86%. Almost 60% of part-time residents, 40% of renters, and 37.5% of non-resident Ferry customers were aware of the Ferry Committee. However, most said that they didn’t feel informed or adequately represented by the Committee. Full-time residents who rent or own property were more likely to feel uninformed (62% and 56%). Fewer than half of the non-resident Ferry customers feel that there should be elections – this percentage increases with the level of property ownership/residence status – more than two-thirds of full-time residents/property owners think that there should be elections.
- Vessel safety is a high priority within all categories. Continuation of Ferry service available on demand is more likely to be a higher priority for property owners. Other groups are more likely to feel that expanding weekday hours of operation is a higher priority. Planning for growth is relatively more important priority for non-resident Ferry customers -- 55.6% compared to 36% of all survey respondents.

Exhibit 8
Perspectives on Management and Operating Priorities –
By Property Owner/Residency Status

Priority	Property Owner/FT Resident (218)	Property Owner/PT Resident (233)	Renters/ FT Resident (20)	Non Resident Ferry Customer (18)
Vessel safety	68%	80%	72%	61%
Continuation of Ferry service available on demand	40%	47%	22%	33%
Planning for future Ferry traffic growth	34%	36%	28%	56%
Maintaining current weekday hours of operation	42%	27%	22%	11%
Expanding weekday hours of operation	26%	33%	61%	44%
On-time operations	20%	35%	22%	28%
Expanding parking at the Anacortes Terminal	35%	17%	39%	22%
Island terminal parking and lighting improvements	13%	5%	11%	6%
Community information sharing	12%	6%	6%	6%
Other	9%	4%	0%	11%
Involvement in Ferry Committees recommendations	8%	5%	6%	0%

Source: Berk & Associates

Frequency of Use Categories

Daily round-trip travelers represent 20% of all responses. Those who make 2-3 trips per week represent almost 42% of all responses. Weekend travelers make up 9.7% of responses and those who travel once a week or less often represent 28.7% of responses.

- Those who travel 2-3 times per week and only on weekends were more likely to be extremely satisfied with Ferry operations and management. Daily users are the least likely to report such high levels of satisfaction.
- Those who travel 2-3 times per week are the least likely to be in favor of extending the Ferry schedule (almost 38% were in favor). (They are the biggest group.) Those who ride most often and least often are more likely to be closely split between being in favor and not in favor of extending the Ferry schedule (50% vs. 48% compared to 47% vs. 49%). Almost 59% of those (the highest favorable rating) who ride on weekends only are in favor of extending the schedule.
- Early evening hours (7:00 p.m. or 8:00 p.m.) were the most popular for service extension from those groups traveling with less frequency. Those making daily round trips or 2-3 trips per week selected later, evening hours of 9:00 p.m. or 10:00 p.m.
- Those who travel most frequently are more likely to feel less adequately informed about Ferry issues and those who travel once a week or less often are more likely to feel more adequately informed.

- Respondents who travel less frequently (once a week or less often and on weekends only) are more likely to take concerns about the Ferry System to the Ferry Captain (36.2% and 34.1%, respectively). Those who make 2-3 trips per week are likely to take a concern to the Ferry Manager (37.5%) or Ferry Captain (32.5%). Those who travel daily are most likely to take a concern to the Ferry Manager (36.6%) and the Ferry Committee (26.9%).
- There is a strong correlation between frequency of use and awareness of the Ferry Committee. More than 80% of those who travel daily, 78.5% of those who travel 2-3 times per week, 61.5% of those who travel on weekends only, and 55% of those who travel once a week or less often are aware of the Ferry Committee. In all of these groups, however, more than half are not aware of the role of the Committee.
- Almost two-thirds of those who travel daily or 2-3 times each week report that they do not feel adequately informed by the Ferry Committee. Those who are less frequent users are less likely to feel that regular elections are necessary. Almost 70% of frequent users (daily or 2-3 trips per week) feel that regular elections should be held for Ferry Committee members.
- Vessel safety and continuation of Ferry service available on demand are high priorities among all categories.

Exhibit 9
Perspectives on Management and Operating Priorities –
By Frequency of Use Categories

Priority	Make Daily Round Trips (98)	Travel 2-3 Times per Week (202)	Travel on Weekends Only (47)	Travel Once a Week or Less (140)
Vessel safety	58%	73%	83%	81%
Continuation of Ferry service available on demand	40%	37%	55%	45%
Planning for future Ferry traffic growth	33%	31%	38%	42%
Maintaining current weekday hours of operation	30%	44%	21%	24%
Expanding weekday hours of operation	37%	29%	34%	28%
On-time operations	20%	26%	40%	32%
Expanding parking at the Anacortes Terminal	36%	29%	13%	19%
Island terminal parking and lighting improvements	12%	12%	2%	4%
Community information sharing	12%	9%	4%	7%
Other	8%	8%	6%	4%
Involvement in Ferry Committees recommendations	10%	5%	0%	7%

Source: Berk & Associates

Comparison with Guemes Island Property Owners' Association (GIPOA) Survey and Findings

In 2000, the Guemes Island Property Owners' Association (GIPOA) conducted a survey mailed to 800 property owners. Respondents were asked to provide a rating of Ferry crew efficiency and professionalism and the system as a whole; information regarding their residence status and frequency of use; and comment on whether they felt adequately informed about Ferry issues and whether fares were priced appropriately. Results of the GIPOA Survey were published in January 2001. These results are summarized in the following section and where possible, compared to the findings of the Management Analysis Customer Survey. The complete GIPOA survey and responses is contained in Attachment D.

The survey, returned by 231 people (a 29% rate of return), asked respondents to provide their perspectives regarding whether the System should offer priority loading; make improvements to walk-on facilities or incentives for walk-on use; restrict truck use during peak times; and extend the schedule. This survey showed a high level of satisfaction with Ferry operations, the current schedule and fares. It did not, however, tabulate and compare results across ridership groups.

Compared to the GIPOA Survey, the Management Analysis Customer Survey received more than twice as many responses and a higher rate of return (45% and 29%). The Management Analysis Customer Survey sample is weighted more heavily to full-time residents of Guemes Island and those who travel more frequently than the results of the GIPOA Survey. Findings regarding a high satisfaction level with the crew, and a division of perspectives regarding extending the schedule, however, were very similar across the surveys.

GIPOA Survey Findings

Frequency of Use. Half (49.7%) of the respondents traveled by Ferry daily, more than once a day or 2-3 times a week. The other half of respondents traveled less frequently – on weekends only, once a week or less, or once a year. In the Management Analysis Customer Survey, this question was asked a little differently but responses can be grouped to maintain similarity. Respondents to the Management Analysis Customer Survey appear to travel more frequently – almost 62% of respondents travel daily or make 2-3 trips each week.

Residency Status. Asked whether survey respondents live full-time on Guemes Island, 39% said "yes." Almost 49% of the Management Analysis Customer Survey respondents were full-time residents (including renters).

Satisfaction with Operations. When asked to rate the Ferry crew and the System as a whole, more than 90% of survey respondents felt that the Ferry crew rated "good" in terms of efficiency and professionalism, and more than 90% felt the System rated "good." This finding was confirmed by the Management Analysis Customer Survey – most are "extremely satisfied" or "satisfied" with overall service and safety (almost 94%) and the performance and service of the Ferry crew (96%).

Perspectives on Possible Changes to the System. More than 90% of respondents felt that fares were "OK as is." More than 70% of responses were not in favor of priority loading for early morning commuters living on the Island full-time. While more than 80% felt that walk-on facilities did not

need improvement, almost three-quarters (73%) of respondents felt that there should be incentives to encourage walk-on use of the System and 60% did not feel an annual, individual, unlimited walk-on pass would be the appropriate incentive. More than half of the respondents felt that trucks and heavy equipment should be restricted during heavy commute times.

Extending the Schedule. Responses were roughly split regarding extended hours of operation during the week. The most popular times for extending the schedule were after 8:00 p.m. but before 11:00 p.m. More than 80% of respondents felt that the 6:30 a.m. start time was best and more than 60% felt that the current daily schedule should be maintained. The remaining 40% of responses suggested that the current daily schedule should "be changed" or there should be a "newly defined schedule" which indicates more of a split in responses. This finding was confirmed by the Management Analysis Customer Survey – a little more than half of respondents did not want the schedule to be extended. Those favoring extension of service were more inclined to select hours between 7:00 p.m. and 10:00 p.m.

Gauging Perspectives on Feeling Informed about Ferry Issues. Almost one-quarter of responses suggested that they do not feel their "concerns about Ferry issues have a forum in which to be heard" and almost 27% felt that they were not adequately informed about issues relating to the Ferry over the course of the year. Ideas for improving communication that were offered suggest that a Ferry service newsletter, hotline or web site would be welcome efforts. Similar suggestions were offered by respondents to the Management Analysis Customer Survey. More Management Analysis Customer Survey respondents did not feel adequately informed – 40% reported that they were not adequately informed about Ferry activities and issues by the County and 58% reported that they did not feel adequately informed by the Ferry Committee about Ferry issues.

Other Comments Received. Comments about individual crew members echoed findings of high ratings. In addition to the overall positive nature of the comments and interest in seeing little to no change, several suggestions for improvements to service were offered, including:

- Better facilities on Guemes Island and more lighting in Anacortes,
- Increased safety of walk-on passengers and encouraging walk-on use
- Making more runs, particularly in the summer and evening, as well as extending hours of operations, in general
- Delaying departure for late-arriving vehicles
- Leaving behind those who arrive late

Hand-written comments also referenced concerns regarding the Ferry Committee and whether it represents Guemes Island residents. Respondents suggested that meetings, if any, are conducted in secret, without notice to citizens, and that resident opinions are rarely solicited and meeting minutes are not available.

Several ideas were offered for changes to pricing to make the daily rate and commuter prices more equitable, leaving things alone or increasing pricing overall. Similar suggestions for service improvement and comments about crew members and the Ferry Committee were recorded by the Management Analysis Customer Survey. See Attachment C for a complete list of all the other comments received.

SECTION V

COMPARATIVE COUNTY-OPERATED FERRY SURVEY

Introduction

In order to understand how other county-operated ferry systems are managed, and to identify potential best practices, a survey of the three other county-owned Ferry operations in Washington was performed. A telephone survey of ferry systems in Wahkiakum, Pierce, and Whatcom Counties was conducted. The Ferry Manager of each County system was interviewed, and published ferry schedules and other materials were reviewed. Telephone interviews were also conducted with leaders of the Counties' Ferry Advisory Committees. Interviews were conducted with the following individuals:

- Wahkiakum Ferry Manager – Jack Tobin (and reporting and payroll staff person Gwen Gorley)
- Pierce County Ferry Manager – Don Peterson
- Chairman of Homeowners Association Pierce County Ferry Committee – Darrel Beck
- Whatcom County Ferry Manager – Mary Green
- Chairperson of Lummi Island Community Club and Lummi Island Ferry Committee – Rebecca Sagara

Summary of Findings

- **Comparability.** Two of the three County ferry systems are operated by County employees; the Pierce County Ferry crew is contracted-out to a private operator. The Whatcom County Ferry Manager considers the Guemes Ferry to be the closest peer of the Whatcom Ferry system, and she keeps apprised of Guemes Island Ferry operation and issues.
- **Operations management.** All three ferries are managed by a part-time Ferry Manager. The Wahkiakum Ferry Manager is about .10 of a full-time equivalent (FTE) employee. Pierce County's Ferry Manager is about .15 FTE, and Whatcom County's Ferry Manager is about .30 FTE. The Ferry Managers' other duties in each of the three Counties involve various non-Ferry related County public works duties. Ferry crew size ranges from a two-person crew for Wahkiakum County, to three crew members for Pierce County, to four crew members for the Whatcom County Ferry operation. Vessel capacity ranges from 12 vehicles plus a few walk-on passengers for the Wahkiakum County Ferry, to 20 vehicles and a few walk-ons for the Whatcom County Ferry, to 54 vehicles and a 250-passenger capacity for the Pierce County Ferry. Pierce County Ferry is the only operation of the three Counties that has a back-up Ferry vessel.
- **Ridership.** Annual ridership also varies significantly. Whatcom County Ferry vehicle trips in 2000 totaled 139,806 and passenger trips totaled 224,167. In 2001, the Pierce County Ferry had 91,132 vehicle round trips (182,264 total trips) and 97,784 passenger round trips (195,568 total trips) for its Anderson Island run and 2,852 round trips for its Ketron Island run. The Wahkiakum County Ferry transported almost 53,000 vehicles in 2001. There were no figures available for the Ferry's walk-on passengers.

- **Key issues.** The three County-owned ferry systems surveyed are wrestling with similar issues: present and future long-term capacity needs versus availability; capital and operating funding needs versus availability; managing scheduled Ferry runs; staffing and fare pricing to meet customer and operational needs; and how best to involve the local communities in addressing these and other issues.
- **Ferry pricing.** Scheduled Ferry runs and pricing varies significantly among the three ferry systems. Wahkiakum County and Whatcom County charge one-way fares of \$3.00 and \$4.00, respectively, for a car and driver compared to Pierce County's round-trip fares of \$11.50 (non-peak) and \$13.80 (peak).
- **Financial targets and performance.** The three County ferry systems operate with different financial targets, funding, and financial performance levels. The Pierce County Ferry's goal is to recoup 60% of its operating expenses from its revenues, with the remaining funding coming from the State and the County. Pierce County tries to follow the State Ferry financial target practice and will likely be increasing its revenue target to recoup 80% of operating costs. Whatcom County's financial goal for its Ferry is to generate revenues to cover 55% of selected operating expenses. The Wahkiakum Ferry's revenues in 2001 covered 25% of expenses. Eighty percent of its funding shortfall is covered by the State Department of Transportation, and the other 20% is covered by the County.
- **Ferry Advisory Committees.** The Wahkiakum County Ferry has no citizens Advisory Committee. Pierce County and Whatcom County Ferries each have Ferry Advisory Committees that actively participate in discussions with the Ferry Manager and other County staff on a regular basis. The Committees do not operate under a formal charter from the County, but the Committees are recognized by County officials. County staff and elected officials try to utilize the Committees as an effective means to reach the broader community in developing and addressing key Ferry policy and operating issues.
- **Role of Ferry Advisory Committees.** One best practice evident for both the Pierce County and Whatcom County ferry systems is that the citizen Advisory Committees serve as an effective conduit and clearinghouse for citizens to have their issues heard. This interaction often occurs first at the Committee, and is then presented by the Committee to County staff. Although some community members still contact County staff and officials directly regarding Ferry issues, funneling the issues through the Advisory Committee is an effective means for citizens to have their issues addressed, and is also an efficient approach for County staff.
- **Long-range plans.** Whatcom County and Pierce County have long-term Ferry plans in place or under further development to address future capacity needs, capital reinvestment requirements, funding needs, and other issues. Wahkiakum County does not have a plan in place. None of the Counties have secured long-term funding to address their future reinvestment needs.

FERRY CAPACITY, ROUTES AND SCHEDULE

PIERCE COUNTY FERRY	WHATCOM COUNTY FERRY	WAHIAKUM COUNTY FERRY
<ul style="list-style-type: none"> Capacity: 54 cars and 250 passengers One primary Ferry and a back-up Ferry 	<ul style="list-style-type: none"> Capacity: 20 vehicles and a few walk-ons One Ferry in operation 	<ul style="list-style-type: none"> Capacity: 12 vehicles plus a few walk-ons One Ferry in operation.
<p>SCHEDULE:</p> <ul style="list-style-type: none"> Steilacoom to Anderson (20 minutes crossing) <ul style="list-style-type: none"> 5:55 a.m., 7:40 a.m., 9:00 a.m., 10:00 a.m., 12:00p.m., 2:10 p.m., 3:10 p.m., 5:00 p.m., 6:00 p.m., 7:00 p.m., 8:45 p.m., 9:55 p.m. Return times: 6:30 a.m., 8:10 a.m., 9:30 a.m., 10:30 a.m., 12:30 p.m., 2:40 p.m., 3:40 p.m., 5:30 p.m., 6:30 p.m., 7:30 p.m., 9:20 p.m., 10:25 p.m.. (12:00 p.m. and 12:30 p.m. cancelled on 1st and 3rd Wednesday of each month for fuel run. 7:00 p.m. to 10:25 p.m. runs occur only on Fridays, Saturdays, Sundays and certain holidays) 	<p>SCHEDULE:</p> <ul style="list-style-type: none"> Lummi Island to Gooseberry Point (5 minute crossing) <ul style="list-style-type: none"> 5:40 a.m., 6:00 a.m., 6:30 a.m., 7:00 a.m., 7:20 a.m., 7:40 a.m., 8:00 a.m., 8:20 a.m., 9:00 a.m., 9:20 a.m., 10:00 a.m., 10:20 a.m., 11:00 a.m., 11:20 a.m., 11:40 a.m., 12:00 p.m., 1:00 p.m., 1:20 p.m., 2:00 p.m., 2:20 p.m., 3:00 p.m., 3:30 p.m., 4:00 p.m., 4:20 p.m., 4:50 p.m., 5:10 p.m., 5:30 p.m., 6:10 p.m., 6:30 p.m., 7:10 p.m., 7:30 p.m., 7:50 p.m., 8:50 p.m., 9:10 p.m., 10:00 p.m., 11:00 p.m., 12:00 a.m. *Fuel trucks only on Mondays and Thursdays. ** No runs due to Ferry refueling on alternate Thursdays Gooseberry Point to Lummi Island (5 minute crossing) Departure Times 10 minutes after Lummi Island Departure Times 	<p>SCHEDULE:</p> <ul style="list-style-type: none"> Cathlamet, WA to Westport, OR and return (5 minute crossing) 7 days per week, 365 days per year From Washington side every hour on the hour: 5:00 a.m. to 10:00 p.m. From Oregon side every hour on the hour: 5:15 a.m. to 10:15 p.m.
<p>UNSCHEDULED TRIPS POLICY:</p> <ul style="list-style-type: none"> On Monday through Thursday, if passenger doesn't catch Ferry at scheduled time they don't get passage. On Friday, Saturday, Sunday the Ferry will make extra runs at the Captain's discretion (usually if more than a couple of people left behind). 	<p>UNSCHEDULED TRIPS POLICY:</p> <ul style="list-style-type: none"> Extra Ferry runs not done because of frequency of scheduled Ferry runs. 	<p>UNSCHEDULED TRIPS POLICY:</p> <ul style="list-style-type: none"> No a formal policy but practice is to make an extra run whenever passengers are left behind.

FERRY OPERATIONS

PIERCE COUNTY FERRY	WHATCOM COUNTY FERRY	WAHIAKUM COUNTY FERRY
<p>STAFF:</p> <ul style="list-style-type: none"> One part-time Ferry Manager with 15% of time devoted to the Ferry and the other 85% to county public works issues. The Ferry Manager reports to the Public Works Director. The Manager is not part of the crew. The Ferry Manager is responsible for scheduling, pricing, and policy implementation and recommended changes. Each run has a captain, engineer, and a deckhand on board. Ferry Manager believes it is important to have an engineer on board to fix major problems as they occur. The Ferry operating crews are contracted out to a private company usually on a 5-year contract with a competitive bid process. There is a Monday-Thursday single 12-hour shift from 6:00 a.m. to 7:00 p.m. with a 1 hour break for lunch. There usually is no overtime paid. Friday, Saturday and Sunday shifts start an hour later. <p>MAINTENANCE:</p> <ul style="list-style-type: none"> Dry-docking and maintenance work gets contracted out. An engineer is on board to perform maintenance and repair. 	<p>STAFF:</p> <ul style="list-style-type: none"> One part-time Ferry Manager with 30% of time devoted to the Ferry and the other 70% to county public works issues. Ferry Manager reports to Director of Public Works. Ferry Manager sets pricing, policy, discipline, hiring/firing. The Manager is not part of the crew. There are two 9.5-hour shifts that operate each day with 1 hour of scheduled overtime daily. The shifts are 5:10 a.m. to 2:40 p.m. and 2:40 p.m. to 12:30 a.m.. There are a total of nine crew members, including a captain and three deckhands per shift. Sometimes temporary employees are used during certain high demand periods of time. <p>MAINTENANCE:</p> <ul style="list-style-type: none"> Dry-docking is done annually at the same time every year after Labor Day, usually for three weeks. Dry-docking is done every 12 months even though it is only required every 18 months. 	<p>STAFF:</p> <ul style="list-style-type: none"> One part-time Ferry Manager who also is County Director of Public Works. 10% of time devoted to Ferry management and 90% devoted to County work. Ferry Manager sets pricing and implements policy. The Manager is not part of the crew. There are 3 shifts each with a skipper and deckhand. There are two 9 hour shifts, which includes 1 hour of overtime. Shift one is 5:30 a.m. – 1:30 p.m., second shift goes from 1:30 p.m. to 10:00 p.m.. The crews are rotated working 14 days on and then 7 days off. One part-time 20% equivalent position for reporting, scheduling of deckhands, and payroll. <p>MAINTENANCE:</p> <ul style="list-style-type: none"> Dry-docking is scheduled every five years. A mechanic who works for the County road department does vessel maintenance during nonvessel operating hours.

FERRY AND COMMUNITY INVOLVEMENT

PIERCE COUNTY FERRY	WHATCOM COUNTY FERRY	WAHIAKUM COUNTY FERRY
<ul style="list-style-type: none"> There is a Ferry Advisory Committee consisting of two members from the local homeowners association and two members from the Riviera Club, another local association. The Committee has been in place for the last eight years with the Riviera Club members joining about a year ago. There are monthly meetings with the homeowners, and the Committee meets once per quarter with the Ferry Manager and once per year with two of the County Council members to discuss issues. The Committee sometimes meets on their own between the quarterly meetings with the County. The Committee operates under no formal charter, and its role is advisory, although they influence and voice their opinion on issues such as: Ferry schedule departure times, vandalism by school kids, Ferry operation complaints, etc. The Ferry Manager indicated that the Committee members serve one or two years and then new elections are held. However, the Chairman of the Committee said that there is not a specific term for which they serve. 	<ul style="list-style-type: none"> There are two active Citizens Committees on Lummi Island. One is the Planning Committee, which came into existence in 2001. There are about 25 people on the Committee, which works with Whatcom County's Planning and Development Department on island development, the Comprehensive Plan and other growth issues. The other Committee, which the Ferry Manager works with the most, is the Lummi Island Transportation Committee, with nine volunteer members appointed by the Lummi Island Community Club. This Committee was formed two years ago and meets monthly as a Committee and every six weeks with County representatives, or more frequently as needed. The Committee works with the County on roadway issues, parking, scheduling and other Ferry issues, and other Public Works issues. A few times per year a community center meeting is held with the press and general public invited to attend. Both Committees do not have a formal charter from the County but are recognized as Committees by County officials. They are comprised of Island residents and are encouraged to participate by the County Council and County Executive. The County Public Works staff has special meetings with the committees approximately every 2-3 months unless a topic comes up that requires more frequent meetings. The Ferry Manager has established a good working relationship with the Committees and often refers them to community members who have Ferry-related issues or concerns. 	<ul style="list-style-type: none"> The Ferry System has no citizens Ferry Advisory Committee. The County uses the local newspaper and its public Commission meetings to advise the community of Ferry issues and to interact with the public.

FERRY RATES

PIERCE COUNTY FERRY	WHATCOM COUNTY FERRY	WAHIAKUM COUNTY FERRY
<ul style="list-style-type: none"> • Walk-on Passenger Fares (fares are collected one way for round trip travel): <ul style="list-style-type: none"> • Adult: \$3.30 round trip, Children: \$2.00 round trip, Under 5 Free, Seniors/Disabled \$1.65 round trip, Commuter \$10.50 for 5 trips • Vehicle, Motorcycle, and Bicycle Fares: NonPeak/Peak <ul style="list-style-type: none"> • Up to 20 feet \$11.50/\$13.80, Senior/Disabled \$9.20/\$11.00, Commuter \$45.00 for 5 trips • Fares increase \$10 for each 10' vehicle length increment • Motorcycle \$6.00/\$7.20, Commuter \$18.00/\$18.00 	<ul style="list-style-type: none"> • Walk-on Passenger Fares: <ul style="list-style-type: none"> • \$1.00 Round Trip • \$2.3 ticket book for 25 rides • Children under 12 free with paying Parent • Lurimi Tribe free with ID • Resident school children 12-18 yrs \$0 Sept. 1 through June 30; • \$15 for 25 roundtrips <ul style="list-style-type: none"> • July 1 through August 31, Resident school children 12-18 yrs • Post-High School Full-time Students • Senior/Disabled • Quarterly Pass \$220.00 	<ul style="list-style-type: none"> • Foot passengers \$0.50 • Passenger cars & pickups \$3.00 • Bikes \$1.00 • Motorcycles \$2.00 • Fares for large trucks & motorhomes depends on length
<ul style="list-style-type: none"> • Passenger Vehicles Fares: <ul style="list-style-type: none"> • Bicycle with Driver \$1.00 Per Bicycle • Motorcycle with Driver \$3.00 per Motorcycle • Motorcycle with Driver Multi-ride \$69 for 25 Roundtrips • Vehicle with Driver under 8,001 lbs \$4.00 per vehicle • Vehicle with Driver under 8,001 lbs Multi-ride, \$92.00 for 25 roundtrips or \$37.00 for 10 round trips • Quarterly Pass \$220 for vehicle/driver • Fares for larger vehicles over 8,001 lbs vary by size 		

FERRY FINANCIAL POLICIES/PERFORMANCE

PIERCE COUNTY FERRY	WHATCOM COUNTY FERRY	WAHIAKUM COUNTY FERRY
<ul style="list-style-type: none"> The last fare increase was January 2002 and before that was about two years prior. They are trying to set prices to follow what the State's cost-recovery targets - 60% of operating and maintenance costs. This will likely increase to 80% because they try to follow State Ferry System policies. Forecasted 2002 Ferry revenues are \$1.3 million compared to operating and maintenance expenses of \$2.1 million. Ferry revenues totaled \$1.13 million in 2001. In recent years the Ferry's administrative expenses have ranged between 3.6% and 4.9% of the Ferry's expenses. In 2001, the Ferry received \$359,000 in a Ferry subsidy from the State, \$203,000 in TEA-21 STP money, \$360,000 in FTA funds for Waterborne Transportation Study and new Ferry vessel engineering/construction, and \$360,000 from a County Road Fund subsidy. County prepared a 14-year Ferry Plan for 2001-2014 that identifies future estimated ferry system replacement costs expenditures and expected revenues. Only very preliminary funding sources have been identified with no firm plan to fully fund future needed improvements. 	<ul style="list-style-type: none"> Pricing is reviewed annually with the goal to achieve a 55% recovery of operating costs of staffing, maintenance, and boat operating costs, but does not include the terminals or the parking lots in the calculation. The County implemented new rates in 2002, the first rate increase in 16 years. The Ferry Manager and the Public Works Director made the recommendation to the County Council for the new rates and what was needed to achieve the 55% recovery of operating costs. 1999 revenues totaled \$496,000 versus operating costs of \$895,000. Additional capital, maintenance, and other expenditures totaled \$235,000. The Motor Vehicle Fuel Tax allocation provided \$226,000 in funding, grant funds provided \$35,000 in funds, and County Road local funds contributed \$373,000 in funding. The County has a 20-year plan for the Ferry System contained in a Charrette Report developed in 2001. Members of the County, the Ferry System, external consultants, and local businesses, officials, and residents participated in the planning. The long-term planning effort is continuing. 	<ul style="list-style-type: none"> The last fare increase was in 1998 and was prompted by a Legislative change that required the Ferry to increase rates by 10% in order to get continued funding. The Ferry increased rates 13-14%. Prior to this the rates had been constant for more than 10 years. 2001 revenues totaled \$129,559 versus expenses of \$523,805. Revenues covered just under 25% of expenses. Salaries were \$317,152, benefits were \$79,149 and there was a 10% allocated overhead on salary received from the County of \$31,715. The State DOT pays 80% of the Ferry's operating deficit, and the other 20% is funded by the County. No long-term plan or funding plan exists for future Ferry capital investment.

SECTION VI

FERRY OPERATIONS ASSESSMENT

Introduction

This section presents a review and assessment of current practice and recommendations for improvements in five areas of Ferry operations:

- Policies and procedures – for vessels and general operations;
- Maintenance – of vessels and shoreside facilities;
- Staff training;
- Role of personnel policies and Inland Boatmen's' Union contract provisions; and
- Employee labor grievances.

Review of Ferry System Policies and Procedures

Vessel Operating Procedures and Policies Manual. The Ferry System's vessel policies and procedures are contained in a manual entitled *Skagit County - Guemes Ferry Vessel Operating Procedures and Policies*. This *Vessel Policies and Procedures Manual* is structured to identify the vessel operating requirements for the following functional areas:

- Vessel - Personnel Responsibilities and Authority
- Vessel - Operations
- General Operations
- Vessel Procedures
- Appendix A - M/V Guemes Main Engine procedures
- Appendix B - Training
- Appendix C – U.S. Coast Guard Inspection Checklist

As identified in the forward of the manual, the procedures are intended to supplement U.S. Coast Guard regulations for vessel operations to ensure compliance with U.S. Coast Guard regulations and other applicable federal and state laws and regulations. The structure of the manual follows the model used by the maritime industry for safety management systems in compliance with U.S. Coast Guard regulations for vessel operations. The general guidelines for the model used for these safety management systems are as follows:

1. Main Company Manual
2. Office management documentation
3. A Shipboard Manual and additional manuals for:
 - o Training
 - o Safety procedures
 - o Cargo handling procedures
 - o Contingency Plan for both shore and shipboard operations

The *Skagit County - Guemes Ferry Vessel Operating Procedures and Policies* manual content provides information to satisfy the requirements for the Shipboard Manual and additional manuals, including training, safety procedures, cargo handling procedures and a Contingency Plan for shipboard operations. The Ferry System's manual does not have information for the Main Company manual or the Office Management Documentation.

Non-safety items included in the *Guemes Ferry Vessel Operating Procedures and Policies Manual* include the following topics:

- Sales, solicitation and posting information
- Ticket sales and accounting

General Operating Policies and Procedures. While policies and procedures related to safety and training are in place, non-safety policy and procedures are either verbally communicated, based upon historical knowledge of the crews working on the vessels, or are in the form of memos issued over time by various managers of the Public Works Department. These non-safety related operating decisions and policies are collected and contained in a notebook (informally called the "Crew Memo Book") located at the Anacortes Terminal. This binder is used as a reference document by the crew. However, because these policies are not clearly articulated and managed, in practice their implementation varies according to employee and situation, and this creates problems in system operations.

An absence of clearly documented operating policies and procedures is the source of a significant degree of stress in the system. In operating the Ferry and in interactions with customers, crew members make their best judgements based on individual understanding of the policies and procedures. In some cases, policies are not clearly documented, in other cases policies may have been superceded and new policy direction is not reflected in the Memo Book. This situation works against uniform and consistent operating principles and customer service; it creates opportunities for variable interpretation and application of policies and procedures, which in turn creates opportunities for misunderstanding and conflict.

Policies and Procedures Assessment and Recommendations

1. The *Skagit County - Guemes Ferry Vessel Operating Procedures and Policies* manual focuses on vessel safety, and in this regard is comprehensive and is well done. However, the manual needs to be expanded to include information about the role of Public Works management. The manual identifies reporting of situations to the Ferry Manager, however, a plan for review of corrective action by Public Works management is not defined.
2. The Ferry Manager's current work effort on updating schematic and flow charts for the vessel operating systems should also be included in the *Vessel Operating Procedures and Procedures Manual* when it has been completed.

3. A Skagit County - Guemes Ferry General Operating Manual should be developed. The development of standard procedures will assist in managing Ferry operations, clearly communicating Ferry procedures to customers, employees and elected officials, and will provide a tool for analysis and decision making about future standards and procedures. The policies and procedures contained in the crew binder, plus others that are not documented, should be incorporated into this Ferry General Operating Manual. The manual should be structured to address the non-safety policies and procedures, and should include the following information:
 - Responsibilities and roles of Public Works managers and their departments, and their interrelationships with management of Ferry operations;
 - Procedures and forms for reporting revenue;
 - Procedures and forms for reporting ridership statistics;
 - Procedures that identify the criteria for unscheduled sailings;
 - Procedures for work schedule development and assignment of crews;
 - Procedures for emergency operation and sailings;
 - Procedures for parking management;
 - Procedures for terminal maintenance;
 - Procedures for tariff definition and application of reduced fares; and
 - Procedures for personnel policies specific to the Ferry crews.
4. A program for review and systematic update of policies and procedures should be developed and implemented to ensure that General Operating and Safety-related Policies and Procedures manuals are regularly updated.

Ferry Maintenance Practices and Plans

Current Practice and Procedures. The County has a checklist in place for monitoring safety equipment, navigation and propulsion systems. It does not have a Vessel Maintenance Plan. The following section documents the Public Works Department's Ferry maintenance practices.

Every Other Year Major Dry Dock Inspection. Currently, the Public Works Department conducts a major dry dock inspection of the M/V Guemes on an every other year basis. Employment of the Senior Vessel Master and Mechanic/Deckhand during dry dock inspection is essential in ensuring that the scheduled work is delivered as defined, and this is the County's current practice. This allows for first-hand knowledge of the changes made to the vessel, and for modifications or improvements made during the dry dock inspection process to be documented by County representatives.

Pre-dry dock planning is also essential to identify the scope of work to be accomplished during dry dock activities. The Ferry Manager, Senior Vessel Master and Mechanic/Deck should be the team that develops this plan, with the results defining the elements of the dry dock contract; however, it is not clear that this is the County's current practice. This pre-planning activity helps to minimize change orders and provides a check-off list of essential work order items to be addressed. A review of the plan with the Public Works Director provides the awareness and resulting authorization of the work that needs to be performed and approval of the cost of that work.

Corrective and Preventative Maintenance: Current Practice. The *Vessel Operating Procedures and Policies – Appendix C: U.S. Coast Guard Inspection List* is an essential element of the preventative maintenance program for the Guemes Ferry. This Inspection List of vessel navigation, propulsion and safety equipment provides a tool to ensure that systems are routinely inspected and maintained, provides documentation of inspections for the U.S. Coast Guard, and maintains compliance with marine safety regulatory requirements defined by the Code of Federal Regulations and monitored by the U.S. Coast Guard.

The Mechanic/Deckhand position provides the required staff to ensure that corrective and preventative maintenance are provided on a routine and timely basis for the Ferry. M/V Guemes vessel reliability has been good and cancelled trips have been minimized due to the staffing of this position. Firsthand knowledge of the vessel navigation, propulsion and safety equipment resides with this employee, and corrective maintenance can be made on a timely basis due to the knowledge of these systems and the ability to diagnose repairs. The Maintenance Mechanic III from the Public Works Equipment Rental and Revolving Fund (ER&R) Division provides assistance to the Mechanic/Deckhand on repairs to engines and hydraulic systems on an as-needed basis.

Ferry Maintenance Recommendations

1. A Vessel Maintenance Plan needs to be developed. This Plan would document maintenance requirements and timeframes for regularly scheduled maintenance needs, and would define the roles and responsibilities for accomplishing such maintenance tasks, including the role of other Divisions in the Public Works Department. *Appendix C: The U.S. Coast Guard Inspection List*, provides a starting point for development of the Plan.
2. Consideration should be given to maintaining an inventory of critical replacement parts for mechanical systems that require long lead times to procure. A lack of these parts may result in having to take the vessel out of service.
3. Maintenance of shoreside facilities needs to be planned and scheduled. Maintenance items such as non-skid application should be scheduled on a routine basis, and completed. This has been a safety repair item requested by the crews.
4. A Preventative Maintenance Ferry Facility Plan and Tracking Tool needs to be developed for shoreside facilities, for monitoring the components of the facilities and to identify County maintenance resources scheduled to support this work. The delivery of shoreside maintenance is not subject to regulatory compliance requirements, as the ferry is, and the attention to shoreside maintenance support requests have been correspondingly less responsive.

Ferry Training Requirements and Practices

Appendix B - Training, in the *Skagit County - Guemes Ferry Vessel Operating Procedures and Policies* document defines the tasks required by each position and contains written materials on safe shipboard practice and standards expected to be completed for each task. The training program includes the following elements:

- Vessel familiarization
- Emergency drills
- Training requirements for vessel mechanical systems and loading bridge and apron operations
- General man overboard procedures
- Crew emergency response procedures

Each crew member is provided a copy of the minimum tasks required for the position and is scheduled for a practical demonstration of the task. The initial completion of training and successful task demonstration will be recorded and placed on file. Monthly drills are conducted to ensure that crew members are familiar with the shipboard systems and required tasks related to the safety of the vessel.

Supplemental to the Appendix B training, crew members have been provided the following additional training:

- Fire school training for the Masters
- First Aid re-certification
- Fire extinguisher training
- Customer service training
- Cash handling for Purser/Deckhands
- Conflict training

The training program identified in the *Appendix B – Training* document will establish a systematic method for ensuring that the crews receive the required shipboard safety training, once the procedures in the manual are implemented.

Additional training requested by the crews during the interviews process included:

- Leadership training for Masters
- Conflict resolution
- Customer service – a refresher since it has been about five years since the last training
- Diversity training in the workplace
- Development of a new employee orientation program that provides consistent delivery of requirements and expectations. The crews noted that often new employees are hired and are expected to begin working without adequate training.

Ferry Training Recommendations

1. The Ferry Manager should prepare a timeline and schedule for implementing the training program. This timeline and schedule should encompass and address the training needs and issues identified above.

Role of Existing Personnel Policies and Inland Boatmen's Union Contract Provisions

Based upon the definition provided by the Director of Public Works in a 1993 Memorandum regarding the "Rules of Operation" (see Attachment G), the authority related to application of personnel policies for the Ferry crews is as follows:

- The primary authority is derived from the Inland Boatmen's Union (IBU) Bargaining Agreement.
- When no reference exists in the Bargaining Agreement, the second authority is the Countywide Skagit County Personnel Policies and Procedures Manual.
- The third authority is all policies, which from time to time have been adopted in writing by Skagit County as applicable to the Guemes Ferry operations.

Personnel Policy Recommendations

1. A comprehensive review of Ferry-related personnel policies and IBU contract provisions is needed. This review should include the Bargaining Agreement, Countywide Personnel Policies and Procedures, and memoranda prepared by past and present Skagit County Public Works managers. The review would serve to clearly define for Ferry employees and managers the applicable provisions within these three sets of documents. *Once this review is complete, and the applicable provisions are documented, this new, comprehensive and documented set of personnel policies and procedures should be incorporated into the Guemes Ferry General Operating manual.*

Assessment of Ferry Employee Labor Grievances

Introduction and Purpose. The Ferry Management Analysis scope of work calls for a situation assessment and recommendations regarding the management structure and interaction with Ferry staff; the role of the current management structure in meeting the needs of staff and the public; the role of crew members and the process for communicating issues, and other key management and communication processes. As part of the analysis of these issues and processes, a review of the Ferry System's grievance situation and process was conducted.

Review of Outstanding Grievances. A review of the grievances received by Skagit County Public Works from Ferry employees in the past 24 months identified five grievances. The review focused on the County's policies and the Inland Boatmen's Union Bargaining Agreement related to the grievance procedures. The nature of the grievance, the steps followed, the resolution achieved and time it took to resolve the grievances were identified. The following Exhibit presents a summary of the five grievances:

Exhibit 10

Outstanding Grievances Filed by Ferry System Employees

Grievance	Date Filed	Step	Nature	Applicable Union Rule	Review Date	Resolution	Resolved Date
#01-90SKG	September 10, 2002	2	Pay – After Hour Special	15.01	October 9, 2002	Outstanding	Outstanding
#01-91SKG	September 10, 2001	2	Pay - After Hour Special	15.01	October 9, 2001	Outstanding	Outstanding
#02-25SKG	February 13, 2002	2	Seniority Discrimination – Promotions	3.01 3.06 5.01	February 25, 2002	Referred back to Ferry Manager for Step 1	Outstanding
#02-1SKG	January 10, 2002	2	Unknown	Unknown		Denied, due to untimely filing of grievance	January 18, 2002
Verbal	March 6, 2002	1	Pay – Rate of pay for excess of 182 Hrs	15.01		Outstanding	Outstanding

Source: Skagit County Public Works Department

As identified in the Exhibit above, the primary dispute involves the interpretation of the Bargaining Agreement for payment of hours worked as defined in Rule 15.01 Overtime. The secondary issue is also related to payment; however it is associated with the application of seniority for entitlement to a higher rate of pay as defined in Rule 3.01.

Skagit County Grievance Policy and Procedures

As discussed in the previous section, on February 10, 1993, the Skagit County Director of Public Works issued a memorandum on the subject of Rules of Operations, which defined the primary authority for grievance policies and procedures as the contract executed between Skagit County and the Inland Boatmen's Union. The following section delineates the steps within the Bargaining Agreement for processing grievances.

Bargaining Agreement Grievance Procedures

Rule 12 in the Bargaining Agreement identifies a four-step procedure for processing grievances:

Step 1: Within seven calendar days from its occurrence, the aggrieved employee shall discuss his or her complaint with his or her immediate supervisor. The shop steward may be present if the employee desires. This discussion shall be a verbal discussion and, if settled, no future action shall be taken.

Step 2: If the complaint is not resolved in Step 1, the complaint, if judged valid by the Union, shall be reduced to a written grievance and submitted to the appropriate supervisor within 14 days from the informal meeting in Step 1. The written grievance shall set forth the nature of the grievance, the facts on which it is based, the provisions or provisions of the agreement allegedly violated, and the relief

requested. The supervisor shall submit his or her answer in writing to the Union Official and employee within 7 calendar days.

Step 3: If the grievance is not settled in Step 2 and the Union wishes to appeal the grievance to Step 3 of the grievance procedure, it shall be referred in writing to the Director of Public Works within 10 calendar days after the designated supervisor's answer in Step 2 and shall be signed by both the employee and the Union official. The Director or his or her representative shall discuss the grievance within 10 calendar days with the Union Official at a time mutually agreeable to the parties. If the grievance is settled as a result of such meeting, the settlement shall be reduced in writing and signed by the Director and the Union. If no settlement is reached, the Director or his or her representative shall give the department's written answer to the Union within 7 working days following their meeting.

Step 4: Arbitration Procedure - If the grievance is not settled in accordance with the foregoing procedure, the grievance as previously set forth in writing, may be submitted for arbitration after Step 3 within 10 calendar days of the Director's written decision. The parties shall select a disinterested party to serve as arbitrator.

Grievance Assessment

- Consistent with Step 1 procedures, the aggrieved employees appeared to have discussed their complaints with their immediate supervisor, the Ferry Manager, except for grievance #02-25SKG.
- Consistent with Step 2, when the complaint was not resolved in Step 1, the complaint was reduced to a written grievance and submitted to the appropriate supervisor, the Ferry Manager. The written grievance identified the nature of the grievance, the facts on which it is based, the provisions or provisions of the agreement allegedly violated, and the relief requested. The grievances appear to be at Step 2, and remain unresolved.
- A review of communications between the Ferry Manager, the County Personnel Director, Accounting staff and the Union, indicates that the County is undecided on the final interpretation of Bargaining Agreement rules related to these grievances. The Ferry Manager has made recommendations as to the settlement, however, based upon the documentation reviewed, no decision has been reached based upon his recommendations.
- The grievances remain at Step 2 and a decision is needed about the interpretation of the related rules. Rule 12.02 of the Bargaining Agreement defines the referral to the next steps when the timelines are not met for the grievance. The documentation reviewed did not identify any grievance being referred on to Step 3 or Step 4.
- The Ferry Manager does not appear to have the authority to resolve grievances. The interpretation of the Bargaining Agreement rules appears to reside with the Personnel Director or the Accounting Technician II in the Public Works Department, who reports to the Controller. The job description for this position includes responsibility for "audit(ing) time cards or compliance with Federal, State, County and Union regulations and guidelines..." and for "preparing monthly billing of the Skagit County Ferry."

Employee Grievance Recommendations

1. The County needs to move expeditiously to resolve the outstanding grievances.
2. A policy that defines the authority for the Ferry Manager to interpret the Bargaining Agreement rules is needed. This would allow the Ferry Manager to resolve disputes at the earliest stage in the process, i.e. at Step 1.
3. In the event that the Ferry Manager requests assistance in the interpretation of a rule, guidelines should be created that identify the role and authority for the Personnel Director and the Accounting Technician II in the Public Works Department. The guidelines would provide direction to the Ferry Manager in reaching a timely response when a grievance proceeds to Step 2 in the process.
4. When an agreement on the interpretation cannot be reached between the Union and Skagit County through the Step 1 and Step 2 process, it needs to be processed consistently with Step 3 and Step 4 of Rule 12 in the Bargaining Agreement.

SECTION VII

FERRY SCHEDULE ASSESSMENT

Introduction

The work scope for the Ferry Management Analysis identifies the adequacy of the Ferry schedule and its impact on Ferry operations as an issue for assessment and recommendations. In conducting this analysis, it has become clear that the Ferry schedule is at the top of the list of significant issues and complex management challenges for the Ferry System, and is one of the single greatest sources of stress in System operations.

Initial presenting questions and issues about the Ferry schedule focused on:

- Questions about extending the Ferry's hours of operation – either in the morning or in the evenings during the Monday – Thursday weekday period, when Ferry operations are currently scheduled to cease at 6:00 p.m.
- Long-standing controversy among Islanders about the need, impact and appropriateness of extending the schedule.
- Incidents between customers and crew associated with questions about when additional, unscheduled service should be provided.
- Questions about how many round trips can and should be performed within an hour – two (a double run) or three (a triple run)?
- Management time and challenges associated with assembling a second crew when needed to operate the Ferry beyond the second sailing Monday-Thursday.
- Relatively frequent questions by Ferry crew members about pay rates for overtime hours worked beyond 6:00 p.m.
- Several grievances filed against the County by Ferry employees questioning pay rates for overtime hours.

Ferry Ridership Growth

A major finding and theme of this Management Analysis is the significant growth in ridership that has occurred on the Guemes Island Ferry route, and the impacts of this growth on current management and future planning for the Ferry System. This growth is summarized in Exhibit 1, Section II of this report.

As noted earlier in this report, and as documented in the Ferry Systems' Capital Facility Plan, total demand for Ferry service has grown by 90%, or nearly doubled in the last two decades. Perhaps more importantly, vehicle traffic has grown by 145% during the same period. The impact of this growth is a major issue for Ferry System operations, and one that has not yet been fully absorbed and understood by Ferry management and customers.

Growth in Ferry passengers impacts schedule requirements and reliability in three respects:

1. There is increased vehicle demand at both trip ends, and therefore, increased frequency of sailings operating at capacity on both legs of the round-trip. In the past, the Ferry was more likely to be operating at capacity on one side of the Guemes Channel, but not on the other. As the population on the Island grows and demand increases, so has and will the frequency of trips operating at capacity on both sides of the crossing. Concomitant with this growth comes other impacts, i.e. an increase in passengers not traveling on frequent user (punch) cards, and therefore an increase in full fare ticket sale requirements.
2. There has been an increase in the number of oversize and large vehicles that require additional loading and unloading time. This includes construction-related vehicles such as lumber and concrete trucks.
3. There is an increase in the number of walk-on passengers. This increase has two separate impacts: offloading time increases as vehicles wait for passengers to clear the ramp; and time is required for passenger ticket sales. In the September 27 videotape, the volume of additional walk-on passengers was a significant determinant of ticketing time: because there is only one ticket seller for both vehicles and walk-on passengers, the seller must interrupt his/her processing of vehicles, turn and sell tickets to the walk-ons, then return to vehicle ticketing -all of which adds time to the process.

On-Demand Ferry Service During the Mid-Week

A defining feature of Guemes Island Ferry service is the practice of providing additional Ferry runs when the vessel overloads, i.e. when vehicle demand exceeds capacity for a given sailing. Historically, the Ferry has provided double and triple runs beyond the regularly scheduled sailing. This has the effect of providing continuous, on-demand Ferry service during and extending beyond the scheduled hours of operation.. Such on-demand service is extremely popular with Ferry riders. In answer to the question on the Management Analysis Customer Survey (#6), which asked: Should double trips during regular hours continue or should all trips be scheduled?, 89% of respondents (432 people) said the practice should remain as is; only 2% (8 riders) said that all trips should be scheduled.

Double Versus Triple Runs. One issue of controversy in the community is how frequently these additional, non-scheduled sailings can and should be made. When demand merits it, a third trip within the hour, the "triple" sailing, has historically been provided by the Ferry System. In recent times however, the County has found itself unable to fit three trips into an hour, and has maintained that it can only provide one additional sailing, i.e. a "double" sailing. This is a bone of contention for the Ferry Committee and was also mentioned in the Management Analysis Customer Survey: some survey respondents questioned why triple sailings were not occurring currently.

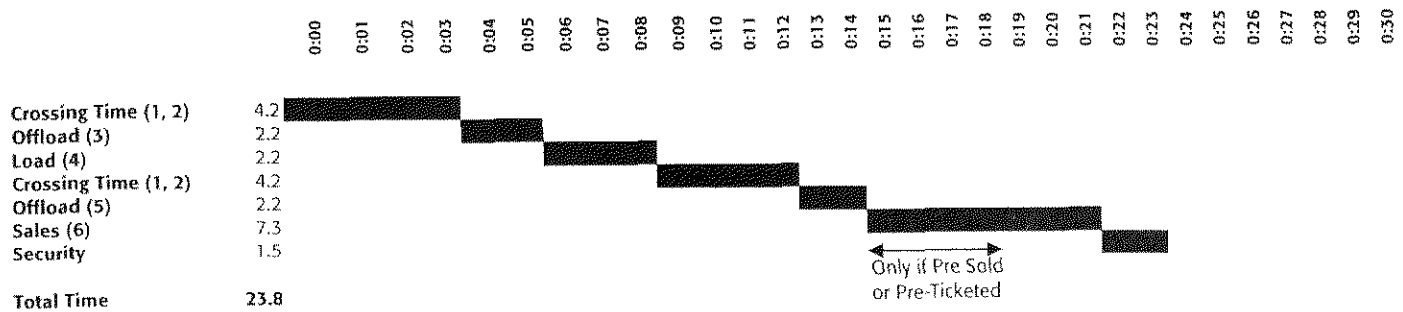
Timing the Ferry Operation. To assess this situation, the Ferry's operation was videotaped and timed on two separate occasions, with the results of this process analysis diagramed and assessed. The operation was timed on Friday, July 19, 2002 and on Friday, September 27, 2002 between the 3:30 p.m. and 4:00 p.m. sailings. These days and times were chosen to ensure that the Ferry would be operating at capacity, and therefore would reflect the capacity conditions within which a triple run would be made. The results of the videotaped timing on July 19 are presented in Exhibit 11 below. The Exhibit delineates the steps in a round-trip operation, including crossing time, offloading of vehicles, loading for the return trip, ticket sales and security procedures for cash handling at the Anacortes Terminal.

Sailing conditions during the period of analysis reflected average conditions on both days:

- Average current in the Guemes Channel – heavy current will add 30-60 seconds to the 4.2 minute average crossing;
- Average traffic congestion – traffic through the intersection at the Guemes landing impacts loading time;
- Average number of oversize vehicles – construction-related vehicles and other large trucks require additional loading time;
- Average number and flow of foot passengers – offloading foot passengers crossing the bridge to the Guemes parking lot impacts the time when offloading of vehicles can occur, and at the Anacortes terminal, sales of tickets to walk-on passengers after sales for vehicles has begun adds to the time needed for ticketing; and
- With all vehicles boarding the Ferry already in line – late arriving vehicles impacts departure times.

Analysis of both the July and September round trips showed the same result: the total trip time was approximately 24 minutes. The components of total trip time are shown graphically in Exhibit 11. As the Exhibit shows, one-way crossing time comprises 4.2 minutes, offloading takes 2.2 minutes, loading for the return trip is another 2.2 minutes and offloading is again 2.2 minutes, sales for the next trip takes 7.3 minutes and cash security measures take 1.5 minutes.

Exhibit 11 Anacortes – Guemes Island Ferry Round-Trip Crossing Time



NOTES:

- (1) Crossing Time is based on the Ferry operating at capacity - carrying a full load - on both sides of the crossing.
- (2) Crossing Time is dependent upon the speed of the current in Guemes channel. Heavy current will add 30 - 60 seconds per crossing.
- (3) Passengers need to cross the vehicle exiting lanes at Guemes to the parking lot and this prevents uploading of vehicles until it is clear.
- (4) Intersection for local traffic at Guemes may impact the speed at which the vehicles are loaded.
- (5) Dropoff and pickup activity at the Anacortes terminal impedes the offloading of vehicles.
- (6) Transaction time for cash sales is an average of 20 seconds per vehicle and pre-ticketed collection is 10 seconds.
- (7) The processing time for 22 vehicles assumes that all 22 vehicles are in line. Late arriving vehicles will impact departures as well.

Guemes Terminal Operations Peak Activity Timeline

Distance/NM	0.7
Speed/Knts	10
Crossing Time	4.2

Sales Transaction Time

Sales - Sec/Veh	20
Vehicles	22
Total Veh/Sec	440
Total Veh/Min	7.33

Offload Vehicles

Vehicle Per Minute Rate	10
Vehicles	22
Total Offload Minutes	2.2

Sales Minutes by Vehicle Volumes by Transaction Type

Vehicles	2	4	6	8	10	12	14	16	18	20	22
Cash/Check	20	0.7	1.3	2.0	2.7	3.3	4.0	4.7	5.3	6.0	6.7
Pre-Ticket	10	0.3	0.7	1.0	1.3	1.7	2.0	2.3	2.7	3.0	3.3

Source: Richard Kiesser

During both videotaped periods, the Ferry was operating at capacity, and although there were different circumstances occurring on the two dates (i.e. the September 27 sailing involved waiting for a school bus to unload walk-on students, and ticket sales to a higher than usual number of walk-on passengers after vehicle sales and loading had begun), the time required for each round trip was the same – 24 minutes.

Conclusions on Trip Time. Based on the videotaped analysis, our assessment of operating parameters, and information obtained from the Ferry Manager and crew, it is concluded that when the vessel is operating under average sailing conditions and at capacity on both trip ends, total round trip time is approximately 24 minutes. This is four minutes more than the 20 minutes necessary to allow triple trips, or three trips an hour.

Assuming a triple run, the timing of the sailings would be as follows: the first sailing would leave on the hour; the second at 23-24 minutes after the hour, and the third sailing at 46-48 minutes after the hour. This puts the next sailing at 10-12 minutes in to the next hour. This conclusion is corroborated through the employee interviews: when employees were asked to assess the adequacy of the Ferry schedule, and its impact on Ferry operations, they made the following comments:

- It provides good service to the customer, however, the number of additional trips are increasing. The best that can occur are two trips within the 30-minute schedule.
- The expectation that triple runs can be delivered is unrealistic. Due to the increased security procedures for the pursers (with the handling of tickets and money), double runs are the limit.
- The number of extra runs is increasing. The 12.5-hour day ends up being 13.5 hours. Two trips can be delivered, however, a third trip can only be accomplished when a person is left on the dock to collect money and sell tickets to drivers and passengers.

Changes in Operating Conditions and Requirements

Cash Handling Requirements Imposed by the State Auditor. One relatively new segment of trip time and trip procedures relates to cash-handling requirements mandated by the State Auditors Office. Following recent audits of the Ferry operation by the Auditor's Office, the Purser is now required to go into the Anacortes Terminal to secure the tickets and cash prior to each sailing. In our videotaped example, this process added 1.5 minutes to the trip time; it could conceivably add more time on other sailings.

Conclusion and Opportunities to Speed Operations. Triple sailings can still be accomplished; however, they can't occur within an hour when carrying full loads both ways, under present conditions. The Ferry Manager reports that the vessel can make three runs per hour if there are mostly punch cards and no large vehicles, and notes that the 11:00a.m. sailing is an example of when this can occur: "we do three runs on the 11:00 a.m. run if possible."

The greatest opportunity for time saving in the process is in the area of ticketing. Pre-ticketing vehicles and passengers has the effect of reducing sales time by half (from 20 to 10 seconds per transaction). This approach could shave 3-4 minutes from the process, which could reduce trip length to 20 minutes, under optimal conditions. It would also require adding a fourth crewmember on the shift. However, without pre-ticketing of all vehicles and optimal trip conditions, trip time will extend beyond the 20-minute threshold.

Level of Service Standards and On-Demand Sailings

Another important issue associated with the on-demand double and triple sailings is that these sailings are made at the discretion of the Ferry Captain (the Master) on duty at the time. There are no service standards or policy parameters in effect to guide the decision making process. Such a standard would set a threshold number of vehicles that warrant an unscheduled double trip. The County's Comprehensive Plan contains a Guemes Ferry policy objective (9A-8.7) which states that: "the Regional Transportation Planning Organization should establish level of service standards for Ferry service." Moreover, establishing level of service standards for the Ferry is a requirement under the State's Growth Management Act (GMA).

The County's Finance Plan for the Comprehensive Plan notes that the Ferry currently operates at an average capacity of 75% per run. The Plan proposes a volume/capacity standard ranging from 68% to 86% per run, noting that if or when this level of service is reached, additional Ferry runs would be added to decrease the volume/capacity ratio. This 75% capacity benchmark is also applied to the terminal structures, parking and auto staging facilities.² Based on the 75% volume/capacity benchmark, 17 cars (.75 x 22 car capacity) would trigger the need for a second sailing. This benchmark would decrease to 15 vehicles at the 68% standard, and increase to 19 vehicles at an 86% standard.

Impact of Level of Service Standards on Current Practices. Although the County does not have a Ferry System level of service in place, it does have a practice in effect: all vehicles in line at Anacortes at 6:00 p.m. are provided with passage to the Island. As previously noted, because the County does not generate reports on overloads by sailing, i.e. which runs on which days required double or triple trips – it is not possible to determine how many of the unscheduled sailings are related to the 6:00 p.m. mid-week termination time, versus those that occur at other times in the schedule. This is important since there is a material difference between demand that can be met by having the passenger wait for the next sailing, versus a passenger who needs to go home for the evening.

It also makes it difficult to assess whether peak vehicle demand has grown to such a degree that the existing schedule provides insufficient capacity to respond to that demand, leaving customers with service expectations that can only be met through unscheduled sailings, albeit routinely occurring unscheduled sailings. (And unscheduled sailings provided at overtime wage rates.)

There are at least two problems with the County's lack of service standards for Ferry operations. One is that imposition of such standards is a requirement of GMA. The other is that the discretionary nature of the double trips is a major source of stress within the system. By definition, any practice which provides for significant employee discretion without standards in place will result in uneven application of those practices, and that is the case for the Ferry System. This creates customer service issues as well.

² Source: Adopted Level of Service Standards in Skagit County Capital Facilities Plan Draft 2001-2006.

Potential for Double Sailings within the Schedule

The Ferry schedule has remained unchanged since October 1990, when additional sailings were added at 1:30 p.m. and 4:30 p.m., at the request of the Ferry Committee (Resolution 12681). Exhibit 13 presents the current Ferry schedule, as posted in October 2002, and with the shaded areas representing the potential for double trips or, a second scheduled trip within the hour. As the schedule shows, with the two additional scheduled sailings implemented in 1990, there are relatively few opportunities for additional service within the scheduled hours of operation. Monday through Friday daytime opportunities are at 9:30 a.m. and 10:30 a.m., between 11:30 a.m. and 12:30 p.m., and at 2:00 and 3:00 p.m. On Saturday and Sunday there are more opportunities, although not necessarily more demand (as documented in the *Capital Facilities Plan 2001-2015*).

Weekday Ridership Demand Issues

The Management Analysis Customer Survey and employee interviews provide useful information on ridership demand issues and identified customer needs. The Survey identified two weekday Ferry service issues as potential areas for scheduling improvements: the early morning and lunch hour sailings. Both of these issues were also identified in interviews with the Ferry crew, the Ferry Committee and other stakeholders interviewed for the project.

Early Morning Sailings. A number of survey respondents (approximately six) noted that there is congestion on the early sailings, and that the Ferry can run off-schedule as a result. One survey respondent wrote that she was consistently late in getting her son to school in Anacortes, due to the 8:35-8:38 a.m. sailing from Anacortes running late. Survey question #5B asked respondents whether the Ferry should begin operations at 5:30 a.m. and/or 6:00 a.m. and a total of 61 people, or 27% of respondents to the question said "yes": 12% (26 people)

Exhibit 12
Guemes Island Ferry Schedule
(October 2002)
Showing Some Possible Additional Trips Within
Current Hours of Operation

Mon - Thur	Friday	Saturday	Sunday
6:30	6:30	6:30	
7:00	7:00	7:00	7:00
7:30	7:30	7:30	7:30
8:00	8:00	8:00	8:00
8:30	8:30	8:30	8:30
9:00	9:00	9:00	9:00
9:30	9:30	9:30	9:30
10:00	10:00	10:00	10:00
10:30	10:30	10:30	10:30
11:00	11:00	11:00	11:00
11:30	11:30	11:30	11:30
12:00	12:00	12:00	12:00
12:30	12:30	12:30	12:30
13:00	13:00	13:00	13:00
13:30	13:30	13:30	13:30
14:00	14:00	14:00	14:00
14:30	14:30	14:30	14:30
15:00	15:00	15:00	15:00
15:30	15:30	15:30	15:30
16:00	16:00	16:00	16:00
16:30	16:30	16:30	16:30
17:05	17:05	17:00	17:00
17:30	17:30	17:30	17:30
18:00	18:00	18:00	18:00
	18:30	18:30	18:30
	19:00	19:00	19:00
	19:30	19:30	19:30
	20:00	20:00	20:00
	20:30	20:30	20:30
	21:00	21:00	21:00
	21:30	21:30	21:30
	22:00	22:00	22:00
	22:30	22:30	
	23:00	23:00	
	23:30	23:30	
	0:00	0:00	
6:00	6:00	6:00	6:30
18:30	0:30	0:30	22:30
12.50	18.50	18.50	16.00

Key: Potential Double Trip

supported a 5:30 a.m. sailing and 16% (35 people) favored a 6:00 a.m. sailing. Those favoring an early start to the service represent a cross-section of Ferry customers, as shown in the Exhibit below.

Exhibit 13
Respondents Wishing to See Schedule Extended to Earlier Hours

Favoring an Earlier Start by Group (Number of responses to question)		5:30 a.m.	6:00 a.m.
All Respondents (223)		11.7% (26)	15.7% (35)
Distribution Method			
Mailed Surveys (178)		6.7% (12)	12.9% (23)
Surveys Picked up at Distribution Locations (48)		29.2% (14)	22.9% (11)
Property Ownership/Residence Status:			
Property Owners/Full Time Resident (85)		10.6% (9)	14.1% (12)
Property Owners/Part-time Resident (115)		7.0% (8)	15.7% (18)
Renters/Full Time Resident (12)		33.3% (4)	16.7% (2)
Non-Resident Ferry Customer (13)		30.8% (4)	23.1% (3)
Frequency of Use:			
Daily Round Trip (49)		14.3% (7)	10.2% (5)
2-3 Trips Per Week (82)		12.2% (10)	15.9% (13)
Weekends Only (27)		3.7% (1)	18.5% (5)
Once a Week or Less Often (65)		10.8% (7)	18.5% (12)

Source: Berk & Associates

As the Exhibit shows, pre-6:30 a.m. sailings are favored by those making 2-3 trips per week in roughly the same proportion as those making daily roundtrips. Part-time residents (26 total) favored the early sailings marginally more than full-time residents (21 total); and six of the 20 renters/full-time residents favored the sailings, as did 7 of the 18 non-resident Ferry customers responding to the existing survey.

These findings are consistent with the 2001 GIPOA Survey results, which found that all 33 (20%) respondents favoring a different start time preferred an earlier start to Ferry service. The two surveys asked the question differently and more than 80% of the GIPOA Survey respondents felt that the existing 6:30 a.m. start time was best.

Interviews with crew members also surfaced anecdotal information about congestion and overloaded sailings first thing in the morning, especially in the summer months.

Lunch Hour Sailings. Several survey respondents noted that auto queues develop during the 11:30 a.m. – 1:00 p.m. lunch hour, when there is no scheduled Ferry service. This is consistent with information reported by Ferry Committee members. Because this is the longest period without service during the weekday schedule, it is an area for further investigation as the County assesses level of service and future scheduling options.

Weekday Evening Ridership Demand, Service and Cost

The weekday afternoon sailings (Monday-Thursday), particularly the 5:30 p.m. and 6:00 p.m., sailings present the most significant scheduling issues in the Ferry System. The County's practice is to provide passage to Guemes Island to all vehicles in the Ferry line at 6:00 p.m. The effect of this practice is that additional, unscheduled Ferry runs are made at approximately 6:25 p.m. (the double trip) and in some cases thereafter (the triple trip). Crew on the double trip at approximately 6:25 p.m. are paid overtime. If there is a need for another sailing beyond the 6:25 p.m., the County is required by U.S. Coast Guard regulations to call in another crew, which receives a minimum of three hours of overtime pay. Exhibit 15 presents direct (crew) operations overtime hours and wages for 2001 and 2002 year-to-date (YTD), by overtime category (maintenance and dock-related overtime hours and wages are not included).

Exhibit 14
Guemes Ferry Overtime Comparison 2001 and through September 15, 2002
Vessel Operations Only

Type of Trip	2001		2002	
	Hours	Cost	Hours	Cost
Regular	252.00	\$7,467.55	612.50	\$18,511.75
Doubles	190.50	\$5,303.90	210.00	\$5,895.60
Triples	83.50	\$2,365.58	102.00	\$2,949.33
Medical Purpose	85.00	\$2,312.27	102.00	\$2,975.46
After Hours Call	117.50	\$3,224.28	234.00	\$6,437.01
Special School	90.00	\$2,688.30	98.75	\$2,870.83
Total	818.50	\$23,361.88	1,359.25	\$39,639.98

Source: Skagit County Public Works Department Accounting Division

Note: Data includes Operations only and does not encompass dock or maintenance work.

As Exhibit 14 shows, in addition to regular overtime hours and costs, the County incurred 190.50 hours and \$5,304 of overtime costs related to double trips in 2001, and 210.00 hours and \$5,896 in double trip-related costs in 2002. For triple runs, in 2001 there were 83.50 hours at a cost of approximately \$2,366; in 2002 there were 102 hours at a cost of \$2,949. (Note: these hours are those recorded on employee timesheets, and there may be variability in how the hours are coded to particular categories.) According to the Ferry crew, State Auditor reconciliation requirements for close-out procedures at the end of the day require the Purser and Master to spend 40 additional minutes on the job, this additional time is presumably a contributor to overtime expense and is reflected in the regular overtime category.

Data and Reports on Demand for Double and Triple Sailings

The U.S. Coast Guard requires the County, as a Ferry operator, to record data by sailing, showing the number of vehicles and passengers carried. Ferry employees record this information daily; however it is a manual log and the information is not entered into a database and summarized in reports. Likewise, the County does not have readily available reports on overtime hours and costs by date and sailing.

The lack of reporting makes it difficult to assess actual demand for Ferry Service past 6:00 p.m. during the weekdays. Based on information conveyed by the crew in the interviews, weekday demand for service beyond 6:00 p.m. is occurring and being met by the County on a significant number of days, particularly (or possibly only) in the summer months. This is reflected in overtime hours and expenses.

Therefore, what is known is that the County is providing additional service, as demanded by its customers. What is not known is to what extent the service is provided (i.e. on an everyday basis, or more towards the end of the week, or with significant seasonality), and at what cost, especially relative to regularly scheduled service costs. County staff report that the majority of the double and triple-related overtime hours and wages are associated with higher demand in the summer months. Given the magnitude of overtime expense (for 2001, there are 330.75 hours of double and triple-related overtime; in 2002 YTD, the total is 214.75 hours of double and triple-related overtime), the County needs to better understand the drivers of overtime costs, and in particular, how it relates to demand for service beyond 6:00 p.m.

The U.S. Coast Guard's 12-Hour Rule and Schedule Implications

An overlay to the questions of how much service the County is now providing, at what cost the service is provided, and what the community's perspectives are regarding changes to the weekday schedule, is the Coast Guard's recent ruling that the Guemes Ferry operation is not in compliance with the 12-hour work rule, and must become compliant this year. Historically, the Ferry crews begin work at 6:00 and have worked through a double sailing after 6:00 p.m. The Coast Guard has now stipulated that this work schedule is not acceptable, citing fatigue issues.

The County Public Works Department must now develop new work schedules and negotiate these with the Inland Boatmen's Union. Part of the design of a reasonable work schedule involves reassessing the existing service schedule, the cost of meeting that schedule, and the cost of alternative work and service schedules.

Community Perspectives on Extending the Weekday Evening Schedule

The Guemes Ferry schedule's Monday-Thursday 6:00 p.m. service termination has been in effect for many years, and is considered by some Island residents to be an important component of the Island's quality of life. The question of whether the schedule should be changed or extended is a long-standing issue in the community, with passionate perspectives on both sides of the question. The Management Analysis Customer Survey posed the question of whether Ferry service should be extended during the week, and as Section IV reports, those who responded to the survey said "no" by a margin of 53% (251) to 45% (215). As an indicator of the emotion around this issue, many respondents added emphatic comments or explanation marks to highlight their feelings.

This is consistent with the results of the GIPOA Survey, which found that 62% of respondents felt that the "current daily schedule" should "be maintained." The predominant perspective of this group is to "leave the island the way it is."

Exhibit 15
Respondents Wishing to See Schedule Extended in Evening Hours

Favoring an Evening Schedule (Number of responses to question)	7:00 p.m.	8:00 p.m.	9:00 p.m.	10:00 p.m.	11:00 p.m.
All Respondents (223)	22.0% (49)	23.8% (53)	19.7% (44)	24.7% (55)	5.4% (12)
Distribution Method					
Mailed Surveys (178)	23.0% (41)	20.8% (37)	19.7% (35)	24.7% (44)	5.6% (10)
Surveys Picked up at Distribution Locations (48)	14.6% (7)	31.3% (15)	18.8% (9)	22.9% (11)	4.2% (2)
Property Ownership/Residence Status:					
Property Owners/Full Time Resident (85)	16.5% (4)	12.9% (11)	21.2% (18)	34.1% (29)	4.7% (4)
Property Owners/Part-time Resident (115)	25.2% (29)	29.6% (34)	20.0% (23)	17.4% (20)	6.1% (7)
Renters/Full Time Resident (12)	33.3% (4)	16.7% (2)	0.0%	41.7% (5)	8.3% (1)
Non-Resident Ferry Customer (13)	15.4% (2)	38.5% (5)	23.1% (3)	7.7% (1)	0.0%
Frequency of Use:					
Daily Round Trip (49)	16.3% (8)	14.3% (7)	12.2% (6)	34.7% (17)	6.1% (3)
2-3 Trips Per Week (82)	18.3% (15)	15.9% (13)	26.8% (22)	26.8% (22)	4.9% (4)
Weekends Only (27)	40.7% (11)	33.3% (9)	14.8% (4)	11.1% (3)	7.4% (3)
Once a Week or Less Often (65)	23.1% (15)	35.4% (23)	18.5% (12)	16.9% (11)	4.6% (3)

Source: Berk & Associates

Communication with Customers

The Customer Survey findings show that many (40%) Ferry customers do not feel adequately informed by the County about Ferry activities and issues. In addition to this statistic, many survey respondents wrote in questions or requests for information about current Ferry activities and plans for the future. Some respondents made suggestions for communication tools the County could use to convey information (the web, a quarterly newsletter, a monthly column in the *Evening Star*); these are presented – discussed in Section VIII, the Management and Governance Assessment section.

The need for improved communication within the Ferry System is a major finding and theme of this analysis. The Public Works Department needs to inform, consult and involve the ferry community to generate understanding of the many and intertwined operational and policy issues the organization is facing.

Three key schedule-related issues need to be communicated to the public:

- What is happening now with the schedule – and why: how long the crossing takes; double and triple trip constraints and practices; the current crew schedule and the Coast Guard's 12-hour requirements.
- What is happening with Ferry demand and capacity, and how that could or should play into questions about the adequacy of the schedule.
- What is happening now with the parking lot, what the plan is and what people can expect.

Conclusion: Schedule Issues to Consider – Service Demand, Capacity and Cost

Ridership Growth and Capacity. As noted earlier in this report, the Ferry System's *Capital Facility Plan 2001-2015* documents that ridership on the Ferry in the last decade has exceeded the highest growth projections forecast for the year 2005. Total ridership has grown 145% in the past two decades, and additional ridership growth is expected. With the addition in 1990 of the 1:30 p.m. and 4:30 p.m. scheduled sailings, the only other opportunities to add scheduled service in the afternoon peak are at 2:00 p.m. and 3:00 p.m.

There is a real question as to whether vehicle demand – at least in the summer months – has now grown to the point where the System is bumping up against capacity constraints: there is or very shortly will be insufficient capacity available to respond to demand. The County does not have reports (although it has the raw data) on ridership and additional sailings provided Monday-Thursday after the regular sailing schedule has ended. This information is key to assessing the magnitude of demand for those additional sailings. What is clear, even without the reports, is that demand is exceeding scheduled sailing capacity during some periods, and the County is providing this service.

Cost of Providing Service. The cost of providing service beyond the regularly scheduled sailings is reflected in the Ferry System's overtime expense. The County needs to analyze how much of this overtime expense is attributable to meeting demand beyond 6:00 p.m. on Monday-Thursdays, and assess the cost of providing this service through overtime versus extending the sailing schedule, reworking the crew schedule and paying for this service at straight time. A particular area of investigation should be the cost of providing a triple sailing after 6:00 p.m. on Mondays-Thursdays. Currently, these sailings require the County to assemble a new crew and pay for three hours of overtime regardless of the length of service required. While it is understood why this provision is in place, it is not a reasonable or cost-effective way for a public agency to deliver service.

A second element of the cost assessment of current service delivery is an analysis of the demand and cost of providing additional sailings for other purposes: school and other events, after hours, medical runs (medical runs are provided at no cost to the passenger using these runs). Given total overtime paid annually, how much service would this buy at straight time, assuming that such service was provided as part of the regular schedule?

A third cost of service issue for the County to consider is administrative, rather than financial. The current system relies significantly on overtime payments to meet demand, and the County incurs significant resource costs associated with administering the system: it is relatively high maintenance, involving assembling additional crews, adjudicating rates of pay and payroll questions, etc. Moving to a system with more scheduled and less special service would reduce the level of effort associated with managing the program.

Community Perspectives Need to be Informed by Information. The community's perspectives on the Ferry schedule are well documented in Section IV, the Management Analysis Customer Survey findings. The community is split on the schedule extension, with a significant degree of passion and emotion on all sides of the issue. However, what has emerged from this analysis is – in the aggregate – a disconnect between people's stated preferences and their behavior. (There is also a disconnect within the stated preferences – i.e. "leave the schedule as it is" and "continue double trips.") While both the Management Analysis and the GIPOA survey found that the Guemes community, by a small percentage, prefers the schedule to remain as it is, down at the docks actual demand for services is extending beyond the regular sailing schedule.

The reality of the situation is not clear to the community because the County has not provided information to clearly document the impacts of growth and actual service demand. The County needs to present information to the community on the current extra service provided, its cost, the level of service needed to meet current and expected future demand, and the schedule options associated with meeting that level of service.

Consultant Perspectives on the Schedule. Given the growth in demand for Ferry service in the past two decades and the fact that ridership is projected to continue to grow in the next 15 years, there may well be reasonable justification to expand weekday service to 9:30 p.m., at least in the summer months. However, such an expansion would be contrary to the will of the majority of survey respondents, and presumably, contrary to the will of the majority of Island residents and Ferry customers. Therefore, we recommend that the County continue with the current schedule, or something closely approximating it, until it can thoroughly explore and work through this issue with the Ferry Committee and the larger community. This is a critical issue, and should be item #1 on the County's newly created policy agenda, as recommended in subsequent sections of this report.

Schedule Recommendations

1. The County should systemically analyze service demand, capacity and cost impacts of operating the current schedule and alternatives to that schedule. Questions to answer are:
 - What is the current cost of providing the level of service the County provides today – the regular and overtime costs of the on-demand services provided to customers;
 - What is the appropriate definition of Ferry capacity, and how close is the County to reaching that capacity with its current schedule;
 - How can or should demand be managed to moderate growth and operate within certain capacity limits;
 - What are the costs of various options to expand the schedule to fit within Coast Guard requirements while still providing reasonable work hours for current employees;
 - How do these options relate to demand for service as evidenced by the double, triple and special trips the County now provides; and

- How do the costs of these options compare with current costs the County incurs.
2. If the demand analysis supports it, consider development of peak and non-peak schedules (i.e. summer and non-summer).
 3. The County should develop a plan to address level of service standards and issues.
 4. The County needs to work closely and purposefully with the Ferry Committee and the larger community to provide information, generate a common understanding of the schedule situation, and facilitate a dialogue on these issues. A starting point for discussion is a clear summary of what is happening now with service, and what the County's practices are for double and triple sailings.
 5. The County should develop monthly reports presenting ridership demand and system cost and performance summaries, as recommended in the Management and Governance Section of this report. These reports should be presented to the Ferry Committee and summarized for presentation to the community. This recommendation is consistent with adopted policy as contained the County's Comprehensive Plan.
 6. The County should consider development of a flyer or Fact Sheet on double and triple sailing parameters to hand out at the Terminals.
 7. To speed trip time, the county should pursue pre-ticketing for vehicles and passengers, including use of part-time employees to sell tickets at peak periods. An alternative to a ticket seller is development of a strategy for passengers to purchase their fares at locations other than at the Terminal. Kiosks, retailers and Web sales are potential alternatives to selling fares at the Terminal.
 8. The County should revise its posted schedule (the green card) which is badly out of date. Specific sailing departure times from Guemes Island should be listed.
 9. The County should review the Ferry tariff for consistency with current practices.

SECTION VIII

MANAGEMENT AND GOVERNANCE ASSESSMENT

Overview

This section presents a set of management, governance and policy findings and recommendations to address the internal and externally-related management challenges associated with operating the Guemes Island Ferry System. Findings and recommendations presented in this section encompass:

- The need for Skagit County to establish a strategic policy and management agenda for the Ferry System;
- The Ferry Manager position – recommended role, responsibilities and reporting structure;
- Ferry employee management challenges, needs and recommendations;
- County Commissioner governance issues and recommendations; and
- Enhanced communication tools and approaches for Ferry employees, customers and the Ferry community.

In addition to these topics, three key management and operations areas have been analyzed and discussed in separate sections of this report: Ferry operating policies and procedure; Ferry schedule issues; and the operations and role of the Ferry Committee.

Background and Context. All organizations are reflective of their history and the organizational culture, which has evolved over time. The Guemes Island Ferry System needs to be understood in the context of its history as a small operation, providing a high level of personal service to customers, with a relatively low level of management involvement. However, over time, the Ferry operation has grown significantly, and with that growth has come: (a) an increased need for System management, including policies and procedures, and communications systems; and (b) a need for strategic direction, to reflect the increasing complexity of Ferry System operations in the larger transportation system, of which it is a part.

Management of the Ferry System: A Broad Perspective

Historically, the County's focus on managing the Ferry System has been on providing quality service at a reasonable cost. There is broad agreement among Ferry customers and stakeholders that the County has done a very good job of meeting this objective: service reliability and customer satisfaction are at extremely high levels. However, the County has not done as good a job of effectively managing the non-service aspects of the Ferry operation, and this needs to be the organization's focus going forward.

Current Problems are Long-Standing. A major finding of this analysis is that the significant internal and external management issues the County is grappling with today (e.g. crew grievances, ambiguity about policies and procedures, relations with the Ferry Committee) are all long-standing issues which pre-date current management. In fact, based on interviews with stakeholders and former managers, the Ferry System is dealing with the same issues in 2002 as it was in 1990, or

earlier. The difference today – and the added challenge – is that ridership demand has grown so much in the last two decades: there is a bigger ridership base, more stress on the system, and greater opportunity for the weaknesses in that system to create problems.

The County has been working to accommodate demand by adding additional, unscheduled sailings. In earlier years, this flexible, on-demand approach may have worked well. However, in recent years demand has increased to a level that the County's operating systems cannot keep pace. This is evident in both the overtime costs and the management resources necessary to manage a system with so much discretionary service provided to meet demand.

The current system is not working, and that respect, the Coast Guard's 12-hour ruling presents an opportunity for the County to reassess and restructure the way service is delivered. Two goals of the restructuring should be to reduce discretionary service through level of service standards and extension of the schedule where demand warrants it, and potentially, reduction in the amount of overtime expense.

A Paradigm Shift is Needed. The County needs to make a paradigm shift in the way it thinks about the Ferry System. First, there should be an understanding that the operation is no longer a small one. With ridership of more than 200,000 people in 2000, the System is the second largest County-operated ferry system in the state (after Pierce County's System) – and more growth is coming.

Second and relatedly, the County needs to shift its focus from service delivery and vessel operations to thinking systematically about the Ferry System as a complex system of marine transportation. This means moving from a reactive mode to proactive management of Ferry System needs. It means focusing on System growth, planning for and managing ridership demand and facility needs, and working effectively with the community to generate understanding of the System's challenges and the best options to address those challenges.

Ferry System Organization and Staffing

Recommended Reporting Relationships. The Ferry System now operates with a half-time manager and several layers of management between customers, the Ferry Manager and the County Commissioners. To improve functionality, accountability and communications, it is recommended that the Ferry Manager report to the Director of Public Works (the County Engineer), rather than the Assistant County Engineer. The Public Works Director is the "owner" of the Ferry System. This position has responsibility, by law, for the accomplishment of the 6 and 14-year long-range facility plans, and has a direct reporting relationship to the County Commissioners.

To meet the needs of operating a modern Ferry System, the Public Works Director will need to assemble a staff team, encompassing Ferry operations, planning, finance and public affairs/communications. This team should work together to address System needs and the management and policy agenda described below. Assuming a functional work team, the Ferry Manager position could remain a half-time position, with a focus on Ferry operations and management of the Ferry crew.

A Strategic Policy and Management Agenda to Guide the Ferry System

A tool to proactively manage the Ferry System would be the development of strategic policy and management objectives and an agenda – a plan – to meet those objectives. This agenda then provides a basis for day-to-day management, as well as a tool for assessing management performance. As the common wisdom goes: "if you don't know where you're going, any road will get you there." A strategic agenda is a framework for articulating where the organization should be going.

Strategic Policy Objectives and Agenda. The Capital Facilities Plan lays out a set of Ferry facility and management recommendations, which have been adopted as policy by the County Commissioners. The Public Works Department needs to develop an implementation plan to delineate how these policies will be addressed – a strategic plan to establish the "how and when" the policies will be implemented.

This strategic policy agenda can then be the basis for discussions with the County Commissioners, Ferry employees, the Ferry Committee and the community. Issues to be included in the strategic policy agenda are:

- Implementation of ridership monitoring and analysis;
- Addressing ridership growth and transportation demand management, including improved parking facilities, transit connections and facilities;
- Resolving Ferry level of service and schedule issues, and incorporating changes in a County Resolution;
- Review of pricing policies, including: a fare structure assessment, comparative pricing policies in effect in other ferry systems in the State; and an assessment of the impact of pricing policies on transportation demand management; and
- Implementation of an automated ticketing system.

Strategic Management Objectives and Agenda. As a companion to the Strategic Policy Agenda, the Public Works Department should establish an action plan to delineate how the management issues and recommendations identified in this report will be addressed. This management agenda can likewise serve as a basis for communicating and tracking the Department's progress in resolving the issues. Key issues to be included in the management agenda should be:

- Resolving outstanding employee grievances;
- Implementing Ferry employee management communications systems, including crew meetings, to reduce grievance filings and payroll questions and to provide employees with a common understanding of Ferry System policies and procedures;
- Developing an employee and manager training plan;
- Developing new policy and procedures and maintenance manuals; and
- Development of a system of written reports to convey information to Commissioners and customers on Ferry ridership; service, performance and finances.

Ferry System Organization and Management Recommendations

1. The Ferry Manager should report to the Public Works Director. The position should remain a half-time one.

2. The Director should assemble a Ferry Management team encompassing operations, planning, finance and public affairs/communication. This functional team should develop and implement strategic policy and management objectives to meet the current and evolving future needs of the System.

Ferry Manager Position Assessment

The Ferry Manager position is a challenging one, and the County has had a number of different individuals filling the position: from 1988 to the present there have been seven Ferry Managers, reporting to seven different supervisors.

The current Ferry Manager has a background in vessel operations and maintenance, and his strengths are in those areas. He has done a commendable job ("a bang-up job") in addressing deferred maintenance and bringing the M/V Guemes into good working order, as well as brining a focus on safety and management system to the operation. The vessel is well maintained and operates with reliability. The Ferry Manager has a passion for his job and a commitment to it, and this is worth a lot.

Areas of weakness (as noted by the Manager himself) are in human resource management and communications, areas in which he does not have training or experience. This is especially problematic given that these are also weaknesses within the larger Ferry management system. Communication issues identified include:

- Dialogue with the Senior Master in place of dialogue with the crew;
- A lack of communication and direction to the crew on Ferry policies, procedures and issues in Anacortes;
- Lack of follow through and responsiveness to crew questions and concerns, and
- Poor listening skills and an unwillingness to write things down.

To perform successfully, the Ferry Manager position needs structure and support from senior management. To enable success, the County must provide a clear definition of the Ferry Manager's authority. Other requirements for the County to meet are:

- Rewrite and update the position's job description (which still calls for sharing responsibilities as the manager of the Equipment Rental and Revolving Fund);
- Clearly specify responsibilities, requirements and expectations – and hold the Manager accountable for performance;
- Delegate authority for day-to-day management, and make clear that when additional direction is needed, such needs should be communicated up the chain of command;
- Invest in training in listening, communications and managing people;
- Develop a plan for improved performance in the areas identified as weaknesses, and
- Develop a plan for increased visibility and accountability to Ferry customers: "people should know that there is a Ferry manager" (and how to reach him).

Information Reporting for Awareness and Decisionmaking. Improved information is needed by all stakeholders with the Ferry System: the employees, Ferry management, the Commissioners, the Ferry Committee and Ferry riders. The Ferry Manager's responsibilities should include developing a monthly report which circulates widely within the System. The report should include:

- Ridership – vehicles and walk-ons;
- On-time performance - late sailings by date and time;
- Overloads – i.e. double and triple sailings required, by date and time;
- Any cancelled sailings;
- Expected repairs and planned out-of-service events;
- Employee sick leave taken;
- Employee overtime paid; and
- Any grievances filed and the status of grievances outstanding.

In addition, the report should identify the plans for the coming period, key outstanding issues, and any problem areas of which management should be aware, or where assistance is needed.

Ferry Manager Recommendations

1. Update the Manager's job description, clearly specifying responsibilities.
2. Delegate authority to the Manager for day-to-day operations and hold him accountable for that authority.
3. Provide training in communications and human resource management.
4. Develop a plan to increase awareness and visibility of the Ferry manager among customers.

Ferry Employee Assessment

Ferry Employee Assessment Survey Findings. Results from the Management Analysis Customer Survey question (#3B), which asked Ferry riders "How satisfied are you with the performance of the Ferry crew?" show that riders are well satisfied: 96% of survey respondents said that they were either extremely satisfied (59%) or satisfied (37%) with the Ferry crew. The Exhibit below disaggregates responses to this question into several groups of survey responses.

Exhibit 16
Customer Survey Findings: Satisfaction with the Ferry Crew

Responses by Group	"Extremely Satisfied" or "Satisfied" with Service and Performance of Crew
Overall	95.5%
Distribution Method:	
Mailed Surveys	96.3%
Surveys Picked up at Distribution Locations	92.4%
Property Ownership/Residence Status:	
Property Owners/Full Time Resident	93.1%
Property Owners/Part-time Resident	97.4%
Renters/Full Time Resident	95.0%
Non-Resident Ferry Customer	100.0%
Frequency of Use:	
Daily Round Trip	88.7%
2-3 Trips Per Week	96.0%
Weekends Only	97.9%
Once a Week or Less Often	99.2%

Source: Berk & Associates

In all, the Management Analysis Customer Survey shows a level of customer satisfaction of which the employees and the County in general can be proud. The most frequent written comment in the survey responses was one extolling the crew: this type of comment appeared 32 times (7.3% of all returned surveys). Examples of these comments include:

- "We have a friendly crew who know their business."
- "... I also commend the entire Ferry crew, including maintenance, for their consistent and excellent performance of their job. They are personable, responsible and responsive, adaptable, patient..."
- "They are ALL a great crew, friendly and efficient."
- "We are very pleased with the present Ferry crew and the service."
- "Present crew is excellent in work and attitude. Do NOT mess with them."
- "We are so fortunate to have a crew that stays pleasant and helpful and patient day in and day out, rain or shine. You guys and gals are special! Thanks!"
- "We have an excellent Ferry crew, very helpful and courteous."
- "Ferry works just fine as is - the crew is friendly and responsive. A+"
- "Ferry crew have been very helpful when customers need service."
- "We appreciate the courtesy and professionalism of the crew."
- "I have great confidence in Ferry crew and its operation of Ferry - always courteous, efficient and friendly."

In addition to the extremely positive comments provided by riders, there were also 11 (2.2%) written comments regarding issues, incidents or displeasure with the Ferry crew.

We recommend that the summary of survey responses be shared and discussed with the Ferry crew – both to celebrate and take pride in the positive feedback and to understand and address the critical comments.

Culture of the Ferry Crew. The results of the employee interviews summarized in Section III reveal a workforce, which generally enjoys and takes pride in their jobs, and has many astute, useful comments about the current Ferry operation.

Several managers and stakeholders interviewed for this study addressed the history and culture of the Ferry operation: an operation that is physically separate from the rest of the Public Works Department, and one which has been largely self-managed over the years. In fact, the Ferry Manager was a crew member (and member of the Union) until about 1991, when a half time, non-crew manager position was created. As discussed in this report, the System provides for considerable employee discretion at certain times, and with this discretion comes ambiguity and the opportunity for differential interpretation. The crew understands the System well and is able to push on its ambiguities and weaknesses. There has also been a history of staff discord and grievances with management: none of the issues the current management is involved with are new features in the overall landscape. Rather they are long-standing management challenges, which require organized and effective management approach. Issues identified as needing improvements are as follows:

- Information access and direction needs to be provided. Employees are not sure that they are doing what they are supposed to, and they feel frustrated with the inability to get direction: "when we try to go through the right channels, nothing happens."
- Clarification of management structure, roles and responsibilities is needed. The changes in management oversight of the Ferry operation in the last several years has created confusion: employees are uncertain about the System's management structure.
- The responsibilities for each level in the structure needs to be defined and communicated in order to clearly communicate the Ferry Manager's responsibilities to the employees.
- The Senior Master's responsibilities need to be redefined. This position is essential in assuring that there is ownership of and consistency in the Ferry's Safety Management program. However, the employees view the responsibility for developing the monthly crew schedule as a management function; this responsibility should be deleted from the Senior Master's defined essential functions.
- There is also reliance upon the Senior Master position for communicating information from the Ferry manager to the crew. This communication should be the responsibility of the Ferry Manager rather than the Senior Master.
- Conflict resolution training is necessary. This is a long-standing need: the crew needs more tools and training to talk with each other effectively.

Ferry Employee Recommendations

1. Improve communication systems for Ferry employees. Reinstitute regular crew meetings where information can be shared and issues discussed. These meetings should be held monthly. An early topic at these meetings should be a review of the Management Analysis Customer Survey findings and issues. Action items identified in the meetings should be written down, and progress reported on at each meeting until the issues are resolved.
2. Provide clear and timely policy direction through a revised Operations Manual, which concisely lists Ferry operations policies.
3. Reduce conflicts around unscheduled double trips by instituting level of service benchmarks for making a second trip, as previously discussed in the scheduling recommendations.
4. Address employee training needs by developing a multi-year Training Plan, delineating the type of training to be provided and when. Focus initial training on conflict resolution, leadership and customer service training.
5. Define management roles and responsibilities. Develop an organization chart with a description of each manager's responsibilities in overseeing the Ferry System.
6. Redefine the Senior Master position to focus on the Safety Management program. Shift responsibility for developing the monthly work schedule to the Ferry Manager.

Role of the Board of Skagit County Commissioners

The role of the County Commissioners is to govern and set policy. In order to fulfill this role, the Commissioners need adequate information about Ferry System performance, current issues and planned activities. Currently, the Commissioners do not have this information: there is no regular, written report summarizing Ferry service and financial performance, customer service issues and other key management indicators.

The current system allows customers, Ferry Committee and even employees to go directly to the Commissioners with issues about Ferry operations. Commissioner involvement in operational matters makes it difficult for Ferry Managers to do their jobs effectively, creates confusion and a lack of consistent direction for staff and Ferry customers, and has a detrimental effect on employee morale.

Role of County Commissioners Recommendations

1. The Ferry Manager's monthly report (as recommended earlier in this Section) should be sent to the Commissioners, together with a concise executive summary.
2. Commissioners should refer customer and citizen inquiries about service issues to the Ferry Manager, and should refrain from direct decision making on operational matters.

3. The process for dealing with issues and complaints about the Ferry that are conveyed to Commissioners should be to:
 - Indicate that staff will respond to the issue and indicate by when;
 - Send documentation of the issue directly to the Ferry Manager, with a time limit attached;
 - Establish a log of such issues, including the issue, the date of the request and the due date;
 - Establish follow-up mechanisms to ensure that the citizens consistently receive timely responses to inquiries.
4. Newly-elected Commissioners should be briefed on Ferry history, current issues and the process for referring citizen inquiries to the Ferry Manager.

Communication with Ferry Customers

The County does not communicate with Ferry customers as well as it could or should. Good communications has become increasingly important as the System grows and evolves, and as the complexity of operational and planning issues increases. Improved communication tools to inform customers about policy, operational and service issues will help generate understanding of the challenges and complexities of operating the System, result in fewer conflicts with employees at the dock, and will generally make managing the Ferry operation easier. Attachment F contains a spectrum of approaches and tools to obtain meaningful public participation. This spectrum was developed by the International Association for Public Participation; many public agencies find its constructs useful.

Respondents to the Management Analysis Customer Survey indicated interest in having more information in the following areas:

- Schedule, including timing of fuel runs
- Reasoning behind policy changes
- Capital and operating costs
- Quarterly activity
- Emergency situations or problems
- Where to take concerns and how to reach the appropriate party
- Loading procedures
- Minutes of Ferry Committee meetings
- Public Works Department's and Ferry Manager's management roles and responsibilities
- Ferry Committee roles, responsibilities, and the current process for becoming part of the Committee
- Monthly Ferry column in the *Guemes Island Evening Star* by the Ferry Manager

Some of this information is static and suitable for communications tools that can be distributed widely to Ferry customers on the boat, as fares are collected, at the terminals and at Anderson's General Store on the Island. The internet, a quarterly newsletter, a Fact Sheet or brochure would be suitable methods for reaching Ferry customers. Materials should emphasize and increase the visibility of Skagit County Public Works management role in the Ferry System. Information should also provide a variety of methods for reaching the Ferry Manager and for gathering more information about the Ferry System.

Information that affects scheduling for a short period of time may be difficult to communicate because the Ferry customer base appears to be largely made up of relatively infrequent users – most respondents (more than 70%) to the survey traveled 2-3 times per week, or once week or less often. One survey respondent suggested that this information should be shared with the Anderson's General Store immediately, and according to Store staff this is done by some, but not by all Ferry Captains. Another option would be to post service information on the County's web site.

Community Outreach and Discussion About Schedule and Service Issues. Given the Coast Guard's recent 12-hour ruling and the dense mix of demand and service issues associated with the Ferry schedule, the County needs to communicate with the Guemes community as soon as possible about the situation and the options under review. As recommended in earlier Sections of this report, the County should hold an initial public meeting soon, and should plan to work with the community in coming months to fully inform them about the issues and to obtain meaningful feedback.

Recommendations

1. The County should sponsor an initial community meeting to present the results of this analysis, including the survey results, and any follow-up actions management and the Commission plan to take. A particular topic of that meeting should be the Coast Guard's directives on the 12-hour rules, and the options and implication the County is considering in response to that directive.
2. The County should consider preparing "Customer Updates" for Ferry employees to handout to customers when key issues arise. This tool would provide clear and consistent information, and would mitigate the need for employees to repeatedly explain issues to customers.
3. The County should have posters at the Terminals noting the Ferry Manager's phone and e-mail address, and advising customers of his availability to answer questions and provide information.
4. Ferry management should work with the Ferry Committee and the community to develop a communications checklist to implement when the Ferry goes out of service. The checklist should indicate what to do, who is to be called, and by whom.
5. Ferry Committee meeting agendas, materials and meeting summaries should be posted on the County's web site and made available at the Anacortes Terminal and Anderson's General Store.
6. Ferry management should take advantage of the *Guemes Island Evening Star* as a no-cost way to communicate with customers – the Ferry Manager should have a regular column in the paper. This column should contain performance information as well as information on upcoming issues or projects. It could also have a question-and-answer feature, wither customers submitting questions.

SECTION IX

FERRY COMMITTEE ASSESSMENT

Ferry Committee History

The Guemes Island Ferry Committee, a five-member citizens committee, was organized in 1980 as a sounding board and consensus-building group of Guemes Island citizens. The impetus for the Committee's creation was the County's 1979 purchase of the 22-car M/V Guemes, to replace the 9-11 car M/V Almar. This new vessel resulted in changes in the delivery of Ferry service and the cost for these services: in June 1981 the Skagit County Public Works Director projected a 10.4% increase above the 1980 cost for labor and fuel, and recommended an increase of approximately 30% in fares to cover these increases. This situation created controversy and dissention on the Island, and as a result, the County Commissioners requested the formation of an independent Ferry Committee to represent the various parts of the Island and to make recommendations to the Commission on Ferry policies and practices.

The Guemes Island Ferry Committee subsequently served as a representative group of Island residents, and worked to negotiate a rate structure with the County. The result of these negotiations is the basis for Resolution 9518, adopted by the Skagit County Commissioners on December 14, 1982. This resolution established the formula for Ferry fares, which largely remains in effect today. Resolution 9518 was subsequently modified by Resolution 11939 on February 27, 1989.

Since its inception, the Guemes Island Ferry Committee has continued to serve as a means of interaction between local Guemes residents and the Skagit County government. The Committee has provided input on Ferry System program development, system operations, and has requested and participated in the development of subsequent Ferry-related Resolutions, and most recently, worked with the Public Works Department on development of the *Guemes Island Ferry Capital Facilities Plan 2001–2015*. In 2001 correspondence, Committee members indicated that they were working on four issues:

- Long-range parking improvements;
- The Ferry Capital Improvement Plan;
- Monitoring Ferry finances, and
- Organizing a presentation for newly elected County officials.

Charter, Member Elections and Meetings. There is no County Resolution or charter delineating the Ferry Committee's role and responsibilities. The members of the Ferry Committee are elected by secret ballot at a special public meeting. The most recent meeting for the purpose of electing the members was held in 1998. The Committee meets on an as-needed basis.

Ferry Committee Perspectives

Ferry Committee members have a very long history on Guemes Island: three of the five members have resided on Guemes for 50+ years. The other two members also have deep roots in the community: one has owned property on the island for 35 years and has been a resident for a dozen years; the other has lived on the island more than 20 years. Members of the Committee have long memories and pride themselves on providing continuity and institutional memory for the community and the County. They note that during the Committee's tenure, the County has had seven different public works directors, 11 different Commissioners and numerous Ferry Managers.

Committee members have devoted considerable time and energy to Ferry matters, and are proud of their contribution to the Ferry operation: "We have been very helpful, instrumental to the County." They note that Resolution 9518, which they negotiated with the County, was the first time that Ferry revenues and expenditures were clearly identified and defined. Subsequently, the Ferry Committee has monitored Ferry finances. Committee members note that the County does not have reporting documents or formats to provide information to the public on the Ferry's financial performance: "There is no quarterly or annual report. The best document is the deficit report."

The Ferry Committee points to other accomplishments for the community, including obtaining additional scheduled Ferry runs (Resolution 12681 – October 1990) and changes to the Sunday service schedule. The Committee also states that "their function is to resolve problems," and notes that the Guemes phone book has names and phone numbers for Ferry Committee members at the front. About 10 people per year contact the Ferry Committee about issues, asking for clarification on policies. The Ferry Committee also indicates that it "passes the word" when the Ferry is running late.

More recently, the Ferry Committee has focused on ridership growth and the need for adequate parking facilities in Anacortes to encourage walk-on passengers. The Committee has discussed parking lot issues and options with County staff, and expressed concerns about the County's initial parking plan; subsequently the County moved to purchase the two lots recommended by the Committee.

Committee members acknowledge that they can be criticized for the lack of public meetings. The Committee tries to hold a public meeting when there is a proposed policy change and after the group has "a definitive response" to an issue. Committee meetings are not publicized, nor are meeting summaries available to Islanders.

The Committee operates without administrative support from the County, and generally feel frustrated in working with the County: "It's very difficult to work with the County to achieve goals that we as riders believe in. There is resistance to true input – they ask for input but if it doesn't match their perspectives it's disregarded." Other Committee criticisms of the County include comments that:

- Management is not focused on managing a marine transportation system. Overall utilization of Ferry capacity needs to be considered; there is a need to address infrastructure issues (including parking).
- Management has been inconsistent and in violation of their own rules.

- Where there is an issue left to the crew's discretion and the Committee does not agree with the decision, there is no process for resolving the conflict.
- Policies about double trips are needed. A particular bone of contention is the issue of making three trips an hour – can this be done?
- Some past practices are written; some are not. Policies are not available at the Terminal office.
- Policies and practices have not been defined and management is often in a reactive mode.
- Communication with the Ferry Committee is not the best; sometimes the County makes a decision and word does not get back to the Committee. Although the Committee is supposed to be the eyes and ears for the County on the Island, the County may make a key decision and not involve the Committee.

County Management Perspectives

From the County staff's perspective, working with the Ferry Committee poses several management challenges:

- Ferry Committee members have personal relationships with some County Commissioners, and a history of going directly to Commissioners with Ferry issues and concerns (bypassing management). Sometimes these concerns relate to incidents that have occurred with individual Committee members on the Ferry, sometimes they relate to Ferry personnel issues, and sometimes they revolve around disagreement with a management action.

In some cases Commissioners have made decisions or taken action directly based on the Committee's concerns, in some cases not. In some cases, the Commissioners have made statements or issued direction, which questions or contradicts staff and management decisions. In all cases, the situation becomes a "fire drill" of management inquiry and accounting, which is disruptive and time consuming. It also has a negative effect on staff morale, as staff decisions at various levels are questioned and in some cases reversed.

- Ferry Committee members have defined a role for the group (perhaps with management and Commission concurrence over the years) more as gatekeepers or independent watchdogs of the Ferry System than as citizen advisers to it. The Committee's approach and understanding is that it must approve (translation: agree with) all significant management actions or changes within the Ferry System.
- Relatedly, the Ferry Committee is perceived to micromanage Ferry operations, issuing directives to staff, often about small matters. These issues arise on an irregular basis, and staff must then react and respond to the matter.

- Relating to personal style, some members of the Committee have been harshly critical of Ferry operations, management and individual managers – in public meetings as well as in correspondence. This approach, combined with other stylistic and procedural approaches discussed above, creates an atmosphere of intimidation and fear in the workplace.
- Almost 58% of Management Analysis Customer Survey respondents reported that they did not feel adequately informed by the Ferry Committee about Ferry issues. Only one quarter (25%) of respondents feel adequately informed or represented by the Ferry Committee. More than 70% of respondents were aware of the Ferry Committee and 61% felt that regular elections should be held.

Management Analysis Customer Survey Findings: Ferry Committee Awareness, Understanding and Representation of Customer Perspectives

As discussed in Section IV, results of the Management Analysis Customer Survey show that:

- More than 70% of respondents were aware of the Ferry Committee but almost 56% were not aware of the Committee's role.
- More than 58% of respondents felt that they were not adequately informed by the Ferry Committee about Ferry issues and only 32% felt that they were not adequately represented by the Ferry Committee. Given the high level of respondents selecting the "not applicable" response (see below), it should be noted that almost 27% of respondents felt adequately informed and 28% felt adequately represented.
- Of those who indicated that they were aware of the Ferry Committee, 61% expressed an interest in holding regular elections of Ferry Committee members and 13% did not wish to hold regular elections.
- Those who were unaware of the Ferry Committee were less likely to be interested in regular elections for the Ferry Committee – 24% who are unaware of the Committee wanted elections. Several respondents wrote in comments in support of the Ferry Committee, stating that it adequately represented their opinions. Others commented that they did not feel the Committee represented their opinions. One off-island resident suggested that it was difficult to participate in meetings because they adjourn after service stops.
- Many survey respondents wrote comments – asking about how members are currently selected; offering suggestions about who should participate in the vote (both "only locally registered voters" and requests off-island representation in voting and on the Committee); and how often elections should be held. In addition, two remembered elections occurring in the past and suggested that term limits would be appropriate.

Ferry Committee Findings

Ferry Committee Charter and Operating Procedures

- The Skagit County Public Works staff is unclear about the role of the Ferry Committee. Skagit County Commissioners have not sanctioned the Ferry Committee through a Resolution and there is no charter or by-laws that define their purpose, authority or operating procedures.
- Terms limits for the members, and frequency for special election meetings are not defined. Likewise, methods of selecting Committee members and ensuring that the citizenry is well represented by the Committee is not defined.
- The Ferry Committee meets on an as-needed basis and there are no routine scheduled meeting dates, times or locations for the meetings.
- There are no regularly scheduled meetings with the Ferry Committee and Public Works staff, nor with the County Commissioners.
- The roles and responsibilities of Public Works staff in relationship to the Ferry Committee is not defined. The Committee operates without administrative staff support from the County, and members cover their own costs associated with collecting information on Ferry operations.
- Minutes of the Ferry Committee are not kept for the meetings and are not available to the public at large.
- Other citizen groups on Guemes Island have expressed concern that the Ferry Committee is not adequately representative of all the residents on Guemes Island nor other citizens in Skagit County who rely upon the Ferry service.

Ferry Committee Roles and Relationships

- The Ferry Committee provides continuity, institutional memory and a great deal of knowledge about the Ferry System. The Committee has made a significant investment in the System, and has a lot of ownership in policy and management decisions.
- The Ferry Committee has established an informal agenda (Ferry finances, parking and schedule management issues) in the absence of a formal policy or management agenda from the County. Because the County has not set an agenda for the Committee to respond to and work with, the Committee has set its own agenda. This situation is the reverse of what it should be: rather than working collaboratively with a Ferry Committee to address a set of agreed-upon issues and objectives, the County reacts to the issues posed by Ferry Committee members.

- The Committee has assumed a level of control and accountability for policy and management decisions that should reside with the Public Works Department.
- The Ferry Committee currently operates more as an independent watchdog group than as an agency advisory committee. It requests and tracks information at its own expense, and provides input and perspectives on an ad hoc basis to County management and the County Commission on Ferry System planning and performance.
- There is an adversarial relationship and lack of trust between the Committee and Public Works staff, and this relationship does not serve the public or the County well. In part because the role of the Committee has not been defined, and in part because principles for reporting and communication are also not defined, all parties are dissatisfied with the current situation.

Recommendations

1. Clearly articulate the advisory role of the Ferry Committee.
2. The County Commissioners should adopt a Resolution chartering the Ferry Committee, and specifying its purpose, authority and operating procedures, including procedures for membership and, reporting to the Commission. By-laws should be created that define the Committee's operating structure, including how members are elected and with what frequency. Skagit Transit's Citizen Advisory Committee provides a model for defining the roles, responsibilities and procedures for a citizen advisory committee. Attachment E contains a brief synopsis of the SKAT model.
3. The Ferry Committee should have a regularly scheduled opportunity to meet with the County Commissioners; quarterly meetings would be appropriate.
4. Elections should be held for positions on the Ferry Committee, with specified terms.
5. The Public Works Department should present its management and policy agenda to the Ferry Committee, and develop a timeline for addressing issues with the Committee. The Department should proactively manage the Ferry Committee process, establishing a framework within which the Committee should operate, and working to develop a positive relationship with the Committee.
6. The Committee should meet monthly, at least for the first year, as outstanding management and policy issues are addressed. Notice should be given to the public regarding meeting time and location. Meeting times, locations and meeting summaries should be posted at the Terminals and on the County's web site.
7. The Committee Chair should communicate and coordinate with the Public Works Director regarding meeting content and outcomes. The Public Works Department should provide information on Ferry performance and key issues as agreed to in the Committee's Chartering Resolution, and as requested by the Committee.

8. If requested, the Public Works Department should provide liaison and reasonable administrative support for FAC mailings, agendas, meeting and any other authorized Committee activities.
9. The Department and the Ferry Committee should immediately begin working together to develop common understanding of Ferry schedule, demand, capacity, service and pricing issues facing the System.
10. The Ferry Committee should assist the County in beginning a community dialogue to understand and address these issues.
11. The Ferry Committee and the County should develop a community outreach plan to communicate directly with Ferry customers about the schedule and other key policy issues pending for the Ferry System. The outreach plan should include community meetings to discuss schedule options and other issues.

SECTION X

SUMMARY OF RECOMMENDATIONS

Overarching Recommendations – Top Eight Focus Areas

A. Develop a Policy and Management Agenda to Steer the Ferry System

- Make a paradigm shift – from focusing on service delivery and vessel operations to thinking about the Ferry operation as a complex system of marine transportation.
- Address long-range planning issues: how Comprehensive Plan and Capital Facilities Plan policies (demand management, parking, level of service standards) will be implemented.

B. Strengthen Ferry Staffing and Reporting to Address Ferry Challenges

Staffing:

- The Ferry Manager should report to the Public Works Director and the position description should be updated.
- Delegate authority and hold staff accountable.
- Maintain the Ferry Manager as a half-time position.
- Develop a Ferry Management team encompassing planning, operations, finance and communications.
- Provide the Ferry Manager with training in communication and human resource management. Provide the crew with human resource-related training as noted in the employee interviews.

Reporting:

- Prepare regular reports on system performance to assess current conditions and future needs.
- Institute a tracking system for following up on issues and communications.
- Require that issues and decisions be put into writing.
- Require monthly crew meetings and communication with the crew.

C. Analyze Ferry Service Demand, Capacity and Cost, and Develop Level of Service Standards

- Determine the cost of providing current service, and assess if it can be provided more cost effectively with changes to the schedule.
- Determine the service needed to meet demand, now and in the near future.

D. Develop a Collaborative Relationship with a Newly Chartered Ferry Committee

- Charter the Ferry Committee and formalize its by-laws and operating principles through a Commission Resolution.
- Incorporate the Ferry Committee as a legitimate part of the planning and communications process.

- Begin working with the Ferry Committee immediately on service demand and schedule issues and options.

E. Focus on Communications With the Public

- Hold initial public meeting to review the findings/recommendations in this report, provide an update on schedule issues, and share information on next steps.
- Plan a series of community meetings to engage in dialogue about growth, service and cost issues.
- Make Ferry Committee meeting summaries and material available to the Terminals and on the County's web site.
- Prepare written materials to tell customers what has changed in recent years, what is happening now, and what the outstanding questions are.

F. Develop Clear Policies and Procedures to Guide Daily Operations

- Rework the Crew Memo Book into a policies and procedures manual.
- Prepare a Maintenance Plan.

G. Institute Process Improvements, Such as Pre-Ticketing to Speed Trip Processing

H. Resolve Outstanding Grievances and Put Management Systems in Place to Reduce the Number of Grievances Filed

Summary of Recommendations Contained in the Report

Policies and Procedures

1. The Skagit County – Guemes Ferry Vessel Operating Procedures and Policies manual should be expanded to include information about the role of Public Works management, including a plan for review of corrective action by Public Works management. Updated schematic and flow charts for the vessel operating systems should also be included in the manual.
2. A Skagit County-Guemes Ferry General Operating Manual should be developed. The policies and procedures contained in the crew binder, plus others that are not documented, should be incorporated into this manual. The manual should include the following information:
 - Responsibilities and roles of Public Works managers and their departments, and their interrelationships with management of Ferry operations;
 - Procedures and forms for reporting revenue;
 - Procedures and forms for reporting ridership statistics;
 - Procedures that identify the criteria for unscheduled sailings;
 - Procedures for work schedule development and assignment of crews;
 - Procedures for parking management;
 - Procedures for terminal maintenance;
 - Procedures for tariff definition and application of reduced fares; and
 - Procedures for personnel policies specific to the Ferry crews.

3. A program for review and systematic update of policies and procedures should be developed and implemented to ensure that *General Operating and Safety-related Policies and Procedures* manuals are regularly updated.

Ferry Maintenance

4. A Vessel Maintenance Plan should be developed, to document maintenance requirements and timeframes for regularly scheduled maintenance needs and the roles and responsibilities for accomplishing such maintenance tasks.
5. Consideration should be given to maintaining an inventory of critical replacement parts for mechanical systems that require long lead times to procure.
6. Maintenance of shoreside facilities needs to be planned and scheduled. Maintenance items such as *non-skid application should be scheduled on a routine basis, and completed.*
7. A Preventative Maintenance Ferry Facility Plan and Tracking Tool needs to be developed for shoreside facilities, for monitoring the components of the facilities and to identify County maintenance resources scheduled to support this work.

Ferry Training

8. The Ferry Manager should prepare a timeline and schedule for implementing a crew training program.

Personnel Policy

9. A comprehensive review of Ferry-related personnel policies and IBU contract provisions should be conducted including the Bargaining Agreement, Countywide Personnel Policies and Procedures, and memoranda prepared by past and present Skagit County Public Works managers. Once this review is complete, and the applicable provisions are documented, this new, comprehensive and documented set of personnel policies and procedures should be incorporated into the Guemes Ferry General Operating manual.

Employee Grievances

10. The County needs to move expeditiously to resolve the outstanding Ferry employee grievances.
11. For the future, a policy is needed to define the authority for the Ferry Manager to interpret the Bargaining Agreement rules. This would allow the Ferry Manager to resolve disputes at the earliest stage in the process (Step 1). Guidelines should also be created that identify the role and authority for the Personnel Director and the Accounting Technician II in the Public Works Department. When agreement cannot be reached between the Union and Skagit County through the Step 1 and Step 2 process, it needs to be processed consistently with Step 3 and Step 4 of Rule 12 in the Bargaining Agreement.

Ferry Schedule

12. The County should systemically analyze service demand, capacity and cost impacts of operating the current schedule and alternatives to that schedule.
13. If the demand analysis supports it, consider development of peak and non-peak schedules (i.e. summer and non-summer).
14. The County should develop a plan to address level of service standards and issues.
15. The County needs to work closely and purposefully with the Ferry Committee and the larger community to provide information, generate a common understanding of the schedule situation, and facilitate a dialogue on these issues. A starting point for discussion is a clear summary of what is happening now with service, and what the County's practices are for double and triple sailings.
16. The County should develop monthly reports presenting ridership demand and system cost and performance summaries. These reports should be presented to the Ferry Committee and summarized for presentation to the community.
17. The County should consider development of a flyer or Fact Sheet on double and triple sailing parameters to hand out at the Terminals.
18. To speed trip time, the County should pursue pre-ticketing for vehicles and passengers, including use of part-time employees to sell tickets at peak periods. An alternative to a ticket seller is development of a strategy for passengers to purchase their fares at locations other than at the Terminal. Kiosks, retailers and web sales are potential alternatives to selling fares at the Terminal.
19. The County should revise its posted schedule (the green card) which is badly out of date. Specific sailing departure times from Guemes Island should be listed.
20. The County should review the Ferry tariff for consistency with current practices.

Ferry Management and Governance Recommendations Ferry Manager

Ferry Manager

21. Update the Manager's job description, clearly specifying responsibilities.
22. Delegate authority to the Manager for day-to-day operations and hold him accountable for that authority.
23. Provide training in, communications and human resource management.
24. Develop a plan to increase awareness and visibility of the Ferry Manager among customers.

Ferry Employee

25. *Improve communication systems for Ferry employees. Reinstitute regular crew meetings where information can be shared and issues discussed.*
26. *Provide clear and timely policy direction through a revised Operations Manual, which concisely lists Ferry operations policies.*
27. *Reduce conflicts around unscheduled double trips by instituting level of service benchmarks for making a second trip, as previously discussed in the scheduling recommendations.*
28. *Address employee training needs by developing a multi-year Training Plan, delineating the type of training to be provided and when. Focus initial training on conflict resolution, leadership and customer service training.*
29. *Define management roles and responsibilities. Develop an organization chart with a description of each manager's responsibilities in overseeing the Ferry System.*
30. *Redefine the Senior Master position to focus on the Safety Management program. Shift responsibility for developing the monthly work schedule to the Ferry Manager.*

Role of County Commissioners

31. *The Ferry Manager's monthly report should be sent to the Commissioners, together with a concise executive summary.*
32. *Commissioners should refer customer and citizen inquiries about service issues to the Ferry Manager, and should refrain from direct decision making on operational matters.*
33. *The process for dealing with issues and complaints about the Ferry that are conveyed to Commissioners should be to indicate that staff will respond to the issue and indicate by when; send documentation of the issue directly to the Ferry Manager, with a time limit attached; establish a log of such issues, including the issue, the date of the request and the due date; and establish follow-up mechanisms to ensure that the citizens consistently receive timely responses to inquiries.*
34. *Newly-elected Commissioners should be briefed on Ferry history, current issues and the process for referring citizen inquiries to the Ferry Manager.*

Customer Communications

35. *The County should sponsor an initial community meeting to present the results of this analysis, including the survey results, and any follow-up actions management and the Commission plan to take. A particular topic of that meeting should be the Coast Guard's directives on the 12-hour rules, and the options and implications that the County is considering in response to that directive.*

36. The County should consider preparing "Customer Updates" for Ferry employees to handout to customers when key issues arise. This tool would provide clear and consistent information, and would mitigate the need for employees to repeatedly explain issues to customers.
37. The County should have posters at the Terminals noting the Ferry Manager's phone and e-mail address, and advising customers of his availability to answer questions and provide information.
38. Ferry management should work with the Ferry Committee and the community to develop a communications checklist to implement when the Ferry goes out of service. The checklist should indicate what to do, who is to be called, and by whom.
39. Ferry Committee meeting agendas, materials and meeting summaries should be posted on the County's web site and made available at the Anacortes Terminal and Anderson's General Store.
40. Ferry management should take advantage of the Guemes Island Evening Star as a no-cost way to communicate with customers – the Ferry Manager should have a regular column in the paper. This column should contain performance information as well as information on upcoming issues or projects. It could also have a question-and-answer feature, with customers submitting questions.

Ferry Committee

41. Clearly articulate the advisory role of the Ferry Committee.
42. The County Commissioners should adopt a Resolution chartering the Ferry Committee, and specifying its purpose, authority and operating procedures, including procedures for membership and, reporting to the Commission. Skagit Transit's Advisory Committee provides a model for defining the roles, responsibilities and procedures for a citizen advisory committee. Attachment E contains a brief synopsis of the SKAT model.
43. Elections should be held for positions on the Ferry Committee, with specified terms.
44. The Public Works Department should present its management and policy agenda to the Ferry Committee, and develop a timeline for addressing issues with the Committee. The Department should proactively manage the Ferry Committee process, establishing a framework within which the Committee should operate, and working to develop a positive relationship with the Committee.
45. The Committee should meet monthly, at least for the first year, as outstanding management and policy issues are addressed. Meeting times, locations and meeting summaries should be posted at the Terminals and on the County's web site.
46. The County should communicate and coordinate with the Ferry Committee chair regarding meeting content, materials and outcomes.
47. The Department and the Ferry Committee should work together to develop common understanding of Ferry schedule, demand, capacity, service and pricing issues facing the System.

48. The Ferry Committee should assist the County in holding a community dialogue to understand and address these issues.
49. The Ferry Committee and the County should develop a community outreach plan to communicate directly with Ferry customers about the schedule and other key policy issues pending for the Ferry System. The outreach plan should include community meetings to discuss the schedule options and other issues.

Attachment A

Management Analysis Customer Survey

SKAGIT COUNTY PUBLIC WORKS DEPARTMENT GUEMES ISLAND FERRY MANAGEMENT ANALYSIS -- CUSTOMER SURVEY

Skagit County's Public Works Department is conducting a management analysis of the Guemes Island Ferry, and would like input from Ferry riders. Survey findings will be analyzed and included in a management review, conducted by a consultant to be completed in October 2002. We would like to hear from as many Ferry customers as possible. Please take a few minutes to respond to the survey questions.

1. Which most accurately describes you?

- | | |
|--|--|
| <input type="checkbox"/> Property owner - full-time resident | <input type="checkbox"/> Property owner - part-time or occasional resident |
| <input type="checkbox"/> Renter - full-time resident | <input type="checkbox"/> Non-resident Ferry customer |

2. How often do you ride the ferry?

- | | |
|---|--|
| <input type="checkbox"/> Daily round trip | <input type="checkbox"/> 2-3 trips per week |
| <input type="checkbox"/> Weekends only | <input type="checkbox"/> Once a week or less often |

3. How satisfied are you with Ferry operations?

a. Overall service and safety?

- | | | |
|--|------------------------------------|--------------------------------------|
| <input type="checkbox"/> Extremely satisfied | <input type="checkbox"/> Satisfied | <input type="checkbox"/> Unsatisfied |
|--|------------------------------------|--------------------------------------|

b. Performance and service of the Ferry crew?

- | | | |
|--|------------------------------------|--------------------------------------|
| <input type="checkbox"/> Extremely satisfied | <input type="checkbox"/> Satisfied | <input type="checkbox"/> Unsatisfied |
|--|------------------------------------|--------------------------------------|

4. How satisfied are you with Ferry management?

a. Ferry manager?

- | | | | |
|--|------------------------------------|--------------------------------------|-------------------------------------|
| <input type="checkbox"/> Extremely satisfied | <input type="checkbox"/> Satisfied | <input type="checkbox"/> Unsatisfied | <input type="checkbox"/> No contact |
|--|------------------------------------|--------------------------------------|-------------------------------------|

b. Public Works Department management?

- | | | | |
|--|------------------------------------|--------------------------------------|-------------------------------------|
| <input type="checkbox"/> Extremely satisfied | <input type="checkbox"/> Satisfied | <input type="checkbox"/> Unsatisfied | <input type="checkbox"/> No contact |
|--|------------------------------------|--------------------------------------|-------------------------------------|

5. a. Should the Ferry schedule be extended during the week?

- | | |
|------------------------------|-----------------------------|
| <input type="checkbox"/> YES | <input type="checkbox"/> NO |
|------------------------------|-----------------------------|

b. If yes, to what time do you think the schedule should be extended?

- | | | | |
|------------------------------------|----------------------------------|----------------------------------|-----------------------------------|
| <input type="checkbox"/> 5:30 a.m. | <input type="checkbox"/> 7 p.m. | <input type="checkbox"/> 8 p.m. | <input type="checkbox"/> 9 p.m. |
| <input type="checkbox"/> 6 a.m. | <input type="checkbox"/> 10 p.m. | <input type="checkbox"/> 11 p.m. | <input type="checkbox"/> Midnight |

6. Should double trips during regular hours of operation (i.e. on-demand, unscheduled trips) continue, or should all trips be scheduled?

- | | |
|---------------------------------------|---------------------------------------|
| <input type="checkbox"/> Be scheduled | <input type="checkbox"/> Remain as is |
| <input type="checkbox"/> No opinion | <input type="checkbox"/> Other _____ |

Please turn the page for more questions.

7. Do you feel adequately informed about ferry activities and issues by the County?

☐ YES ☐ NO ☐ No opinion

8. If you have a concern about the ferry system, would you take it to:

☐ Ferry Captain ☐ Ferry Manager ☐ Ferry Committee ☐ Other _____
☐ Public Works Dept. ☐ County Commissioner ☐ None of the above

9. a. Are you aware of the Ferry Committee?

☐ YES ☐ NO

b. Do you understand the Ferry Committee's role and responsibilities regarding ferry activities?

☐ YES ☐ NO ☐ N/

c. Do you feel adequately informed by the Ferry Committee about ferry issues?

☐ YES ☐ NO ☐ N/

d. Does the Ferry Committee adequately represent your perspectives on ferry activities?

☐ YES ☐ NO ☐ N/

e. Should the Ferry Committee be made a part of the Community Council?

☐ YES ☐ NO ☐ N/

f. Should the Ferry Committee hold regular elections for its members?

☐ YES ☐ NO ☐ N/

10. Would it be helpful to you if the Ferry Manager held monthly "office hours" on the Island?

☐ YES ☐ NO ☐ N/

11. What should the County's top three priorities be in managing and operating the Guemes Ferry? (check 3)

☐ Vessel safety ☐ Expanding parking at the Anacortes terminal
☐ On-time operations ☐ Island terminal parking and lighting improvements
☐ Maintaining current weekday hours of operation ☐ Community information sharing
☐ Expanding weekday hours of operation ☐ Involvement in Ferry Committee recommendations
☐ Continuation of Ferry service available on demand ☐ Other _____
☐ Planning for future Ferry traffic growth

12. Other Comments:

Please tell us about yourself:

Name: _____

Address: _____

Please send this survey by U.S. Mail or Fax -- By July 22, 2002

Postal Mail: Ferry Survey
 Skagit County Public Works
 1111 Cleveland Avenue
 Mt. Vernon, WA 98273-4215

Fax: (360) 336-9369

Attachment B

Management Analysis Customer Survey Tabulations

All Survey Responses

Number of response: **492**

Where responses came from: mailed **399** Other distribution: **93**

1. Which most accurately describes you?					
Property owner FT resident	218	44.6%	Property Owner		
Property owner PT resident	233	47.6%	92.2%		
Renter - FT resident	20	4.1%			
Non-resident Ferry customer	18	3.7%			
SUM	489				
2. How often do you ride the ferry?					
Daily RT	98	20.1%			
2-3 trips per week	202	41.5%			
Weekends only	47	9.7%			
Once a week or less often	140	28.7%			
SUM	487				
3. How satisfied are you with Ferry operations?			# answered question	488	
3.a Overall Service and safety					
Extremely Satisfied	234	48.0%			
Satisfied	224	45.9%			
Unsatisfied	20	4.1%			
Other Comment	7	1.4%			
3.b Performance and service of Ferry Crew					
Extremely Satisfied	287	58.8%			
Satisfied	179	36.7%			
Unsatisfied	16	3.3%			
Other Comment	6	1.2%			
4. How satisfied are you with Ferry management?			# answered question	483	
4.a Ferry Manager			Non response	8	
Extremely Satisfied	85	17.6%			
Satisfied	160	33.1%			
Unsatisfied	23	4.8%			
No contact	210	43.5%			
Other	6	1.2%			
4. b PW Dept management			Non response	14	
Extremely Satisfied	45	9.3%			
Satisfied	145	30.0%			
Unsatisfied	20	4.1%			
No contact	263	54.5%			
Other	14	2.9%			
5. a Should Ferry schedule be extended?			Answer?	476	
Yes	215	45.2%			
No	251	52.7%			
Other Comment	10	2.1%			
No Response	16	3.4%			
5. b If yes, to what time?			Answer?	223	
5:30 AM	26	11.7%			
6:00 AM	35	15.7%			
7:00 PM	49	22.0%	10:00 PM	55	24.7%
8:00 PM	53	23.8%	11:00 PM	12	5.4%
9:00 PM	44	19.7%	12 midnight	11	4.9%
6. Should double trips during regular hours continue or should all trips be scheduled?					
Answer ?	487				
Be scheduled	8	1.6%			
Remain as is	432	88.7%			
no opinion	3	0.6%			
other comment	44	9.0%			

7. Do you feel adequately informed about ferry activities and issues by the County?

	Answer?	
Yes	185	38.3%
No	194	40.2%
No Opinion	99	20.5%
Other comment	5	1.0%

8. If you have a concern about the ferry system, would you take it to?

	Answer?	
Ferry Captain	147	31.5%
Ferry Manager	158	33.8%
Ferry Committee	103	22.1%
Public Works Dept	44	9.4%
County Commission	41	8.8%
Other	41	8.8%
None of the Above	10	2.1%

9. Are you aware of the Ferry Committee?

	Answer?	
Yes	299	70.4%
No	125	29.4%
Other comment	1	0.2%

9.b Understand Ferry Committee's role?

	Answer?	
Yes	156	35.5%
No	244	55.6%
N/a	39	8.9%

9.c Feel adequately informed?

	Answer?	
Yes	114	26.6%
No	250	58.3%
N/a	65	15.2%

9.d Adequately represented?

	Answer?	
Yes	116	28.3%
No	133	32.4%
N/a	161	39.3%

9.e Part of Community Council?

	Answer?	
Yes	120	29.7%
No	135	33.4%
N/a	149	36.9%

9.f Regular elections?

	Answer?	
Yes	243	60.9%
No	60	15.0%
N/a	96	24.1%

10. Office Hours on Island

	Answer?	
Yes	150	32.9%
No	209	45.8%
N/a	97	21.3%

11 Priorities

It was possible to mark 3 responses
Answer? 484

Vessel safety	354	73%
Expand parking at Anacortes	125	26%
On-time operations	135	28%
Island parking, lights	43	9%
Maintain current weekday hours	160	33%
Community information sharing	42	9%
Expand weekday hours	152	31%
Involved in Committee recs.	30	6%

Continue on demand service	203	42%
Plan for future growth	172	36%
Other	33	7%

Distribution Groups

RESPONSES FROM THOSE WHO WERE MAILED SURVEYS

N=399

Summary of responses from those who picked up surveys from dock

399

1. Which most accurately describes you?					
Property owner FT resident	189	47.6%	Property Owner		
Property owner PT resident	201	50.6%	98.2%		
Renter - FT resident	3	0.8%			
Non-resident Ferry customer	4	1.0%			
	SUM	397			
2. How often do you ride the ferry?					
Daily RT	70	17.7%			
2-3 trips per week	167	42.3%			
Weekends only	42	10.6%			
Once a week or less often	116	29.4%			
	SUM	395			
3. How satisfied are you with Ferry operations?	# answered question		396		
3.a Overall Service and safety					
Extremely Satisfied	198	50.0%			
Satisfied	175	44.2%			
Unsatisfied	16	4.0%			
Other Comment	4	1.0%			
3.b Performance and service of Ferry Crew					
Extremely Satisfied	241	60.9%			
Satisfied	140	35.4%			
Unsatisfied	12	3.0%			
Other Comment	4	1.0%			
4. How satisfied are you with Ferry management?	# answered question		390		
4.a Ferry Manager	Non response	8			
Extremely Satisfied		75	19.2%		
Satisfied		125	32.1%		
Unsatisfied		17	4.4%		
No contact		170	43.6%		
other comment		4	1.0%		
4. b PW Dept management	Non response	12			
Extremely Satisfied		39	10.0%		
Satisfied		117	30.0%		
Unsatisfied		15	3.8%		
No contact		212	54.4%		
other comment		4	1.0%		
5. a Should Ferry schedule be extended?	Answer?	384			
Yes		170	44.3%		
No		209	54.4%		
Other Comment		5	1.3%		
No Response		15	3.9%		
5. b If yes, to what time?	Answer?	178			
5:30 AM	12	6.7%			
6:00 AM	23	12.9%			
7:00 PM	41	23.0%	10:00 PM	44	24.7%
8:00 PM	37	20.8%	11:00 PM	10	5.6%
9:00 PM	35	19.7%	12 midnight	8	4.5%
6. Should double trips during regular hours continue or should all trips be scheduled?					
Answer ?	394				
Be scheduled	3	0.8%			
Remain as is	355	90.1%			
no opinion	2	0.5%			
other comment	34	8.6%			

7. Do you feel adequately informed about ferry activities and issues by the County?

Answer?			392
Yes	149	38.0%	
No	161	41.1%	
No Opinion	78	19.9%	
Other comn	4	1.0%	

8. If you have a concern about the ferry system, would you take it to?

Answer?			377
Ferry Captain	126	33.4%	
Ferry Manager	119	31.6%	
Ferry Committee	92	24.4%	
Public Works Dept	40	10.6%	
County Commission	25	6.6%	
Other	35	9.3%	
None of the Above	7	1.9%	

9. Are you aware of the Ferry Committee?

Answer?			346
Yes	252	72.8%	
No	93	26.9%	
Other Comment	1	0.3%	

9.b Understand Ferry Committee's role?

Answer?			356
Yes	135	37.9%	
No	194	54.5%	
N/a	27	7.6%	

9.c Feel adequately informed?

Answer?			347
Yes	100	28.8%	
No	198	57.1%	
N/a	49	14.1%	

9.d Adequately represented?

Answer?			329
Yes	98	29.8%	
No	104	31.6%	
n/a	127	38.6%	

9.e Part of Community Council?

Answer?			325
Yes	98	30.2%	
No	106	32.6%	
n/a	121	37.2%	

9.f Regular elections?

Answer?			322
Yes	194	60.2%	
No	52	16.1%	
N/a	76	23.6%	

10. Office Hours on Island

Answer?			369
Yes	116	31.4%	
No	171	46.3%	
n/a	82	22.2%	

11 Priorities

It was possible to mark 3 responses

Answer? 392

Vessel safety	298	76%	Continue on demand service	174	44%
Expand parking at Anacortes	97	25%	Plan for future growth	141	36%
On-time operations	110	28%	Other	26	7%
Island parking, lights	35	9%			
Maintain current weekday hours	130	33%			
Community information sharing	32	8%			
Expand weekday hours	114	29%			
Involved in Committee recs.	20	5%			

Distribution Groups

RESPONSES FROM THOSE WHO PICKED UP SURVEYS

N= 93

Summary of responses from those who picked up surveys from dock

93

1. Which most accurately describes you?					
Property owner FT resident	29	31.5%	Property Owner		
Property owner PT resident	32	34.8%	66.3%		
Renter - FT resident	17	18.5%			
Non-resident Ferry customer	14	15.2%			
SUM	92				
2. How often do you ride the ferry?					
Daily RT	28	30.4%			
2-3 trips per week	35	38.0%			
Weekends only	5	5.4%			
Once a week or less often	24	26.1%			
SUM	92				
3. How satisfied are you with Ferry operations?	# answered question			92	
3.a Overall Service and safety					
Extremely Satisfied	36	39.1%			
Satisfied	49	53.3%			
Unsatisfied	4	4.3%			
Other Comment	3	3.3%			
3.b Performance and service of Ferry Crew					
Extremely Satisfied	46	50.0%			
Satisfied	39	42.4%			
Unsatisfied	4	4.3%			
Other Comment	2	2.2%			
4. How satisfied are you with Ferry management?	# answered question			93	
4.a Ferry Manager	Non response	0			
Extremely Satisfied		10	10.8%		
Satisfied		35	37.6%		
Unsatisfied		6	6.5%		
No contact		40	43.0%		
Other comment		2	2.2%		
4. b PW Dept management	Non response	2			
Extremely Satisfied		6	6.5%		
Satisfied		25	26.9%		
Unsatisfied		2	2.2%		
No contact		49	52.7%		
Other comment		1	1.1%		
5. a Should Ferry schedule be extended?	Answer?			92	
Yes		43	46.7%		
No		36	39.1%		
Other Comment		5	5.4%		
No Response		1	1.1%		
5. b If yes, to what time?	Answer?			48	
5:30 AM	14	29.2%			
6:00 AM	11	22.9%			
7:00 PM	7	14.6%	10:00 PM	11	22.9%
8:00 PM	15	31.3%	11:00 PM	2	4.2%
9:00 PM	9	18.8%	12 midnight	3	6.3%
6. Should double trips during regular hours continue or should all trips be scheduled?					
Answer ?	93				
Be schedule	4	4.3%			
Remain as i	70	75.3%			
no opinion	1	1.1%			
other comm	10	10.8%			

7. Do you feel adequately informed about ferry activities and issues by the County?

Answer?			91
Yes	36	39.6%	
No	33	36.3%	
No Opinion	21	23.1%	
Other comment	1	1.1%	

8. If you have a concern about the ferry system, would you take it to?

Answer?			90
Ferry Captain	21	23.3%	
Ferry Manager	39	43.3%	
Ferry Committee	11	12.2%	
Public Works Dept	4	4.4%	
County Commission	16	17.8%	
Other	6	6.7%	
None of the Above	3	3.3%	

9. Are you aware of the Ferry Committee?

Answer?			79
Yes	47	59.5%	
No	32	40.5%	
Other Comment	0	0.0%	

9.b Understand Ferry Committee's role?

Answer?			83
Yes	21	25.3%	
No	50	60.2%	
n/a	12	14.5%	

9.c Feel adequately informed?

Answer?			82
Yes	14	17.1%	
No	52	63.4%	
n/a	16	19.5%	

9.d Adequately represented?

Answer?			81
Yes	18	22.2%	
No	29	35.8%	
n/a	34	42.0%	

9.e Part of Community Council?

Answer?			79
Yes	22	27.8%	
No	29	36.7%	
n/a	28	35.4%	

9.f Regular elections?

Answer?			77
Yes	49	63.6%	
No	8	10.4%	
n/a	20	26.0%	

10. Office Hours on Island

Answer?			87
Yes	34	39.1%	
No	38	43.7%	
n/a	15	17.2%	

11 Priorities

It was possible to mark 3 responses
Answer? 92

Vessel safety	56	61%
Expand parking at Anacortes	28	30%
On-time operations	25	27%
Island parking, lights	8	9%
Maintain current weekday hours	30	33%
Community information sharing	10	11%
Expand weekday hours	38	41%
Involved in Committee recs.	10	11%

Continue on demand service	29	32%
Plan for future growth	31	34%
Other	7	8%

Property Ownership/Residence Status Groups
RESPONSES FROM PROPERTY OWNERS/FULL TIME RESIDENTS
N=218

Where responses came from: Mailed: 189 Other distribution: 29

1. Which most accurately describes you?				
Property owner FT resident	218	100.0%	Property Owner	
Property owner PT resident	0	0.0%	100.0%	
Renter - FT resident	0	0.0%		
Non-resident Ferry customer	0	0.0%		
SUM	218			

2. How often do you ride the ferry?				
Daily RT	84	38.9%		
2-3 trips per week	124	57.4%		
Weekends only	1	0.5%		
Once a week or less often	7	3.2%		
SUM	216			

3. How satisfied are you with Ferry operations? # answered question 217

3.a Overall Service and safety				
Extremely Satisfied	92	42.4%		
Satisfied	109	50.2%		
Unsatisfied	10	4.6%		
Other Comment	6	2.8%		

3.b Performance and service of Ferry Crew				
Extremely Satisfied	113	52.1%		
Satisfied	89	41.0%		
Unsatisfied	10	4.6%		
Other Comment	6	2.8%		

4. How satisfied are you with Ferry management? # answered question 214

4.a Ferry Manager	No response	3		
Extremely Satisfied		31	14.5%	
Satisfied		82	38.3%	
Unsatisfied		15	7.0%	
no contact		85	39.7%	
other comment		2	0.9%	

4. b PW Dept management	No response	4		
Extremely Satisfied		13	6.1%	
Satisfied		81	37.9%	
Unsatisfied		13	6.1%	
no contact		102	47.7%	
other comment		5	2.3%	

5. a Should Ferry schedule be extended?	Answer?	216		
Yes		83	38.4%	
No		131	60.6%	
Other Comment		2	0.9%	
No Response		2		

5. b If yes, to what time?	Answer?	85		
5:30 AM	9	10.6%		
6:00 AM	12	14.1%		
7:00 PM	14	16.5%	10:00 PM	29 34.1%
8:00 PM	11	12.9%	11:00 PM	4 4.7%
9:00 PM	18	21.2%	12 midnight	5 5.9%

6. Should double trips during regular hours continue or should all trips be scheduled?

Answer ?	217		
Be scheduled	2	0.9%	
Remain as is	191	88.0%	
no opinion	1	0.5%	
other comment	23	10.6%	

7. Do you feel adequately informed about ferry activities and issues by the County?

	Answer?	216
Yes	77	35.6%
No	106	49.1%
No Opinion	31	14.4%
Other comment	2	0.9%

8. If you have a concern about the ferry system, would you take it to?

	Answer?	213
Ferry Captain	64	30.0%
Ferry Manager	82	38.5%
Ferry Committee	61	28.6%
Public Works Dept	20	9.4%
County Commission	16	7.5%
Other	13	6.1%
None of the Above	4	1.9%

9. Are you aware of the Ferry Committee?

	Answer?	193
Yes	166	86.0%
No	27	14.0%
Other Comment	0	0.0%

9.b Understand Ferry Committee's role?

	Answer?	204
Yes	87	42.6%
No	104	51.0%
n/a	13	6.4%

9.c Feel adequately informed?

	Answer?	204
Yes	55	27.0%
No	126	61.8%
n/a	23	11.3%

9.d Adequately represented?

	Answer?	194
Yes	62	32.0%
No	74	38.1%
n/a	58	29.9%

9.e Part of Community Council?

	Answer?	194
Yes	66	34.0%
No	74	38.1%
n/a	54	27.8%

9.f Regular elections?

	Answer?	195
Yes	134	68.7%
No	28	14.4%
n/a	33	16.9%

10. Office Hours on Island

	Answer?	210
Yes	81	38.6%
No	91	43.3%
n/a	38	18.1%

11 Priorities

It was possible to mark 3 responses
Answer? 216

Vessel safety	146	68%	Continue on demand service	86	40%
Expand parking at Anacortes	75	35%	Plan for future growth	74	34%
On-time operations	44	20%	Other	20	9%
Island parking, lights	28	13%			
Maintain current weekday hours	91	42%			
Community information sharing	26	12%			
Expand weekday hours	56	26%			
Involved in Committee recs.	18	8%			

Property Ownership/Residence Status Groups
RESPONSES FROM PROPERTY OWNERS/PART TIME RESIDENTS

N=233

Where responses came from: Mailed: 201 Other distribution: 32

1. Which most accurately describes you?				
Property owner FT resident	0	0.0%	Property Owner	
Property owner PT resident	233	100.0%	100.0%	
Renter - FT resident	0	0.0%		
Non-resident Ferry customer	0	0.0%		
SUM	233			

2. How often do you ride the ferry?				
Daily RT	2	0.9%		
2-3 trips per week	65	28.3%		
Weekends only	45	19.6%		
Once a week or less often	118	51.3%		
SUM	230			

3. How satisfied are you with Ferry operations? # answered question 231

3.a Overall Service and safety				
Extremely Satisfied	125	54.1%		
Satisfied	95	41.1%		
Unsatisfied	8	3.5%		
other comment	0	0.0%		

3.b Performance and service of Ferry Crew				
Extremely Satisfied	154	66.7%		
Satisfied	71	30.7%		
Unsatisfied	5	2.2%		
other comment	0	0.0%		

4. How satisfied are you with Ferry management? # answered question 228

4.a Ferry Manager	No response	5		
Extremely Satisfied		49	21.5%	
Satisfied		65	28.5%	
Unsatisfied		6	2.6%	
no contact		107	46.9%	
other comment		1	0.4%	

4. b PW Dept management	No response	8		
Extremely Satisfied		29	12.7%	
Satisfied		53	23.2%	
Unsatisfied		7	3.1%	
no contact		136	59.6%	
Other Comment		0	0.0%	

5. a Should Ferry schedule be extended?	Answer?	220		
Yes	108	49.1%		
No	107	48.6%		
Other Comment	5	2.3%		
No Response	13	5.9%		

5. b If yes, to what time?	Answer?	115		
5:30 AM	8	7.0%		
6:00 AM	18	15.7%		
7:00 PM	29	25.2%	10:00 PM	20 17.4%
8:00 PM	34	29.6%	11:00 PM	7 6.1%
9:00 PM	23	20.0%	12 midnight	4 3.5%

6. Should double trips during regular hours continue or should all trips be scheduled?

Answer ?	230		
Be scheduled	4	1.7%	
Remain as is	208	90.4%	
no opinion	2	0.9%	
other comment	16	7.0%	

7. Do you feel adequately informed about ferry activities and issues by the County?

Answer?		
Yes	96	42.3%
No	77	33.9%
No Opinion	51	22.5%
Other comment	3	1.3%

8. If you have a concern about the ferry system, would you take it to?

Answer?		
Ferry Captain	72	33.3%
Ferry Manager	63	29.2%
Ferry Committee	39	18.1%
Public Works Dept	24	11.1%
County Commission	20	9.3%
Other	22	10.2%
None of the Above	5	2.3%

9. Are you aware of the Ferry Committee?

Answer?		
Yes	119	59.8%
No	79	39.7%
Other Comment	1	0.5%

9.b Understand Ferry Committee's role?

Answer?		
Yes	65	32.2%
No	119	58.9%
n/a	18	8.9%

9.c Feel adequately informed?

Answer?		
Yes	56	29.0%
No	107	55.4%
n/a	30	15.5%

9.d Adequately represented?

Answer?		
Yes	51	27.7%
No	49	26.6%
n/a	84	45.7%

9.e Part of Community Council?

Answer?		
Yes	46	25.6%
No	55	30.6%
n/a	79	43.9%

9.f Regular elections?

Answer?		
Yes	94	54.0%
No	29	16.7%
n/a	51	29.3%

10. Office Hours on Island

Answer?		
Yes	60	28.6%
No	102	48.6%
n/a	48	22.9%

11 Priorities

It was possible to mark 3 responses
Answer? 230

Vessel safety	183	80%	Continue on demand service	107	47%
Expand parking at Anacortes	38	17%	Plan for future growth	83	36%
On-time operations	81	35%	Other	10	4%
Island parking, lights	12	5%			
Maintain current weekday hours	62	27%			
Community information sharing	14	6%			
Expand weekday hours	76	33%			
Involved in Committee recs.	11	5%			

**Property Ownership/Residence Status Groups
RESPONSES FROM RENTERS/FULL TIME RESIDENTS**

N=20

Where responses came from: Mailed: 3 Other Distribution: 17

1. Which most accurately describes you?					
Property owner FT resident		0	0.0%	Property Owner	
Property owner PT resident		0	0.0%	0.0%	
Renter - FT resident		20	100.0%		
Non-resident Ferry customer		0	0.0%		
	SUM	20			
2. How often do you ride the ferry?					
Daily RT		11	55.0%		
2-3 trips per week		7	35.0%		
Weekends only		0	0.0%		
Once a week or less often		2	10.0%		
	SUM	20			
3. How satisfied are you with Ferry operations?					
			# answered question		20
3.a Overall Service and safety					
Extremely Satisfied		10	50.0%		
Satisfied		9	45.0%		
Unsatisfied		0	0.0%		
Other Comment		1	5.0%		
3.b Performance and service of Ferry Crew					
Extremely Satisfied		11	55.0%		
Satisfied		8	40.0%		
Unsatisfied		1	5.0%		
Other Comment		0	0.0%		
4. How satisfied are you with Ferry management?					
			# answered question		20
4.a Ferry Manager					
Non response		0			
Extremely Satisfied		1	5.0%		
Satisfied		8	40.0%		
Unsatisfied		1	5.0%		
no contact		9	45.0%		
Other Comment		1	5.0%		
4. b PW Dept management					
Non response		1			
Extremely Satisfied		0	0.0%		
Satisfied		5	25.0%		
Unsatisfied		0	0.0%		
no contact		14	70.0%		
Other Comment		0	0.0%		
5. a Should Ferry schedule be extended?					
		Answer?		19	
Yes		11	57.9%		
No		5	26.3%		
Other Comment		3	15.8%		
No Response		1	5.3%		
5. b If yes, to what time?					
		Answer?		12	
5:30 AM	4	33.3%			
6:00 AM	2	16.7%			
7:00 PM	4	33.3%	10:00 PM	5	41.7%
8:00 PM	2	16.7%	11:00 PM	1	8.3%
9:00 PM	0	0.0%	12 midnight	1	8.3%
6. Should double trips during regular hours continue or should all trips be scheduled?					
Answer ?	19				
Be scheduled	0	0.0%			
Remain as is	16	84.2%			
no opinion	0	0.0%			
other comment	3	15.8%			

7. Do you feel adequately informed about ferry activities and issues by the County?

	Answer?	
Yes	8	40.0%
No	6	30.0%
No Opinion	6	30.0%
Other comment	0	0.0%

8. If you have a concern about the ferry system, would you take it to?

	Answer?	
Ferry Captain	5	26.3%
Ferry Manager	8	42.1%
Ferry Committee	1	5.3%
Public Works Dept	0	0.0%
County Commission	2	10.5%
Other	4	21.1%
None of the Above	0	0.0%

9. Are you aware of the Ferry Committee?

	Answer?	
Yes	6	40.0%
No	9	60.0%
Other Comment	0	0.0%

9.b Understand Ferry Committee's role?

	Answer?	
Yes	3	18.8%
No	11	68.8%
n/a	2	12.5%

9.c Feel adequately informed?

	Answer?	
Yes	2	12.5%
No	9	56.3%
n/a	5	31.3%

9.d Adequately represented?

	Answer?	
Yes	2	12.5%
No	4	25.0%
n/a	10	62.5%

9.e Part of Community Council?

	Answer?	
Yes	3	20.0%
No	3	20.0%
n/a	9	60.0%

9.f Regular elections?

	Answer?	
Yes	8	53.3%
No	2	13.3%
n/a	5	33.3%

10. Office Hours on Island

	Answer?	
Yes	8	44.4%
No	8	44.4%
n/a	2	11.1%

11. Priorities

It was possible to mark 3 responses
Answer? 18

Vessel safety	13	72%	Continue on demand service	4	22%
Expand parking at Anacortes	7	39%	Plan for future growth	5	28%
On-time operations	4	22%	Other	0	0%
Island parking, lights	2	11%			
Maintain current weekday hours	4	22%			
Community information sharing	1	6%			
Expand weekday hours	11	61%			
Involved in Committee recs.	1	6%			

Property Ownership/Residence Status Groups
RESPONSES FROM NON RESIDENT FERRY CUSTOMERS

N=18

Where responses came from: mailed 4 Other distribution: 14

1. Which most accurately describes you?			
Property owner FT resident	0	0.0%	Property Owner
Property owner PT resident	0	0.0%	0.0%
Renter - FT resident	0	0.0%	
Non-resident Ferry customer	18	100.0%	
SUM	18		

2. How often do you ride the ferry?		
Daily RT	1	5.6%
2-3 trips per week	4	22.2%
Weekends only	1	5.6%
Once a week or less often	12	66.7%
SUM	18	

3. How satisfied are you with Ferry operations? # answered question 17

3.a Overall Service and safety		
Extremely Satisfied	6	35.3%
Satisfied	10	58.8%
Unsatisfied	1	5.9%
Other Comment	0	0.0%

3.b Performance and service of Ferry Crew		
Extremely Satisfied	7	41.2%
Satisfied	10	58.8%
Unsatisfied	0	0.0%
Other Comment	0	0.0%

4. How satisfied are you with Ferry management? # answered question 18

4.a Ferry Manager	Non response	0	
Extremely Satisfied		4	22.2%
Satisfied		5	27.8%
Unsatisfied		1	5.6%
no contact		8	44.4%
Other comment		0	0.0%

4. b PW Dept management	Non response	1	
Extremely Satisfied		3	16.7%
Satisfied		6	33.3%
Unsatisfied		0	0.0%
no contact		8	44.4%
Other comment		0	0.0%

5. a Should Ferry schedule be extended?	Answer?	18
Yes	12	66.7%
No	6	33.3%
Other Comment	0	0.0%
No Response	0	0.0%

5. b If yes, to what time?	Answer?	13
5:30 AM	4	30.8%
6:00 AM	3	23.1%
7:00 PM	2	15.4%
8:00 PM	5	38.5%
9:00 PM	3	23.1%
10:00 PM	1	7.7%
11:00 PM	0	0.0%
12 midnight	1	7.7%

6. Should double trips during regular hours continue or should all trips be scheduled?

Answer ?	18
Be scheduled	1 5.6%
Remain as is	15 83.3%
no opinion	0 0.0%
other comment	2 11.1%

7. Do you feel adequately informed about ferry activities and issues by the County?

Answer?		
Yes	3	17.6%
No	3	17.6%
No Opinion	11	64.7%
Other comment	0	0.0%

8. If you have a concern about the ferry system, would you take it to?

Answer?		
Ferry Captain	5	29.4%
Ferry Manager	4	23.5%
Ferry Committee	2	11.8%
Public Works Dept	0	0.0%
County Commission	3	17.6%
Other	2	11.8%
None of the Above	1	5.9%

9. Are you aware of the Ferry Committee?

Answer?		
Yes	6	37.5%
No	10	62.5%
Other comment	0	0.0%

9.b Understand Ferry Committee's role?

Answer?		
Yes	1	6.7%
No	8	53.3%
n/a	6	40.0%

9.c Feel adequately informed?

Answer?		
Yes	1	7.1%
No	6	42.9%
n/a	7	50.0%

9.d Adequately represented?

Answer?		
Yes	1	7.1%
No	5	35.7%
n/a	8	57.1%

9.e Part of Community Council?

Answer?		
Yes	4	28.6%
No	3	21.4%
n/a	7	50.0%

9.f Regular elections?

Answer?		
Yes	6	46.2%
No	0	0.0%
n/a	7	53.8%

10. Office Hours on Island

Answer?		
Yes	1	5.9%
No	7	41.2%
n/a	9	52.9%

11 Priorities

It was possible to mark 3 responses
Answer? 18

Vessel safety	11	61%
Expand parking at Anacortes	4	22%
On-time operations	5	28%
Island parking, lights	1	6%
Maintain current weekday hours	2	11%
Community information sharing	1	6%
Expand weekday hours	8	44%
Involved in Committee recs.	0	0%

Continue on demand service	6	33%
Plan for future growth	10	56%
Other	2	11%

Frequency of Use Groups

RESPONSES FROM THOSE WHO MAKE DAILY ROUND TRIPS

N=98

Where responses came from: Mailed: 70 Other distribution: 28

1. Which most accurately describes you?					
Property owner FT resident		84	85.7%	Property Owner	
Property owner PT resident		2	2.0%		87.8%
Renter - FT resident		11	11.2%		
Non-resident Ferry customer		1	1.0%		
	SUM	98			
2. How often do you ride the ferry?					
Daily RT		98	100.0%		
2-3 trips per week		0	0.0%		
Weekends only		0	0.0%		
Once a week or less often		0	0.0%		
	SUM	98			
3. How satisfied are you with Ferry operations?		# answered question		98	
3.a Overall Service and safety					
Extremely Satisfied		38	38.8%		
Satisfied		48	49.0%		
Unsatisfied		8	8.2%		
Other Comment		4	4.1%		
3.b Performance and service of Ferry Crew					
Extremely Satisfied		46	46.9%		
Satisfied		41	41.8%		
Unsatisfied		7	7.1%		
Other Comment		4	4.1%		
4. How satisfied are you with Ferry management?		# answered question		96	
4.a Ferry Manager	No response	2			
Extremely Satisfied		11	11.5%		
Satisfied		39	40.6%		
Unsatisfied		11	11.5%		
no contact		34	35.4%		
other comment		1	1.0%		
4. b PW Dept management	No response	3			
Extremely Satisfied		4	4.2%		
Satisfied		38	39.6%		
Unsatisfied		8	8.3%		
no contact		43	44.8%		
other comment		2	2.1%		
5. a Should Ferry schedule be extended?		Answer?		98	
Yes		49	50.0%		
No		47	48.0%		
Other Comment		2	2.0%		
No Response		0			
5. b If yes, to what time?		Answered question?		49	
5:30 AM	7	14.3%			
6:00 AM	5	10.2%			
7:00 PM	8	16.3%	10:00 PM	17	34.7%
8:00 PM	7	14.3%	11:00 PM	3	6.1%
9:00 PM	6	12.2%	12 midnight	6	12.2%
6. Should double trips during regular hours continue or should all trips be scheduled?					
Answer ?	97				
Be scheduled	0	0.0%			
Remain as is	84	86.6%			
no opinion	1	1.0%			
other comment	12	12.4%			

7. Do you feel adequately informed about ferry activities and issues by the County?

Answer?			97
Yes	31	32.0%	
No	52	53.6%	
No Opinion	13	13.4%	
Other comment	1	1.0%	

8. If you have a concern about the ferry system, would you take it to?

Answer?			93
Ferry Captain	21	22.6%	
Ferry Manager	34	36.6%	
Ferry Committee	25	26.9%	
Public Works Dept	10	10.8%	
County Commission	10	10.8%	
Other	10	10.8%	
None of the Above	2	2.2%	

9. Are you aware of the Ferry Committee?

Answer?			88
Yes	71	80.7%	
No	17	19.3%	
Other Comment	0	0.0%	

9.b Understand Ferry Committee's role?

Answer?			95
Yes	34	35.8%	
No	52	54.7%	
n/a	9	9.5%	

9.c Feel adequately informed?

Answer?			94
Yes	22	23.4%	
No	59	62.8%	
n/a	13	13.8%	

9.d Adequately represented?

Answer?			89
Yes	27	30.3%	
No	37	41.6%	
n/a	25	28.1%	

9.e Part of Community Council?

Answer?			92
Yes	38	41.3%	
No	37	40.2%	
n/a	17	18.5%	

9.f Regular elections?

Answer?			92
Yes	62	67.4%	
No	15	16.3%	
n/a	15	16.3%	

10. Office Hours on Island

Answer?			95
Yes	41	43.2%	
No	45	47.4%	
n/a	9	9.5%	

11 Priorities

It was possible to mark 3 responses
Answer? 97

Vessel safety	56	58%	Continue on demand service	39	40%
Expand parking at Anacortes	35	36%	Plan for future growth	32	33%
On-time operations	19	20%	Other	8	8%
Island parking, lights	12	12%			
Maintain current weekday hours	29	30%			
Community information sharing	12	12%			
Expand weekday hours	36	37%			
Involvement in Committee recs.	10	10%			

Frequency of Use Groups

RESPONSES FROM THOSE WHO MAKE 2-3 TRIPS PER WEEK

N=202

Where responses came from: Mailed: 63 Other distribution: 34

1. Which most accurately describes you?					
Property owner FT resident	124	62.0%	Property Owner		
Property owner PT resident	65	32.5%	94.5%		
Renter - FT resident	7	3.5%			
Non-resident Ferry customer	4	2.0%			
	SUM	200			
2. How often do you ride the ferry?					
Daily RT	0	0.0%			
2-3 trips per week	202	100.0%			
Weekends only	0	0.0%			
Once a week or less often	0	0.0%			
	SUM	202			
3. How satisfied are you with Ferry operations?		# answered question		200	
3.a Overall Service and safety					
Extremely Satisfied	91	45.5%			
Satisfied	97	48.5%			
Unsatisfied	8	4.0%			
Other Comment	3	1.5%			
3.b Performance and service of Ferry Crew					
Extremely Satisfied	117	58.5%			
Satisfied	75	37.5%			
Unsatisfied	6	3.0%			
Other Comment	2	1.0%			
4. How satisfied are you with Ferry management?		# answered question		198	
4.a Ferry Manager	No response	3			
Extremely Satisfied		30	15.2%		
Satisfied		69	34.8%		
Unsatisfied		11	5.6%		
no contact		85	42.9%		
other comment		4	2.0%		
4. b PW Dept management	No response	6			
Extremely Satisfied		15	7.6%		
Satisfied		60	30.3%		
Unsatisfied		9	4.5%		
no contact		109	55.1%		
other comment		3	1.5%		
5. a Should Ferry schedule be extended?		Answer?		199	
Yes		75	37.7%		
No		121	60.8%		
Other Comment		3	1.5%		
No Response		3			
5. b If yes, to what time?		Answered question?		82	
5:30 AM	10	12.2%			
6:00 AM	13	15.9%			
7:00 PM	15	18.3%	10:00 PM	22	26.8%
8:00 PM	13	15.9%	11:00 PM	4	4.9%
9:00 PM	22	26.8%	12 midnight	2	2.4%
6. Should double trips during regular hours continue or should all trips be scheduled?					
Answer ?	202				
Be scheduled	5	2.5%			
Remain as is	182	90.1%			
no opinion	0	0.0%			
other comment	15	7.4%			

7. Do you feel adequately informed about ferry activities and issues by the County?

	Answer?	201
Yes	83	41.3%
No	88	43.8%
No Opinion	29	14.4%
Other comm	1	0.5%

8. If you have a concern about the ferry system, would you take it to?

	Answer?	200
Ferry Captain	65	32.5%
Ferry Manager	75	37.5%
Ferry Committee	49	24.5%
Public Works Dept	15	7.5%
County Commission	20	10.0%
Other	13	6.5%
None of the Above	3	1.5%

9. Are you aware of the Ferry Committee?

	Answer?	172
Yes	135	78.5%
No	37	21.5%
Other Comment	0	0.0%

9.b Understand Ferry Committee's role?

	Answer?	179
Yes	74	41.3%
No	99	55.3%
n/a	6	3.4%

9.c Feel adequately informed?

	Answer?	176
Yes	46	26.1%
No	115	65.3%
n/a	15	8.5%

9.d Adequately represented?

	Answer?	166
Yes	51	30.7%
No	59	35.5%
n/a	56	33.7%

9.e Part of Community Council?

	Answer?	162
Yes	49	30.2%
No	58	35.8%
n/a	55	34.0%

9.f Regular elections?

	Answer?	163
Yes	113	69.3%
No	23	14.1%
n/a	27	16.6%

10. Office Hours on Island

	Answer?	186
Yes	61	32.8%
No	88	47.3%
n/a	37	19.9%

11 Priorities

It was possible to mark 3 responses
Answer? 201

Vessel safety	147	73%
Expand parking at Anacortes	59	29%
On-time operations	53	26%
Island parking, lights	24	12%
Maintain current weekday hours	89	44%
Community information sharing	18	9%
Expand weekday hours	59	29%
Involved in Committee recs.	10	5%

Continue on demand service	74	37%
Plan for future growth	63	31%
Other	16	8%

Frequency of Use Groups

RESPONSES FROM THOSE WHO TRAVEL ON WEEKENDS ONLY

N=47

Where responses came from:		Mailed:	42	Other distribution:	5
1. Which most accurately describes you?					
Property owner FT resident			1	2.1%	Property Owner
Property owner PT resident			45	95.7%	97.9%
Renter - FT resident			0	0.0%	
Non-resident Ferry customer			1	2.1%	
	SUM		47		
2. How often do you ride the ferry?					
Daily RT			0	0.0%	
2-3 trips per week			0	0.0%	
Weekends only			47	100.0%	
Once a week or less often			0	0.0%	
	SUM		47		
3. How satisfied are you with Ferry operations?			# answered question	47	
3.a Overall Service and safety					
Extremely Satisfied			31	66.0%	
Satisfied			15	31.9%	
Unsatisfied			1	2.1%	
Other Comment			0	0.0%	
3.b Performance and service of Ferry Crew					
Extremely Satisfied			33	70.2%	
Satisfied			13	27.7%	
Unsatisfied			1	2.1%	
Other Comment			0	0.0%	
4. How satisfied are you with Ferry management?			# answered question	47	
4.a Ferry Manager					
No response			0		
Extremely Satisfied			17	36.2%	
Satisfied			13	27.7%	
Unsatisfied			0	0.0%	
no contact			17	36.2%	
other comment			0	0.0%	
4. b PW Dept management					
No response			1		
Extremely Satisfied			11	23.4%	
Satisfied			13	27.7%	
Unsatisfied			0	0.0%	
no contact			22	46.8%	
other comment			0	0.0%	
5. a Should Ferry schedule be extended?			Answer?	46	
Yes			27	58.7%	
No			19	41.3%	
Other Comment			0	0.0%	
No Response			1		
5. b If yes, to what time?			Answered question?	27	
5:30 AM	1	3.7%			
6:00 AM	5	18.5%			
7:00 PM	11	40.7%	10:00 PM	3	11.1%
8:00 PM	9	33.3%	11:00 PM	2	7.4%
9:00 PM	4	14.8%	12 midnight	0	0.0%
6. Should double trips during regular hours continue or should all trips be scheduled?					
Answer ?	47				
Be scheduled	0	0.0%			
Remain as is	42	89.4%			
no opinion	0	0.0%			
other comment	5	10.6%			

7. Do you feel adequately informed about ferry activities and issues by the County?

Answer?			47
Yes	17	36.2%	
No	16	34.0%	
No Opinion	14	29.8%	
Other comm	0	0.0%	

8. If you have a concern about the ferry system, would you take it to?

Answer?			44
Ferry Captain	15	34.1%	
Ferry Manager	8	18.2%	
Ferry Committee	8	18.2%	
Public Works Dept	9	20.5%	
County Commission	2	4.5%	
Other	5	11.4%	
None of the Above	1	2.3%	

9. Are you aware of the Ferry Committee?

Answer?			39
Yes	24	61.5%	
No	15	38.5%	
Other Comment	0	0.0%	

9.b Understand Ferry Committee's role?

Answer?			39
Yes	12	30.8%	
No	25	64.1%	
n/a	2	5.1%	

9.c Feel adequately informed?

Answer?			37
Yes	11	29.7%	
No	18	48.6%	
n/a	8	21.6%	

9.d Adequately represented?

Answer?			36
Yes	9	25.0%	
No	8	22.2%	
n/a	19	52.8%	

9.e Part of Community Council?

Answer?			33
Yes	11	33.3%	
No	11	33.3%	
n/a	11	33.3%	

9.f Regular elections?

Answer?			33
Yes	13	39.4%	
No	9	27.3%	
n/a	11	33.3%	

10. Office Hours on Island

Answer?			44
Yes	12	27.3%	
No	20	45.5%	
n/a	12	27.3%	

11. Priorities

Answer? 47
It was possible to mark 3 responses

Vessel safety	39	83%	Continue on demand service	26	55%
Expand parking at Anacortes	6	13%	Plan for future growth	18	38%
On-time operations	19	40%	Other	3	6%
Island parking, lights	1	2%			
Maintain current weekday hours	10	21%			
Community information sharing	2	4%			
Expand weekday hours	16	34%			
Involved in Committee recs.	0	0%			

Frequency of Use Groups **RESPONSES FROM THOSE WHO TRAVEL ONCE A WEEK OR LESS**

N=140

Where responses came from: Mailed: 116 Other distribution: 24

1. Which most accurately describes you?

Property owner FT resident	7	5.0%	Property Owner
Property owner PT resident	118	84.9%	89.9%
Renter - FT resident	2	1.4%	
Non-resident Ferry customer	12	8.6%	
SUM	139		

2. How often do you ride the ferry?

Daily RT	0	0.0%
2-3 trips per week	0	0.0%
Weekends only	0	0.0%
Once a week or less often	140	100.0%
SUM	140	

3. How satisfied are you with Ferry operations? # answered question 139

3.a Overall Service and safety

Extremely Satisfied	73	52.5%
Satisfied	62	44.6%
Unsatisfied	2	1.4%
Other Comment	0	0.0%

3.b Performance and service of Ferry Crew

Extremely Satisfied	90	64.7%
Satisfied	48	34.5%
Unsatisfied	1	0.7%
Other Comment	0	0.0%

4. How satisfied are you with Ferry management? # answered question 138

4.a Ferry Manager No response

Extremely Satisfied	26	18.8%
Satisfied	37	26.8%
Unsatisfied	0	0.0%
no contact	74	53.6%
other comment	1	0.7%

4. b PW Dept management No response

Extremely Satisfied	14	10.1%
Satisfied	34	24.6%
Unsatisfied	3	2.2%
no contact	86	62.3%
other comment	0	0.0%

5. a Should Ferry schedule be extended? Answer? 130

Yes	61	46.9%
No	64	49.2%
Other Comment	5	3.8%
No Response	10	

5. b If yes, to what time? Answered question? 65

5:30 AM	7	10.8%			
6:00 AM	12	18.5%			
7:00 PM	15	23.1%	10:00 PM	11	16.9%
8:00 PM	23	35.4%	11:00 PM	3	4.6%
9:00 PM	12	18.5%	12 midnight	3	4.6%

6. Should double trips during regular hours continue or should all trips be scheduled?

Answer ?	137	
Be scheduled	3	2.2%
Remain as is	121	88.3%
no opinion	2	1.5%
other comment	11	8.0%

7. Do you feel adequately informed about ferry activities and issues by the County?

Answer?			134
Yes	54	40.3%	
No	37	27.6%	
No Opinion	42	31.3%	
Other comm	1	0.7%	

8. If you have a concern about the ferry system, would you take it to?

Answer?			127
Ferry Captain	46	36.2%	
Ferry Manager	39	30.7%	
Ferry Committee	21	16.5%	
Public Works Dept	10	7.9%	
County Commission	8	6.3%	
Other	13	10.2%	
None of the Above	4	3.1%	

9. Are you aware of the Ferry Committee?

Answer?			122
Yes	67	54.9%	
No	54	44.3%	
Other Comment	1	0.8%	

9.b Understand Ferry Committee's role?

Answer?			122
Yes	35	28.7%	
No	66	54.1%	
n/a	21	17.2%	

9.c Feel adequately informed?

Answer?			118
Yes	34	28.8%	
No	56	47.5%	
n/a	28	23.7%	

9.d Adequately represented?

Answer?			115
Yes	28	24.3%	
No	28	24.3%	
n/a	59	51.3%	

9.e Part of Community Council?

Answer?			114
Yes	21	18.4%	
No	28	24.6%	
n/a	65	57.0%	

9.f Regular elections?

Answer?			108
Yes	54	50.0%	
No	12	11.1%	
n/a	42	38.9%	

10. Office Hours on Island

Answer?			127
Yes	34	26.8%	
No	56	44.1%	
n/a	37	29.1%	

11 Priorities

It was possible to mark 3 responses
Answer? 135

Vessel safety	110	81%
Expand parking at Anacortes	25	19%
On-time operations	43	32%
Island parking, lights	6	4%
Maintain current weekday hours	32	24%
Community information sharing	10	7%
Expand weekday hours	38	28%
Involved in Committee recs.	10	7%

Continue on demand service	61	45%
Plan for future growth	57	42%
Other	5	4%

Attachment C

Summary of Management Analysis Customer Survey Comments

ATTACHMENT C

SUMMARY OF MANAGEMENT ANALYSIS CUSTOMER SURVEY COMMENTS

This Attachment concerns comments submitted by respondents to the July 2002 Skagit County Public Works Department Guemes Island Ferry Management Analysis Customer Survey. Many comments were recorded throughout the survey responses. These comments were analyzed as part of the response data. The content of the six letters attached to the surveys (directed and forwarded to Ferry management) was also analyzed in this fashion and is included in the comments below.

This Attachment contains all comments received in response to Question 12 on the survey – "Other comments." More than 47% of respondents to the Management Analysis Customer Survey wrote in comments in response. Their comments are recorded verbatim from the surveys. Minor adjustments were made to protect the identity of respondents and individuals to whom the some comments were directed.

Run a double only on 6:00 PM schedule; give others 5 minutes to park their vehicles. If more runs are needed, require a special Ferry (generally).

In the past, three Ferry trips would occur in an hour; now only two. When the Ferry line is a mile long and you are reaching the end of the day create peak hours of 7:00 – 9:00 or 10:00 PM and run continuous and from 3:30 – 6:00 PM. Also in the beginning of the morning, people need to get to work and meet appointments.

I don't particularly want the Island to be a zoo. The Island seems pretty peaceful and I want it to stay peaceful.

Synchronize Skagit County Bus Service and Guemes Ferry. Run three trips an hour. Remind crew of customer service responsibilities.

Cars at Anacortes dock checked for extended stays or non-use should be ticketed or towed.

Publicize "unavailable" times such as fuel truck runs on Tuesdays. Schedule pullouts away from holidays to avoid 2001 type problems.

Regarding question number 7, need schedule to indicate private Tuesday morning run gas trucks. Regarding question number 6, need to return to previous three runs per hour on current schedule.

My biggest complaint is that the crew many times does not display good customer service. ----- are always pleasant...other folks can be pretty abrupt at times. Seems like second runs are not always consistent; different captains have different rules.

I was surprised and dismayed by a recent trip with a very rough landing and relieved to learn later (from local residents) that it was a mechanical problem, which was masterfully handled by crew who, in my experience, are consummate professionals!

PLEASE prohibit the "double dumper" dump trucks! No other Ferry allows them, and they take up way too much room. Also, if the back up is severe, just run continually.

Growth and demand are obviously issues. Providing alternate service when Ferry is taken out of service for maintenance also needs to be addressed.

Quarterly newsletter?

If labor overtime costs are an issue, have two shifts overlap and assign additional duties to justify. The crew is good.

Expanding operating hours will have many negative impacts on the Island. A forum, rather than a survey, would give a better feel for concerns of Island residents/taxpayers. Alternate options need to be explored and the Ferry Committee is a good representative for exploring options in depth.

I don't think expanding the operating hours will solve anything; instead it will have negative impacts on the Island and its full time residents.

Maintain current schedule as a tactic for regulating growth.

We have a very friendly crew who know their business. Maintenance shut down of the Ferry should be done before summer starts.

The Ferry is busier than ever, especially holidays. Users need continuous runs to get to and from, reduce Ferry line backup, etc. Maybe some kind of shift change or break rotation for workers to keep continuous run instead of 1 1/2 hour break for lunch, etc.

The crew is great. I like the system, but the Captain ----- should be fired!! ----- is a major sore spot in the operation.

Guemes Island Property Owners Association DOES NOT represent any of my views.

The crew should run continuously during holiday weekends instead of waiting for scheduled hours.

On holiday weekend Ferry should run 3 times an hour not two. Ferry should be privatized so as not to have County employees with attitudes.

I would like a 6:00 AM to 10:00 PM weekday service schedule.

It really bothers me that it is "assumed" that most people do not want to see the Ferry hours extended during the week. I don't believe that's true, but the ones who try to use the Ferry to control growth on the Island tend to be very vocal. When you are getting close to half wanting it – it should

be seriously considered – it should not necessarily have to be a majority when you are talking about public access to property or convenience to residents.

It's very common for Ferry crew to leave Anacortes late; it makes it hard to schedule appointments.

The Ferry hours should NOT be used as a growth control tool. The Ferry is here to serve the current residents, not to prevent new ones that might or might not come.

The service and crew are good, but the system is run for the benefit of the employees, not the people they serve. Hours should be expanded and should accommodate scheduled later service before Thanksgiving and major weekend holiday Wednesday, and the Ferry should leave on schedule.

Modernize schedule information - include on schedule (PAMPHLET) NON RUNS (such as fueling) fuel runs. Explain emergencies can change schedule also loading procedures.

Regarding question 9a, since 1983-84 I appointed the original members of the Ferry Committee, several have been replaced. I no longer attend community club meetings so have no "hands" on their activities. Don't have cable to, use direct broadcast satellite so don't hear their announcements or programs.

I feel safe knowing that after 6:30 PM the Island is closed to strangers. Make sure the extra ferries paid by the school district have good publicity.

Encourage more people to walk on or have a walk on only night.

I think half hour service would be nice.

We have noted a recent increase in both the number and size of the commercial and recreational vehicles transported. Increased vessel size would improve safety and efficiency and reduce the need for "extra" trips.

Eliminate noon break in Monday through Saturday schedules. Run third Ferry on demand if necessary, even if scheduled ferries run slightly late because of it.

I greatly appreciate your questions about the Ferry Committee. It has operated outside of the community forum for too long. Thanks.

I do not want extended Ferry hours!!! More runs between 6:30 AM and 6:00 PM are fine.

Will use property after I retire.

The Ferry staff does a great job. The extra trips accommodate the varying number of people requiring transportation; normally no one has to wait more than one Ferry except when the population really swells or special holidays.

I have only been a summer resident, my wife and myself. My daughter and grandchild reside here year round that is why I answered question number 1 as I did.

Vessel safety is a basic necessity not an optional priority!

Thank you!!

The Ferry system is excellent; please don't try to fix it. The availability of water should be addressed before Ferry service is expanded.

During high volume times, the Ferry wastes a lot of time limiting itself to two trips per hour. Why does the Ferry shut down two hours for lunch? Why can't Ferry people collect while in transit which would save loading time?

The system appears to be operating at maximum capacity. Island population (and traffic) will continue to grow and added capacity will soon be critical.

Regarding question number 7, we hear news of the Ferry via Win Anderson's publication or via items posted on the bulletin board on the Anacortes side.

Expanding Ferry service is easy. The hard part is justifying the expense and resources to "clean up" the mess from over-expansion. "Slow down." "Go Easy."

The Guemes Ferry crew does very well! It was a class act about two years ago. They rescued some canoe patrons on west side of Cypress Island.

In general the crew performs well. They do sometimes move a little slowly when they could get another run in.

Never revive "privatization" of Ferry. It is the dumbest idea ----- ever had, stupid and unworkable.

Present crew is excellent in work and attitude. Do NOT mess with them.

We have an excellent Ferry crew, which are very helpful and courteous.

Thanks for the good work!

Need to plan ahead!! Not enough parking and too much conflict amongst crewmembers and also dictating policies.

On Anacortes side, Ferry Captain should be on deck assisting the parking of cars. On Island side (especially at low tides) Captain should be observing and directing the parking of vehicles. Many times Captain is not aware of what's going on below pilothouse. If Ferry service is extended beyond 6:00 PM weekdays, full-time sheriff protection should be provided by County!

I haven't used the Ferry recently to comment. Thanks.

Direction is needed for lineup on Anacortes side. When very busy, it is hard to know where line begins and ends. Where is one supposed to park if leaving car in Anacortes? The poor citizens who live along 6th, 7th, etc.!! Let's encourage people to share transportation and reduce rudeness.

All said I believe the Ferry crew is doing a fine job on safety, etc.

I am retired and on Social Security.

Property owner for approximately 45 years.

Privatization of Guemes Ferry operation should NOT be considered.

We would like to have a Sunday schedule on the day before a holiday and continue Ferry service during the lunch hour. We feel that they could make three trips per hour if needed.

After about 10 years on the Island my only real concern has been expanding weekdays hours. The last "survey" had about 45% of the people wanting expanded hours and there was not consideration given. I don't know of one person on the Ferry Committee that wants expanded hours. So at least on that issue they don't represent almost half of the Island.

It's common for them to leave Anacortes late now. This makes it very difficult for the Islanders to schedule appointments and be on time. It's just all around inconvenient.

Do not extend schedule.

I have lived on Guemes for over 30 years and do not favor extending the schedule! There was never a question about costs. An extended schedule would drastically change Guemes.

There are only 430 registered voters on Guemes out of 950 property owners. Most of these surveys will be filled out by people whose only interest is access to Guemes not how any of these questions will affect our lifestyle. I've lived on Guemes my whole life and don't want any schedule changes after 6:00 PM on Monday through Thursday.

Scheduling changes: evening hours especially on weeknights before holidays (Fourth of July, Thanksgiving, Christmas Eve). This could alleviate 4/5-boat wait at 6:00 PM, as users would arrive more spread out. Post "quirks" in the schedule (i.e. fuel truck only runs at 9:30 on Tuesdays), etc.

Management is extremely lacking with the crew dictating policy and procedures. This survey is slanted, pointed, directed at two issues. First page: do you like the crew and services. Second page: get rid of the Ferry Committee. Very little said in this survey regarding "management analysis." Most surveys are "wish lists" with no regard to cost. A good question which should be (have been) asked in connection with question 5 C – would you pay for the direct operating costs of added service. This was suggested by the Ferry Committee. I see very little in this survey that would help in a management analysis.

I've been on the Ferry when it is so loaded down with gravel trucks and work trailers that in an emergency I don't think I'd have room to open my car door and get out quickly. Something to think about.

Guemes Island is a unique and special place. I've been coming here for nearly 40 years and with the exception of the general store, the island is similar in many ways to 40-50 years ago. A place greatly worth preserving "as it is" with no change in service.

Are Ferry activities/Ferry information available online? Committee reports online?

I respect the Ferry Committee and appreciate the time they have devoted to the Island.

Regarding Ferry Captain -----: A. runs by own rules, does not leave on time; B. is not Captain material and is way too bossy and opinionated, and C. is a terrible driver, over revs engines.

Regarding question 3b, a few bad crewmembers' attitude reflects poorly on other crewmembers doing a good job. Secure parking at Anacortes to encourage residents to walk on.

It seems to me if the Ferry is enlarged to accommodate additional traffic in bigger, fashionable, private vehicles and/or the schedule is expanded to longer hours so commuting would be more convenient; given the area of the Island and its resources; i.e. potable water, limited road capacity, sanitary systems, etc. would be out grown in a short time. Change will happen, but an affordable, thoughtful, sensible plan will be necessary, in my opinion.

Generally, I am well satisfied with service, personnel, operation and schedule. A larger, greater capacity (by 150%+) will inevitably be required.

If Ferry Committee is to have a "role and responsibilities", elections need to be less calculated and open to all taxpayers as nominees and definitely need off Island representation.

It is obvious that the Ferry needs to run every 1/2 hour all day; that would solve the problem of the "3:00/6:00 ferries" that necessitate a new crew with a 3-hour minimum wage who only work 20 minutes. If they are called in, they should run the Ferry for three hours, i.e. 7:00, 8:00, 9:00 runs. Get rid of the 5:05, make it a 5:00; that run time is a throwback to the old days, when the men could leave work at 5:00 and make that Ferry, now that was awhile ago!

In the event that an extra crew is called out, they should work the entire half shift or whatever it is they're paid for.

I am 91 years old and in very good health. I drive over the Island and go to Anacortes for groceries and medical needs, which are very few.

Over a 40-year period, the service has been eminently satisfactory.

If necessary, the Ferry Committee should be elected in a manner similar to fire commissioners and cemetery commissioners. Our Ferry Committee seems to be self-appointed and self-perpetuating.

How about monthly Ferry column in Evening Star? (by the manager, not Committee) Thanks for doing the survey!

Regarding question number 8, if I knew who he/she was and the correct phone number. Regarding question number 12, only if problems, policy/operational changes or other events warrant explanations.

I chose to live on Guemes Island for the rural aspects, the most important to me being – low volume of vehicles and very little noise and light pollution. Extending Ferry service during the week (Monday through Thursday) would have a significant and negative impact on this peaceful atmosphere. Please do not cave in to those wanting to change/increase service for their "convenience." I believe that the unique qualities that make Guemes Island such a wonderful place to live would be ruined forever if service is expanded. I also commend the entire Ferry crew, including maintenance, for their consistent and excellent performance of their job. They are personable, responsible and responsive, adaptable, patient and humorous. They are the backbone of the Ferry system. I am sure that they have a well spring of knowledge that I hope you will tap before making any changes.

Survey is poorly designed and does not allow for clear communication.

One safety issue that has not been addressed is foot traffic having to walk between and in front of cars on both sides. Turning the Ferry 180 degrees and moving the walkway in the Guemes side would relieve that situation. Is it possible?

We are so fortunate to have a crew that stays pleasant and helpful and patient day in and day out, rain or shine. You guys and gals are special! Thanks!

A life raft or two would be nice, but you need to be able to get out of your vehicle to get to it, right?

We are very pleased with the present Ferry crew and the service. We feel the prices are reasonable.

The Ferry manager could post information quarterly or mail out and post at both terminal sides. Extend weekday hours to be cost efficient (reduce overtime).

After July 4 weekend and long wait – don't understand why crew didn't work 'on demand' but waited until 2:00 schedule. Is this a new philosophy on the part of new people? When did practice change and why?

What Ferry manager? He needs a lot more public visibility, more accountability to the Ferry riders. I've never seen him. Ferry workers are excellent and take their work seriously, put up with a lot of B.S. and maintain their sense of humor.

By allowing only three checks in question number 11, you make it impossible for us to respond in a meaningful way.

We have only been owners on Guemes Island for three months, however we are on Island for Thursday through Monday morning weekly. We have found the Ferry to be very reliable and friendly crew.

As a user of the Ferry for over 30 years, I consider it to be one of the best public services I've seen. It seems to be in perfect balance with the community and its needs.

We have owned land on the Island for 30 years and have good friends who now live full-time on Guemes. In our opinion, the Ferry has always been responsive to its passengers. It is very important to us after having driven 90 minutes and arrived on time for the Ferry, but the traffic is too much for one run, that we do get on the overflow run and are not made to wait 60-90 minutes for the next scheduled Ferry.

Ferry Committee should be elected annually or biannually, perhaps as part of GIPOA. Perhaps have one open meeting a year to hear Island concerns.

Guemes Ferry crew is superior in courtesy, job skills, and efficiency. Other operations should follow suit.

Planning for future growth should always be part of the management process.

I do not think the weekday schedule should be changed. However, I think the day before major holidays, e.g. the Wednesday before Thanksgiving, the day before Christmas, etc. the schedule should be extended to 10:00 PM.

I have owned property for 30 years and want to have incentives such as carpool rate to decrease number of cars going back and forth; van service on Island during certain hours/days. Thank you for conducting the customer survey for Guemes Island Ferry usage. As noted on the enclosed survey form, I have been a property owner for 30 year, and have thus seen the Ferry size and usage grow over these years. I hope that the Public Works Department has a full understanding that usage will increase to fill the available space. I haven't yet seen any incentives to reward non-use of vehicles other than lower rates for walking on. As noted on the survey form, I would like to see some sort of conservation incentives built into the system such as lower rates for carpooling, van service during certain hours and days to discourage car use, etc. this is definitely my preference rather than more and bigger! I vote for smaller and less. I look forward to hearing and reading about the outcome of the survey.

Because we are infrequent users of the Ferry, our opinions are relatively unimportant. We have no serious complaints of Ferry service. Twice we planned vacationing at our cabin only to discover, at the loading dock that service was in active for repair and/or inspections. We learned to call. For those of us who must travel some distance to reach Anacortes by 6:00 PM after our working day ends, is difficult. An 8:00 PM for last Ferry run would be helpful to us, the non-resident (full-time) users.

Would a larger Ferry be more economical and also reduce the number of trips?

Ferry works just fine as is and the crew is friendly and responsive. A+

The Ferry crew are nice folks, but long lines during peak times are frustrating. I know we all can become more efficient, both crew and users. If we expand service who is going to pay for it?

Expanding hours will require two shifts. How will the additional cost be covered, higher rates or higher taxes?

You have the friendliest crews!

Want to see weekday service extended to 9:00 PM so I can get home to Guemes easier in afternoon.

We hope to build on our lot and are considering becoming full-time residents, but hesitate to do so because of the Ferry schedule. We would be very happy to see the week hours extended.

Expanded weekday hours would allow for participation in civic and recreational activities that would contribute to the overall economy of Anacortes and Skagit County. Travel is terribly constrained.

I think the Ferry is running great as it is. The survey last year said so! The motivation behind this survey is suspect! What does this mean? Do you want additional pages on biographical information?

I think the Ferry crew is great. They do a great job.

Since I don't live on the Island, I'm unable to attend community meetings held in the evenings, because service stops before the meetings adjourn.

Member of the Ferry Committee represent themselves not anybody ELSE and have caused nothing but disharmony in the operation of the Ferry. Some members have gotten special perks.

We are very occasional Ferry riders, but we've always had great service.

Build a bridge - HA!

Parking on Anacortes side is a sometime problem; an evening Ferry for the children involved in school activities.

I think the County is running the best Ferry system in the state. The "on demand" service is what makes the operation of a small Ferry possible. Retain this service as the number one priority.

If it's not broke, don't fix it. It has a great, great crew, adequate boat, good schedule. I'm afraid County will screw it up. We own several lots on Guemes and may buy more.

Maintain the current Guemes Island feeling of a very pleasant and nice place to come to by NOT expanding the current schedule in the evenings!! But, have an 11:30 and/or 12:00 noon Ferry run. Work the union issue to the *(illegible)*.

Do not change Ferry schedule at all. Mr. Cox seems to think he is very important. He should not even consider changing the Ferry schedule.

I really can't answer any of the above. I've been there to see our lot just twice. What's the going price; I might be interested in selling it.

I have property for sale. I pay water bills each month.

Ferry crew has been very helpful when customers need service.

Very good system operated by fantastic and professional crews.

Not everyone works a 9:00 to 5:00 schedule, but EVERYONE does work. I have to get a hotel room every Thursday night after work because the Ferry doesn't run. It's a little too far to swim! Extending the weekday hours is an extremely good idea.

I find the Ferry staff quite unnecessarily rude at times. One instance when I was told to park my car on the Anacortes side because they didn't want to make a third run, I was forced to walk the two miles home in poor weather while carrying my fire fighting gear that I could not be without in case of an emergency situation on the Island.

Expanded hours = more convenience = more residents = need for more service, a never-ending cycle.

Keep service as it is. If people don't like the Ferry/Island lifestyle, they can live any number of other places.

Service always provides a ceiling for growth. To maintain our Island lifestyle, impeding growth is highly desirable. No expansion of service.

I oppose expansion of Ferry services (both expansion of hours and/or vessel capacity. Expansion of services facilitates Island growth, which nobody desires.

No changes. No expansion of service.

The County pressured the police department on safety of cars parked in Anacortes. The crew should be more concerned about service to people who use the Ferry.

Keep it simple and encourage walk-ons.

Double trips are essential. I am very concerned about the implication that they might be discontinued.

It would be nice if the Ferry would run on time. That extra 10 minutes is a ticket to happier going to work. Also, planning on growth it's gotten carried away!! I don't know where all the people go on this Island once they get here. I have lived here on Guemes for 26 years as a full-time resident. I have watched this Island grow. The Ferry has always tried to be accommodating.

----- is a stupid, authoritative pain in the ass!

I have never understood the reason for limiting the car and driver punch card to four months. This put a hardship on part time and occasional use of the Ferry card. Also, if "walk-ons" were free it would encourage more people to walk, thus cutting down on car traffic.

Thank you for providing a forum for the opportunity to express our opinions and concerns in regards to the Guemes Island Ferry and its operations and scheduling. After having been a full time resident on the Island for 6 years (not long by some standards), the Ferry crew has done a terrific job in meeting the diverse needs of Island residents and their visitors. However, we have some concerns that we would like to take this opportunity to express. One is the timing of this survey. The survey was mailed out prior to the most used holiday that Ferry users experience. The July Fourth holiday invariably is the time that the Ferry is used most and experiences more traffic, backups and long Ferry lines, as well as disgruntled passengers. I would hope that as part of your statistical analysis that you would take this into consideration as a potential bias on the part of those who complete the survey. Another concern we have is also in your analysis of the information you are collecting is that you differentiate the year round resident vs. the seasonal/weekend resident. Both may express different views regarding the Ferry operation and its schedule. It would be helpful to compare their responses to your questions. In addition, the potential for non-Island residents to use the survey to "complain" is high since the surveys were available at various public places. Hopefully this too will be taken into account in your analysis. A third concern we have is the potential outcome of the results of this survey. If the Ferry schedule is expanded or "enhanced," the quality of life will be drastically altered on this Island. It will provide the opportunity of Guemes to be a bedroom community for commuters to the Seattle area thus altering our "northern exposure" community. In addition with increased Ferry hours, there will be an increase in noisy parties and erratic driving on the roads. So if there is an increase in the Ferry runs there must also be the availability of full time law enforcement on the Island. It would seem that folks who moved to the Island were aware of the current Ferry operation and schedule when they acquired their property and should be aware of how some of us are reluctant to see any changes. A final concern is the amount of construction trucks used by the Ferry during high peak commuter hours. Perhaps an alternative would be to have construction vehicles use a separate Ferry thus alleviating passenger safety and weight concerns on the Ferry. In addition, if monies available were used to enhance both parking lots with some security, it would allow for more passengers to use the Ferry thus alleviating the vehicle demand. Thank you for the opportunity to respond. We are looking forward to the results of the survey and your response to this letter.

The Ferry should be controlled like any other thing the County does by citizens of Skagit County. Don't make the beholder to the "weekenders" who have no stake in our quality of life! Local representation for local people.

Light on top of Island waiting room blinds us as we come off Ferry and head east on South Shore Road.

The Ferry Committee should be governed by the open meeting statute and should hold regular meetings, keep minutes of the meetings, and hold regular elections of officers. They should practice impartiality and deal openly with the public.

The Ferry "Committee" should be governed by the open meetings requirements.

During the school year, the Ferry often leaves Anacortes side at 8:35 - 8:38 AM to accommodate trucks, etc. and kids arrive at Mt. Eric 5 to 8 minutes late MOST MORNINGS.

Regarding question number 10, the Ferry manager should post quarterly activities (past and future) at both landings.

We appreciate the courtesy and professionalism of the crew.

I feel the Ferry crew is running the Ferry operation rather than the County.

We are uncertain what management functions the Public Works Department conducts or oversees. We have the following comments regarding the attached survey and the operation, service and management of the Guemes Island Ferry. We have been full time residents of Guemes Island since 1992 and property owners since 1989. First of all, we strongly object to spending \$50,000 to conduct another survey to confirm the obvious. Previous surveys, conducted at no cost to taxpayers, have clearly and overwhelming demonstrated support for the current operation of the Ferry and performance of the crew. Further, Ferry users support the existing schedule and do not want extended hours. The current survey will again demonstrate these facts, but this time it will cost \$50,000 of taxpayer funds during a time of austerity. Shame on the commissioners for such a wanton waste of limited funds. Since another Ferry survey is being conducted, we have the following comments. 1. We are extremely satisfied with overall operation of the Ferry and the professionalism of the crew. The Ferry is always on time, conforms with all maritime safety regulations, is clean and is apparently maintained in an exemplary fashion. The crew is always friendly, courteous, and helpful. They deserve high marks – and have for the 10 years we have been regular users. We see no need of changes or “improvements” with the possible exception of the addition of a 12 noon run to alleviate backups on the 11 AM and 1 PM runs. 2. Like many other government agencies there seems to be redundant layers of administration (bureaucracy) in the system. We question the need for a manager headquartered in Mt. Vernon. We believe that administrative costs could and should be reduced by delegating most of the operations management to a senior crew member located at the Anacortes Terminal office. Such things as crew scheduling, maintenance of Ferry and facilities and even hiring and budgeting could be handled in this way. We could name at least five crew members with years of experience who are competent to handle these duties. 3. Currently we, and many of our friends and neighbors are very dissatisfied with the Guemes Island Ferry Committee because we feel that the Committee is a group of individuals each representing themselves rather than the majority of the users they were chosen to represent. For example, they refused to take a stand on privatizing the Ferry when the overwhelming majority of users wanted status quo-no privatization of the Ferry. Also, they rarely effectively communicate the issues or problems they are considering. A clearly worded document should be drafted stating the role and responsibilities of the Committee and the County. The final document should be approved by the County and Island representatives (probably the Community Center). Committee members should have specific terms and elections should be held at regular intervals. 4. Finally, we state our perspectives on Ferry fares a sensitive and often verboten subject. We recognize that the Ferry is subsidized by the County and the state. We would not object to an increase in fares if the need it honestly and clearly demonstrated (we emphasize this because the previous County Commissioners attempt at proving savings by privatization of the Ferry was a joke- any credible accountant or budget expert could have quickly discredited it). If you have any questions or would like additional information or perspectives please contact us.

Expanding Anacortes Terminal parking and Island Terminal parking needs improvement.

I have never felt I was represented by our Ferry Committee. They have held their office much too long and a new committee (Ferry) should take their place. They have done a lousy job.

I'm concerned about too much truck use on the Ferry.

I will contact Coast Guard if something is not done about unloading foot passengers first. They mill around, stop vehicle traffic, little children dart around. Vehicles should be first off. Foot passengers bump our cars with their backpacks so they can get around cars to get off the Ferry. Also they always walk in front of off-loading cars instead of moving onto the sidewalk on Anacortes side. Take them off after vehicles, please. It's very dangerous on rainy dark nights on Guemes because they walk in the vehicle lane and it's difficult to see them. Oh, yeah, it's also safer to follow the rule about setting emergency brake while on board. So many times I see cars rolling forward and back. Maybe the purser could tell drivers?

With continued growth on the Island, a second (and bigger) vessel will be needed within 10 to 15 years.

The Ferry crew gives us pleasant and excellent service!

Expanded hours (until 7:00 PM) would be very desirable during summer. After schedule, late runs should be posted with as much notice as possible (at least 1 week).

All the Ferry crews and skippers are great except for ----- who is a second-rate boat handler and second-rate officious troublemaker.

When will the new parking lot on the Anacortes side begin?

The Ferry Committee does not speak for us and neither does GIPOA. The office should be open more often. School children should unload after vehicles exit. It holds up traffic. Ferry should not fly a tattered flag.

Bring the fares up higher to pay for services. Keep surcharge all year and double commute tickets. Raise truck rates. Bring trucks down to legal weight limits. No more two 150,000 lb. trucks on Ferry.

The Ferry is primary to the quality of life on Guemes. Please keep it's schedule simple and minimal lest the Island becomes yet one more auto-infested suburb.

All issues in question number 11 are important, except expanding weekday hours. At times, the Ferry traffic holding line is exceeded by waiting traffic, backed up into the driving homes and reducing the street to one lane for both directions of traffic, creating a version of gridlock.

We want the Ferry service to remain as is with NO extension of hours.

After the Ferry closes down the Ferry manager needs to have a Ferry Captain quickly available for medical and fire emergency for the Anacortes and Guemes Island Fire Department. This does not always happen.

We are paying a second crew on the third run at 6:00 PM. Extend the schedule so they really do put in a 1/2-day's work. Let's accommodate the kids for sports and the working residents.

We like the hours of operation currently in place! Expanding and improving parking on both sides would encourage foot traffic thus reducing vehicle loads.

Also would like to see expanding parking at Anacortes and Island Terminal with lighting improvements. It goes without saying – above all is vessel safety.

A weekly Wednesday evening run, year round, that Islanders might participate in social, educational, church functions off-Island would be worthwhile. A cost analysis should be studied for a single run at perhaps 9:30 PM with possible overflow run if necessary.

Most of crew is excellent except the two newest are not attentive, decisive or clear with hand signals.

After 17 years a Kingston-Edmonds Ferry, the sheer humanness of on-demand trips changes the feel of everything. The stress level of a group of people "left behind" and waiting is so different from Guemes. It allows a much greater flexibility with surge loads for events and weekends. The Ferry is small enough it could all just back up beyond the catch up point.

The Ferry should not leave ahead of the scheduled time on single Ferry runs.

The Ferry crew is doing a great job.

Post minutes of meeting.

Rates for car and driver and for passenger/walk-ons should be restructured to encourage more walk-ons and carpooling. Charge more for cars than you do now and make walk-ons free. Also change the size limit of vehicles allowed on commuter punch card to 18 feet from 20 feet.

We have used the Ferry for 18 years, initially as summer residents and weekend residents and now as retired full time Islanders. We love the Ferry, appreciate the crew and try to use it responsibly.

We like things the way they are. We moved here because of the uniqueness of this Island and want to maintain the wonderful place to raise a family.

I have great confidence in the Ferry crew and its operation of Ferry. They are always courteous, efficient and friendly.

You need to plan for walk-on passengers better, for their loading and unloading, safety and appropriate flow. I would need more space to explain my suggestions; call me.

Car and driver fares should go up 25%.

Keep operations as they are at present time. Any changes would just be more money. The people living on the Island are happy with the present schedule.

The Ferry schedule is okay. Expand the schedule and it won't be long until new construction and increased traffic will become as congested as it is now.

The Ferry service has been excellent during my 15 years of travel to Guemes. I bought property on Guemes because of the weekday schedule stopping at 6:00 PM. I want it to remain quiet on Guemes.

Everyone now living (or owning property) on Guemes does so with the understanding that the last weekday Ferry is at 6:00 PM. Don't change it.

Having waited more than an hour on July Fourth (and having been told the wait was longer last year), wouldn't it make sense to add on person who could sell tickets so that when the boat comes in it could be quickly loaded?

Expanding hours of operation would only encourage more Island growth construction and ultimately, more Ferry traffic. Let leave it as is!

Love the crew - they are great. The 11:00 AM to 1:00 PM break is difficult to deal with; otherwise hours are fine. Thank you for good service.

Keep Ferry workers noses out of Islander's business.

The Ferry schedule is quite adequate for permanent residents and the smart ones have a car on each side during summer. Summer people will just have to endure the long lines. They all make it over eventually.

We are very satisfied with the service as is and don't want later runs, which will alter Island life as it is now.

The vessel is a CC boat so we know its safe!

Vessel safety, on time operations and continuation of the Ferry service when cars are left after loading the Ferry to capacity are important, however, planning for future Ferry traffic growth is important and one of those steps is to expand the hours of operation on weekdays at least to 8 PM in the evening which allows more people who are employed and not retired to live full time on the Island.

Regarding question number 11, this is not an appropriate question. Safety and maintaining service are always priorities. Why should we only choose three areas of concern? Stopping the Ferry at 6:00 PM weekdays doesn't serve anyone. Our children all attend school in Anacortes, which has many weekday evening events. Being a citizen of the larger community involves many evening activities even those who are opposed to a later Ferry because of growth concerns would surely use an evening service if there were one. Many of them already have other places to stay so they may attend evening activities. This is a hardship for everyone even those of us who have been here many years.

They have their favors and it's not fair.

I am impressed with professionalism and expertise as the crew brought across the many who got stuck in 1-5 traffic on 7/3/02! Increasing the schedule right before a holiday would help (extending).

Service and crew are great. Would like to see expanded evening hours and Ferry run continuously during peak times. Keep up the good work. Do NOT privatize it.

I am not informed about the scope of Ferry Committee activities and what their authority is. I am aware of the Committee but do not understand their role. Are they self-appointed? Does the County consider their advice?

Vessel safety is a function of U.S. Coast Guard. Vessel safety is not a negotiable priority and it must be first. The crew and the vessel serve the needs of the Island residents not the other way around. With an expanded schedule, I would be a full time resident and more frequent user. It is the limited service combined with the demands of my job that keep this long-time property owner from currently being a full-time resident.

Please use crewmembers to speed loading and unloading so three trips per hour can occur on holiday weekends just like the Lummi Ferry.

When problems/delays occur, the Ferry crew should inform store personnel immediately.

I do not believe that Ferry runs should be extended beyond what they are now. With adequate parking, fewer runs would be okay. There is nothing to be found on this Island that can't be found on the mainland. The charm or the Island's character (as an Island) would be lost with the extended access of traffic. Perhaps some of the runs could be strictly for foot passengers.

Better share information on capital and operating costs of Ferry with public and Ferry users. Explore ways to make fare collection easier for users and crew, i.e. collect fares during crossings/cost effective automation.

Dealing with the public can be difficult at best. Not all people in this position are able to rise above the unreasonable actions and demands of the public. Those employees who have more confrontations might benefit from some training.

The Ferry workers are always professional and courteous. Thank you for all of your hard work.

One ticket taker used their power to make a Ferry customer wait two hours for the next Ferry to avoid a double run, even though they were in line for the scheduled one.

How much more will the County powers continue to back down from (*Captain*) because they are afraid of (*the person*)?

The Ferry is walk-on unfriendly. If the boat were turned 180 degrees, walk-ons would never have to cross traffic. The ramp on the Guemes side would need its walk way moved also.

Only thing that saves Guemes is that the weekday Ferry stops at 6:00 PM. The Ferry crew is doing a great job, all of them!

Ferry Committee should post minutes of their meetings. We like the current Ferry schedule. The crew does a superlative job!

I feel safest when ----- is the Captain.

Some newer crewmembers look away as they are directing us in parking resulting in nudging car ahead. It is not the business of the County to determine the composition of the community council.

Skagit County Public Works should maintain and improve the boat ramp next to Ferry Terminal on Guemes.

Promote ----- to admiral.

Do not try to fix what isn't broken. Expanded service is unnecessary since use SUPPOSEDLY declined.

The Ferry schedule needs to be revised to eliminate the 2-hour gap from 11:00 AM to 1:00 PM. This gap causes backup for several hours each day.

This Island is only capable of supporting just so many inhabitants due to the water availability and unlimited Ferry operation would surely increase the problem we have now concerning water. I have owned my home here for over 30 years and live here four months in the summer and the month of March each year.

The crew is wonderful! It would be nice to have holiday hours on July 3rd if it falls on a Monday through Thursday.

We are denied any activities or businesses in Anacortes after 6:00 PM because of the last Ferry (shopping, movies, dinner, visiting, etc.).

Regulate commercial vehicles, i.e. cement trucks, dump trucks. Preference to property owners on busy holiday weekends. Change the gap between 11:00 AM and 1:00 PM on the weekday schedule.

The Ferry should run extended hours on the day before major holidays (the Fourth, Thanksgiving, Christmas, etc.).

Ferry ticket price should be increased on vehicles to reduce traffic.

We need a bus independent of the present system operating from the Guemes Ferry. It could run from the Ferry Terminal, to Commercial and down to Commercial and back to the Ferry Terminal stopping both ways at the transfer station. Try it with a small bus to see if it will work.

Regarding 6:00 PM run on weekdays, no more than two runs so as not to bring in second crew. Third run people should go on as foot passengers on the second run.

Why are there only questions about extending schedule? No other options like encouraging walk-ons, better parking, reducing the issuance of frequent user cards are given. Regarding question number

11, vessel safety is the prerogative of the U.S. Coast Guard and does not belong in the category with other options offered. This survey is very disappointing. As pointed out to Berk & Associates and the County, questions about schedule changes should also give input on the cost impact. Who will tabulate this: Berk & Associates or Public Works? Regarding question number 9e, this is really a "pushed" question! Why not also suggest putting it under GIPOA or the community church!

With all the construction and heavy equipment coming on the Island, can there be special runs to accommodate this kind of traffic during the workday?

Except on Friday and Saturday the Ferry should stay to midnight.

Coordination of Ferry schedule with other mass transport such as Airporter schedule would help (1:00 PM Airporter schedule is very difficult since Ferry leaves at 11:00 AM but not 12:00 or 12:30 PM).

Run the Ferry as a business. Think of the customers which are the persons waiting in the car. A 12:00 run is needed.

If there were a later Ferry on weekdays, we would probably ride 2-3 times more per week.

The present schedule has worked for ages so leave it alone. The registered voters on the Island should make the decision about expanding hours.

A part-time ticket seller could improve turn around time on busy summer weekends (Friday and Saturday), especially around holidays. Some of the crew definitely does NOT think this is a SERVICE operation.

This Ferry Committee, in its current makeup, is non-representative of the Island. Too many members use it to push personal agendas and neither informs nor seeks input from the community. Help us fix this and we can probably move forward in more positive ways.

If a full-time shift worked the first shift (8-hour), then a part-time could work a triple six without overtime or calling in a new crew. Also, where's the question about improving walk-on conditions? On the Guemes-Anacortes the lane forward of the passenger cabin should be reserved (no cars) for passenger unloading so we don't have to squeeze between cars and the wall. Also there should be an annual no punch photo ID card (nontransferable) to speed loading. This is not a lowering of rates, as I have heard, because there is no annual pass!

Do three runs per hour and collect money! Who is the Ferry manager? Length of trucks should be measured. There should be a new rate for the long personal trucks. If you want a big truck, pay for it.

Extra evening hours during the week could be hourly, or even on the 1/2 hr!

Reduce lines by increasing walk on option and allowing one car and driver "commute" per day additional trips full fare. This would encourage better planning and discourage 4-5 trips per day.

URGENT: Replace the Ferry Committee with an elected, accountable one. At stake throughout is a democratic, people-first system, something neither the County Commissioners nor the Ferry

Committee seem to believe in. I was on GIPOA and helped with original Ferry surveys because the Ferry Committee refused to do so or to cooperate. They were informed with other Island organizations of "Ferry and other concerns" survey results and refused flatly to cooperate on the second detailed Ferry survey, then publicly criticized GIPOA for doing it. That's "no way to run an R. R."

Extend times to two days a week, Tuesdays and Wednesdays plus current schedule.

Extend midweek holiday hours to midnight.

Attachment D

**Guemes Island Property Owners Association (GIPOA)
Ferry Survey 2001:
Findings and Additional Comments Received**

GIPOA FERRY SURVEY

Because our last survey showed an overwhelming interest in issues surrounding the ferry we've decided to focus this survey on that issue exclusively. Your identity will be kept strictly confidential, but you must sign the survey to be counted. The information gathered will be studied, analyzed, and shared with the current acting ferry committee and appropriate levels of government. So, please help us voice the islands needs, concerns and long range wishes for the ferry by filling out the survey and returning it to: GIPOA, PO Box 131, Anacortes, WA 98221. Please return by *January 15, 2001*.

1. Do you live full time on Guemes? ☐ YES ☐ NO

2. How often do you use the ferry service?

☐ Daily ☐ More than once a day ☐ 2-3 times per week ☐ Week ends only

☐ One or less times per week

3. If you are part time on the island what is your weekly frequency by season?

_____ Spring _____ Summer _____ Fall _____ Winter

4. How do you rate the ferry crew?

	GOOD	FAIR	POOR
EFFICIENCY:			
PROFESSIONALISM:			

5. How do you rate the system as a whole? ☐ GOOD ☐ FAIR ☐ POOR

6. Should there be a priority loading system for early

morning commuters living on island full time? ☐ YES ☐ NO

7. Do you feel a need to improve walk on facilities? ☐ YES ☐ NO

8. Should there be incentives in place to encourage walk on use? ☐ YES ☐ NO

9. Would an annual, individual, unlimited walk on non-punch pass encourage you to walk on more often? ☐ YES ☐ NO

10. Do you feel that trucks and heavy equipment should be restricted from certain runs, i.e. during heavy commute times?

11. Are you in favor of extended hours of operation during the week?

☐ YES ☐ NO

12. If yes, to what time do you think the schedule should be extended?

☐ 7pm ☐ 8pm ☐ 9pm ☐ 10pm ☐ 11pm ☐ midnight ☐ other

13. Do you feel the 6:30 start time is best? ☐ YES ☐ NO

14. If no, should the runs start? ☐ EARLIER ☐ LATER

15. Should the current daily schedule be maintained ☐ or ☐ be changed

to an on demand run with no fixed schedule ☐ or a newly defined schedule,

to be determined by an island consensus?

16. Generally do you feel that your concerns about ferry issues have a forum in which to be heard? ☐ YES ☐ NO

17. Do you feel adequately informed, during the year, about issues relating to the ferry? ☐ YES ☐ NO

18. If no, should there be? ☐ More meetings with informative speakers?

☐ A ferry service newsletter published by an on island committee, elected by the island,

to oversee the island's concerns and interests? ☐ A hot line or web site dedicated to island

topics so citizens could readily ask questions and find or receive answers?

19. Do you feel the fares are? ☐ TOO LOW ☐ TOO HIGH ☐ OK AS IS

20. Additional comments:

If you'd like to help
with the cost of postage,
please send your contri-
bution to GIPOA

Signature

GIPOA FERRY SURVEY 2001 - Total surveys returned 231

1. Do you live full time on Guemes?

YES:	NO:
90 39%	141 61%

2. How often do you use the ferry service?

Daily	More than once a day	2-3 times a week	Week ends only	One or less times per week	Once a year
27	3	81	47	59	6

3. If you are part time on the island what is your weekly frequency by season?

Spring	Summer	Fall	Winter
112	119	98	82

4. How do you rate the ferry crew?

	Good	Fair	Poor	
Efficiency	210 94%	9 4%	4 2%	223
	Good	Fair	Poor	
Professionalism	208 93%	14	1	223

5. How do you rate the system as a whole?

Good	Fair	Poor	
202 91%	19	1	222

6. Should there be a priority loading system for early morning commuters living on island full time?

YES:	NO:	
57	147 72%	204

7. Do you feel a need to improve walk on facilities?

YES:	NO:
36	173 83%

209

8. Should there be incentives in place to encourage a walk on use:

YES:	NO:
146 73%	53

199

9. Would an annual, individual, unlimited walk on non-punch pass encourage you to walk on more often?

YES:	NO:
81	119 60%

200

10. Do you feel that trucks and heavy equipment should be restricted from certain runs, i.e. during heavy commute times?

YES:	NO:
122 58%	89

211

11. Are you in favor of extended hours of operation during the week?

YES:	NO:
98 45%	115 55%

213

12. If yes, to what time do you think the schedule should be extended?

7 pm	8 pm	9 pm	10 pm	11 pm	Midnight	Other
15	31	31	22	3	2	1

105

13. Do you feel the 6:30 start time is best?

YES:	NO:
164 84%	33

197

14. If no should the runs start?

Earlier	Later
34	0

34

15. Should the current daily schedule

Be maintained	Be changed	On demand no schedule	Newly defined schedule
135 62%	210 94%	9 4%	4 2%

222

16. Generally do you feel that your concerns about ferry issues have a forum in which to be heard?

YES:	NO:
144 76%	45

109

17. Do you feel adequately informed, during the year, about issues relating to the ferry?

YES:	NO:
151 74%	55

206

18. If no, should there be?

More meetings w/speakers	Ferry service newsletter	Hot line or web site
7	48 47%	48 46%

103

19. Do you feel the fares are:

Too Low	Too High	OK as is
14	6	200 91%

220

20. Additional comments:

The ferry committee does not serve us. Only their own concerns.

Don't let Guemes become a suburb!

We appreciated the note in the last issue of "The Star" about the ferry "down-time". A few times we have packed up, drove an hour to the ferry to find it "down", unaware of the scheduled maintenance.

The Guemes Island Ferry Committee is undemocratic. No meetings have been held since January 11, 1998. No minutes or other records are kept of meetings. Nothing has been provided pursuant to requests for documents. Meetings are held in secret and not open to the public. Decisions are made "on behalf of Guemes Islanders" without input from Islanders. A parking plan has been adopted without an island meeting to solicit input. A disabled passenger fare schedule was adopted without an island meeting. I contend that the Guemes Island Ferry Committee does not represent the interest of Guemes Islanders.

Ferry should be required to make (3) three runs per hour during busy days.

Return to quick turnaround during busy times to achieve 3 runs per hour as in the past.

The daily rate \$ and commuter prices should be more equal = they penalize the infrequent users now.

I find people who come at the last minute (foot passengers) and make the ferry wait, should be left behind to catch next run! It is rude to make those that are on time wait.

I think the crew and service is excellent. We are a growing community, but some restrictions on ferry keep the growth in check. DON'T TURN this into a Whidbey Island strip mall.

We only ride ferry occasionally. We have a lot with a buyer when we can obtain water. Who should we contact regarding status of getting water hook-up? Our attempts at more information have been unanswered to date.

I like the Lummi Island ferry practice of starting runs from the island side.

A later summer run would allow better access for mid week arrivals from the state ferry system and visitors from and/or mid week trips to Seattle to Bellingham areas.

Not sure if we're being subsidized excessively, but I don't think we should be.

Big question is how to maximize life (10-30- yrs.) of existing ferry since county is not providing for replacement. Should trucks also pay premium for actual weight (may also prevent overloading trucks illegally) carried which contributes to metal fatigue of vessel. Such premium would also raise cost of future growth and perhaps act as deterrent.

The 6 PM last run makes it difficult for those working outside Anacortes.

We don't park a car on the other side because of vandalism. I for one would like better lighting above ferry terminal and along the dock and for parking down below by terminal

I'm happy that Skagit County is running the ferry system rather than having it privatized.

Promote walk on, improve loading path for walk-ons. Have Guemes boarding walk-ons wait off gangplank so off loading foot passenger can get by. Increase car fares to \$75 and month.

I would like to see a contact with one or more of the local island taxi's when the "Guemes" goes down. The passenger over just doesn't cut it when you need to get your vehicle off the island.

Against schedule changes that would promote growth.

Suggest the use of the passenger launch one or two nights a week.

The current ferry crew is experience, conscientious and personable. I am not alone in experiencing the unique and often, caring spirit of this great crew. I know very few individuals who would be willing or able to perform the duties our crew does.

Most construction vehicles go to Guemes as commuters are leaving and vice-versa.

Start loading earlier when it is obvious there will be double runs. Holidays especially. Thanks for the new parking area.

As a summer resident, passes should not have expiration date.

I would like to have a scheduled 9:30 AM boat, also a scheduled 11:30 AM boat.

We need better facilities on the Guemes side including restroom (indoor) facilities.

I would like the ferry crew to delay departure for late arriving cars, and raise the gate back up to allow loading when they have not untied the vessel or raised the apron (within reason).

My comments reflect a weekend resident. The nature of the questions do cause some concern. I have watched the Seattle area ferry riders drive up requirements (and cost) and end up with less service at higher cost.

Walk-on passengers are endangered, having to cross in front of loading and unloading vehicles, both sides. If, somehow, the walkway on the ramp, the passenger cabin and the parking lot (Guemes side) were all on one side.

Overall, we believe the ferry crew tried to give us good service. Some of the crew are more friendly and responsive than some of the others. Gary Casperson could be a role model for the crew members. He does a truly fine job.

We would really like to see extended week day hours of operation. This would be our primary concern.

Only need I see is to omit mid-day break (11-1). Keep ferry running continuously or at least at noon, if it's possible to work out crew assignments by doing that.

Thanks for doing the survey. Please be more precise in your report on the results of your surveys. Your last report didn't tell us much of anything.

Permanent island residents should have a sticker in their car windows giving them priority at loading time.

We think the ferry is a good well run organization with good employees.

If there were better parking facilities on the Anacortes die, I feel there would be an increase in walk-ons.

Thanks for all the time, interest and energy you devote to helping us to be better informed and to giving us a voice.

If you live on the island, learn to live by the existing rules and regulations.

As weekend users I am unaware of mid week problems(with the amount of new construction I imagine there are many) it does seem as if there are 3 to 4 ferry waits on either side during the high weekend commute times Friday and Saturdays. I would encourage runs to be booked as every 12 hour during those days.

Fares haven't been raised in 10 years or more, how can that be fair.

Regarding question 9, yes, but might encourage extra trips which is a negative. Regarding 10, yes, if you can come up with something fair. Regarding 17, & 18, adequate, but a hot line or web site would be good.

Infrequent user of our lot so did not comment on many questions.

The ferry crew does a great job! I would be interested in their suggestions, too. They see the best and the worst.

I would walk on more often IF there was a secure, convenient, well-lit parking area on the mainland side. That is, by far, the most important consideration. I don't want my car broken into.

Reference question 19. We feel raising the fare would be acceptable.

Guemes Islanders are very fortunate to have the quality of ferry service currently provided. Although there is always room for improvements, people shouldn't complain too loud or they (we) may all end up paying the full cost of the service we receive. We shouldn't forget that most non-island taxpayers would prefer that islanders pay for their own ferry service.

Instead of anticipating the possibilities of 3 runs an hour, change the schedule to runs every 12 hour on the hour and hour. Ferry travelers will then know when the next ferry is due to leave and/or department and not be at the whim of the crew and if they feel like making more runs per hour. The last run of the day should leave no one on either side.

We will likely move to Guemes in 02 and will no doubt have a greater interest in ferry matters. For the time being the service and crew are fine.

We like the ferry service and is and feel that fares are reasonable. Encouraging walk-ons would possibly bring more passengers without reducing vehicle use.

We feel the ferry service and the crew are excellent, but not perfect. But since this is not a perfect world, we are very satisfied. The crew goes out of their way to accommodate special requests such as hand delivery of items. While we feel the fares are OTC as is, we would be amenable to an increase if the

need was clearly demonstrated. Islanders must recognize that the system is subsidized by the County and the State. We believe the current ferry committee often represents the views of the individual members rather than the island as a whole. A case in point is the position of the committee, or lack thereof, on privatization. Island residents overwhelmingly supported the existing system while the committee was at best neutral, or for privatization. The committee must strive to represent the position of the majority of islanders, not personal viewpoints. In general, we feel we are adequately informed on ferry issues. If we need to know something there are many sources of information. Newsletters, new committees, or a web site are unnecessary. Special meetings can be held if necessary. We are strongly opposed to an extension of ferry hours. Everybody knows the schedule when they commit to island life. We would support a noon run to take pressure off the 11 AM and 1 PM runs. We feel that trucks and heavy equipment should not be restricted because they are providing a commercial service to island residents. We do feel strongly however that Skagit County should limit the number of trucks, pickups and cars that use the ferry at any one time. We personally counted 14 vehicles (mostly trucks) leaving the island on a 2:30 PM run, and there have been many other times that an unseemly number of County vehicles crowded residents off normal runs.

Ferry service has been great. Quite dependable and predictable. Let's not s--- with it, or it if isn't broken don't try to fix it.

When there is a long line (at least a full load) run on demand OK if crew has had lunches and breaks.

I believe during heavy summer use the ferry should operate on demand - no fixed schedule.

We feel the present ferry system to be adequate and very fair in pricing. With a shuttle van on island, one (we) would probably do more walking on and then take SKAT or walking to town for various reasons.

Extended hours would allow me to live on Guemes permanently.

Collect fare or punch passes on ferry during trip (except trucks/trailers). Would speed up loading. Could make 3 trips per hour is needed.

Trucks and heavy equipment should not be allowed on regular runs unless there is room after Guemes Island pickup trucks and cars have been loaded.

Big trucks, cement trucks, log trucks, RV's, trailers pull-on homes and other ferry abusers should be double charged.

Need bigger ferry/more runs.

Don't mess with them. They're great!

I understand why daily commuters may feel the need for priority access (questions 6 & 10). However, this doesn't seem fair to non-commuters, who are also taxpayers.

We have found the ferry crew to be very friendly, helpful and professional. They have made phone calls to the house for various reasons to assist us on ferry related issues.

I lived on Vashon Island years ago so have an "Island mindset". I like the personal contact with ferry workers and the limited schedule; if it were too convenient we'd be more crowded. If someone doesn't like island living they should move to the mainland.

Just leave things alone!

Major decisions like these need to be made in the best interests of those of you who get to live on Guemes full time. We are please to join your association, pleased to be welcomed to do so.

We have owned property on the island for many years, but only come out maybe once a year or less. We are not in a position to answer most of your questions.

Meetings when problems arise, only when necessary.

Foot passengers would be safer (and not so much in the way) if the cars went off first on the Guemes side. The way it is now, they get off first and then the car traffic has to stop for them while they cross over to the parking lot. Also, they are milling around on the road where they could be hit, much of the time in the dark. There is a nice walkway that was built by Win Anderson, but they prefer to walk on the road. I tried to talk to Steve Cox about this and he absolutely refused to even listen (he never drives off onto Guemes in the dark). He said this is the way it's always been and he sees no need to change it. No use to have him at the store once a month when he won't consider a safety change. Thanks to all ferry committee. .

The frequent user passes (which we use almost exclusively) are priced too low.

I do not think you can separate ferry issues from parking issues. We've no complaints about ferry service.

The current fare system provides no incentive to drive a compact (small) care which is appalling when you have a limited capacity transportation system. Development should be controlled with land conservation. More effective than ferry scheduling in the long run.

Thanks for your involvement.

As draconian as it sounds and though it might harm me, I believe the last car in line at the time of the last sailing should get a flag to carry and be the final run that day. Cars after that one could ride until spaces full on that last run. In other words if you are on time for the last run, you go. If not, then.....

I feel that the 11 to 1 o'clock gap is too long.

I think that the current punch card system for vehicles, which requires the card to be used within a certain time frame, encourages occasional users to make additional ferry trips so they use up the card before it expires. I'd like to see the time limit removed.

If it ain't broken, don't fix it.

Charge more. Stop wasted car trips.

We need a bigger boat in the summer. Waits are too long.

GIPOA should not try to usurp the duly elected ferry committee.

I don't think later runs would be used daily except in the summer, but a late run mid-week would help a lot of people. It would be nice in the summer since it isn't dark till 9 to have the option for a late evening during the week. Maybe the crew could do two runs one night.

The ferry service is wonderful.

We appreciate that the ferry was not out-of-service during peak summer time this year for annual servicing. Spring or post Labor Day makes more sense. Extended hours of operation at least on Thursdays would be a great convenience for us.

Attachment E

**Citizen Advisory Committees:
Approaches Used by Local, State and Federal Agencies**

ATTACHMENT E

CITIZEN ADVISORY COMMITTEES: APPROACHES USED BY LOCAL, STATE AND FEDERAL AGENCIES

This attachment presents three approaches to citizen advisory committees used by agencies at the local, state and federal level.

Skagit Transit (SKAT) Citizen's Advisory Committee

On April 22, 1998 the SKAT Board of Directors adopted the By-Laws of the Transit Citizens' Advisory Committee for Skagit Transit. The By-Laws established the purpose of the Committee, the objectives, number of members and terms, frequency of meetings, roles of officers, elections and voting and Committee operations.

The SKAT Citizen's Advisory Committee meets once a month and meetings are open to the public. Minutes are kept of all meetings and are available for the public to review.

Washington State Ferries Advisory Committee Process

RCW 47.60.310 defines the requirements for Ferry Advisory Committees for Washington State Ferries. The Department is directed to conduct a review by soliciting and obtaining expressions from local community groups, in order to be properly informed as to problems being experienced within the area served by the Washington State Ferries. In order that local representation may be established, the Department gives prior notice of the review to the Ferry Advisory Committees.

The legislative authorities of San Juan, Skagit, Clallam, and Jefferson counties each appoint a Ferry Advisory Committee to consist of five members, and to serve as an advisory to the Department or its designated representative in such review. The legislative authorities of other counties that contain Ferry terminals appoint Ferry Advisory Committees consisting of three members for each terminal area in each county, except for Vashon Island, which shall have one Committee, and its members shall be appointed by the Vashon/Maury Island Community Council. At least one person appointed to each Ferry Advisory Committee shall be representative of an established Ferry user group or of frequent users of the Ferry System. Each member shall reside in the vicinity of the terminal that the Advisory Committee represents.

The members of the San Juan, Clallam, and Jefferson County Ferry Advisory Committees shall be appointed for four-year terms. The initial terms shall commence on July 1, 1982, and end on June 30, 1986. Any vacancy shall be filled for the remainder of the unexpired term by the appointing authority. At least one person appointed to the Advisory Committee shall be representative of an established Ferry-user group or of frequent users of the Ferry System, at least one shall be representative of persons or firms using or depending upon the Ferry System for commerce, and one member shall be representative of a local government planning body or its staff. Every member shall be a resident of the county upon whose advisory committee he or she sits, and not more than three members shall at the time of their appointment be members of the same major political party.

The members of each terminal area committee shall be appointed for four-year terms. The initial terms of the members of each terminal area committee shall be staggered as follows: all terms shall commence September 1, 1988, with one member's term expiring August 31, 1990, one member's term expiring August 31, 1991, and the remaining member's term expiring August 31, 1992. Any vacancy shall be filled for the remainder of the unexpired term by the appointing authority. Not more than two members of any terminal-area committee may be from the same political party at the time of their appointment, and in a county having more than one committee, the overall party representation shall be as nearly equal as possible.

The chairmen of the several Committees constitute an Executive Committee of the Washington State Ferry users. The Executive Committee shall meet twice each year with representatives of the Marine Division of the Department to review Ferry System issues.

The committees to be appointed by the county legislative authorities shall serve without fee or compensation.

The Ferry Advisory Committees meet on a quarterly basis and special sub-committees are created from the Advisory Committee for specific focus issues. The Ferry Advisory Committees are represented on the Tariff Policy Committee, whose purpose is to evaluate the tariff structure and make recommendations to the Transportation Commission for proposed changes in the tariff.

Federal Transit Authority (FTA)

Public Involvement Techniques For Transportation Decision-Making: Civic Advisory Committees

What is a Civic Advisory Committee?

A civic advisory committee is a representative group of stakeholders that meets regularly to discuss issues of common concern. While these groups are often called *citizens'* Advisory Committees, the term *civic* is used here, since citizenship is not a requirement for participation. Civic Advisory Committees (CACs) have been used for many years and are not in themselves innovative, yet they can be used very creatively. For example, a CAC was used in Louisiana to find consensus on environmental issues for input to public agencies. In Florida a CAC advised on designs for deployment of a traffic information system.

Representation of agencies on a CAC is highly desirable as a means of interaction between local residents and their government. For example, in Portland, Maine, a 35-member CAC developed a long-range transportation plan with agency help. Because it can be used either alone or in conjunction with other techniques, a CAC is widely used to achieve a basic level of local input to transportation planning and development.

- A CAC has these basic features:
- Interest groups from throughout a State or region are represented.;
- Meetings are held regularly;
- Comments and points of view of participants are recorded;
- Consensus on issues is sought but not required; and

- A CAC is assigned an important role in the process.

Why is it Useful?

A CAC is a forum for hearing peoples' ideas. It is a place where agencies present goals and proposed programs. It provides a continuing forum for bringing peoples' ideas directly into the process and a known opportunity for people to participate. In the San Francisco Bay area, special efforts have been made to include representatives of disabled residents and minorities, including people who speak languages other than English.

A CAC molds participants into a working group. It is democratic and representative of opposing points of view, with equal status for each participant in presenting and deliberating views and in being heard. It is a place for finding out stances of participants on issues. It is a place where people become educated on technical issues, over several meetings if necessary. It gives a better understanding of the effort and milestones of public agency progress. Its members feel freer to ask agencies for assistance, clarification of points, and follow-up on questions.

Does a CAC Have Special Uses?

A CAC demonstrates commitment to participation. Its existence demonstrates progress toward involving people in projects and programs. It helps find common ground for consensus about a solution. If consensus cannot be reached, a CAC provides a forum for identifying positions, exploring them in depth and reporting the divergences of opinion to the agencies.

A CAC is flexible. It can be part of regional or State planning or of a single project, with community participants' assistance in anticipating construction and identifying measures to reduce potential disruption. It can be subdivided. In the St. Louis area, three CACs were formed to develop the regional long-range plan.

Who Participates? And How?

Representatives of community groups or stakeholders are selected in one of two ways: 1) an agency carefully identifies all stakeholders, including the general public; or 2) the public self-selects CAC memberships; i.e., those who are interested attend. If membership is not fully representative, an agency should encourage unrepresented groups to attend or seek their input in some other way. San Francisco County Transit Authority appoints 11 CAC members, drawing upon a pool of self-selected candidates who submit resumes. People who attend meetings are asked if they would like to be considered for CAC membership. In appointing members, the Authority proactively seeks diversity and balance of representation by race, gender, neighborhood activists, business interests, the disability community, bicycle proponents, et al. The CAC is used as a sounding board by the Authority on a wide variety of transportation issues.

Diversity in viewpoints is a plus, to ensure full discussion. Though no special training is required, attendees typically have a broad, long-term view in discussing issues within a geographic area -- not a specific, single project. In many areas, such as the San Francisco Bay area, agencies make targeted efforts to involve freight interests.

People participate by examining and discussing issues with others. Mailings prior to a meeting help participants understand issues and form questions. Major points of discussion are typically recorded; in some instances substantial detail on issues is desirable.

How Do Agencies Use the Output?

A CAC helps monitor community reactions to agency policy, proposals, and progress. Observing interactions at the periodic sessions of a CAC, agencies become aware of opinions and stances at an early point in the process – often before they become solidified or difficult to modify. Working with a CAC, an agency crafts compromise positions through give-and-take and over a relatively short period of time. For example, in Pennsylvania a CAC helped determine the extent to which a highway project would affect a rapidly developing area in the Pocono Mountains.

Who Leads a CAC?

A CAC elects its own leader. Dynamic and firm community leadership is effective in enlivening a CAC. In Chatham County–Savannah, Georgia, a charismatic leader strengthened the CAC's role in planning. Typically, CAC members select a leader who can deal with agencies in an open and friendly manner and who is sensitive to group dynamics and able to effectively lead the discussion and draw opinions and positions from participants.

What Does a CAC Cost?

A CAC requires support staff within an agency, and the work can be substantial. Meeting minutes must be taken. Background information, minutes, and agendas must be sent out before meetings. A site for the meeting must be selected. Agency representatives must attend to provide resources for CAC questions and response preparation. A CAC may want to sponsor a special meeting on transportation's role in the community, as was done in Pittsburgh. Additional assistance may be required in some instances. For example, in Washington State a CAC led by a facilitator helped plan a highway bypass on the Olympic peninsula.

Material needs are minimal, but a quiet meeting room is essential. Written materials may be needed at hand to supplement or give depth to the notes mailed prior to the meeting. In many cases, an agency needs to carefully explain its position or analysis, requiring staff and materials at hand.

How is a CAC Organized?

Ideally, a CAC has limits on its size to encourage discussion. However, flexibility is needed. Rigid limits exclude people who could provide valuable input; they also discourage future participation. If an overall size limit is undesirable, a large CAC can be divided into subgroups. However, this curtails interaction among interests. Recognizing this, a CAC and the sponsoring agency should investigate overcoming these limitations through other means. For example, conferences can be used to expose CAC members to interaction with interests not represented on the CAC.

A CAC usually has officers, with a chairperson or director, an assistant director to chair meetings in the absence of the chairperson, and a secretary to record minutes (this person is sometimes on an agency staff). Elected officers may serve for a year or more.

CAC meetings are managed by the elected officers with assistance from agency staff. Formal parliamentary procedures, if oriented toward voting, are less useful than informal rules and consensus-building techniques. Meetings are usually held on a regular basis.

Pre-meetings help plan the regular sessions and draft policy goals. CAC officers and agency staff work together to bring substantive issues before the larger group. Subcommittees are established to explore details of issues, with meetings held between the regular sessions of the CAC.

- A typical CAC agenda covers the following items:
- Introductions, if attendees vary each time;
- Welcome to newcomers;
- Discussion of agenda, seeking potential changes;
- Discussion of items on agenda in order unless change is requested;
- Presentations of information as necessary for clarification; and
- Determination of whether a consensus on each issue exists.

How is a CAC Used with Other Techniques?

An established CAC is a forum for many public involvement techniques. A CAC leader can use brainstorming to establish consensus on a project. Facilitation by an outside specialist is used within a CAC to establish or resolve a particular or pressing problem. A CAC uses the visioning technique to establish long-range policy goals. A CAC should be able to consider the special issues of Americans with disabilities. Video techniques can illustrate specific points.

What are the Drawbacks?

A CAC can seem to be manipulated by an agency unless information from governmental sources is fully shared. The CAC may feel it is outclassed or overwhelmed by technical information if care is not taken by agencies to explain essential facts or features. In such cases, a CAC may become inactive.

A CAC is most useful on a project or regional scale. A statewide CAC or one for a very large region can be unwieldy when a large number of people are involved and travel is required of both staff and participants. A CAC's effectiveness depends on being able to hear and decide on the issues in an efficient and fair manner. Thus, effective leadership is essential.

A CAC does not encompass all points of view. By virtue of being representative, it is never all-inclusive. A CAC's voice may be skewed if it does not represent all stakeholders and the general public. It may be difficult to represent minority interests.

Opponents may refuse to consider each other's ideas. People who feel they are being controlled or patronized may withdraw from full participation. Agency staff members who feel that the process is leading nowhere may not respond appropriately to questions from participants.

Attachment F

**The International Association for Public Participation (IAP2)
Public Participation Spectrum**

IAP2 Public Participation Spectrum

Developed by the International Association for Public Participation



Increasing Level of Public Impact

Inform

P2 Goal:

To provide the public with balanced and objective information to assist them in understanding the problems, alternatives and/or solutions.

Promise to the Public:

We will keep you informed.

Example Tools:

- ◆ Fact sheets
- ◆ Web sites
- ◆ Open houses

Consult

P2 Goal:

To obtain public feedback on analysis, alternatives and/or decisions.

Promise to the Public:

We will keep you informed, listen to and acknowledge concerns and provide feedback on how public input influenced the decision.

Example Tools:

- ◆ Public comment
- ◆ Focus groups
- ◆ Surveys
- ◆ Public meetings

Involve

P2 Goal:

To work directly with the public throughout the process to ensure that public issues and concerns are consistently understood and considered.

Promise to the Public:

We will work with you to ensure that your concerns and issues are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.

Example Tools:

- ◆ Workshops
- ◆ Deliberative polling

Collaborate

P2 Goal:

To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.

Promise to the Public:

We will look to you for direct advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.

Example Tools:

- ◆ Citizen Advisory Committees
- ◆ Consensus-building
- ◆ Participatory decision-making

Empower

P2 Goal:

To place final decision-making in the hands of the public.

Promise to the Public:

We will implement what you decide.

Example Tools:

- ◆ Citizen Juries
- ◆ Ballots
- ◆ Delegated decisions

Attachment G

Rules of Operation Memorandum

ATTACHMENT G

RULES OF OPERATION MEMORANDUM

MEMORANDUM

TO: M.V. Guemes Ferry Crew

DATE: February 10, 1993

FROM: Rich Medved, Director of Public Works 

SUBJECT: Rules of Operation

Since events of the past several months seem to have created an uncertainty regarding which authority or authorities rule the daily operations of the Guemes Ferry System, let this memo stand as clarification for reference. The following describes the appropriate rules of operation until further notice:

1. The primary authority is derived from the Contract executed between Skagit County and the Inland Boatmen's Union, dated January 16, 1991. This Contract is scheduled to remain in force until December 31, 1993.
2. Next in line of authority or when no reference exists in the Contract, then first in line of authority is the County-wide Skagit County Personnel Policies and Procedures Manual.
3. Third in line of authority are any and all policies which, from time to time, have been adopted in writing by Skagit County as applicable to the Guemes Ferry operation.

Please be specifically advised that past practices, unless contained within one of the above-referenced three authorities, do not bear any consideration in the operation of the Guemes Ferry.

Please contact me with any questions.

RM/jlg

cc: Dennis Conklin, IBU
Robin LaRue
Bob Taylor

L:oprules.mmm

Attachment H

Guemes Island Ferry Schedule – October 2002

ATTACHMENT H

GUEMES ISLAND FERRY SCHEDULE – OCTOBER 2002

Anacortes & Guemes Island, Washington Time Schedule Guemes Island Ferry Schedule

PHONE: (360) 293-6356
DEPARTURE TIME - ANACORTES

Mon. thru Thu.	Friday	Saturday	Sunday **Holidays except Fri. & Sat.
6:30a.m.	6:30a.m.	6:30a.m.	7:00a.m.
7:00	7:00	7:00	8:00
7:30	7:30	8:00	9:00
8:00	8:00	9:00	10:00
8:30	8:30	10:00	11:30
9:00	9:00	11:00	12:30p.m.
10:00	10:00	1:00p.m.	1:00
11:00	11:00	2:00	2:00
1:00p.m.	1:00p.m.	3:00	3:00
1:30	1:30	4:00	4:00
2:30	2:30	5:00	5:00
3:30	3:30	6:00	6:00
4:00	4:00	7:00	7:00
4:30	4:30	8:00	8:30
5:05	5:05	9:30	9:00
5:30	5:30	10:00	10:00
6:00	6:00	11:00	
	7:00	12:00	
	8:00		
	9:30		
	10:00		
	11:00		
	12:00		

****New Year's Day, Memorial Day, 4th of July, Labor Day,
Thanksgiving, Christmas**

Subject to Change Without Notice

Ferry departs at Guemes

approximately 8 minutes later than the above schedule.

Crossing time approximately five (5) minutes.

SKAGIT COUNTY DEPT. PUBLIC WORKS

Mount Vernon, Washington

Telephone: (360) 336-9400

Source: <http://www.skagitcounty.net/Common/Asp/Default.asp?d=PublicWorksFerry&c=General&p=ferry.htm>

Attachment I

**Summary of Public Comment on
Skagit County Guemes Island Ferry Operations Management Analysis
Draft Report**

ATTACHMENT I
SUMMARY OF PUBLIC COMMENT ON
SKAGIT COUNTY GUEMES ISLAND FERRY OPERATIONS
MANAGEMENT ANALYSIS DRAFT REPORT

Introduction

The Draft Guemes Island Ferry Operations Management Analysis Report was issued October 7, 2002. The Draft Report was made available to the Guemes Island Ferry Committee, Guemes Island Property Owners Association (GIPOA), and the public both by request and at two community meetings on Guemes Island. Comments on the Draft Report were received via correspondence following the Draft Report's release, at and following the January 30, 2003 community meeting, and in follow up interviews with the Ferry Committee, GIPOA, Skagit County Public Works staff and Ferry crew members.

In sum, 29 comments were received via correspondence or submitted on comment forms available at the January 30th community meeting. Of these comments, nine (9) pieces of correspondence were received before the community meeting, and fourteen (14) comment forms and six (6) pieces of correspondence were received at or following the Community Meeting. All comments are listed verbatim, in the order in which they were received in Attachment J.

In addition to feedback from the general public, meetings were held with the Ferry Committee, GIPOA, Skagit County Public Works Staff and Ferry crew to collect comments on the Draft Report and Implementation Plan. The Ferry Committee's comments on both the Draft Report and Implementation Plan are provided in Attachment J, along with GIPOA comments on the Draft Report.

Overview of Key Findings

In general, response to the Draft Report was positive, with some comments addressing specific elements perceived to be missing from the Draft Report. However, the majority of comments were related to Ferry Committee structure, and the balance between residents and other Ferry customer interests in future Ferry-related decisionmaking and management issues. In addition, comments from both correspondence and comment forms addressed multiple perspectives on several of the issues facing the Guemes Island Ferry – those of extending the schedule, system capacity, and use of the Ferry as tool for growth management. Comments also offered suggestions for encouraging walk-on passenger use of the system, including potential improvements parking facilities and changes to fare policies. Several people took the opportunity to reiterate their support for the crew.

Key Activities During the Public Comment Period

Distributing the Draft Report. Copies of the Draft Report were provided to the Ferry Committee and GIPOA and were made available at two community meetings held at the Guemes Island Community Center. On Tuesday, October 29th, 2002, more than 150 people attended a meeting regarding Coast Guard required service changes. On Thursday, January 30th, a second meeting was held for the express purpose of collecting comments on the Draft Management Analysis Report and the Implementation Plan. More than 55 people attended the meeting. In addition, copies of the Draft Report were provided on request.

Follow Up Interviews with Key Stakeholders. Comments were also collected from follow up interviews with the Ferry Committee, GIPOA, Public Works staff and the Ferry Crew in a series of interviews leading up the January 30th community meeting. The Ferry Committee and GIPOA also provided feedback via correspondence, included in Attachment J in its entirety.

January 30, 2003 Community Meeting. The Skagit County Public Works Department held a public meeting on Guemes Island January 30, 2003. The purpose of this meeting was to gather comments on the Draft Management Operations Analysis Report and Implementation Plan. Comments received will be taken into consideration as the Final Report is prepared.

The "open house" meeting, located in the Guemes Island Community Center, was staffed by members of Skagit County Public Works and the consultant team at five stations in the room. As participants entered, they were asked to sign in and were given a packet of materials outlining the purpose of the meeting and containing an overview of the Draft Report's recommendations, the Implementation Plan steps, a proposal for the Schedule and Fare Policy Task Force and a comment form. The comment form was collected at the meeting and participants could mail or fax their comments to Skagit County Public Works.

There were 57 people in attendance. Members of the Ferry Committee, Public Works staff and the consultant team were on hand to answer specific questions regarding the Draft Report and Implementation Plan. Participants were encouraged to ask questions of project team and leave comments on flip charts at each station (see Attachment J). In addition to comments about the Draft Report, comments were solicited about the proposed Implementation Plan. The Skagit County Board of Commissioners were unable to attend but submitted a letter which was read at approximately 6:30 PM to meeting participants. Copies of the letter were made available at the door.

Many comments recorded from participants' discussions with project team at the January 30th community meeting reflected concerns regarding membership of the Task Force and the cost of the Implementation Plan contract. In addition, several participants at the meeting and four (4) who commented after the meeting, suggested that the meeting time was not accessible for all who wished to attend. These comments were also reflected on the flip charts at the meeting.

Seven (7) comment forms received and an additional four (4) letters, addressed to the Board of Commissioners were placed in the comment box. These letters were forwarded via fax and mail to Skagit County Public Works for further routing. Seven (7) additional comment forms and two (2) letters were received in the two weeks following the meeting.

Overview of Correspondence and Comments Received

This summary does not represent all comments received but highlights key points made about the Draft Report and Implementation Plan during the public comment period. Results from this effort should not be interpreted as statistically valid as it is possible to have received several comments from one individual through the variety of correspondence received following the release of the Draft Management Analysis Report. In addition, correspondence from one person often included several suggestions for improvements to one issue area, i.e. four suggestions for improving service to walk-on passengers were included in one letter, in addition to three suggestions pertaining to fare policies. An effort was made to represent these comments in sum as one (1) comment for improving walk-on passenger service and one (1) for fare policies while showing all suggestions in Attachment J.

General Comments on the Draft Report. Of all comments focused on Draft Report, six (6) were positive and one (1) was negative. In general, the Draft Report was perceived as being complete, although two specific items were perceived as missing from the Report.

Several comments expressed appreciation for the Report, including the following:

- "I want to thank you and the rest of the group for the meeting with the Guemes Island community last night. Thank you for your openness and providing the survey reports and other pertinent information."
- "First, let me thank you for having commissioned the Guemes Ferry Operations Management Analysis. On the whole, this is a thorough study, a well-prepared report and a great first step towards intelligently managing a complex system which directly effects the lives and well being of many County residents. "
- "I wholeheartedly agree with the report and agree there is a need to review ALL aspects of the Guemes Ferry system."

Another correspondent expressed dissatisfaction with the quality of the Draft Report and resulting Implementation Plan with the following language – "wasted money" given earlier "'boilerplate' garbage and generalities" from Draft Report.

In the comments, there were several items perceived as missing from the report. The missing elements concerned ADA accessibility and emergency response procedures and included the following comments:

- "No discussion or evaluation of Ferry System compliance with ADA and the provision of services to the mobility impaired – accessibility issues in land side portions of the system (shore to Ferry boat connection and on Ferry itself), particularly during haul outs."
- "Lack of adequate consideration of after hours Ferry service for medical, fire and law enforcement emergencies – should be formalized."

Ferry Committee and the Proposed Schedule and Fare Policy Analysis Task Force Comments. There were nine (9) specific comments made with regard to the Draft Report recommendations concerning the Ferry Committee or the proposed Schedule and Fare Policy Analysis Task Force. In addition, there were five (5) comments specifically addressing the role of Ferry customers in the future of decisionmaking.

Comments reflected agreement with the recommendations concerning the Guemes Island Ferry Committee. Comments included:

- "The elected Ferry Committee of 5 should be maintained. The Islanders have chosen these people to represent them: the Committee should report directly to the County Commissioners and not funneled through Public Works Department."
- "We believe the Guemes Island Ferry Committee has already changed its way of operating and choosing members and NO REPEAT NO County Commissioner intervention is warranted or needed."
- "Permanent residents (voters registered on Guemes) should be the only ones allowed to run for a position on the Ferry Committee because they are more invested in the preservation of the Island."
- "'Election' method leaves a lot to be desired."
- "It is a good idea to appoint a task force composed of a diverse group of Ferry users. Also include a representative from emergency services (police, fire, ambulance, etc.)"
- "The constituent groups listed in the Task Force do not routinely communicate to or poll their members. One well-publicized and accessible contact person to whom riders can address comments might help."
- "Appreciate the County's efforts to aim for 'balance' in order to achieve this we still need a Committee that includes off-Island residents, be they property owners, service providers or just plain folks."

In addition, five (5) other comments received were related, in general, to appropriate decisionmaking authority for future Ferry service and other issues. The comments highlight two perspectives on the issue –Guemes Island Ferry issues should be resolved by residents only or by a larger representative group of all customers. Examples of these comments included:

- "The Ferry is part of the public road system and is subsidized by a variety of public funds. We all paid for the study. I trust the County will not participate in social discrimination against non-resident property owners and do what is right."
- "Survey may guide change but "any large scale changes should be put in place only after being ratified by an official vote by the registered voters on the Island. We elected you" (correspondence is directed to Commissioners) "and it is your sworn duty to represent our concerns above non-residents."
- "If you propose a schedule with extended hours, it would be good to get all Ferry users to vote on it. This would include commercial interests, children, all landowners and renters, delivery services, etc. Make a big effort to include ALL users and give adequate time for all to vote."

- "I understand that over half the residents oppose this, but not much over half. Some how it doesn't seem right that a bare majority can thwart the desires of a substantial minority of the residents..."
- "You should weigh decisions according to who is impacted the most - the person who takes care of his home, the person who needs to go to work each day or the person who wants to get to their vacation destination. The people whose daily lives are impacted by Ferry use should get the most consideration."

Specific Management Issues. These comments (eight) included an agreement with the Draft Report's findings of many layers of management and offered suggestions for improving management issues identified in the Draft Report, including:

- "The management issues are missing and deserve emphasis – much of what we'll be spending money on for consultants needs to be corrected in the management structure, job descriptions and accountability."
- "The Ferry manager, should have his office in the Ferry office, not in Mt. Vernon. At the Ferry dock he could: 1. Correct the communications deficiencies between himself and the crew. 2. Take charge of selling Ferry passes, accounting for monies taken in, and serve as a communication link between the Ferry and the riders. 3. Eliminate the cost of an office in Mt. Vernon. In addition, the position should be full time, particularly since he is on-call 24/7 anyway."
- "I think we need stronger management to make some difficult decisions and JUST DO IT. It's obvious that there are many differing opinions especially about extending the schedule to evening runs. You can't please all the people. Just make the best management decisions that you can."
- "It seems that the crew and manager should be writing the operations manual. They are the ones that know how they operate with the Ferry. They might need some technical assistance to get it down on paper but it's the operators who know what they do. It doesn't seem that we need expensive consultants to do that."
- "There should be a standby crew available during off hours for emergencies."

Service Improvements and Other Issues. Other comments focused on the question of extending the schedule, encouraging walk on passenger traffic and improving parking facilities. In addition, comments received highlighted some remaining issues to be resolved of system capacity, use of the Ferry as a tool for growth management and fare policies.

Question of Extending Schedule. Thirteen (13) comments addressed the question of extending the Ferry schedule. Comments included:

- "Service expansion is required by growth;" extending schedule and adding a shift is warranted because ridership has exceeded 2005 growth projections. "The Ferry does need to make more runs per day. Consider collecting fares on board (like Lummi Island Ferry) to make a trip every 20 minutes. Also SCJEDULE runs between 11 a.m. and 1 p.m."
- "It is time to add evening service (until 10 p.m.) during the week. Also a 6 a.m. run would help get people off the Island in the morning. It would be interesting to know if there are any other places in the United States where people are locked in their neighborhoods after 6 p.m. during the week. This is extremely restrictive, especially to school kids, and also many working people."

- "Schedule extensions should be determined by the transportation requirements reflective of the changing demographics."
- "According to survey, majority of users do not want schedule extended." "Continue doing repeat runs when heavy traffic merits. This is a no-brainer and has worked for years."
- "We urge you to extend the Ferry hours to 9:00 p.m. Monday through Thursday" for convenience, and as a solution to personnel problems and financial situation.
- "When addressing schedule issues - explore the tiny changes that'll have big impacts, not just 'late runs or not' - summer Mondays 5:30 or 6:00 AM runs - holiday evenings same as Saturday nights, etc. This is a good compromise to the 'all or nothing' approach."
- "...the schedule should stay as is - to impeded growth."
- "On weekday evenings prior to a holiday (July 3, December 24, the Wednesday prior to Thanksgiving) have the Ferry run until 9 p.m."

Encouraging Walk-On Passengers and Improving Parking Facilities. Twelve (12) persons submitting comments directed suggestions for improvement to capital investments and incentives to encourage walk on use – some as a method for improving capacity of vessel.

- Enforce rule that foot passengers boarding on Guemes side wait until all disembarking foot passengers have cleared end of walkway; may require separate foot passenger light at end of walkway.
- Run Ferry with conning tower west to allow foot passengers to walk down gangway and into passenger area of the deck.
- Improve deck foot traffic flow to and from the cabin.
- Strengthen relationship with SKAT – to inclusion of web site linkages to schedules and coordinate schedules.
- Provide motorized carts to facilitate transport of packages or "large, sturdy, light-weight carts."

Suggestions for capital improvement included:

- Improve waiting area on Guemes side.
- Improve parking lot facilities on Guemes side.
- Improve parking lot facilities on Anacortes side – "should be located as closely as possible to the dock."
- Move gangway and passenger shelter to the west side of dock on Guemes side so that passengers do not cross traffic to get to the parking lot on Guemes side.
- Consider raised passenger walkway to improve separation of passenger and vehicle traffic; improve foot traffic flow to and from the cabin – separate foot passengers from car traffic; "allow foot passengers to walk down gangway and into the passenger area of the deck – without crossing traffic. Gangway is on the other side at Guemes – how much would it cost to change it back?"
- Design of dock and vessel are prohibitive to pedestrian use – "pedestrians are exposed to indement weather, must squeeze through tightly packed cars and cross traffic" provide "covered parking" and "covered and heated space for passengers on Ferry."

- Examine cost and feasibility of ideas for improvement compared to benefits derived.

Question of System Capacity. Six (6) of the comments received indicated a level of uncertainty about Ferry capacity given recent growth. These comments focused on suggestions for improvements to the perceived capacity problem, the perception that Ferry currently operates at capacity most of the time, and included:

- "Encourage walk-on passenger use or extend schedule to preserve capacity" and another person suggested that adding additional runs may reduce capacity
- "Developing 'sailing times from Guemes to Anacortes' seems unnecessary and something that would interfere with the goal of making more runs to expand Ferry capacity."
- "Set intentional limitations (theoretical, budgetary or otherwise) on the scope of the Guemes Island Ferry service. Unspoken premise that County must carry across any vehicle arriving during hours of operations will lead to continually expanding system."

Use of Ferry As Tool for Growth Management. There were six (6) comments received during the public comment period that related to the use of the Ferry as a tool for growth management purposes. These comments included:

- "Since Guemes Island is not an incorporated or chartered private entity, it is wholly inappropriate to allow publicly financed and operated transportation facilities to be so used. The proper vehicles for regulating growth are to be found in zoning and land-use planning, developed with extensive public input."
- "This report should not dissociate itself with land use issues. Conservation should be encouraged to limit the impact on this Island which is a 'sole source aquifer' with significant salt water (i.e. water degradation issues) intrusion. The impact on Anacortes, and the waters should also be considered..."
- "As you assess the impact of growth on the Ferry service, it seems necessary to consider the impact changes to Ferry service will have on Island growth."
- "A conservation-promoting fare structure should be considered."
- "The function of the Ferry is to provide transportation when it is needed. Restricting service for the supposed purpose of preventing development should not be the function of the Ferry... I am suggesting that 10:00 p.m. as a last weekday Ferry would allow us all to be better participants in the larger community to which we all belong."

Fare Policies. Those who commented on the Draft Report offered 6 (six) suggestions for fare policies, including:

- "Raise frequent user prices (round up to \$50.00) to provide additional revenue to pay for expanded schedule and Ferry crew."
- "Fare schedules that are differentiated by season."
- "Raising price of car and driver fare and keep walk on pass at current rate" (to encourage walk on); "raise fares for cars and particularly trucks."
- "Rates for seniors or those on fixed incomes; concern about implications of fare policies on seniors."

- "Some increase in fares is justified after this many years, both for passes and on-time cash fares. We'll leave the percentage increase to management, but something in the order of 10-15 percent sounds reasonable."
- "To raise more funds through the Ferry, Commissioners should raise the car and driver punch ticket price. Non-residents shouldn't be given the option of buying a punch ticket (except a walk on punch ticket) so they must pay the full cash price for driving their car over. Oversize vehicles should pay an increased fee as well (more increased than it is now.)"

Implementation Plan. Most comments about the Implementation Plan focused on the cost of the consultant contract. Several comments were also concerned with membership on the Ferry Committee and some participants at the January 30th community meeting expressed support for the Implementation Plan. Concern about the cost of the Implementation Plan was echoed by participants at the community meeting. The following comments are representative of general comments received regarding the Plan:

- "The report seems complete - there is the new issue of spending so much on a second consultant contract. I would hate to see more and more money spent on studies."
- "It's good to implement some of these ideas found by the study. But don't spend so much on consultant fees. Make the difficult decisions and implement the changes."
- "I think the Ferry is run rather well and spending hundreds of thousands of dollars on consulting seems like overkill. "

Ferry Committee Response

Ferry Committee comments focused on the Draft Report recommendations concerning the Ferry Advisory Committee and community outreach. In addition, the Ferry Committee offered suggestions for future analysis, including development of ridership projections and determination of appropriate level of service. The Ferry Committee also offered several edits to correct minor typographical and factual errors in the Draft Report.

The Ferry Committee also commented on the Implementation Plan (included in Attachment J) and expressed concern about the Department of Public Works' capacity to implement and accomplish the tasks outlined in the scope of work and requested clarification of the roles and responsibilities in the Implementation Plan. Specific questions in the Committee response to the Implementation Plan are to be encompassed in the planned tasks.

Public Works Staff and Crew Response to Draft Report

Feedback on the Draft Report from Public Works Staff and the Ferry Crew was largely positive. Skagit County Public Works Staff offered grammatical corrections and several clarifications to the Report.

Few specific suggestions for improvement to the document or the implementation plan were provided during follow up interviews with the Crew. Crewmembers expressed interest in discussing the implementation plan, the need for and willingness to participate in development of uniform policy and procedures, and concern regarding implementation of

recommendations, and the role of the Ferry Committee and part-time employees in implementation process. Crewmembers also commented on perceived inequities in current tariff structure and the potential for abuse of the County policy/practice of allowing a customer to ride without paying if the customer has forgotten their commuter ticket. They asked to be involved in the development of a toll booth/kiosk area. Ferry crew members were concerned about the Implementation Plan and including part-time employees' perspectives in feedback on Draft Report and Implementation Plan activities.

Attachment J

Public Comment Received

ATTACHMENT J

PUBLIC COMMENT RECEIVED

This attachment contains all comments received regarding the Draft Management Analysis Report and the Implementation Plan proposal as of February 18, 2003. The complete text of comments is shown below, listed in the order in which they were received.

Comments received via correspondence after release of report:

"October 24, 2002. Thank you for your letter about my comments on the Guemes ferry survey you sent out. I do have some brief and some more lengthy (and expensive, no doubt) suggestions to make the ferry more attractive, comfortable, and safer for walk on passengers. I have not read the whole draft you sent me, but I will want to forward you some comments right away. I will scan it as time allows. An easy thing to do would be to enforce the rule that foot passengers boarding on the Guemes side wait until all disembarking foot passengers have cleared the end of the walk way. I believe there is a sign to this effect, at least in the passenger cabin. The crew is aware of it but has not been directed to enforce it lately. Especially during the summer you really get a jam up when all boarding on the Guemes side congregate right at the end of the dock. We might have to have a separate foot passenger light at the end of the walkway that could signal when it is time to load, just like the cars have. The foot passengers could just obey the same light if instructed to do so. This would make the walk on experience more pleasant and orderly especially if you have a couple bags of groceries, or dogs, or kids, or your bike with you. You would have to improve the foot passenger 'waiting line' area by the shelter on Guemes. Another thing you could do is raise the price of the car and driver pass as much as 30%. It is too cheap as it is. I feel guilty every time I buy one. I know it costs big money to run the ferry. If it is a hardship for anyone perhaps you could have a special form that would then allow that person or family to buy passes at a reduced (older) rate if they are under a defined economic strata. Keep walk on passes the same in conjunction with this. This could promote walk ons. I know you are in the process of creating the new overnight lot on the Anacortes side. That will help walk on promotion, but many are disappointed it is so far from the dock. You should leave all parking you can as close to the boat as you can for commuters. Perhaps a special pass could be given or sold to resident commuters. Your new lot will be great for long term or infrequent users. I am on the Anacortes Park and Rec. Advisory Board. I was sorry that the City and the County could not work out anything with the parking area to the west of I Ave. The Park Dept. land there will be developed into Kiwanis Channel Park very soon. Please call me to discuss this as there is more to this than I wish to type here. Sometimes the ferry is run with the conning tower to the west. This allows foot passengers to walk right down the gangway and into the passenger area of the deck. Then they don't have to cross traffic to get to the passenger cabin. Of course, the gangway is on the other side on Guemes. Could we change it to the other side of the dock? How much would that cost? Then foot passengers would not have to cross traffic again to get to their cars in the lot on the Guemes side. You would then have to move the shelter to the west of the dock. That side of the dock is a little more sheltered from the winter winds too. You need to find a way on the deck of the ferry to

improve foot traffic flow to and from the cabin. I am not sure how to do this. Why don't you ask the crew? I think some of them have some good ideas. Right now you have foot passengers disembarking on the Anacortes side weaving through the cars when the boat first docks to get off first. Either improve the separation and provide a walkway for them on deck, or somehow keep them in the passenger area until the cars are gone (not a good option). There might be a way that you could build a raised passenger area above the lane closest to the wheel house, then load only low cars in that lane. I don't know. Again, ask the crew or call me for more details. Thank you for this opportunity to comment. I will be riding the Guemes ferry for years to come and I will try to continue to give input when it is asked for. Thank you for your service."

"October 30, 2002. I want to thank you and the rest of the group for the meeting with the Guemes island community last night. Thank you for your openness and providing the survey reports and other pertinent information. I hope the vocal minority did not leave you with the impression that the majority of islanders don't support the crew. We do and the survey clearly demonstrates that. I, and many folks I talked to, wonder why the community was asked to be involved in a labor-management issue. We believe that as long as the ferry schedule is not compromised, personnel issues and labor issues are simply an administrative responsibility to be resolved by the county. I must admit I was astounded to hear that you don't know if part time crew will show up Monday afternoon. If they want a job they must commit to being there, if not get other crew who really want to work. Regarding changes in the schedule and the survey results it seems to me an appropriate analysis would weigh individual responses by a use factor. That is, a response from person which lives on the island and/or uses the ferry multiple times each week and depends upon the ferry for access to the mainland and back must receive more weight than an occasional or rare user response. From a purely political viewpoint we are the ones that elect commissioner have the most to gain or loose from their decisions. Remember that although meetings with the public are important the information is often distorted, subjective and misleading. You already have at your disposal objective information from the survey. The survey results will ultimately provide you with the best information with which to make decisions. Remember the old rule – if it ain't broke, don't fix it. In the case of the ferry schedule, it isn't broken and the majority of users (no matter how you review the data) don't want extended hours."

"November 3, 2002. First, let me thank you for having commissioned the Guemes ferry Operations Management Analysis. On the whole, this is a thorough study, a well-prepared report and a great first step towards intelligently managing a complex system which directly effects the lives and well being of many County residents. I want to offer here my response to the report as well as a few questions promoted by it. I want to skip over much of the material that addresses County management practices and communication issues. Like hiring practices, relationships with the Inland Boatmen's Union, wage scales and shift schedules, these are internal Public Works issues and are not ones that Guemes island residents need to sort out. The primary question prompted by the report is, Does the Public Works department support the document's analysis and conclusions and intend to implement its recommendations? Just whose ferry is it? Without a doubt the Guemes island ferry serves anyone and everyone who wishes to ride to Guemes island and back. However, the vast majority of its riders are the residents of Guemes island. Unlike nonresidents, we depend on

the vessel and its crews for reaching places of employment, obtaining provisions, getting our children to school and gaining access to the rest of the world. Residents, therefore, pay the largest share of the ferry's operating expenses. Guemes island residents are also the ones most directly effected by disruptions in ferry service. Our lives are the one's most impacted when the ferry operates at or beyond its capacity. WE will also bear the consequences to the character of Guemes island and the quality of life here wrought by any changes to the system. While everyone can have their say in how the ferry system operates, who gets to vote? Guemes island property ownership is certainly important, although hardly more so than ownership of property anywhere else in the County, since tax revenues are not earmarked for ferry capital improvements or operations. Nonresident property owners are more effected by County ferry decisions than is the general population but not to the extent of Guemes island residents. How will the County go about balancing 'the needs of island residents, the nonresident property owners, and the County citizenry as a whole' when those interests and needs are not proportionately balanced themselves? An overloaded system. The report concludes 'The M/V Guemes has adequate capacity to accommodate vehicle and passenger demand between 2001 and 2015' provided the County successfully encourages people to walk aboard. How can this even be said when vehicle traffic increased 6.9% per year, every year, in the last decade, adding one sailing per day every year? Contradicting itself, the report later states, 'there is or very shortly will be insufficient capacity to respond to demand.' It is clear to anyone who takes a vehicle across on the ferry that the system operates at its capacity most of the time. Even in the traditionally slower months of the year, many runs overload, and not with only a few vehicles. Just where is the reserve capacity needed to meet demand even 5 years from now? The County's policy and the report's recommendations for addressing stress on the system seem woefully inadequate: 'Encouraging car-pooling and walk-on passengers.' In 25 years of almost daily rides aboard the Guemes ferry I have never seen any indication that the County encourages walk-ons. Indeed, the design of the docks and vessel deters most folks because they are exposed to inclement weather, must squeeze between tightly packed cars and cross traffic that often only reluctantly yields for them. Even the school children are expected to do this if their bus is delayed. And just how does establishing a parking lot farther away from current parking encourage walk-ons? Many suggestions for vessel and dock modifications are circulating, as well as suggestions for covered walkways to improved parking facilities and motorized carts to facilitate moving the packages many would wish to bring across. Ticket pricing is also suggested in the report as a means of encouraging car-pooling and walk-on traffic. Free passage for people, however, seems to be hardly enough of an inducement given the discomfort involved and might work only if the cost differential between walking and driving were sharply different. Public Works personnel traditionally understand moving vehicles but do they understand what is needed to design such a passenger-oriented system? Has the County any plans to study the cost and feasibility of these or other ideas necessary to make this policy actually work? 'Increasing the frequency of ferry runs based on demand.' Other than acquiring a larger vessel, this is the only way to increase the number of vehicles carried by the ferry. The report demonstrates that three runs in the hour between scheduled runs is impossible as the system operates now. The report suggests reducing time spent ticketing is the only way it might be possible but does not discuss how to move off and back on to the schedule (say making five runs in two hours) or how the system might work with several different seasonal schedules adjusted to typical patterns of traffic. The report does mention adding scheduled runs within the hours

of operation. There are hazards, however, since this can actually reduce capacity. While the addition of a run at 1:30 pm provides another opportunity to cross, it compels those who did not get aboard the 1 p.m. sailing to wait longer than they might have and prevents the possibility of a third sailing should that become feasible. Adding runs at 2:00 and 3:00 would offer similar mixed results. There is also real possibility that the capacity of the vessel may be reduced if the Coast Guard presses safety concerns caused by cars and trucks loaded too close to one another for passengers to exit in an emergency, let alone get the fire hose doors open. 'Additional ferry capacity if the aforementioned procedures fail to accommodate demand.' One unspoken premise in County policy, seemingly in practice is that the County must carry across any vehicle which arrives during hours of operation. Does not this premise lead to continually and forever expanding the system? The Washington State ferry system has a different premise, that is, the system has a fixed capacity determined by the taxpayers of Washington and will transport any individual but only those vehicles that can be immediately accommodated. As the level of inconvenience to riders of the Guemes ferry rises, so does political pressure to expand the system. Residents of Guemes have long been accused of using ferry system limitations to effect land use and community development policy. Similar accusations are now being thrown at those who favor system expansion. Has the County set any intentional limitations, theoretical, budgetary or otherwise, on the Guemes island ferry system scope? Given increasing demand and fixed (or even decreasing) capacity for transporting vehicles, how will the County respond? By ever increasing capacity or reconsidering the nature and purpose of the system? Citing scripture. The report concludes that 61% of renters/full time residents want expanded weekday hours of operation compared to 26% of full time resident property owners without pointing out that the majority of renters, that '61%', totals just 12 people surveyed out of more than 492. Since of the survey data is expressed in percentages, please bear in mind how the data is expressed can distort its meaning. FAC – The analysis of the relationship between County administration and the Guemes island ferry Committee is insightful and its assessment of the Committee's role and value seems valid. The report recommends that the County charter the ferry Advisory Committee and 'proactively manage the FAC process', providing leadership, liaison and administrative support. While the goals of these recommendations are noteworthy, the 'adversarial relationship and lack of trust between the [current] Committee and Public Works staff' will only abate if County attitudes and policies which contributed to these characteristics shift as well. Providing continuity and history to an ever-changing County administration was a valuable service of the ferry Committee, as was leading the County forward by raising and pressing issues the County was unaware of or reluctant to hear. These roles must continue for I see nothing in this report which suggests a mechanism by which the Public Works Department will supplant these tasks. By providing analysis and ideas, this study offers great hope that the Guemes island ferry system can mature into a professionally administered and run marine transportation service. What I want to hear from my County Commissioners, Public Works staff, ferry management and crew, is that you are willing, if not eager, to resolve your differences and make what changes are necessary to create an exemplary system. As a citizen of Guemes island, I am willing to help."

"November 13, 2002. I have owned property on Guemes island since 1971 and go there frequently. Your October 28, 2002, 'draft report,' states that ferry operation has become much larger but 'management approach has not changed to accommodate growth.' The

summation 'not changed to accommodate growth,' could have been made 10 years ago, and there has been no lot up in demand. The ferry crew has done an exemplary job despite being overworked. The Coast Guard was right to mandate that for the health and welfare of the crew and optimum safety, their work hours be curtailed. Another thing that hasn't changed is the insular view held by some islanders that only they have a voice in ferry issues. It was evidenced by criticism of the county for including non-resident property owners in the recent survey. It was even suggested that off-island responses be weeded out and disregarded. The ferry is part of the public road system and is subsidized by a variety of public funds. We all paid for the study. I trust the county will not participate in social discrimination against non-resident property owners and do what is right. The draft analysis makes the county's obligation clear. Add to the quality crew and provide the expanded service necessitated by growth."

"November 13, 2002. As a Guemes island resident and frequent ferry rider, I am asking your department to reconsider item number 1 under your Resource Constraints. Instead of refusing to hire new full time union employees, raise the cost of the current ferry 'Frequent User Rate' from \$45.25 for car and driver to an even \$50.00 per 25 trip pass. The increased revenue should allow the County to pay an expanded ferry crew to keep the 6:30 AM through 6:00 PM sailing schedule. If the crew wants to work eight hours a day, divide up the time among them so that full-time crewmembers make each run. Visitors have asked me if I've ever been afraid to ride our ferry in bad weather. My answer is, 'I have so much faith in our ferry crew that if they say it is safe to go, I drive or walk without concern.' Consider the safety record of the Guemes ferry and the heroic deeds of our current ferry crew. In the last weeks, as new recruits are trained, some of us have already experienced hesitations and hard bumps as they practice their skills. The last thing I want as a Skagit County taxpayer is to have our ferry privatized. Many islanders think that is behind the County's current ferry disruption. How many ways can we say 'no' to that idea? We love our ferry crew and want their rights observed."

Received December 5, 2002

"I would recommend that the ferry Advisory Committee be chartered as a committee of the Guemes island Community Center Association, GICCA. The Association is the only island organization to which all islanders are members. There are no dues and no restrictions on membership other than age (18) and having some connection to the island, either living here or owning property here. Under its bylaws, GICCA represents most island organizations among its sever-member board. It is the only forum in which all other island organizations are invited to report the activities of their members. Furthermore, the press routinely covers its regular monthly meetings. The Association's primary function is to maintain community property and coordinate with the county on such matters as the improvement of public properties such as Schoolhouse Park. As to the makeup of the ferry Advisory Committee, I suggest a seven-member board as follows: one member from the ferry crew, one from Public Works, four from Guemes island and one from off-island. It might also be wise to have one island member represent the Fire Department. Regular meetings, perhaps bi-monthly, should be held at the Community Center, open to the public followed by a report to GICCA at a regular meeting. The Committee should be re-constituted ever two years either by election or

appointment, with Guemes island resident members serving for staggered terms to promote continuity."

Received December 8, 2002

"First let me put some context around my comments. I am a relatively new (October 2001), full time resident property owner on Guemes. I also own commercial property in the City of Anacortes to which an almost daily commute is made, in addition to other regular trips to and from Guemes island. After reviewing the subject document, I would like to offer the following comments: 1) Both surveys (GIPOA 2001 and Management Analysis Customer Survey 2002), presented in the subject document, contain written comments from Guemes residents that suggest that they view the ferry as a tool of social policy, (i.e. limiting island growth and culture through restricted access), rather than as a public transportation system. Since Guemes island is not an incorporated or chartered private entity, it is wholly inappropriate to allow publicly financed and operated transportation facilities to be so used. The proper vehicles for regulating growth are to be found in zoning and land-use planning, developed with extensive public input. While the Guemes ferry serves the needs of a small segment of the county's population, and it is appropriate to focus on the service needs of the Guemes islanders, the ferry is none the less, at least at this time, a public transportation asset. Such issues as the management of ground water quality and availability are more suitable factors in regulating growth. A philosophy that chooses to ignore the inevitability of growth and change is destined for failure. Additionally, by refusing to recognize the transportation requirements of others, such policies may be open to future litigation. 2) Once it has been established that we are talking about a public transportation system, the question is: how can such a system be effectively managed to meet the requirements of its customers? The failure of Skagit County to incorporate a relationship between SKAT and Guemes island ferry is indicative of the overall fragmented nature of public transportation in the county (e.g. SKAT has not scheduled stop for the Guemes ferry location, although route 410 passes right through the Sixth and I streets intersection.) The SKAT web page makes no reference to the Guemes ferry, nor does it provide a link to the Guemes ferry web page, although it provides links to the Washington Ferries as well as private transportation facilities (i.e., Amtrak, Greyhound and a number of airport shuttle services). SKAT is not referenced on the Guemes island ferry web page either. Neither the SKAT nor Guemes ferry schedules identify the other nor are they coordinated. An increased shared ridership could result in cost benefits to both. Coordinated SKAT and ferry services at peak times could enhance efforts to increase 'walk-on' use of the ferry, as well as increasing the use of SKAT by ferry riders. 3) The question of extending the weekday hours of service, again should not be driven by a desire to use the ferry to restrict growth through the denial of access, as appears to be the primary motivation of many opposing such service enhancement (based on written comments in both surveys). Schedule extensions should rather be determined by the transportation requirements reflective of the changing demographics. One need only to look at the capacity constraint curve to see that changes should be made. Although a different constituency is represented, it is interesting to note that the three comparative county-operated ferry systems (Pierce, Whatcom and Wahkaikum Counties), all provide more extensive schedules. I would contend that this is reflective of addressing the transportation requirements of their constituency. In general, I feel that the recommendations as summarized in Section X of the document are constructive, although not uniformly specific (this being reflective of a somewhat, either

intentionally or unintentionally tentative and ambiguous Scope of Work (Section 1) from which the consultant was asked to work.)"

"January 29, 2003. I am writing in response to the discussion draft of the Guemes island ferry Operations Management Analysis dated October 7, 2002. I have two areas of concern. The analysis provides virtually no discussion or evaluation of ferry system compliance with the Americans with Disabilities Act of 1990 (ADA) and the provision of services to the mobility impaired. I believe this is covered by Title II of the ADA. It is also possible that Title I of ADA which I believe addresses employment opportunity also warrants attention by the county, but that is not the focus of my concern. The ADA is now nearly 13 years old, and it appears to me that numerous accessibility issues remain to be addressed in the land side portions of the system, in the shore to ferry boat connection or transition, and on the ferry boat itself. It is also appropriate to seriously evaluate compliance with ADA of the alternative service that is provided to ferry customers during planned or scheduled car ferry outages or haul outs. During those outages, disabled passengers are particularly impacted and are faced with very difficult transport decisions including not traveling to and from the island. The ADA is a landmark national civil rights law that has among its aims the maximization of independent mobility of disabled person using public transportation. Unless a thorough analysis of the Guemes ferry's compliance with ADA has been accomplished otherwise, I believe one is warranted in the context of this Management Analysis. My second concern is the lack of adequate consideration in the analysis of after hours ferry service for medical emergencies, fire emergencies and law enforcement emergencies. It is my assertion that ferry service procedures for these emergencies and possibly others need to be formalized. This should be accomplished in coordination with appropriate Guemes island, Anacortes and Skagit County officials and personnel. I refer you to Guemes island Fire Chief Carl Meinzinger's recent proposal which addresses at least a portion of the issues to which I refer. Thank you for your attention to these matters."

Received January 30, 2003

"I am writing to express some concerns about the draft management report. 1) the survey format is not an appropriate device to base large scale changes upon. Although it should guide change, any large scale changes should be put in place only after being ratified by an official vote by the registered voters of this island. We elected you and it is your sworn duty to represent our concerns above non-residents. 2) In order to maximize the current ferry and schedule, everything must be done to encourage walk-on ridership. This should include plans to purchase and develop sufficient parking on both sides of the channel to meet current and future demand. Without sufficient parking, drive on traffic will outpace current capacity in the near future. Beyond planning ahead for parking, fare scales and facility development should also encourage walk on ridership. The current configuration of both dock and vessel are not conducive to walk on ridership. There is no way for a disabled person to walk/wheel chair on and ride sheltered from the weather."

Received January 30, 2003

"Memorandum for: Skagit County Commissioners and Skagit County Public Works Department. Subject: Guemes ferry – Comments on Draft Analysis."

1. We have learned from Win Anderson's 'Evening Star' newspaper that County Commissioners have already decided to commit taxpayers to a wasted \$150,000 follow-up contract with Berk & Associates, Inc. and Richard Kiesser, even before you have received comments such as these. This is the dumbest, most outrageous waste of our tax money on top of the \$50,000 spent for the largely plagiarized draft study. It would seem that the Commissioners or those deciding on still another over-priced 'consultant' contract have not really read or understood the draft. It is full of what is commonly called 'boilerplate' garbage and generalities, and certainly NOT worth the money you wasted on it.

2. Why is there no address and contact information on this study --- is it a Seattle company or partnership? Why the secrecy??? Basic facts and courtesy require both, yet your high-priced consultants were negligent or afraid to reveal this useful data -- where they come from.

3. Overall, the draft is unfocused, rambling, and full of repeated generalities most people already know, reproducing the previous survey done on island hardly merits paying the consultants to do that. Where is there any real 'expertise' we should expect from a \$50,000 study? It's trash and boilerplate --- and we urge you NOT to hire this consultant ever again --- NOT with our tax dollars. We strongly support the comments reproduced on pages Attachment C-11 and C-12, including the following: A) Do NOT spend more money on these consultants --- we have supposedly professional County staff who should be able to wrap this up for the info already available. Our ferry committee can help. B) We think there are indeed too many layers of management. We think one of the on-site Guemes ferry crew staff should be the direct boss, reporting as necessary to only one staffer in County Public Works. Perhaps one can be chosen by secret election among the ferry crew -- presumably a senior pilot/driver with long experience and free of personality problems (one is referred to anonymously in the study -- most of us know who this is). We definitely do NOT need another management layer in Mount Vernon who could never keep up with daily problems -- which of course are directly solved by ferry crew. C) It is hard to understand or believe the U.S. Coast Guard suddenly has problems with the staffing and hours on the Mon-Thurs shifts, when it has operated safely and free of trouble for many, many years. If this comes from some alleged 'homeland security' fear, it is all wet. We suggest reverting to what it was. D) We agree no major extension of hours is needed Mon-Thurs. Continue doing repeat runs when heavy traffic merits. This is a no-brainer and has worked for years. E) Some increase in fares is justified after this many years, both for passes and on-time cash fares. We'll leave the percentage increase to management, but something on the order of 10-15 percent sounds reasonable. F) We believe the Guemes island ferry Committee has already changed its way of operating and choosing members and NO REPEAT NO County Commissioner intervention is wanted or needed. G) Please bury forever the absurd idea of 'privatizing' the Guemes ferry operation. This was probably the most idiotic idea raised by former, now defeated, Commissioner Hart. He must have had friends in some Bellevue or Seattle company looking for a handout. It is so basic that a small ferry like Guemes should be run, managed, and controlled by its users, not some 'consultant' located miles away. H) Overall, the present ferry crew, with one notable exception, is an excellent crew devoted to good service and deserving more respect, consideration, and pay raises regularly.

3. We await your decisions and results with great interest.

"January 30, 2003. As noted before, I have owned property on Guemes since 1971 and ride the ferry frequently. Thirty years later, in 2001, according to the above-mentioned document,

ridership had 'exceeded the highest 2005 growth projections in the '1997 Capital Facilities Plan,' a 90.5% increase from 1980-2000. Should the schedule be extended? Even without the survey results, reality indicates that extending the schedule and adding a shift is warranted. Since running until 10 PM Monday through Thursday seems to be the preference, and even the crew would like to see implementation of two shifts, that pretty well answers the question. In regards to changing 'user behavior' with incentives such as fare reduction or free passage (as has also been suggested,) for foot passengers, wouldn't that invite car pool or family passengers to pile into the waiting room and then walk on at loading time? And what about all the other people who would walk on just for a free ferry ride back and forth for the view? It would be highly unfair to penalize elderly and disabled people whose only means of enjoying activities is convenient, comfortable transportation by raising passenger and vehicle rates in order to give others a free ride. I am willing to pay more so that we can continue to have safe, reliable and friendly service, with equal access to all. Would those islanders who want a sticker in their windshield so that they can jump the line and drive on ahead of non-residents be willing to pay a premium fare for that privilege? And are they willing to pay for a special lane for 'sticker people only' as well as sticker police to cite violators? Or is that going to be another duty for crewmembers? I recall that years ago there was a sticker system for cars driven by pass holding drivers. I had an old car that was fast outliving its usefulness and asked if when I got another car I would be able to get a duplicate sticker. Only then did I learn that islanders didn't glue them on the windshield, they affixed the sticker with a piece of transparent tape. This allowed the pass to migrate from one car to another depending whose car and driver needed to leave the island that day. So much for influencing behavior! I appreciate being including in the survey and the County's efforts to aim for 'balance' in order to achieve this we still need a committee that includes off island residents, be they property owners, service providers or just plain folks, with no other purpose than to participate in the freedom of movement and equality of access to public places AND quality of life this country offers."

"January 30, 2003. I'm sorry I was unable to attend the January 30 meeting. I would like to submit the following. We are year round residents on Guemes island. We urge you to extend the ferry hours to 9:00 p.m. Monday through Thursday. This would serve various purposes. From the standpoint of many Guemes residents it would be much more convenient. Also, it seems to me it would go a long way in solving the personnel problems – i.e., scheduling work shifts, etc. It would probably help the financial situation. I understand that over half the residents oppose this, but not much over half. Some how it doesn't seem right that a bare majority can thwart the desires of a substantial minority of the residents. As I think one of you said at the last meeting, this sort of issues should be decided on the merits and not by a bare majority, many of whom I'm sure are not really knowledgeable on the subject and decide emotionally on the basis of keeping the island 'as it was.' As it was when? There is no way to stop progress. Again, we urge you to extend the schedule. Thank you for your consideration."

Comments received via comment forms at or after the January 30 Community Meeting (see Attachment I for a copy of the form)

1. Are there any issues missing from the Report? If so, please describe.

- "The elected ferry committee of 5 should be maintained. The islanders have chosen these people to represent them: the committee should report directly to the County Commissioners and not funneled through Public Works Department."
- "This report should not dissociate itself with land use issues. Conservation should be encouraged to limit the impact on this island which is a 'sole source aquifer' with significant salt water (i.e. water degradation issues) intrusion. The impact on Anacortes, and the waters should also be considered. Small inconveniences like walking over should be encouraged. Raising fares for cars and particularly trucks can stand to be increased. And limiting the schedule limits access only for people who don't live here. The island needs to be viewed as an environmentally sensitive place, and not a tax gold mine for county coffers. Take a look at the issues that exist in San Juan County. You should weigh decisions according to who is impacted the most - the person who takes care of his home, the person who needs to go to work each day or the person who wants to get to their vacation destination. The people whose daily lives are impacted by ferry use should get the most consideration."
- "Walk-ons should be elevated to a separate issue to get the attention/solutions it deserves."
- "The report seems complete - there is the new issue of spending so much on a second consultant contract. I would hate to see more and more money spent on studies."
- "The report appears to be fairly complete."
- "Bringing ferry ramp, both sides, up to ADA requirements for folks in wheel chairs and/or walkers (people with walkers) easier access. Any launch at ferry down time, wheel chair accessible."
- "None that I can determine."

2. Do you have specific comments about the Report's recommendations?

- "Permanent residents (voters registered on Guemes) should be the only ones allowed to run for a position on the ferry committee because they are more invested in the preservation of the island."
- "When addressing schedule issues - explore the tiny changes that'll have big impacts, not just 'late runs or not' - summer Mondays 5:30 or 6:00 AM runs - holiday evenings same as Saturday nights, etc. This is a good compromise to the 'all or nothing' approach."
- "The recommendations sound like a lot of paperwork to provide a job for the consulting company. The ferry needs to carry more people, either on more runs or encouraging more walk-ons. It would be quite easy to extend to 7 p.m. or 8 p.m. in the evenings now that we have the second crew Mon-Thurs. Or to run every 20 minutes if we used #18 pre-ticketing ideas."
- "The ferry does need to make more runs per day. Consider collecting fares on board (like Lummi island ferry) to make a trip every 20 minutes. Also SCHEDULE runs between 11 a.m. and 1 p.m."
- "Implement them. They are good."
- "I agree whole heartedly with the report and agree there is a need to review ALL aspects of the Guemes ferry system."
- "Regarding getting people out of their cars - have you taken into consideration: 1. The average age of Guemes residents; 2. There are no services on Guemes!; 3. We live in a

WET climate! So, in order to get people out of their cars – 1. Provide covered parking and ramps to and from the ferry; 2. Provide sturdy, large, light-weight carts for transporting stuff; 3. Provide large covered/heated space on board ferry for passengers and stuff. Charging more for cars will create inequity – the rich will pay and the poor will be COLD, WET and angry.”

- “B. Staffing – certainly an improvement over how it has apparently has been, but still vague. HR is not a fun job and communication skills should be a pre-requisite rather than on-the-job training.”

3. Other comments about the Report?

- “Work on adjusting the SKAT bus schedule so that the buses stop by the Guemes ferry at about 20 or 25 minutes past the hour so that more people are encouraged to walk over and take the bus to work. This is not an option for ferry users now because the bus and ferry schedules don't coincide.”
- “The management issues are missing and deserve emphasis - much of what we'll be spending money on for consultants needs to be corrected in the management structure, job descriptions and accountability.”
- “I offered comments in a letter to the County dated 3 November 2002.”
- “I think a lot of the perceived problems could have been nipped in the bud by a different management style and a little more cooperation between all parties; riders, crew, and management. The suggestions make some sense but still need a strong management style.”
- “It is time to add evening service (until 10 p.m.) during the week. Also a 6 a.m. run would help get people off the island in the morning. It would be interesting to know if there are any other places in the United States where people are locked in their neighborhoods after 6 p.m. during the week. This is extremely restrictive, especially to school kids, and also many working people.”
- “None, other than I hope that politics don't intrude on what are good recommendations so far.”
- “Reporting: C. Hasn't the 'business owner' done this already? D: 'Election' method leaves a lot to be desired. FAC still needs off-island members – and collaboration with non-residents. E: Focus on public communication goals with timely written notification of meetings.”

4. Are there any issues missing from the Plan? If so, please describe.

- “We need that parking lot for ferry users on the Anacortes side. Also, take a look at the parking lot on the Guemes side. It is littered with potholes and during winter, resembles a lake. We need these parking lots to encourage more walk-ons.”
- “There should be a standby crew available during off hours for emergencies.”
- “Specific ways of 'encouraging car-pooling and walk-on passengers.' Addressing parking and waiting room issues on Guemes island would seem to be important ways to do this. Assessing the potential effectiveness of this policy (above) seems like a necessary component of estimating the ferry's ability to meet demand projections. Consideration of other options beside pre-ticketing to speed vessel loading. Considering and formalizing improvements in after hours emergency responsiveness. As you assess the impact of

growth on the ferry service, it seems necessary to consider the impact changes to ferry service will have on island growth."

- "It's good to implement some of these ideas found by the study. But don't spend so much on consultant fees. Make the difficult decisions and implement the changes."
- "I am glad there is an implementation plan but the second consultant contract seems like a very expensive way to go about it. Expect the island to 'come apart at the seams' if the users are charged a much higher fare to pay for these two consultant contracts, when most folks think these expenditures are greatly excessive."
- "None."

5. Do you have specific comments about the activities in the Plan?

- "Many part time residents and visitors are requesting extended ferry hours for the sole purpose of their benefit. They have little regard for growth management which bodes well with the Commissioners who only care about seeing more money come in from increased growth on the island. I am a 3rd generation islander and am concerned about growth and its effects on our aquifer. I don't want to leave to my kids another suburban wasteland. Therefore, the schedule should stay as is - to impeded growth."
- "Schedule issues - is there time to collect fees as ferry crosses channel? Extend weekday ferry to at least 9 PM."
- "Public meetings seem to be the only method by which ferry riders can offer comments as the process unfolds. This rules out many who can't or won't attend. The constituent groups listed in the Task Force do not routinely communicate to or poll their members. One well-publicized and accessible contact person to whom riders can address comments might help. Developing 'sailing times from Guemes to Anacortes' seems unnecessary and something that would interfere with the goal of making more runs to expand ferry capacity. While crew members and County staff are consulted about operations policies and procedures, riders often experience the result of vague policy and may have insights on what issues should be clarified."
- "It seems that the crew and manager should be writing the operations manual. They are the ones that know how they operate with the ferry. They might need some technical assistance to get it down on paper but it's the operators who know what they do. It doesn't seem that we need expensive consultants to do that."
- "You do not need to post scheduled sailing times from Guemes island. Just say approximately 10 minutes after Anacortes sailing times. Otherwise the ferry will just sit on Guemes (with a full load) until it can leave at some predetermined time, like it has to do on the Anacortes side."
- "I support the implementation plan."
- "Publicizing the meetings in 'Evening Star' and County's web site is not adequate! If public input is really desired provisions need to be made regarding meeting time and day and allowance for more voices to be heard."

6. Other comments about the Implementation Plan?

- "To raise more funds through the ferry, commissioners should raise the car and driver punch ticket price. Non-residents shouldn't be given the option of buying a punch ticket (except a walk on punch ticket) so they must pay the full cash price for driving their car

over. Oversize vehicles should pay an increased fee as well (more increased than it is now.)"

- "Much of the goals and processes in the Plan seem justly exploratory. Assuming clarification will be the first result, reissuing this comment form would seem appropriate."
- "It is a good idea to appoint a task force composed of a diverse group of ferry users. Also include a representative from emergency services (police, fire, ambulance, etc.)"
- "Again, I hope that politics don't intrude into the process."
- "Good idea to always document procedures and policies so that any member of the public has access to reliable information."

7. Other comments?

- "Raise your money this way, encourage walk-ons and only allow one extra run on the 6 p.m. ferry weeknights. We need to work with what we've got."
- "It seems to me that some of the fares of the plan have already been studied. Use the ferry committee as a resource - they have years of experience with the ferry System, Public Works, ferry Managers and as ferry users. It seems like a lot of money to spend - maybe parts of the plan are already resolved."
- "Steve Cox, or whomever becomes the ferry manager, should have his office in the ferry office, not in Mt. Vernon. At the ferry dock he could: 1. Correct the communications deficiencies between himself and the crew. 2. Take charge of selling ferry passes, accounting for monies taken in, and serve as a communication link between the ferry and the riders. 3. Eliminate the cost of an office in Mt. Vernon. IN addition, the position should be full time, particularly since he is on-call 24/7 anyway."
- "County should be very attentive to consultant activities and costs to assure that one 'leave behind' is the training of county people to do much of this as part of their jobs normally."
- "I appreciate the fact that you are undertaking this work and the open manner in which you are doing it. Thank you."
- "The timing of the Jan. 30th meeting controlled WHO could come. You have a very limited sample of the users of the Guemes ferry. Only full time residents could come. No summer people, no weekenders, no commercial users. It was very unfortunate that no County Commissioners could be there on Jan 30. They are the ones who hire consultants instead of changing management. Steve Cox should have had a name tag on during that meeting. I think the ferry is run rather well and spending hundreds of thousands of dollars on consulting seems like overkill. I think we need stronger management to make some difficult decisions and JUST DO IT. It's obvious that there are many differing opinions especially about extending the schedule to evening runs. You can't please all the people. Just make the best management decisions that you can. It is good to get all the users to give their opinions but in the end you don't gain much by spending so much on consultants."
- "If you propose a schedule with extended hours, it would be good to get all ferry users to vote on it. This would include commercial interests, children, all landowners and renters, delivery services, etc. Make a big effort to include ALL users and give adequate time for all to vote. Also - your timing on this meeting (Thursday evening) was VERY poor - almost nobody could attend, except for full time residents who don't go south in the midwinter. So the comments will represent this group of people and not ferry users in general."

Regarding tariffs, I recommend the vehicle + driver punch card expire in 12 months, rather than 4. For those that go to town about twice per week, if they walk on, they often have to dispose of their card before it is used up. This encourages people to drive on, and we need to encourage more walk ons. Regarding parking, it would be good to look into the county buying part of the property that is planned to become a city part, immediately west of I street. And of course, continue to pursue the parking lot at 6th and 5, plus the old railroad right of way for a walkway. In addition, more parking will be needed soon, on the Guemes side also, to make walking on a better option."

- "Emergency service, with stand by or on-call ferry crew mandatory in contract for fire department emergency 911 calls crew, not ferry manager."
- "1) All meetings, workshops, etc. where the public is invited to participate should be scheduled at times and places where ALL user groups can participate. 2) A conservation promoting fare structure should be considered. 3) SKAT needs to be included in the process so that synchronization of the SKAT and ferry schedule can be considered."
- "I am concerned with Commissioner Munk's comments in the 'Evening Star' – 'choosing to live on an island...' – February 2003. I did so with certain expectations regarding safety and emergency response being met. Before moving to Guemes, I researched what the transportation policy was to be for emergency and police vehicles. I was told that response time both night and day was immediate. I AM VERY CONCERNED THAT WE DO NOT HAVE SCHEDULED ON-CALL FERRY CREW AT NIGHT. THIS MUST CHANGE."
- "Task Force is an excellent idea. Hopefully there will be balance between service providers from off-island, as well as frequent user property owners, and island residents."

Comments received on flip charts at January 30 Community Meeting

At the Public Meeting, the following comments were recorded on flip charts at each station.

Schedule Issues

- "Expand weekday trip hours."
- "Good idea."
- (another participant added) "Until 10 PM."
- "'Identify alternatives to schedule' – consider using existing technology for ticket purchases and scanning ticket holders. Eliminate paper tickets."
- "Do not expand hours, but run at ½ hour intervals throughout the day."
- "Collect fares on board ferry – two deckhands."
- "Consider 25 minute schedule."
- "Operate on demand."
- "Extend runs on holiday evenings (increased number of holiday to facilitate 'off islanders' access)
- "Define growth management policy for the island."
- "Hold meetings when ALL Guemes island property owners can attend – Friday/Saturday."
- "Limit additional trips after 6:00 PM weekdays to one additional 'extra.'"
- "Walk-on passenger incentives: 1) Parking areas and 2) Fare differences between passenger and vehicle."
- "Have a County/ferry website."
- "Have a County/ferry chat room."
- "Use internet to poll the islanders."
- "No weekday hour extensions without greater than 60% approval of island voters."

- "Motor launch (walk on) for 'extra' weekday runs past 6:00 PM?"
- "Carts for carry-on luggage."
- "Retain policy that service is provided for traffic that is in line."
- "Saturday schedule day before a holiday"
- "Weeknight access issue."
- "Free walk-on service – encourage fewer cars."
- "Early Monday a.m. sailing."
- "Change approach in schedule considerations, everything, nothing at all."
- (In addition, a drawing was submitted which suggested that the ferry should be turned around so that the passenger cabin is on the right hand side of the ferry as it approaches the Anacortes Terminal. Passengers walking on and off the ferry would not have to cross the vehicle lane to access the passenger cabin on the ferry. A cantilever pictured on the drawing is intended to provide additional walk-on passenger access on the ferry by modifying the existing superstructure to allow for a continuous corridor through the ferry superstructure as well as the increased width in the passenger cabin. The drawing also included modifications to the transfer span passenger walkway to the East side of the transfer span so that it is on the same side as the vehicle parking lot. This would include relocation of the existing passenger waiting shelter on Guemes island to the same side as the parking lot.)

Communications Issues

- "Add the island's ferry Committee web site to implementation plan steps."
- "Mesh both web sites into one permanent web site."
- "Hold meetings Friday, Saturday, Sunday when ALL user groups can attend."
- "All meetings should be held Friday, Saturday or Sunday so off-island folks can attend."
- "Formally recognize the Guemes island ferry Committee as THE representative of ferry users."
- "Ultimate responsibility for ferry decisions should be elected officials to maintain accountability to County voters. Maintain direct link between ferry Committee and County Commissioner."
- (Another participant underscored the word "elected" and wrote –) "I second that."

Planning and Facilities Issues

- "Under 'Management Analysis...A.' These should be 'short-range' as well as long-range planning issues (especially parking on Anacortes side)."
- "Look at fare structure – what's best for the System – conservation structure."
- "Long range planning must include parking on BOTH sides to promote walk-on passengers. This needs to be proactively pursued to not be caught by future demand."
- "Ticket system needs to be examined. Abuse as far as passing tickets."
- "Implement ferry change in phases."
- "Fiscal responsibility – 'doable.'"
- "1) 3'6" walkthrough; 2) cul de sac; 3) Guemes lane change; 4) ferry turn around – wheel house starboard to Anacortes." (The 3'6" width would be adequate to allow a wheelchair to pass through the passenger cabin on the ferry. The cul de sac concept is a suggestion for accommodating a drop off and pick up area closer to the Terminal.)

Operations Issues

- "This should be a routine part of the ferry Manager's and Public Works jobs."
- "Analysis doesn't take it account disabled folks access to ferry, whether it's a ramp or when ferry is down and we have a launch. This needs to be in place."
- "Synchronize ferry and bus schedules to encourage conservation."
- "Codify a real policy regarding any major changes to operations i.e. schedules, etc.... similar to the fare scale policies in both scope and sequence."
- "Pamphlet to ferry users... don't jam, plan ahead, it ain't no taxi" (Participant drew an icon resembling a booklet labeled "ferry Smart.")

Financial Analysis and Fare Policies

- "Frequent user ticket durations."
- "Conservation should be encouraged through financial concessions, i.e. walk-on fares."
- "Encourage walk-ons to make existing vessel/schedule serve more people."
- "Change expiration dates of vehicle and driver tickets from 4 months to 12 months. This will encourage more walk-ons."
- "Change car and driver ticket to reflect higher percentage of full fare, i.e. charge more for car and driver ticket to encourage walk-ons."

Received January 31, 2003

"Thank you for asking for citizen input on issues regarding the Guemes island ferry operations and scheduling. We will not be able to attend the upcoming workshop, but are sending you a copy of a request that we emailed to the ferry Committee. I'm not sure what is the preferred channel to voice our requests: As the upcoming Public Information Workshop is scheduled for a week night, we will not be able to attend. We would, however, like to put forth a request for a slight modification in the time schedule that should make sense to everyone: On weekday evenings prior to a holiday (July 3, December 24, the Wednesday prior to Thanksgiving) have the ferry run until 9 p.m. The current schedule puts undue hardship on us and many others' friends and family. For example, last July 3rd (a Tuesday) we had to take the afternoon off of work in order to assure that we would be in line on the Anacortes side before 6 p.m. When we arrived there was a 4 or 5 boat wait, with the line almost back to Commercial. To get there we had to drive through the worst of pre-holiday traffic. If the ferry had been scheduled through 9 p.m., we and many others would have naturally staggered our arrival and been spared an excessive wait. It is likewise impossible to get to Guemes island on the eves of Thanksgiving or Christmas without taking the day off, and many of us and especially our children cannot do that. Please keep in mind that we 'part-timers' have a stake in the island also, we just aren't able to live there full time. We pay property taxes just like full time residents and our voice needed to be heard also. We do hope that you will be able to pass this request on to the right people. Thank you for your attention to this matter."

Received February 13, 2003

"Our family has lived on Guemes for almost 17 years while raising two children (one is still in high school). These are my comments on the Guemes ferry. The function of the ferry is to provide transportation when it is needed. Restricting service for the supposed purpose of preventing development should not be the function of the ferry. I have the same concerns about over development as everyone and yet tremendous growth has been occurring despite

the restricted service. I am not aware of any other island on ferry service that stops service at such an early hour. When our children reach the teen years they dislike living on Guemes and many families have moved away at this point in their children's lives. Guemes island is part of the larger community of Anacortes and Fidalgo island. Our children go to school there, we shop there, go out to eat, the movies, etc... and yet we can't make it to school board meetings or any of numerous school events that all happen on weeknights. We can't take a dance or exercise class for adults that are usually in the evenings. We can't spend an evening at the library. I could go on and on with how many opportunities are closed to us (that others take for granted) because of such a restricted ferry schedule. And yet we are but five minutes away. The reality is that many people who are so adamantly opposed to later service make those of us who would support longer ferry hours afraid to speak out openly. It seems to fit the old cliché – cut off your nose to spite your face, because the people in opposition could and would benefit from a later ferry. Those who don't want to use a later ferry shouldn't be able to decide for those of us who would use it. And in truth, probably the majority of people in opposition to a later boat would use it frequently if it were running in the evenings. Many people already have property, or family or other living arrangements in Anacortes for those evenings that they can't return by 6:00 p.m.. Is it fair that their votes should count as a majority against those of us without such arrangements? The minority (if it truly is such) should have rights in this case, to come and go as they desire. A later evening schedule would solve all the recent problems with crew scheduling and could eliminate the large schedule gap midday. I am suggesting that 10:00 p.m. as a last weekday ferry would allow us all to be better participants in the larger community to which we all belong."

Comment received from the Guemes island Property Owners Association

"December 14, 2002. The various elements of the Guemes island ferry Operations Management Analysis have been studied by the Guemes island Property Association (GIPOA) Board. We wish to commend Berk & Associates, Inc. and Richard Kiesser for their excellent report on the Guemes island ferry. We urge Skagit County to now translate the report recommendations to tangible improvements to the Guemes island ferry which is such an important facility in the lives of Guemes islanders. Furthermore, we strongly suggest that Skagit County implement the consultant's recommendation concerning the Guemes island ferry Committee. The consultant's recommendations would go far to eliminate the 'adversarial relationship and lack of trust between the Committee and Public Works staff' as well as increase the islanders' understanding of the Committee's responsibilities through improved Committee transparency. In closing, we wish it made clear that the Guemes island ferry is a well-run, well-maintained and well-staffed part of the island transportation system which can only be made better through implementation of the Consultant's recommendations."

Comments received from the ferry Committee

"Item 41: Rename the ferry Committee..."

The ferry Committee name should remain unchanged. The Committee has always acted in an advisory capacity to the Skagit County Commissioners. The name should be left the Guemes ferry Committee to emphasize the historic connection of future committees to past committees. In addition, 72% of the respondents to the questionnaire said they were aware of the ferry Committee. A name change will add confusion.

Item 42: County Commissioners should adopt a Resolution...

Suggested wording for the resolution accompanies this letter for presentation to the Commissioners.

Item 43: The County should consider broadening committee membership...

The ferry Committee represents all ridership. Reference ferry Committee Charter D. 6 that provides for open nominations from the floor.

Item 44: Elections should be... for specified terms.

Public elections have always been held to fill positions on the ferry Committee. See the enclosed charter, Section D that defines the frequency of elections and sets terms for each representative.

Item 45: Public Works should present its management and policy agenda...

The ferry Committee looks forward to receiving the management and policy agenda from the Dept. of Public Works. The ferry Committee reports to the Skagit County Board of Commissioners. The ferry Committee should not be managed by the Public Works Department or any other organization. The ferry Committee has always looked for a positive relationship with the Public Works Department.

Item 46: The Committee should meet monthly...

Meetings are defined under Section E. of the referenced Charter.

Item 47: The County should work with the FAC...

While it is unusual for a citizen's committee to have its meeting agendas set by a County agency, the ferry Committee looks forward to working with the Public Works Department as it moves from a reactive mode to proactive management of the ferry System. The ferry Committee will continue to develop its own agenda.

Item 48: The Department and the FAC should work together...

The ferry Committee looks forward to continue to work with the County on all ferry related matters.

Item 49: ... Community dialogue...

Community dialog continued on January 4th, 2003.

Item 50: ...Outreach Plan...

Once the County is proactively managing the ferry System, the need for an outreach program will be minimized.."

- "Page 5 Policy Plans--
 - o Para 8.7 identification of sources to be used in establishing the 'service level' should be referenced.
 - o Under the comments section the use of the Capital facilities Plan 2001-2015 as the 'guiding document' should include verification of growth projection data and monthly ridership data (stipulate the assumptions data source and any known limitations).
 - o Under comments section also reference the sections of the Skagit County Comprehensive Plan and the Skagit County Comprehensive Plan supplemental EIS document that cover the Guemes island ferry (including 'Transportation Demand Strategies')
 - o The proposed Sub-Area Plan for Guemes island should be an integral part of any ridership growth projections. This was a principle recommendation for the Whatcom county ferry system. In 2001 the current sub-area plan for Lummi island was published in 1979.
- Page 6-7 Parking facilities

- o There needs to be some comment concerning the need to make M/V Guemes user friendly for foot traffic.
- o Change the last sentence to say 'The County needs to acquire land and develop additional parking facilities at both terminals.'
- Page 8 Automated Ticketing should read 'Increased ferry Capacity'
 - o Recommendation should be to increase ferry capacity on an hourly basis. One solution is to change ticketing procedures.
- Page 30 Exhibit 5
 - o The chart of reasons from survey questions totals 127.9%. Why?
- Page 32 Exhibit 6 -- Chart of Extended hours of Service
 - o Three top 'Operation Priorities' of the county are mentioned. What are they? Who developed and approved? Are they shown elsewhere in the report or referenced?
- Page 43 Whatcom County ferry to Lummi
 - o The Whatcom County ferry Manager says that she tracks Skagit ferry issues, is the same done by Skagit County? By whom and what has been the benefit?
- Page 45 Comparisons of ferry systems
 - o The comparisons of the ferry systems chart should include the Guemes ferry information for comparison as a fourth column.
- Page 52 Policies and Procedures assessment. The list of procedures should include 'Procedures for Emergency Operation and Sailings'
- Page 60 Sailing Time Study
 - o 42 minute average crossing time is a typo.
 - o What are the assumptions for number of crossings per hour? Is the ferry full in both directions? For all three runs in an hour?
- Page 61 Exhibit 11 -- Transit time study
 - o How many vehicles and passengers were loaded on both sides? Any unusual vehicle sizes?
- Page 62 Conclusions on Trip Time
 - o What assumptions are made for ferry loading (vehicles and passengers) in both directions for the number of trips per hour estimate? Is this normal?
- Page 63 Conclusions
 - o ferry can't accomplish triple sailings in an hour with full loads in both directions using present procedures.
 - o Should not jump to solution of pre-ticketing as the best alternative without evaluating the other alternatives.
- Page 63 Level of Service
 - o In paragraph #1 include any reference in the Skagit County Comprehensive Plan and the State of Washington GMP that identifies how the 'service standard' for the Guemes ferry is to be established or remove this comment.
- Page 65 Current ferry schedule
 - o Replace exhibit 14 with the current published ferry schedule or change the wording that states 'Exhibit 12 represents the current ferry schedule, as posted, etc'.
- Page 67 Exhibit 14
 - o If the purpose of this exhibit is to make a comparison of two period of service, then the year 2001 should also be thru September 15. Alternatively up date 2002 to the full year now that we are in 2003."

Comments from ferry Committee regarding Implementation Plan

"Response to the Scope of Work for the Guemes island ferry Implementation Plan Revision II
1/26/03

GENERAL COMMENTS: The GIFC would like to see a breakdown of estimated costs per task including the number of hours projected for the successful accomplishment of each task and the hourly rates at which each of these hours will be paid. Also will ferry operations be charged for this study in some way?

The Committee is unclear if the maximum consideration for this Scope of Work is \$159,000.00 or if reimbursable expenses are in addition to the \$159,000.00 figure listed as the amount of compensation.

The Committee is concerned that the Scope of Work is not geared toward developing and increasing the County's internal capacity to accomplish these and similar tasks but rather that it builds dependence on outside resources to accomplish this work.

The Committee is concerned how the activities of defining the Commissioners and Public Works roles and responsibilities as outlined in the Management Analysis Summary (Items A, B, E and F) will be addressed.

ITEMIZED RESPONSE:

Task 1A: The Charter adopted by the participants at the public meeting held on 1/4/03 retains the name Guemes island ferry Committee. We request that this name remain intact.

Task 1B: Exactly what data will be used for projecting growth of ferry usage? Growth Management is introduced in the Scope of Work here for the first time. The committee would like to know where the Sub-area Plan fits into this task. The committee finds this section to be ambiguous and would be better able to provide feedback if the tasks were more clearly specified.

Task 1C: Exactly what sailing schedule does the task of updating the posted sailing schedule refer to? Does this refer to the current schedule or to a revised schedule (*see page 65 of draft Management Analysis*) that has yet to be approved? Does the County have the internal capacity to accomplish this task without the support of an outside resource? We are also concerned that development of sailing times from Guemes island may in fact prematurely limit the ability to increase the number of sailings per hour should a final decision be made to make this increase. Is pre-ticketing a labor issue that needs to be included in the contract with the Inland Boatmen's Union and have the ticketing procedures for the Lummi island ferry been considered? Where in the Scope of Work is the need to address increasing foot passenger usage addressed? The committee is concerned that the Scope of Work in this area jumps to solutions that are narrowly drawn rather than exploring and analyzing alternatives to the issues.

Task 2 A and B: The committee enthusiastically endorses the need to obtain accurate and detailed ridership statistics. We would like to see this information compiled on a per run basis. The committee suggests that the Scope of Work be changed to define the role of Berk and Associates in this area as assisting the County to develop the system that will be used to compile this data. The County would then be responsible for actually implementing the system by which this data will be collected. The committee is unclear what is meant by the following task; *'Review and assess changes to the cost structure related to new labor agreements and costs associated with implementing key recommendations of the*

Management Analysis. The committee is concerned that 10-year ridership growth projections may be based on inaccurate data. In particular material in Capital Facility Plan 2001-2015, chart 3.1 and 3.2, showing only 19 single family residences on Guemes in 1950, as well as the use of existing land parcels as a basis for future potential growth.

Task 2 C: Does this section include Walk-on traffic? The committee suggests that heavy load vehicle impact on facilities and deck space be examined related to fares.

Task 2 D: The committee would appreciate a more detailed delineation of this model. The questions that this section brought to mind are:

- What exactly will this model look like?
- How will this model be used?
- Who in the County will use this model and how will they apply it?
- What is the anticipated outcome of this model?

Task 2 E: The committee suggests that accurate ridership and revenue data need to be compiled before this task can be successfully accomplished.

Task 2 F: The committee suggests that this task also include the addition of parking facilities on both the Anacortes side and the Guemes island side. The committee suggests that the condition and life expectancy of the vessel and the facilities be considered since this was not well defined in the Facility Capital Plan.

Task 3 A: The committee views this task as a low priority for County funding.

Task 3 B: The committee would like to see representation from the ferry crew in this task. The committee feels that we currently have incomplete data to accomplish this task.

Task 3 C: The committee would like to include the Pro-active Management Plan among the briefing materials provided. The committee is concerned that our work should not be limited to the work scope outlined by Berk and Associates but is interested in incorporating this outline into the committees overall work plan.

Task 4 A: The committee would welcome an initial, limited consultation between Berk and Associates, the Committee and the Public Works Department. This consultation should include: developing a system of effective communication outside of regularly scheduled meetings, developing a framework and format for conducting regularly scheduled meetings, agreeing on a time and location for these meetings and developing a method for summarizing and disseminating the work accomplished at these meetings.

The committee further welcomes and suggests that all materials and documents generated by Berk and Associates as outcomes to this Scope of Work be provided to the Committee and the Public Works Department to be used at these regularly schedule meetings. These documents may be provided in draft form and may contain recommended talking points and specific requests for feedback to Berk and Associates.

Task 4 B: Does the County have the internal capacity to accomplish this task?

Task 5: The committee welcomes this support and requests that the County Commissioners attend these meetings.

Task 6: Does the County have the internal capacity to successfully accomplish this task now? The committee suggests that any support the County needs to accomplish this task be geared to increasing the County capacity to do this internally rather than relying on an outside resource to do this work. The committee recommends that the ferry crew is best suited to develop the operations manual under the supervision of the county. The result will create ownership of the procedures."

Attachment K

January 30, 2003 Community Meeting Comment Form

RETURN TO: FEBRUARY 17, 2005

**SKAGIT COUNTY PUBLIC WORKS DEPARTMENT
GUEMES ISLAND FERRY MANAGEMENT ANALYSIS REPORT -- COMMENT FORM**

Skagit County's Public Works Department is completing a management analysis of the Guemes Island Ferry, and would like input on the Draft Ferry Operations Management Analysis Report. We would like to hear from as many Ferry customers as possible. Please take a few minutes to record your comments about the Draft Report and the Implementation Plan.

DRAFT MANAGEMENT ANALYSIS REPORT:

1. Are there any issues missing from the Report? If so, please describe.

2. Do you have specific comments about the Report's recommendations?

3. Other comments about the Report:

IMPLEMENTATION PLAN:

4. Are there any issues missing from the Plan? If so, please describe.

5. Do you have specific comments about the activities in the Plan?

Please turn the page for more questions.

Other comments about the Implementation Plan:

Other comments:

Please tell us about yourself:

Name: _____

Address: _____

Please send this comment form by U.S. Mail or Fax -- By February 14, 2003

Postal Mail: Guemes Island Ferry Management Analysis Report
Skagit County Public Works
1111 Cleveland Avenue
Mt. Vernon, WA 98273-4215

Fax: (360) 336-9369