

EXHIBIT “B”



**WHATCOM COUNTY
2023-2036 FOURTEEN-YEAR
FERRY CAPITAL PROGRAM**

Overview

This program provides a blueprint for the effective, efficient, and continuing operation of the Whatcom County Ferry System within existing financial constraints. Capital improvements are scheduled based on many years of experience operating and maintaining the system while complying with applicable regulations.

Inevitably, priorities and available funds for the ferry system will change over the fourteen years projected in this program. Therefore, the program intends to be a guide indicating long-range improvements and anticipated revenues and expenditures. Strict adherence is not required.

Enacted in 1975, Revised Code of Washington (**RCW 36.54.015**) states “The legislative authority of every county operating ferries shall prepare, with the advice and assistance of the county engineer, a fourteen-year long-range capital improvement plan embracing all major elements of the ferry system. Such plan shall include a listing of each major element of the system showing its estimated current value, its estimated replacement cost, and its amortization period.”

Table 1: Ferry System Current and Replacement Values – meets applicable requirements, showing the current value, replacement cost, and amortization periods for the vessels and facilities. The current value of the M/V Whatcom Chief is the insured value, the closest approximation of true worth. The facilities’ current value is book value; original cost less depreciation plus depreciated improvements.

RCW 36.81.121 (1) states “...the legislative authority of each county, after one or more public hearings thereon, shall prepare and adopt a comprehensive transportation program for the ensuing six calendar years...and for those counties operating ferries shall also include a separate section showing proposed capital expenditures for ferries, docks, and related facilities. Copies of the program shall be filed with the county road administration board and the secretary of transportation not more than thirty days after its adoption by the legislative authority...” Subsection (2) requires expanded information on how a county will spend all its money on the various facets of the transportation program. This RCW Section was enacted in 1961. The capital expenditure portion of Subsection (1) is satisfied by:

Table 2: Projected Revenues defines the known and/or anticipated sources of operating and capital project funding for the 14-Year Plan.

Table 3: Projected Expenditures include all other expenditures on the system that meet Subsection (2) requirements. Operational expenditures are delineated between the vessel and non-vessel costs. U.S. Coast Guard regulations currently require the ferries to be dry-docked every two years, however, to extend the life, improve reliability, and protect our capital investment Whatcom County schedules dry-docking or an a out-of-service maintenance every year for its vessel. The terminal structures are inspected regularly as required by the National Bridge Inspection Standards administered through the Washington State Department of Transportation. The inspection report helps identify and schedule major maintenance and replacement of these facilities.

This RCW section also provides the reporting requirement and timing of program submission, as well as establishing the annual update requirement.

Additionally, the Federal Highway Administration requires all agencies within a Metropolitan Planning Organization to develop and annually update the long-range Transportation Improvement Plans and their Biennial Element. Whatcom County updates this 14-Year plan each year and incorporates the results into the Six-Year Transportation Improvement Program.

Level-of-Service

On July 24, 2018, the Whatcom County Council passed resolution #2018-026. This resolution established a level of service for the Lummi Island Ferry System. Also, the resolution enacts an action plan to achieve the recommended improvements including:

1. Vessel

- A. Balancing capacity against operating costs (fuel, personnel, etc.) to ensure affordable fares over the long run, including needs-based fares, while optimizing vehicle demand, deck space, and trip frequency to minimize wait times, the design of a 34 car vessel is in the 2023-2028 Six-Year Transportation Improvement Program. The timing of the design and construction shall coincide with the next cycle of funding by the County Road Administration Board.
- B. The design of the vessel shall accommodate all walk-on passengers during typical peak times, accommodate legal loads of vehicles per Washington State Commercial Vehicle Guide and comply with U.S. Coast Guard safety standards and the Americans with Disabilities Act.
- C. To approach the goal of a carbon-neutral vessel and provide flexibility for future electric conversion and reliability, the design of the vessel shall be a hybrid diesel-electric.

2. Terminals

- A. The design of the marine structure modifications to the Gooseberry Point terminal and Lummi Island terminal to accommodate the new vessel are included in the 2023-2028 Six-Year Transportation Improvement Program and take into consideration the plan, listed 2E-2H below, to move the Gooseberry terminal at a future date. The timing of the design and construction shall coincide with the next cycle of funding by the County Road Administration Board and the construction of the new vessel.
- B. In addition to the modifications to accommodate a new vessel, improvements to the Lummi Island terminal shall include: reconfigure the queuing lanes, install ADA restrooms, and improve bicycle and pedestrian loading by locating the queuing area as close to the vessel as possible to reduce the time required to load onto the ferry.
- C. Implement remote ferry queue monitoring.
- D. Implement self-service ticketing.
- E. Whatcom County will initiate an intergovernmental agreement with the Lummi Nation to confirm the location of the Gooseberry Point Terminal as shown on the 2015 Lummi Nation TIGER grant application. Upon the finalization of the agreement, Whatcom County Public Works shall initiate the environmental review and permitting process for the Gooseberry Point terminal relocation.
- F. Construction of the new Gooseberry Point terminal relocation is to be accomplished before the end of the Uplands Lease Agreement with the Lummi Nation (October 2046). The design shall include dual lane loading and improve bicycle and pedestrian loading by locating the queuing area as close to the vessel as possible to reduce the time required to load onto the ferry.

- G. Whatcom County shall coordinate the Gooseberry Point terminal relocation with the Lummi Nation’s permitting, funding, and construction of the future Fisherman’s Cove Improvements.
- H. As property becomes available, Whatcom County shall purchase lands adjacent and near the new location of the Gooseberry Point terminal. The property will be utilized for off-street queuing, parking, and passenger amenities.
- I. All infrastructures shall be designed to accommodate the 100-year sea-level rise prediction by NOAA.

3. Operations

- A. A Whatcom County ferry district may be created to increase grant opportunities. This district shall be funded by a seasonal surcharge on single cash fares for the capitalization of future vessels.
- B. The long-term improvements shall be phased over time to allow for a complete funding portfolio to leverage a variety of funding sources and mechanisms.

4. New Vessel and Terminal Improvements Progress Updates

- A. Whatcom County Council passes resolution #2021-011 giving direction to Whatcom County Public Works to pursue funding through the BUILD (RAISE) grant program. The Council recognizes the formation of a ferry district is no longer the best option.
- B. Lummi Island Ferry Advisory Committee unanimously recommends to the Whatcom County Council a \$1.00 per trip surcharge to go towards the new vessel and terminal improvements cost. Council adopts the recommendation as ordinance #2021-012.
- C. 2022 Lummi Nation Planning Commission reviews previous study for relocation of Gooseberry Point terminal, begins internal discussion.
- D. Washington State passes the Capital Projects Budget Supplement “Move Ahead WA”; including \$5.3M in Transportation Appropriation for the new ferry and terminal improvements.
- E. County Road Administration Board unanimously recommends a \$10M grant program for the project (\$500k for 20 years); Recommendation goes to the WA State legislature for 2023 approval.
- F. August 2022 US DOT awards Whatcom County \$25M through the RAISE grant program for the new vessel and terminal improvements.
- G. Whatcom County Public Works negotiates a scope of work with PSE for an infrastructure study to determine alternatives to provide power for new vessel.

Minor Maintenance

General minor maintenance is continual on the ferry, terminals, aprons, approaches, and waiting facilities. The costs and extent of the work is unpredictable, and frequently problems must be repaired immediately upon detection. Routine maintenance such as building painting and roof cleaning is more predictable and scheduled in advance.

History of the Ferry System

The ferry system is the only public transportation link for the majority of Lummi Island residents and vehicles to the mainland at Gooseberry Point. In the event of an emergency ferry outage or mechanical failure, the County has contracted pedestrian-only ferry services while the vessel is being repaired.

Following is a brief chronology outlining the history of the Whatcom County Ferry System.

GP denotes work occurred at the Gooseberry Point Terminal

LI denotes work occurred at the Lummi Island Terminal

- 1926 Lummi Shore Road from Bellingham was completed and a ferry, the Central, owned by Whatcom County and large enough to hold six small Model-T Fords started making scheduled runs between Lummi Island and Gooseberry Point.
- 1929 The slightly larger Chief Kwina replaces the Central.
- 1950 Gooseberry Point terminal built (**GP**)
- 1962 The M/V Whatcom Chief begins service
- 1977 Lummi Island terminal is relocated (**LI**)
- 1981 New transfer span and tower superstructure installed (**LI**)
- 1982 Approach span trestle refurbished (**GP**)
- 1986 Transfer span, tower structures, and marine structures replaced (**GP**)
- 1993 South inner and mid-ship timber dolphins replaced/installed (**LI**)
- 1999 Emergency South outer dolphin and breakwater repair (**LI**)
- 1999 Electrical feeder replacement (**GP**)
- 2001 Major maintenance on both terminals including painting, new aprons, electrical work, new hydraulics, tower bolt replacement (**LI** and **GP**)
- 2002 20-Year Plan Phase 1 Process and report completed
- 2005 South outer timber dolphin replaced with steel structure (**LI**)
Major Status Report on the Ferry System
- 2006 Emergency bearing seat pedestal replacement (**LI**)
Parking lot improvements (**LI**)
Major corrosion repair to vessel hull
Completed design package for a 35-car replacement vessel
Completed design package for urgent electrical/structural terminal repairs
First Rate Increase in 5 years
- 2007 Bridge bearings replaced (**LI**)
Electrical repairs (**LI** and **GP**)
- 2008 Two North timber dolphins replaced with steel doughnut dolphins designed for larger 35-car ferry boat design (**LI**)
Counterweight sheaves replaced (**GP** and **LI**)
Rate increase
- 2009 Emergency North wingwall replacement (**LI**)
Traffic Gates Installed (**LI** and **GP**)
Rate adjustment
- 2010 Emergency South wingwall replacement (**LI**)
- 2011 New live load hangers and pins installed (**GP**)
- 2013 Steel apron flaps replaced with rubber-coated flaps (**LI**)
Timber wingwalls replaced with steel structures (**GP**)
Terminal remote control system installed, electrical and hydraulic equipment updates (**LI**)

- 2014 Terminal remote control system installed **(GP)**
All four timber dolphins replaced with steel structures **(GP)**
- 2015 Steel apron flaps replaced with rubber-coated flaps **(GP)**
Emergency temporary repair to outer timber dolphin **(LI)**
Rate adjustment
- 2017 Electrical system overhaul **(GP)**
- 2018 Structural steel repair work including new lifting beam, new live load hangars, and replacement of corroded high-strength bolts and diagonal bracing **(GP)**
Structural steel repair work including replacement of corroded high-strength bolts and diagonal bracing **(LI)**
- 2019 Commenced public outreach and preliminary vessel and terminal designs
Completed Lummi Island Preservation Project which included application of new paint system on transfer span, tower assemblies and apron **(LI)**
- 2020 COVID 19 significantly impacted operations resulting in lost revenue, reduced ridership, and conversion to cashless fares to mitigate risk
Completed propulsion study for new vessel
Applied for federal Build Grant and state Consolidated Grant Program
Whatcom County obtained approval from USCG to modify the annual dry-docking schedule with a dockside maintenance substitution. This will be continued for future dry dockings when eligible.
Terminal structural improvements and full paint job **(LI)**
- 2021 Completed the Gooseberry Point Terminal Preservation Project which included application of new paint system on transfer span, tower assemblies and apron **(GP)**
- 2022 Replaced existing southerly timber breakwater with new steel breakwater at the Lummi Island Terminal **(LI)**

Table 1

FERRY SYSTEM CURRENT AND REPLACEMENT VALUES - 2022							
VESSELS							
Current Statistics		<i>M/V Whatcom Chief</i>					
LENGTH (ft)		94					
BEAM (ft)		44					
DISPLACEMENT (tons)		78					
YEAR BUILT		1962					
CAPACITY -- Passengers		100					
CAPACITY -- Cars		20					
CURRENT INSURED VALUE - 2022		\$890,000					
TOTAL CURRENT VALUE - 2022							\$890,000
Replacement Statistics							
YEAR		2024					
LENGTH (ft)		184					
BEAM (ft)		54					
DISPLACEMENT (tons)		100					
CAPACITY -- Passengers		150					
CAPACITY -- Cars		34					
REPLACEMENT VALUE ⁽¹⁾		\$25,653,000					
TOTAL - REPLACEMENT VALUE							\$25,653,000
FACILITIES							
LOCATION	YEAR BUILT OR REBUILT	AMORTIZATION PERIOD END	SCHEDULED REPLACEMENT /MODIFICATION YEAR	CURRENT BOOK VALUE ⁽⁴⁾	ESTIMATED REPLACEMENT COST 2022 \$'s ⁽²⁾		
Lummi Island Terminal							
Transfer Span and Dock	1982	2022	2040	\$421,345	\$11,593,000		
Dolphins/Wingwall/Breakwater	1978	2018	2024	\$1,648,917	\$8,114,000		
Upland Facilities	1978	2018	2024	\$60,000	\$4,637,000		
Subtotal - Lummi Island Terminal				\$2,130,262	\$24,344,000		
Gooseberry Point Terminal							
Transfer Span and Dock	1987	2027	2024-2046	\$950,504	\$27,242,000		
Dolphins/Wingwall ⁽³⁾	2013, 2014	2053, 2054	2024-2046	\$2,945,405	\$3,477,000		
Upland Facilities				\$0	\$11,013,000		
Retrofit & Electrification ⁽⁵⁾					\$24,638,000		
Subtotal - Gooseberry Point Terminal				\$3,895,909	\$66,370,000		
TOTAL FACILITIES VALUE				\$6,026,171	\$90,714,000		
TOTAL VESSEL & FACILITIES VALUE				\$6,916,171	\$116,367,000		
NOTES:							
⁽¹⁾ Cost based on figures from the RAISE Grant Submission							
⁽²⁾ Per 2018 LOS Alternatives Analysis by KPFF Consulting (Costs have been escalated 3% per year and represent a 2022 replacement cost of the full structure, not the retrofit for a new boat.)							
⁽³⁾ Replacement requires relocation. A phased approach to relocation will include modifications to existing facilities prior to completion of the new facility.							
⁽⁴⁾ Estimated using a 40-year life and straight-line depreciation (including depreciated improvements)							
⁽⁵⁾ Retrofit & Electrification costs represent the required modification to the facilities to accept a replacement boat, not a full rebuild.							

Table 2

Lummi Island Ferry 14-Year Capital Program							
All \$ in 000's Revenues 2023-2029							
Category	2023	2024	2025	2026	2027	2028	2029
Multi-Ride Fares (3)	\$1,506	\$1,539	\$1,573	\$1,608	\$ 1,644	\$1,680	\$1,717
Single-Ride Fares (4)	377	385	393	402	411	420	429
(Memo 55% of Operating Cost) (1)	1,883	1,924	1,967	2,010	2,055	2,100	2,147
MVFT Deficit Subsidy	320	326	333	340	346	353	360
County Road Fund Operating Subsidy	1,684	1,721	1,759	1,797	1,837	1,877	1,919
County Road Fund Capital Subsidy	436	108	50	-	-	-	-
County Road Fund or Potential Outside Funding		1,342	9,428	1,030	3,363		
Ferry Replacement Fund	200	202	204	206	209	212	215
CRAB Capital Ferry Funding	276	5,025	1,000	1,000	500	500	500
Federal Raise Grant	574	6,153	8,673	8,940	660		
Total Revenues	5,373	16,802	23,413	15,323	8,970	5,043	5,141
Total Expenditures (2)	5,229	16,655	23,263	15,170	8,814	4,884	4,979
Net Unfunded (Funded) (5)	(144)	(147)	(150)	(153)	(156)	(159)	(162)

Lummi Island Ferry 14-Year Capital Program							
All \$ in 000's Revenues 2030-2036							
Category	2030	2031	2032	2033	2034	2035	2036
Multi-Ride Fares (3)	\$1,756	\$1,795	\$1,835	\$1,876	\$ 1,919	\$1,965	\$2,009
Single-Ride Fares (4)	439	449	459	469	480	491	502
(Memo 55% of Operating Cost) (1)	2,195	2,244	2,294	2,346	2,398	2,456	2,512
MVFT Deficit Subsidy	368	375	382	390	398	406	414
County Road Fund Operating Subsidy	1,961	2,005	2,049	2,095	2,141	2,192	2,241
County Road Fund Capital Subsidy	-	-	-	-	-	-	-
Outside Funding	-	-	-	-	-	-	-
Ferry Replacement Fund	217	220	222	224	226	228	230
CRAB Capital Ferry Funding	500	500	500	500	500	500	500
Federal RAISE Grant	-	-	-	-	-	-	-
Total Revenues	5,240	5,343	5,447	5,554	5,663	5,782	5,897
Total Expenditures (2)	5,075	5,175	5,275	5,379	5,484	5,599	5,710
Net Unfunded (Funded) (5)	(165)	(169)	(172)	(176)	(179)	(183)	(186)

Note 1: Fare revenue is not calculated on ridership and is instead calculated based on a 55% recovery of expenditures as outlined in farebox recovery legislation. With this collection goal, actual ridership numbers will help determine fare prices.

Note 2: As Shown On Table 2, including capital expenditures.

Note 3: Equal to 80% of Fares

Note 4: Equal to 20% of Fares

Note 5: Unfunded ferry capital is generally covered using road fund revenue. In the case of years 2024 to 2027 various funding mechanisms are being looked at supplement the road fund. A partial debt service that may or may not be needed has been added for years 2028 and beyond.

Table 3

Lummi Island Ferry 14-Year Capital Program All in 000's Table 2 Expenditures 2023-2029 Page 1							
Category	2023	2024	2025	2026	2027	2028	2029
Operating Expenses							
Vessel Operations							
Personnel	1,381	1,409	1,437	1,466	1,495	1,525	1,555
Fuel & Operating Supplies	1,182	1,216	1,252	1,288	1,325	1,364	1,403
Insurance	78	80	83	85	88	90	93
Other Operating Expenses	111	115	120	125	130	135	140
Total Vessel Operations	2,752	2,821	2,891	2,964	3,038	3,114	3,191
Other Operations							
Administration	476	478	481	483	486	488	490
Parking Lots							
Lummi Island	9	9	9	10	10	10	10
Gooseberry Pt.	10	10	10	11	11	11	11
Staging Areas							
Lummi Island	18	19	19	20	20	21	21
Gooseberry Pt.	8	8	8	9	9	9	10
Docks							
Lummi Island	69	70	72	73	75	76	78
Gooseberry Pt.	401	409	417	426	434	443	452
Total Operating Expenses	3,743	3,825	3,908	3,994	4,082	4,172	4,264
Capital Expenditures							
Replacement of Whatcom Chief	415	10,096	13,812	1,331	-	-	-
Terminal Modifications	1,021	2,684	5,493	9,845	4,732		
Relocation of Gooseberry Terminal	50	50	50				
Potential Debt Service to Outside Funding ⁽¹⁾						712	715
Total Capital Program Costs	1,486	12,830	19,355	11,176	4,732	712	715
Total Costs	5,229	16,655	23,263	15,170	8,814	4,884	4,979

Note 1: Debt Service was added for 2028 and beyond though it has not yet been determined what funding mechanism will be used.

Table 3 (continued)

Lummi Island Ferry 14-Year Capital Program							
All in 000's Table 2 Expenditures 2030-2036 Page 2							
Category	2030	2031	2032	2033	2034	2035	2036
Operating Expenses							
Vessel Operations							
Personnel	1,586	1,618	1,650	1,683	1,717	1,751	1,786
Fuel & Operating Supplies	1,443	1,485	1,527	1,571	1,615	1,663	1,712
Insurance	95	98	101	104	107	111	114
Other Operating Expenses	146	152	158	164	171	176	181
Total Vessel Operations	3,271	3,353	3,437	3,523	3,611	3,701	3,794
Other Operations							
Administration	493	495	498	500	503	505	508
Parking Lots							
Lummi Island	10	11	11	11	11	12	12
Gooseberry Pt.	12	12	12	13	13	13	14
Staging Areas							
Lummi Island	22	23	23	24	25	26	26
Gooseberry Pt.	10	10	10	11	11	18	19
Docks							
Lummi Island	79	81	82	84	86	88	89
Gooseberry Pt.	461	470	479	489	499	509	519
Total Operating Expenses	4,358	4,455	4,553	4,655	4,758	4,871	4,980
Capital Expenditures							
Replacement of Whatcom Chief	-	-	-	-	-	-	-
Terminal Modifications							
Relocation of Gooseberry Terminal	-	-	-	-	-	-	-
Debt Service to Outside Funding	717	720	722	724	726	728	730
Total Capital Program Costs	717	720	722	724	726	728	730
Total Costs	5,075	5,175	5,275	5,379	5,484	5,599	5,710
Note 1: Debt Service was added for 2028 and beyond though it has not yet been determined what funding mechanism will be used.							