

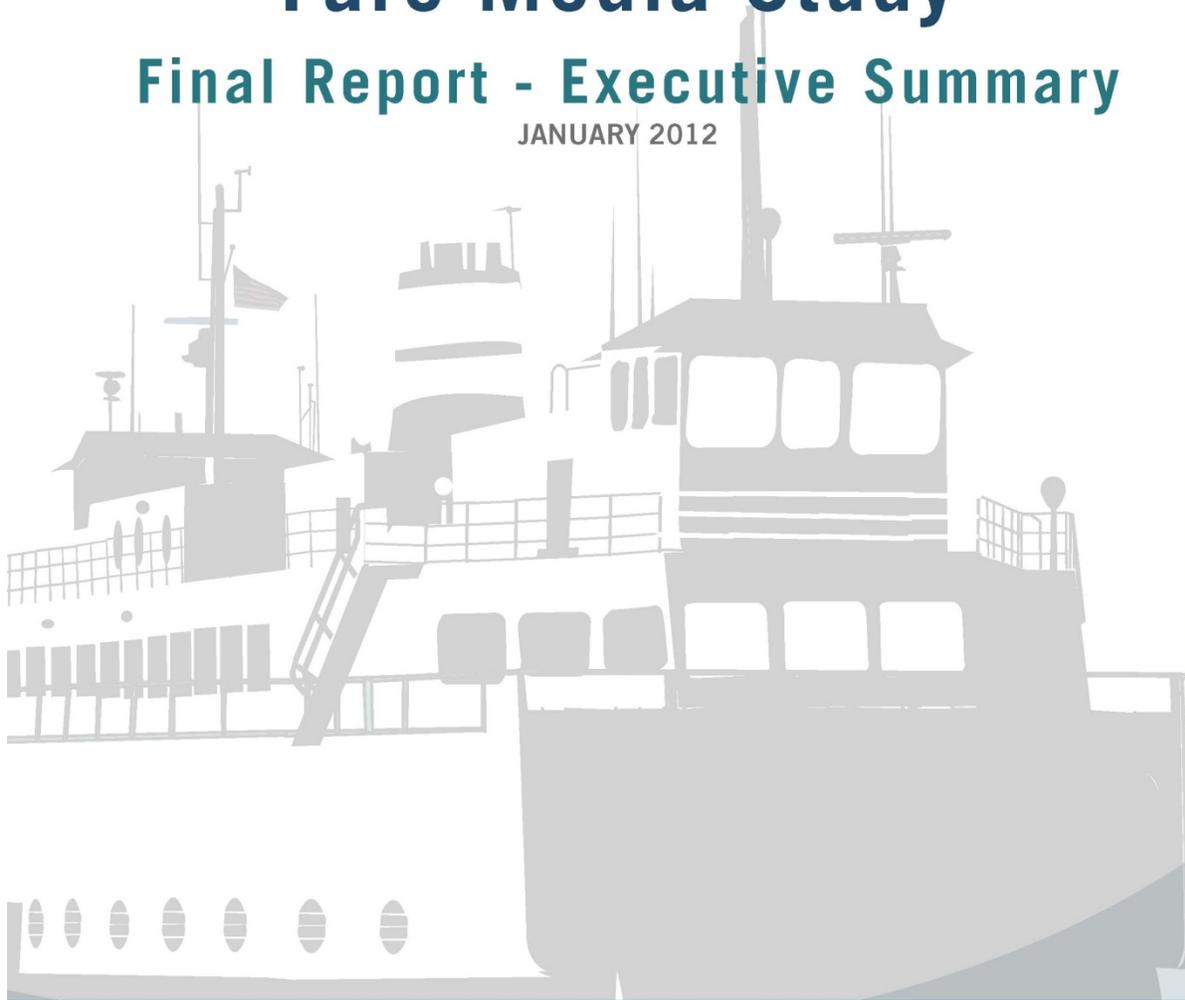
WASHINGTON STATE LEGISLATURE
JOINT TRANSPORTATION COMMITTEE

WASHINGTON STATE FERRIES

Fare Media Study

Final Report - Executive Summary

JANUARY 2012



Fare Media ■ Fare Structure ■ Interoperability


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EXECUTIVE SUMMARY

The 2011 legislature directed the Joint Transportation Committee (JTC) to conduct a study of the Washington State Ferry (WSF) fares that recommends the most appropriate fare media for use with the reservation system and the implementation of demand management pricing and interoperability with other payment methods.

Washington State Ferries is unique – serving as both a tolled marine highway and as one of the state’s largest transit providers – and its’ fare system is complex.

WSF provides service on 10 routes in four distinct travel sheds. These travel sheds are unique in the customers they serve, meaning that in general travelers are not likely to choose a route outside their travel shed as an alternative to their normal travel.

A central focus of this study is WSF’s approximately 300,000 customers. Fare media, interoperability, fare structure, and the introduction of new programs such as reservations and demand management pricing are intertwined and affect the customer experience, customer satisfaction, and ultimately, WSF’s ridership. The Washington State Transportation Commission (WSTC) conducted a customer survey to inform this study. The study was overseen by a Policy Work Group which included legislators, Washington State Transportation Commissioners, representatives from the Governor’s Office and WSF, and a public representative.

CUSTOMERS AND RIDERSHIP

The distinction between customers and ridership is critical when analyzing the fare system.

Customers are the individuals who take at least one trip on WSF, while *ridership* measures the total number of trips taken by those customers. Customers make buying decisions for themselves and their households that may result in a single ride and/or in 500+ rides a year.

Like most transit agencies, WSF tracks ridership - i.e. the total number of trips taken on the system, not the number of customers who take them. The consultants’ analysis indicates that the number of WSF *customers* increased by 10 to 22 percent from 2000 to 2008 while ridership declined 13 percent*.

An expanding pool of customers ride the system less frequently, which is reflected in a reduced percentage of riders using frequent rider discounted fare products (i.e. multi-ride cards and monthly passes). Routes with heavy frequent use and commuter traffic have experienced the greatest drop in ridership.

Customer households generally have more than one person riding the ferry system. The WSTC survey found that 86 percent of all households have two or more people riding the ferries. The survey also found those households have members who ride frequently and some who ride infrequently.

WSF customers are highly segmented by the travel shed/route they use, the purpose of their trip, how they access the ferry, and whether they ride frequently or infrequently.

*Corrected March 30, 2012.

FARE MEDIA AND INTEROPERABILITY

WSF uses three forms of fare media: *Wave2Go*, ORCA, and WSF commercial accounts. Commercial accounts are for freight and other commercial customers and are separate from *Wave2Go*.

The Washington State Department of Transportation (WSDOT) has a tolling system, *Good To Go!*, which is not deployed at WSF terminals.

Wave2Go

Wave2Go includes point of sale devices at each seller booth, kiosks and internet services for direct purchase of WSF fares, and links to the ferry system's accounting systems. The system provides single ride, multi-ride cards, monthly passes, and revalue cards for full fare passengers. System limitations and issues include the complex fare determination process, and software and supplier support complications.

The WSTC survey found that WSF customer households use multiple WSF fare products, with 87 percent using between two and five fare products annually.

One Regional Card for All (ORCA)

ORCA is the regional smart-card product used by seven Puget Sound region transit agencies including WSF. WSF accepts ORCA for full fares, monthly passes, and for employer purchases of monthly passes. ORCA is not accepted for multi-ride cards, although the ORCA system has the ability to store multi-ride products on regional smart cards.

The WSTC survey found that a significant percentage of WSF customers who most frequently travel on routes that are served by ORCA transit partners have an ORCA card and that for these customers having the ability to add a WSF multi-ride card to their ORCA regional smart card is important.

Good To Go!

Good To Go!, WSDOT's electronic toll program, enables tolls to be collected as vehicles pass through a facility at freeway speeds through the use of a transponder or license plate photo.

There are two options to implement *Good To Go!* at WSF vehicle tollbooths:

- **Accept *Good To Go!* as a form of payment.** *Good To Go!* transponders would be used to pay tolls calculated at the toll booth. No fare structure changes would be required.
- ***Good To Go!* as the only means of payment at vehicle tollbooths.** Under this arrangement, *Good To Go!* transponders and license plate photo equipment would be used exclusively to pay fares. This would require significant changes to the fare structure to mirror highway tolls with only vehicles and not passengers charged.

Initial estimates from *Good To Go!* staff are that given highway system tolling commitments, a peripheral system could not be implemented until the 2013-14 time period. The more complicated application where *Good To Go!* is the only means of payment at vehicle tollbooths cannot be implemented until the 2017-18 time period.

The WSTC survey found that approximately one-third of customers that most frequently travel in travel sheds that are near a *Good To Go!* tolled facility have a *Good To Go!* transponder and the majority of

those rate it as somewhat or very important to be able to use it on WSF. An additional one-third of customers are planning to get a *Good To Go!* transponder in the future.

FARE STRUCTURE

Legislative Policy Direction

In 2007 the Legislature enacted significant changes to fare policies by providing very specific direction on what WSF must consider in developing fare proposals. WSF must:

- Recognize that each travel shed is unique
- Use WSTC market survey information, public hearings and reviews with Ferry Advisory Committees
- Consider the impact on users and ferry communities
- Keep fare schedules simple
- Consider demand management
- Meet the requirements of the biennial budget.

WSF and WSTC Fare Policies

Fare policies and pricing proposals are proposed by WSF and adopted, as they may be amended, by the WSTC.

The current fare structure is based on policies that were developed before 2007. Three guiding principles – CUBE (charging all three variables of vehicle size - length, height and width equally), Tariff Route Equity, and Passenger/Vehicle Fare Relationship - are used to establish a base fare structure, to which additional discounts and surcharges are added and which are further modified by one-point or two-point fare collection.

The discounts and surcharges have been substantially modified over time, with most of the changes affecting customers who are frequent passengers. Frequent passenger discounts have been reduced and the ability of customers to receive a refund on their unused rides has been discontinued. WSF also no longer provides an additional discount for a joint ferry/transit pass.

Current Fares

Fares for WSF’s 10 routes are divided into 12 fare groups.

Route or Travel Shed	# of Fare Groups	Route or Travel Shed	# of Fare Groups
Central Sound	1	Mukilteo-Clinton	1
Vashon Island	1	San Juans & Sidney	8
Triangle Route and Port Townsend	1		

The WSF ticketing system has 643 fares in its fare system. Of these fares, 63 percent are in the San Juan Islands travel shed, nearly half of which are for Sidney which has the most complex fare structure.

RESERVATIONS AND DEMAND MANAGEMENT

The need for demand management is for vehicles, not for passengers.

WSF currently has two planned approaches to demand management: managing the flow of vehicles through reservations and increasing the number of riders who walk-on the ferry. Demand management pricing, while an option, may not be necessary in those terminals with vehicle reservations.

WSF is currently designing a new reservation system which will be available at routes that have reservations (Sidney and Port Townsend-Coupeville) in the summer of 2012; at Anacortes and the San Juans in 2014; and in the Central Sound (Bainbridge-Seattle, Bremerton-Seattle, and Edmonds-Kingston) in 2016.

The WSTC survey found that customers who most frequently travel on routes in the San Juan Islands and Central Sound travel sheds are very likely to make a reservation, ranging from 76 percent of customers in the San Juans to 33 percent for the Bremerton route.

FARE REVENUE

Fare revenue provided 70 percent of the operation funds for WSF in FY 2010.

Vehicle and driver fares provide the largest source of fare revenue, accounting for 75 percent of all fare revenue. The largest share of this revenue is from standard vehicles and motorcycles (67 percent) with commercial and oversize vehicles accounting for 8 percent of all fare revenue.

Passenger revenue is 25 percent of WSF's fare revenue, which includes passengers who walk-on or are passengers in vehicles (excluding the driver).

Single-trip full fare revenue is larger than revenue from multi-ride products, accounting for 68 percent of vehicle fares and 69 percent of passenger fares.

As is consistent with the reduction in the frequency of ridership, income from multi-ride products, despite fare increases and reductions in the discount rate, has dropped from \$12.9 million in FY 2006 to \$10.9 million in FY 2010.

FARE POLICY RECOMMENDATIONS

Recommendation 1. WSF and WSTC should continue to modify their fare policies to bring the fare structure in alignment with legislative fare policies and with legislative direction to use adaptive management practices.

WSF and WSTC have taken modest steps towards updating their fare policies to match the 2007 legislative direction. The legislative fare policies are part of a broader directive to WSF to use adaptive management practices, which is a process for continually improving management policies and practices, by learning from the outcomes of decisions and adapting them to improve customer service. "The significant change (from the 2007 legislative session adoption of ESHB 2358 "The Ferry Bill") in pricing policy direction is that the language in the new legislation places a greater emphasis **on the desirable outcomes of changes in fare rules.**" (WSF Long-Range Plan pgs. 7-8)

Although some adjustments have been made to account for characteristics of travel sheds, the current CUBE, tariff route equity, and passenger/vehicle ratio basis for setting base fares is largely a systemwide

approach that uses system characteristics to determine fares. With a few exceptions, it does not create incentives for customer responses consistent with the adaptive management approach now being implemented at the legislature's direction by WSF.

In some cases, the combined effect of fare policies is actually counterproductive to achieving WSF's goals. Over the last 20 years, fare policies have been adopted that eliminate transit/WSF discounted joint passes, reduce discounts on passenger monthly passes and passenger multi-ride cards and eliminate refunds on unused multi-ride cards; all of which make it less rather than more likely that customers will walk-on a vessel instead of drive-on.

Implementing this recommendation will require a comprehensive review of the fare structure by WSF and WSDOT, including tariff route equity, the CUBE policy, the ratio of vehicle and driver fares, and the availability and extent of discounts.

Recommendation 2. WSTC annual market surveys should include questions on customer households and the household's likely response to fare changes.

WSTC's on-going market surveys have been used to inform WSF fare policies and WSTC fare decisions. The surveys have to date been focused on rider responses. The consultants recommend that the WSTC add questions to the surveys that would help gather more information on customer households and their buying decisions that underpin ridership.

The core question for WSF to understand is the correlation between an increasing base of customers and declining ridership, i.e. why are people riding so much less frequently that despite customer gains ridership is declining.

FARE INTEROPERABILITY, FARE STRUCTURE AND FARE MEDIA RECOMMENDATIONS

In developing recommendations on the most appropriate fare media for use with the planned reservation system and the future implementation of demand management pricing and interoperability with other payment methods, the consultants have been guided by:

- **Customers.** The fare system has to adapt to the many different needs of WSF's highly segmented customer base.
- **Marine highway and transit service.** The fare system, including fare media, fare structure, and interoperability, has to be compatible with WSF provision of tolled marine highway and transit services.
- **Legislative direction.** These directions include the fare policies in RCW 47.60.290 and the legislature's directive to engage in adaptive management practices.
- **Phasing.** The introduction of fare system changes are proposed to be phased to synchronize with the introduction of the new vehicle reservation system on some routes and with the availability of *Good To Go!* system support.

Long-Term Fare System Direction

Recommendation 3. In the long-term, WSF's fare collection system should be adapted to the needs of its travel sheds/routes and its customers with consideration of two fare collection systems:

1. **Account-based system.** *Wave2Go* should be replaced with an account-based fare system that offers customers a variety of fare media products and interoperable payment options through *Good To Go!*, ORCA, and emerging payment technologies.
2. ***Good To Go!* as the Only Payment Method.** Some routes, particularly those without vehicle reservations, may best serve their customers by using the *Good To Go!* tolling system exclusively.

In the long-term, a single one-size fits all fare system may not be the best option for WSF. The fare collection system that is most compatible with the planned reservation system and the implementation of interoperability with other payment systems may not be the best system for the implementation of demand management pricing at terminals that are so constrained that a reservation system is not feasible.

- **Account-based system.** An account-based system is the most compatible system with the planned reservation system and the implementation of interoperability with other payment systems and it can support demand management pricing. It would allow customers to designate their preferred payment method. WSF could integrate its reservation and commercial accounts systems into this fare collection system and it would allow WSF to offer its customers a new variety of fare media products.
- ***Good To Go!* as the only payment method.** On routes which will not have reservations, and in particular on the triangle route (Southworth-Vashon-Fauntleroy), full reliance on *Good To Go!* – which will require changes to fare media and fare structures to implement - may be the best way to satisfy the routes' customers and improve operation.

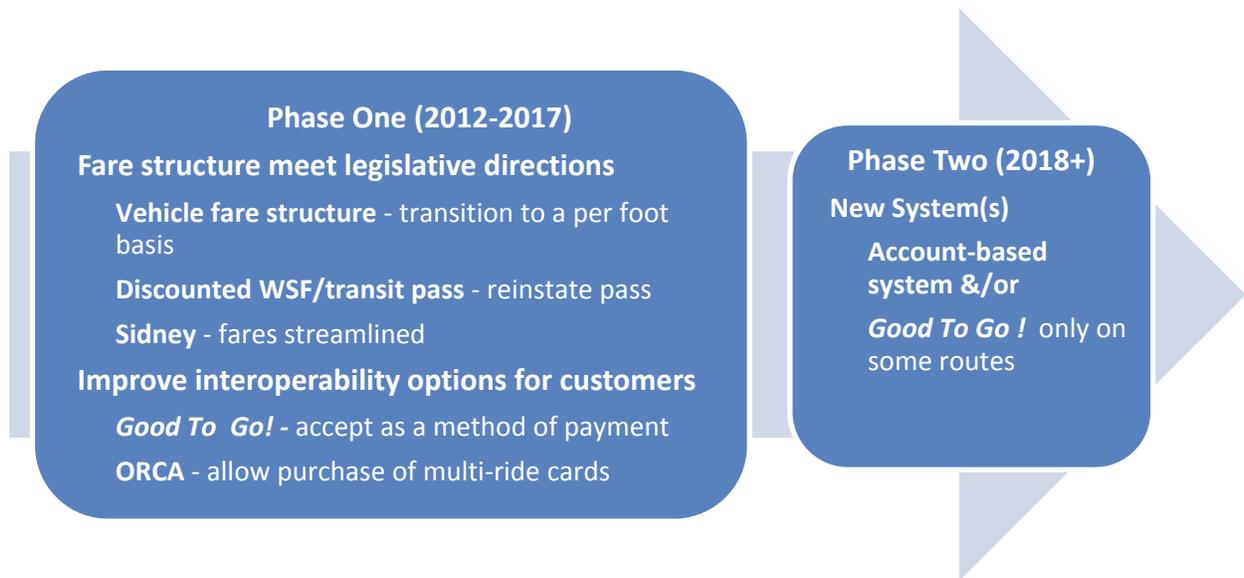
Implementation Phases

Implementation of the fare collection system modifications identified by this study is proposed to occur in two phases.

In the 2012-2017 time period, WSF would lay the foundations for a new fare collection system(s) by implementing modifications to the fare structure and providing customers with greater interoperability with ORCA and *Good To Go!*.

From 2018 onward, WSF would build on the modifications implemented in the first phase to replace *Wave2Go* with an account-based fare system and potentially implement *Good To Go!* as the only payment method on some routes.

Phase one fare structure and interoperability recommendations are summarized below. ***The phase one recommendations are independent of one another.***



An alternative would be to proceed more rapidly to an account-based system, which would mean that the account-based system would come on line concurrently with the new reservation system. While there are potential advantages to this alternative, the consultants' recommendation is that the reservation system and *Good To Go!* as a payment method be in place and stable before moving to a new account-based system. If the reservation system implementation and *Good To Go!* as a payment method are implemented and are stable before 2018, then the account-based system could be implemented sooner.

Phase One (2012-2017) Fare Structure and Interoperability Recommendations

Benefits	Elements	Implementation	Cost Estimate	
<p>Fare Structure Recommendations: <i>Make fare structure more consistent with legislative direction by streamlining it and facilitating demand management by encouraging the use of smaller vehicles and encouraging more walk-on customers.</i></p>				
<p>Recommendation 4. WSF's vehicle fare structure should be based on a per foot charge, which will require the installation of automatic vehicle length measuring devices at an estimated FY 2012 cost of \$0.9 million. The legislature should consider providing an appropriation for this amount in the 2011-13 biennium.</p>				
<p>Maximizes use of car deck space</p> <ul style="list-style-type: none"> Length more important than height for efficient car deck utilization <p>Resolves operational problems</p> <ul style="list-style-type: none"> Inconsistent application of height fees Delay in processing while measuring <p>Understandable</p> <ul style="list-style-type: none"> Small car fare caused customer dissatisfaction for owners of small, but not small enough, cars <p>Reduces number of fares</p> <ul style="list-style-type: none"> From 643 to 245 – more than 60% 	<p>Fare</p> <ul style="list-style-type: none"> Base fare + per foot charge rounded to the nearest dollar <p>Automatic length measuring devices</p> <ul style="list-style-type: none"> Installed at tollbooths 	<p>All terminals except:</p> <ul style="list-style-type: none"> San Juan Island terminals where few vehicle fares collected Pt. Defiance – where no vehicle fares are currently collected (all fares are collected at Tahlequah) <p>Vashon</p> <ul style="list-style-type: none"> Includes equipment at Vashon terminal, even though fares are not currently collected at Vashon (all fares are collected at Southworth or Fauntleroy) Allow for future move to <i>Good To Go!</i> 	<p>\$0.9 million</p> <p>Appropriate: 2011-13 biennium</p>	
<p>Recommendation 5. WSF should reinstate discounted joint passes with transit agencies on routes with significant numbers of commuter customers. No legislative action is required to implement this recommendation.</p>				
<p>Customers</p> <ul style="list-style-type: none"> WSTC March 2011 survey found that customers, including those who drove-on, would be more likely to walk-on and use transit if there were a discounted joint pass <p>Demand management</p> <ul style="list-style-type: none"> Encourage more walk-on rather than drive-on passengers 	<p>Joint Pass</p> <ul style="list-style-type: none"> Implement through ORCA 	<p>Central Sound</p> <ul style="list-style-type: none"> Bainbridge Bremerton Seattle 	<p>South Sound</p> <ul style="list-style-type: none"> Fauntleroy Southworth Vashon Pt. Defiance Tahlequah 	<p>Potential revenue loss –not possible to estimate pending transit agency discussions</p>

Benefits	Elements	Implementation	Cost Estimate
Recommendation 6. WSF should streamline Sidney fares by establishing a single Sidney-Anacortes fare with the ability to stop in the San Juan Islands and by eliminating the separate commercial and RV fares. No legislative action is required to implement this recommendation.			
<p>San Juan Island Communities</p> <ul style="list-style-type: none"> Meets desire for tourists stop in the Islands <p>Clarifies fares for Tourists</p> <ul style="list-style-type: none"> Fares overly complex & hard to follow <p>Simplifies Fares</p> <ul style="list-style-type: none"> Eliminates 73 fares 	<p>Fare Change</p> <ul style="list-style-type: none"> WSF/WSTC process 		<p>\$0</p>
Interoperability Recommendations: Provide customers with access to more interoperable payment systems.			
Recommendation 7. WSF should allow its passenger multi-ride cards, and if operationally feasible its vehicle multi-ride cards, to be purchased and loaded on ORCA cards. Implementation of this recommendation is anticipated to cost \$0.3 million in FY 2012 dollars for ORCA/Wave2Go integration, which the legislature should consider appropriating in the 2011-13 biennium.			
<p>Customers</p> <ul style="list-style-type: none"> Many customers in areas served by ORCA transit agencies use ORCA Many of these customers want to use their cards for WSF multi-ride products 	<p>ORCA stored ride capability</p> <ul style="list-style-type: none"> Activate to allow multi-ride cards at least for passengers Vehicle multi-ride cards may not be feasible (operation & cost issues) 	<p>All terminals</p> <ul style="list-style-type: none"> Except Sidney, which does not accept ORCA 	<p>\$0.3 million</p> <p>Appropriate 2011-13 biennium for systems support</p>
Recommendation 8. WSF should implement <i>Good To Go!</i> as a form of payment at vehicle tollbooths. Implementation is anticipated to cost \$2.2 million in FY 2012 dollars, which the legislature should consider appropriating in the 2013-15 biennium.			
<p>Customers</p> <ul style="list-style-type: none"> One-third of customers have <i>Good To Go!</i> transponders and another one-third plan to get them Customers with transponders think important to be able to use on WSF 	<p>Peripheral to <i>Wave2Go</i></p> <ul style="list-style-type: none"> <i>Good to Go!</i> – customer can elect to use to pay fares Other options – ORCA, <i>Wave2Go</i> \multi-ride cards and monthly passes, cash, credit card - remain 	<p>All terminals except:</p> <ul style="list-style-type: none"> San Juan Island terminals where few vehicle fares collected Pt. Defiance – no vehicle fares collected 	<p>\$2.1 million</p> <p>Appropriate 2013-15 biennium.</p>

Phase One (2012-2017)

The cost of adopting all of the phase one recommendations is estimated at \$3.4 million in FY 2012 dollars. For that:

- **WSF customers would benefit.** If all of the phase one recommendations were implemented, WSF customers would have an expanded range of payment options that would allow them to consolidate more of their transportation media products including highways, transit, and ferries. Tourists traveling the Sidney route will find it easier to understand the fares and from a marketing perspective will have the advantage of free stopovers in the San Juans. A potential disadvantage is that Island residents would have to pay the Anacortes-Sidney fare. It is unknown how many, if any, Island residents go to Sidney from the Islands on a regular basis, which could be determined by a future survey.
- **The fare structure will be vastly simplified.** If fully implemented, the number of fares in the system would be reduced from 643 to 175. This would reduce the complicated fare transaction system within *Wave2Go* and could potentially facilitate demand management pricing or other new programs WSF would like to use *Wave2Go* for prior to its replacement by an account-based system.
- **The outcome of the fare structure would be improved demand management. Customers would have an incentive to bring** smaller cars onto the vessel and maximize the number of vehicles that can be served by a single sailing. The proposed discounted WSF/transit pass would encourage additional walk-on passengers.
- **Changes would synchronize with the introduction of the new reservation system.** The proposed modifications are consistent with the vehicle reservation system.

Whenever fares and fare structures are changed there are potential issues.

- **Setting the per foot vehicle fares may be contentious for some.** Vehicle per foot fares would be set to be revenue neutral, but the resulting re-distribution is likely to make people who have long vehicles unhappy and people with small cars happy. Under the proposed implementation schedule we have included having the measuring equipment functional for approximately one year prior to changing the fares. This will provide data to inform fare setting that is not currently available in the system.

Phase Two (2018 and beyond)

The 2012-2017 phase one recommendations support the implementation of these longer-term recommendations.

Recommendation 9. WSF should replace *Wave2Go* with an account-based fare system in the 2018 and beyond time period.

By 2018, it will likely be time to replace *Wave2Go*. At that point, the consultants recommend it be replaced with an account-based fare collection system. The benefits of such a system are:

- **Customers.** Customers were asked in the WSTC survey conducted for this study how important is it that WSF allow customers to combine all their WSF fare products on one card or account. More than 60 percent of respondents said they would be somewhat or very likely to participate in such a program and approximately 45 percent thought it was somewhat or very important to offer an opportunity to consolidate their household fare products.
- **Fare media options.** An account-based system would allow WSF to offer its customer a variety of products. This could include a program that provides discounts or other incentives to frequent riders rather than requiring them to pre-pay for a non-refundable multi-ride card.
- **Reservations.** An account-based system would integrate the reservation system so that customers would be able to make reservations through the same system and could have it linked to the same payment account.
- **Commercial accounts.** An account based system would allow WSF to integrate the commercial account system with its fare system.
- **Demand management pricing.** An account-based system would support any future time of day, day of week or other demand management pricing options, while preserving options to support frequent user policies.

The account-based system could either be a part of the WSDOT statewide tolling customer service center or it could be a separate WSF operation and would in FY 2012 dollars cost approximately \$23 million.

Recommendation 10. WSF should consider *Good To Go!* as the exclusive payment option for fares on the Southworth-Vashon-Fauntleroy route (and possibly for other routes that will not have a full reservation system) in the 2018 and beyond time period.

The additional cost of having *Good To Go!* as the exclusive payment option for fares on the Southworth, Vashon, Fauntleroy triangle route is estimated at \$0.5 million over the cost of installing *Good To Go!* as a payment option only.

This option involves extensive modifications to the current fare structure because *Good To Go!* can only collect vehicle fares, not passenger fares. Vehicles could be charged on a per foot basis but passengers either walking-on or in vehicles would be free. Discounts for multi-ride cards and for seniors would not be available.

It would be easiest to implement *Good To Go!* if the same rate applied to all parts of the route, though this is not a requirement of the new system. Currently the fares between Southworth and Fauntleroy are higher than the Vashon fares.

Vehicle fares could mirror the payment options available on SR 520 with the lowest rate for those with transponders and higher rates for those billed by vehicle license plate recognition.

The potential benefits of such a major change on this route are:

- **Southworth customers are already heavily reliant on *Good To Go!* for travel on the Tacoma Narrows Bridge.** Customers would have an opportunity to consolidate all of their transportation tolling on *Good To Go!*.

- **Customers on this route are frequent riders who can be expected to get transponders, even if they don't have one currently.** There are very few recreational or tourist riders on this route.
- **It could improve operations at Fauntleroy, one of the most congested terminals in the ferry system.** Fauntleroy has a very small holding area, short headways, and sailings with mixed destinations as well as direct Vashon and Southworth sailings. Collecting fares exclusively through *Good To Go!* would provide for a much smoother and faster processing of vehicles. The existing tollbooths could be removed which would also provide more space for cars.
- **It would potentially reduce costs by eliminating the ticket selling function since all fares would be collected automatically as they are on SR 520.** WSF estimates that eliminating the ticket selling function could reduce operation costs by \$1.0 million per year. However, it is not clear whether the same number of staff would still be required to meet the requirements of the U.S. Coast Guard approved Alternative Security Plan. As a result, it is not possible to estimate the operation cost impact.
- **It would address the traffic imbalance problem by allowing one-way fares.** The Southworth-Fauntleroy route has the highest traffic imbalance in the system with 25 percent more customers traveling on the ferry eastbound than westbound. Charging fares one-way would correct this imbalance, which is possible with *Good to Go!* without adding expensive infrastructure such as tollbooths at Vashon.
- **It would allow for demand management pricing if and when it becomes necessary.** *Good To Go!* is designed to implement demand management pricing on the highways. If WSF elects to have demand management pricing on this route, it will require collecting tolls on Vashon which can be done without tollbooths by using *Good To Go!* exclusively.
- **With no charge for passengers, customers would be encouraged to walk-on.** Having free passenger fares would encourage walk-on passengers and allow customers to take the King County passenger-only ferry from Vashon to Seattle without an additional charge if they walk-on at either Fauntleroy or Southworth and want to continue to downtown Seattle

There would be a revenue loss from not charging passengers. WSF and WSTC are required by legislative direction to adopt fares that meet the requirements of the biennial budget. The revenue loss from not charging passengers would have to be made up for by either changing other fares and/or by increasing support from non-fare sources.