Transportation Revenue Forecast Council June 2022 Transportation Economic and Revenue Forecasts

Volume III: Alternate Forecast Tables

Transportation Revenue Forecast Council Alternative Forecasts June 2022

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REVENUE AND RIDERSHIP PROJECTIONS JUNE 2022 FORECAST FISCAL YEARS 2022-2031

Prepared for Washington State Ferries

for Presentation to the

Transportation Revenue Forecast Council

Prepared by WSP USA

June 17, 2022

Note: The COVID-19 pandemic has materially disrupted normal ferry ridership patterns, and the duration and magnitude of the pandemic's temporary near-term effects or its more permanent impacts on the economy and ferry ridership, while becoming more apparent, remain uncertain. As such, the June 2022 Forecast projections, as well as the assumptions upon which they are based at the time of preparation, remain subject to a relatively high level of risk and uncertainty, which may cause actual results to vary considerably from projections.





June 2022 Revenue and Ridership Forecasts — Fiscal Years 2022-2031

JUNE 2022 FORECAST NOTES

The fare revenue and ridership projections for Washington State Ferries (WSF) are prepared using a combination of systemwide econometric, time series, and spreadsheet models to forecast monthly ridership and revenue across 10 routes and seven fare categories through fiscal year (FY) 2031.

The seven fare categories include: (1) passenger full fares, (2) passenger commuter discount fares, (3) passenger other discount fares, (4) auto/driver full fares, (5) auto commuter discount fares, (6) other discount vehicles, and (7) oversize vehicle fares.

Beginning in early March 2020, the COVID-19 pandemic negatively impacted ferry travel, with April 2020 ridership 73% lower than 2019. Ridership has been somewhat erratically rebounding since then, with COVID-19 virus cycles combined with reduced service levels due to ongoing staffing challenges, extending the recovery.

Since 2000, passenger and vehicle/driver commuter discounted fare ridership has been declining in absolute volumes and in shares of total passengers and vehicles. Contributing factors include an aging population in ferry-served communities, telecommuting, changes in the frequent-user multi-ride fare media, and most recently, the pandemic. Recovery trends suggest that passenger commuter ridership shows the least potential for future growth among the seven fare categories as recent telecommuting trends endure. While the forecast models continue to adapt to new trends, the June Forecast further reduces the previous post-pandemic downward adjustment in the passenger commuter forecast from 20% to 30%. A smaller long-term adjustment of 5% is also applied to the vehicle commuter ridership projection.

The June 2022 Forecast assumes the gradual recovery of pandemic staffing-related service reductions through FY 2023. Full restoration of pre-pandemic service levels, including resumption of the Anacortes-Sidney, B.C. route, is now slated for July 1, 2023 (FY 2024), allowing for the ridership forecast to reach projected "new normal" levels in the following months.

The June 2022 Forecast incorporates the latest fares adopted by the Washington State Transportation Commission (WSTC), including the pending elimination of youth passenger fares effective October 1, 2022, with the following forecast assumptions.

- Baseline Forecast Includes the two adopted 2.5% fare increases with nickel rounding scheduled for October 1 in 2021 and 2022, and the elimination of youth fares scheduled for October 1, 2022, after which no further changes are assumed.
- **Alternative 1 Forecast** In addition to the above two increases and elimination of youth fares, includes 2.5% annual increases plus nickel rounding each subsequent year, from October 1, 2023 (FY 2024) through 2030 (FY 2031).

The June Forecast projections for FY 2022 include actual revenue through April 2022 and actual ridership through May 2022.

Ridership Impacts

- The June 2022 Forecast incorporates the latest demographic and economic variable projections. COVID-19 indicator variables were tailored for all fare category models except oversize vehicles to capture first year pandemic effects not associated with other factors, and only the passenger commuter fare indicator variable remains in effect.
- The forecast period projections for real personal income were revised downward, which dampens ridership demand.
- Lower employment forecasts contribute to lower ferry ridership demand.
- The inflation projections are higher across the forecast horizon, which result in lower real fares that contribute to an uplift in ridership demand.
- Real gasoline prices have been revised significantly higher, especially in the current biennium, dampening vehicle/driver demand over the forecast period.
- Actual ridership for the most recent four months (February 2022-May 2022) averaged about 13% lower than previously forecasted, due to the public concern and response over the rapid rise of the Omicron variant of COVID-19 and ongoing staffing-related service disruptions.

Fare and Surcharge Revenue Impacts

- Actual revenue collections for February through April 2022 averaged about 6% lower than previously forecasted.
- For the Baseline and Alternative 1 Forecasts, revenues for the 2021-23 biennium are projected to be \$355.1 M, or \$14.9 million (4.0%) less than the February Forecast, with \$342.6 M in base fare revenues and \$12.5 M in surcharges.
- The elimination of youth fares on 10/1/2022 is expected to reduce 2021-23 biennium revenue by\$2.5 M, with \$2.2 M in base fares and \$0.3 M in surcharges.
- For the 2023-25 biennium, the Baseline Forecast of revenues is \$419.7 M, which is \$16.0 M (3.7%) lower than in February. The Baseline Forecast comprises more than \$405.2 M in base fare revenues and nearly \$14.5 M in surcharges.
- For the 2023-25 biennium, the Alternative 1 Forecast of revenues is nearly \$429.1 M, which is \$16.4 M (3.7%) lower than the prior February value and comprises \$414.7 M in base fare revenues and \$14.4 M in surcharges.
- The elimination of youth fares is expected to reduce 2023-25 biennium revenue for the Baseline and Alternative 1 Forecasts by \$8.4 M and \$8.6 M, respectively.
- For the remainder of the forecast horizon, projected revenues for the Baseline and Alternative 1 Forecasts have been revised downward between 3.0 and 3.4%.

REVENUE PROJECTIONS | JUNE 2022 BASELINE FORECAST

2.5% Adopted Fare Increases on October 1, 2021 & 2022 | No Further Fare Increases¹ Fiscal Years 2022-2031

	June 2022	Fiscal Year		June	vs. February Fore	cast	February 2022	Baseline
Fiscal Year	Capacity- Constrained Revenue Forecast	Annual June Rate of Biennium Change Total		% Change by Fiscal Year	\$ Change and % Change by Biennium		Capacity- Constrained Revenue Forecast	Biennium Total
2012	\$155,085,373	8.0%						
2013	\$162,047,033	4.5%	\$317,132,406					
2014	\$167,441,867	3.3%						
2015	\$175,965,750	5.1%	\$343,407,617					
2016	\$181,444,863	3.1%						
2017	\$186,973,746	3.0%	\$368,418,609					
2018	\$192,827,951	3.1%						
2019	\$195,268,522	1.3%	\$388,096,473					
2020	\$166,825,103	(14.6%)						
2021	\$155,668,672	(6.7%)	\$322,493,775					
2022 ²	\$169,346,000	8.8%		(1.5%)			\$171,866,000	
2023	\$185,753,000	9.7%	\$355,099,000	(6.2%)	(\$14,876,000)	(4.0%)	\$198,109,000	\$369,975,000
2024	\$207,514,000	11.7%		(3.9%)			\$215,887,000	
2025	\$212,179,000	2.2%	\$419,693,000	(3.5%)	(\$15,993,000)	(3.7%)	\$219,799,000	\$435,686,000
2026	\$216,057,000	1.8%		(3.2%)			\$223,303,000	
2027	\$219,166,000	1.4%	\$435,223,000	(3.2%)	(\$14,384,000)	(3.2%)	\$226,304,000	\$449,607,000
2028	\$221,576,000	1.1%		(3.0%)			\$228,484,000	
2029	\$223,500,000	0.9%	\$445,076,000	(3.1%)	(\$14,007,000)	(3.1%)	\$230,599,000	\$459,083,000
2030	\$225,525,000	0.9%		(3.0%)			\$232,616,000	
2031	\$227,719,000	1.0%	\$453,244,000	(2.9%)	(\$13,997,000)	(3.0%)	\$234,625,000	\$467,241,000

¹ The Baseline Forecast includes a 2.5% fare increase on October 1, 2021 (FY 2022) and another 2.5% fare increase plus the elimination of youth passenger fares on October 1, 2022 (FY 2023). The Baseline Forecast excludes any further changes to the current base fares, resulting in declining real fares beyond FY 2023.

² FY 2022 includes actual revenue data through April 2022. Light green shaded values denote historical annual data.



The Baseline Forecast also reflects the current programmed level of service, including service reductions associated with the COVID-19 pandemic.

REVENUE PROJECTIONS | JUNE 2022 BASELINE FORECAST

2.5% Adopted Fare Increases on October 1, 2021 & 2022 | No Further Fare Increases¹ Fiscal Years 2022-2031

	June 2022			Distributi	ion of Revenue t	to Operating and (Capital Programs	
Fiscal Year	Capacity- Constrained Revenue Forecast	June Biennium Total	25¢ Capital Surcharge Revenue	25¢ Vessel Surcharge Revenue	Total Surcharge Revenue	Biennium Totals for Capital	Base Fare Revenue for Operations	Biennium Totals for Operations
2012	\$155,085,373		\$2,544,970		\$2,544,970		\$152,540,403	
2013	\$162,047,033	\$317,132,406	\$3,626,191		\$3,626,191	\$6,171,161	\$158,420,842	\$310,961,245
2014	\$167,441,867		\$3,662,690		\$3,662,690		\$163,779,177	
2015	\$175,965,750	\$343,407,617	\$3,894,088		\$3,894,088	\$7,556,778	\$172,071,662	\$335,850,839
2016	\$181,444,863		\$4,007,848		\$4,007,848		\$177,437,015	
2017	\$186,973,746	\$368,418,609	\$4,022,681		\$4,022,681	\$8,030,529	\$182,951,065	\$360,388,080
2018	\$192,827,951		\$4,084,581		\$4,084,581		\$188,743,370	
2019	\$195,268,522	\$388,096,473	\$3,987,656		\$3,987,656	\$8,072,237	\$191,280,866	\$380,024,236
2020	\$166,825,103		\$3,304,324	\$378,136	\$3,682,460		\$163,142,643	
2021	\$155,668,672	\$322,493,775	\$2,737,730	\$2,726,447	\$5,464,177	\$9,146,637	\$150,204,495	\$313,347,138
2022 ²	\$169,346,000		\$3,007,000	\$3,006,000	\$6,013,000		\$163,333,000	
2023	\$185,753,000	\$355,099,000	\$3,241,000	\$3,241,000	\$6,482,000	\$12,495,000	\$179,271,000	\$342,604,000
2024	\$207,514,000		\$3,567,000	\$3,567,000	\$7,134,000		\$200,380,000	
2025	\$212,179,000	\$419,693,000	\$3,659,000	\$3,659,000	\$7,318,000	\$14,452,000	\$204,861,000	\$405,241,000
2026	\$216,057,000		\$3,732,000	\$3,731,000	\$7,463,000		\$208,594,000	
2027	\$219,166,000	\$435,223,000	\$3,781,000	\$3,781,000	\$7,562,000	\$15,025,000	\$211,604,000	\$420,198,000
2028	\$221,576,000		\$3,826,000	\$3,825,000	\$7,651,000		\$213,925,000	
2029	\$223,500,000	\$445,076,000	\$3,861,000	\$3,861,000	\$7,722,000	\$15,373,000	\$215,778,000	\$429,703,000
2030	\$225,525,000		\$3,899,000	\$3,898,000	\$7,797,000		\$217,728,000	
2031	\$227,719,000	\$453,244,000	\$3,941,000	\$3,940,000	\$7,881,000	\$15,678,000	\$219,838,000	\$437,566,000

¹ The Baseline Forecast includes a 2.5% fare increase on October 1, 2021 (FY 2022) and another 2.5% fare increase plus the elimination of youth passenger fares on October 1, 2022 (FY 2023). The Baseline Forecast excludes any further changes to the current base fares, resulting in declining real fares beyond FY 2023.

² FY 2022 includes actual revenue data through April 2022. Light green shaded values denote historical annual data.



The Baseline Forecast also reflects the current programmed level of service, including service reductions associated with the COVID-19 pandemic.

REVENUE PROJECTIONS | JUNE 2022 ALTERNATIVE 1 FORECAST

2.5% Adopted Fare Increases on October 1, 2021 & 2022 | 2.5% Fare Increases each October thereafter (FYs 2024-31)¹
Fiscal Years 2022-2031

	June 2022	Fiscal Year		June	vs. February Fore	cast	February 2022	Alternative 1
Fiscal Year	Capacity- Constrained Revenue Forecast	Annual Rate of Change	June Biennium Total	% Change by Fiscal Year	\$ Change and % Change by Biennium		Capacity- Constrained Revenue Forecast	Biennium Total
2012	\$155,085,373	8.0%						
2013	\$162,047,033	4.5%	\$317,132,406					
2014	\$167,441,867	3.3%						
2015	\$175,965,750	5.1%	\$343,407,617					
2016	\$181,444,863	3.1%						
2017	\$186,973,746	3.0%	\$368,418,609					
2018	\$192,827,951	3.1%						
2019	\$195,268,522	1.3%	\$388,096,473					
2020	\$166,825,103	(14.6%)						
2021	\$155,668,672	(6.7%)	\$322,493,775					
2022 ²	\$169,346,000	8.8%		(1.5%)			\$171,866,000	
2023	\$185,753,000	9.7%	\$355,099,000	(6.2%)	(\$14,876,000)	(4.0%)	\$198,109,000	\$369,975,000
2024	\$210,147,000	13.1%		(3.9%)			\$218,638,000	
2025	\$218,912,000	4.2%	\$429,059,000	(3.5%)	(\$16,443,000)	(3.7%)	\$226,864,000	\$445,502,000
2026	\$227,071,000	3.7%		(3.4%)			\$235,012,000	
2027	\$234,762,000	3.4%	\$461,833,000	(3.3%)	(\$16,019,000)	(3.4%)	\$242,840,000	\$477,852,000
2028	\$242,112,000	3.1%		(3.2%)			\$250,088,000	
2029	\$249,014,000	2.9%	\$491,126,000	(3.2%)	(\$16,251,000)	(3.2%)	\$257,289,000	\$507,377,000
2030	\$256,232,000	2.9%		(3.2%)			\$264,741,000	
2031	\$263,913,000	3.0%	\$520,145,000	(3.2%)	(\$17,153,000)	(3.2%)	\$272,557,000	\$537,298,000

¹ In addition to a 2.5% fare increase on October 1, 2021 (FY 2022) and another 2.5% fare increase plus the elimination of youth passenger fares on October 1, 2022 (FY 2023), the Alternative 1 Forecast continues annual 2.5% fare increases each October thereafter, from October 1, 2023 (FY 2024) through October 1, 2030 (FY 2031). The Alternative 1 Forecast reflects the current programmed level of service, including service reductions associated with the COVID-19 pandemic.

² FY 2022 includes actual revenue data through April 2022. Light green shaded values denote historical annual data.



REVENUE PROJECTIONS | JUNE 2022 ALTERNATIVE 1 FORECAST

2.5% Adopted Fare Increases on October 1, 2021 & 2022 | 2.5% Fare Increases each October thereafter (FYs 2024-31)¹
Fiscal Years 2022-2031

	June 2022			Distributi	ion of Revenue t	o Operating and (Capital Programs	
Fiscal Year	Capacity- Constrained Revenue Forecast	June Biennium Total	25¢ Capital Surcharge Revenue	25¢ Vessel Surcharge Revenue	Total Surcharge Revenue	Biennium Totals for Capital	Base Fare Revenue for Operations	Biennium Totals for Operations
2012	\$155,085,373		\$2,544,970		\$2,544,970		\$152,540,403	
2013	\$162,047,033	\$317,132,406	\$3,626,191		\$3,626,191	\$6,171,161	\$158,420,842	\$310,961,245
2014	\$167,441,867		\$3,662,690		\$3,662,690		\$163,779,177	
2015	\$175,965,750	\$343,407,617	\$3,894,088		\$3,894,088	\$7,556,778	\$172,071,662	\$335,850,839
2016	\$181,444,863		\$4,007,848		\$4,007,848		\$177,437,015	
2017	\$186,973,746	\$368,418,609	\$4,022,681		\$4,022,681	\$8,030,529	\$182,951,065	\$360,388,080
2018	\$192,827,951		\$4,084,581		\$4,084,581		\$188,743,370	
2019	\$195,268,522	\$388,096,473	\$3,987,656		\$3,987,656	\$8,072,237	\$191,280,866	\$380,024,236
2020	\$166,825,103		\$3,304,324	\$378,136	\$3,682,460		\$163,142,643	
2021	\$155,668,672	\$322,493,775	\$2,737,730	\$2,726,447	\$5,464,177	\$9,146,637	\$150,204,495	\$313,347,138
2022 ²	\$169,346,000		\$3,007,000	\$3,006,000	\$6,013,000		\$163,333,000	
2023	\$185,753,000	\$355,099,000	\$3,241,000	\$3,241,000	\$6,482,000	\$12,495,000	\$179,271,000	\$342,604,000
2024	\$210,147,000		\$3,556,000	\$3,556,000	\$7,112,000		\$203,035,000	
2025	\$218,912,000	\$429,059,000	\$3,626,000	\$3,625,000	\$7,251,000	\$14,363,000	\$211,661,000	\$414,696,000
2026	\$227,071,000		\$3,674,000	\$3,674,000	\$7,348,000		\$219,723,000	
2027	\$234,762,000	\$461,833,000	\$3,703,000	\$3,702,000	\$7,405,000	\$14,753,000	\$227,357,000	\$447,080,000
2028	\$242,112,000		\$3,729,000	\$3,728,000	\$7,457,000		\$234,655,000	
2029	\$249,014,000	\$491,126,000	\$3,748,000	\$3,747,000	\$7,495,000	\$14,952,000	\$241,519,000	\$476,174,000
2030	\$256,232,000		\$3,768,000	\$3,767,000	\$7,535,000		\$248,697,000	_
2031	\$263,913,000	\$520,145,000	\$3,792,000	\$3,791,000	\$7,583,000	\$15,118,000	\$256,330,000	\$505,027,000

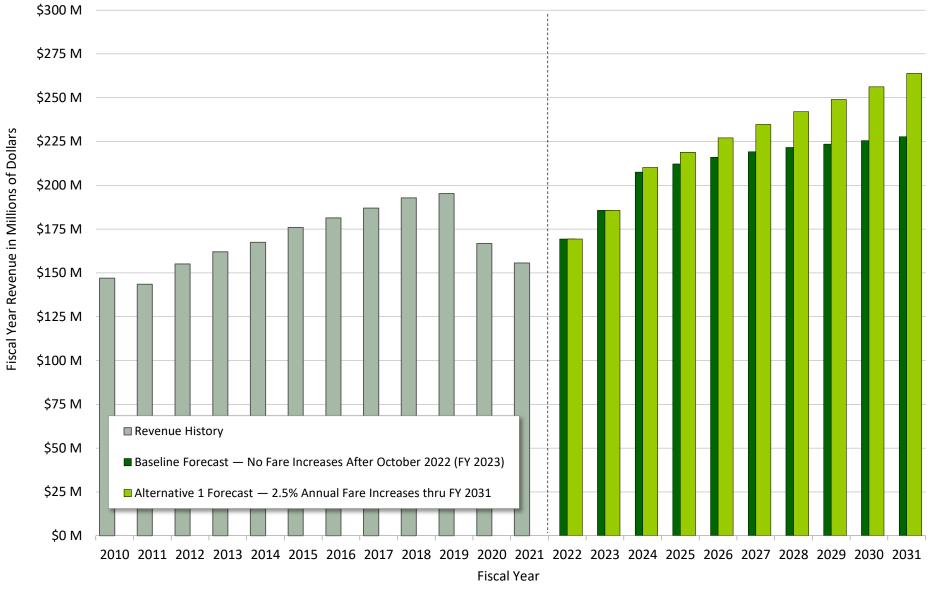
¹ In addition to a 2.5% fare increase on October 1, 2021 (FY 2022) and another 2.5% fare increase plus the elimination of youth passenger fares on October 1, 2022 (FY 2023), the Alternative 1 Forecast continues annual 2.5% fare increases each October thereafter, from October 1, 2023 (FY 2024) through October 1, 2030 (FY 2031). The Alternative 1 Forecast reflects the current programmed level of service, including service reductions associated with the COVID-19 pandemic.

² FY 2022 includes actual revenue data through April 2022. Light green shaded values denote historical annual data.



Washington State Ferries — Revenue History and Forecast Trends

June 2022 Forecast - Fiscal Years 2010-2031





Washington State Ferries RIDERSHIP PROJECTIONS | JUNE 2022 BASELINE FORECAST

2.5% Adopted Fare Increases on October 1, 2021 & 2022 | No Further Fare Increases¹ Fiscal Years 2022-2031

	June 2022	Jur	ne 2022 Capacity Con	February 2022 Baseline			
Fiscal Year	Unconstrained Demand Forecast*	Passenger Ridership	Vehicle/Driver Ridership	Total Ridership	Annual Rate of Change	Total Ridership	June 2022 vs February
2012		12,236,081	9,983,059	22,219,140	0.0%		
2013		12,350,126	10,045,043	22,395,169	0.8%		
2014		12,696,936	10,154,905	22,851,841	2.0%		
2015		13,270,874	10,387,368	23,658,242	3.5%		
2016		13,523,385	10,559,240	24,082,625	1.8%		
2017		13,669,834	10,544,735	24,214,569	0.5%		
2018		13,856,444	10,707,373	24,563,817	1.4%		
2019		13,699,985	10,555,460	24,255,445	(1.3%)		
2020		10,358,348	9,020,899	19,379,247	(20.1%)		
2021		6,903,479	8,397,508	15,300,987	(21.0%)		
2022 ²	17,724,000	8,668,000	8,716,000	17,384,000	13.6%	18,184,000	(4.4%)
b 2023	20,810,000	10,535,000	9,362,000	19,897,000	14.5%	21,449,000	(7.2%)
2024	22,299,000	11,844,000	10,435,000	22,279,000	12.0%	23,122,000	(3.6%)
2025	22,970,000	12,328,000	10,600,000	22,928,000	2.9%	23,543,000	(2.6%)
2026	23,506,000	12,729,000	10,712,000	23,441,000	2.2%	23,911,000	(2.0%)
2027	23,857,000	12,927,000	10,836,000	23,763,000	1.4%	24,218,000	(1.9%)
2028	24,209,000	13,107,000	10,956,000	24,063,000	1.3%	24,505,000	(1.8%)
2029	24,532,000	13,287,000	11,039,000	24,326,000	1.1%	24,797,000	(1.9%)
2030	24,877,000	13,484,000	11,124,000	24,608,000	1.2%	25,088,000	(1.9%)
2031	25,260,000	13,704,000	11,218,000	24,922,000	1.3%	25,403,000	(1.9%)

¹ The Baseline Forecast includes a 2.5% fare increase on October 1, 2021 (FY 2022) and another 2.5% fare increase plus the elimination of youth passenger fares on October 1, 2022 (FY 2023). The Baseline Forecast excludes any further changes to the current base fares, resulting in declining real fares beyond FY 2023.

The Baseline Forecast also reflects the current programmed level of service, including service reductions associated with the COVID-19 pandemic.

^{*} Excludes adjustments for vessel capacity constraints and fiscal year-to-date actual data.



² FY 2022 includes actual ridership data through May 2022. Light green shaded values denote historical annual data.

RIDERSHIP PROJECTIONS | JUNE 2022 ALTERNATIVE 1 FORECAST

2.5% Adopted Fare Increases on October 1, 2021 & 2022 | 2.5% Fare Increases each October thereafter (FYs 2024-31)¹ Fiscal Years 2022-2031

	June 2022	Jur	ne 2022 Capacity Con	ıs	February 2022	2 Alternative 1	
Fiscal Year	Unconstrained Demand Forecast*	Passenger Ridership	Vehicle/Driver Ridership	Total Ridership	Annual Rate of Change	Total Ridership	June 2022 vs February
2012		12,236,081	9,983,059	22,219,140	0.0%		
2013		12,350,126	10,045,043	22,395,169	0.8%		
2014		12,696,936	10,154,905	22,851,841	2.0%		
2015		13,270,874	10,387,368	23,658,242	3.5%		
2016		13,523,385	10,559,240	24,082,625	1.8%		
2017		13,669,834	10,544,735	24,214,569	0.5%		
2018		13,856,444	10,707,373	24,563,817	1.4%		
2019		13,699,985	10,555,460	24,255,445	(1.3%)		
2020		10,358,000	9,021,000	19,379,000	(20.1%)		
2021		6,903,479	8,397,508	15,300,987	(21.0%)		
2022 ²	17,724,000	8,668,000	8,716,000	17,384,000	13.6%	18,184,000	(4.4%)
2023	20,810,000	10,535,000	9,362,000	19,897,000	14.5%	21,449,000	(7.2%)
2024	22,228,000	11,806,000	10,402,000	22,208,000	11.6%	23,050,000	(3.7%)
2025	22,747,000	12,205,000	10,505,000	22,710,000	2.3%	23,328,000	(2.6%)
2026	23,113,000	12,508,000	10,555,000	23,063,000	1.6%	23,548,000	(2.1%)
2027	23,296,000	12,609,000	10,625,000	23,234,000	0.7%	23,707,000	(2.0%)
2028	23,482,000	12,697,000	10,704,000	23,401,000	0.7%	23,862,000	(1.9%)
2029	23,641,000	12,785,000	10,751,000	23,536,000	0.6%	24,021,000	(2.0%)
2030	23,818,000	12,888,000	10,797,000	23,685,000	0.6%	24,180,000	(2.0%)
2031	24,025,000	13,013,000	10,852,000	23,865,000	0.8%	24,363,000	(2.0%)

¹ In addition to a 2.5% fare increase on October 1, 2021 (FY 2022) and another 2.5% fare increase plus the elimination of youth passenger fares on October 1, 2022 (FY 2023), the Alternative 1 Forecast continues annual 2.5% fare increases each October thereafter, from October 1, 2023 (FY 2024) through October 1, 2030 (FY 2031). The Alternative 1 Forecast reflects the current programmed level of service, including service reductions associated with the COVID-19 pandemic.

^{*} Excludes adjustments for vessel capacity constraints and fiscal year-to-date actual data.



² FY 2022 includes actual ridership data through May 2022. Light green shaded values denote historical annual data.

Washington State Ferries — Ridership History and Forecast Trends

