



MAINE PORT AUTHORITY



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A. EDWARD LANGLOIS, JR.
GENERAL MANAGER

September 26, 1960

The Honorable John H. Reed
State House
Augusta, Maine

Dear Governor Reed:

The following report has been prepared to acquaint you with the establishment of the Maine State Ferry Service and the introduction into service of the four ferryboats operating under this service.

This Report will cover the following:

1. Legislation - Referendum
2. Maine Port Authority Directors and Advisory Board Members
3. Conditions Existing on Islands at Time of Passing of Legislation in Regard to Ferry Service
4. 1957 Legislature - Enter the Maine Port Authority
5. Brief History of Planning for Establishment of New Service
 - A. Money for Studies and Surveys
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1. LEGISLATION - REFERENDUM

H.P. - 1081 - L.D. 1555

AN ACT TO AUTHORIZE FERRY SERVICE FOR NORTH HAVEN,

VINALHAVEN, ISLESBORO AND SWAN'S ISLAND.

PREAMBLE. Two-thirds of both Houses of the Legislature deeming it necessary in accordance with Section 14 of Article IX of the Constitution: (Chapter 190 Private and Special Laws of 1957 as amended. Section 1, 2 and 12 provides as follows:)

Section 1. FERRY SERVICE FOR NORTH HAVEN, VINALHAVEN, ISLESBORO AND SWAN'S ISLAND. It shall be the duty of the Maine Port Authority to operate a ferry line or lines between the mainland and the towns of North Haven, Vinalhaven, Islesboro and Swan's Island for the purpose of transporting vehicles, freight and passengers to and from said towns.

Section 2. PURCHASE OF EQUIPMENT AND PROPERTY. Suitable boats, wharves, landing places and all other necessary appurtenances shall be acquired by the Maine Port Authority through purchase, lease, condemnation or agreement so as to adequately provide for transporting vehicles, freight and passengers to and from said towns of North Haven, Vinalhaven, Islesboro and Swan's Island at a cost not to exceed \$2,500,000.

Section 12. CONTINGENT UPON RATIFICATION OF BOND ISSUE. REFERENDUM FOR RATIFICATION.

'Shall a bond issue be ratified in an amount not to exceed \$2,500,000 as set forth in "An Act to Authorize Ferry Service for North Haven, Vinalhaven, Islesboro and Swan's Island" passed by the 98th Legislature?'

On September 9, 1957, the above question was put in referendum to the people of the State of Maine. The people voted 59,587 to 25,603 in favor of this question.

2. MAINE PORT AUTHORITY DIRECTORS AND ADVISORY BOARD MEMBERS

The Directors of the Maine Port Authority in 1957 were:

Donald S. Laughlin, President, Portland
Andrew B. Sides, Rockville
Albert M. West, Stockton Springs
Richard Hallet, Boothbay Harbor

John Toft, South Portland

The Directors, at this time, are:

John Toft, President, South Portland
Andrew B. Sides, Vice President, Rockville
Albert M. West, Stockton Springs
Richard Kilroy, Cape Elizabeth (replaced Richard Hallet)
A.J. Pedersen, Portland (replaced Frederick Schultz, who
replaced Donald Laughlin)

Members of the Advisory Board in 1957 were:

	<u>Representing</u>
Seth Low, Chairman	Rockland
James Lewis	North Haven
Everett Libby	Vinalhaven
Jesse Rolerson	Islesboro
G. Carlton Joyce	Swan's Island
Claude Clement	Belfast
Stanley Reed	McKinley

Mr. Ira Curtis is now representing North Haven,
he replaced Mr. James Lewis, who resigned.

3. CONDITIONS EXISTING AT THE ISLANDS INVOLVED, AT
THE TIME THE REFERENDUM WAS PASSED, ARE AS FOLLOWS:

VINALHAVEN, Maine.

An Island of 1500 residents, 13 miles at sea.
Being serviced out of Rockland, Maine with a 64 foot
diesel-powered vessel of wood construction, owned and
operated by the Vinalhaven Port District. Other speci-
fications of the vessel are as follow:

Overall length	64 feet
Overall breadth	18.3 feet
Capacity - cargo	46 short tons
Capacity - passenger	71
Cargo-handling equipment	2-ton gasoline hoist
Date built	1943

Freight carried in hold and on deck, loose or
in boxes. 2 automobiles capacity.

NORTH HAVEN, Maine.

An Island of 500 residents (greatly increased in the summer) -- a distance of 11 miles from Rockland. Serviced by the "North Haven II". This 64 foot diesel-powered wood constructed vessel was owned and operated by the North Haven Port District.

The "North Haven II" lacked cargo-handling equipment as compared to the two-ton gasoline hoist of the Vinalhaven boat. The principal specifications of the "North Haven II" are as follow:

Overall length	64 feet
Overall breadth	17.1 feet
Capacity - cargo	32 short tons
Capacity - passenger	46
Date built	1942

Freight carried loose in hold and on deck.
1 automobile capacity.

ISLESBORO, Maine.

The three mile service between Lincolnville and Islesboro was provided by the ferry "Governor Brann". This vessel, originally built as a six-car ferry, was re-engined and lengthened to carry ten cars, after a short time in service.

The "Governor Brann" is a double-ended ferry of wood construction, 84.5 feet long and 27.5 feet wide, with a draft of six feet.

All freight carried in trucks.

The terminals in Lincolnville and Islesboro were built and maintained by the State Highway Commission.

SWAN'S ISLAND, Maine.

The service between McKinley and Swan's Island was by way of Frenchboro - a total distance round trip of 22.5 miles. The service started in 1950 and was furnished by the "Sea Wind", which operated one round trip daily, six days a week, throughout the year. The "Sea Wind" was privately-owned and operated by the Bay Ferry Corporation, and handled freight, passengers and mail between the points enumerated above.

The principal specifications of the "Sea Wind" are:

Length (register)	44.4 feet
Breadth	15.1 feet
Passenger capacity	35
Date built	1939
Cargo handling equipment	Boom and mast
Type of construction	Wood

This vessel had the mail contract between Swan's Island-Frenchboro and McKinley, and the sailing schedule conformed to times specified by the Post Office Department.

The vessel could carry NO automobiles.

4. 1957 LEGISLATURE:

The proponents of improved ferry service to North Haven, Vinalhaven, Islesboro and Swan's Island approached the Directors of the Maine Port Authority during the session and asked if the Maine Port Authority would administer the service, if funds were made available. The Directors informed the proponents and legislators interested in the improved ferry service that they had no alternative but to accept and administer any responsibilities directed to them through legislation. (We would point out here, with all respect and due regard to the proponents, that the Maine Port Authority did not appear as a proponent of the legislation and, at no time, made any claims by formal or informal discussion that the future revenues would be adequate to support the operation of the service.)

5. BRIEF HISTORY

A. Money for Studies and Surveys

The Directors of the Maine Port Authority felt they could take no definite action in regard to sizes of the new boats and terminals and projection of the traffic pattern for the future, without a professional economic survey. They also felt it necessary, following the economic survey, to have an engineering study.

As no money was available to conduct these studies, a resolve was passed in the Special Session of the Legislature in October 1957, authorizing an appropriation of \$35,000 to finance the surveys. This money was repaid out of the \$2,500,000 Bond Issue.

B. Surveys

The Directors employed the firm of Coverdale and Colpitts, Consulting Engineers, of 120 Wall Street in New York to conduct an economic and traffic study of the proposed services.

The Coverdale and Colpitts survey was released on April 2, 1958.

The Directors employed the engineering firm of Fay, Spofford & Thorndike of Boston, Massachusetts, to make the engineering survey, taking test borings, soundings, etc., at the proposed terminal sites.

C. Architect to Design Vessels

On May 1st and 2nd, 1958, the Directors interviewed nine architects interested in designing the vessels for the new ferry service. Based on the interviews, experience in ferryboat design, and following an investigation of the company, the Directors employed the COAST ENGINEERING COMPANY of Norfolk, Va., Mr. Harry Keeling, President, as architect.

D. Engineering Firm to Design Terminals

The Engineering firm of Fay, Spofford & Thorndike was retained to determine suitable locations and design terminals.

E. Acquisition of Land for Terminal Sites

ROCKLAND: The Rockland Port District leased the new \$200,000 dock, terminal building and parking lot to the Maine Port Authority for the sum of \$1.00 per year. The Maine Port Authority spent \$2,000 to purchase additional property required to give room for approach to the new landing.

VINALHAVEN: The Authority leased the land from the American Legion Post for the sum of \$400 a year and an additional \$25. a year rent to landowner on Island.

NORTH HAVEN: The Maine Port Authority leased the land required from the Town of North Haven for the sum of \$1.00 a year.

ISLESBORO: The Town of Islesboro granted the Maine Port Authority permission to construct a new dock at a site next to the old dock.

LINCOLNVILLE: The Town of Lincolnville granted the Maine Port Authority permission to construct a new dock at a site next to the old dock.

MCKINLEY: The Maine Port Authority purchased 1.825 acres of land for \$2,500 for the new terminal site.

SWAN'S ISLAND: The Maine Port Authority purchased 16.843 acres of land for \$2,700 for the new terminal site. The land at Swan's Island included a dwelling.

Total cost of land arrangements for seven terminal sites \$7,627. Cost per year on rents \$427.

F. Awarding of Contracts for Construction of Vessels and Terminals

Preliminary plans for the ferries were received from Mr. Harry Keeling, Jr., President of Coast Engineering Company and these plans were carefully examined by the Directors and officials of the Maine Port Authority in conjunction with the seven man advisory board appointed by the Governor to work in association with the Maine Port Authority.

When the plans were finally approved, the Maine Port Authority, in accordance with the Maine Law, sent out requests for bids for the construction of these ferries and approximately twelve different concerns submitted bids for the construction of the different ferries.

These bids were all received and opened at the office of the Maine Port Authority, in the presence of two members of the Governor's Council.

The bids of the Wiley Manufacturing Company of Port Deposit, Maryland were substantially lower than any other bids; however, before any bids were accepted, a careful check as to the financial standing and ability as builders was made of this concern and it was found that it rated \$1,000,000-Triple A, and their ability as builders was very high.

Written contracts were then prepared, which were reviewed by the Maine Port Authority, its attorney and the Attorney General of this State, and, when in final shape, submitted to the Governor and Council and these contracts were approved by that body.

A similar practice was followed with reference to the contracts for construction of the terminals at the various points where the ferries were to land. All bids for the construction of said terminals were opened at the Maine Port Authority's office, in the presence of two members of the Governor's Council, and in all cases, the low bid was accepted and the final contracts for the construction of such terminals were approved by the Maine Port Authority, its attorney and the Attorney General of this State and by the Governor and Council.

In considering the particular type of ferries and terminals to be constructed, the Directors of the Maine Port Authority, in conjunction with the Advisory Board, appointed by the Governor, took into consideration not only the present, but the probable future demand for these ferries.

G. The Vessels, Contracted for and Constructed

ISLESBORO: (Governor Muskie) A double-ended ferry with 24 car capacity, 119' long, 40 foot beam. 125 passengers.

VINALHAVEN: (Everett Libby) Deep water ferry with 10 to 12 car capacity, 110' long, 28'7" beam. 125 passengers. Certificate can be amended so vessel can carry 175 passengers.

NORTH HAVEN: (North Haven) Deep water ferry with 8 to 10 car capacity, 90' long, 28'7" beam. 125 passengers.

SWAN'S ISLAND: (William S. Silsby) Deep water ferry with 8 to 10 car capacity, 90' long, 28'7" beam. 125 passengers.

The "North Haven", "Libby" and "Silsby" are deep-sea vessels and all have the same basic dimensions and are, therefore, interchangeable at five different locations. Plans are being studied now to adapt the ramp at Lincolnville and Islesboro, so that the other vessels could be used, at these locations, when the "Muskie" is dry-docked. The "Governor Muskie", because she is a conventional double-ender designed for sheltered short trips could not be used on the longer runs.

The "Silsby", "North Haven" and "Libby" are so constructed, as to load and unload vehicles through the bow and stern and they are also adaptable for side loading and unloading. The design is such to prevent limited salt spray on deck, during rough crossings.

H. Expenditure of Money

\$2,500,000 was made available through Bond Issue to provide adequate ferry service for North Haven, Vinalhaven, Islesboro and Swan's Island.

From the proceeds of the Bond Issue of \$2,500,000 the Maine Port Authority has provided or obligated the following: Seven terminals, acquisition of land for terminal sites, engineering fees, legal fees, interest payments and necessary administrative expenses \$1,469,728.86; four new ferryboats and architect fees \$845,294.46; waiting rooms and ticket offices \$65,900 and office and other equipment \$5,228.03. (Total \$2,386,151.35) We have a contingent liability of \$61,600. These figures, as of August 31, 1960.

The State Auditing Department is making its annual audit of the Maine State Ferry Service and a full copy of this report will be made available to the Governor's office.

I. Request for Funds

We have prepared a detailed account of our request for funds for the next two fiscal years. This request is now in the hands of the Department of Finance and Administration.

We will be requesting for fiscal year ending 6/30/62, \$315,664.00 (This includes \$40,000 for repaying Contingent Fund for money used to make the first Bond payment).

For fiscal year ending 6/30/63, we will request \$272,554.00.

Please note that these figures are based on current tariff now in effect and our estimate of traffic, plus estimates of expenses based on the past months of operation.

We must point out, that by necessity, we can make only estimates of expenses and revenues, as we have operated three boats less than seven months, as the time of our request.

J. Tariff

To assist in preparing the tariff and determining the schedule of rates to be charged on the different ferry runs, we employed William Fernald, a Traffic Consultant.

On August 1, 1959, the Maine Port Authority issued Tariff No. 1, establishing rates for the boats. The charges as set forth in Tariff No. 1 were based on the estimated traffic figures for each service, as projected by the traffic consultant firm of Coverdale and Colpitts.

The members of the Advisory Board of the Ferry Service, appointed by the Governor, took strong exceptions to the tariff, as published by the Maine Port Authority. In a letter to the President of the Maine Port Authority, the Advisory Board protested that the rates as published would discourage traffic and would, in effect, defeat the purpose of providing more adequate ferry service to the islands. It was the unanimous opinion of the Committee that, if the rates shown in Tariff No. 1 were put into effect, the Port Authority would not realize the maximum revenue possible from the service nor would they obtain even the revenues which they submitted to the Governor's Council as an estimate.

Their opinion was based on two premises. First, that such rates would materially cut down travel, and second, that such rates would permit profitable competition with the new boats on the part of the small independents.

The Directors voted to amend their Tariff to the rates recommended by the Advisory Board on a trial basis.

Based on its passenger and vehicle tariff, as originally proposed, the Maine Port Authority estimated revenue for a twelve months period to be \$303,466.35. Based on the tariff, as recommended by the Advisory Board and adapted for a trial basis, the estimated revenue would have been \$208,716.25. Based on actual operations up to June 30, 1960, the revenue indicated the estimates were high; therefore, our estimated revenue for Fiscal 1960-61 has been adjusted to \$202,231.84. We would point out here that we currently have a gross income of \$14,385.00 for handling of mail.

The Directors would strongly recommend, here, that the rate making functions for the Maine State Ferry Service be placed under the jurisdiction of the Maine Public Utilities Commission. Rate making is a specialized art necessarily requiring careful study and qualified, experienced, personnel. The Maine State Ferry Service has no facilities or personnel to establish rates and we do not feel it advisable or necessary to employ our own rate making force. To employ our own rate making force would be a duplication of an already established and qualified State rate making department.

K. Waiting Rooms and Ticket Offices

The Directors, in their initial thoughts covering the overall project of new terminals and vessels for these services, considered the need for ticket offices and waiting rooms. These buildings were not immediately contracted for, at the time of construction of the vessels and terminals, awaiting further study to determine locations and sizes.

Following several months of operation of each service, evaluating the thoughts of the members of the Advisory Board and the initial traffic and services provided, sizes and locations and needs of the buildings were determined and bids for construction processed.

Ticket offices and waiting rooms are being constructed for the following reasons: (a) Tickets were being sold and collected on the vessels (other than out of our Rockland office). This system did not provide for adequate safeguarding of State funds. Increased traffic on the boats made it difficult to collect all tolls during the crossing. (b) By providing for ticket sellers, at each location, we are in a position to efficiently handle the sale of the tickets by approved and accepted methods. The man employed at each terminal site will also be responsible for maintenance of the machinery at his location, cleanliness of the area and will be available to answer questions for tourists regarding the boat service. (c) The waiting rooms provide a refuge for normal island passenger traffic, plus services for the increased tourist business during the summer months. At McKinley and Swan's Island, school children will be using the ferryboat each day to go to and from school.

(d) The buildings will also provide storage space for supplies for the ships and terminals. (e) We have found through experience that it is necessary to maintain communications between island and mainland terminals. Among other factors, this is of considerable importance, when we have emergency changes in schedules. This will also be most important, as we find we must, at several locations, provide a reservation service, particularly, during the summer months. We found, through experience this summer, that lack of proper communications and personnel, at our terminal sites, created poor public and customer relations and created poor impressions for in and out of state prospective customers that were lost, due to this lack of proper communications system. (f) The buildings will be used by our relief crew for sleeping overnight, when at sites for vessel relief work. This will save considerable lodging expense.

L. Notes of Interest

In planning for the introduction of the new Ferry Service, the Directors looked to the future.

A major problem was determining the size of the boats to adequately take care of expected heavy summer traffic against the normal flow of traffic, with expected limited increased use, during the other months of the year.

The vessels' style, design, size and the type of terminal construction were planned for future service, keeping in mind the amount of money made available for providing adequate service, as outlined in the act creating the Ferry Service.

With the future in mind, all boats and terminals were constructed to take the maximum load and are able to take the largest trailer truck allowed on the Maine Highways, at dead low or dead high water. Tides of 13 feet had to be taken into consideration in the designing of the terminals, plus heavy seas and Maine winters.

(We must point out, here, that the Selectmen of North Haven held out for a side loading terminal, as they felt they would have no need for large trucks to service their island and for several other reasons. The Directors reluctantly gave in to the wishes of the North Haven Selectmen. Therefore, North Haven is equipped for side loading and unloading, only, and we are restricted in the size of truck we can service at this island. This has created problems, already.)

All freight to the islands is now carried on wheels. A limited time is involved in loading and unloading, thus providing a fast turnaround of the vessel.

As is the case in any project, such as this, there have been many questions and comments from the citizens of Maine.

We have been asked, why we did not construct the boats of wood. This was investigated; however, Coast Guard regulations state, that any vessel over 100 gross tons, carrying vehicles, must be constructed of fire resistant materials. Therefore, the thought of wood constructed vessels was automatically eliminated.

We have been asked, many times, why the boats were not built in Maine. All state expenditures, over \$2,500 must go out on bid; therefore, construction of our terminals and boats had to go out for competitive bids. The Maine Port Authority included on the mailing list of the announcement of bids every boatyard in Maine, from the small rowboat building class to the Bath Iron Works. We, of course, as dictated by law, also advertised for bids through the local papers. No shipyard in Maine bid on the first vessel, the "Governor Muskie". One Maine shipyard bid on the construction of the second and third boats, that went out for bids. The Maine shipyard was fourth in their bid and were considerably higher than the lowest bidder.

No Maine firm bid on the fourth and last boat. The Wiley Manufacturing Company of Port Deposit, Maryland was low bidder for the construction of all four boats. An investigation was made by the Port Authority of this firm and they were found to be competent shipbuilders and had a firm financial status. Wiley, however, apparently, took on a little more than they could handle at one time and all vessels were delivered late. The penalty for late arrival is still under negotiation between the Maine Port Authority and the Wiley Manufacturing Company.

We have a crew of four men on each vessel and a relief crew of four men. As we operate the vessels seven days a week, (except during January, February and March on three of the services) a relief crew is necessary. These men relieve each crew, going from boat to boat each week. They are also available to relieve full crews, during normal vacation periods. We have competent crews, who must meet certain Coast Guard regulations to qualify for positions. We have established pay schedules and working hours for our personnel. We, also, provide uniforms for our personnel.

Our base of operation is out of Rockland, Maine. We are now experiencing our first months of operation and through necessity must experiment with schedules, tariffs and services.

As a matter of interest, we would like to point out traffic figures of interest. In the twelve months period of 1959, with a vessel capable of handling two cars, the vehicle traffic to Vinalhaven was 544. In June and July of 1960, the new ferry handled 1709 vehicles. In 1959 for a twelve months period 290 cars made the crossing on the North Haven II. In June and July of 1960 on the new boat, 829 vehicles were serviced. No previous car service to Swan's Island was provided. In 1960 during June and July, 2,074 vehicles were transported to and from the Island. In June and July of 1960, over 7,000 vehicles crossed on the "Muskie" to and from Islesboro.

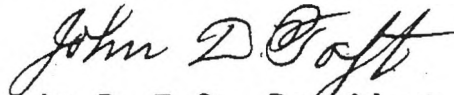
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During the past three years, the Directors and staff of the Maine Port Authority have worked closely with members of the Governor's Ferry Advisory Board and with state officials. We would like to acknowledge our appreciation of their counsel, advice and cooperation. We would also like to acknowledge the cooperation we have received from the people on the Islands and citizens of Maine, during the period of construction and introduction into service of the new ferryboats.

The Maine Port Authority is available to discuss any phase of this project, at anytime and invites inquiries, comments and suggestions that might tend to provide better service, in keeping with our obligation to the people on the Islands and the State of Maine.

Sincerely yours,

MAINE PORT AUTHORITY

A handwritten signature in cursive script that reads "John D. Toft".

John D. Toft, President
Board of Directors