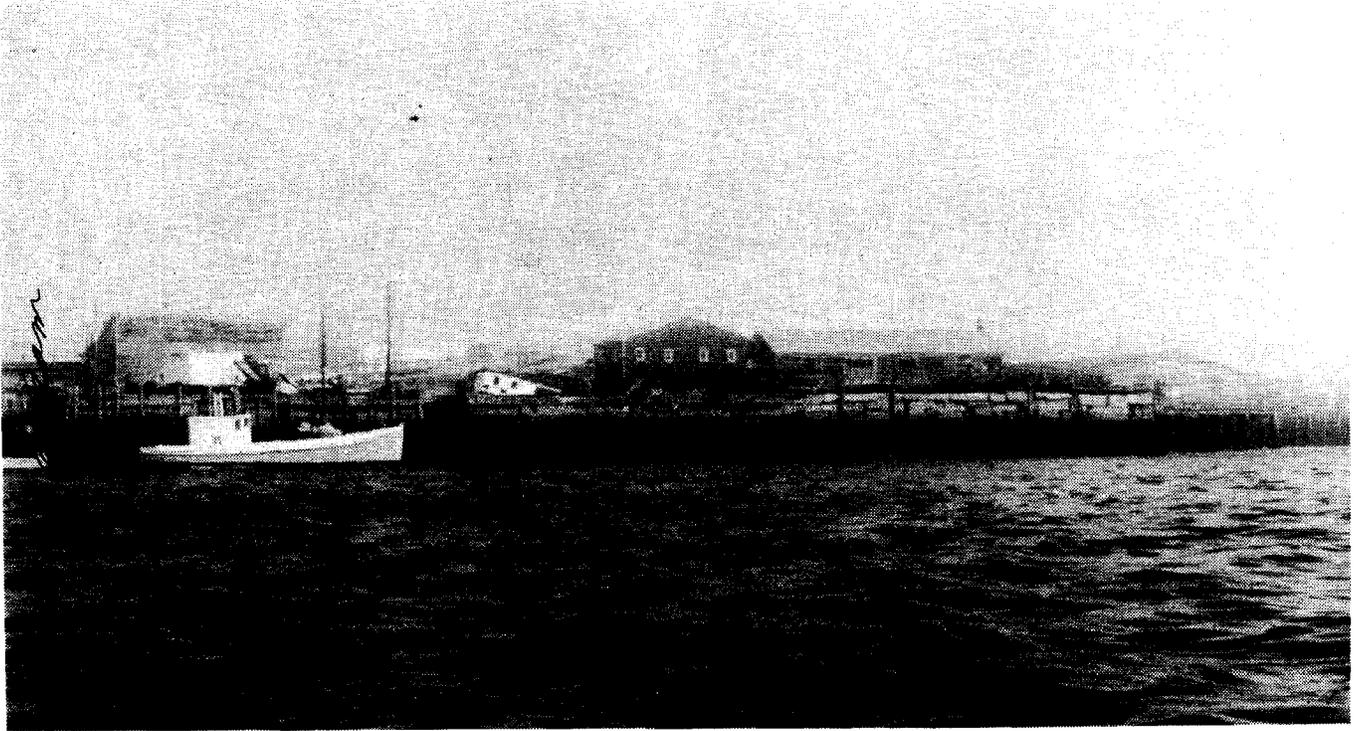


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MANAGEMENT OPERATIONAL PLAN FOR THE

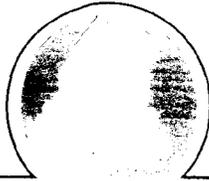


1986

Maine Coastal Zone Man

ROCKLAND FISH PIER JULY 1986

COASTAL ZONE
INFORMATION CENTER



EASTERN
MID-COAST
PLANNING COMMISSION

July 17, 1986

Mr. Robert Peabody
Chairman
Rockland Fish Pier Committee
Rockland City Hall
Rockland, Maine 04841

US Department of Commerce
NOAA Coastal Services Center Library
2234 South Hobson Avenue
Charleston, SC 29405-2413

MANAGEMENT OPERATIONAL PLAN FOR THE ROCKLAND FISH PIER

Dear Bob,

The Eastern Mid-Coast Planning Commission, in cooperation with the Eastern Maine Development Corporation and consultants James T. Ostergard and Fourtin Powell are pleased to present to you the Final Report for the MANAGEMENT OPERATIONAL PLAN FOR THE ROCKLAND FISH PIER.

We feel that the information outlined in this Plan provides a launching for the development of a healthy, viable, commercial fishing pier for the City of Rockland.

The team working on this Plan feel strongly that the Rockland Fish Pier must be constructed immediately. We believe that the City and the fishing industry as a whole have much to be gained from this project. We enjoyed working with you, Cathy Smith (the City Manager), the Rockland City Council members, and the Fish Pier Committee members. We feel that a well thought out plan for the pier has resulted from our close working relationship.

We hope that this report addresses your questions and concerns regarding the management and operational future of the Rockland Fish Pier. If you have any further questions please do not hesitate to give me a call. Thank you for this unique opportunity.

"Financial assistance for preparation of this document was provided by a grant from MAINE'S COASTAL PROGRAM, through funding provided by U.S. Department of Commerce, Office of Ocean and Coastal Resource Management, under the Coastal Zone Management Act of 1972, as amended."

Sincerely,

Patricia A. Jennings
Executive Director
Eastern Mid-Coast Planning Commission

HESS 4.12.86 1136 1986

MANAGEMENT AND OPERATIONAL PLAN FOR THE
ROCKLAND FISH PIER
TABLE OF CONTENTS

<u>TITLE</u>	<u>PAGE</u>
Executive Summary	1
Management Recommendations	3
Operational Recommendations	5
Maintenance Summary	6
History and Introduction	7
Current Rockland Fish Pier Description	9
Fish Pier Drawings	12
Fish Pier Photos	15
Economic Analysis	18
Maintenance Schedule	21
Projected Costs of the Maintenance Schedule	21
Other Rockland Public Harbor Facilities	25
Current Users of the Rockland Fish Pier	26
Potential Commercial Users of the Fish Pier	28
Other Potential Users of the Fish Pier	32
Management Structure: Similar Piers	35
Stonington, Maine	36
Portsmouth, New Hampshire	36
Plymouth, Massachusetts	37
Stonington, Connecticut	41

EXECUTIVE SUMMARY

The City of Rockland is faced with an unusual opportunity to provide an exceptional local facility for commercial fishermen at the former McLoon Wharf. The intent of this document is to summarize the findings of the consultant team retained to study the management/operations options available to the City and to make recommendations that will (1) tend to maximize the City's return on its investment in the pier; (2) consider future expansion of the facility; (3) tend to minimize future municipal expenditures; and (4) assist in consolidating plans and operations of all municipal harbor facilities.

RECOMMENDATIONS

1. THAT The City of Rockland should proceed immediately with the construction of a commercial fishing pier on the site of the former McLoon Wharf;
2. THAT the City of Rockland should create a Harbor Authority to be the coordinators for the entire Rockland Harbor including the new Fish Pier, the existing Fishermen's Pier, all boat launching ramps, the Public Landing, mooring facilities, and any other future marine related public facilities;
3. THAT the City of Rockland should encourage fishermen to use the new facility through a positive management and marketing program under the direction of a Harbor Director;
4. THAT the City of Rockland should make a financial commitment to the Fish Pier as indicated in this document for the next twenty years;
5. THAT the City of Rockland should make the following specific commitments to develop an expandable, efficient, and economical Fish Pier:
 - a. Add all vertical pier surfaces to the definition of the project area so that additional major construction expenditures are not imposed on the municipal budget;
 - b. Budget \$7,500 per year from Fish Pier income for continuing the maintenance schedule included in the final report;
 - c. Include the necessary funds in the municipal budget annually to cover routine expenditures received by other municipal facilities (snow plowing, insurance, etc.);
 - d. Provide a suitable surface for the Fish Pier so that fish wastes do not accumulate and create an unsanitary nuisance condition;

e. Require that no granite be removed from the existing pier without the unanimous agreement of the Engineer, the State, the City, and the Contractor;

f. Accommodate the WILLIAM McLOON in her present location using a combination of CEIP and private funding;

g. Postpone the construction of the wooden appendage at the end of the granite filled pier until all other elements of the Fish Pier are completed as detailed in the final report. The exception to this recommendation is that the foundation pilings should be installed to allow Coastal Tankers Inc. to construct a berthing facility in their present location. When funding becomes available to construct the appendage, a more permanent material and design should be developed than is offered by wood construction.

SUMMARY

MANAGEMENT (POLICY) RECOMMENDATIONS

1. That the City Council create a Harbor Authority consisting of representatives of the fishermen, the fishing industry, the general public, and the City administration to establish guidelines and direction for the utilization of the Rockland Fish Pier.
2. That the City Council restructure the present Harbormaster position to a Harbor Manager or Port Captain whose duty would be to manage and market the Fish Pier and all other marine related municipal facilities.
3. That the City Council establish a policy to manage the Fish Pier, Fishermen's Pier, Public Landings, and the City's moorings to optimize revenues consistent with serving the needs of the facility users.
4. That the City Council establish priorities to accommodate competing uses for the available harbor space. Those uses which produce the most income with the least disruption to the commercial fishing interests at the lowest cost and with the least land demand should have the highest priority.
5. That the City Council market Rockland Harbor to the fishing industry in a business-like manner encouraging the growth of fishing related businesses.
6. That the City Council encourage development of land adjacent to the Harbor for marine related industries.
7. That the City Council promote the Fish Pier for berthing of vessels particularly during the winter months.
8. That the City Council promote the use of the Fish Pier for commercial fishing interests and encourage the use of other Rockland facilities for non-commercial fishing interests.
9. That the City Council advocate the following recommendations related specifically to the construction of the new Fish Pier:
 - a. That the rotten wood portion of the McLoon Wharf be demolished.
 - b. That the granite filled portion of the Fish Pier be refurbished such that no additional expenditures will be required by the City for other than routine maintenance.
 - c. That the foundation piles be replaced on the McLoon Wharf to allow Coastal Tankers to reconstruct a berthing facility for their oil tanker.

d. That construction funds not expended on "a", "b", and "c" above be utilized to construct a concrete decked extension to the granite filled pier where the wooden McLoon Wharf was removed.

e. That floats and gangways be constructed and installed when the Fish Pier is constructed to allow maximum use of the facility.

SUMMARY

OPERATIONAL RECOMMENDATIONS

1. That during construction of the Fish Pier, the owners of Coastal Tankers, Inc. be allowed to install fender piling and a catwalk adjacent to the foundation piles in such a manner that the WILLIAM McLOON can be berthed in sufficient water approximately in its previous location.
2. That water, electricity, and ice be available on the Fish Pier.
3. That berthing for vessels be instituted on the western face of the granite filled pier beginning with a 40' slip at the inshore end, then a 50' slip, and two 70' slips.
4. That floating fenders (camels) be installed along the western face of the granite filled pier to prolong the life expectancy of the fender piles. If this camel system is installed, that fender piles be pressure treated rather than untreated to extract maximum life from the system.
5. That if floats are included in the redesign of the Fish Pier, lobster fishermen be included as users of the facility.
6. That consideration be given to accommodating commercial excursion vessels from the eastern face of the granite filled pier.
7. That rules be promulgated clarifying the allowed uses, prohibited uses, and any other information necessary for the pier to function as designed.

MAINTENANCE SCHEDULE

YEAR	ACTIVITY	COST
1987	- Seal coating of the asphalt paving surfaces.	\$500.
1988	- Miscellaneous repainting, refiberglassing, etc.	250.
1989	- New cribbing in areas not rebuilt during 1986. Repairs to electrical and plumbing systems.	100,000. 500.
1990	- Resealing of asphalt paving surfaces. Miscellaneous repainting, refiberglassing, etc.	500. 250.
1991	- Replacement of damaged fender piles.	5,000.
1992	- Miscellaneous repainting, refiberglassing, etc.	250.
1993	- Resealing of asphalt paving surfaces.	500.
1994	- Miscellaneous repainting, refiberglassing, etc.	250.
1995	- Repairs to electrical and plumbing systems.	500.
1996	- Replacement of damaged fender piles. Resealing of asphalt paving surfaces. Miscellaneous repainting, refiberglassing, etc.	15,000. 500. 250.
1997	- Miscellaneous repairs at pier mid-life.	5,000.
1998	- Miscellaneous repainting, refiberglassing, etc.	250.
1999	- Resealing of asphalt paving surfaces.	500.
2000	- Miscellaneous repainting, refiberglassing, etc.	250.
2001	- Replacement of damaged fender piles.	55,000.
2002	- Resealing of asphalt paving surfaces. Miscellaneous repainting, refiberglassing, etc.	500. 250.
2003	- Repairs to electrical and plumbing systems.	500.
2004	- Miscellaneous repainting, refiberglassing, etc.	250.
2005	- Resealing of asphalt paving surfaces.	500.
	TOTAL	\$187,250.*

* These costs do not reflect any elements added to the pier after the initial construction phase. For example, finger piers, floats, buildings, etc. are not included in the maintenance budget.

ROCKLAND FISH PIER

History and Introduction

The history of the Rockland Fish Pier began in November 1979 when the voters of Maine approved an \$11.9 million bond issue including seven fish piers from Eastport to Kennebunkport. The City of Rockland was allocated \$600,000 in state money. On September 30, 1980, the City received a draft contract from the State Planning Office, funded by the Coastal Zone Management program, for \$8,400 for "A Feasibility Analysis of Public Fish Pier Construction on the Rockland Waterfront". A Harbor Improvement Committee was formed in February 1981 to combat Rockland Harbor's poor image and problems such as water quality, lack of moorings, and lack of attention to the harbor. This committee evolved into the present Fish Pier Advisory Committee. Arthur Thurston is the current Chairman.

On December 13, 1982, the City Council authorized a design contract for a fish pier. The Maine Department of Transportation approved a \$123,000 engineering design contract on December 20, 1982, which was signed by Wright-Pierce, C. E. Maguire, Inc. in February 1983. In April 1983, a delegation of Rockland officials visited Kennebunkport (Cape Porpoise) and Portsmouth, New Hampshire fish piers. A second proposal for a fish pier, to be located in the North End, was made by Westatlantic, which was to have built a freezer plant adjacent to their proposed site. On May 3, 1983, Rockland voters approved, by a 476 to 454 vote, a referendum for \$150,000 in City funding for a fish pier. With the local funding, a total of \$1,250,000 was available for the fish pier, including \$600,000 from the state and \$500,000 from the Economic Development Administration. Bids for construction of a new fish pier, which was to have been located in the South End at the site of the Knox Pier (former Maine Central Railroad pier) were received in September 1983. Prock Marine Company's bid of \$1,034,000, lowest of nine bids received, was \$44,000 too high. The construction of a new fish pier was not undertaken, since any reductions in an already minimal pier would have resulted in a pier which would not have met the needs of fishermen. On January 9, 1984, the City Council voted to sell the South End site to Cianbro, which had considered it for a cement loading pier, for \$115,000.

On May 2, 1984, the Rockland Harbor Committee endorsed the McLoon Wharf site for a fish pier. Transfer of federal funding from the South End site to McLoon Wharf was approved by the Economic Development Administration on September 28, 1984, thus clearing the way for purchase of the McLoon Wharf and design studies for its reuse as a public Fish Pier.

The City of Rockland, in order to carry out its responsibilities and to obtain the best, long-term use of the public Fish Pier, has requested that a Management and Operations Plan be prepared for the Fish Pier Committee. The Fish Pier, in the Crocketts Point area of Rockland, off Commercial Street, is now owned jointly by the City and the Maine Department of Transportation, but will become the property of the City following completion of the reconstruction. The agreement between the Maine Department of Transportation and the City of Rockland, dated September 16, 1980, read, in part, "The City further agrees to continue the maintenance and operation of the facility as a public commercial fish pier for a minimum of twenty years following its completion."

Current Rockland Fish Pier Description

Physical Review of the Existing Facility

The City of Rockland was able to develop a Fish Pier site by making two purchases - the first being the former McLoon Wharf and the second being a tract of land adjacent to the wharf. Approximately \$575,000 was invested in federal, state, and local funds to make this purchase. According to records in the Rockland Assessor's Office, the total parcel of land encompasses 1.76 acres.

Any increase in physical size of the pier would be prohibitively expensive and time consuming. Removal of the dilapidated buildings and paving of the pier will constitute the extent of physical improvements to the pier. The possibility exists of rebuilding all (or a portion) of the wooden McLoon Wharf which is scheduled to be demolished as part of this project. (See attached drawings). Other additions might include floats and small wooden deck extensions. The existing wooden pier, the "L" which extends northeasterly from the southern end of the solid-filled portion of the pier, is approximately 65' x 175'. The Engineer's proposal is to reduce that to 30' x 175'. The significance of this change is that instead of having eleven feet of water at the northwest side of the "L" at low water, there would be less than one foot of water, making this side unuseable for the majority of the fishing boats.

The adjacent land parcel has potential for developing commercial buildings and parking space. Ancillary facilities such as: restaurants, marine supplies, storage facilities, etc. would be quite compatible.

Priorities need to be set to accommodate potentially competing uses for the available space. Those uses which: produce the most income with the least disruption to the commercial fishing interests; the lowest cost; and with the least land demand, should have the highest priority and be encouraged.

The existing granite filled portion appears to require the least expenditure to create the most productive pier area. The removal of the dilapidated structures, some filling and grading prior to paving, and a fender pile system, including installation of camels, will provide the majority of the useful berthing and unloading area of the project.

The existing "L" is approximately 65' x 175' of timber construction on top of an unfinished granite pier. The southeast face of this section is higher than the elevation of the rest of the granite filled pier and acts as a breakwater protecting the area where the WILLIAM McLOON is presently berthed. There is also a northeast granite wall and a short return forming a northwest wall. There is granite grout fill placed against the southeast granite block wall of this section which slopes toward

the northwest. There appear to be remains of some cribwork among the pilings. There is no granite block wall along the northwest side for some 160' where the WILLIAM McLOON is berthed. Instead there are timber fender piles tied into the timber deck above the granite walls and a row of interior foundation piles.

The appearance of the granite "L" as it is hidden by the rotten timber decking would suggest that at one time this section was going to be surrounded in granite and filled. Indeed at the juncture of the solid-filled pier and the "L", just easterly of the slipway, some fill has been placed approaching the level of the remains of the wooden deck.

Essentially, there are two proposals to consider for the development of this "L". One is the design as it exists on the Wright & Pierce drawings - a 30' x 175' timber structure limited to pedestrian traffic. (The design is being revised to accommodate light vehicular traffic. This change is anticipated to increase the construction costs.) As designed, there will be approximately eight inches of water adjacent to the northwest side of the (reduced size) pier at low water.

The recommendation of this plan is to replace the timber foundation piles on the northwest side of the "L", as called for on Wright & Pierce drawings approximately 28' from the face of the granite wall, thereby allowing Coastal Tanker to drive fender piling in their existing location tied back to the new foundation piles. The new foundation piles will maintain the stability of the granite fill and the interconnecting of the fender piles will provide a stable berthing area for the McLoon. It is not known how much decking can be installed on the top of these piles within the current construction budget. The recommendation of this plan is that new decking be of more permanent material than timber. Some form of precast concrete decking would be suitable. The decking should be installed in phases from the face of the filled granite pier across the entire 65' width from the southwest granite wall across the foundation piles to the fenderpile system at the McLoon berth. This could be accomplished in a fashion similar to the system at the Lubec Fish Pier where wooden foundation piles were driven and a concrete cap was poured encapsulating the piles. Concrete planks were then installed between this cap and the concrete cap covering the stone riprap. In Rockland these planks could span between the concrete cap on the granite wall to the cap on the foundation piles to the cap next to the fender piles.

Pier designs utilizing timber that is exposed to weather, tidal water, or large moving vessels has a limited life-expectancy. This will require substantial maintenance costs. As shown on the plans, the Rockland Fish Pier costs are as follows: foundation piling timber at \$16,800, timber pier at \$130,585.25, timber fender system at \$68,802.50, and timber fender piles at \$43,200. The total is \$259,387.75.

Ten years ago the McLoon Wharf supported oil trucks on the wood pier. Today it is unsafe for pedestrian traffic. The proposed new timber fender system uses untreated piles with a life expectancy of 10-15 years. To observe the contract with EDA requiring a minimum of 20 years of operation, the fender piles will need to be replaced at a cost of approximately \$75,000 by the year 2001. Some \$5,000 annually will need to be set aside to pay for these maintenance costs. This is an unavoidable cost whether the "L" is decked over or not. However, it may be advisable to eliminate fender pilings along much of the southeast face of the "L" if an additional take-out station is not to be constructed at this time. The fender pilings could be added when the deck is extended and a third take out station is installed.

A substantial difference in costs occurs when the timber pier becomes 25-30 years old and significant maintenance must be accomplished to continue to use the facility. A few more years down the road and major reconstruction including new foundation piling will be necessary. The granite filled pier will be functional with only the fender system requiring maintenance. (The paved surface will need some sealing and patching).

The economic questions appear to be:

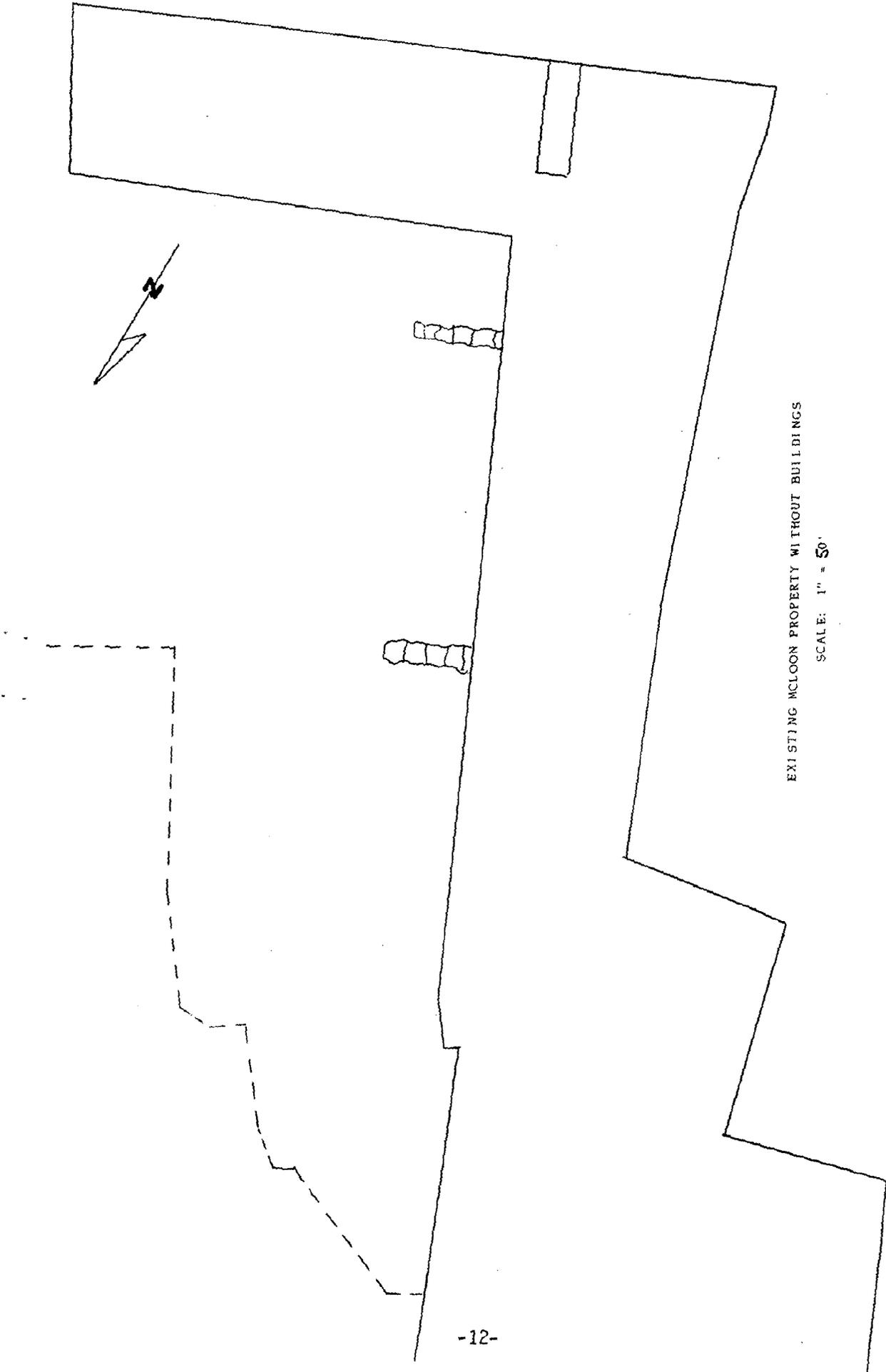
. Is the north-easterly "L" important to the functioning of the Fish Pier?

. Is it important to make it as permanent as the rest of the pier?

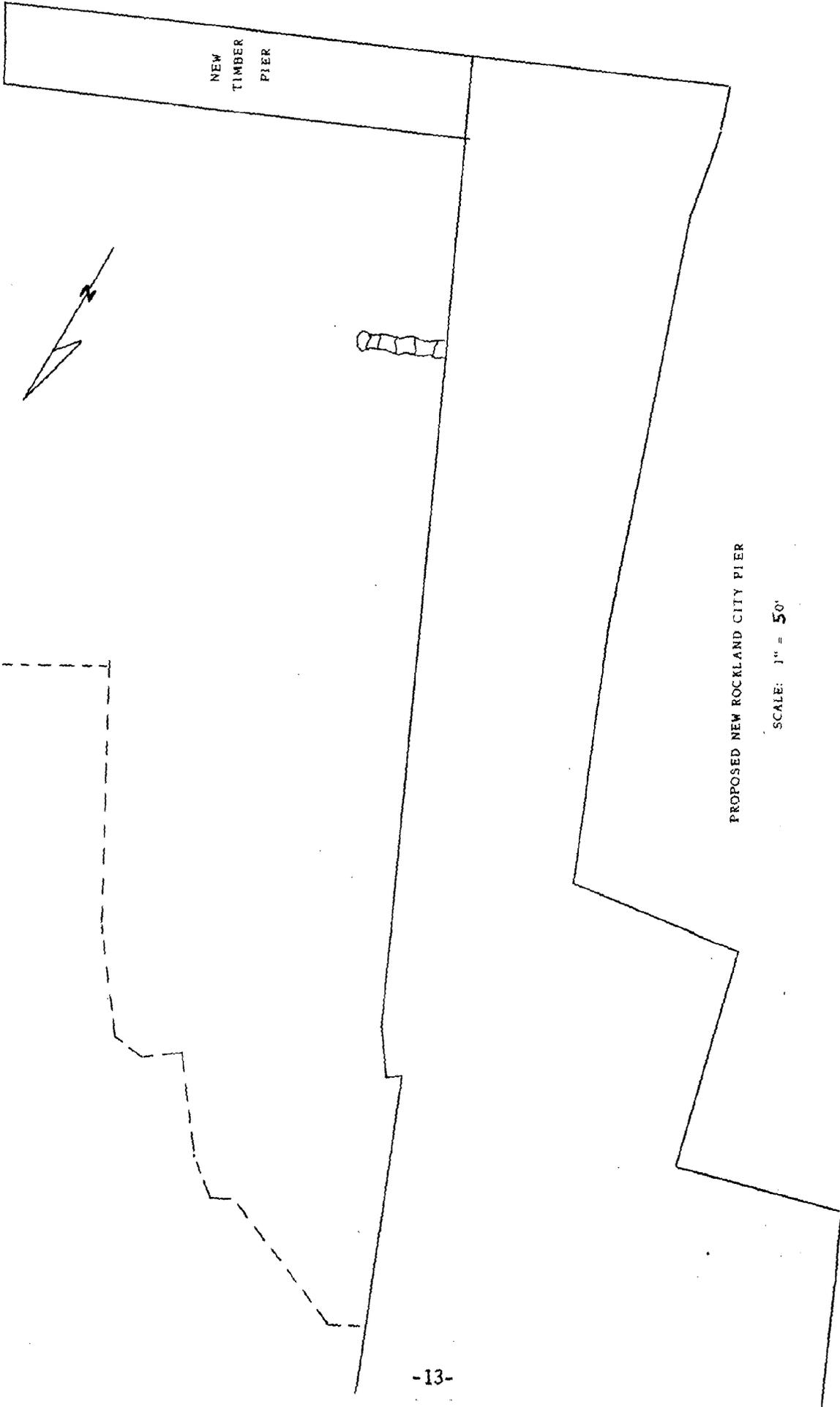
From an examination of the construction drawings the answer to these two questions appears to be "no".

. Will the pier operate twelve months of the year? How will snow and ice removal be addressed?

The proposed timber pier was not designed to be accessible to snow removal equipment. The granite filled pier should be paved to permit economical snow removal and the timber wheelstops should be redesigned to be less susceptible to plow damage. One alternative might be to redesign the concrete cap with suitable openings for drainage in place of the treated wood caplogs now proposed. The fender pilings, ladders, and other elements of the fendering system could be bolted to this concrete cap, which could also serve as a wheelstop. Future expenditures what would have gone towards replacement costs associated with the proposed wooden structure could be used to extend the concrete decking system previously mentioned.



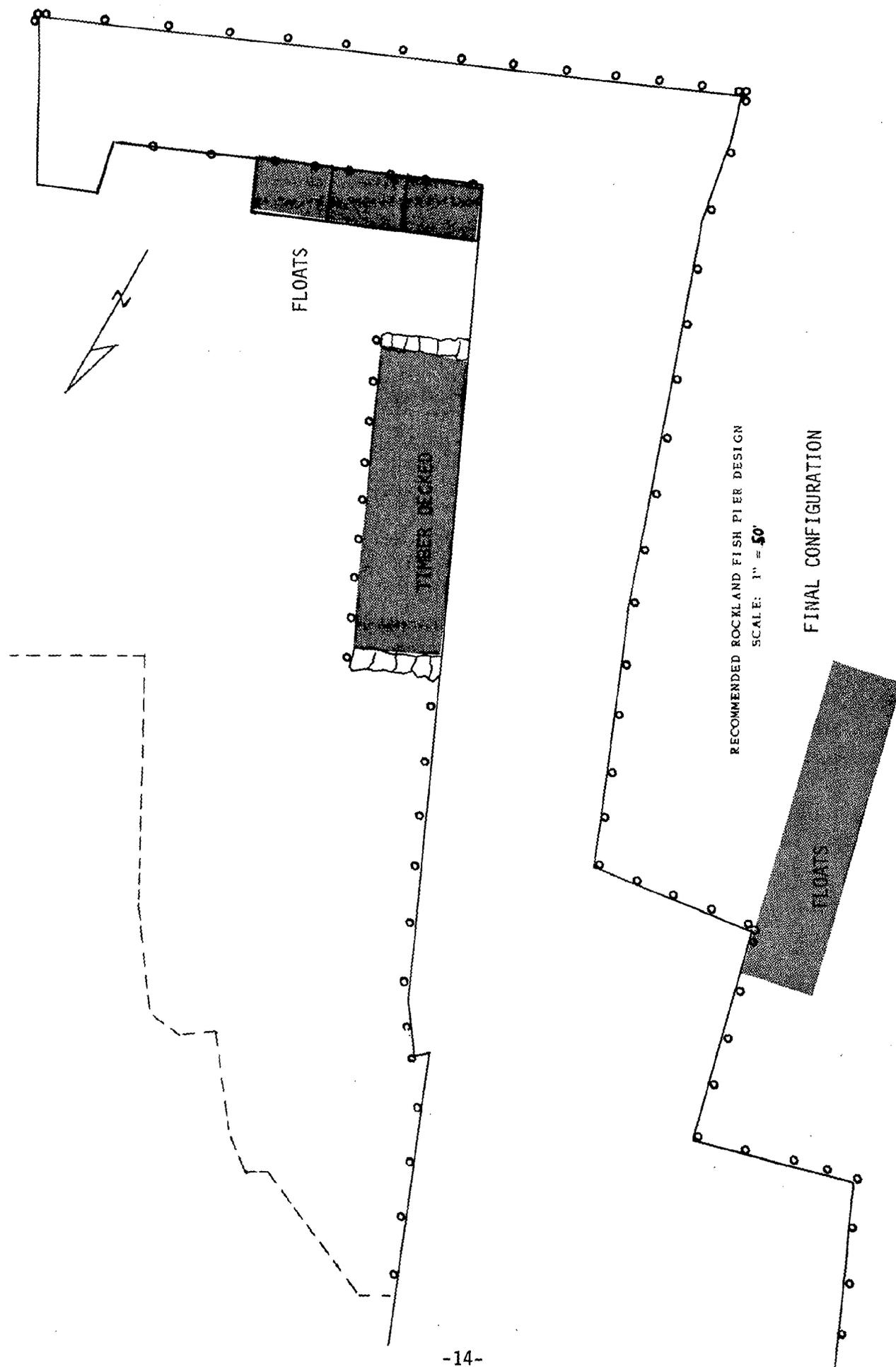
EXISTING MCLOON PROPERTY WITHOUT BUILDINGS
SCALE: 1" = 50'



NEW
TIMBER
PIER

PROPOSED NEW ROCKLAND CITY PIER

SCALE: 1" = 50'



FLOATS

TIMBER DECK

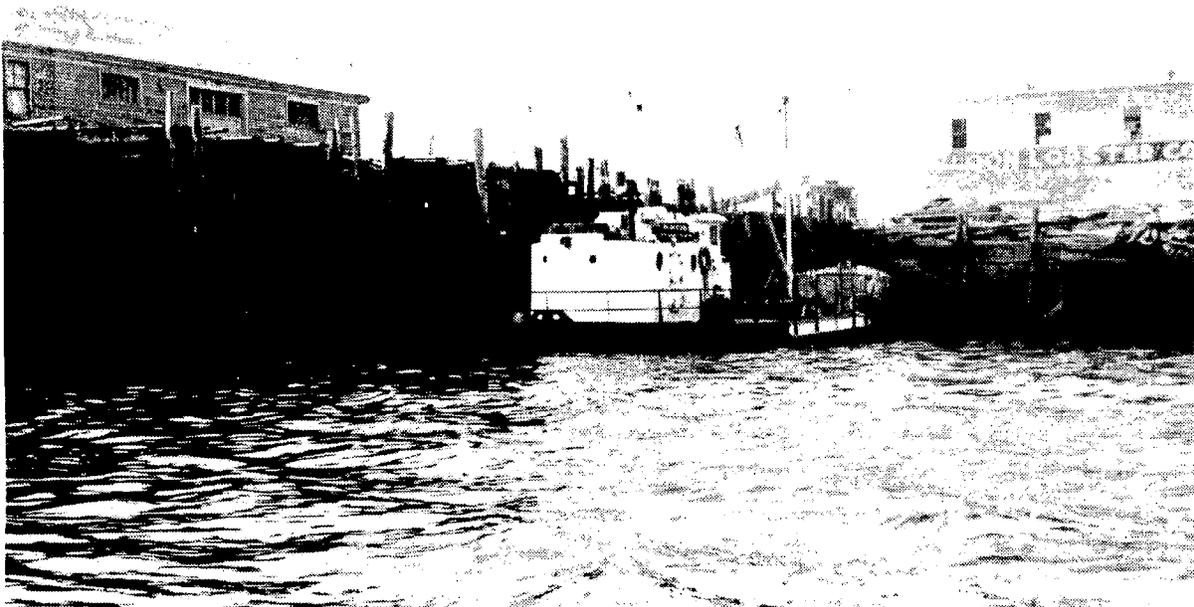
RECOMMENDED ROCKLAND FISH PIER DESIGN
SCALE: 1" = 50'

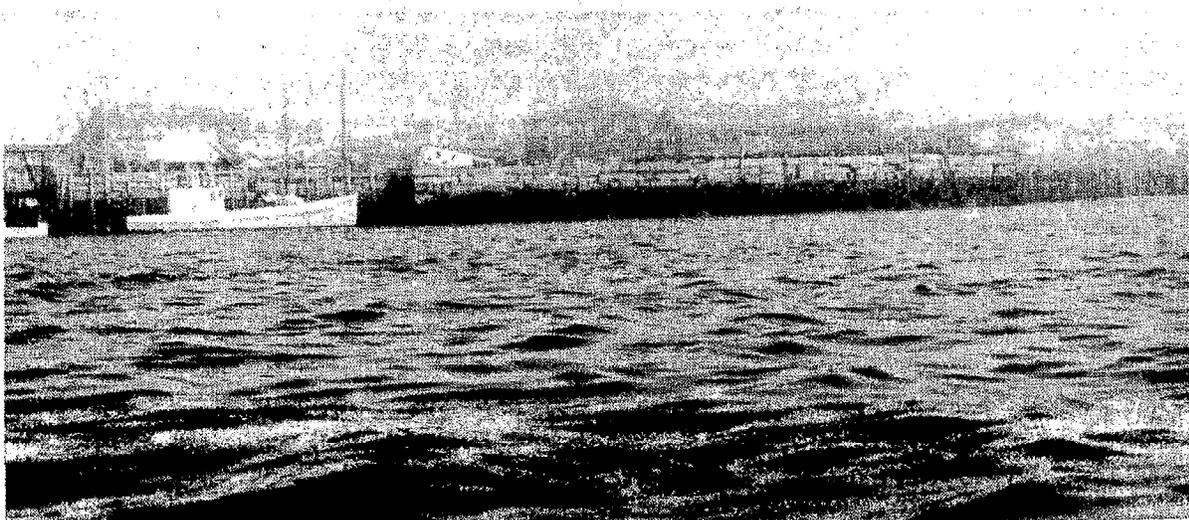
FINAL CONFIGURATION

FLOATS



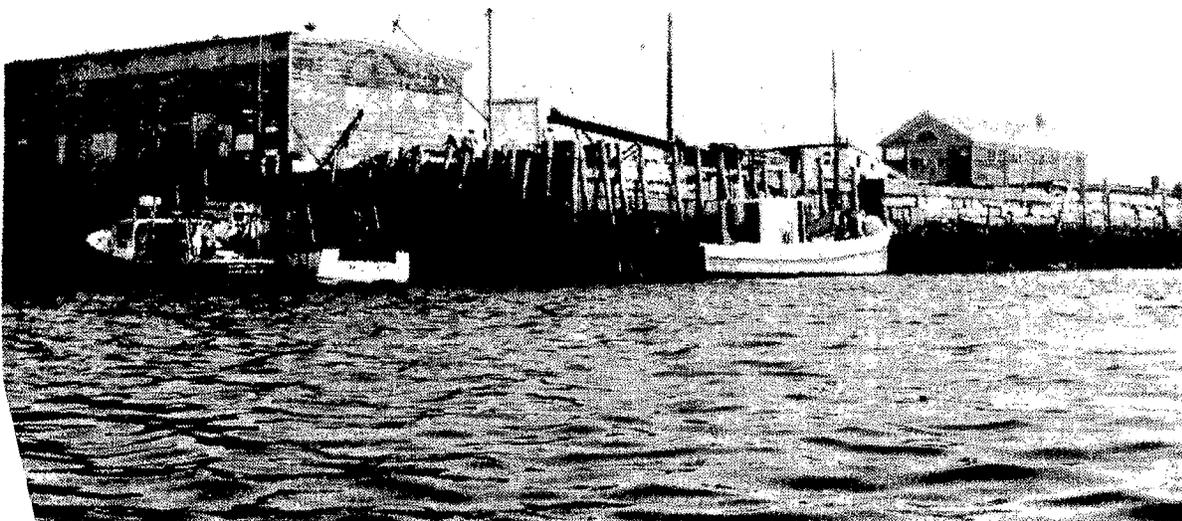
Two views of the present McLoon berth, Above, looking from the shore end of the pier in a southeasterly direction the vessel half loaded at mid water. Note in the above photo the present pilings set alongside the granite buttress. Below, looking in a southerly direction into the present McLoon berth at low water with the vessel fully loaded.

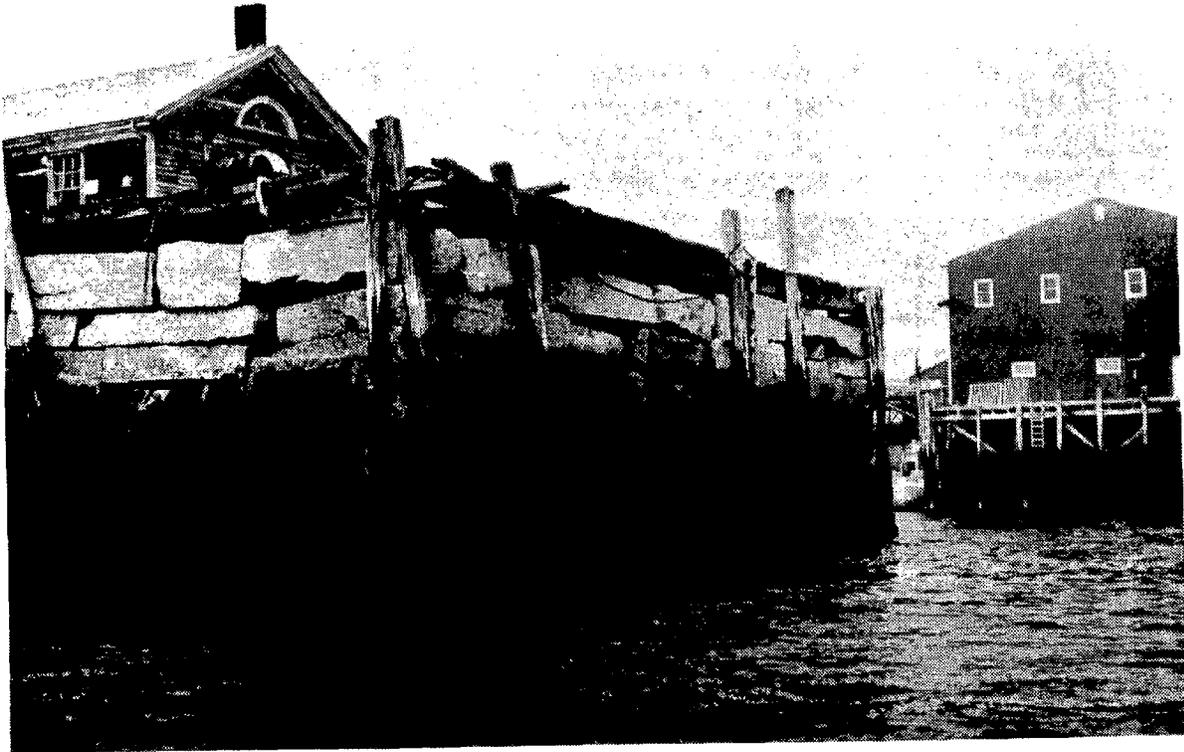




Above, the south face of the pier. The sardine carrier on the left is lying in the approximate proposed herring take-out area. Just to the right of the carrier's bow is the old ferry slip, to be filled. The proposed wooden deck would start at the end of the ferry slip and continue to the easternmost part of the pier. Note the higher elevation of granite to the right of the photo.

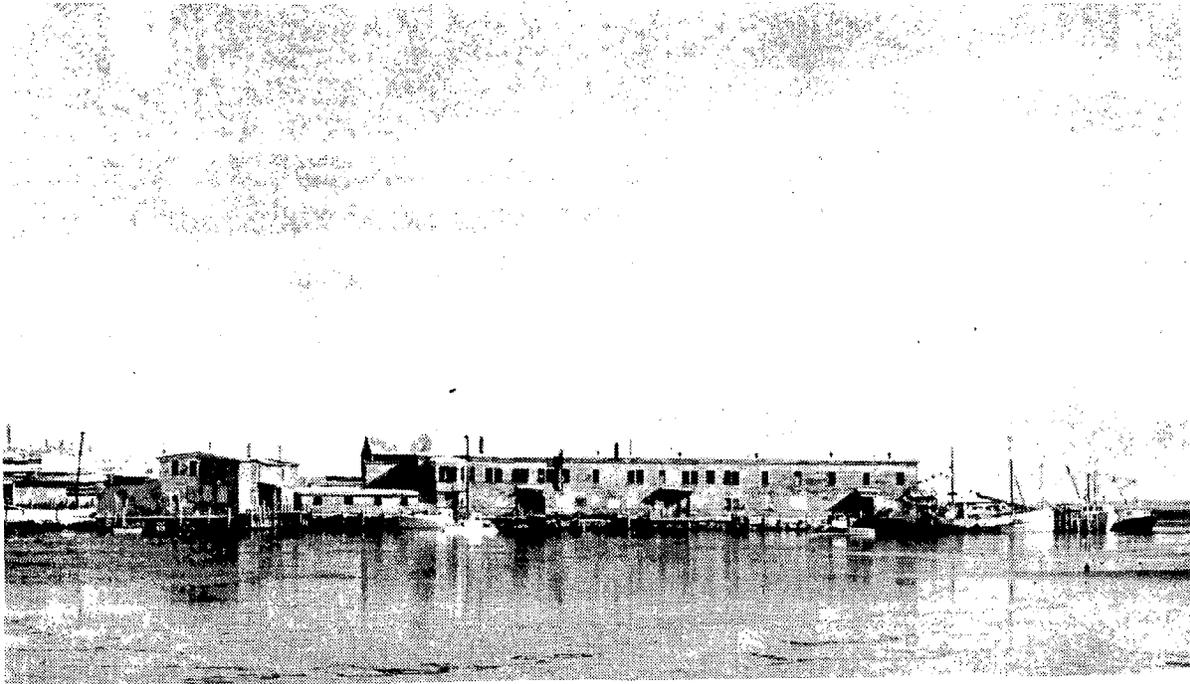
Below, the south corner of the pier. The vessel to the left is taking out groundfish at the present take out site, note the derrick and boom. The sardine carrier to the right is just below the present herring take out conveyor.





Above, the easternmost face of the present wharf. Present plans call for removal of at least one third of this granite to fill the ferry slip. This granite is the breakwater for the berths inside.

Below, the western face, shown last winter. Vessels laying at the south end have unloaded fish. The large building will be removed. This is the view from the present Fishermen's Pier below the Courier-Gazette building.



Rockland Fish Pier

Economic Analysis

In reviewing the financial information presented for the Rockland fish Pier, one finds that the projections support the economic viability of the project. This is not to be construed as an automatic guarantee that a surplus will occur but that it will with prudent management of the fish pier. The assumptions utilized in the preparation of the projected income and expenses are conservative based on the information gathered.

When one looks at each individual category, this conservative approach becomes evident.

- a) Tanker Berth - This is based on a reasonable rent payment, although the owners of the William McLoon would be willing to pay additional rent based on what services would be provided.
- b) Take-out Berth (Groundfish) - The assumption of \$250,000 pounds per year is a minimum figure and the poundage could be significantly higher. The .03 per pound was arrived after discussions with Rockland officials.
- c) Take-out Berth (Herring) - The 4 million pounds of herring per year is also a minimum figure as is the \$3.00 per ton pumping fee. This figure has ranged to as high as \$10.00 per ton. Revenues for this aspect could increase significantly based on the per ton charge.
- d) Twelve Berthing Spaces - If these spaces are fully utilized then the revenue figures that are presented here are attainable and are in fact marginally higher than the \$8,500 outlined in the report.
- e) Other Revenues - Other revenues could be realized from providing additional services or other berthing options (such as floats). Any of these would have certain start-up costs and possible ongoing expenses which would need to be carefully evaluated before instituting any additional revenue generating programs.
- f) Expenses - The major expense will be for maintenance of the fish pier. The assumptions here are that these expenses will be needed to update and maintain the facility. Although these expenses may not equal the estimates initially, excess funds must be placed in escrow to offset additional expenditures in future years.

The numbers clearly indicate a surplus of income over expenses of \$21,000. Such an amount of revenue could be used to hire a person to be facility manager tied in with harbormaster. Projecting revenue is one thing but collecting it is another. For a surplus to be realized, the money must be collected from the various parties. It is believed that there has been difficulty in collecting money in the past for harbor fees. The city needs to maintain a presence on the pier in order to facilitate collections. Combining the harbormaster with a pier manager may alleviate this problem.

In review, with prudent management and controls the fish pier should operate at a surplus for the City of Rockland. The City needs to exercise the control necessary and the fiscal management necessary to make this happen.

ROCKLAND FISH PIER

INITIAL YEAR ESTIMATED REVENUES AND EXPENSES

PRESENT PROPOSAL

<u>PROPOSED CONSTRUCTION COSTS:</u>	\$593,000
(based on Engineering estimates)	
<u>AVAILABLE REVENUE FROM PRESENT USERS:</u>	
1 tanker berth	
2 take out berths	
12 berthing spaces	
 <u>Projected income based on present users:</u>	
Tanker Berth (WILLIAM McLOON)	
Rent @ \$175/month	+ \$2,100/year*
 #1 Take Out Berth (Groundfish):	
M & N SEAFOOD	
250,000 lbs/year	
@ \$.03/pound	+ \$7,500/year
 #2 Take Out Berth (Herring):	
ISLAND PUMP, INC.	
4,000,000 lbs/year	
@ \$3.00/ton	+ \$6,000/year
Rent @ \$125/month	+ \$1,500/year*
 Rent for 4 berths, Southwest Face:	
(Each berth used for three vessels)	
230 feet of berthing space	
@ \$12.50/foot/year	+ \$8,500/year
Total:	\$25,600/year
 <u>PROJECTED MAINTENANCE COSTS:</u>	
Fender pilings	\$5,000/year
Other	\$2,500/year
Total:	- \$7,500/year
 <u>TOTAL:</u>	
Present Rents	\$3,600/year*
Projected Revenues	\$18,100/year
(yearly income minus	
maintenance costs)	

NOTE: ADD \$25,000/year for maintenance for first five years for vertical surfaces north of shore end of main pier, if not included in original project.

Maintenance Schedule

As with any capital project there are built in future costs associated with the development of the Fish Pier. This section deals with one aspect of those costs - the expense involved with maintaining the facility in safe operating condition. Two categories of expenses should be considered. The first is the unplanned and unscheduled repair/replacement costs resulting from accidents and unforeseen occurrences. These include but are not limited to breakage caused by poor operating practices of fishing vessels, damage due to abnormal weather conditions, paving damage from gasoline leaking from parked vehicles, frost damage, vandalism, etc. These situations require funds for repairs which if not performed lead to long term unnecessary expenses. The motivations for accomplishing this type of repair are to maintain the image of the pier as an important public facility and to avoid increasing the City's liabilities. A poorly maintained facility invites additional abuse and creates hazards to personnel, vehicles, and equipment.

The second type of expenditure is usually the most costly and it involves the cyclical replacement of the elements which make up the Fish Pier. Some pier elements will wear out, some will deteriorate, some will break, and some will require replacement for reasons of continued operational safety. While the costs are high, the ability to plan and budget for these expenses allows the City to set aside money each year in anticipation of actual expenditures. After completing the estimates for work required for pier upkeep, alternatives may be discovered making it possible to decrease these costs.

Projected Costs of the Maintenance Schedule

The Rockland City Council has indicated that the income to cover the costs of repairs/replacements will come from the revenues generated by the Fish Pier. These revenues have been estimated to begin at \$20,600 the first year of operation and increase as more fishermen use the facility. From these revenues will come the maintenance costs and added operational costs for the fish pier. From the previous Maintenance Schedule it can be seen that during the first two years of operations only \$750 is required for maintenance of the facility. During year three it is anticipated that all the work omitted during initial construction as "too expensive" must be accomplished to continue to use the facility without undue risk of accident liability. This cost is estimated to be \$100,000 since it is anticipated that none of the 700' of cribbed wall will be repaired during the construction phase of the pier project.

From what sources will the funds to accomplish this work be raised?

This plan proposes that \$7,500 be appropriated each year from pier revenues to cover the anticipated costs of repairs/-replacements. During the nineteen years of pier operation required by the funding agencies, a total of \$142,500 could be collected for maintenance work. The costs for those same years are estimated to be \$187,250 unless the deteriorated wooden cribbing is replaced as part of the original project.

Because of a serious reservation that the pier will not be safe to the public unless some portion of the wooden cribbing is replaced as a part of the initial project, \$50,000 of project funds have been allocated to the refurbishing of about one-half of the wooden cribbing. This means that repairs to cribbing are more important to the project than the new fire hydrant, than loaming and seeding, than paved parking areas, or the wooden "L".

A \$50,000 reduction in expenses to repair the wooden cribbing will decrease the total maintenance costs over 19 years to \$137,250. Projected expenses are now less than the recommended allocations for maintenance of \$142,500. Assuming that pier income averages \$25,000 per year over the same time period, total income revenues will approach one-half million dollars. Roughly one-third of those monies are being allocated to maintenance.

At some future time the suggestion will probably be made that more funds be withdrawn from the operations budget and placed into the maintenance budget. This would allow additional pier components to be constructed and maintained without municipal fund allocations. This plan strongly advises that this not be done since the rationale for allocating \$7,500 per year to maintenance was arrived at in part by considering the operations requirements. It is, however, a municipal policy decision; one which might be compared to going 1,000 miles further between oil changes on all municipal equipment - saving a few dollars and putting expensive resources at risk.

MAINTENANCE SCHEDULE

YEAR	ACTIVITY	COST
1987	- Seal coating of the asphalt paving surfaces.	\$500.
1988	- Miscellaneous repainting, refiberglassing, etc.	250.
1989	- New cribbing in areas not rebuilt during 1986.	100,000.
	Repairs to electrical and plumbing systems.	500.
1990	- Resealing of asphalt paving surfaces.	500.
	Miscellaneous repainting, refiberglassing, etc.	250.
1991	- Replacement of damaged fender piles.	5,000.
1992	- Miscellaneous repainting, refiberglassing, etc.	250.
1993	- Resealing of asphalt paving surfaces.	500.
1994	- Miscellaneous repainting, refiberglassing, etc.	250.
1995	- Repairs to electrical and plumbing systems.	500.
1996	- Replacement of damaged fender piles.	15,000.
	Resealing of asphalt paving surfaces.	500.
	Miscellaneous repainting, refiberglassing, etc.	250.
1997	- Miscellaneous repairs at pier mid-life.	5,000.
1998	- Miscellaneous repainting, refiberglassing, etc.	250.
1999	- Resealing of asphalt paving surfaces.	500.
2000	- Miscellaneous repainting, refiberglassing, etc.	250.
2001	- Replacement of damaged fender piles.	55,000.
2002	- Resealing of asphalt paving surfaces.	500.
	Miscellaneous repainting, refiberglassing, etc.	250.
2003	- Repairs to electrical and plumbing systems.	500.
2004	- Miscellaneous repainting, refiberglassing, etc.	250.
2005	- Resealing of asphalt paving surfaces.	500.
	TOTAL	\$187,250.*

* These costs do not reflect any elements added to the pier after the initial construction phase. For example, finger piers, floats, buildings, etc. are not included in the maintenance budget.

Seal coating paved surfaces one year after initial installation and every three years thereafter will dramatically extend the useful life of paving exposed to oxidation rather than wear. Traffic control painted lines will need to be redone following sealing.

Miscellaneous repainting, refiberglassing, etc. is a program to maintain all the ancillary equipment on the pier in excellent condition. Every other year signs, electrical cabinets, cleats, markers, etc. will be checked and painted as part of an evaluation program to maintain all elements of the pier.

One of the major expenditures is \$100,000 to repair wooden cribbing on those portions of the granite filled pier eliminated from the Fish Pier project by budgetary constraints. Any areas that can be accomplished as an addendum to the initial project will reduce this future cost.

Another major expenditure is replacement of the fender pile system at \$75,000 over fifteen years. This expense is an unavoidable cost and should be budgeted and performed as scheduled.

Other Rockland Public Harbor Facilities

The City has four harbor facilities available to the public. One, known as the Fishermen's Pier, is used primarily by lobster boats and is located just north of the launching ramp used by commercial boats. This pier was constructed with a Farmers Home Administration grant in the spring of 1977 by Prock Marine Company. Fishermen's Pier, although designed for commercial use, also includes a landscaped area containing old navigational aids donated by the Coast Guard. There is parking laid out for nine vehicles. An additional paved area is used to serve the pier. Most of the pier is solid filled, with vertical granite blocks on the south face and rip-rap on the east and north faces. About 145 feet of frontage is available on the south face and about 60 feet on the east face. It is equipped with a light capacity davit suitable for hoisting out lobster crates. Along the south face, there are four 10 foot by 30 foot floats and a gangway, suitable for boats in the under 50 foot size range. Overhead lights, power, and water are available at the pier. The south side of the pier provides some shelter, being close to the pier on which the Black Pearl Restaurant is located. There is a two hour docking limit and no overnight tieup of boats is allowed. The east face is exposed to easterly winds and waves, making it unsuitable for berthing. The float and gangway once located against the east face are now missing as is a section of the cap log and a fender piling. The north side is not designed for berthing.

The launching ramp is paved with reinforced concrete. Below the half-tide level, the surface has deteriorated to the extent that the reinforcing mesh is exposed and rusting, making the ramp unsuitable for use at low tide. No floats are provided. Parking is available at the nearby pier and on the public right-of-way which serves as access to the ramp.

To the south, the City owns a Public Landing, site of the annual Seafood Festival on the first weekend in August. It includes a pier and floats suitable for pleasure boat use. The Harbor-master's launch, a surplus Coast Guard motor-whaleboat, is based there during the summer. The City also owns a small number of moorings which are made available for visiting yachts. Public restrooms and showers are provided in the former yacht club building, now the Chamber of Commerce. They are open during the day, seven days per week, throughout the summer. The pier is equipped with lights and power. Water is available to the floats. The area is exposed to easterly winds and waves, aggravated by the reflected wave action from the granite bulkhead at the edge of the Landing, resulting in increased wave heights. The floats are not suitable for berthing large vessels. Some of the charter fishing boats, which take fishermen on day-long trips, operate from these floats but do not berth there.

The City's State-funded launching ramp for pleasure boats is located in the "South End", off Mechanic Street. It includes a paved ramp, floats alongside the ramp, parking for 41 cars with boat trailers, and parking for 7 cars without trailers. The area is lighted, attractively landscaped, and adequately meets the needs of recreational boaters who trail their boats to the water from Rockland and the surrounding area. Although the area is well sheltered, the limited water depth and lack of pier or wharf facilities make it unsuitable for berthing boats. The floats alongside the launching ramp are suitable only for loading and unloading boats and guiding them on and off trailers.

The Maine State Ferry Service pier off Main Street serves the State operated ferries which run to North Haven, Vinalhaven and Matinicus. Its use is generally restricted to the ferries. However, the MARY & DONNA, a 40 foot boat which is to operate to Matinicus this summer, will use the small loading ramp to the south of the Ticket Office. The east face of the pier is also used occasionally by some of the larger, over 100 foot, cruise vessels which visit Rockland during the summer.

As can be seen from the above summary, Rockland Harbor has a number of facilities suitable for some public boating use, but very limited facilities for large, over 50 foot, commercial vessels. At the four facilities owned by the City, no public berthing facilities are provided.

Current Users of the Rockland Fish Pier

The former McLoon Wharf currently has five regular users. The WILLIAM McLOON, an oil tanker measuring 72 feet long, 20.5 feet beam, with a loaded draft of 11 feet, has been based there since she was constructed in 1953. This steel vessel, built by Blount Marine, Warren, Rhode Island, is now owned by Coastal Tankers and Petroleum, Inc., which was formed in June, 1983. Principals of the firm reside in Rockland and Vinalhaven. The WILLIAM McLOON, with a capacity of 50,000 gallons, carries four petroleum products: regular gasoline, no-lead gasoline, #2 fuel oil, and kerosene. Customers served are located on Monhegan, Matinicus, Vinalhaven, North Haven, Islesboro, Isle Au Haut, Long Island, (Frenchboro), Swans Island, Cranberry Islands, Crotch Island (Stonington), and Southwest Harbor. Seasonal deliveries are made to the Hurricane Island Outward Bound School on Hurricane Island, Squirrel Island off Boothbay Harbor, and to the Maine Audubon Camp on Hog Island (Bremen). For more than half these islands, Coastal Tankers and Petroleum, Inc. provides the only delivery of petroleum products. Because of this, the WILLIAM McLOON is vital to the continuation of commercial fishing on these islands.

When receiving fuel from trucks, the WILLIAM McLOON requires on shore fire fighting equipment, in addition to that onboard the vessel. Most fuel is taken on in South Portland, but some is loaded at Rockland. The vessel berths against the inside, northwest, face of the wooden portion of the wharf, which is seriously deteriorated and barely serves as a walkway for crewmen to reach the boat. At present, no direct vehicular access is possible. Electric power is provided at the wharf, but no water is available. Storage is also needed for "case oil", oil delivered in cans or drums. Their current rent is \$175 per month. The vessel operates year-round. Parking for the crew of three is available on the wharf.

Two herring carriers are usually berthed against the southwest face of McLoon Wharf during the winter. That face of the wharf provides the best shelter during storms. Near the south corner of the wharf there are water depths adequate for the eight to ten foot draft required by the carriers. Although the granite face of the wharf is still sound, the wooden decking along portions of this face of the wharf is unsafe and many fender pilings are missing. During storms, vessels often nest two or three deep along the face of the wharf.

The PENOBSCOT GULF, a 50 foot longliner, is berthed against the southwest face near the south corner of the wharf. They use this space to take out fish. This area is unobstructed by buildings and the paving allows trucks to receive fish directly from the vessels.

M & N Seafood, a fish packer, uses the wharf to receive fish. They are estimated to receive between 250,000 and 500,000 pounds of fish annually. They load their truck directly from vessels at the wharf, often using a light derrick located on the southwest face of the wharf near the south corner. They usually serve two boats, one 42 foot and one 50 foot, which also berth there. Together, the two boats are estimated to land about 150,000 pounds of fish annually.

Island Pump, Inc., which operated a herring pump on the wharf, pumped herring from carriers lying against the southeast face of the wharf. The pump, which is mounted on wheels, is now located in the North End, adjacent to the wharf owned by Prock Marine Company. Island Pump reportedly pays rent of \$125 per month at McLoon Wharf. A second herring operator used a conveyor, still on the wharf, in a herring take out operation. This may indicate the future potential of having more than one herring operator at the Fish Pier.

North Atlantic, Inc., which operates a fleet of three to six vessels in the 65' to 85' size range, is based in Portland. They have recently made use of a private wharf in Rockland Harbor for emergency repairs. They have occasionally taken out fish at Rockland and have stated that they would like to use the Fish Pier in the future.

The southeast face of McLoon Wharf, although constructed entirely of granite blocks, is now usable only near the south corner of the wharf, since the wooden, pile-supported decking over the northeasterly "L" of the wharf is seriously deteriorated. Few fender pilings remain against the southeast and northeast faces. A slipway, apparently designed to accommodate a gangway to allow loading of a vessel alongside the wharf at low tide, is located between the solid portion of the wharf and the wooden decked portion. Extending approximately 75 feet northeast of the slipway, there is granite grout fill almost to the level of the wooden decking. It is supported by the granite block face of the wharf and by cribwork on the inside, northwest, face of the wharf. The grout fill continues at a lower level out to the granite blocks forming the northeast face of the pier. This face of the pier serves as a breakwater and provides good shelter for the berthing areas inside the wharf, including those alongside the Port Clyde Packing Company. Any reduction in the length of this northeast face of the "L" would reduce the shelter and usefulness of the entire area inside the "L".

Despite the loss of use of much of the wharf's frontage due to deteriorated decking, McLoon Wharf continues to provide much-needed take out and berthing space for commercial vessels. All current users have indicated a desire to continue using the wharf when it is repaired and becomes a public Fish Pier.

With proper design, a considerable increase in the usable frontage, and in the unobstructed deck area, due to the proposed removal of buildings on the wharf, can be achieved. The facility can then serve many additional vessels, generating considerable, additional rental income for the City.

Potential Commercial Users of the Rockland Fish Pier

As previously indicated, the initial potential users are most likely to be those vessels and operators now using the McLoon Wharf. These users will serve as key examples of a useful commercial fishing pier. It will be important to accommodate those users and to improve their facilities in order to attract additional users to the pier. Due to the long delays which the Fish Pier has experienced, there is considerable doubt on the part of Rockland's fishermen concerning the future of the Fish Pier and its usefulness to them. Good physical design, adequate facilities, fair treatment of present users, and good management are crucial to the long term success of the Fish Pier.

The owners of the WILLIAM McLOON have indicated a desire to continue using McLoon Wharf and have been receptive to possible relocation of their berth. During construction of the Fish Pier, the owners of Coastal Tankers, Inc. should be allowed to install fender piling and a catwalk adjacent to the foundation piles in such a manner that the WILLIAM McLOON can be berthed in sufficient water, as close to its previous location as possible.

Two herring carriers currently berthing at McLoon Wharf have indicated a desire to continue to use the wharf. They need water depths of eight to ten feet. The southwest face of the main part of the wharf could accommodate, with existing water depths, 230 feet of berthing space. Berthing for vessels should be instituted on the western face of the granite filled pier beginning with a 40' slip at the inshore end, then a 50' slip, and two 70' slips. The mechanics of this procedure should be decided by a policy or rules committee. (The Harbor Authority). It may also be possible to rent a slip to one party, who would then "sublease" to a second and third vessel.

The owner of the longliner, PENOBSCOT GULF, wants to continue to take out fish at this pier to his own buyer. His landings are estimated to be about 100,000 pounds per year. Groundfish take out rates vary with the service being provided. Along the Maine coast, a vessel is generally charged \$.03 to \$.07/pound by a packer for labor, wharfage, and ice. The City could expect to receive \$.01 to \$.03/pound for use of the wharf.

If the City chooses to charge a take out fee of \$.01 to \$.03/pound, the City could expect revenues of about \$1,000 to \$3,000 per year from a vessel such as the PENOBSCOT GULF which landed about 100,000 pounds per year, in addition to any berthing fees.

In Stonington, Maine, the vessels do not berth at their fish pier, but all vessels are charged an annual fee of \$10/foot for take out. Their harbor committee worked out this rate in order to try to be fair to the many different boats taking out there, which are landing finfish, shellfish, and lobsters of widely different values/pound. A \$100/year users fee is charged to those servicing boats at the pier, such as fish buyers or packers, fuel trucks, mechanics, and welders. The "one fee" system reduces the administration of the fish pier. They are now trying to set rates for seasonal use of their pier. A per foot charge of about \$15/half or quarter year has been suggested. At Rockland, a similar "one fee" system could be used, although berthing fees would also provide revenue.

M & N Seafood, a fish packer, has ordered a new truck to expand their operation. They have indicated a desire to continue using McLoon Wharf. As mentioned above, the City could expect to receive fees for fish landed at the wharf or a user fee, or both.

North Atlantic, Inc., which operates a groundfish fleet out of Portland, would like to continue using Rockland for emergency repairs and occasional unloading of fish. Depending on schedules and vessel steaming time, Rockland could be a very attractive unloading port for vessels whose fish are destined for the fish auction in Portland. The City Council should market Rockland Harbor to the fishing industry in a business-like manner encouraging the growth of fishing related businesses.

It is critical for economic success of the pier that the herring industry be considered. Income from herring coming across the dock either by pump or by basket could reach \$6,000 a year in the first years and depending on rates charged and yearly landings double that figure within two to three years. As noted previously, there may be potential for more than one herring take out operation at the Fish Pier. If floats are included in the redesign of the Fish Pier, lobster fishermen should be included as users of the facility.

An additional herring carrier and a scalloper have expressed interest in using the Fish Pier, another indication of potential growth in use of the wharf.

Contact with other public fish piers indicates the need for fuel and ice availability to encourage vessels to use the facilities. Sale of diesel fuel is a major source of income to the operators of the Town Dock in Stonington, Connecticut, where a fixed installation is located. They also sell ice. The Portsmouth, New Hampshire fish pier, which now has an ice plant with 5 tons/day capacity, is in the process of adding a second and third ice plant, one to be state-owned and one owned by the cooperative.

Rockland now has more ice making capacity than Portland. Frank O'Hara indicated that Rockland's ice plants have a capacity of 190 tons, greater than the 124 tons in Portland. Although some fishermen worry that if they sell to independents they might not be able to get ice this has never been documented. Some herring carriers have had to wait in line for ice but this is normal in all ports in New England. Therefore, with enough ice available to meet the needs of the area's fleets there is no immediate need for additional ice facilities. Although it is possible to obtain ice in Rockland, the Fish Pier should eventually have ice available. The City should be receptive to bids from private operators for this service.

According to local oil dealers, there is little likelihood that any dealer would install tanks to provide fuel. Fuel is currently available at both O'Hara's and Stinson's wharves. Common practice along the Maine coast is to buy from the dealer of choice with truck delivery to the pier. We recommend that the City permit fuel dealers to service vessels at the pier. As in Stonington, Maine, trucks using the pier for fuel deliveries could be charged an annual fee.

The availability of marine supplies would also be an attraction to commercial vessels. The City should encourage marine supply dealers to lease space on the land area around the Fish Pier.

The plans call for availability of electricity and water to the Fish Pier. Most piers which supply electricity as part of the berthing fees have indicated that they would prefer to meter electricity, since the boats' requirements differ. Metered

electricity tends to attract more vessels, since each is getting what they pay for.

As indicated in the discussion of the physical layout of the Fish Pier, it is anticipated that the "L" extending northeasterly from the main part of the pier cannot be fully constructed using available public funds. We recommend that:

- a. The rotten wood portion of the McLoon Wharf be demolished.
- b. The granite filled portion of the Fish Pier be refurbished such that no additional expenditures will be required by the City for other than routine maintenance.
- c. The foundation piles be replaced on the McLoon Wharf to allow Coastal Tankers, Inc. to reconstruct a berthing facility for their oil tanker.
- d. Construction funds not expended on "a", "b", and "c", above be utilized to construct a concrete decked extension to the granite filled pier where the wooden McLoon Wharf was removed.
- e. Floats and gangways be constructed and installed when the Fish Pier is constructed to allow maximum use of the facility.

This would be a prime location for a private operator, who could lease that portion of the pier from the City, improve it, and turn over the completed pier to the City at the end of the lease. While this would probably not occur immediately, if the Fish Pier attracts sufficient business, the private sector may well be interested in completing construction of this part of the pier. It is anticipated that the proposed construction will stabilize the granite block walls of this section and provide fender pilings along the southeast face of the "L" to serve any installed take out stations.

Although landings of groundfish and scallops are down, the cyclical nature of the New England fishery must be recognized. It is impossible to predict the future. However, several factors seem apparent.

As resources become scarcer, harvesters will implement new systems aboard their vessels to maximize the landed weight of their products. In three Maine ports, Rockland, Portland, and Boothbay Harbor, fleets are using new systems aboard their vessels. Maine vessels have been trend setters in this regard.

Traditional landing facilities, those offering boom and basket take out stations, will be needed for the next several decades. However, facilities which offer space to unload containerized products from vessels, either self-unloading or with shore-based equipment, will attract vessels from the entire region.

Other Potential Users of the Rockland Fish Pier

Although the primary purpose of the Fish Pier is required by the Economic Development Administration funding to be for commercial fishermen, operators of other commercial boats in Rockland Harbor were contacted to determine whether or not they would be interested in using the Fish Pier in the future. These included two deep-sea charter fishing boats, three powered excursion boats, and one sailing boat.

The DOLPHIN, a 38'x12'x3' deep sea charter fishing boat, Capt. Ernest F. Rackliff, operates from Memorial Day to Labor Day from the floats at the Public Landing. Occasional trips are also picked up at the float provided by the Samoset Resort, just inside the Rockland Breakwater. The DOLPHIN is licensed for 25 passengers and two crew and goes out for the entire day, seven days per week, 7:30 A.M. to 4:30 P.M., with occasional evening cruises. All-day parking is needed for six or seven cars to accommodate passengers. This is available at the Public Landing. Capt. Rackliff pays the City \$500 per year for use of the floats. The boat has been berthed at O'Hara's, at a cost of \$50 per month, since there is a night watchman for security.

The HENRIETTA, 40'x13'x3', Capt. John Earl, is licensed for 30 passengers and two crew. She also operates from the floats at the Public Landing, seven days per week, 7:30 A.M. to 6:00 P.M.. Her season is from May 15 to the end of September. All-day parking for ten or more cars is provided at the Public Landing. Although previously berthed at O'Hara's, she will be kept at a mooring in the Harbor this year. Capt. Earl also pays \$500 per year to the City, but would like a long term lease instead of the current year to year bid process. Both Capt. Earl and Capt. Rackliff expressed basic satisfaction with the use of the floats at the Public Landing, since their low height and the long gangway make loading and unloading of passengers easy. The hose available is useful when the catch is cleaned, for washing down the boat, and keeping the floats clean.

The LIVELY LADY, 43'x12'x4', Capt. Amborse Peterson, Jr., is licensed for 24 passengers and two crew. The LIVELY LADY, first operated out of Rockland Harbor last year, provides one and two hour excursions from the floats at the Black Pearl Restaurant from mid-June to sometime in September. On Sundays, all-day trips are scheduled to Matinicus Island, via Vinalhaven. They require parking for 10 or more cars, up to three hours during their short trips and for all day on Sundays. An inability to purchase insurance to use the City floats and a need to lie at the City floats to attract business led to the use of the Black Pearl Floats. The boat will be kept at a mooring this year, but used O'Hara's wharf last year. The Samoset Resort also charters the LIVELY LADY and allows her to use their float at no charge for the convenience of guests at the resort.

The ISLAND QUEEN, a 42 foot power boat licensed for 35 passengers

and up to 7 crew, is home-ported at Northeast Harbor but is operated from Rockland Harbor by Capt. Robert Bowman, for puffin watching trips to Matinicus Rock. Due to the birds' habitats, these trips end the first week in June, and the boat then returns to Northeast Harbor for the balance of the season. The boat has been kept at a mooring and only operated on weekends, Friday through Sunday, on the puffin watching trips. All-day parking for 20 cars is used for the passengers. This year, due to the early start of the operation, the floats at the Public Landing were not in the water so the ISLAND QUEEN operated from the floats at the fishermans pier next to the Black Pearl pier.

New to Rockland Harbor this year is the MARY & DONNA, a 40 foot power boat, licensed for 28 passengers and two crew, operated by Capt. Emery Philbrook of Matinicus. Her schedule shows a departure from the Rockland Ferry Terminal at 9:00A.M. for Matinicus, returning to Rockland at 4:30 P.M. on Saturdays and Sundays. Trips on Mondays and Fridays are also planned from October 1 through June 1. She will augment the monthly State run ferry to Matinicus and the daily airplane flights to the island from Knox County Airport at Owl's Head.

The sloop ALADDIN, Capt. David Whitney, 40' x 9.5' x 5.5', licensed for 6 passengers and two crew, operated from the Black Pearl pier last summer. However, there was insufficient space available there so she will operate from Buck's Harbor this year, except for special occasions such as the Seafood Festival at Rockland.

A second sailing vessel which provided day sails from the Samoset Resort float last year, the ARGYLL, will not be operating here this year due to other commitments. The Samoset is currently seeking an operator for day sailing from their float.

All of the above vessels have been accomodated at existing floats, public or private, in Rockland Harbor. Due to their relatively small size and low freeboard, boarding is most easily accomplished from floats. The long gangways even make it possible to accomodate the physically handicapped, though they must be assisted in and out of the boats. The Black Pearl has obtained permits to increase their floats, which will provide additional docking and possible berthing space for these smaller craft.

Due to the greater visibility to the public, operations from the Fishermen's Pier, the Public Landing and the Black Pearl pier would seem more attractive to the operators. However, if security was provided, the Fish Pier could very well attract some of these boats for berthing.

Despite the departure of the VICTORY CHIMES, by this August, if all goes as planned, Rockland Harbor will have the largest fleet of sailing schooners in the United States. The vessels operating from the North End Shipyard, recently augmented by the newly re-

launched AMERICAN EAGLE, also include the HERITAGE, ISAAC H. EVANS, LEWIS R. FRENCH, and J. & E. RIGGIN. The NATHANIEL BOWDITCH has already arrived at the Black Pearl pier. She is expected to be joined in August by the HARVEY GAMAGE and a new vessel, currently under construction in South Brooksville, Maine, the SUMMERTIME. The recently rebuilt Arctic exploration schooner, BOWDOIN is also based in Rockland and has been a frequent visitor here.

The 110 foot excursion vessel, MOUNT KATAHDIN, formerly operated from the Public Landing, now operates from Bangor. She came to Maine from Portsmouth, New Hampshire, and usually goes south for the winter. The facilities at the Public Landing were not, and are not adequate for a vessel of this size. However, the Fishermen's Pier, due to its greater height, could accommodate loading to the upper deck of such a vessel or, alternatively, from floats which were adequately anchored to resist the forces generated by a large vessel. The MOUNT KATAHDIN boarded passengers from the floats at the Public Landing to her main deck. If a large excursion vessel again is based in Rockland, the Fishermen's Pier should be considered for passenger boarding and berthing of such a vessel.

Berthing at the Fish Pier during the operating season might also be possible for a vessel the size of the MOUNT KATAHDIN. Off-season berthing has been available for the Rockland-based schooners at a variety of locations around the harbor. If conditions change, additional winter berthing may be needed in the future, which might be accommodated at the Fish Pier. We would recommend that the management of the Fish Pier remain alert to opportunities for berthing large vessels, particularly during the winter, assuming space is available after the needs of the commercial fishing boats are met.

Except for passenger handling, the needs of these various commercial power and sailing vessels are similar to those of the commercial fishing vessels of similar size. Berthing these vessels could augment the income possible from commercial fishing boats at the Fish Pier, particularly during the initial build-up of business.

The Fish Pier could very well meet the needs of non-commercial fishing vessels for fuel, water, ice (if needed), and supplies. If there is sufficient space, berthing could be provided. Use by non-commercial fishing vessels should be encouraged at other locations in Rockland Harbor, such as the Fishermen's Pier or the Public Landing.

Although the Fish Pier would undoubtedly become a tourist attraction, as is the Town Wharf at Plymouth, Massachusetts, its limited land area, about one and three-quarters acres, makes provision of such facilities as a restaurant less compatible with its main purpose - to serve the needs of commercial fishing.

Compatible commercial uses should be encouraged. It is anticipated that there will be a very large market for private investment adjacent to the improved waterfront facilities. The City should plan accordingly for this mixed use growth. We recommend that the City establish fees for moorings and dinghy tie-ups sufficient to generate significant income.

Rockland's current fees for moorings are \$5/year for residents, \$10/year for non-residents. With about 50 moorings, even if all were non-residents, only \$500 would be realized. \$10/year is charged for dinghies. Camden, with a flat fee of \$35/year, receives about \$7,350 from about 210 moorings. They charge \$15/year for dinghies. Rockport, with a sliding scale starting at \$25/year, has 197 registered moorings, generating at least \$4,925. Rockport charges \$65/year for dinghies (the non-resident rate is \$130/year, but no spaces are available).

The important thing to remember is that the new Fish Pier should be managed as part of the entire range of public facilities at Rockland Harbor. All of these facilities, the Fish Pier, Fishermen's Pier, Public Landing, and the City's twelve moorings should be effectively managed to optimize the City's revenue. These revenues must offset the required periodic expenditures for maintenance and/or replacement of these facilities.

Management Structure: Similar Pier Facilities' Management

Of five pier facilities studied, our research revealed no publicly owned fish pier which was operated by a private operator. The recent lease of the Town Wharf at Plymouth, Massachusetts to private developers who will rebuild the pier and control it, under lease agreements, for a total of 25 years, seemed to be an example of the least municipal control. At present, the Plymouth Selectmen and various committees manage the Town Wharf. The tenants run most of the daily activities on the wharf.

The Town Dock at Stonington, Connecticut, is operated by the fishermen's association with relatively little town control. The Harbormaster, a largely ceremonial position appointed by the Governor in Connecticut, is the fishermen's association's Dockmaster and supervises the daily operation of the Town Dock.

The Harbormaster manages the fish pier in Stonington, Maine.

The Portsmouth, New Hampshire, State Fish Pier is state owned, but operation is done by the cooperative.

The Portland Fish Exchange is managed by a committee including representatives of the harvesting sector (fishermen), processors, and the general public.

Given the lack of any fishermen's cooperative in Rockland at this time, it would seem necessary for the City to manage its Fish Pier, at least at the beginning of operations. We would recommend that a position of Harbor Manager or Port Captain be created to encompass the present duties of Harbormaster and the management and marketing of the Fish Pier. This would be a full-time, salaried position, and would involve the management of all publicly owned facilities, other than the State Ferry Terminal, in Rockland Harbor.

It would seem advantageous to create a Harbor Authority (Commission) which would consist of members of the fish harvesting, processing, and general public sectors. We would suggest that such a committee consist of representatives of the fishermen and processors, appointed by their industries; the City Manager or some other salaried member of the City government; and members of the public who could be elected. The City Council may also wish to have a representative on the committee. Committee members should be elected or appointed for overlapping terms of over one year to encourage continuity.

The committee would suggest priorities to the City Council which would decide policies, and generally oversee the activities of the Harbor Manager and his or her staff, but would have no role in the daily operation of the Fish Pier or other public facilities in Rockland Harbor.

A. Stonington, Maine

Stonington's new fish pier has been in operation about a year. The pier manager is the town's Harbormaster, and is paid an annual salary of \$12,000. The fish pier is seen as successful by the fishermen who have a much less congested facility to use than formerly. Fuel and repair services are provided by private operators who pay a fee to the Town for use of the pier. Electricity and water are provided on the pier, as is space for repair of fishing gear. Ice is desired and is therefore planned to be provided in the future. Payment of annual take out fees in a single payment has been a financial burden to some fishermen. Fees for part-time or seasonal use of the pier have not yet been decided. There are no fees based on poundage landed, and annual landings for 1985 are not known. Gross receipts for 1985, from take out and other user fees, were \$9,450, with a net income of \$2,100.

B. Portsmouth, New Hampshire

The Portsmouth State Fish Pier was constructed in two phases. In 1975, \$750,000 in state money constructed a 280 foot pier, including dredging, bulkheads, and rip-rap. In 1978, a \$440,000

EDA grant provided for the building, ice house, floats, paving, fuel, hoists, and an additional 100 feet of pier. It went into full operation in July 1979 and was full immediately. About 30 vessels, ranging in length from 26 feet to over 70 feet, are berthed there. An additional 25 to 30 vessels use the pier on a transient basis. Water depths are 11 feet at the outside of the pier. Dredging, at a cost of \$110,000, was done in 1982.

The pier started operation entirely under state administration. The Portsmouth Fishermen's Cooperative now operates it under contract with the state. The Portsmouth Fishermen's Cooperative receives a percentage, which has resulted in payments of \$20,000 annually to the state.

In 1983, fuel sales amounted to 300,000 gallons; 5,000 to 6,000 barrels of bait were sold to lobstermen; and 1,500 tons of ice were sold. The single 5 ton/day ice plant, with a storage capacity of 10 tons, has proven inadequate. At present two additional ice plants are in the design stage. A berthing fee of \$12.50/foot/year and a variety of transient charges bring in \$24,000 to \$25,000 annually in fees.

Landings for the year ending January 31, 1985 were 5,355,000 pounds. This fell to 4,050,000 pounds for the year ending January 31, 1986. No per pound charge is assessed for fish landed.

The Portsmouth Fish Pier has seen an increase in activity due to the inadequate pier facilities along the East Coast, and they are still carrying out improvements to meet anticipated needs.

.cc. Plymouth, Massachusetts

The Town Wharf at Plymouth, owned by the Town, is located slightly north of the State Pier, at which the replica Pilgrim ship, MAYFLOWER II, is berthed. The Town Wharf consists of two major piers, one solid-filled, with a sectional concrete deck measuring about 54' x 186' extending in a southerly direction, with a smaller wood pile pier extending from its southwest corner. The other, "T Wharf", extends easterly from the same point of land and is entirely supported on wood piling. Berthing space totals 1570 linear feet. A pumphouse and Harbormaster's office are located on the concrete-decked pier. A gangway and floats used by numerous outboard-powered skiffs, some of which are lobsterboats, extends northerly from the base of the "T". To the west of the solid pier is a gangway and float used for dinghies, pleasure craft and the Harbormaster's launch. A State launching ramp is located a short distance north of the "T Wharf". All these facilities are protected by a stone breakwater which shelters Plymouth Harbor and the southerly area of Plymouth Bay, which includes Kingston on the west and Duxbury on its northern arm.

The Town of Plymouth, with a FY 1986 budget of \$37,111,268, allocated \$83,341 to the Harbormaster and Waterfront Services, of which \$69,431 was for salaries and wages. In addition to a Harbormaster, Assistant Harbormaster and Nightwatchman, a second Assistant Harbormaster, Nightwatchman and a Marine Policeman are hired on a seasonal basis. The Harbormaster has a 27' Nauset fiberglass patrol boat equipped with radar and Loran C. The boat has proven useful in assisting boats in distress. In 1985, there were 6,408 dragger trips logged out of Plymouth Harbor, 1,510 visiting boats logged in, and an estimated 6,000 boats used the launching ramp. There are an estimated 475 moorings in the harbor, some of which are used by the whale-watching charter fishing boats due to a lack of berthing space at the Town Wharf. Seventeen fishing vessels, nine party and charter boats, and five large boats (one of 200' length) used the Town Wharf for lodging in 1985, for a total of 31 boats.

Beginning in 1984, the Town engaged McGrath, Sylva & Associates, Inc. to prepare studies leading to the replacement of; "T Wharf", and upgrading of the Town Wharf and other harbor facilities. Much of the following information was obtained from a copy of the study, and from John F. Lenox, Planning Director, Town of Plymouth.

The proposed project was designed to accomplish four broad objectives:

- 1) To upgrade the commercial fishing facilities to retain the existing fleet and to encourage more offshore boats to locate in Plymouth;
- 2) To benefit the recreational boater through improved launching facilities, parking, and floats for dinghies and use by those on moorings;
- 3) To provide more visible accommodations for the whalewatch and charter boats and reduce conflicts with the commercial fishing boats; and
- 4) To broadly benefit businesses and even the wharf by improved parking, lighting, streets, sidewalks, and landscaping.

The preliminary budget included the following:

A. Pier Construction	\$1,793,000
B. Recreational Float	71,000
C. Parking Area	<u>240,000</u>
Total, including engineering/administration	<u>\$2,304,000</u>

A coastal Facilities Improvement Program (CFIP) grant was to be applied for to cover about \$1,000,000, with the Town contributing \$1,300,000. Annual debt service, over 20 years @ 8.5% was estimated at \$135,000, for a total Town obligation of \$2,700,000.

Annual maintenance of the existing facilities for the 1981 - 1985 Fiscal Years averaged \$25,200, including \$42,000 for replacement of the Harbormaster's boat in 1985. Income from all harbor-related sources during 1985 was \$78,299, or slightly less than the \$83,341 budget for 1986. Over the next five years, a maintenance budget of \$50,000 to \$75,000 was suggested, in part due to the age of the Fish Pier, constructed in the late 1950's. Berthing Fees, @ \$5.00/foot, yielded \$7,850, with 480 moorings @ \$15.00 each yielding \$7,200. Most revenues came from leases of Town-owned land at the wharf.

In order to cover costs of the proposed facilities, increases in all areas were proposed. A summary of potential income showed the following:

<u>Berthing:</u>		
commercial fishing	1570 linear ft.	\$23,000 - \$32,000
	@ \$15 - \$20/ft	
whale watch, charter	385 linear ft.	\$25,000 - \$50,000
	@ \$65 or 5% of gross	
<u>Mooring fees:</u>		
	480 moorings	\$48,000 - \$52,800
	@ \$100 - \$110	
<u>Fuel, ice, unloading:</u>		\$14,500
<u>Parking (metered):</u>		\$51,000
<u>Leases:</u>		<u>\$83,000 - \$93,000</u>
<u>Potential Income;</u>	TOTALS	\$250,000 - \$300,000

Future annual Town expenses related to the Town Wharf were estimated as follows:

Harbormaster-	\$80,000
Maintenance -	\$75,000
Debt Service-	\$135,000
Total Expenses	<u>\$290,000</u>

Therefore, the estimated future income and expenses are relatively in balance.

The overall economic impact from the commercial fishing fleet was estimated as follows:

	Pounds	Value
Inshore boats (13)	4,000,000	\$1,800,000
Offshore boats (6)	---	\$3,000,000
Lobster boats (35)	---	\$1,100,000
	Total	<u>\$5,900,000</u>

Using a multiplier effect of 3, the net annual economic impact is estimated at \$18,000,000, with direct employment of about 110 fishermen, plus on-shore workers.

The consultant's statement on tourism is indicative of the importance of the Town Wharf to visitors.

"The ability to experience firsthand a 'working waterfront' and to see a piece of New England's fishing industry provide the tourist with a special memory of a visit to Plymouth. It is quite probable that the Town Wharf and its fishing fleet is second only to Plymouth Rock as a tourist draw." (memorandum, Nov. 9, 1984)

Tourism, estimated at 1.5 million persons per year, is estimated to create \$40 million in local income. The Town Wharf is estimated to generate \$2.5 to \$3.0 million from its restaurants and fish markets. The whale watching and charter boat fishing help make Plymouth a destination for tourists.

During 1985 a referendum approved Town appropriation of matching funds to construct a new Town Wharf with a Coastal Zone Management grant providing the balance. This was ruled invalid on procedural grounds. A second referendum was defeated. The Selectmen then endorsed a lease of the Town Wharf to private developers who will build a new pier, for terms of 10, 10, and 5 years, with control of the pier to return to the Town in 25 years. The leasees will control parking and commercial activities on the Wharf. Environmental permits approved by the Massachusetts Department of Environmental Quality Engineering (DEQE), were denied by the Plymouth Conservation Commission. The Planning Director expects the State to override the local denial during 1986.

Following the initial approval of the referendum, the consultants prepared a report on management issues. Five options were discussed, none of which were subsequently followed due to the leasing of the site. However, the Management Objectives presumably remain valid. These were as follows:

"The first and foremost management objective should be to develop and utilize the property for the benefit of a broad cross section of residents and tourists. Policy goals and objectives are most appropriately developed by the Town's elected officials and existing boards and

commissions. The management entity's function is to efficiently implement public policy that reflects the goals and objectives adopted by the Town.

The second major management objective is to develop and operate the property on a sound financial basis within the parameters established by public policy. The Town Wharf should be, to the extent possible, financially independent and self sufficient. The revenue stream from activities on the wharf should cover the debt service for major capital improvements, as well as annual maintenance and operating costs. The bottom line is that the Town Wharf operations place no additional burdens on the taxpayers of the Town of Plymouth.

The third and final objective is that the Town Wharf be managed on a proper, professional basis. This objective requires a single focus on the Town Wharf concerns, consistency in the management group, receipt of fair market value for utilization of the property, a degree of independence from town operations, and sufficient legal authority to carry out the charge.

These three major objectives are essential components of any management system. The success in achieving these goals will rest on selecting an appropriate legal structure and most importantly, on the selection of the individuals charged with carrying out this difficult and challenging task." (memorandum, January 25, 1985)

The Town's Fiscal Year 1986 budget for "All Town Insurance" included \$77,300 in contractual services and \$2,259,677 in contractual outlays, for a total cost of \$2,336,977. No insurance was specifically charged against the Town Wharf.

The Town of Plymouth has made a strong effort, including a 1979 waterfront study, some of which has been implemented, to make their entire harbor function as a unit to the long-term economic benefit of the Town. While some issues remain unresolved, the Town has supported continuation of commercial fishing as part of its economic future.

D. Stonington, Connecticut

The Town Dock, owned by the Town of Stonington, Connecticut, consists of two parallel, paved, solid-filled piers, granite-block-faced, with pile supported wood decking along the face of the fuel and ice loading stations. No floats are provided, access being by ladders. The paved deck of the south pier is used for gear storage and repair as well as parking for fishermen's

vehicles. The piers extend westerly on the west side of Stonington Borough, a small peninsula forming the east side of Stonington Harbor, which is protected on the south by a stone breakwater which extends across much of the harbor, with navigational channels at its east and west ends. The piers provide about 1700 feet of frontage, with a minimum water depth of 6 to 7 feet with sheltered docking between the two piers and on the north side of the inner pier. The piers and land were purchased by the Town in 1966 for \$250,000, which included nearby land now occupied by the Town's wastewater treatment plant. The piers were originally constructed by the New York, Providence & Boston Railroad in 1837 as a transfer point between the trains and steamboats to New York City. They have been used for fishing and other commercial purposes since the 1890's, when use by the New Haven Railroad stopped. Water depths were greater prior to the September 1938 hurricane, which caused major changes to land forms and water depths in Stonington and nearby Little Narragansett Bay in Westerly, Rhode Island.

The Town has obtained a series of grants and loans to improve the pier, including a \$215,000 Industrial Development Bond (General Obligation) toward construction of the fish packing building, which includes the Harbormaster's office, on the north pier. The total cost was \$242,950, partly funded by Connecticut Department of Economic Development grants. About \$25,000 to \$30,000 in improvements are currently needed, according to Daniel Boyle, Harbormaster, to make the plant more useful. The ice storage plant was built in 1982 with an FmHA grant. The Town repaired the packing plant foundation following damage by Hurricane "Gloria" in 1985. The investment in the Town Dock is shown on the following table.

<u>Town Dock, Stonington, Connecticut</u>		
Purchase (1966)	\$250,000	Town Appropriation
Reconstruction (1966)	\$250,000	HUD Grant
Replace fish packing building (1985)	\$242,950	\$215,000 Industrial Development Bond (1) (General Obligation)
Ice House (1982)	\$ 47,500	FmHA Grant
Piling, Fenders	\$ 90,900	Connecticut Dept. of Economic Development Grant
Resurfacing Piers	\$ 65,000	Connecticut Dept. of Economic Development Grant
Repairs to Packing House foundation - 1985/1986 Hurricane "Gloria"	\$300,000	Town Appropriation (2)

(1) Paid for entirely by Fishermen's Association lease agreement 20 years @ 5%

Principal	\$215,000
Interest	\$112,750
Total	<u>\$327,750</u>

(2) To be reimbursed by Federal Emergency Management Agency (FEMA). (Six of eight parts of repair have been reimbursed. Some grant assistance has also been available from the Connecticut Department of Housing for Repair of hurricane damage.)

According to Robert Weall, Director of Community Development, no dredging has been done since 1979. Plans were prepared and permits obtained prior to Hurricane "Gloria" but Connecticut Department of Economic Development funds which were to have paid for the dredging went to pay for repair of storm damage.

The Southern New England Fishermen's and Lobstermen's Association Inc. leases the Town Dock for an amount sufficient to cover principal and interest payments on the Bond which financed the new fish packing house. The Association also covers the costs of needed maintenance and pays the salary of the Harbormaster, who also serves as their Dockmaster.

The Association charges \$15.00/foot, a minimum of \$600/boat, for annual wharfage. Electricity and water are provided at no cost. The Association receives a \$.17/gallon mark-up on diesel fuel, a significant source of revenue. The Harbormaster cites fuel as an important factor, along with ice in encouraging use of the Town Dock. According to the Director of Community Development, the Town's investment has encouraged the retention and expansion of Connecticut's only commercial fishing fleet. In 1966, there were 14 boats in the 60 to 65 foot size range and 15 lobsterboats at the Town Dock. In 1984, there were 24 boats in the 60 to 65 foot size range, and 22 lobsterboats based there. The Harbormaster estimates about 30 large boats are based at the Town Dock at present, with about 30 transient boats from: Montauk, Greenport, Long Island, New Haven and Bridgeport. A Connecticut Department of Economic Development news release, dated March 23, 1985 estimated 3.2 million pounds landed at Stonington in 1984, with a dockside value of \$3,000,000 and a retail value of \$10,000,000. The Association receives \$.20/100 pounds of product landed, based on figures supplied by the fish buyers. A breakdown between finfish and lobsters is not available.

Take out is available to all boats and buyers, with no requirement to use the fish packer now occupying about one-half of the packing house, which is designed to handle 7,000,000 pounds of fish annually. The Harbormaster feels that more

control over landing of fish, higher wharfage charges, and better cooperation by boat captains is needed. The Planning Director, Robert Birmingham, indicated that some fish are trucked to New York City; Point Judith, Rhode Island; and Newport, Rhode Island for processing.

The Town Dock is covered by the Town's general liability insurance, which reportedly paid for injuries sustained at the dock last year by a fisherman. Boats are required to handle all fuelling, and would cover any damages resulting from fuel. The Association also has insurance.

The Town of Stonington recently formed a Harbor Management Commission to look at the general area of the Harbor. There is no public recreational boating facility, but the Town leases a small area at the Town Dock for \$1.00/year to the Stonington Small Boat Association for use by dinghies small enough to be carried to and from the water. There is a State launching ramp in nearby Pawcatuck, but the Town has no public moorings. A "Town Beach" is operated by a private association.

Stonington's waterfront has proven increasingly attractive for residential development, and some waterfront land has been converted to condominiums. Since the 1960's, most of the fishing families have been forced to move from the Borough (the area of Stonington closest to the water and the location of the Town Dock) by increased property values and resulting increases in taxes. By way of example, the Finance Director cited the recent sale of a 40' x 50' lot with a condemned house on it for \$462,000. According to a retired fisherman, recent dredging of the harbor benefitted yachts but did nothing to restore depths useful for the fishermen. The Harbor management Commission has not yet prepared any plans for the harbor's future.

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