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December 27, 2013

Luly Massaro Clerk Division of Public Utilities and Carriers 89 Jefferson Boulevard Warwick, RI 02888

Re:

A&R Marine Corp. d/b/a Prudence & Bay Islands Transport Application For Certificate of Public Convenience And Necessity Docket No. D-13-105

Dear Luly:

Enclosed for filing in this matter are an original and five copies of the Post-Hearing Brief of A&R Marine Corp. d/b/a Prudence & Bay Islands Transport.

If you have any questions, please feel free to call.

Very truly yours,

Michael R. McElroy

MRMc:tmg

cc:

Service List

### STATE OF RHODE ISLAND AND PROVIDENCE PLANTATIONS DIVISION OF PUBLIC UTILITIES AND CARRIERS

IN RE: A&R MARINE CORP. d/b/a PRUDENCE

& BAY ISLANDS TRANSPORT –

APPLICATION FOR CERTIFICATE OF : DOCKET No. D-13-105

PUBLIC CONVENIENCE AND NECESSITY

## POST-HEARING BRIEF OF A&R MARINE CORP. d/b/a PRUDENCE & BAY ISLANDS TRANSPORT

At the conclusion of the evidentiary hearings in this matter on December 5, 2013, it was agreed that any post-hearing briefs would need to be filed within 45 days from December 5, 2013, i.e., on or before January 20, 2014.

A&R Marine Corp. d/b/a Prudence & Bay Islands Transport (A&R Marine) elects to adopt the closing statement delivered by its undersigned counsel at the December 5, 2013 hearing as its post-hearing comments in this matter. For the convenience of the Hearing Officer, a copy of the transcript of the closing statement is attached hereto as Exhibit 1 and incorporated by reference herein.

A&R Marine therefore respectfully requests that the Division issue an Order finding that A&R Marine has established that it is fit, willing, and able to provide the ferry service to Prudence Island that it has applied for, and that the public convenience and necessity require the service because (1) the A&R Marine proposal is fitting and suited to the public need, (2) the proposal tends to promote the accommodation of the public, and (3) the proposal would be conducive to the public welfare. See *Abbott v. Public Utilities Commission*, 136 A. 490, 491-92 (RI 1927).

Respectfully submitted, A&R Marine Corp. d/b/a

Prudence & Bay Islands Transport,

By its attorney

Dated: 12/27/13

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#### **CERTIFICATE OF SERVICE**

I, the undersigned, hereby certify that I served by first class mail, postage-paid, a true and accurate copy of the within Post-Hearing Brief of A&R Marine Corp. d/b/a Prudence & Bay Islands Transport on this 27<sup>th</sup> day of December, 2013 to the attached service list.

Theresa Gallo

A&R Marine Corp/Post-Hearing Brief

#### A&R Marine Corp. d/b/a Prudence & Bay Islands — Docket No. D-13-105 Updated Service List as of 10/30/13

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standards are slightly different when looking at a regulated lifeline service with its 25-minute travel destination.

So again, I don't take a formal position with regard to A&R's application today. I will address that formally in my brief to follow. Thank you very much.

MR. SPIRITO: Thank you. Okay. I will say for the record -- Mr. McElroy, do you have a few thoughts?

MR. McELROY: I have a closing statement.

MR. SPIRITO: I apologize.

MR. McELROY: No problem at all.

Let me first say that I was absolutely astounded to hear Mr. Dodd say that there have been no complaints. Absolutely astounded. It's a matter of public record. We ask the Division to take administrative notice of its own reports and orders and of the Commission's reports and orders in which numerous complaints were registered against Prudence Ferry for many reasons and are reflected in these reports and orders, some

of which I quoted in my opening statement, but many of which are fully reflected in those reports and orders.

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The restroom situation. I agree with Ms. Hetherington. This federal regulation is irrelevant to this case. Ιt simply provides for minimum standards on a federal basis. There is absolutely no reason, and it certainly doesn't take jurisdiction away from this Division or from the Commission to continue to regulate terms of service for the public utilities within its jurisdiction. Moreover, in the case that I cited in my opening statement and that Miss Hetherington has talked about with the Public Utilities Commission where they did get more than a 20 percent rate increase, contrary my brother Dodd's statement that they never received a rate increase; they got more than a 20 percent rate increase in that case.

They signed a stipulation with the Division in which Prudence Ferry said that it would — that it would maintain clean

restrooms for the duration. They agreed to So regardless of what this federal regulation may or may not require, and again, it's only a minimum, they assumed that responsibility and the Commission turned that into an order. So not only did they adopt the stipulation in which they said they were going to keep their restrooms clean and open, but the Commission then made that part of their order. They've been under that order and under that signed agreement for over 20 years and they've ignored it for 20 years. So it's kind of mind blowing to me that that's the position they're taking today which is so contrary to so much that's already been heard over two decades by this Division and by the Commission.

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mainland and Prudence Island. Under 39-3-3

In terms of my formal closing argument, let me just reiterate that A&R Marine has filed an application under 39-3-3 for a certificate of public convenience and necessity to operate a ferry between the

the Division is authorized to grant a water carrier a CPCN when the public convenience and necessity require the service. The Supreme Court in Abbott versus the PUC stated that the rules to be applied to make this determination are basically 3. "1. Is the proposal fitting or suited to the public need?" That's a quote. "2. Does the proposal tend to promote the accommodation of the public?" Another quote. "And 3. Will the proposal be "conducive" to the public welfare?" Another quote.

I respectfully submit that A&R

Marine has submitted evidence that

demonstrates that these tests have been met.

You've heard the testimony of Stephen

Antaya, the President of A&R Marine and a

successful Rhode Island businessman who has

roots going back many years on Prudence

Island. You've also heard testimony from

Ethan Rossi, a licensed captain with

experience operating vessels as a captain in

the bay. You've heard from Daniel Antaya

who is graduating with a degree in marine

affairs and will be serving as Vice President of Engineering and as a deckhand on the boat. You've heard from Pat Rossi, the owner of the Rossi Farms on Prudence Island; full-time islander, lived there many years and operates a successful business on the island. She will be serving as the Secretary of the business and assisting in its startup. And you've heard the testimony of Matthew Rossi. Matt Rossi was our last witness. You may recall that he has many, many years of relevant marine experience. He will be assisting Ethan Rossi, Dan Antaya, Pat Rossi and Stephen Antaya in providing a high level of ferry service to the island and getting this operation up off the ground.

It was Mr. Rossi who testified after listing his experience that A&R Marine, A being Antaya, and R being Rossi, so the Antaya and Rossi families would provide a high level of ferry service to the island or he would die trying.

You've heard testimony from Gary

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Crosby, the Town Planner of Portsmouth, who testified that Portsmouth was notified in writing by Bruce Medley, the President of Prudence Ferry, that Prudence Ferry would cease all operations on December 1st. Mr. Crosby testified that in response to this the Town of Portsmouth issued a request for — formal request for information for potential ferry operators to fill the void that would be left by the discontinuance of this lifeline service. This was not some intemperate comment. This was something that was intentionally stated in writing and done.

And then Mr. Medley sat and watched things go from there. He threatened to discontinue service for whatever reason that may have been intemperate, but nevertheless, when things started spiraling in order to fill this void and a formal request for information was issued, formal proposals in response to that request for information were filed by A&R Marine and other actions were taken, Mr. Medley stood by and let it

all run its course.

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Now, eventually, he did say, "Oh, well, I've changed my mind. I'm not really going to stop on December 1st." But you know, if one day he's going to do it and the next day he's not going to do it, and, "Oh, well, you know. I might run out of Fall River." If you recall the testimony of Mr. Crosby, that was also stated by Mr. Medley.

What you've got is a tremendous sense of people who need this service as a lifeline. There's no bridge to Prudence They need this in order to live Island. They've got to be able to get their lives. on and off the island. You don't play with people like this if you're a responsible public utility. You just don't. And Mr. Medley let all of this happen, he instigated it all and he can't now get around it by simply saying that, "I made an intemperate comment." It was much, much more than that. The islanders have no idea if the A&R service is not allowed to get up and running and Prudence Ferry is, again, the sole

provider if Mr. Medley is just going to threaten discontinuance again the next time he doesn't get his way on something.

Mr. Crosby worked with A&R to help them put together an application to this Division. You heard Mr. Crosby testify that Mr. Medley's announcement regarding the December 1 discontinuance caused a major disruption to the Town of Portsmouth for over six months and what they've done to do that, and you heard Mr. Crosby specifically testify that after his meetings with the representatives of A&R that he had a high level of confidence, and I think that's pretty close to a quote from the transcript, a high level of confidence in A&R Marine.

You've heard Mr. Crosby testify that the town itself was concerned that even though Mr. Medley withdrew his written notification regarding the December 1 cessation of service that the town remains justifiably concerned that Mr. Medley could easily change his mind again. And that Mr. Medley also mentioned the Fall River

operation which would be very inconvenient to the town and the islanders and especially the kids that are bussed from the island to the school on the mainland.

Mr. Crosby testified to and authenticated the letter submitted by the Prudence Island Planning Commission which has been marked as Exhibit 3 full. That letter sets forth a number of expectations that the Prudence Island Planning Commission would expect from "a ferry that is responsive to its customers". This ferry -- this letter was developed after a meeting on the island that many people attended.

The letter stated that the minimum service would include eight items. 1, consistent and thorough snow removal; 2, a morning and afternoon ferry on Thanksgiving; 3, a restroom on the ferry; 4, adequately heated and lighted cabins; 5, telephone and online vehicle reservations; 6, text messaging for changing schedules and cancellations; 7, the ability to use credit cards; and 8, an annual meeting with the

islanders to discuss service and schedules. This letter was signed by Dr. Sterling and it was put together after hearing from -- the input of the islanders. You heard Mr. Crosby testify that in his experience none of these eight items are currently being provided by the existing Prudence Ferry. And you also heard Mr. Antaya testify that all of these items would be addressed by A&R.

Mr. Crosby also testified that the town will assist A&R Marine with the construction of a landing facility on land that the town owns on Prudence Island which is immediately adjacent to the existing landing facility owned by Prudence Ferry, and that, in fact, the town has already spent approximately \$20,000 for survey and other work on that property to date.

Disturbingly, you heard Mr. Crosby authenticate a voice mail that was left on his answering machine by Mr. Medley. This voice mail was left on the same day that A&R filed its application with this Division.

The voice mail stated in part, "I understand you've had engineers or surveyors or something snooping around the homestead property. Be warned. Keep your people out of my property over there. Otherwise, I will take legal action against you and your buddy Klimm." Mr. Klimm is the Administrator. "You understand English?"

You heard Mr. Crosby state that he was so disturbed by this voice mail that he forwarded it to the police. Mr. Crosby also forwarded Mr. Medley's e-mail notification regarding the December 1 cessation of services to Terry Mercer in the Motor Carriers Section of the Division.

You heard Attorney Teitz testify
for the Town of Bristol that Prudence Ferry
sold its property to the town for \$800,000
except for the loading ramp on the property.
Bristol has leased the property back to
Prudence Ferry, but as he stated in his
argument, only through June 14th or until
such time as the current President of
Prudence Ferry, that is Mr. Medley, either,

A, no longer owns, or B, no longer operates the current ferry service, whichever is earlier.

Mr. Teitz also testified that under Paragraph 17 of the lease an assignment or sublease is prohibited without first obtaining Bristol's written consent which may be granted or withheld in the sole discretion of Bristol.

You have before you as Exhibit 1

A&R Marine's CPCN application, which includes a detailed business plan. That business plan was modified on the first day of these hearings to state that A&R Marine's goal is to start operating to Prudence

Island on or about June 14th, 2014, which would be after the expiration of the existing lease to Mr. Medley in Bristol.

The Bristol -- the business plan makes it clear that the operators of A&R Marine are different from the current operation of Prudence Ferry because they are islanders.

They're islanders who know what it is like to have to travel every day on the ferry to

go to work or to school. They know what it is like to have a business on the island and to have supplies that need to be brought over. They know what it is like to have to deal with a lifeline ferry to live your life.

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A&R Marine wants to work with the island residents and help preserve the island communities. It is their community, after all. A&R Marine is committed to obtaining all of the necessary permits, including the CPCN we are seeking today, and the docking locations, but in the meantime, in the section of the business plan entitled "Initial Plan", A&R Marine made it absolutely clear that it had an immediate solution which would be to provide passenger service between Prudence Island and the mainland on a daily basis using a landing craft that would not need to land at a dock. A&R Marine would utilize the landing craft until permanent facilities could be acquired on Prudence Island and the mainland. that point A&R Marine would buy or lease a

regular ferry to provide the service that would meet the requirements set forth in the business plan. It's important to emphasize that this is true even if there would be two ferries for a while operating in a competitive situation.

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A&R Marine has been actively looking for appropriate vessels, as Mr. Antaya testified. They had a vessel under contract. They paid a substantial down payment to hold that off the market. They're still in negotiations regarding that vessel and extending that contract, but they're also looking at other vessels. Nevertheless, Mr. Antaya has stated in his business plan that he will privately fund this venture and he will do so even if there are two ferries operating in a competitive situation. After all, it's certainly not impossible to anticipate that there could be two ferries operating. There were two ferries operating for a while. Mr. Medley was in that exact situation when he was operating in a competitive situation with

Mr. Blount. Eventually, Mr. Medley bought out Mr. Blount and it was one operation, but for a while there were two ferries operating in competition with each other out there.

So this is not an unheard of or impossible situation by any means.

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Yes, it's true that the proforma assumed that A&R would, in fact, be the sole provider of the service, and when you make a proforma you have to make assumptions about what's going to eventually happen in the rate year, and those assumptions were made by Mr. Bebyn, but Mr. Antaya, who is a very successful businessman, has committed that he will fund this out of pocket. testified to his financial capability. Не presented a letter from his banker supporting him in this endeavor. Mr. Antaya is a Director and Vice President of Antaya Technologies and has been with that company for over 20 years. He founded that company with his father and the company currently has over \$30 million in annual sales, it has three plants and employs over 200 people in

Rhode Island. Mr. Antaya began the company as a startup, much like he would be starting A&R as a startup, and is now extremely successful. He's the definition of an entrepreneur. He is working with the Rossi family and they are both eager to provide a much higher level of ferry service to Prudence Island than is currently being provided.

Interestingly, Mr. Antaya not only has a degree in business management but he spent ten years himself working in the fishing industry. Ethan Rossi who will be a the captain on the vessel is appropriately licensed as a captain and has all the qualifications necessary to operate the vessel, including the fact that he is a firefighter and an EMT. Matthew Rossi has extensive marine experience over the course of many years, and although he retired approximately two years ago, he is prepared to assist in his retirement in getting this ferry up and running as quickly as possible.

The Exhibit 2 from the Bank of

America stated that Mr. Antaya's company presently has available a low seven figure line of credit and that the bank looks forward to assisting Mr. Antaya in this new project to provide ferry service.

You've heard testimony from island residents about numerous problems they've experienced with regard to the existing Prudence Ferry service and its lack of customer orientation, to put it mildly. This is not the first time this Division has heard these complaints. Hopefully, it will be the last if A&R is granted a CPCN.

You've heard Pat Rossi testify and submit in her Exhibit 7 her commitment that the vessel will carry additional regular sized vehicles over and above what is currently possible on the existing Prudence Ferry and that its first floor cabin will be wheelchair accessible, that there will be heated bathrooms, that the cabins will be heated, there will be an area where items can be delivered and placed such as small lumber orders, appliances, et cetera, and

there will be a lock box for pharmacy items.

That's all in her letter that is in as a

full exhibit.

With regard to customer service,
they will have set daily office hours,
online reservations, a text alert system for
cancellations and extra runs, and they'll
hold a public meeting on Prudence Island
once a year to keep communication open with
the islanders and will seek to get the PUC
to approve commencement of the service
utilizing the same rates as currently in
effect for the existing Prudence Ferry.

You've heard testimony from

year-round islanders such as Robin Weber and
the letter she submitted as Exhibit 8. You
will recall that Robin works for the

Narragansett Bay National Estuarine Research
Reserve on Prudence Island. It's kind of a
mouthful. And the support that she
expressed for A&R Marine's proposed service.

You've heard support from other islanders such a Traci Whitney. You heard testimony from islander James Oswald, who is

an attorney, about the uncertainty created in Mr. -- created by Mr. Medley's threat to discontinue service and the actions taken by the Prudence Island Planning Commission that he worked on to address the uncertainty which culminated in the meeting and the Exhibit 3 from the Prudence Island Planning Commission that you have before you.

You heard testimony from Dr.

Sterling, a long-time island resident and the Chairman of the Prudence Island Planning Commission. He's the author of Exhibit 3 and he outlined the expectations with regard to adequate ferry service.

You heard from islander Frank

Jernack, a retired engineer, who is a

full-time resident of the island and

continues a consulting business. He

regularly rides the ferry and was very

critical of the existing operation and very

supportive of the A&R application.

You heard testimony from Bob

Marshall, the Fire Chief on Prudence Island,
who also works off island two days a week as

a medical technician driving an ambulance; was critical of the existing service and supportive of A&R. It was Mr. Marshall's daughter who was forced to go to the bath room in a trash can because the restroom was locked.

At the close of the Division
hearing on May 8th which was looking into
Mr. Medley's failure to renew his CPCN for
2013 that Ms. Hetherington referred to, in
the footnote it states, and that is a quote,
"Mr. Medley informed the Hearing Officer
that it was his company's intention to cease
operations following the last scheduled trip
on December 1, 2013." Again, that's
Footnote 83 in Order 21050, May 24, 2013
that we understand the Hearing Officer will
take administrative notice of.

In that same footnote this Division went on to encourage "any new service provider to submit their application for operating authority no later than October 15, 2013." A&R Marine has done exactly that. A&R Marine submitted its application

on September 19th, 2013. Again, the same day Mr. Medley left his threatening voice mail with Mr. Crosby.

After A&R filed its application the Towns of Portsmouth and Bristol both intervened. The Advocacy Section is also a party in this matter and Prudence Ferry was allowed late intervention in this matter without objection so that all interested parties could be before the Division in this important matter at this time.

We respectfully submit that the evidence has clearly demonstrated that Mr.

Medley has little regard for regulation by this Division or by the Commission. We have demonstrated that in Docket 2090 which, again, Ms. Hetherington referred to in response to complaints at that time from the -- from passengers on the ferry,

Prudence Ferry agreed "to operate and maintain all restrooms in a clean deodorized condition". Despite this stipulation,

Prudence Ferry has blatantly ignored that requirement to the detriment of its

passengers. It has simply locked its restroom and not made it available.

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This is an egregious breach of the responsibilities of a public utility to its ratepayers, not to mention an egregious breach of an order of the Commission and an egregious breach of a stipulation signed by Prudence Ferry and it has been breached for 20 years. It should not be tolerated.

In 1993 in Docket 92-MC-95, the Division also found that Mr. Medley had intentionally ignored the Division's directive to post hearing notices on the boat and the dock. Mr. Medley went so far as to call the Hearing Officer and stated that the notices had intentionally not been posted and that Prudence Ferry would not cooperate in the docket. This resulted in a hearing to examine the fitness of Prudence Ferry and Mr. Medley to provide the transportation services authorized by the CPCN. The Division ultimately found that Prudence Ferry had committed an administrative regulatory violation and it

had also arguably engaged in criminal conduct. The Division issued a fine of \$1,500 and stated, "The Division hereby places PFI and Mr. Medley on notice that future violations of this nature will result in more serious consequences. Future actions by PFI or Mr. Medley designed to evade or ignore a Division mandate may place PFI's operating authority, its certificate, in jeopardy and lead to criminal prosecution of PFI's officers. The findings in this order," which again, we ask the Division to take administrative notice of, went on to state that, "Prudence Ferry had failed "to conduct itself as a regulated public utility" and that the Division's regulatory -- and had manifested -- "had manifested a belligerent posture toward the Division's regulatory oversight and powers" and had "engaged in inexcusable behavior."

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The Division went on to state that,

"The Division must remind the company that

it's operating certificate was conferred by

the Division and similarly may be taken away

by the Division. A certificate of public convenience and necessity is not an irrevocable property right; instead, it represents a license to serve the public as a regulated common carrier." The Division concluded by saying that this situation "will no longer be tolerated".

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What you have here before you today is a family-run, Prudence Island-based proposal that has substantial financial backing. There are rarely CPCNs that are granted with boats in place, dock, leases signed, et cetera. It is the usual practice of this Division to enter an order stating that the applicant has shown that it is fit, willing and able and that the public convenience and necessity would be served by the application being granted, but that the CPCN itself will not be issued by the Motor Carriers Section until certain conditions have been met. Think about it for a minute. What company would ever apply for a CPCN for something, other than maybe a taxi service or something, where it has to make

substantial six or seven figure investments if it has no idea whether it is likely to get the CPCN. Once it gets an order from this Division that it has been shown to be fit, willing and able and that the public convenience and necessity will be served, it can then take that to its lender, it can then take that and enter into contracts to buy vessels, to lease vessels, to build docks, to lease docks, to do whatever needs to be done. I have participated in a number of hearings, and I'm sure this Hearing Officer has as well, where the decision that was rendered was a conditional one, and conditions were imposed that had to be met before the Motor Carriers Section would actually issue the CPCN.

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be served by the application, prepared to go

That's what we're asking for here. We fully understand that there will be conditions imposed, yet we are fully prepared to go forward once we get a finding that we are fit, willing and able and that the public convenience and necessity would

forward and make all of the necessary arrangements to institute this ferry service even if it is in direct competition with Mr. Medley's service. Frankly, we believe that his service has been so poor that we will have no problem whatsoever becoming the sole ferry provider as Mr. Medley did 20 some odd years ago when he was competing with Mr. Blount. Thank you.

MR. SPIRITO: Thank you, Mr.

McElroy. If you could, I would appreciate it if you could just comment on the applicant's proposal to provide service to Hog Island which is indicated in the application but for some reason there wasn't a whole lot of discussion about it during the proceeding.

MR. McELROY: The reason there was no discussion about it is because, as the Hearing Officer knows, the dock on Hog Island is currently unsuitable for the landing of a vessel. Now, it may be that if we go to the landing craft as opposed to a traditional ferry vessel, that for a while

with a landing craft we could, in fact, serve Hog Island. But that would only provide an interim solution. For a permanent solution to Hog Island, the Hog Islanders would need to get together and rebuild that dock.

Island under those circumstances?

Absolutely. That's why it's on the application. It is our hope that that dock will be rebuilt, that it will be sufficient to land a ferry at on a regular basis and that Hog Island will be included in our service.

MR. SPIRITO: Okay. Thank you very much. Anyone else wishing to offer additional comment? Anyone in the back of the room here to offer public comment this morning? Okay.

Then what we will do at this point, as was discussed earlier, I will agree to a 45-day deadline for briefs, there will be simultaneous briefs, no reply briefs, and if there are any motions to be filed, I will

address them as they come in.

At this point I have all the evidence that I need to make a decision and we'll be waiting for the transcript and then I will endeavor to get a written decision before the Administrator. So thank you all very much for your time. I appreciate the public interest in this case, and I will do my best to get a decision out as expeditiously as possible because I know this is a very important issue to so many people. Thank you.

(ADJOURNED AT 11:25 A.M.)

CERTIFICATE I hereby certify that the foregoing is a true and accurate transcript of the hearing taken before the Rhode Island Division of Public Utilities and Carriers, John Spirito, Esq., Hearing Officer, on December 5, 2013, at 10:00 a.m. JO ANNE M. SUTCLIFFE, RPR/CSR Notary Public, State of Rhode Island