BC FERRIES, SECTION 43 APPLICATION

Letter of Comfort Regarding the Continuation of Authorization to Reduce Service on Routes 10 and 11

References
2. B.C. Ferries Letter dated May 10, 2006 to British Columbia Ferry Commissioner, Subject: Request for Reduction of Service Under Section 43 of CFA
4. B.C. Ferries Letter dated April 10, 2006 to British Columbia Ferry Commissioner, Subject: Request for Reduction of Service Under Section 43 of CFA
5. British Columbia Ferry Commission Order dated April 24, 2006 authorizing reduction of service, expiring May 18, 2006
6. March 25, 2006 E-mail correspondence between B.C. Ferries and Transport Canada. Subject: regulatory guidelines for a replacement vessel.
7. B.C. Ferries Fax dated March 28, 2006 sent to selected InterFerry members. This document was representative of the individual member solicitations for a replacement vessel on a bare boat charter and/or purchase basis.
8. Replacement vessel solicitation posted on the March 28, 2006 InterFerry website under the category: “Ferry Operators Seeking Help.”
12. B.C. Ferries matrix of “all” 94 vessels considered printed on June 16, 2006.
13. B.C. Ferries binder tabbed according to + 30-candidate conventional vessels with associated correspondence filed behind each vessel entry.
14. B.C. Ferries binder tabbed according to + 24-candidate conventional vessels with associated correspondence filed behind each vessel entry.
15. B.C. Ferries binder tabbed according to + 10-candidate conventional vessels with associated correspondence filed behind each vessel entry.
16. B.C. Ferries binder tabbed according to ± 7-candidate fast ferries with associated correspondence filed behind each vessel entry.
Summary
Reference (1) directed The Glosten Associates, Inc. (Glosten) to:

[Quote]

- Review the records provided to you by British Columbia Ferry Services Inc. (BC Ferries). These records will include letters documents, quotations and other proposals generated during BC Ferries’ search for a suitable replacement for the Queen of the North from March 22, 2006 to July 5, 2006. These records will be made available to you at meetings to be held in Victoria, B.C. with BC Ferries staff. Using your knowledge of worldwide markets for vessels you will also search for a suitable replacement for the Queen of the North. You will not have access to any of BC Ferries computer records.

- Based on your review you will provide a formal Letter of Comfort to the Commissioner providing your professional opinion. Your professional opinion will address whether a suitable replacement vessel has been available locally or internationally between March 22, 2006 and July 5, 2006 and whether the search conducted by BC Ferries for this replacement vessel has been thorough.

- For the purposes of this Agreement, a Letter of Comfort is defined as a professional opinion with the following requirements:
  - the extent of your review of materials provided by BC Ferries;
  - a description and listing of your search of other materials;
  - contacts, if any, with officials responsible for vessel safety standards in Canada;
  - based on your review of the above materials and information your professional opinion as to whether a suitable replacement vessel has been available for sale or charter during the period from March 22, 2006 to July 5, 2006.

- You will provide two original copies of the report to be delivered by courier by July 10, 2006 to the Deputy Commissioner, BC Ferry Commission at the following address:
  935 Downey Road,
  North Saanich, BC
  V8L 5P8

- The Letter of Comfort is expected to provide the basis for the British Columbia Ferry Commissioner’s opinion on whether the Order given under Sec. 43 of the Coastal Ferry Act should be extended beyond July 16, 2006 and, if so, for how long a period.

[End of Quotation]

Investigator’s Qualified Opinion

1. **Responsiveness to the loss of Queen of the North:** Based on the timeline established by dates appearing on key documents, British Columbia Ferry Service Inc. (BC Ferries) began the search for replacement vessel very soon after the initial accident. Within a very short time, the search effort was appropriately formalized and professionally managed.

2. **Adequate consideration of existing vessels in the marketplace:** Based on the summary presentations made by BC Ferries during the 27 June 2006 Victoria meeting
and a time-constrained on-site inspection of the supporting materials available there, it is my opinion that the BC Ferries search for a replacement vessel was thorough. Their systematic and rational project methodology was performed competently, reflecting the best practices of a marine organization operating under similar circumstances. My examination of the supporting documents was not an audit, but rather a top-level review. Nonetheless this examination convinced me of the appropriateness and reasonableness of BC Ferries’ efforts to secure a replacement vessel.

3. **Appropriate owner’s requirements defining the vessel sought:** The mission of BC Ferries is: “To provide a safe, reliable and efficient ferry service which consistently exceeds the expectations of our customers and communities, and creates value for the shareholder.” With its appearance as the first adjective in the mission statement, I have adopted the term “safe” as the primary qualifier of their mission. As a result, I believe that BC Ferries was justified in requiring any replacement vessels be two-compartment standard and SOLAS 90\(^1\) compliant. All other owners’ requirements were suitably “negotiable” to open up the search to the widest possible number of candidate vessels.

4. **Contact with officials responsible for vessel safety standards in Canada:** I have not contacted any officials from Transport Canada or any other federal or provincial agency charged with vessel safety. During my 27 June meeting with BC Ferries, I reviewed guidance documents to BC Ferries from Transport Canada. I believe that they accurately describe how pertinent regulations should and will be interpreted with regard to replacement vessels.

5. **Extension of the Section 43 Order:** I believe that the authorization to reduce service under Section 43 of the Coastal Ferry Act reference (3) should be extended until the replacement vessel can enter service in the first quarter of 2007, *provided that:*

   - BC Ferries continues to assess options for engaging alternative service providers to restore any portion of the lost service levels more quickly, and
   - BC Ferries continues to investigate alternative, safe means of moving automobiles, freight and passengers using non-traditional conveyances if they have the potential to restore any part of the lost service levels more quickly.

**Details of Investigation**

**Project Background and Scope**

The Glosten Associates (Glosten) was retained by the British Columbia Ferry Commission (the Commission) to provide a third party opinion on the adequacy of the British Columbia Ferry Services, Inc. (BC Ferries or BCF) efforts to replace the motor vessel *Queen of the North* which sank in March 2006. BC Ferries is obligated to provide route specific levels of service that can only be reduced by formal application to the Commission without being in breach of contract.

The Queen of the North had been dedicated to the Northern routes serving the communities of Prince Rupert, Port Hardy and Skidegate. Her loss and the ensuing reduction of ferry service will be acutely felt across those communities largely through a decline of summer tourist revenue. As such, the Commission requires a level of confidence that BC Ferries had indeed used their best efforts to replace the Queen of the North and that granting them an extended reduction in service is justified.

The BC Ferry Commission seeks Glosten’s professional opinion on the timeliness and thoroughness of BC Ferries search for a replacement vessel. To facilitate arrival at an opinion, Glosten was afforded a 27 June 2006 meeting with two BC Ferries representatives as well as a review of certain materials provided by BC Ferries. Additional research into the domestic and international ferry market was conducted at Glosten’s office.

Meeting Between Glosten, BC Ferries and the Commission

An investigator with the Glosten Associates met with Scott Elliott and Carol Prest of BC Ferries on 27 June 2006 in Victoria, British Columbia. Deputy Ferry Commissioner, Alan Eastwood, was also present during that meeting. BC Ferries brought a substantial amount of supporting material that was made available for inspection by both the Glosten investigator and Mr. Eastwood. Glosten was also given photocopies of certain documents to facilitate their professional review.

The following outline summarizes the topics covered in the meeting with BC Ferries.

I. Initial Period Following the Loss of the Queen of the North

The Queen of the North sank in Wright Sound in the early morning hours of 22 March 2006. Emergency response efforts associated with passenger accountability, oil spill mitigation and forensic data gathering were the priority focus of BC Ferries’ management during the immediate two day period after the sinking. News of the ferry’s loss prompted a deluge of unsolicited replacement vessel offers from principles and brokers worldwide. As the situation transitioned out of the emergency phase, BC Ferries implemented a systematic and rational method toward establishing criteria for a replacement of the Queen of the North.

II. Formation of Two Task Forces

BC Ferries convened two task forces to develop options for maintaining core service levels on the affected Northern Routes (specifically Routes No. 10 and 11). The title of each task force can be paraphrased as: the “vessel search” team and the “supplemental service” team. It was the mission of the vessel search time to locate and secure a suitable replacement vessel for the Queen of the North. The supplemental service team investigated immediate term service recovery through fleet reassignments, alternative service providers and interim service modifications. Due diligence analysis of the supplemental service team’s efforts is beyond the scope of this report.

III. Vessel Search Team

Membership on the vessel search team was composed of a core group with discipline-specific expertise brought in on an as-needed basis. Core group members and their nominal responsibilities were:

- Captain Trafford Taylor, executive oversight
- Captain Mike Carter, co-team leader
It should be noted that there was a high degree of functional integration within the vessel search team. The nominal responsibilities stated above oversimplify the individual efforts of the team members. BC Ferries also had access to Walter Orb, the BC Ferries staff member managing the Super C-class building program at the Flensburger shipyard in Germany.

IV. Options Pursued

Listed below are five options that evolved as the best potential for returning Routes 10 and 11 to core service levels. BC Ferries stated that the business considerations associated with “vessel charter” versus “vessel purchase” were never drivers in their pursuit of these options; rather all efforts were focused on expeditiously identifying a suitable replacement.

1) Seek a like, capacity equivalent, vessel to the Queen of the North
2) Seek a smaller vessel (Queen of Prince Rupert capacity)
3) Utilize a vehicle-capable fast ferry
4) Modify a vessel from within the existing BC Ferries fleet
5) Utilize a pocket cruise ship in conjunction with alternative service strategies

V. Regulatory Framework

On March 25, 2006 Walter Orb, BC Ferries’ Super-C class program manager and a naval architect, sought regulatory guidance from Transport Canada (TC). Without delegating authority to another body (i.e. IMO, class etc), TC indicated a vessel would only be considered suitable if it met the following minimum requirements:

- SOLAS 95/98 compliant
- 100% A/Amax calculation (required under SOLAS 95/98)
- Strong preference for a two compartment subdivision

While no restrictions were placed on classification society membership, TC noted that vessels in a reputable class typically have fewer inconsistencies than non-class ships.

VI. Unsolicited Offers from Maritime Community

BC Ferries reported that unsolicited fax and e-mail offers for replacement vessels were received by their company and the provincial government almost as soon as news of the Queen of the North sinking entered the public domain. Most of these offers originated from ship brokers. It was anecdotally reported that Captain Schnerrer was getting about 15 e-mail solicitations daily, often with multiple brokers offering the same ship.

VII. BC Ferries’ Solicitation

In an effort to reach a ferry-specific resource base, BC Ferries began soliciting offers for either bare boat charters or vessel purchases from ferry operators worldwide. The ideal vessel characteristics were based on route requirements and the guidelines offered by Transport
Canada. These solicitations were delivered by a 28 March 2006 fax (EXHIBIT A) to selected ferry operators and also through a posting on the InterFerry\textsuperscript{2} website (EXHIBIT B).

The targeted audience for these solicitations was expanded beyond the ferry industry through a 13 April 2006, 1-week purchased posting on the Lloyd’s List\textsuperscript{3} website (EXHIBIT C).

VIII. Management of Candidate Vessel Data into a Functional Results Matrix

As early as 28 March 2006 it became manifest that the task of effectively managing the data associated with candidate ships would be complex. Although archival binders were subdivided by vessel specifications, photographs and correspondence, the data was not comparable in its raw form. A 22-field vessel search results matrix was designed on an Excel\textsuperscript{™} spreadsheet to manage the data. The spreadsheet could be sorted to facilitate the vetting process with the following fields used to easily disqualify unsuitable vessels:

- Meets SOLAS Requirement
- Does Not Meet Stability Requirement (100% A/Amax)
- Too Big
- Too Small
- Too Slow

A 16 June 2006 copy of the results matrix (EXHIBIT D) was given to Glosten. Of the 94 vessel listings in that matrix, only 6 were rated “Considering – GOOD” as potential candidate vessels. An earlier 18 May 2006 submittal (EXHIBIT E) demonstrated the alphabetical sort of all rejected vessels as of that date.

IX. Reverse Search of the ShipPax Database

By late April, BC Ferries felt that the best ships were not offered on the market. A new tactic was developed to filter the ShipPax database by the desired vessel characteristics. Candidate vessels could then be proactively passed to brokers for follow-up. The reverse look at the ShipPax database validated the evidence that few vessels could meet the BC Ferries requirements and that those that could were often under long term charters.

X. Summary of the Vessel Search Avenues and Field Inspections

The following list summarizes the principle avenues BC Ferries’ search team employed to locate a replacement vessel for the *Queen of the North*:

- Unsolicited offers from brokers and ship owners
- Direct solicitation to ferry operators
- Personal networking through industry contacts
- Posting on the InterFerry website
- Posting on the Lloyd’s List website
- Unsolicited offers from Richard Seville\textsuperscript{4}
- Work with BC Ferries’ brokers of choice: Maersk and Brax Shipping
- Reverse filter of the ShipPax database

\textsuperscript{2} “A shipping association representing the ferry industry world-wide.”

\textsuperscript{3} A daily reporting service on the global shipping and insurance industry.

\textsuperscript{4} Author of “In Waters New,” a detailed history of 45 UK ferry boats now sailing in Southern Europe.
XI. Significant Dates

The table below lists significant dates in BC Ferries’ search for a replacement vessel. Dates that are not shown here, and whose follow-up confirmation is recommended, are:

- Date the ShipPax database was reverse filtered by BC Ferries
- The mid-April date the *Sonia* was first proposed to BC Ferries\(^5\)
- BC Ferries staff inspection dates of the five candidate vessels

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<td>QoN sinks</td>
<td>Walter Orb e-mails TC for regulatory guidance on a replacement vessel</td>
<td>Vessel &quot;Search Team&quot; formalized. Scott Elliott involved.</td>
<td>Mike Carter sends follow-up faxes to selected InterFerry members</td>
<td>Trafford Taylor mobs to Europe to inspect candidate vessels</td>
<td>Solicitation posted on Lloyd’s List website</td>
<td>Matrix filtered for “reject” vessels</td>
<td>Matrix of ALL vessels considered released for Provincial use</td>
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<td>Glosten investigator documents correspondence beginning between BC Ferries and various brokers on unsolicited vessel offers</td>
<td>Solicitation posted on InterFerry website</td>
<td>Mike Carter faxes solicitation to selected InterFerry members</td>
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XII. List of Inspected Documents

In seeking evidence of their due diligence, the Glosten investigator inspected the following BC Ferries-provided documents:

- E-mail correspondence between Transport Canada and BC Ferries
- Fax solicitations from BC Ferries to select InterFerry members
- InterFerry website newsletter posting
- Lloyd’s List website posting
- List of 69 rejected vessels (matrix format printed on 18 May 2006)
- List of 94 vessels, “all” of the vessels considered by BC Ferries (matrix format printed on 16 June 2006)
- ±30-candidate vessel tabbed binder with correspondence filed behind each vessel entry
- ±24-candidate vessel tabbed binder with correspondence filed behind each vessel entry
- ±10-candidate vessel tabbed binder with correspondence filed behind each vessel entry
- ±7-candidate fast ferry tabbed binder with correspondence filed behind each vessel entry

\(^5\) Note: the *Sonia* was originally rejected based on incorrectly stated stability information.
EXHIBIT A

Fax to Ferry Operators Seeking Candidate Vessels

Fax

To:
Managing Director

Company:
DFDS Seaways A/S

From:
Capt. Mike Carter

E-mail:
Mike.Carter@bcferries.com

Date:
March 28 2006

Message

B.C. Ferry Services Inc. is actively seeking a temporary replacement vessel for our MV Queen of the North. We are considering a bare boat charter for a period of 2 to 3 years (the ship operates from March to October every year) or purchase could also be considered.

The ideal ferry should have the following characteristics:

LOA 110 to 130 meters
Operating draft 5.5 meters maximum
Service speed 19 knots minimum
Beam 22 meters maximum
Vehicle capacity 700 lane meters minimum
Passenger capacity 600 minimum cabin capacity approx 110 double cabins
Car deck height 4 meters minimum
Freeboard 2 meters approximately

The vessel has to have a 2 compartment subdivision with 100% A/Amax and comply with requirements of SOLAS 97/98. If your company happens to have a suitable vessel available please contact Capt. Mike Carter at Mike.Carter@bcferries.com or Walter Orb at Walter.Orb@bcferries.com

Best regards
Mike Carter
Project Manager

This message is intended solely for the use of the individual or entity to whom it is addressed and may contain information that is privileged, confidential and exempt from disclosure. Any other distribution, copying or disclosure is strictly prohibited. If you have received this message in error, please notify us immediately by telephone and return the original to us by mail without making a copy. Thank you.
Posting on the InterFerry Website

Interferry | pressroom

Interferry

Representing the Ferry Industry World-Wide

WHO WE ARE
History
Officers, CEO
Directors
Member List

NEWS RELEASES
Ferry Safety
Project
Membership
Benefits
How To Join
Member Area
Log In / Log Out
Member Links
Photo Gallery
Reports

CONFERENCES
Interferry 2006 - Long Beach
Interferry 2005 - Athens
Others...

NEWS RELEASES

Tuesday, March 26,

Ferry Operators Seeking Help

BC Ferries Seeks Quick Replacement

As a result of the recent sinking of the Queen of the North, BC Ferries is seeking a replacement vessel of similar size. They key measurements of the Queen of the North are:

- Length: 125m
- Operating draft: 5.0m
- Service speed: 25kn
- Tonnage (approx): 8000 gross
- Vehicle capacity: 160
- Passenger capacity: 800
- Car deck height: 4.0 m
- For dock fit, the maximum breadth cannot exceed 22m

For further information contact:
Captain Mike Carter
mike.carter@bcferries.com

DBRA Looking for Planning Services

The Delaware River & Bay Authority (DBRA) requests proposals for CS-05-04R. Marine Master Planning Services related to the Cape May Lewes Ferry. The purpose of this Request is to include, but is not limited to, Professional Marine Master Planning service development of concepts with associated costs, schedules and feasibility. This project is a one year service contract, with the option of two, one-year renewals.

Copies of proposal documents may be obtained by contacting Donna Bristol at (302) 576-3357. Documents will be available on March 24, 2006 and must be obtained in person through mail. A pre-proposal meeting is scheduled for Tuesday, April 11, 2006 at 11:30 at The Delaware River & Bay Authority, Administration Building, New Castle, DE 19720. Attendance is encouraged, but not mandatory. Bids will be received until 11:00 a.m., Local Time, Tuesday, April 25, 2006. Delaware River & Bay Authority, Centralized Purchasing; Department Attention: Kelly Phillips Parker, R-285 & New Castle Avenue, New Castle, Delaware 19720, (302) 571-6357

-30-

Contact:
Len Rouache
CEO, Interferry
len.rouache@interferry.com

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06-06-29
EXHIBIT C

Posting on Lloyd’s List

BC Ferries Seeks Replacement for Queen of the North

As a result of the recent loss of the Queen of the North, BC Ferries is seeking a replacement vessel of a similar size for either lease or purchase. The ideal characteristics for the replacement ship are as follows:

- Length: 100-130m (approximately)
- Operating draft: 5.0m (maximum)
- Service Speed: 19 knots (minimum)
- Tonnage (approx.): 9000 gross
- Vehicle capacity: 700 lane meters (minimum)
- Passenger capacity: 600 (minimum)
- Car deck height: 4.0m (minimum)
- Cabins: 110 total (approximately 55 crew cabins)
- Food Facilities: Ability to provide hot and cold service
- Ship Breadth: 22 m (maximum)

BC Ferries may consider vessels that partially meet the criteria above. However, the vessel must comply with SOLAS’95 for two compartment subdivision and berth facilities generally limit the size of the vessel to the dimensions indicated above.

For further information please contact:

Lilly Hutson, Director Finance and Process Control
Lilly.hutson@bcferries.com
p/n +001 (250) 978-1246
mobile +001(250) 217-6317
Note: Exhibit D received in hardcopy, and being held in Glosten files.
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**Note:**
- All data is subject to verification and may be subject to change.
- Additional details and notes are provided in the supplementary material.
### EXHIBIT E

#### 18 May 2006 Results Matrix

Note: Exhibit E received in hardcopy, and being held in Glosten files.
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Small vessel capacity; excess 1 compartment and poor condition based on sea (in 2000);

- Compressed;

Traffic suspended and continued poor condition;

Not available in San Juan; free space for small;

(1) 3 hr boats, task show. Supplied for small;

(2) 3 hr boats, task show.

D. Compliance;