

PROVINCE OF BRITISH COLUMBIA

FOURTH ANNUAL REPORT

OF THE

PUBLIC UTILITIES COMMISSION

PURSUANT TO SECTION 36 OF THE
MOTOR CARRIER ACT

FOR THE

LICENCE-YEAR 1943-44



VICTORIA, B.C. :

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THE FEDERAL COMMISSION

AND THE COMMISSIONERS

OF THE LAND OFFICE

VICTORIA, B.C., June 30th, 1944.

*To His Honour the Lieutenant-Governor in Council
of the Province of British Columbia.*

MAY IT PLEASE YOUR HONOUR:

SIR,—We have the honour to transmit herewith, in accordance with section 36 of the "Motor Carrier Act," the Fourth Annual Report of the Public Utilities Commission under that Act for the year ended February 29th, 1944.

PUBLIC UTILITIES COMMISSION,

W. A. CARROTHERS,
Chairman.

L. W. PATMORE,
Commissioner.

J. C. MACDONALD,
Commissioner.

THE NATIONAL BUREAU OF INVESTIGATION
UNITED STATES DEPARTMENT OF JUSTICE
WASHINGTON, D. C. 20535

MEMORANDUM FOR THE DIRECTOR
FROM: SAC, [illegible]
SUBJECT: [illegible]

[The following text is extremely faint and largely illegible due to the quality of the scan. It appears to be a memorandum detailing an investigation or report.]

ANNUAL REPORT OF THE PUBLIC UTILITIES COMMISSION,
PURSUANT TO SECTION 36 OF THE "MOTOR CARRIER
ACT," FOR THE LICENCE-YEAR ENDED
FEBRUARY 29th, 1944.

GENERAL.

In its Third Annual Report this Commission mentioned an apparent reduction in competition for business between carriers for the reason that all carriers were extremely busy and sometimes unable to meet all demands. Towards the end of the licence-year now under review a slight change in this condition was noted, in that more objections were filed respecting applications for licences, indicating possibly that there may have been some slackening-off in the amount of trucking work available, particularly in Vancouver and district.

In so far as heavy construction in connection with the war effort is concerned, it appears that the peak of the expansion has been reached, but the trend is now towards increased demands on truckers engaged in transportation of agricultural products and agricultural supplies. Farmers, generally, have been urged to increase the production of eggs, poultry, milk, and all kinds of foodstuffs, including field crops such as potatoes, beans, peas, etc. A glucose factory for the purpose of extracting starch from potatoes has been established in South Westminster, while at Haney a plant with a capacity of some 30 tons per day is in operation for the dehydration of root vegetables, most of which are trucked in to the plant. Not only has the population of Vancouver increased greatly, but also there is a wide demand for all kinds of produce to be packed or otherwise processed for shipment overseas.

Therefore, it is not surprising that the number of applications for additional licences from trucking firms and individuals serving the farming communities in the Lower Mainland has increased and, at the time of writing, are still being received. The figures of tonnage hauled for farmers by these firms or individuals, including not only produce of all kinds but also feeds and fertilizers, indicate without question that there has been a considerable expansion in agricultural production in the Lower Fraser Valley.

There has been an apparent falling-off in the demand for dump-trucks, so many of which were required in 1942 and 1943 in connection with construction of various installations for the Department of National Defence, including aircraft landing-fields, air force training stations, and army camps. As an instance of the extent of some of these projects, in October, 1943, there were approximately seventy-eight dump-trucks employed on one project on Vancouver Island. It appears, however, that many of these projects are now nearing completion.

The fuel situation throughout the Province, particularly at Vancouver, was considerably eased during the winter of 1943-44. Some trucking firms, previously engaged in the hauling of fuel-wood and sawdust, found it increasingly difficult to keep their trucks fully employed, and there was a tendency for some of these operators to enter into the general transportation business by seeking other hauling. However, the market for second-hand used trucks was very good, and little difficulty was found by such operators in disposing of any surplus equipment.

A comparison between the statement of licences issued and revenue received (Appendix A) with a similar statement contained in the previous annual report will

show very little difference, either in the total revenue received or in the number of licences issued in the various classifications. It will be noted that the revenue for the licence-year 1943-44 is only slightly lower than for the previous year. The total number of licences (renewed and new) was 13,887 as compared with 13,718 of the previous year. In other words, in so far as revenue and number and class of licences issued there was no appreciable change.

TRANSFERS OF LICENCES.

In one respect, however, there was a most noticeable trend, namely, in the number of applications for transfer of licences—166 in 1943-44 as compared with 63 during the previous year. This trend has become particularly noticeable with respect to taxi licences (limited passenger-vehicle licences), there being a total of fifty-four applications for transfer this year. Without doubt, notwithstanding severe Dominion restrictions on the amount of gasoline allowed (sufficient only for approximately 2,000 miles per month), taxicab business in all centres where there has been any increase in activity, resulting from the influence of the war, has become very lucrative indeed and, as Dominion Government regulations forbid any increase in the number of taxis that may be operated, operators or owners have found it to be worth their while to sell their businesses at, it is reported, fancy prices. Another factor influencing these transfers of licences is the difficulty which owners of a business operating more than one vehicle have experienced in obtaining drivers. As a result, one or more cars have been sold to persons willing to go into business for themselves but not willing to drive for wages. At time of writing this report, however, it appears that the shortage of truck, bus, or taxi drivers is easing slightly.

Another noticeable trend is in the transfer of licences from individuals or from a trade-name to limited companies, that is, companies which have been formed for the specific purpose of taking over the operation. Examples of such transfers during the year are as follows:—

Former Licensee.	License transferred to.	Kind of Licence.
Don S. Fisher (deceased), Ladner.....	Fisher Truck Lines, Ltd.....	Public freight.
E. S. Atkins Stage Lines, Cultus Lake.....	Atkins Stage Lines, Ltd.....	Public passenger.
A. C. Bowness, Cranbrook.....	Bowness Transfer Co., Ltd.....	Public freight.
Roy K. Davey, Vancouver.....	Davey Cartage Co., Ltd.....	Public freight.
Bruce Motor Cartage, Vancouver.....	Bruce Motor Cartage, Ltd.....	Public freight.
M. J. Van Es, Powell River.....	Wildwood Bus, Ltd.....	Public passenger.
J. L. Olson, Spokane.....	B.C. Auto Interurban, Ltd.....	Public passenger.
W. G. Plummer.....	City Taxi (Nanaimo), Ltd.....	Limited passenger.

FUEL-WOOD HAULING.

In view of the crisis which occurred in the spring of 1943 with respect to fuel, every possible facility was given to the granting of licences or permits for the transportation of cordwood as, for instance, at Vernon and at Kamloops. As the Commission has no representative at Kamloops, the police were authorized to grant permits for cordwood hauling at that point.

A very large amount of slabwood was found to be stored at Canal Flats, being the waste resulting from many years of tie-cutting operations in that area by the Tie and Timber Branch of the Canadian Pacific Railway Company. The Dominion Government Fuel Controller let a contract for the loading of these slabs on railroad-cars at Canal Flats, about thirty-five trucks being engaged, and the necessary permits under the "Motor Carrier Act" were issued in lieu of licences.

SERVICE.

Apart from the suspension by Johnston Bros. and Byrnell of its public freight service between Vancouver and Kelowna, there were no further cases of voluntary discontinuance of any important scheduled public passenger or public freight services, and it is apparent that all points within the Province which come within the jurisdiction of the "Motor Carrier Act," and which are not served by rail, are receiving service adequate to their needs, although possibly not as frequent as would be the case under ordinary circumstances.

LICENCE REPORTS.

All applications for licences, alteration or transfer of licences, and similar matters are reported individually by the Superintendent of Motor Carriers to the Commission on special forms known as "licence reports." In some cases these reports are referred to the Commission for a decision, and in other cases they were received from the Superintendent of Motor Carriers merely as a matter of record. During the year a total of 687 licence reports were received.

STATISTICS.

A further decrease in the number of applications for licences under the heading of "Replacements" will be noted (*see* Appendix A), namely, during the licence year 1943-44 there were 354 applications as compared with 527 for the licence-year 1942-43 and 1,224 for the licence-year 1941-42, again showing the difficulty in obtaining new equipment.

The following is an analysis of the various classes of licences issued during the last four years (comprising new licences and licences renewed, but not including replacements and transfers) :—

Kind of Licence.	NUMBER OF LICENCES (NEW AND RENEWED).			
	1940-41.	1941-42.	1942-43.	1943-44.
Passenger (buses).....	336	344	351	334
Passenger (taxis).....	403	508	521	463
Public freight.....	1,606	1,678	1,580	1,538
Limited freight.....	620	717	799	793
Private freight (ordinary).....	5,085	5,657	5,998	6,210
Private freight (farmers).....	3,853	4,252	4,469	4,549

LICENCES ISSUED FREE OF CHARGE.

The figures for the total number of licences issued and renewed during the licence-year 1943-44 include 86 licences issued free of charge under paragraph 1.2 of the regulations, covering transportation of industrial workers; licences issued to the Greater Vancouver Water Districts and the Vancouver and Districts Joint Sewerage and Drainage Board, and miscellaneous; also 46 public passenger-vehicle licences issued for a flat fee of \$5 or \$6, pursuant to paragraph 3.72 of the regulations.

NUMBER OF LICENCES IN EFFECT.

The figures shown in Appendix A are for all licences issued during the year, and do not show the total number of licences in effect at any time as certain licences are surrendered or short-term licences may have expired.

The following tabulation shows approximately the number of licences actually in effect at the beginning of each month, taking into account licences surrendered or expired, etc.:—

Month.	Approximate Number of Licences in Effect.*
March, 1943	6,887
April	10,223
May	10,914
June	11,471
July	11,900
August	12,189
September	12,407
October	12,568
November	12,680
December	12,795
January, 1944	12,827
February	12,833
End of licence-year	12,829

* Namely, the number of licences issued, less number of licences surrendered or expired.

APPLICATIONS FOR LICENCES.

The following tabulation shows the number of applications for new or additional licences actually recorded, month by month, since the inception of the "Motor Carrier Act":—

Month.	NUMBER OF APPLICATIONS FOR NEW OR ADDITIONAL LICENCES RECORDED.			
	1940-41.	1941-42.	1942-43.	1943-44.
March	567	608	632	482
April	391	412	506	354
May	362	431	353	375
June	347	353	367	346
July	388	378	275	260
August	341	340	312	254
September	336	292	228	241
October	276	227	226	187
November	202	209	215	221
December	168	208	146	130
January	117	131	85	117
February	191	321	139	181
Totals	3,686	3,910	3,484	3,148

NUMBER OF LICENCES ISSUED ANNUALLY.

The following is the total number of licences issued under Part V. of the "Highway Act" and under the "Motor Carrier Act" respectively for the years stated:—

	Licence-year.	Licences issued.*
Part V., "Highway Act"	1935-36	1,672
	1936-37	7,832
	1937-38	11,148
	1938-39	11,970
	1939-40	12,427
"Motor Carrier Act"	1940-41	13,025
	1941-42	14,635
	1942-43	14,425
	1943-44	14,485

* Including licences transferred and renewed.

REVENUE.

A statement of revenue derived under the "Motor Carrier Act" for the licence-year 1943-44 is included in the statement shown in Appendix A of this report. This revenue amounted to \$173,530.53, there being a decrease of \$1,337 compared with the revenue for the previous year. The major part of this decrease was with respect to fees for temporary permits, of which a smaller number than last year was issued. The schedule on which fees are based was unchanged.

The following is a comparative statement of revenue for the past five years, showing the various sources of revenue:—

Kind of Licence.	1939-40.	1940-41.	1941-42.	1942-43.	1943-44.
Passenger (buses).....	\$16,295.91	\$18,369.50	\$20,061.60	\$18,999.30	\$17,986.14
Passenger (taxis).....	2,273.34	4,040.77	5,281.72	5,402.38	4,926.49
Public and limited freight.....	79,498.27	89,093.03	100,696.10	104,139.81	103,888.20
Private freight.....	25,540.00	33,032.81	37,723.89	39,939.39	41,438.20
Permits.....	535.76	2,426.14	3,853.26	6,360.88	5,249.95
Miscellaneous.....	22.00	85.70	56.70	25.30	41.55
Totals.....	\$124,165.28	\$147,047.95	\$167,673.27	\$174,867.06	\$173,530.53

TEMPORARY PERMITS.

In order to avoid hardship, and to take care of unforeseen conditions and seasonal transportation, numerous temporary permits were issued as set out below. The figures for 1942-43 are shown in brackets, from which it will be noted that, whereas the number of permits issued for a few days only was slightly increased, the number for seasonal operations was considerably reduced, this being in line with the policy that vehicles should be licensed where possible instead of operating under permit. The system under which permits may be issued at short notice, thereby making the "Motor Carrier Act" reasonably elastic, is entirely necessary and greatly facilitates the administration of the "Motor Carrier Act." The authority of the field inspectors respecting issue of permits on their own responsibility is limited.

SUMMARY OF SPECIAL PERMITS ISSUED DURING THE YEAR 1943-44.

Class I. Permits (temporary operation, usually for a few days only)	1,039	(922)*
Class II. Permits for seasonal operation (for thirty, sixty, or ninety days)	671	(914)
Class III. Permits for operation of licensed vehicle temporarily in a manner other than is authorized by the licence	631	(734)
Class IV. Permits for substitute vehicle when licensed vehicle is disabled	324	(254)
Class V. Permits to farmers for transportation for compensation	Nil	(Nil)
Class VI. Permits for operation of school buses in connection with authorized school function (issued by Provincial Police)	Nil†	(20)

* Figures in brackets are for the previous licence-year.

† Owing to Dominion Government restrictions respecting charter trips, the issuance of this class of permit has ceased.

The granting of special permits to certain public passenger-vehicle operators for operation of vehicles other than licensed vehicles, in emergencies such as breakdowns

or overloads, was continued. In each case the carrier receiving the permit was required to show proof that he had the necessary insurance covering any vehicle which he might operate under such permit, irrespective of the ownership of same. Monthly returns are required, showing the extent to which this privilege is used and to ensure that there is no abuse of same.

REGULATIONS PURSUANT TO "MOTOR CARRIER ACT."

Two amendments were made to the regulations pursuant to the "Motor Carrier Act."

A change was made with respect to the giving of public notice of changes in time schedules of public passenger and public freight vehicles operated on regular schedule.

Before amendment, the regulations required the giving of not less than fifteen days' notice. It was found that this provision was not workable as complaints or objections would reach the Commission after expiry of the fifteen days' notice and after the new schedule had gone into effect. Therefore, the regulations were amended to provide that the effective date of any new time schedule shall not be earlier than twenty-one days after its date of issue, and that the date of issue shall not be earlier than the date on which the proposed new time schedule is posted and (or) advertised and submitted to the Commission.

Each notice or advertisement must include a statement as follows:—

"Subject to consent of Public Utilities Commission. Any objections to this time schedule may be filed with the Superintendent of Motor Carriers, Public Utilities Commission, Vancouver, B.C., within fourteen (14) days from its date of issue."

The effect of the foregoing is (a) to limit the time within which the public may file objections, and (b) to give the Commission at least one week to consider the objections and to make a decision. The regulations also provide power to require a new time schedule to be advertised in a newspaper, but this is not mandatory as there are many cases of minor changes or of increased service wherein the expense of advertisement would not be justified or would be futile. Provision is made, in emergencies, for a time schedule to become effective within less than the prescribed twenty-one days with the approval of the Commission. This is necessary because changes in time schedules often have to be made on short notice for some special reason.

Regulation 6.04, requiring that no licensee shall increase or reduce, or otherwise modify, any authorized scheduled public passenger or public freight vehicle service without approval was modified to agree with the above-mentioned amendments.

Regulations 6.05 and 6.051 were also amended with respect to unavoidable interruption of scheduled service in order to clarify the original Regulation 6.05, which was open to misinterpretation as authorizing operation of an unlicensed vehicle without a permit in the case of the breakdown of a licensed vehicle. The regulation now provides that, in the case of interruption of scheduled service due to failure or breakdown of any licensed vehicle, the licensee shall make arrangements, as far as possible, to obtain a substitute vehicle and apply for necessary permit to operate same.

TENTATIVE APPLICATIONS FOR FUTURE SERVICES.

During the year quite a number of tentative applications were received, in some cases from the licensed operators and in other cases from persons who hold no carrier's licence, for public passenger or freight vehicle licences to operate over various projected routes in the future, or to extend existing services at some future date, depending upon (a) construction of the road and (or) (b) on removal of Dominion Government restrictions which do not generally allow of new services at the present time.

Included in these applications were several applications to operate in the future both freight and passenger vehicles from Prince George to Dawson Creek or Fort St. John, in the Peace River District; one application to operate public passenger service between Vancouver and Powell River. Other applications were received to operate freight and (or) passenger services between Prince Rupert and Smithers and, in one case, from Prince Rupert to Vancouver. An application was also received to operate freight service over the Hope-Princeton Road, but similar applications had been received in previous years to operate over this route.

In acknowledging such applications, the applicants were advised that their letters had been placed on file as a matter of record, but that such action did not confer on the applicant any prior rights or privileges. The Commission is of the opinion that if and when any applicant is prepared to proceed with his application at such time as the proposed operation becomes a practical possibility, the matter should be dealt with, having regard to the provisions of the "Motor Carrier Act," particularly those contained in section 7 thereof, and that the making of a tentative application of this nature for operation at some future date should not give the applicant any standing. If the reverse were the case, it would be possible for a syndicate, by this means, to take an option on every possible future route or extension—a condition which might lead to undesirable practices in the future. It may, however, be said that all of the tentative applications referred to herein appear to have been entirely *bona fide*.

During May, 1943, the Vancouver Island Transportation Company, Limited, submitted formal notice they were prepared to provide whatever public passenger-transportation service is required over a new road then being constructed northerly from the terminus of the Island Highway at Menzies Bay, such service to be provided both to the Salmon River Logging Company railway-terminus and eventually to the Sayward district when the road is completed. The status of this road was investigated, and it was found that same was not a public highway, having been projected as a forest-protection access truck-trail, and the type of construction was not to any public highway standard. The Vancouver Island Transportation Company, Limited, was advised that there was no authority under the "Motor Carrier Act" to issue a licence for the operation of buses over this road unless and until it should become a public highway.

HEARINGS.

Gordon F. Shaw, Nelson.—The Public Utilities Commission (represented by the Chairman) held a hearing at Nelson on November 22nd, 1943, at which Gordon F. Shaw, who was the holder of a Class I. public freight-vehicle licence for, *inter alia*, operation of public freight-vehicle service on a regular time schedule between Nelson and Creston, was required to show cause why his carrier's licence, J 12067, should not be cancelled on grounds of failure of the licensee to provide adequate and efficient public freight-vehicle service in accordance with the licence.

The hearing disclosed that the service was inadequate in some respects, that the licensed vehicle was in poor condition, and that the licensee apparently had no interest in rendering a good service and no desire to improve his service. Accordingly, by order dated December 3rd, 1943, the Commission placed the licensee on probation until the 15th day of February, 1944, requiring him to show that he can give an adequate and efficient service. On February 17th an application was received for the transfer of the licence to Williams Transfer, of Nelson. The application is under consideration at time of this writing. In the meantime the service is being operated by Williams Transfer under permit.

L. McGarva and I. S. Parberry.—On December 17th, 1943, at Vancouver, the Public Utilities Commission held a hearing on the application of Lester McGarva and Irving S. Parberry to file a revised schedule of rates for the hauling of milk and cream in

the Fraser Valley (chiefly from Sumas to Vancouver), this being an application for a general increase of 2 cents per 10-gallon can of milk and cream. In an order dated the 31st day of December, 1943, concurred in by the Deputy Administrator of Services of the Wartime Prices and Trade Board on February 10th, 1944, the Commission consented to the application to charge 20 cents and 25 cents for transportation of a 10-gallon can for milk and cream respectively, effective as from March 25th, 1943.

Taxi Rates, Victoria and Vicinity.—In the fall of 1943 it was brought to the attention of the Commission that the taxi operators in Victoria were not adhering to the rates prescribed by the Commission for trips beyond the Victoria exempted area. On November 22nd, 1943, a letter was sent to all taxi operators in Victoria and vicinity informing them that no rates other than the prescribed rates could be charged. At the request of the Taxi Operators' Association of Greater Victoria a public hearing was held on January 20th, 1944, to consider the rates beyond the exempted area. Following this an investigation into the books of the taxi operators was made. This investigation showed that some increase in taxi rates was justified. As the Wartime Prices and Trade Board was preparing to prescribe rates in the exempted area a copy of this report was made available to them. Tentative revised taxi rates have been decided on and as soon as the rates are set by the Wartime Prices and Trade Board the prescribed rates set by the Commission will be revised.

Hearings by Superintendent of Motor Carriers.—The number of applications regarding which it was necessary that hearings be held by the Superintendent of Motor Carriers was considerably reduced, 41 hearings being held during the year with respect to 88 applications as compared to 133 applications heard the previous year.

SUSPENSION OF LICENCE.

In only one case was any suspension of licences necessary. In this case two limited passenger-vehicle (taxi) licences held by Gordon Ferguson, of Nelson, were, by order of the 20th day of April, 1943, suspended, effective in one case on the 20th day of April, 1943, and in the other case from the 31st day of May, 1943. The reason for this suspension was that the Regional Director, Transit Control of the Department of Munitions and Supply, withdrew Transit Control privileges from this operator on "receipt of indisputable evidence of wanton and repeated violations of Transit Control Regulations." As a result of this action Mr. Ferguson was no longer able to operate. The licences were transferred to another operator.

RULINGS.

C.O.D. SHIPMENTS.

The question was raised as to whether the charges made by carriers for collecting and remitting moneys due on C.O.D. shipments is part of a "rate" as defined by the "Motor Carrier Act." The Commission ruled in the affirmative; therefore, it is in order for a carrier to name such rates in a tariff.

RATES FOR LABOUR IN LOADING, ETC.

The question was also raised as to whether rates named in a tariff for additional labour in loading or unloading a vehicle is a "rate" as defined by the "Motor Carrier Act," it being generally understood that rates filed are for truck and driver only. It was not considered possible to give any general ruling in this matter, and the Commission advised the Superintendent of Motor Carriers that each case would have to be considered on its merits.

CO-OPERATIVE TRANSPORTATION SOCIETIES.

In the Kootenays there are a number of co-operative transportation societies formed chiefly for the purpose of providing a means of transportation for workers to and from industrial plants, particularly mines and the Consolidated Mining and Smelting Company's plant at Trail. It has been claimed by these societies that, as no direct fares are paid, the operation of these vehicles does not come within the meaning of "limited passenger-vehicle" as defined in the "Motor Carrier Act," and these vehicles have not previously been licensed.

The extent of this transportation has grown considerably, and, after serious consideration, the Commission decided that it was necessary and advisable that such vehicles be licensed under the "Motor Carrier Act" so as to ensure that their operations would be controlled and, in particular, the vehicles inspected as to safety.

In cases where these societies are engaged in transporting industrial workers only to and from their work no licence fee is payable (*see* regulations), and steps were taken towards the end of the licence-year to require these societies to make application for licences, but, with the exception of one newly formed company, the matter had not been completed at the end of the licence-year.

CONTRACT RATES—MILK-HAULING.

The Fraser Valley Milk Producers' Association contracts with a number of carriers for transportation of milk in the Fraser Valley to their plants and to Vancouver. Application by the Fraser Valley Milk Producers' Association was made on the 3rd day of February, 1943, to file a rate schedule for this hauling at rates 10 per cent. above the contract rates in effect on the 1st day of March, 1941.

After making a study of the increased costs of operation of milk-haulers the Commission, by order dated the 5th day of June, 1943, consented to the said 10-per-cent. increase, effective as from March 1st, 1943, and this order was duly concurred in by the Wartime Prices and Trade Board under date of June 16th, 1943.

In the above connection, before making a recommendation, the Commission made a study of the costs of operation of milk-haulers in the Fraser Valley. It appeared that some of the hauling had in the past been done by trucking companies and farmers as an extra to their regular hauling or farming business, and as there was at one time a surplus of truckers wishing to put their vehicles to use the Association was able to obtain very favourable contract rates. In order to get a contract, some haulers actually hauled greater distances than other haulers for less money, and, although most of the haulers keep very little or no cost records, it was probable that many of the contractors were hauling at bare operating costs or less. However, as other parts of their business would probably absorb any loss on this hauling, it was difficult for them to tell whether they were losing or not. There had already been an increase (not reported to the Commission) of 5 per cent. on the 1st of October, 1941, which was prior to the basic period of the Wartime Prices and Trade Board, and, therefore, the present request for a 10-per-cent. increase over the 1941 rates only represented a 5-per-cent. increase over the basic period rates.

It was found that many carriers engaged in this hauling had no records of costs, and an examination of the books of those who kept records of some kind did not prove conclusive. While the carriers stressed the general all-round increase in costs of operation, the 1942 figures did not entirely substantiate the claims made in this respect. In view of the application being made by the Fraser Valley Milk Producers' Association and not by the haulers, and in view of the increase in costs of operation that appeared to be occurring in 1943 without a compensating increase in volume of business the Commission allowed the increase.

RATES AND TARIFFS.

The filing by carriers of their rate tariffs and the amendment of such tariffs from time to time, as may be necessary to meet changing conditions, is one of the important requirements in the regulation of motor carriers. In ordinary circumstances examination of such tariffs—involving, in many cases, complete redrafting by officials of the Motor Carrier Branch—requires much detailed work and often a considerable amount of study and investigation. This work has, to a great extent, been rendered more difficult by reason of the Maximum Price Regulations of the Wartime Prices and Trade Board, which prohibit increases in rates for trucking services unless with approval or concurrence of that Board. Applications for rate increases range from slight increases, often offset by decreases, in cases where a tariff of one or possibly of a group of carriers is under revision, to a request from an individual carrier for permission to increase his rates generally for his entire operation. It is not, of course, the intention of the Maximum Price Regulations to block any general revisions of tariffs which are necessary from time to time in order to provide for changing circumstances within any district, and there has been no difficulty with regard to minor changes in rates resulting in some minor increases in certain particulars. This is particularly the case with regard to the transportation of forest products, involving the use of poor roads on steep grades where a slight shift in the scene of operations may involve much higher costs for the trucking contractor.

Prior to the general increase in trucking business arising out of the war "rate cutting" was not uncommon, resulting from the keen competition which existed. During the past few years the pendulum has swung to the opposite side; competition has been greatly reduced, and the trend has been towards higher rates, where obtainable.

COST OF OPERATION.

In dealing with certain applications the Commission has received submissions setting out in some detail the reasons why the carriers claim their costs of operation have increased. They claim that gasoline is more expensive and of lower quality; that tires cost more, as the previous discount has been disallowed, and the life of the new tires is less; that mechanics' wages are higher and that efficient mechanics are hard to obtain, resulting in inferior work; that the necessary use of inexperienced drivers results in extra upkeep costs; that drivers' wages are higher; and that the difficulty of obtaining new trucks results in use of older equipment with higher cost of maintenance.

Offsetting the foregoing, however, in the majority of cases, the amount of business has increased to such an extent that operations can be made more profitable; trucks which were previously partly loaded are running full and running more frequently; the availability of return loads has increased. As a result, while possibly the running costs have increased, the overhead per ton per mile has been reduced, and trucks are kept busy for longer periods.

On the whole it may be stated that there has been no general demand for increases in rates. Certain isolated cases have been dealt with, and if it has been shown that the hauling has been done at a rate below the general average price, this Commission has submitted the matter to the Wartime Prices and Trade Board with satisfactory results. Any general increase in trucking rates, however, is not a matter to be decided finally under the "Motor Carrier Act," which does not prohibit increases, but is for the Wartime Prices and Trade Board, to be dealt with as a matter of nation-wide war-time policy.

NATIONAL DEFENCE PROJECTS.

Arising out of the construction of several Department of National Defence projects on the Lower Mainland, on a cost-plus basis, the Dominion Government Treasury

Department made a close examination of the cartage charges and, in a number of cases, challenged the rates which they were being charged by requesting the Motor Carrier Branch to advise of the filed rates of the carriers concerned. In some cases it was found that the rates charged were in accordance with the filed rates, in other cases the charges were higher and, it is understood, necessary adjustments were made. It was, however, found that some of the carriers were those who had not yet filed their rates, and, although they claimed that the rates which they were charging were the rates which they had previously charged, it is understood that the Dominion Government, in some cases, would only pay the general lower rate in effect, as charged by the majority of the other carriers. In these latter cases the Motor Carrier Branch took the necessary steps to obtain proper tariffs from the carriers concerned.

There came to light a case where a manufacturer was delivering materials to the job at a price "f.o.b. site," adding a "delivery charge," and it was found that such delivery charge was higher than the price which the manufacturer paid to the trucker; in other words, such manufacturer appeared to be endeavouring to make a profit out of the transportation as well as out of manufacture and sale of the goods.

TAXI RATES.

In the matter of taxicab rates, the shortage of vehicles, the increased demand for taxis, and the rationing of gasoline brought into being a new problem—namely, sharing of taxicabs. Under the "Motor Carrier Act" a taxicab is understood to be operating for "charter trips" only, and the driver is not allowed to charge individual fares. In order to meet war-time needs and to obtain more effective use of all taxicabs, the Dominion Government Wartime Prices and Trade Board laid down a policy of sharing taxicabs, and also a rule for determining the basis on which fares should be collected. This was a situation which could hardly be met by amending the tariffs, as it is a temporary situation, and, therefore, this Commission issued no general instructions, it being necessary to allow the matter to adjust itself, but it would appear that the foregoing is one of the reasons why a taxicab business has proved so remunerative in the more closely populated districts.

The question of taxi rates both at Victoria and Vancouver has been a matter of some concern. There is at present under consideration an application from the Vancouver taxi operators to file a rate of 20 cents per mile, total mileage, for out-of-town trips, it being claimed that this rate has generally been charged by all operators. The matter is still under consideration. Similarly, the Victoria taxi operators have applied for an increase in rate over the present rate, as prescribed by the Commission, and a hearing was held by the Commission in connection with this application. This matter is also now under consideration.

TAXICAB RATES AT NANAIMO.

A uniform tariff for taxicabs at Nanaimo came into effect during the year. This tariff was agreed to by all the operators and remedied an undesirable situation which existed because of lack of uniformity in the rates previously being charged.

VANCOUVER-PRINCE GEORGE TARIFF.

In the Rate Examiner's report will be noted that an application from W. H. Malkin Company, Limited, of Prince George, for a reduction in rates for the transportation of citrus fruits from Vancouver to Prince George in loads of not less than 10,000 lb. was not granted after a hearing. The rate asked for was \$1.58 per hundred (being same as railroad rate), as compared with the existing truck rate of \$1.85. In coming to a decision the Commission took into consideration the faster service, free pick-up in Vancouver, free delivery at Prince George, and no extra charge for heated car service;

further, that no evidence was given to show that proposed reduction in rate would benefit the consumer, and that any reduction in rate would only have the tendency of increasing the flow of long-distance traffic to trucks, which is not desirable at this time.

ARROW TRANSFER COMPANY, LIMITED.

An application by Arrow Transfer Company, Limited, for an increase in its contract rate for hauling of rice for Canada Rice Mills between Woodward's Landing and Vancouver was investigated. In normal times, this being a contract rate, there would have been no difficulty in accepting a revised contract, provided that the trucker and shipper were in agreement. However, the Wartime Prices and Trade Board would not approve of this increase in rate without proof of financial necessity with respect to the over-all operations of the applicant.

RATES FROM DELTA TO VANCOUVER.

An application by five public freight carriers, operating from Delta Municipality, to file certain uniform rates on the hauling of root vegetables from Delta Municipality to Vancouver was approved after a hearing. Whereas the basic tonnage rate for hauling potatoes in volume from Delta Municipality to Vancouver had, for many years, been \$2 per ton, there was considerable hauling of new potatoes and other root vegetables in smaller lots, and the clarification of the rates which resulted from this application and hearing has proved most satisfactory.

LOCAL PRINCE GEORGE FREIGHT TARIFF.

The public freight carriers at Prince George applied to file a revised uniform local freight tariff, No. 2, governing their operation in the Prince George district. After careful consideration and examination the tariff was accepted for filing, and all the carriers concerned have subscribed to same.

PASSENGER RATES—ASHCROFT TO PRINCE GEORGE.

On taking over the public passenger operation between Ashcroft and Prince George from the Interior Transportation Company, Limited, the Cariboo Greyhound Lines, Limited, filed revised rates for this operation, involving reductions in one-way fares in some cases and naming additional point to point rates not previously shown. The tariff was accepted for filing.

MILK-HAULING RATES.

Elsewhere in this report will be found details of approval of increased rates for milk-hauling in the Lower Fraser Valley.

FRANK BEBAN LUMBER COMPANY.

On page 38 of the Third Annual Report is reported an application of Frank Beban Lumber Company, of Nanaimo, for an increase in contract rates for transportation of coal from No. 8 Wellington Mine to Nanaimo, wherein an increase to \$1 per long ton was granted. Further application for an increase in the coal-hauling rate between No. 8 Wellington Mine and Nanaimo was submitted to the Commission, which advised the company under date of July 20th, 1943, that it was unable to recommend to the Wartime Prices and Trade Board any further increase in this rate. Under date of December 22nd, 1943, application was again made to increase this rate to \$1.05 per long ton. This application was again refused.

DUMP-TRUCK RATES.

In connection with "cost-plus" contracts for the Department of Munitions and Supply, the Resident Inspecting Engineer of Construction Branch of that Department was in frequent communication with the Motor Carrier Branch with respect to the rates filed by dump-truck operators employed on the construction of certain camps and airfields for the Department of National Defence. Before issuing any licence for such work, the Superintendent of Motor Carriers was careful to obtain a statement from the carrier, signed also by the contractor, as to the rate agreed upon, according to the size of truck, together with a statement that such rate was in no way higher than any rate which the truckmen had previously received for similar work in the vicinity.

DRAFTING OF TARIFFS.

As to tariffs generally, it was brought to the Commission's attention that the majority of carriers, though willing to file their rates, are insufficiently acquainted with the requirements to prepare tariffs in a standard form and, in very many cases, require assistance. In British Columbia there is no "tariff bureau" where carriers may obtain assistance in the filing of tariffs, and the Commission decided that, within reason, the Rates Examiner be authorized to assist carriers in drafting and typing their tariffs with a view to expediting the filing of same.

REPORT OF RATES EXAMINER.

In Appendix B of this report will be found the report of the Rates Examiner. The progress which has been made in the filing of tariffs is considered to be satisfactory, particularly in view of the difficulty, referred to above, of adjusting tariffs without incurring increased rates.

DETAILS OF DECISIONS RESPECTING CERTAIN APPLICATIONS.

E. S. ATKINS STAGE LINES, CULTUS LAKE.

This firm operates public passenger-vehicle service between Harrison Hot Springs and Cultus Lake via Agassiz and Chilliwack. Owing to the opening of a military camp at Sardis, adjacent to the road between Chilliwack and Cultus Lake, the amount of service required was very greatly increased. Complaints having been received with regard to the lack of service, and failure of the licensee to improve it, a hearing was held on the 20th of May, 1943, when E. S. Atkins Stage Lines was required to show cause why the public passenger-vehicle licences should not be cancelled on the grounds of failure of the licensee to provide adequate and efficient service, repeated convictions of the licensee for offences against the "Motor Carrier Act," and non-compliance by him of certain terms of the licences. After full consideration of the evidence, the Commission ordered that E. S. Atkins Stage Lines be placed on three months' probation to show that the said stage lines can give adequate service, the operations to be reviewed by the Commission at the end of three months' probationary service.

Therefore, applications which had been received from Messrs. J. S. Mowat and Ralph O. Johnston, of Chilliwack and Hope respectively, a partnership, for operation of three buses, and tentative applications of Messrs. Cunningham and Gallagher and of Messrs. Vogler and Whiffin to operate over this route or parts of same were not considered further. Subsequently, Atkins Stage Lines took the necessary steps to obtain additional buses and such other steps as were necessary to improve the service. One of the new buses was a large trailer-bus, believed to be the first of its kind to be operated in British Columbia, with a carrying capacity of forty-two passengers seated and thirty-three standing, which was licensed to be operated between the bus depot

at Chilliwack and the army camp at Vedder Crossing. A condition of licence is that there will at all times be a conductor in the trailer portion of the bus, provided with proper communication with the driver.

In order to enable Atkins to give more attention to his public passenger service, he was granted a Class II. public freight-vehicle licence to transport express-freight, baggage, and mail only between Harrison Hot Springs and Cultus Lake in order to avoid delays and inconveniences to passengers occasioned by the carrying of express, mail, and baggage on passenger vehicles.

Under date of March 1st, 1944, all licences held by E. S. Atkins Stage Lines were transferred to Atkins Stage Lines, Limited, who are now the holders of four public passenger-vehicle licences and one limited passenger-vehicle licence with a total carrying capacity of 138 seated and 57 standing passengers, as well as the above-mentioned vehicle for express, mail, and baggage.

CARIBOO GREYHOUND LINES, LIMITED, VANCOUVER.

A public passenger service has been operated between Ashcroft and Prince George by Interior Transportation Company, Limited, for a number of years—this company had seven licences respecting sedan cars for public and limited passenger service and two licences on two small buses for public service only. On application, these licences were transferred to Cariboo Greyhound Lines, Limited, a newly formed company, during July, 1943, and, at the same time, three public passenger-vehicle licences respecting three buses were transferred to Cariboo Greyhound Lines, Limited, from B.C. Greyhound Lines, Limited, the present routes contained on the licences, however, being deleted, and the vehicles being licensed to operate between Ashcroft and Prince George only. The new company later disposed of some of the smaller cars and they now have licences for five buses and three sedan cars.

E. H. NEVILLE, D/B/A LOCHDALE TRANSPORTATION, VANCOUVER.

An application was received for extension of present public passenger-vehicle service supplied by E. H. Neville in Burnaby Municipality between Boundary Road at Hastings Street and a point near the Seaforth-Lazelle School in Burnaby, application being to extend service to a point on Tenth Avenue at Sixth Street, New Westminster; also for permission to establish a new (north-south) public passenger route in Burnaby Municipality between Hastings Street at Boundary Road and Kingsway at Edmonds via Hastings Street, Gilmore Avenue, Douglas Road, Burris Street, and Sperling Avenue. A hearing was held and the application was strongly supported by members of the Burnaby Municipal Council and interested residents of Burnaby.

Irrespective of any decision by the Public Utilities Commission, Neville would require authority of the Dominion Transit Controller, and the Commission had an opportunity of discussing the matter with him on his visit to the West. The Transit Controller took the position that he was not able to approve of the extension or the new route as they were not directly associated with war work, but that he would be prepared to give favourable consideration at such time as the rubber and gasoline situation is sufficiently altered to enable relaxation of the present restrictions. Therefore, the Commission was not in a position to approve of the application at that time.

DOMINION GOVERNMENT RESTRICTIONS.

Necessary co-operation between this Commission and its officials with the various administrators of the Wartime Prices and Trade Board and the Department of Munitions and Supply was continued with respect to the various orders of the Dominion Government restricting the use of motor-vehicles during the present war-time emer-

gency. One result of this co-operation, necessary to avoid misunderstanding, was the increase in the actual volume of office-work of the Motor Carrier Branch. While the Commission wishes it to be clearly understood that in administering the "Motor Carrier Act" it is guided by the provisions of that Act, and that its decisions are not based on the terms and conditions of the various restricting orders of the Dominion Government; nevertheless, consultation with the respective controllers is necessary in the interests of the applicants for licences, or of the carriers concerned, as the case may be, as it would obviously be unfair to the applicant, or to the carrier, to grant a privilege and to accept licence fee for same if the said applicant or carrier would not be permitted to operate on account of the Dominion Government's orders. It may also be said that the Commission has at no time lost sight of the nation-wide necessity for conservation, and in cases where there has been some real doubt as to the necessity for granting an application, the Commission has taken into consideration the need for such conservation.

In general it may be stated that the various Dominion Government restrictions whereby new tires, gasoline, and new trucks, etc., cannot be obtained without a permit or ration book have resulted in there being brought to the attention of the Commission cases of persons who were apparently operating vehicles, or who proposed to operate them, without benefit of carrier's licence. It is the practice of the various controllers, in cases of applications received, to require evidence that the applicant holds the necessary Provincial motor carrier's licence in cases where such licence is required, and either to bring to the notice of the Superintendent of Motor Carriers any cases where such licence has not been obtained or to advise the individual to make application for licence prior to receiving his permit, ration book, or other privilege.

CONFERENCE WITH INSPECTORS OF MOTOR CARRIERS AT VANCOUVER.

During the three days, January 10th-12th, 1944, inclusive, a successful conference was held at Vancouver with Inspectors of Motor Carriers employed by the Commission. Prior to the conference an agenda was prepared based on suggestions submitted by Inspectors. The first two days of the conference were occupied by careful consideration by the Superintendent, other officials, and the Inspectors of the various matters contained in the agenda whereby minor matters were disposed of, and an agenda regarding the more important matters was prepared for the consideration of the Commission.

The Commission as a whole met the Superintendent and Inspectors and other officials of the Motor Carrier Branch on January 12th, at which time all outstanding questions were fully discussed, including such matters as enforcement, exemption of freight-vehicles operating within a single municipality, the issuance of permits by Inspectors, the question of overlapping of Dominion Government war-time regulations with provisions of the "Motor Carrier Act," co-operative transportation societies, changes in tariffs, taxicab rates, preparation by the Motor Carrier Branch of tariffs of operators who are unable to prepare same themselves, the question of uniform rates as compared to individual filings by carriers in various districts, and other matters. In general many difficulties were ironed out and misunderstandings corrected.

MEETING OF HIGHWAY OFFICIALS AT CALGARY.

Dr. W. A. Carrothers and R. M. Taylor, Superintendent of Motor Carriers, attended a convention of motor carrier officials of the four Western Provinces held at Calgary from the 16th to the 20th of November, 1943, inclusive. General discussions were held on matters common to the administration of motor carrier Acts in the four Western

Provinces. The effects of Dominion Government war-time regulations were discussed and consideration was given to the possibility of such regulations remaining in effect after the war. Dr. Carrothers and Mr. Taylor returned from Calgary via Nelson and stopped over at Nelson to hold a hearing regarding the operation of Gordon Shaw, public freight operator between Nelson and Creston.

MISCELLANEOUS.

ENFORCEMENT.

The Commissioner of B.C. Police has advised there were 146 prosecutions under the "Motor Carrier Act" during the licence year 1943-44, resulting in 139 convictions. While this is again a reduction from the previous year, it is hoped that this reduction is largely due to a better understanding by the carriers of the requirements of the "Motor Carrier Act."

MECHANICAL INSPECTIONS.

The Commissioner of B.C. Police also advises that approximately 610 mechanical inspections were made by the mechanical staff of the B.C. Police during the year with respect to vehicles (mostly passenger-vehicles) licensed under the "Motor Carrier Act." The importance of this work, comprising regular as well as special inspections, does not need to be emphasized. No licence is issued by the Commission with respect to any bus until it has first been inspected. With regard to taxis, they are inspected at the first opportunity. Routine inspections are made at regular intervals and operators are required to rectify any defects disclosed by such inspections. The Commission again wishes to acknowledge the valuable co-operation received from the B.C. Police with regard to this highly important matter.

INSPECTORS' REPORTS.

These are contained in Appendix C.

APPENDICES.

APPENDIX A.

“MOTOR CARRIER ACT.”

STATEMENT OF LICENCES ISSUED, TRANSFERRED, AND CLASSIFICATION CHANGED, DURING THE LICENCE-YEAR ENDED FEBRUARY 29TH, 1944;
THE REVENUE THEREFROM AND OTHER REVENUE.

Group Letter.	KIND OF LICENCE. Classification.	NUMBER OF LICENCES ISSUED, 1943-44.					Revenue from Licence Fees.	Number of Licences transferred.	Number of Licences Classification changed.
		Renewals.	New Licences.	Replacements.	Substitute Plates.	Total.			
A	Public Passenger-vehicles	152	17	5	---	174		8	1
B	Limited Passenger-vehicles, over 7 passengers	49	9	4	1	63		1	1
C	Limited Passenger-vehicles, 7 passengers or less	418	45	62	1	526		54	---
D	Public and Limited Passenger-vehicles	101	6	6	---	113		10	4
E	Limited Freight-vehicles	534	259	31	7	831		16	25
F	Miscellaneous Combinations of Licences	53	14	---	---	67		---	2
G	Public Freight-vehicles, Class II.	156	13	13	---	182		1	2
H	Public Freight-vehicles, Class III.	1,128	80	64	13	1,285		35	13
J	Public Freight-vehicles, Class I.	85	9	5	1	100		5	4
K	Private Freight-vehicles, Class III. (farmers)	3,853	1,196	59	19	4,627		---	---
L	Private Freight-vehicles, Class I. (other than farmers)	41,419.20	4,643	105	36	6,351		---	1
	Totals	10,672	3,215	354	78	14,319		166	53
						\$168,239.03			

The figures for revenue are gross revenue. From this amount should be deducted various refunds amounting to \$388.12.

Summary of Total Revenue.

Licence Fees	\$168,239.03
Temporary Permits	5,249.95
Acts and Regulations	16.05
Copies of Conditions of Licences	19.00
Minutes of Hearings	.50
Tariffs	6.00
Total	\$173,530.53

APPENDIX B.

REPORT OF RATES EXAMINER.

While no serious attempt was made during the licence-year ended February 29th, 1944, to undertake any major projects in connection with the standardizing of tariffs, the Rates Division reports a busy year with considerable progress in obtaining initial tariff filings and a more regular filing of time schedules.

Interest and desire of carriers to establish a basis for their charges sharpened to a marked degree early in 1943 when, prompted either by investigations of the Wartime Prices and Trade Board or by purely commercial or economical reasons of their own, they did not hesitate to take advantage of the assistance and co-operation of the Rates Division in the setting-up of rates and schedules. Practically all tariffs and time schedules submitted in 1943, excepting those of the larger companies, were either drafted or redrafted by this office during the year.

A statement showing the number of tariffs and time schedules filed for the year appears at the end of this report.

The work of the Division, however, was not confined to the preparation and drafting of tariffs and schedules alone. Many investigations were made into reported overcharges as a result of inquiries of the Wartime Prices and Trade Board and other sources, a great deal of negotiation being thereby involved.

On the Lower Mainland rates were fairly well standardized on two commodities—namely, lumber and milk.

Ceiling rates on transportation of lumber as at the basic period have been subscribed to by all carriers of this commodity on the Lower Mainland so that there is scarcely any variation at all now on lumber-hauling rates in this area.

A 10-per-cent. increase in contract rates on transportation of milk and cream for the Fraser Valley Milk Producers' Association was approved by the Public Utilities Commission and concurred in by the Wartime Prices and Trade Board.

RATE HEARINGS.

Five Rate Hearings were held during the year, as follows:—

- (1.) March 30th, 1943: A hearing was held to consider the application of the W. H. Malkin Company, Limited, Prince George branch, for reduction in rate from \$1.85 per 100 lb. to \$1.58 per 100 lb. on the transportation of citrus fruits from Vancouver to Prince George in lots of 1,000 lb. or over. The evidence produced by the W. H. Malkin Company was not considered sufficient to justify the reduction in rate, especially in view of the Federal Government's desire to curtail long distance freight-hauling by truck in competition with railway service.

This application was refused by the Public Utilities Commission in its decision of June 11th, 1943. A further application for a reduced rate of \$1.65 was not approved.

- (2.) May 3rd, 1943: A complaint from the Department of Munitions and Supply regarding a proposed rate of \$3.50 per M. F.B.M. on the transportation of lumber by the Goodman Motor Transport Company from Canadian White Pine Company, Vancouver, to the R.C.A.F. project at Abbotsford, a distance of some 38 miles, was the subject for hearing.

The highest legal prevailing rate officially on record in the Motor Carrier office at that time for similar hauling was \$3 per M. F.B.M. plus bridge tolls. In view of this fact the Department of Munitions and Supply could not agree to the higher rate proposed by the Goodman Motor Transport Company, and Mr. Goodman finally consented to meet the "going" rate of \$3 per M. F.B.M. plus bridge tolls, and the case was thereby brought to a satisfactory conclusion.

- (3.) May 3rd, 1943: As a result of a complaint from the Department of Munitions and Supply, a hearing was held to discuss a rate charged by Winton's Transfer of:—

- (a.) 20 cents per 100 lb. for shipments of freight over 2,000 lb. in weight between Vancouver and Abbotsford.

(b.) An additional charge of 25 cents on package delivery beyond Abbotsford to the R.C.A.F. project.

(c.) 40 cents per bundle on the transportation of shingles from Vancouver to Abbotsford.

(a.) According to its filed tariff, Winton's Transfer's rates are as follows:—

“Shipments weighing up to but not over 50 lbs.	35c.
Shipments weighing over 50 but not over 250 lbs.	50c.
Over 250 lbs. up to but not including 2,000 lbs.	20c. per cwt.
2,000 lbs. and over	15c. per cwt.”

Whereas in previous years the volume of freight was small and Winton's Transfer seldom had occasion to apply the 15 cents per 100-lb. rate, volume of freight transported to the project now was considerable and justified a lower rate than the 20 cents per 100 lb. In the course of the discussion, Winton's Transfer divulged that the 15 cents per 100-lb. rate had only been applied to the freight of three general store merchants—this discrimination had been inherited from their predecessor—and these merchants had consistently refused to pay the higher rate of 20 cents. In view of the fact that the rate of 15 cents per 100 lb. on shipments of 2,000 lb. or over had been already officially filed, Winton's Transfer was instructed that it must abide by this rate.

(b.) With regard to the 25-cent parcel delivery charge beyond Abbotsford, it was established that Winton's Transfer was within its rights to make this charge.

(c.) On the question of shingle-hauling rates, the Department of Munitions and Supply took exception to the rate of 40 cents per square on the grounds that this was relatively far in excess of Winton's filed rate of 15 cents per 100 lb. As a solution to the foregoing complaint, it was decided that as the Department of Munitions and Supply was a volume shipper, Winton's Transfer would file a supplement to its tariff, naming special rates on delivery of freight for this particular shipper only to the project at Abbotsford, the supplement to contain the same rates as above with the exception that the maximum weight on shipments up to but not over 50 lb. would be raised to 100 lb.

(4.) June 11th, 1943: A special hearing was held to consider a complaint of a resident of White Rock, regarding an alleged overcharge by the White Rock Transfer on the transportation of a shipment of personal effects weighing 480 lb. transported from Vancouver to White Rock. The hearing finally concluded by the agreement of the White Rock Transfer to rebate the amount in excess of the quoted rate.

(5.) Application of I. S. Parberry and L. McGarva for an increase in their rates on milk-hauling from the Municipalities of Langley, Sumas, and Matsqui to Vancouver and New Westminster was heard before the Public Utilities Commission at a special hearing held on December 17th, 1943. The new rates—namely, 20 cents per 10-gallon can of milk and 25 cents per 10-gallon can of cream—provide for an increase of 2 cents per 10-gallon can.

Consent to the amended rates was given by the Public Utilities Commission by its order dated December 31st, 1943, effective as of March 25th, 1943. This consent was concurred in by the Wartime Prices and Trade Board.

INVESTIGATIONS.

In three instances the Rates Examiner made special visits to the particular areas involved to obtain at first hand the information necessary to complete tariffs. These were as follows:—

(1.) At Chilliwack: Investigation of the rates charged by Russell Stallard, of Chilliwack, operating scheduled and non-scheduled public freight service between Vancouver and Chilliwack and Chilliwack Municipality, resulting in a proper tariff being drawn up and subsequently filed.

- (2.) At Nanaimo: Investigation of the charter passenger rates charged by Nanaimo taxi operators in the Nanaimo district, resulting in the filing of a uniform charter passenger tariff.
- (3.) At Port Alberni: Investigation of the rates charged by Class III. public freight carriers in the Alberni-Port Alberni district and that area west of the Beaufort Range. While the uniform tariff proposed to be filed by these carriers has not as yet been filed, these operators have made a concerted effort towards setting up a suitable tariff which will adequately describe their operations as well as to conform with the manner and style prescribed by the regulations. Completion of this tariff is in the hands of the Motor Carriers' Association and it is believed that the tariff will be ready for submission shortly.

UNIFORM TARIFFS.

(1.) At the close of the licence-year ended February 28th, 1943, a uniform tariff by Class III. public freight carriers in the Prince George district was awaiting submission to the Public Utilities Commission for consideration. This tariff was eventually passed by the Commission and accepted for filing and has since been in effect in the Prince George area.

(2.) A number of revisions were made to (the prescribed Okanagan Freight Tariff Competitive, Local, and Joint Freight Tariff No. 1A) Supplements Nos. 1 and 2 which were issued in the previous year, being incorporated therein, as well as Supplement No. 3 approved by the Public Utilities Commission on July 2nd, 1943.

The revisions and supplements were as follows:—

Original, page 2A—naming additional exceptions to application of Tariff No. 1A.

First revised, page 8—incorporating supplemental rates and changes contained in Supplement No. 2.

First revised, page 9—incorporating changes and additions contained in Supplement No. 1.

Original, page 9A—incorporating supplemental rates contained in Supplements Nos. 1, 2, and 3.

Original, page 10A—incorporating item 56 contained in Supplement No. 1.

Original, page 13—being correction number checking sheet.

(3.) There were five carriers operating limited passenger-vehicles (taxis) out of the City of Nanaimo. Although these carriers had made some effort to file rates, they were all charging various prices for some reason or another and could not arrive at a satisfactory basis. To bring order out of chaos a uniform tariff was compiled, and as a result rates were standardized. All of the carriers willingly subscribed to this tariff, and the recommendation that the filing of this tariff be accepted was approved by the Public Utilities Commission on February 14th, 1944.

GENERAL.

Although tariffs are for the most part still very limited in scope and elementary in character, a gradual improvement is taking place; this improvement is due partially to representations made by carriers themselves from time to time to amend or supplement their rates and rules, and partially to the Division's constant effort to obtain more complete data with regard to the carrier's activities. In many instances this probing into rates has revealed that the carrier is not operating according to his Conditions of Licence, whereupon his privileges are reviewed, and either the carrier is prohibited from continuing his unlicensed activities or his Conditions of Licence are amended to properly cover his operations.

The field Inspectors have been particularly helpful in all these investigations and have in a great many instances assisted carriers with the compilation of their documents. Their efforts in this connection have contributed a good deal to the progress of the Rates Division during the past year.

Carriers are now conscious of the protection and usefulness of established tariffs and are taking every advantage of the facilities provided by the Motor Carrier office to accomplish better and more comprehensive records.

Besides several hundred Class III. public freight and limited passenger (taxi) services, there still remains outstanding a small number of operators of public freight services whose

tariffs are not as yet ready for filing, but these carriers report that progress is being made to this end and that submission will be made in a short time.

A thorough examination of the records reveals that approximately 60 per cent. of motor carrier services, exclusive of limited freight and private freight, operating on Provincial highways have now filed tariffs in accordance with the "Motor Carrier Act" and regulations. To this figure may be added thirty-five limited freight tariffs.

Of the total number of licensed carriers, other than private freight carriers, approximately one-third are holders of limited freight licences. These carriers for the most part hold contracts or agreements with the parties for whom they are privileged to haul. The majority of these have already filed copies of contracts or agreements in lieu of tariffs. These contracts have been subject to the same scrutiny and investigation as tariffs to ensure against unauthorized rate increases or any unjust or discriminatory practices. Consequently, the number of limited freight tariffs drawn up along the lines of other tariffs is proportionately low and had to be accounted for separately.

The Class III. public freight carriers and limited passenger (taxi) operators above mentioned, who have not as yet submitted their initial documents, are for the most part located in the vicinity of Vancouver City and on Vancouver Island. Due to the concentration of these carriers in one locality, no vigorous effort has yet been made to obtain their tariffs through mass circularizing as the Rates Division has not had sufficient well-trained staff to handle such an assignment. It is for this reason that this local situation still exists, to be corrected as soon as possible.

Although the number of outstanding tariffs in the Province still appears to be high, approximately 25 per cent. of these have already been submitted, but are as yet under examination and investigation.

However, it is believed that the forthcoming year will see an appreciable reduction in the number of these remaining outstanding tariffs, and the question of uniformity can then be given the serious consideration necessary towards the equalizing of rates on a competitive basis. This, at any rate, appears to be the goal carriers all over the Province desire to attain.

Respectfully submitted.

O. CASHATO,
Rates Examiner.

Statement of Tariffs and Time Schedules filed during Licence-year 1943-44.

Passenger Time Schedules	36	
Freight Time Schedules	20	
Express Time Schedules	1	
		57
Public Passenger Tariffs	17	
Charter Passenger Tariffs	33	
Local Express Tariffs	5	
Public Freight Class I. Tariffs	9	
Public Freight Class II. Tariffs	31	
Public Freight Class III. Tariffs	85	
Limited Freight Tariffs	7	
Special Commodity Tariffs	3	
		190
Supplements to Freight Tariffs	34	
Supplements to Passenger Tariffs	14	
		48
Revisions to Tariffs	14	
		14
Uniform Tariffs (Howe Sound-Pender Harbour)	3	
		3
		—
Total number of filings	312	

Total Number of Active Time Schedules and Tariffs filed as at May 1st, 1944.

Passenger Time Schedules	53
Freight Time Schedules	84
Express Time Schedules	3
	— 138
Public Passenger Tariffs	46
Charter Passenger Tariffs	180
Local Express Tariffs	23
Public Passenger and Express Tariffs	15
C.O.D. Tariffs	1
Class I. and II. Tariffs	14
Class I. Tariffs	13
Class II. Tariffs	60
Class III. Tariffs	366
Limited Freight Tariffs	35
	— 753
	—
Total number of filings	891

APPENDIX C.

REPORTS OF INSPECTORS.

INSPECTOR F. BLACK.

(Licence Districts 9A, 14, 14A, and 15; Licence District 8 (Hope to Lytton), and portion of Licence District 9 (between Lytton and Lillooet, but not including Lillooet).)

The following is a summary of conditions generally in respect to the above territory for the licence-year 1943-44.

The number of limited freight-vehicles remained about the same as last year; private freight-vehicle licences have increased slightly, particularly Class III. private freight-vehicle licences (farmers' "K" licences), due to the fact that a considerable number of city people have taken up small ranches adjacent to Vancouver and New Westminster. Approximately 1,090 public and limited freight-vehicle licences were in effect during the year in the territory together with approximately 360 public and limited passenger-vehicle licences. It was very noticeable that public passenger-vehicles were taxed to capacity, and very often strained, in order to take care of the travelling public. However, the licensees concerned have handled the difficult situation extremely well, particularly at this time when replacement and extra equipment are limited.

The increased population in the Lower Fraser Valley has been the cause of more numerous complaints than in previous years, which were investigated along with the usual investigations in connection with permits, new applications, and alterations of licences.

Operators failing to comply by the filing of proper freight tariffs were contacted, and satisfactory results being obtained, the situation improved considerably during the year.

As a result of information handed to the municipal police, eleven convictions were obtained as well as three convictions by the British Columbia Police.

The usual complaints from the commercial carriers as regards the operations of private freight-vehicles required continual investigation.

During the months of April and May, 1943, the undersigned spent eighteen days in the Okanagan making special investigations. In all a total of 29,438 miles was travelled.

The conference of Inspectors held at Vancouver in January, 1944, goes to give a better understanding between ourselves and the Commission, which is beneficial in the administration of the "Motor Carrier Act."

FRED BLACK,
Inspector of Motor Carriers, Vancouver.

INSPECTOR W. A. JAFFRAY.

(Vancouver Island and Adjacent Islands.)

The following is a brief outline of the administration of the "Motor Carrier Act" and regulations, and changes in transportation and conditions in the district referred to above during the licence-year 1943-44.

Passenger movement continued on a parallel to last year with approximately the same number of persons being carried on public conveyances with less congestion. This is attributable to the co-operation obtained from the travelling public by using conveyances between peak periods and the use of overload buses. Taxi service on Lower Vancouver Island, previously rendered by companies with a fleet of vehicles, has undergone a slight transformation. Companies operating two or three cabs have sold vehicles to individuals with the result that three owner-operators are operating from a stand where one operator with three vehicles previously operated. These transfers were made due to the fact that operators encountered difficulty in obtaining drivers. Limited passenger-vehicles which were formerly used for sightseeing purposes as well as taxi-work are now being used by operators solely for taxi-work, thus enabling this type of transportation service to meet the traffic demand.

Transportation of industrial workers not included within the Federal W.I.T. plan created a problem. Industry has found that unless transportation is provided or arranged for employees they cannot maintain a staff. Most firms have gone to great expense to provide suitable equipment to ensure safe transportation of their men. Enforcement of essential safety standards as required by the "Motor Carrier Act" has governed construction and operation of these conveyances satisfactorily and no major accident has been reported in the year.

Freight movement in the area showed no increase over the previous year. The logging industry is relying mainly on flexible equipment for hauling; however, the construction of private logging-roads has greatly reduced public highway hauling even from that of pre-war days. Coal-hauling in the Nanaimo area continued uniformly throughout the year and practically all such licensees were steadily employed. Dump-truck work was available in the Comox area, and last fall some twenty trucks were brought in from the Mainland for this project. The "Motor Carrier Act" regulated this movement throughout, and when the peak period had passed the Mainland trucks were released as temporary permits expired and the local operators were retained. This particular project required continuous supervision due to the fact that two firms held contracts on the one project. Rather than tolerate a surplus of trucks for each company for extra work only, each company was supplied with a list of trucks that were available and these vehicles comprised a pool for both operators. The Motor Carrier Regulations governed the entire operation to the satisfaction of all concerned.

Transportation of wood-fuel was, for the most part, handled by the private freight operators. There was a tremendous increase in volume, especially from outside areas, and persons cutting their own supply presented a problem as there were not sufficient licensed trucks to undertake this type of work which entailed so much loading time. To meet the situation, a public licence and several temporary permits were issued, and no difficulty was encountered. Wood-hauling contracts let by the Federal Government were handled under limited freight licences.

Rates in the area, with the exception of taxis, were fairly stable. Very few increases were applied for, although several tariffs were forwarded from this area. Some satisfaction was gained in the establishment of a uniform taxi tariff in the Nanaimo area. Taxi operators were called in on conferences; Nanaimo district was zoned and hard and fast rates established. Victoria operators have applied for an increase which is now under consideration by the Public Utilities Commission.

Statistics compiled from inspection reports, investigations, and general are herewith submitted:—

(a.) Mechanical inspections made on passenger vehicles	303
Defects noted—	
Defective brakes	104
Defective steering	101
Failure to carry emergency equipment	109

Failure to comply completely with requirements	272
Vehicles condemned on mechanical condition	4
(b.) Investigations made, including interviews	688
(c.) Complaints dealt with (both written and verbal)	78
(d.) Prosecutions (completed by undersigned)	10
Segregated—	
"Motor Carrier Act" and regulations	6
"Motor-vehicle Act" and regulations	2
Federal Orders in Council	2
(e.) Mileage travelled while performing duties	17,800

Public passenger carriers have been fortunate in obtaining some replacement buses and more skilled mechanics were available, the results being noticeable. Older equipment has been rebuilt to comply with P.U.C. standards and major overhauls were undertaken on run-down equipment, which could not have been considered in the early years of the war. Companies are employing competent inspectors to check equipment daily and satisfactory progress was noted throughout the year.

The transportation industry is definitely flourishing in this district and operating most satisfactorily under the control and supervision of the "Motor Carrier Act" and regulations.

W. A. JAFFRAY,

Inspector of Motor Carriers, Victoria.

INSPECTOR G. L. GREENWOOD.

(Cariboo, Prince George, Omineca, and Skeena Districts.)

During the licence-year 1943-44 there has been a steady improvement throughout this district with respect to regulation of motor-vehicle transportation under the "Motor Carrier Act." The few unsatisfactory operators are now no longer in business; all applications for new licences, transfers, etc., have been very carefully considered, especially with regard to "fitness, ability, and willingness" of the applicant to give service, with the result that the number of complaints has been reduced to a minimum and the public in this district is being adequately served. The motor carriers in this area have been solidly in support of the "Motor Carrier Act" for some time and this attitude is unchanged.

The proper filing of rate tariffs has now been completed in this district. Although constant checking and revision is necessary, all public licensees are using an easily understandable, simple form of tariffs that covers all types of hauling. These tariffs are available at all times to be checked by shippers.

Administration and enforcement are steadily improving in all districts. As a result of constantly contacting the different detachments of B.C. Police and explaining sections of the Act and regulations that they were finding difficult to understand, enforcement has improved considerably. The methods of administration have not changed and are being unquestionably vindicated. A continual process of checking and educating has produced excellent results with very few exceptions.

National Defence construction projects reached their peak in the summer and fall of licence-year 1943. Both contractors and truckers were given considerable assistance and valuable advice in regard to freighting and passenger movements with beneficial results.

General statistics for the licence-year 1943-44, showing routine duties performed, mileage travelled, etc., are as follows:—

Vehicles checked on highway (approximately)	950
Investigations and interviews	1,020
Temporary permits issued (all classes)	312
Miles travelled during course of duties	19,023

G. L. GREENWOOD,

Inspector of Motor Carriers, Prince George.

INSPECTOR H. K. HUME.

(Okanagan Valley, Princeton, Merritt, Kamloops, Ashcroft, Salmon Arm, and Revelstoke Districts.)

I submit herewith a report respecting the administration and enforcement of the "Motor Carrier Act" within the above-mentioned districts during the licence-year 1943-44.

The writer was stationed at Nelson until the end of May, 1943, and at that time transferred his headquarters to Kelowna where a new branch office was established for the convenience of the operators, said office being located in the Royal Anne Hotel.

Business conditions in general throughout the above-mentioned districts have shown improvement, which has resulted in a general increase in passenger and freight transportation. While the restrictions imposed by the Federal Government under war-time legislation have resulted in some restriction in transportation generally owing to the drastic need of economy, it is not considered any real hardship has been brought about by these restrictions and all necessary transportation has been provided.

A distance of 18,875 miles was travelled while completing from 450 to 500 investigations and carrying out the various duties of an Inspector. These duties keep one in close contact with most of the licensees, and it is felt that the "Motor Carrier Act" is being very well received throughout the whole district; further, said licensees are showing willingness to co-operate and feel that the "Motor Carrier Act" has a definite place in the continued welfare of the industry. The total of 2,140 private freight licences was issued in this district and 437 public and limited freight and passenger licences for the licence-year 1943-44, also 17 short-term limited licences were issued to trucker-growers for the purpose of assisting the public freight-haulers in transporting fresh fruit and vegetables.

Some progress has been made in the filing of rate tariffs and special commodity tariffs, and the prescribed tariff No. 1A is still proving satisfactory in most cases although some amendments and additions to this tariff are contemplated. A marked increase in the fruit and vegetable production throughout the Okanagan Valley has resulted in increased tonnage being carried by the public freight trucks, and it is expected that all public operators will be taxed to capacity during the harvest season 1944 owing to the forecast of a bumper crop, necessitating very close supervision to assure the speedy transportation of this perishable commodity.

The many duties of an Inspector of Motor Carriers leave very little time for enforcement, but the highway patrolmen in this district have been doing very good work in spite of their greatly increased territories and have made every effort to co-operate and assist this department in every way.

H. K. HUME,

Inspector of Motor Carriers, Kelowna.

INSPECTOR H. J. MADDAFORD.

(Grand Forks-Greenwood District, East and West Kootenays, including Rossland, Trail, Nelson, Kaslo, Slocan, Cranbrook, Fernie, Windermere, and Golden.)

Herewith is submitted the annual report for the licence-year 1943-44, respecting the administration, operation, and enforcement of the "Motor Carrier Act" within the above-mentioned district.

No new Class I. and II. public freight or public passenger licences have been issued in this territory during the past year.

There has been very little increase in Class III. public freight licences due, in part, to the Dominion Government regulation limiting new licensees to within 35 miles of their registered address. There is also a greater tendency for the truckers to confine their hauling to their immediate district and so co-operate with the Government by cutting down on gas consumption and wear on tires. This voluntary limiting of their operations increases the service available in the busier centres, and as a result there has been less public necessity for increasing the number of Class III. licences in the towns. The longer trips are now given to the Class II. public freight lines or the railway.

Limited freight licences have steadily increased due to wartime demands for forest products and minerals.

The number of limited passenger licences has remained unchanged although several transfers have been made.

Class I. and III. private freight show little change. Very few of these operators have been able to obtain new or used trucks, which has probably influenced the normal increase in these licences.

The number of temporary permits issued has increased considerably, particularly Class II. permits. There are four reasons for this:—

- (1.) There were a number of applications made for Class III. public freight licences to truck farm produce during the early fall months, and it was decided to handle this work by permit rather than increase the number of licensees.
- (2.) Similarly, applicants for licences to haul fuel-wood were granted permits. Due to the fuel shortage many private individuals cut their own stock of wood, which resulted in an abnormal demand for public freight trucks that is unlikely to occur in the future unless the fuel shortage continues.
- (3.) The cutting of Christmas-trees for export has been a steadily growing industry in this part of the Province and this was the largest year experienced. Rather than issue additional licences for this work, which lasts approximately two months, it was agreed to handle it by Class II. permits.
- (4.) The Dominion Government gave a contract last November for the loading of slab-wood on railroad-cars at Canal Flats and about thirty-five trucks were originally hired. As it was felt that there would be a considerable turnover of trucks until a permanent crew was employed, permits were issued to these truckers instead of licences.

The general attitude of the truckers toward the "Motor Carrier Act" has been very satisfactory and little enforcement was necessary. However, there were several cases reported of private freight operators attempting to act as public truckers. These offences were quickly investigated and in many cases warnings were sufficient although it was necessary to prosecute a few.

The matter of rates has been thoroughly covered with each new applicant and assistance given in making up a tariff. During the year several of the older operators, whose tariffs were incomplete or not on file, were helped to revise and draft a complete tariff. Full co-operation was received and uniform rates are being established in each district.

The undersigned was transferred from Vancouver to Nelson, effective May 15th, 1943, and therefore the preceding report and the following statistics deal with the period from that date to February 29th, 1944.

Statistics.

Number of licences issued 1943-44 (all classes)	2,048
Temporary permits issued (all classes)	289
Number of new public licences issued—	
(1.) Limited passenger (industrial)	7
(2.) Class III. public freight	9
(3.) Limited freight	33
Number of reclassification of licences	5
Number of alterations of licences	21
Number of prosecutions (cases only where information was supplied by undersigned)	3
Number of investigations and interviews	766
Miles travelled by the undersigned in course of duties	15,590

H. J. MADDAFORD,
Inspector of Motor Carriers, Nelson.

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