Chapter C

EVIDENCE

1. GENERAL DESCRIPTION

The Pilotage District of Port aux Basques is situated at the southwestern tip of Newfoundland, about eight miles southeast of Cape Ray. The District limits approximate those of the public harbour which exceed them to seaward by about 1,200 feet up to the fairway whistle buoy. Some 2,000 feet southeast of the whistle buoy lies Southeast Shoal. Port aux Basques is the only harbour in the District. It is a Port of Entry.

The deep, well marked entrance from the seaward pilotage limit lies between Channel Head and Shoal Point, one mile from the wharves. For three quarters of a mile it follows a straight course clearly marked by range lights, then curves around Vardys Island and widens to approximately 400 feet.

Southeast Shoal, with a depth of 32 feet, presents a potential danger for deep draught vessels but the main dangers are East Baldwin Rock and Middle Baldwin Rock, the latter about 4 cables from the entrance where the channel narrows to about 350 feet. Vessels entering with a strong following swell are liable to sheer. Both rocks are well marked by light and bell buoys.

During the winter, very high southeast winds frequently create a heavy swell at the entrance to the harbour and are an important factor when berthing and unberthing. At times, the pilot advises Masters not to enter because of this hazard, e.g., on one occasion in 1962, five or six vessels remained outside for this reason.

There is little current in the harbour. On a flood tide it flows inward from the west and swerves north and eastward across the harbour, but on neap tides there is practically no current.

The harbour is deep but small and berthing and unberthing are difficult during high winds. There are several small wharves and two main ones, the C.N.R. ferry terminal with a least depth alongside of 28 feet at the main berth and the Paper wharf with 29 feet.

Fog occasionally prevails but it has little effect on the movements of vessels. Navigation by radar is quite effective because of the undulating shoreline.

(1) Maritime and Pilotage Traffic

Maritime traffic is mainly composed of regular traders, i.e., C.N.R. vessels, Imperial Oil Tankers, small vessels operated by Blue Peter Steamships, and occasionally fishing trawlers seeking refuge in winter on account of ice in the Gulf of St. Lawrence (vide Table, p. 659).

The following table shows the number of arrivals of vessels of 250 NRT and over and their average net tonnage, the number of vessels that paid pilotage dues and their average net tonnage, and the number of vessels that employed a pilot.

COMPARISON BETWEEN D.B.S. AND PILOTAGE STATISTICS FOR PORT AUX BASQUES

	Arrivals of Vessels 250 N.R.T. and over			Vessels Paying Pilotage Dues		
					(Arrivals)	
Year	No. of Ships	Average N.R.T.	No. of Pilots on Strength	No. of Ships	Average N.R.T.	No. of Vessels Employing Pilots
1958	1006	1014.4		n/av.	—	n/av.
1959	635	2562.6		n/av.	—	n/av.
1960	727	2466.4	1.5	698	2541.0	40
1961	781	2260.3	1	625	3781.1	68
1962	849	1986.2	1	711	2307.9	41
1963	995	1876.6	1	969	1858.6	41
1964	886	1937.8	1	969	1833.1	39
1965	940	3081.8	1.5	804	3356.5	n/av.
1966	1021	3187.8	2	771	4003.6	n/av.
1967	1147	3143.1	2	809	3723.0	n/av.

Sources: Ex. 1483, 276 and 1463 (c).

No pilotage statistics are kept other than those necessary to compute and collect dues. Hence, there is no segregation of cases where ships were piloted and those that paid dues without employing a pilot. Research by this Commission has proved that the figures shown on the Pilotage Authority's annual reports of assignments performed by pilots are totally inaccurate. The figures quoted in the last column of the foregoing table were compiled by the Secretary of the District at the Commission's request. They show the ships actually piloted (at least inward) other than the C.N.R. vessels which do not employ pilots (Ex. 1463 (c)).

The following table is compiled from statistics kept by pilot A. J. Melbourne in his own log book. At the Commission's request, he identified those ships actually piloted and movages performed. The resultant information is again at variance with other information received and shows an even smaller number of pilotage assignments.

Year	Total No. of Vessels	Not Piloted	Piloted	Movages	Annual Assignments
1958	804	790	14	4	18
1959	595	581	14	9	23
1960	700	684	16	28	44
1961	731	694	37	55	92
1962	809	792	17	23	40
1963	959	913	46	9	55

SOURCE: Ex. 1462 (s) (3).

These tables prove that the number of vessels employing pilots compared with the number of vessels calling at the port is exceedingly small.

This situation is mainly due to three factors:

(a) the comparative ease of navigation;

(b) most traffic consists of the regular arrivals and departures of C.N.R. vessels performing ferry service between North Sydney and Port aux Basques or engaged in coastal trade (vide Table, p. 659);

(c) the small number of foreign vessels—aggregate cargo handled by foreign bottoms amounts to less than 1 per cent.

The ease of navigation in the District is demonstrated by the fact that prior to 1965 most vessels dispensed with the services of a pilot despite the fact they were subject to the full payment of dues.

The Canadian National Railways ferry *William Carson,* 4,604 NRT, was the largest vessel calling regularly at Port aux Basques. In 1963, for instance, she accounted for 206 arrivals. The pilot stated that the largest vessels he piloted were of 3,000 to 4,000 NRT.

The Marine Superintendent of Canadian National Railways, Newfoundland area, testified with respect to the extensive local experience of their Masters and mates in M. V. *William Carson* and S.S. *Cabot Strait,* both trading regularly between North Sydney and Port aux Basques. Canadian National Railways submitted that in these circumstances it was abusive to subject their ferry service to the compulsory payment of dues.

Up to 1965, most of the revenue (86%) was provided by pilotage dues charged to M.V. *William Carson,* and most of the rest of the dues collected were from vessels not employing a pilot; this is obviously a preposterous

situation (vide Part I, p. 618). Vide also graph Appendix A(1) showing the monthly volume of traffic for the years 1959-1963 and the incidence of C.N.R. vessels arrivals.

According to the *Newfoundland Pilot, (3rd edition)* "the majority of the trade occurs in winter, with the export of fish, and newsprint from the mills at Corner Brook".

COMMENTS

The foregoing is a glaring example of the unwarranted and absurd situation that results when discretionary power is used indiscriminately.

In both the Newfoundland and Canadian statutes dealing with pilotage, the compulsory payment of dues was a means of exception to be adopted only as necessary to ensure that a District had adequate revenue to maintain the pilotage services it required. Instead, when Districts were created, compulsory payment was imposed as a matter of routine and generally applied beyond reasonable financial requirements. In Port aux Basques, it has been an outright abuse. Unjustifiable advantage was taken of the fact that a ferry service using that port was being provided by a Crown agency.

The pilotage demand at Port aux Basques is so insignificant that it does not warrant the organization of a Pilotage District as provided under Part VI C.S.A.

2. ORGANIZATION

The previous form of organization has been retained unchanged; the Pilotage Authority consists of three Pilot Commissioners and the previous incumbents have been continued in office. They were all appointed at the same time by P.C. 1953-63 dated January 16, 1953.

The Chairman, Mr. I. E. Davis, is the Collector of Customs; the second member, Dr. C. L. Legrow, a local physician, and the third member and Secretary and Treasurer, Mr. Henry Dolomount, the Supervising Principal of Schools.

The Secretary-Treasurer is limited to clerical duties, i.e., he collects pilotage dues, pays pilots' and boatmen's salaries and other District expenses. He also records the minutes of meetings of the Commissioners.

3. PILOTS

Prior to 1960, there were two pilots. From 1960 to July 1, 1965, the limited pilotage demand was attended to by only one pilot, Mr. Allan James Melbourne. On July 1, 1965, the number was increased to two by the appointment of Mr. Nelson Miles as pilot.

Mr. Melbourne became a pilot in 1954. He holds a Master's Certificate of Service, having had at least three years' service as Master in the home trade and passed the required examination. His experience was gained in

vessels of roughly 30 tons net sailing in Newfoundland coastal waters. He served no apprenticeship. He became a pilot after the Pilot Commissioners who had advertised for the position interviewed him about his qualifications and accepted him. He had no previous experience berthing larger vessels but acquired the necessary skill while piloting, without informing Masters that his training was limited.

Mr. Nelson Miles is the former boatman. He holds a Master's Certificate of Service limited to vessels of 350 tons.

No shipping casualties with pilots have been reported in recent years. Pilot Melbourne testified that there had been only two accidents since 1959. The ship *Labeka* ran into the old C.N.R. wharf during the winter of 1960 with the pilot on board. When the engines failed he was unable to stop the vessel because the port anchor only was available (the starboard anchor was frozen in). No blame was attached to the pilot. During the autumn of 1962, M.V. *Ardglen* struck the western breakwater in fog. The pilot was not on board at the time; he had disembarked off Vardys Island because he feared he would be unable to do so farther out. It appears that the Master was familiar with the harbour because he had brought his vessel in and out several times.

Between 1963 and 1967, three shipping casualties are reported (not counting one fire). A pilot was not on board any of the vessels involved (Ex. 1467).

(a) On June 21, 1966, M.V. *Elise Marie* was struck by the M.V. *Lief Eiriksson* while berthed, reportedly due to mechanical difficulties, causing damage estimated at $25,000.

(b) On July 22, 1966, M. V. *Loretta and Marion* grounded in dense fog, total loss.

(c) On February 22, 1967, the ferry M.V. *Patrick Morris* collided with the ferry M.V. *William Carson* and grounded, cause high wind; damage to both vessels was minor.

COMMENTS

Since the actual amount of pilotage is not sufficient to keep even one pilot reasonably occupied, the only possible justification for the appointment of a second one would be to ensure service in case of sickness or absence for other causes.

To require two pilots to be available at all times is unnecessary and results in an unwarranted financial burden on the District. In the circumstances, the pilots should not be directed not to engage in other occupations, provided one is readily available when required.

4. PILOTAGE OPERATIONS

(1) Boarding Station and Pilot Station

It appears from the evidence that the pilots embark and normally disembark in the vicinity of the seaward District limit. Occasionally, as previously mentioned, the pilots disembark well inside the harbour during adverse weather.

There is no pilot station. However, a small shed owned by the Port aux Basques Pilotage Commission is used for the pilot vessel. It is 10 feet long and 8 feet wide and was built by the Commission in 1949 on the wharf where the pilot vessel is berthed. It provides no accommodation for the pilots, and is used simply to store spare engine parts and other pilot vessel equipment.

The pilot vessel *Incha* was built at North Bay, Newfoundland, in 1954, specially for the District. She is 34.5 feet long, 10.8 feet wide, 4′9″ draught, wooden hull, decked over and has seating capacity. She is powered by a 72 h.p. diesel engine and is equipped with radiotelephone but is without radar or echo sounding device. The pilot said she was satisfactory. She is overhauled and repaired annually (in the past locally but in recent years in North Sydney) and replaced temporarily by a local boat.

The one boatman is on duty 24 hours a day and is always on call. He is also responsible for general maintenance of the vessel.

There is no set notice of requirement to obtain the services of a pilot. In 1963, the practice was for ETA's to be forwarded to the pilot by the agents or the telegraph company.

The pilot vessel takes 10 to 15 minutes to reach the boarding station from the harbour. In good weather a vessel takes about 20 minutes from the boarding station to her berth, but in adverse weather about 10 minutes longer, and approximately the same time outbound.

5. PILOTS' REMUNERATION AND TARIFF

As in the Humber Arm District, there is no direct relationship between the tariff and the pilots' remuneration since the pilots are considered employees of the Pilotage Authority and their remuneration consists of a salary fixed every year by the Authority plus a bonus which the Authority may grant. There is, however, an indirect relationship because the District is financially self-supporting.

For the amount of the pilots' and boatmen's "take home pay", reference is made to the Table on p. 660.

In addition, the Pilotage Authority pays on behalf of the pilots and the boatman one half their yearly annuity premiums (p. 660), the Canada Pension Plan contribution since 1966 (Ex. 1500) and the Unemployment Insurance

assessment. The following Table shows the details of the remuneration paid the pilot and the boatman in 1963.

	Pilot	Boatman
Salary	$ 8,132.84	$ 7,144.04
Bonus	6,400.00	5,000.00
Unemployment Insurance	48.96	48.96
Half share of annuity premium	236.40	413.88
Half share of dues for Canada Pension Plan (since 1966)	n/a	n/a
Total remuneration	$ 14,818.20	$ 12,606.88

SOURCE: Ex. 1462 (s) (3).

The pilots and the boatmen are reimbursed all the expenses they incur while providing their services, e.g., in 1963, Pilot Melbourne is shown as having been reimbursed the sum of $1,070.69 and Mr. Miles, then boatman, $35.85 (Ex. 1462 (s)(3)).

The tariff structure is the same as in the other Newfoundland Districts, i.e., basic rates in the form of a scale based on net tonnage, plus a surcharge. The only difference is that no rate is provided for a one-way trip, either inward or outward. Since the tariff does not authorize a partial rate if a pilot is employed only one way, the full rate applies even if compulsory payment does not. This is considered an unnecessary imposition on shipping which should be corrected. Port aux Basques is the only District in Canada where such a system exists.

As in the Humber Arm District, there is no specific reason for maintaining a surcharge since all the revenue from the tariff is credited to the Pilotage Fund without distinction.

Re the tariff structure, vide the comments on p. 562.

The tariff has not been materially altered since 1953. The substantial decrease in total receipts since 1965 is accounted for by the reduction in the compulsory payment of dues effected in 1965 whereby coastal and inland traders pay only two thirds (one fifth if a ferry) of the regular dues when a pilot is not employed. This is clearly apparent from the table on p. 659 which shows the District total revenues for the years 1960 to 1967 compared with the amount paid by C.N.R. vessels not taking pilots in each of these years.

6. FINANCIAL ADMINISTRATION

Dues are normally collected by the Secretary-Treasurer. He makes out bills according to information obtained from the Master of the ship or from the Customs officer. No difficulty has been experienced collecting dues.

This District is administered financially like the Humber Arm District (p. 639).

Administration related to the actual pilotage demand would be very small but the Secretary's time is mostly spent collecting and sharing the extensive revenue derived from non-exempt vessels which dispense with the services of pilots.

The revenue derived as a result of the compulsory payment of dues can not be determined accurately for lack of statistics but the dues collected for assignments actually performed are insignificant in comparison.

This conclusion is supported by the breakdown of revenue on the basis of clients shown in the annual reports prior to 1962. It is known that the Canadian National Railways vessels did not employ pilots; the small vessels of Blue Peter Steamships presumably did not employ pilots in Port aux Basques any more than they did at St. John's; and it is quite possible that most Imperial Oil Limited vessels dispensed with pilots also. The receipts for the year 1960 were grouped as follows in the District annual report:

Canadian National Railways	$ 34,201.73
Imperial Oil Limited	1,341.76
Foreign trawlers	828.57
Blue Peter Steamships	216.12
Miscellaneous	83.77
Total	$ 36,671.95

The pattern has remained substantially the same as is shown by the following table which lists the total pilotage revenue of the District for the years 1960 to 1967 and the amounts paid each year by Canadian National Railways.

Year	District Total Pilotage Receipts	Total Pilotage Dues Paid by C.N.R.	% of District Gross Pilotage Revenues Paid by C.N.R.
1960	$ 36,671.95	$ 34,842.55	95.0
1961	38,451.00	34,781.46	90.5
1962	37,280.38	34,825.59	93.4
1963	41,292.43	38,856.26	94.1
1964	42,740.07	40,339.48	94.4
1965	28,734.44	24,823.40	86.4
1966	24,286.85	20,738.00	85.4
1967	24,940.89	22,242.00	89.2

The following comparative table shows pilotage revenues and District operating expenses for the years 1962 to 1967, excluding revenue derived from other sources, principally the interest from the Reserve Fund savings accounts. This table is compiled from the financial information provided in the District annual reports which contain very few details.

	1962	1963	1964	1965	1966	1967
REVENUES						
Pilotages dues	$37,280.38	$41,292.43	$42,740.07	$28,734.44	$24,286.85	$24,940.89
	37,280.38	41,292.43	42,740.07	28,734.44	24,286.85	24,940.89
EXPENDITURES						
Salaries:						
1st Pilot	15,503.20	14,818.20	15,718.20	14,118.20	10,918.20	10,578.12
2nd Pilot	—	—	—	11,106.88	9,806.88	9,406.80
1st Boatman	13,766.88	12,606.88	13,206.88	800.00	525.00	930.43
Asst. Boatmen	nil	400.00	600.00	nil	nil	203.20
Secretary's remuneration	1,864.00	2,604.62	2,137.00	1,436.72	1,214.34	1,247.04
Maintenance	4,676.66	2,590.23	2,732.72	4,006.69	3,520.35	4,914.67
	35,810.74	32,479.93	34,394.80	31,468.49	25,984.77	27,280.26
Surplus (+) or Deficit (−)	+1,469.64	+8,812.50	+8,345.27	−2,734.05	−1,697.92	−2,339.37
	$37,280.38	$41,292.43	$42,740.07	$28,734.44	$24,286.85	$24,940.89

In the financial statements, all expenditures other than salaries and Secretary's remuneration are grouped under one heading called *Maintenance.* Information obtained from the books kept by the Secretary-Treasurer (Ex. 1462(s) (3)) provided additional details which are also at some variance with the breakdown of expenditures. For 1963, the revenue figures coincide ($41,292.43) but the amount shown as total expenditure amounts to $33,-949.57 and, hence, is higher by $1,469.64. The main items of expenditure, apart from salaries to pilots and boatmen and the Secretary's remuneration, are:

(a) $1,200 paid annually to one of the Commissioners for the rent of the wharf on which the pilot shed is built and for the right-of-way to it which passes through his property (the basis of this recurring expenditure was not fully explained in the evidence);

(b) $180.00 and $18.96 paid for rent and electricity for the Secretary's office;

(c) expenses of the Pilot Commissioners, the Secretary-Treasurer, the pilot and boatman, amounting to $105, $33.85, $1,070.69 and $35.85 respectively;

(d) Repairs and supplies for pilot boat and the pilot shed amounting to $758.74;

(e) Workmen's Compensation premium $581.50.

The annual reports are silent as to the state of the Reserve Fund. It is composed of the amount remaining in the current account and the savings accounts at the end of the year. As in the Humber Arm District, any surplus at the end of the year over and above the required operating reserve is invested in savings accounts. In Port aux Basques, the operating reserve need not be large, since the winter months are normally the most active ones. Any operational deficit is covered by this reserve. The accumulated reserve in both current and savings accounts amounted to $41,515.13 as of December 31, 1964. The Pilotage Authority reported that such a large amount was kept on hand to provide for the eventual purchase of a new pilot vessel (Ex. 1463(c)). In 1967, the revenue derived from interest in the savings accounts amounted to $1,131.12. As of December 31, 1967, this Reserve Fund comprised (Ex. 1463(r)):

Cash on hand	nil
Current account	$ 1,430.00
Savings account	34,558.58
Total Reserve Fund	$ 35,988.58

7. PENSION FUND

In 1956, the Pilot Commissioners decided to purchase Canadian Government annuities for the two pilots on strength at the time and for the boatman.

The Commission pays half the cost and the pilots and boatman the other half. The premiums amounted to $650.28 in 1963. The amount of the premiums varies with the age of each individual, namely, $236.40 for pilot Melbourne and $413.88 for pilot Miles. The benefits are $100 a month for life commencing at age 65.

Chapter D

For Recommendations affecting Port aux Basques see Subsection VI.

Chapter E

APPENDICES

APPENDIX A

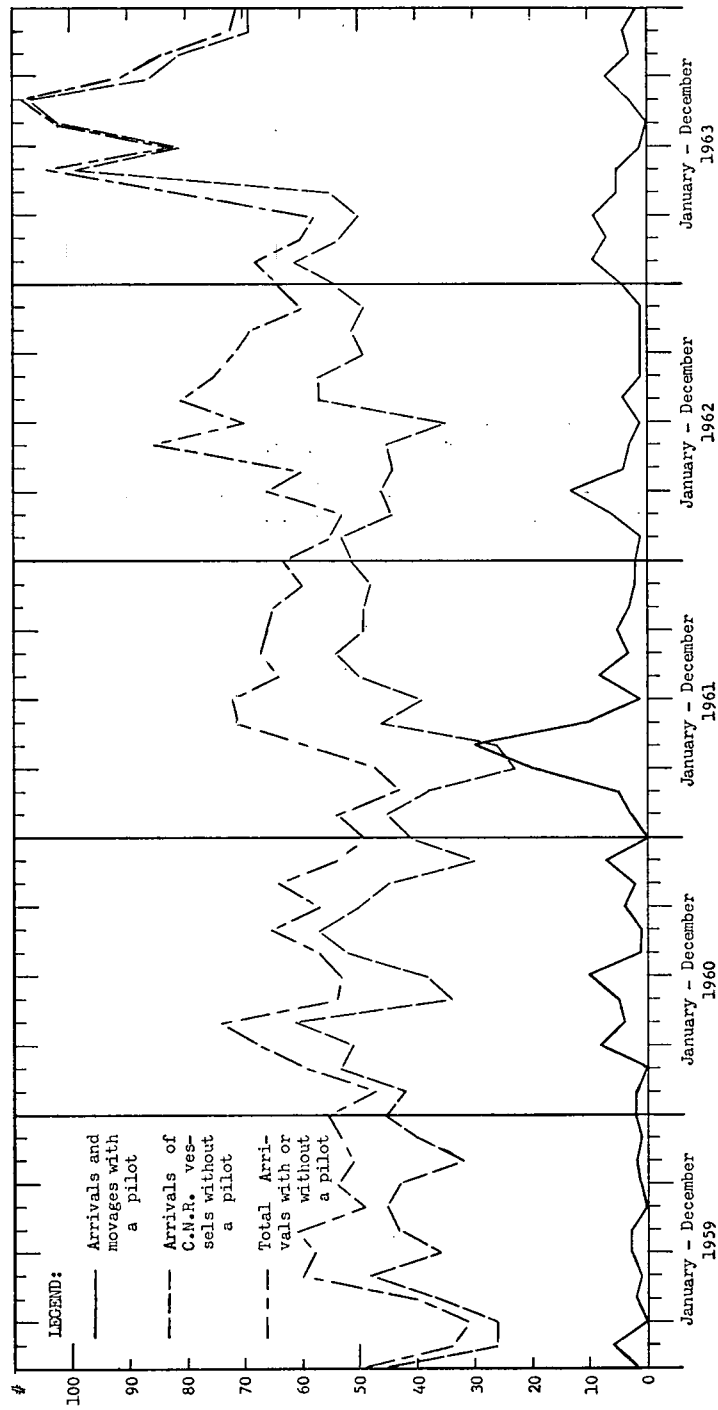
(1) *Graph*—Monthly Volume of Traffic in the Pilotage District of Port aux Basques, during the Five-Year Period 1959–1963.

(2) *Table*—Monthly Volume of Traffic in the Pilotage District of Port Aux Basques, during the Five-Year Period 1959–1963.

Appendix A (1)

MONTHLY VOLUME OF TRAFFIC IN THE PILOTAGE DISTRICT OF PORT AUX BASQUES

During the Five-Year Period 1959–1963



Appendix A (2)

MONTHLY VOLUME OF TRAFFIC IN THE PILOTAGE DISTRICT OF PORT AUX BASQUES

During the Five-Year Period 1959–1963

Month	Arrivals with a Pilot (trips in and out)					Movages with a Pilot					Total Vessels Piloted					Arrivals of C.N.R. Vessels Not Using a Pilot					Total Arrivals with or without a Pilot				
	1959	1960	1961	1962	1963	1959	1960	1961	1962	1963	1959	1960	1961	1962	1963	1959	1960	1961	1962	1963	1959	1960	1961	1962	1963
Jan.	1	1	1	1	7	1	1	2	0	2	2	2	3	1	9	45	42	45	53	61	49	47	54	55	68
Feb.	4	0	3	5	7	2	0	2	1	0	6	0	5	6	7	26	53	38	44	53	34	59	43	53	60
March	0	7	13	7	8	0	1	7	6	1	0	8	20	13	9	26	51	23	46	50	31	67	47	66	58
April	1	3	15	1	4	1	1	15	3	1	2	4	30	4	5	37	61	26	44	55	40	74	59	59	59
May	0	1	2	1	5	1	4	8	2	0	1	5	10	3	5	48	34	46	45	99	60	54	71	85	104
June	1	0	1	0	1	2	10	0	1	0	3	10	1	1	1	36	38	39	35	81	58	53	72	70	82
July	2	0	1	0	0	1	1	7	4	0	3	1	8	4	0	43	52	50	57	102	61	57	64	81	102
August	0	1	0	0	1	0	0	3	1	2	0	1	3	1	3	45	57	54	57	107	49	65	67	75	108
Sept.	1	3	0	0	5	0	1	5	1	2	1	4	5	1	7	43	50	49	49	86	54	57	66	72	91
Oct.	2	0	0	0	3	0	2	3	1	0	2	2	3	1	3	32	45	49	51	81	51	64	65	69	84
Nov.	1	0	0	0	3	0	7	2	1	1	1	7	2	1	4	40	30	48	49	69	53	54	60	60	72
Dec.	1	0	1	2	2	1	0	1	2	0	2	0	2	4	2	45	41	51	54	69	55	49	63	64	71
Annual Total	14	16	37	17	46	9	28	55	23	9	23	44	92	40	55	466	554	518	584	913	595	700	731	809	959
Monthly Average	1.2	1.3	3.1	1.4	3.8	0.8	2.3	4.6	1.9	0.8	1.9	3.7	7.7	3.3	4.6	38.8	46.2	43.2	48.7	76.1	49.6	58.3	60.9	67.4	79.9

Source of Information: Exhibit 1462(s).

Subsection VI

RECOMMENDATIONS AFFECTING NEWFOUNDLAND OUTPORTS AND COASTAL AREAS

RECOMMENDATIONS

RECOMMENDATIONS AFFECTING NEWFOUNDLAND OUTPORTS AND COASTAL AREAS

RECOMMENDATION NO. 1

The Newfoundland Island Area, except for the Pilotage District of St. John's, to Constitute a Single Pilotage District of the Merger Type

The limited pilotage operations in the three existing Pilotage Districts apart from St. John's do not warrant a separate Pilotage District organization for each one. The correct decision was taken when the Pilotage Port of Lewisporte was not reactivated as a Pilotage District. It is considered that the same action should have been taken for the Pilotage District of Port aux Basques, whose main function appears to be the application of the compulsory payment system by collecting pilotage dues from ships which do not employ pilots under the pretext of supporting a pilotage service for which there is little need and of which minimal use is made.

On the other hand, there are several small ports and places along the coast where non-regular traders call from time to time and Masters seek the assistance of a person with local knowledge. In most cases there are such persons who offer their services as local pilots but the demand is insufficient to warrant the creation of separate Pilotage Districts, with the result that there is no official system of control and Masters would find it almost impossible to ascertain the competence of these persons before they are employed.

It is considered that the best solution lies in creating one District of the merger type (hereinafter referred to as the *Newfoundland Outports Pilotage District*) where the Pilotage Authority's functions would be limited to licensing, rate-fixing and connected responsibilities. The actual organization for the provision of services in each port or place would be left to local interested parties who would be at liberty to choose the type of organization best suited to local needs.

Such a system of organization would offer the advantage of a separate District for each outport without the disadvantage of over-organization. Shipping would be assured of the competence of the local pilots or pilotage advisers and they, in turn, would be protected by their licences from the

competition of unlicensed persons and encouraged to maintain their skill and knowledge in the expectation of reasonable security of employment.

It would be the responsibility of the Pilotage Authority of the proposed District to ascertain both present and expected needs for pilotage services and the availability of qualified persons to provide them at any port or place within its potential jurisdiction; to appraise the suitability of the existing or proposed organization for the provision of such services and, if none exists, to propose the type of organization that appears most effective; and to make recommendations to the Central Authority for the issuance of the requisite Pilotage Orders (vide Recommendation No. 17, Part I, pp. 506 and ff.).

It is further considered that such a merger type District should be provided with its own Pilotage Authority in the form of a three-member Board. If responsibilities were limited to licensing and rate-fixing for one or two ports, there would be no objection if these ports came under the Pilotage Authority for the St. John's District for such purposes; otherwise, it is to be feared that these functions would be undertaken in a perfunctory manner.

The Central Authority should empower the Pilotage Authority to issue pilotage adviser's licences instead of, or in addition to, pilot licences where such type of assistance appears to be sufficient and provided there are not enough qualified persons available to become pilots (General Recommendation No. 12, Part I, pp. 492 and 493).

The limits of pilotage waters at each outport should be established realistically to avoid an artificial workload by extending the length of pilotage trips unnecessarily. For instance, the limits of the present District of Botwood should be made to coincide with the present practice, i.e., relocated well inside the area off Govers Harbour which should be defined as the boarding station. Similarly, the Humber Arm seaward District limits should coincide with the seaward limits of the harbour of Corner Brook where the official pilot boarding station should be established. The present limits date back to the days of sailing vessels which needed an extensive area for manœuvering but modern vessels no longer have such a requirement.

RECOMMENDATION NO. 2

The Various Pilotage Services within the Proposed Newfoundland Outports Pilotage District to Be Classified as Private Services

According to the criteria enunciated in General Recommendation No. 17 (Part I, p. 509), the pilotage services at the outports along the coast of Newfoundland should all be classified private services. They serve only their immediate neighbourhood and generally only one main local industry.

Therefore, if local interests consider it to their advantage to have an efficient pilotage service, it would be their responsibility to ensure that the service is provided by persons who meet the licensing requirements the Pilotage Authority considers necessary for the port in question and imposes through *ad hoc* regulations, and to provide the type of organization which the Central Authority has judged best suited to local requirements and approved through appropriate Pilotage Orders. Each separate pilotage service should continue to be self-supporting financially, as is now the case. If local conditions of service are not sufficient to attract and retain competent pilots or pilotage advisers, the outports concerned should be deleted by Pilotage Orders from the merger District's actual jurisdiction.

RECOMMENDATION No. 3

The Inside Passage along the Northeastern Coast of the Island of Newfoundland not to Become Part of any Pilotage District but Persons Found Competent to Pilot in this Area to Be Issued Certificates of Approval by the Pilotage Authority of the Proposed Newfoundland Outports Pilotage District

At present, the demand for coastal pilotage through the inside passage to or from the Notre Dame Bay area is insufficient to warrant the creation of a separate pilotage area with its own licensed pilots, nor is it considered necessary to establish a separate coastal service. Shipping would be sufficiently protected if *certificates of approval* (Part I, pp. 483 and 484) were issued to competent persons providing such coastal services.

The present demand for such services is insufficient to provide adequate revenue even for the small number of pilots that would be required. The present system has given satisfaction and should be retained. The pilots who perform this service, whether licensed pilots of St. John's or any other District or unlicensed pilots, should be given certificates of approval if found qualified.

The responsibility for issuing such certificates of approval together with the ensuing surveillance duty should be entrusted to the Pilotage Authority of the proposed Newfoundland Outports Pilotage District because this coastal pilotage zone falls within the limits of its potential jurisdiction. Since pilotage would not be formally organized, the Pilotage Authority would not have power to fix rates. The charge for coastal services would continue to be subject to agreement between the pilot and the owner or his representative. Such charges would necessarily vary with circumstances, *inter alia*, the extent of idle time spent on board by the pilot and the cost of his transportation to or from his place of residence.

There is no objection if such coastal pilotage is undertaken by licensed pilots provided it does not interfere with the demand in the District or outport for which they are licensed.

Section Eight

GOOSE BAY–LABRADOR AREA

Chapter A

LEGISLATION

1. LAW AND REGULATIONS

Preamble

In contrast to other Canadian ports, the prime function of Goose Bay is to serve Government rather than private organizations. For this reason, the Federal Government, through the Department of Transport, assumes responsibility for providing its own pilotage service.

The development of Goose Bay began in 1941 when it was selected as the site for Royal Canadian Air Force and United States Air Force bases which became operational the following year. These bases subsequently evolved into a main international airport for military and civilian aircraft. A seaplane base was also established.

All basic construction materials for port facilities and air bases were brought in by sea and ships continue to be the principal means of transportation.

In this northern undeveloped region there are as yet no private industries which require maritime services and, hence, the airport remains the only justification for the seaport.

(1) Pilotage Legislation

The only existing statutory pilotage legislation (Part VI C.S.A.) could not be applied to Goose Bay because it presupposes conditions that do not exist there, i.e., a self-supporting pilotage service performed by pilots who are free entrepreneurs (vide Part I, pp. 19 and 20). Hence, Goose Bay is not a Pilotage District. The statutory provisions of Part VI C.S.A. do not apply, except for those common to all pilots (vide Part I, p. 21). As a result, the pilots are not licenced, and, although they may be certified mariners and employed by the Crown, any person can offer his services in competition with them and charge any fee. The official pilotage rates are binding only for the services performed by the Crown pilots (Part I, p. 46).

The only legislation that specifically concerns the pilots and the provision of pilotage services is in the form of regulations made pursuant

to statutes of general application. This legislation is contained in an Order in Council (Ex. 1200) which fixes the rates, and an Order from the Treasury Board which governs the employment of the pilots by the Crown as prevailing rate employees.

By P.C. 1960-615, dated May 5, 1960, made by the Governor General in Council pursuant to sec. 18 of the Financial Administration Act, rates were officially established for the pilotage services provided by the Department of Transport.

These regulations provide:

(a) The application of the rates:
  (i) to the services provided by the Department of Transport pilots;
  (ii) within the defined pilotage area "comprising Hamilton Inlet, Lake Melville, Terrington Basin and their connecting and tributary waters, and includes all harbours, bays and coves thereof".

(b) The rates:
  (i) for pilotage voyages either inward or outward within the pilotage area in the form of a minimum charge of $175 for vessels not exceeding 3,000 NRT, and for those above 3,000 NRT the minimum charge plus 1¢ per ton over 3,000;
  (ii) for movages at a flat rate of $25.

(c) The enforcement of the payment of dues was purportedly authorizing Customs officers at any port in Canada to withhold clearance, when so required by the Minister of Transport, of any ship owing such dues.

COMMENT

There is no statutory authority for this last provision (Part I, p. 20 footnote). It can not be made under sec. 18 of the Financial Administration Act because this Act merely authorizes the fixing of rates and leaves the enforcement of payment to be pursued by the normal means available for the collection of debts owed the Crown. Nor can sec. 344 C.S.A. apply because Goose Bay is not a Pilotage District.

(2) Prevailing Rate Employees General Regulations

The pilots' status, remuneration and conditions of employment are governed by Orders issued by the Treasury Board under the Prevailing Rate Employees General Regulations, 1963, as amended (Ex. 1007).

The first Treasury Board Minute applicable to the Goose Bay pilots made under the Prevailing Rate Regulations was T.B. 455286, dated August 12, 1953, which werely fixed the salary for the position of "ship's pilot" in

the Goose Bay area. The salary was established on a per diem basis at the rate of $14.00. A subsequent Treasury Board Minute T.B. 541015, dated November 29, 1958, raised the per diem rate to $17.50. These orders contained no restriction concerning the application of the Prevailing Rate Employees Regulations, with the result that the pilots were entitled to overtime, holidays and sick leave with pay. However, because the "work day" and the "work week" were not defined, the provisions governing these benefits were inapplicable in practice (vide p. 293).

The amount and basis of the pilots' salary and the extent of application of the Prevailing Rates Regulations were modified several times. The order now in force (T.B. 658594, dated August 12, 1966) fixes their salary at $710 per month, effective June 1, 1966, and specifically provides that no additional payment is to be made for overtime. It further stipulates that the classification is exempted from subsec. 4(c) of the Regulations concerning the determination of "hourly rate", from sec. 8, which is a provision based on hourly rates, and from secs. 9 and 10 concerning the computation of overtime remuneration. The remainder of the Regulations were retained, with the result that the pilots are, *inter alia,* entitled to specified holidays with pay, compensation for work during a day of rest or a holiday, and to vacation leave credits. Here again, however, these provisions are inapplicable in law because the "appropriate Deputy Head", contrary to the Regulations, has failed to establish the "work day" and the "work week" required for the computation of these benefits. In fact, sick and annual leave credits, etc. are accrued; they are calculated on an unofficially established work week of 6 days, or 48 hours (Ex. 1206(b)). Re the applicability of the Prevailing Rate Employees Regulations to pilots, reference is made to the comments on p. 210.

In addition, the pilots may receive various allowances, if and when they meet the conditions and terms set out in the Isolated Posts Regulations (T.B. 635000 of June 20, 1958, as amended). *Inter alia,* they are entitled to a $40 per month northern allowance. The cost of their living accommodation when provided by the Crown is established pursuant to the Public Service Living Accommodation Regulations (T.B. 626000 of May 21, 1964, effective July 1, 1964).

(3) Public Harbour Legislation

Goose Bay was proclaimed a public harbour under Part X of the Canada Shipping Act by P.C. 3275 of June 11, 1952, with its limits defined as (Ex. 511):

> "All navigable waters of Lake Melville, Goose Bay, and Terrington Basin south and west of a straight line joining the northern extremity of Northwest Point and the western extremity of Epinette Point as shown on the Cdn. Hydrographic Chart No. 4720."

Chapter B

BRIEFS

No brief was presented.

Chapter C

EVIDENCE

1. GENERAL DESCRIPTION

(1) Physical Features

The Goose Bay-Labrador pilotage area covers 92 miles of the enclosed waters which are entered from Hamilton Inlet. The seaward limit of the actual pilotage area is off Rigolet in The Narrows.

The approach to Goose Bay from Rigolet continues through The Narrows, which is 13 miles long and between 1½ miles wide at its entrance and 3 cables wide at the exit off Eskimo Island, then southwestward for some 83 miles through Lake Melville to Goose Bay and Terrington Basin. Churchill River (formerly Hamilton River)[1] flows into Goose Bay.

In addition to The Narrows off Rigolet there are two other confined areas: *Goose Bay Narrows* from Lake Melville to Goose Bay, and *Terrington Narrows* from Goose Bay to Terrington Basin where the port facilities are located.

The pilotage waters are deep except in the 150-foot wide buoyed channel of Goose Bay Narrows and the 200-foot wide dredged channel of Terrington Narrows where the controlling depths in 1964 were reported as 35 feet. The latter is subject to shoaling (the depth shown on the 1960 chart is 31 feet).

Although the average tidal range in the area is only about 2½ feet, the outward flow of the Churchill River and other large rivers and streams that empty into Lake Melville creates strong currents through constricted passages as the waters flow eastward to the open sea, a situation which is compounded during the freshet period until it subsides at the end of June.

In The Narrows, tidal currents attain a rate of 5 knots during spring ebb tides and 4 knots during the flood. During neap tides the flood and ebb

[1] The change of name from Hamilton Falls and Hamilton River to Churchill Falls and Churchill River was approved by the Canadian Permanent Committee on Geographical Names June 7, 1965.

are about 3 knots. At Goose Bay Narrows, the current reaches 5 knots at spring ebb tides and 2½ knots at the flood. Under normal summer conditions the tidal currents at Terrington Narrows are similar to those at Goose Bay Narrows, but there are no significant currents within the Basin, which may be described as a sheltered pool large enough to provide anchorage for at least a dozen ships.

Ice conditions in Hamilton Inlet and its approaches vary with the severity of the winter, the volume of pack ice and the direction of prevailing winds. Westerly winds drive the ice off shore leaving a passage for navigation. From the middle of June, ice does not constitute a danger at The Narrows or *en route* to Goose Bay and the season of navigation is considered to last 5½ months from about that date to the end of November.

Pilotage is performed day or night. The entrance to The Narrows is marked by a lighted buoy and points of danger *en route* to Goose Bay are marked by lights and buoys, including leading range lights for guidance through channels. The buoys are removed at the close of navigation and replaced with the assistance of the pilots when it opens.

Wharfage facilities situated on the south shore of Terrington Basin consist of the R.C.A.F. wharf with a frontage of 810 feet and 18 feet in depth, used generally by freighters, and an adjoining 132-foot jetty used for discharging petroleum products. Large, deep draught tankers which can proceed through Goose Bay Narrows and Terrington Narrows do not berth alongside but secure at mooring buoys, about 7 cables east of the R.C.A.F. wharf, and discharge through submerged pipelines which lead to an oil wharf projecting 1,000 feet from the shore. Deep draught vessels must anchor and be unloaded by lighters. The Government wharf, with a depth of 20 feet alongside, is about 4 cables northwest of the R.C.A.F. wharf and midway to the seaplane mooring area. It is used by D.O.T. vessels and coastal vessels carrying domestic cargoes. Two L.C.M.'s (Landing Craft Medium), owned and operated by the Department of Transport, are available to act as tugs, but vessels generally berth and unberth under their own power.

(2) Maritime and Pilotage Traffic

Goose Bay traffic consists of oil tankers, coastal passenger vessels, coastal traders and vessels owned and operated by the Governments of Canada and the United States. Small ships and regular traders, such as Canadian National Railway passenger and cargo vessels, local traders and Government vessels do not employ pilots.

The following table shows the maritime traffic of vessels of 250 NRT and over (Ex. 1483) and the use made of the pilotage service (Exs. 1205 and 1206).

	D.B.S. Statistics of Vessels of 250 NRT and over			Pilotage Statistics	Extent of Use of Pilotage Services
Year	Arrivals	Average NRT	No. of Pilots	Trips performed by Pilots*	
1960	60	938.4	2	n/av.	—
1961	79	837.4	3	105	66.5%
1962	68	957.9	3	81	59.6%
1963	65	898.5	2	97	74.6%
1964	70	1,050.7	2	87	62.1%
1965	68	1,197.4	2	65	47.8%
1966	85	861.0	2	60	35.3%
1967	96	1,157.7	2	58	30.2%

*For comparative purposes one arrival means two trips, one inward and one outward.

This table shows that most ships are of relatively small size averaging about 1,000 NRT. The occasional large tanker is affected by the depth restriction of the channels, e.g., the tanker *Northern Shell* of 7,200 NRT (12,608 GRT) could not enter Terrington Basin in 1964, although she has negotiated Goose Bay Narrows, but anchored in Goose Bay off Groves Point while her cargo was shuttled in by the small tanker *White Rose.*

The pilotage service is described as similar to Great Lakes pilotage in that it covers a large expanse of enclosed water but, unlike the Great Lakes, strong tidal currents prevail in the narrow channels.

2. PILOTAGE ORGANIZATION AND OPERATIONS

Pilotage is provided by the Department of Transport as an optional service for the convenience of shipping to assist the U.S.A. and Canadian Government organizations at Goose Bay.

The pilotage service, which is under the immediate control and direction of the Harbour Master, a Department of Transport official, is integrated with port operations.

The seaward boarding station is situated off Rigolet at the seaward entrance to The Narrows.

The Department of Transport constructed and maintains a pilot station at Rigolet where the pilots have living accommodation in a building equipped with an electric generating plant, running water, bedrooms and cooking facilities. Both the pilot station and the pilot vessel are equipped

with radiotelephones. If ships can not contact the station by radiotelephone, messages may be relayed through Goose aeradio (VFZ), Cartwright (VOK) or Hopedale (VOQ). The station is attended by a Department of Transport employee who, in addition to taking care of the premises, handles such duties as manning the radiotelephone when the pilots are away and arranging for a local pilot vessel when the regular one is not available.

Pilot vessel service at the boarding station is provided by the D.O.T. vessel, M.V. *Prima Vista* (built in 1955, 64 tons gross, 41 net, length 63.4 feet, depth 17.6, 210 h.p.), and manned by employees of the Department of Transport. She is operated under the direction of the Department's District Marine Agent at St. John's, for in addition to her principal service as pilot vessel, she also services the buoys and lights from Hamilton Inlet to Goose Bay (Ex. 1463(n)). At such times, and when not available to the pilots, the pilot station attendant is authorized to hire a local motorboat, generally from the Hudson's Bay Company at Rigolet.

Vessels requiring a pilot are requested to give 24 hours' notice to avoid delay and vessels arriving for the first time are advised to take pilots because of the currents in the confined areas previously referred to.

The pilots are flown to the station by seaplane at the opening of navigation and for the remainder of the season they return to the station on disembarking from ships outward bound or are flown there if necessary.

3. PILOTS

The pilots are Department of Transport employees and their remuneration is determined under the Prevailing Rates Regulations.

Pilotage was first provided by the officers of the Department of Transport buoy vessel *Dollard* when the seaport and air base were being constructed. They then trained a local resident, Mr. Russell Chaulk, in pilotage, and he subsequently became the recognized pilot. In 1952, a second pilot was employed and, since traffic was increasing, a third pilot was engaged in 1955. From 1953 to 1955, the Harbour Master occasionally piloted vessels when the pilots were not readily available. From 1955 to 1959, three pilots were employed, two in 1960, three in 1961 and 1962. From 1963 on, two have been found sufficient to handle the demand.

Mr. Chaulk held no marine certificate of competency but all the pilots employed since 1953 have held at least a Mate's Home Trade Certificate. They are engaged on a seasonal basis and recruited in Newfoundland through public advertisements.

The pilots usually arrive at Goose Bay on different dates prior to the arrival of ships requiring their services in order to assist the Harbour Master position aids to navigation. Since they depart also on different dates after their services are no longer required, their periods of seasonal engagement vary.

In 1964, the pilots were accommodated at Goose Bay in the Department of Transport living area in a reserved room at a cost of $25 per month plus the standard rate of $50 for food. At Rigolet, lodging was free but they did their own cooking, drawing their food supplies from the mess hall at Goose Bay. They observed that they spent more time on station at Rigolet than at Goose Bay and asked to pay only proportionally at Goose Bay in accordance with the number of days spent there. This situation has been corrected since: the pilots now pay only $10 per month for their room at the Goose Bay quarters and more favourable subsistence arrangements have been made.

Although the extreme limit of the navigation season is considered to be from the middle of June to the end of November, records (Ex. 1206) show that pilotage generally commences about the middle of June and continues to the end of October or the first week in November, i.e., about four and a half months. The busiest months are July and August. In 1964, for instance, pilotage trips were distributed as follows: June-4, July-31, August-20, September-14, October-16 and November-2, a total of 87 trips inward or outward during the season (Ex. 1205).

The distance of 92 miles from the pilot station to Terrington Basin takes from 7 to 8 hours' pilotage time. The number of assignments performed yearly is shown in the previous table of shipping statistics. In addition, they perform occasional movages within the harbour.

Two pilots are sufficient to meet the pilotage demand, especially since it has been decreasing, but this number is a minimum in view of the length of pilotage trips, the fluctuating requests for service and the possible absence of one of them due to illness, accident or other cause.

A pilot is generally made available without undue delay. As stated earlier, if a pilot is required at the other end of the District, he can be quickly transported by seaplane.

No shipping casualties have been reported in recent years.

4. PILOTS' REMUNERATION AND TARIFF

Since the pilots are on a fixed salary, there is no relationship between the tariff and their remuneration. The pilots' salaries are included in the operating expenses of the service.

The tariff appears to be reasonable and no complaints were registered by shipping. The tariff structure is realistic. No account is taken of distance run since there is only one port of destination and all trips are the same length (Part I, p. 159). The rates take the form of a ton-price unit with a minimum rate to avoid wasting the pilots' time on small vessels which do not need their services. It would be an improvement if gross tonnage were used instead of net tonnage (vide Part I, p. 180). It is also realistic that the voyage rate is all inclusive. It is unnecessary to fix a separate rate

for the pilot vessel since both services are provided by the same authority and the pilot vessel at Rigolet is used each trip, both inward and outward.

The pilots are seasonal employees of the Department of Transport. The period of their employment varies from year to year, depending upon the length of the navigation season, the pilotage demand, and any accessory duties they may be required to perform. For instance, in 1965 one pilot was employed for 129 days and the other 136 days. This explains the variation in their remuneration.

The pilots' salaries and conditions of employment are governed by the Prevailing Rates Regulations as implemented and amended by Orders of the Treasury Board (for details, vide pp. 673-674). At first, the pilots' salary was fixed on a daily basis; on April 1, 1962, the basis was changed to a monthly rate of $660, and subsequent increases were approved August 1, 1963, to $675; June 1, 1965, to $695; and June 1, 1966, to $710. In addition, the pilots receive the standard northern allowance of $40 per month which has been in effect for many years.

This salary is net. They incur no expense in the performance of their duties and all their transportation costs between stations are borne by the Department of Transport. However, like other employees, they pay for their meals and living accommodation (vide p. 680).

The following table lists the gross income derived by each pilot from salary and northern allowance, but not including fringe benefits, i.e., pension, health and welfare privileges extended to Crown employees (Ex. 1206(a)).

Year	First Pilot	Second Pilot	Third Pilot
1961	$ 3,172.34	$ 2,802.69	$ 3,669.75*
1962	4,214.14	3,720.00	3,512.66
1963	4,218.66	4,218.66	n/a
1964	4,246.17	4,246.17	"
1965	4,148.48	4,148.99	"
1966	4,127.42	4,185.59	"
1967	4,151.37	4,210.97	"

*The aggregate remuneration of the third pilot (Mr Chaulk) in 1961 does not compare with the others since, as a resident of the Goose Bay area maintaining a home, he was eligible for a $26.66 monthly food allowance and a $12.50 fuel and utilities allowance, both of which are included in the quoted figures.

5. FINANCIAL OPERATIONS

The gross revenue derived each year from pilotage operations is readily established since it is the aggregate amount of pilotage dues collected. The actual cost of the service, however, is difficult to establish because pilotage and its accessory services are not all segregated from port operations and those of other Branches of the Department of Transport.

A study of Goose Bay pilotage operations made by the Commission's accounting consultants (Part I, p. 632) indicates that up to 1965 there was a slight but decreasing surplus. The financial information on which this study was based was taken from the statements of revenue and expenses of the Marine Services, Nautical and Pilotage Division, Department of Transport (Ex. 1295) which segregate the expenses attributed to pilotage operations at Goose Bay. In a Pilotage District, these figures would normally give a complete picture but in this case they are incomplete and consequently misleading. For instance, it is observed that the cost of operating the pilot vessel service is not included but charged to the Aids to Navigation Branch as part of the operational cost of the District Marine Agent in St. John's. This factor changes the apparent slight surplus shown in the Commission's accounting consultants' study into a large deficit. In 1967, this item alone was estimated at $22,000 (Ex. 1463(n)).

There are also other items which have been omitted for the same reason, e.g., providing, furnishing, maintaining and staffing the pilot station at Rigolet; hiring a local motor boat when the pilot vessel is not available; and the transportation of pilots by seaplane from Goose Bay to the pilot station or vice versa.

With these reservations, reference is made to the study in Part I, p. 632, for financial details of the Goose Bay pilotage operations. Pilotage earnings for the years 1966 and 1967 were $11,634.14 and $11,450.00, a substantial decline since the 1963 peak of $17,169.00.

Chapter D

RECOMMENDATIONS

SPECIFIC RECOMMENDATIONS AFFECTING THE GOOSE BAY–LABRADOR AREA

RECOMMENDATION NO. 1

The Pilotage Area of Goose Bay-Labrador to Be Made a Pilotage District, if and when a New Pilotage Act Is Enacted as Recommended in Part I

Under the existing statute, the Goose Bay-Labrador pilotage area can not be created a Pilotage District because, although there is a pilotage demand which must be met in the public interest, there are no local pilots available. Hence, the Government is obliged to organize and provide the pilotage service—a situation not contemplated by Part VI C.S.A. and for which it was not devised. However, if the proposed Pilotage Act is made fully comprehensive as recommended in General Recommendation No. 6 (Part I, p. 470), the difficulty will be overcome.

The pilotage service would benefit from the many advantages inherent in District organization, e.g., full control over the pilots and their qualifications would make it possible to guarantee the efficiency of the service. Moreover, Goose Bay is so remote from any existing Pilotage District that it must depend on a local Authority for direction.

Since the pilotage service is an essential function of port operations, it is considered that the Pilotage Authority should be the Port Authority, provided the conditions set out in the Commission's General Recommendation No. 18 are met (Part I, p. 510). If the Port Authority does not become a separate local corporation, the indicated solution is to appoint the Harbour Master *persona designata* as a one-man Pilotage Authority. Indeed, this would ensure the necessary pilotage autonomy and his position would keep him constantly *au fait* with pilotage matters. The limited pilotage operations would add little to his duties.

The pilots should then have the status of employees of their Authority (Part I, p. 497 and Part III, pp. 210 and ff.). This is necessary to avoid duplication of authority.

RECOMMENDATION NO. 2

Pilotage in the Proposed District to Be Classified as a Public Service

Pilotage in the Goose Bay-Labrador area was originally organized provided and directed by the Crown, because none existed previously and could not be provided otherwise. It remains in the public interest to ensure its continuance.

The remoteness of the area, the short navigational season, the relatively small pilotage demand and the expense involved make it unattractive for qualified mariners to engage in pilotage for this area and special inducements must be offered. Since there appear to be no local qualified candidates, they must be sought elsewhere and assured ample remuneration and satisfactory working conditions. Observing that the pilotage service and the port facilities exist mainly for Canadian Government enterprises, it is in the public interest to ensure the efficiency of the necessary supporting services, especially since the only alternative means of transportation is by air.

However, pilotage should not be classified as an essential public service but as a public service with the limited aim of placing an adequate service at the disposal of shipping. The few navigational hazards in the area are not such that up-to-date local knowledge and experience are necessary, and Masters who make several visits are justified in dispensing with the services of a pilot, as they now do.

The possibility of a serious shipping casualty in the restricted channels leading to Goose Bay and Terrington Basin is remote, and there appear to be no grounds for imposing compulsory pilotage in any form.