

R E P O R T

Re: Inquiry into navigation of small vessels on the St. Lawrence River



To the Honourable Minister of Transport,

O T T A W A.

Mr. Minister:-

I have the honour to transmit to you the final report of the Royal Commission, appointed for the purpose of enquiring into the navigation of small vessels on the St. Lawrence River.

CHAPTER 1.

CONSTITUTION, AUTHORITY AND SITTINGS OF THE COMMISSION.

Section 1.

Constitution, powers and personnel of the Commission.

The Royal Commission was appointed by Order-in-Council bearing number P C 214-3404 on July 26th 1940, (appendix no-1) for the purpose of enquiring into and reporting upon:

- a) The navigation of small vessels in the navigable channel of the St. Lawrence River and the effect of such navigation on the safety of maritime shipping generally;
- b) Pilotage in the St. Lawrence-Kingston-Ottawa Pilotage District, between Montreal, Ottawa and Kingston;
- c) All relevant matters which may, in the course of the enquiry, arise or develop and which, in the opinion of the commissioner, should be included within the scope of the enquiry and report.

The Commission was composed of only one member.

L.A. Pouliot, K.C., from Quebec, was appointed counsel for the Department of Transport, as to this part of the enquiry concerning navigation on the St. Lawrence River; Lewis Duncan, K.C., of Toronto, counsel as to this part of the investigation concerning pilotage in the St. Lawrence-Kingston-Ottawa pilotage district.

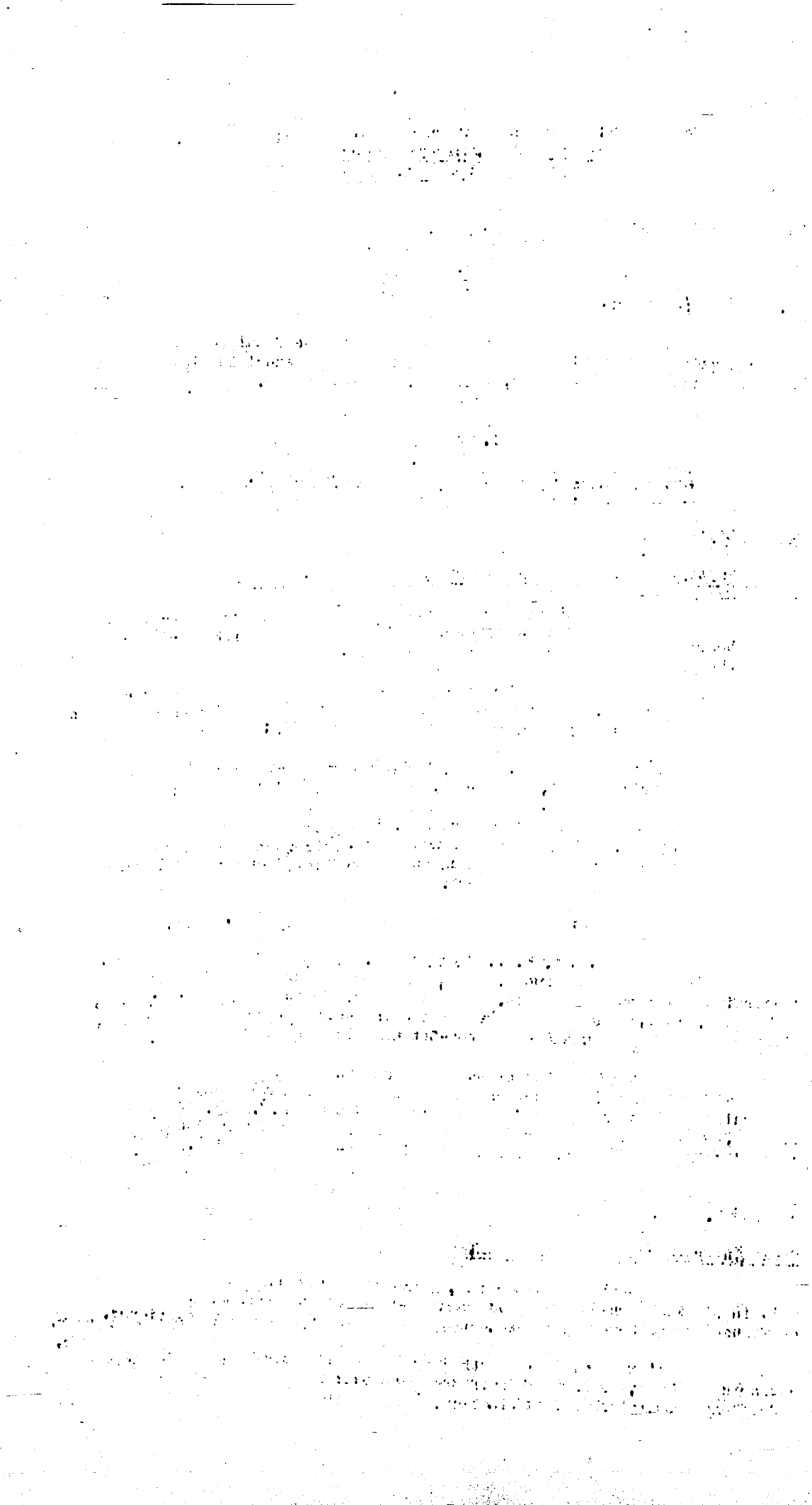
Captain Boucher of the Clark Steamship company was appointed as technical adviser as to this part of the investigation concerning navigation on the St. Lawrence and Captain H.W.King, of Toronto, as technical adviser as to this part of the investigation concerning pilotage in the St. Lawrence-Kingston-Ottawa district.

Section 2.

Preliminary work of the Commission.

On September 17th 1940, a general conference was held in Ottawa in which took part the officials of the Department of Transport who were interested, the legal advisers and the commissioner.

It was agreed that the hearing of witnesses could only begin in December, as most of the witnesses would not be available before the closing of navigation.



In the course of October and November 1940, the Commission inspected the harbour of Montreal, the navigable channel below Montreal, the St. Lawrence River between Montreal and Kingston and the Ottawa River between Ottawa and Montreal.

On November 15 1940, L.A. Pouliot, K.C., advised the Commission that he would be unable to proceed earlier than in January 1941.

On December 4th, 5th and 6th 1940, the Commission sat in Ottawa and heard some witnesses in relation to the pilotage district of Montreal, Ottawa, Kingston. Numerous exhibits were filed. Upon Mr. Duncan's request, the hearing was adjourned until January.

Section 3.

Suspension of the work of the Commission.
Interim report.
New Instructions.

On December 27th 1940, the Minister requested the Commission to suspend its sittings sine die and to await new instructions.

On June 2nd 1941, the Minister of Transport requested the commissioner to make an interim report upon the work accomplished to date.

Accordingly an interim report was sent to the Honourable Minister of Transport on July 8th 1941. (appendix no-2).

On August 15th, 1941, the Honourable C.D. Howe, acting Minister sent to the commissioner a formal letter containing new instructions (appendix no-3) to the effect that the Commission was to:

- a) completely abandon the enquiry into the pilotage matters in the St. Lawrence-Montreal-Kingston district;
- b) limit the enquiry to the navigation of small vessels on the St. Lawrence from Montreal to the sea;
- c) conduct the enquiry on a departmental basis in co-operation with the officials of the department, specially Messrs. St. Laurent, Wiallard and Kaine.

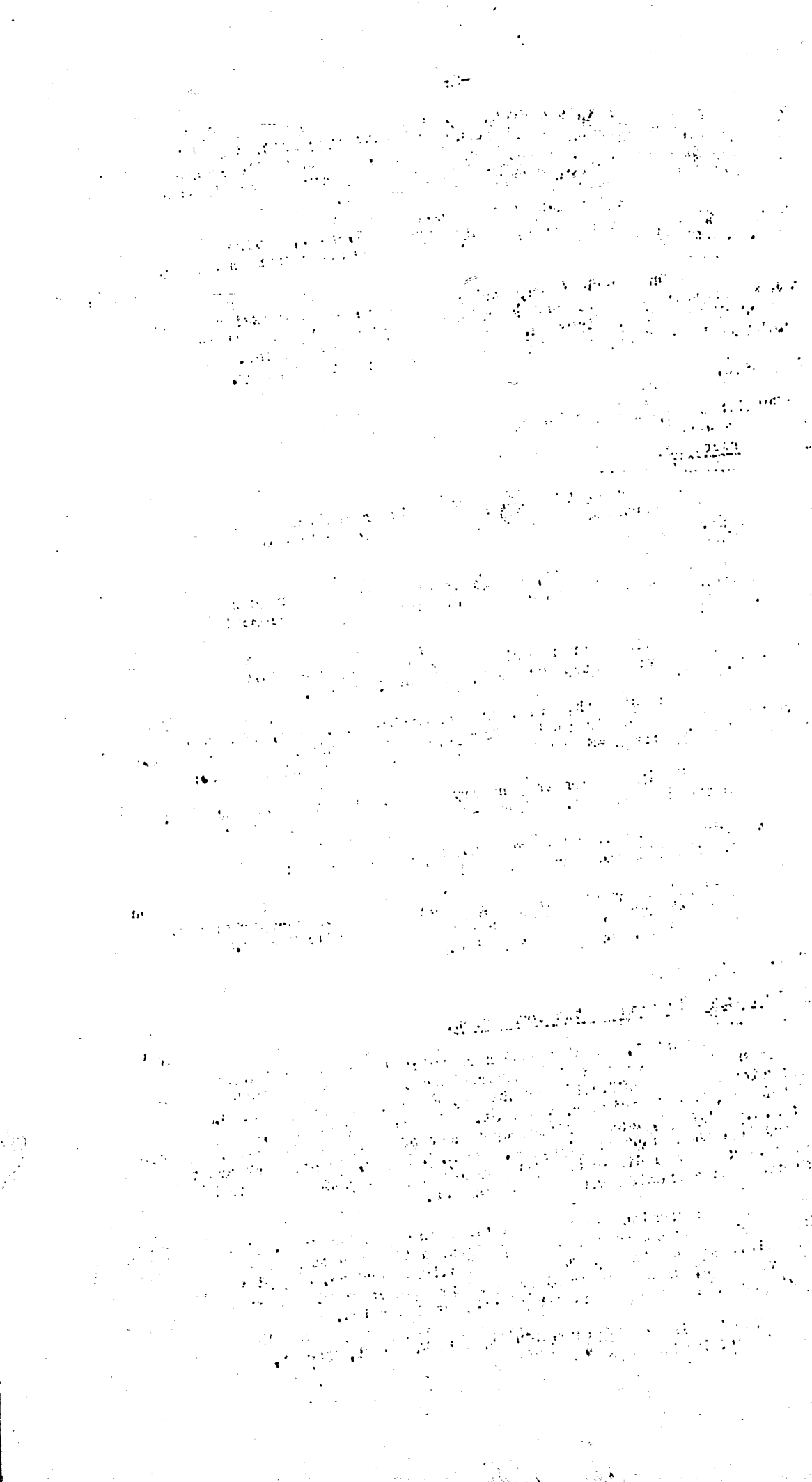
Section 4.

Sittings and investigation of the Commission.

As a result, the Commission restricted its activities to the navigation of small vessels from Montreal to the sea and proceeded in co-operation with the officials of the Department, specially Messrs. J.E. St. Laurent, Chief Engineer, River St. Lawrence Ship Channel, Montreal; R.A. Wiallard, Agent of the Department of Transport at Montreal and Superintendent of pilotage, and B.J. Kaine, Agent, Department of Transport, Quebec and dispensed with the legal and technical services of all persons not connected with the Department.

The Commission began its sittings in September 1941. The Commissioner had to attend to his other judicial duties and to make sure that the sittings of the Commission did not unduly interfere, during the season of navigation, with the normal work of the departmental officials and the business activities of the other interested parties.

The Commission held its sittings in Montreal, Quebec, Ottawa and Baie St. Paul.



William Morin, K.C., M.L.A., counsel for the Association of Owners of Small Vessels. Mr. Gagne, representing the Association of Pilots from Quebec and the lower St. Lawrence, Lucien Beaugard, K.C., representing the shipping federation of Canada, attended some of the sittings of the Commission.

Numerous witnesses were heard, representing:

- a) the departmental officials;
- b) the insurance companies;
- c) the maritime companies and the shippers;
- d) the owners of small vessels;
- e) the pilots.



The list of these witnesses is annexed as appendix no-4.

The witnesses were heard without being sworn, at private sittings, without any formality, and their evidence was of the nature of an exchange of views between the witnesses, the officials and the commissioner.

Rough notes were taken of this evidence (appendix no-4).

Several witnesses produced, before the Commission, written memoranda in support of their oral statements.

The list of these memoranda and the memoranda are annexed as appendix no-5.

The documents, filed by the departmental officials, at the sittings of the Commission, held in Ottawa on January 27th and 28th 1942, are attached to the notes of their evidence (appendix no-6).

Moreover, certain data were received through correspondence (appendix no-7).

Captain J.W. Kerr had sent to the commissioner a departmental file, covering the correspondence exchanged from April 1919 to December 1939, relating to the clearance of auxiliary motor-vessels as sailing ships without properly certificated masters, and another file, containing the complaints, made during that same period, relating to the navigation of small vessels on the St. Lawrence River and also several documents numbered from 1 to 12-c (appendix no-8).

The Commission has received the fullest co-operation from all the interested parties, officials and witnesses in the course of its inquiry and wishes to express its appreciation to Messrs. Kerr, Wallard, St. Laurent, Kaine and Jones for the valuable assistance of their long experience and thorough efficiency.

CHAPTER 11

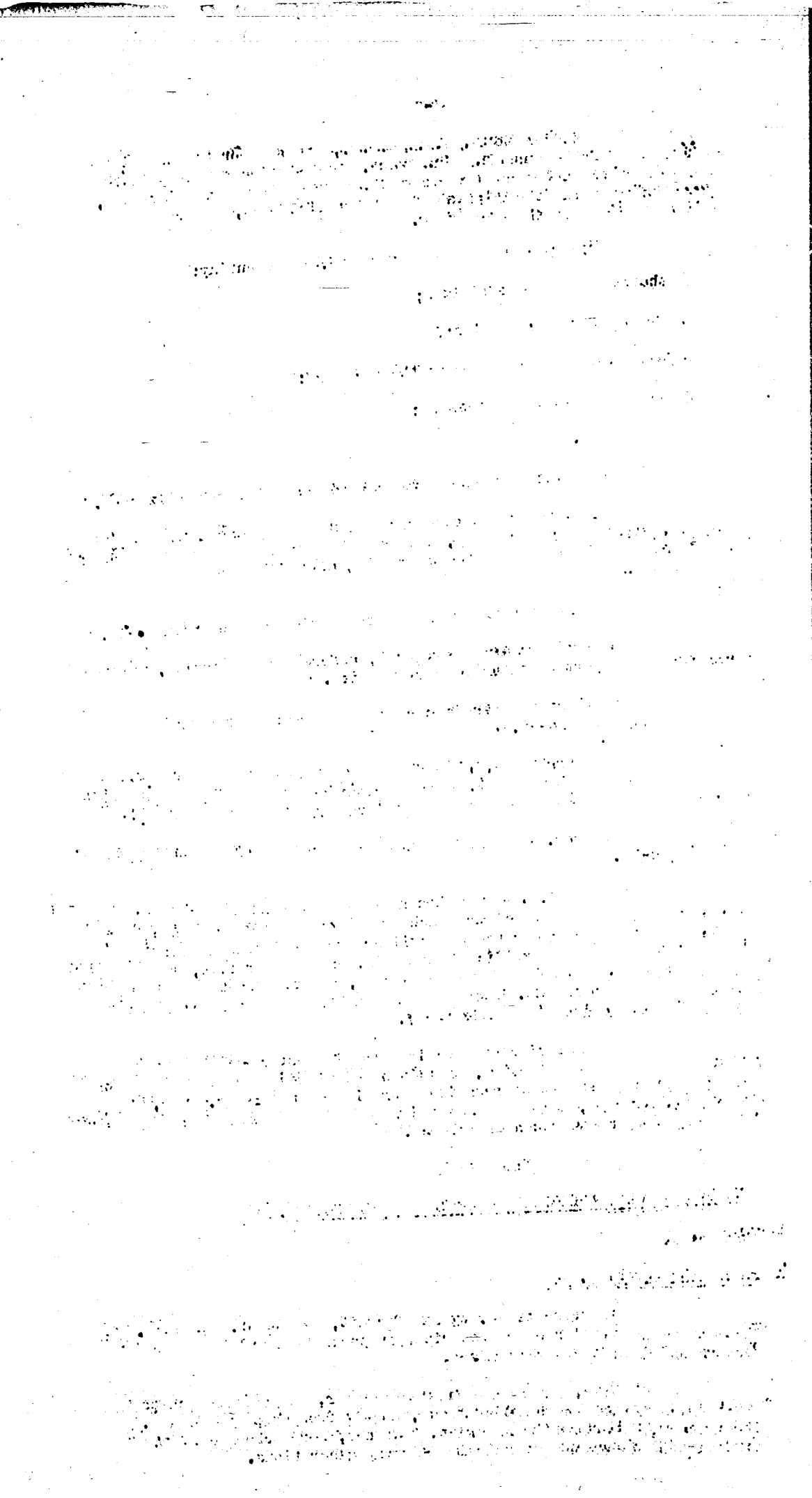
NATURE OF THE PROBLEM AND REASONS FOR THE ENQUIRY.

Section 1.

Nature of the problem.

The coasting trade, by small craft, on the St. Lawrence, answers to an essential need of the riparian population and its economic importance is therefore paramount.

Until the end of the first world war, many sailing ships were still engaged in the coasting trade, mostly from Gaspé to Quebec. Their crews, recruited in the lower St. Lawrence, were schooled by the traditional experience of several river-faring generations.



The use of the "Diesel" engine brought about many important changes. At first, small engines moved the sailing ships, in and out of harbour; later, larger engines became, instead of the sails, the main means of propulsion of the ships.

In the course of time, the original sailing ships were gradually replaced by ships of a special type: flat bottom, engine room, wheelhouse, etc., etc.. These are motor ships, equipped with rudimentary sails, which are seldom if ever used.

The tonnage of these vessels ranges from twenty to one hundred and seventy five and even two hundred tons; approximately one hundred and fifty vessels are under one hundred and fifty tons. They ply from Gaspé to Quebec, from Quebec to Montreal and, in some cases, beyond Montreal to the Great Lakes. In number, tonnage and operating radius, these vessels are steadily increasing and, as a result, the coasting navigation on the St. Lawrence is undergoing a complete change in its nature and extent.

Section 2.

Reasons for the enquiry.

Since 1920, numerous complaints were heard against the navigation of small vessels, following accidents, wrecks, mishaps, dangerous and hazardous methods of seamanship.

The maritime enquiries, held during that period, revealed unsatisfactory conditions.

The loss of human life was rather heavy, the material damage considerable, the danger to navigation disquieting.

The St. Lawrence, being one of the most important shipping lanes in the world, is used by thousands of vessels from many different countries; its navigation is subject to international conventions and treaties, which are binding on Canada; so that our government must secure its safety through a strict observance, by all, of the law, rules and regulations relating thereto.

CHAPTER III.

FACTS DISCLOSED BY THE INVESTIGATION.

Section 1.

Mode of construction of ships.

The small ships are, in most cases, built by their owners to suit their individual fancy or taste, without submitting plans to the authorities. The old fashioned schooner or "bateau" is gradually disappearing. The new type of ship is essentially a motor-ship, the sails not being the main means of propulsion; with a flat bottom and a light draft, it can be easily beached for the purpose of loading or unloading, where ever convenient.

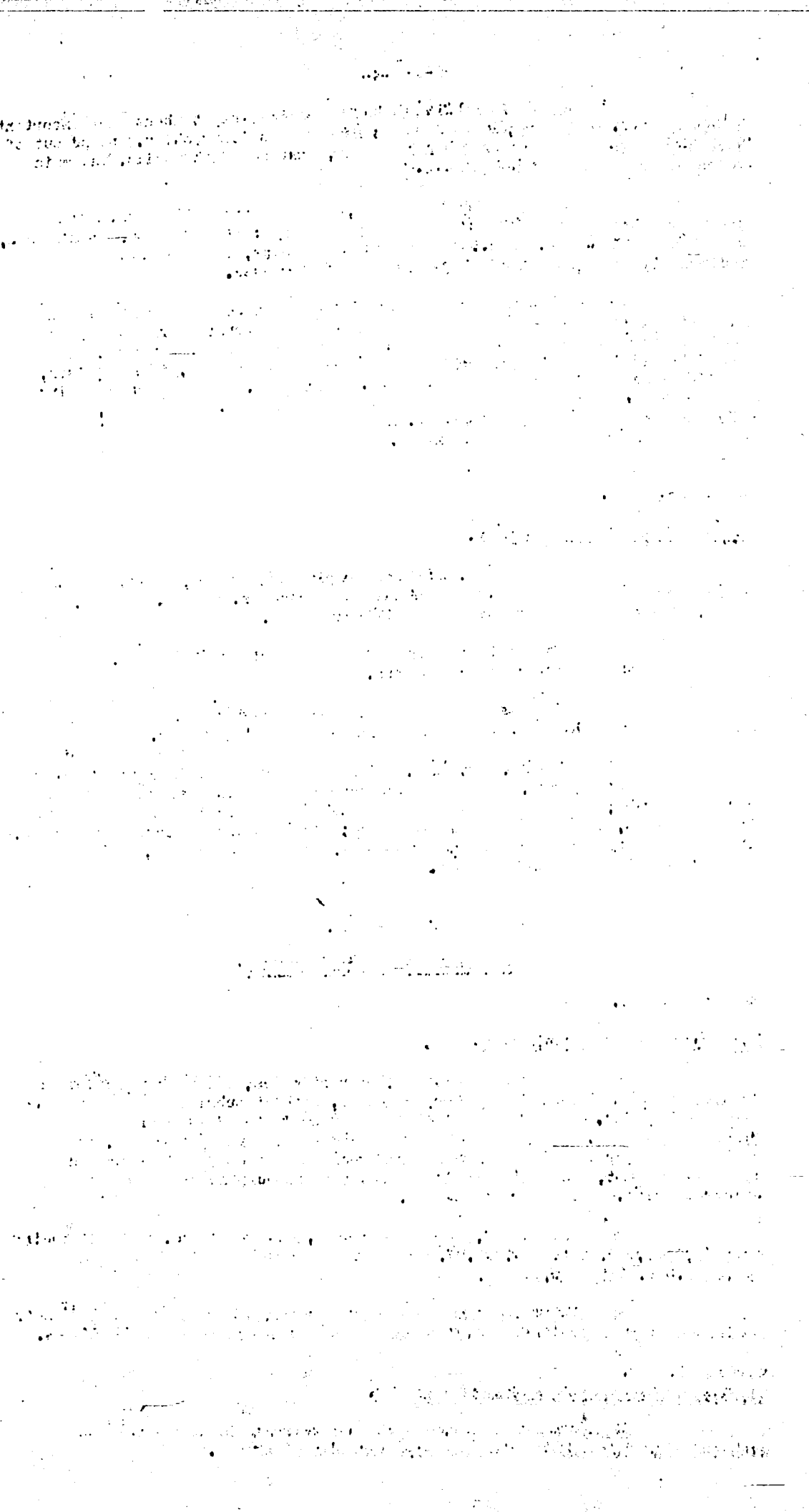
The engine, fitting the ship, is expensive, its price being from \$5,000.00 to \$15,000.00. The total cost of a ship varies from \$15,000.00 to \$40,000.00.

The design and style of the ships and the high cost of their engine clearly indicate that they are motor-ships and not sailing-ships.

Section 2.

Classification for registry purposes.

When completed, a ship must be registered in accordance with the law relating to all ships exceeding ten tons.



Generally, the ships are registered at Quebec. For registry purposes, the ships are divided into two classes: those propelled by machinery (steamship) and those not propelled by machinery (sailing-ships).

The list of shipping, issued by the Department of Transport, of the vessels on the registry books of the Dominion of Canada, on the 31st of December 1940, shows that the auxiliary schooners are registered as steamships, in the category of motor-ships.

Accordingly, were their registry certificate conclusive, the auxiliary schooners would be steamships.

Section 3.

Classification for administrative purposes.

The branch, dealing with the registration of ships, has not exclusive jurisdiction over their classification. The steamship inspection board has also authority in the matter and its decisions must guide the customs officials who issue the clearances.

The departmental file, covering the period from 1919 to 1939, allows us to follow the various changes, introduced in the administration of the Act by the federal authorities. It is obvious that these decisions were prompted by a desire to attenuate the inconveniences which the owners of small auxiliary vessels might have to suffer by too rigid an application of the law and regulations.

In order to give a true picture of the departmental policy, these years must be divided into two distinct periods:

- a) When the old Shipping Act was in force, (1919-1936);
- b) When the new Shipping Act became law until the beginning of this investigation, (1936-1941).

First period: Under the old Act.

The old Shipping Act classified ships as:

- a) steamships and
- b) sailing-ships.

The ships were defined as follows:

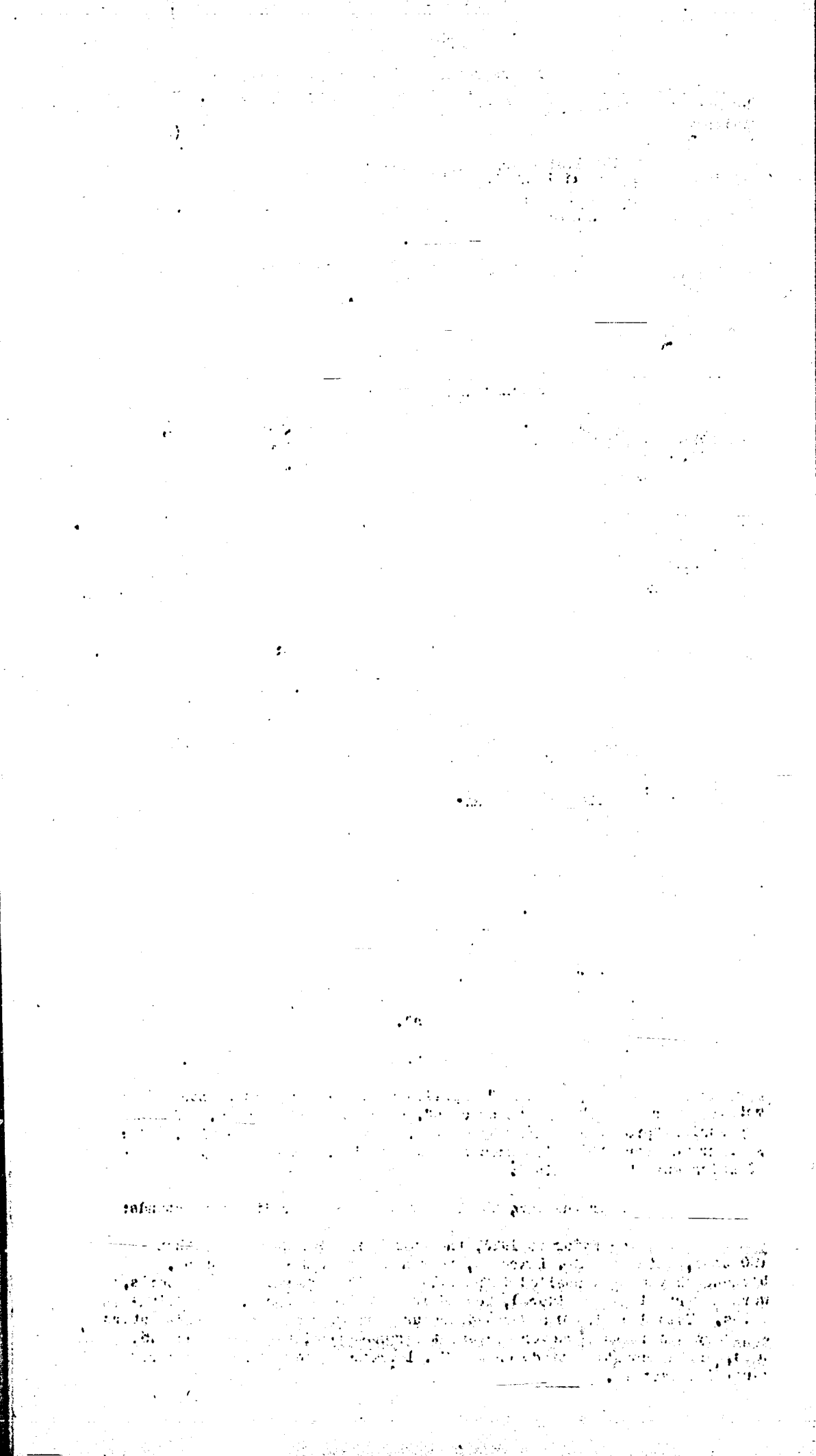
"Steamship" or "steamer" includes any ship propelled wholly or in part by steam or motive power other than sail or oars".

"Sailing-ship" means a ship propelled mainly by sails".

The expression "propelled wholly or in part by steam or motive power other than sail or oars", used as to steamships, and the expression "propelled mainly by sails", used as to sailing-ships, offer some ground for discussion when the border line, between the two classes of ships must be determined.

Under the law, the Department took four different stands:

10- Prior to 1923, the auxiliary vessels of less than 150 tons, using the St. Lawrence, though classified as steamships, because they were propelled in part by a motive power other than sails, were nevertheless considered, for administrative purposes, as sailing-ships. This decision was reached because the number of certified masters was very small and moreover because the sailing-ships of less than 150 tons, in the coasting trade on the St. Lawrence, did not have to carry certified masters.



20- Around 1933, the Department assumed a new attitude and stated that these ships ought to be considered as sailing-ships as they were propelled mainly by sails. This new system remained in effect until the fall of 1934.

30- At that time, the motor-ship "Marie Lydia", 126 tons, left Montreal for Quebec and foundered near the Quebec Bridge; several lives were lost; the master held no certificate. After this disaster, the Department reverted to its former policy and instructions were issued to the customs officials that these vessels were to be classified as steamships and were to carry a duly certified master. The reason for this change was the realization, by the Department of the fact that all vessels of the "Marie Lydia" class did not make use of their sails and were solely propelled by their motor.

40- As a result, during the year 1934, a temporary system was innovated under which the masters had to pass individual and oral examinations as to their eye-sight and as to their knowledge of the local regulations on the St. Lawrence River and of the international rules of the road.

Only to the ships whose masters had undergone a satisfactory examination could the customs officials issue a clearance.

Needless to insist on the fact that these frequent and radical changes resulted in creating confusion and inefficiency among the owners of small vessels and among the officials who supervised their navigation,

Second period: Under the new Act:

In the spring of 1936, the new Shipping Act came into force by proclamation. This Act defines ships as follows:

"Sailing ship" (except as may be provided under the Load Lines Rules) means a ship propelled wholly by sails, and includes a ship not in excess of one hundred and fifty tons, gross tonnage, provided with masts, sails and rigging sufficient to allow her to make voyages under sail alone, and which, in addition, is provided with mechanical means of propulsion other than a steam engine.

"Steamship" or "steamer" (except as may be provided under the Load Line Rules) means any ship propelled by machinery, and not coming within the definition of sailing ship.

The Act provides generally that steamships must:

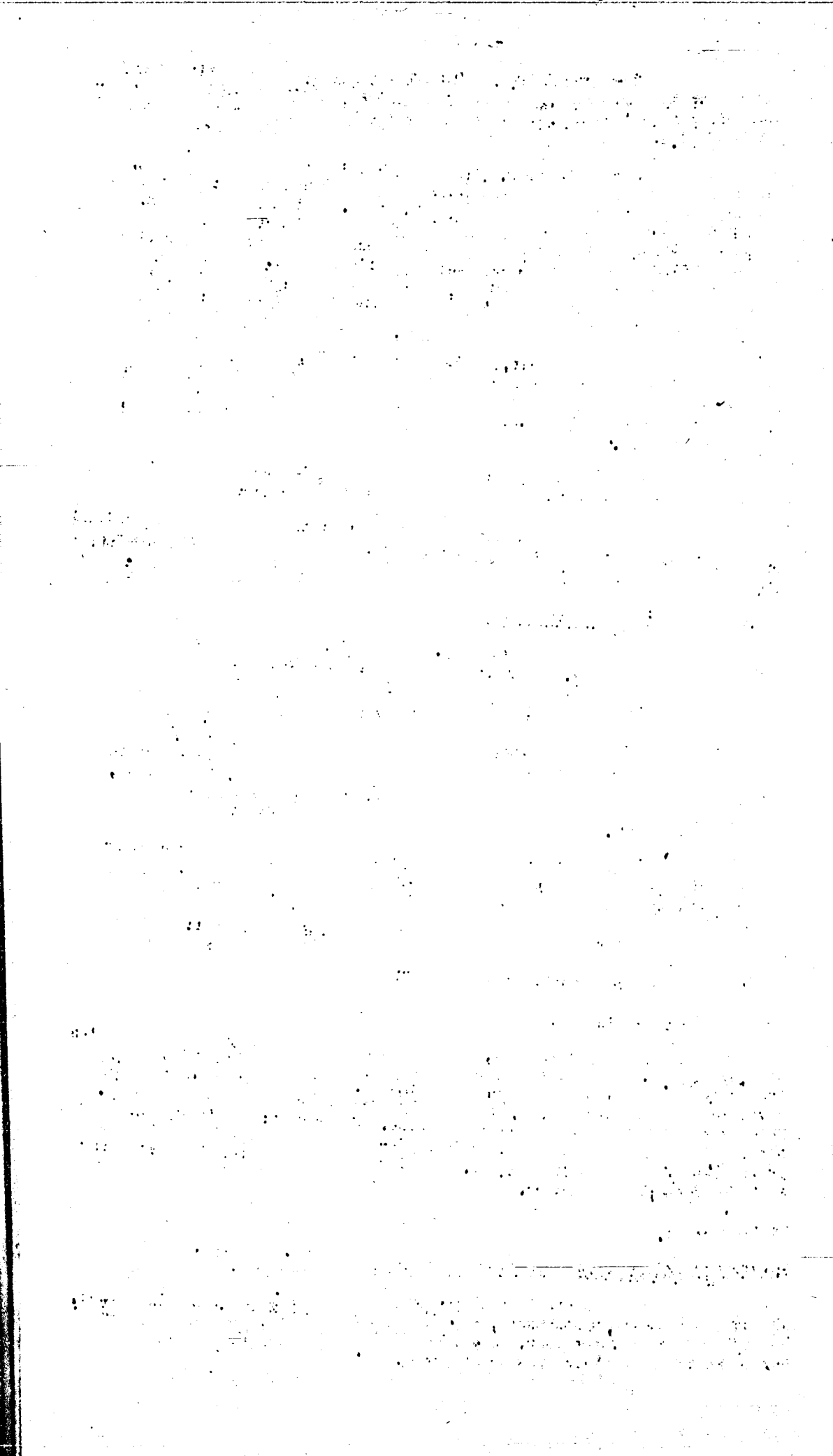
- a) have a certificated master;
- b) be inspected.

In August 1938, the official entrusted with their inspection at Quebec, classified nearly all the motor-schooners as sailing-ships and the collector of customs took upon himself, without even receiving any certificate of inspection, to classify many others in the same fashion. This system was adopted everywhere else. Net result: at the present time, all the small vessels are sailing-ships and do not fall under the provisions of the Shipping Act, relating to the inspection of ships and the certification of masters.

Section 4.

Nature and extent of the coasting trade on the St. Lawrence.

The coasting trade, by small vessels, on the St. Lawrence, includes Gaspé, the North Shore, the Saguenay and the St. Lawrence River, as far as Montreal; moreover, many vessels now go through the canals beyond Montreal and reach the Great Lakes.



With their light draft, these vessels may reach the smallest localities, far away from the large centres and the usual means of transportation, where they can easily load and unload their cargoes. Large companies and poor settlers use these ships to move their lumber; the merchants in Quebec, Three Rivers, Montreal and other important centres use them to supply their numerous clients in the rural sections.

So this trade is most useful; its disappearance would be disastrous, as the large shipping companies would be unable to fill the gap.

The small coasters on the St. Lawrence may be subdivided into three categories:

- a) The ships of small tonnage, with an engine of limited power, which run within a restricted area. Their owners are farmers and not real seamen, who take occasional trips and cover short distances. They bring farm products to Quebec and carry back, for local consumption, goods and merchandise;
- b) Motor-ships of greater tonnage, which take freight anywhere, for anyone and at any time.
- c) Motor-ships of heavier tonnage, carrying a regular trade under contract with permanent clients and whose trips are made in accordance with a schedule of dates and ports of call.

The trade, every year, reaches further inland from Quebec to Montreal and from Montreal towards the Great Lakes.

In the narrow waters of the shipping channel and of the canals, navigation grows more difficult.

The latest ships, while steadily increasing in size, carry more efficient crews and better equipment.

Section 5.

Benefits, association, insurance.

While it was impossible to obtain exact figures, the coasting trade yields moderate benefits, graded according to the tonnage of the ships and the measure of efficiency in the management of the undertaking.

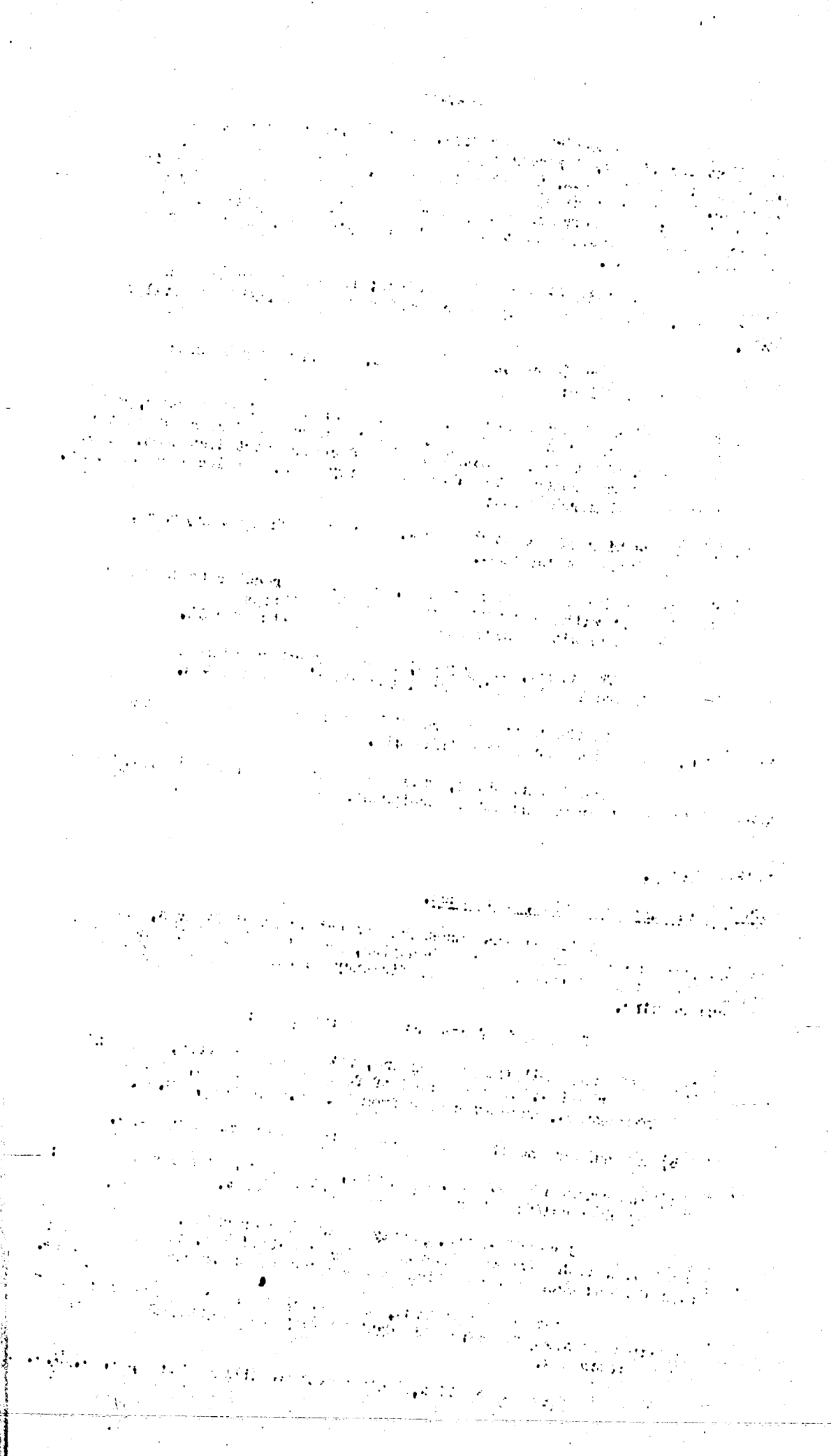
Three main facts must be pointed out:

- a) Those who sell the engines are, with rare exception, duly paid; they receive, over a period of four or five years, from the shipowners, sums averaging from \$5,000.00 to \$15,000.00.
- b) The number and the value of the ships increase every year.
- c) The crews are made up, as a rule, of members of the same family; which considerably reduces the operating cost.

Several owners, mostly of the larger ships, have formed an association with a view to coordinate their activities, to improve their financial and economic conditions and to protect their common interests.

At the present time, the association has a membership of approximately sixty members and ought to very soon enlist the majority of the shipowners.

This association, represented by William Morin, K.C., M.L.A.,



has largely cooperated in the work of the Commission, supplied useful information and offered most interesting suggestions.

In this coasting trade, there is no schedule of rates covering transportation and wages. Every shipowner determines his own individual agreements and makes his own particular arrangements.

It is most likely that, in the near future, more stable and uniform conditions will prevail in the trade, to the benefit of the owners, the seamen and the clients.

Marine insurance is not generally carried by shipowners, excepting a few who are better advised; the majority simply cover the amount of their liens or mortgages and the balance due on the purchase price of the engines; the others trust in Providence, claiming that the insurance rates are too high; in case of accident, theirs is a total loss.

Section 6.

Masters.

Many masters do not hold any certificate, either of service or of competency.

The special examination, passed, since 1935, in order to obtain a certificate of service, has demonstrated that those seamen, while they may ignore purely technical matters, possess an excellent practical knowledge of navigation, acquired after many years of experience on the St. Lawrence.

As the old masters disappear, younger men take their place, who are eager to learn their trade and become proficient therein.

In this connection, a notable improvement has taken place. In fact, all the interested parties feel that it is imperative that the personnel should be qualified and competent.

At an early date, all masters will make it a point to be duly certificated, when educational facilities are given by the authorities.

Section 7.

Equipment.

Too often, the lifesaving and fire extinguishing equipment is insufficient and obsolete; regulation lights are not lighted or have not the prescribed strength.

When the ships are too heavily laden and the deck-loads are too high, the regulation lights are displaced.

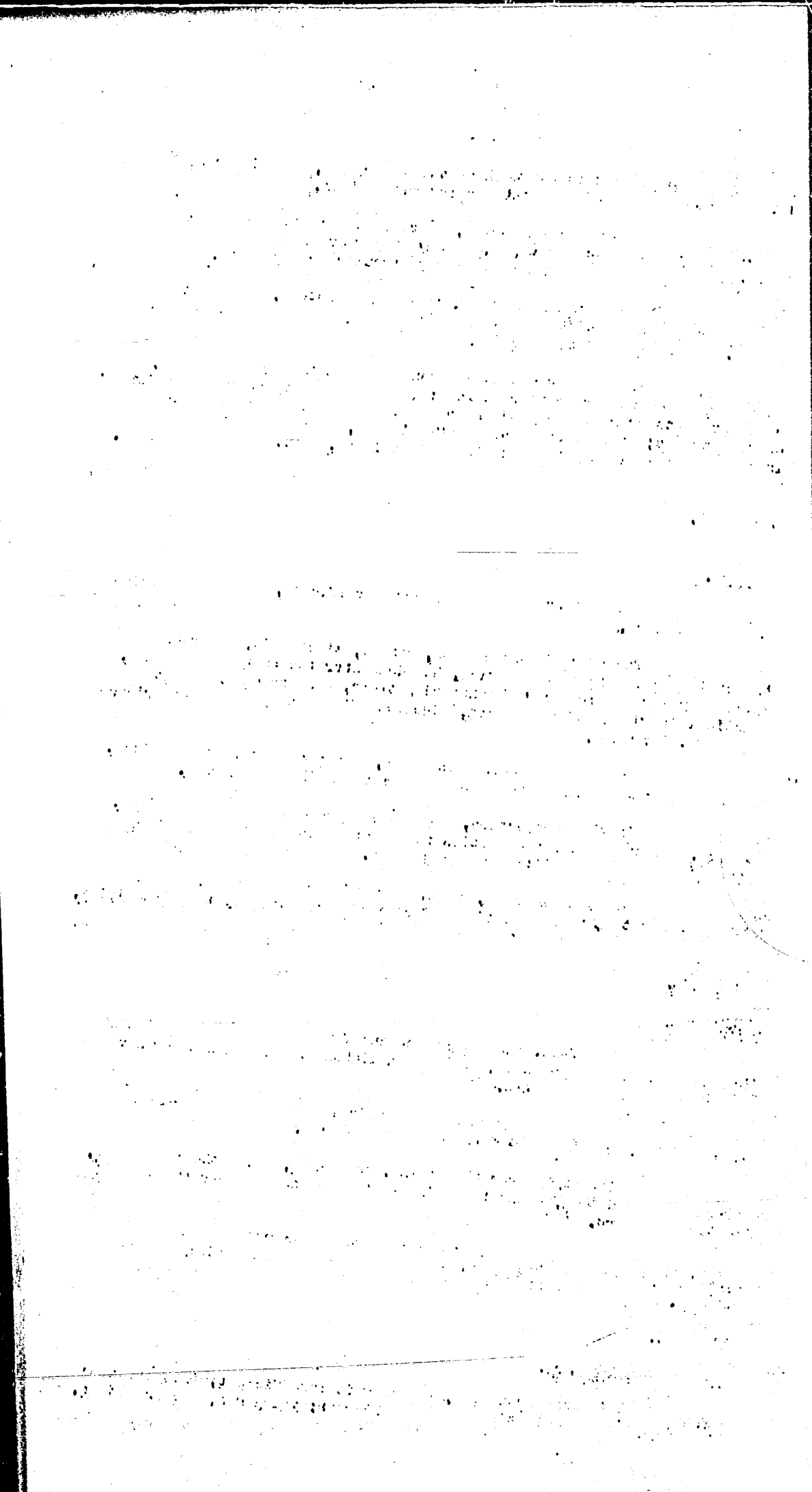
The smoke from the engine, sometimes, hides the rear light, which is placed too low and the noise of the engine prevents the signals from being heard.

With the steady improvement of the engines and their operation, those two last mentioned inconveniences are rapidly disappearing.

Section 8.

The crew and its work.

In some instances, the crew is insufficient, inexperienced and too young and navigation becomes dangerous; young men, even children,



are put in charge of the engine, the lookout and the wheel.

Not only do the seamen work the ship, but also they load and unload the cargo. Their duties being too heavy, they become exhausted and unable to properly fulfill their task.

Section 9.

Navigation on the St. Lawrence

Many vessels of every kind, tonnage and speed navigate on the St. Lawrence; the currents, the channels, the curves call for experience and watchfulness.

Though the river, from Rimouski to Quebec is spacious, yet the hazards of navigation are numerous: winds, fogs, currents, shoals, sandbanks.

From Quebec to Montreal, during the greater part of the trip, the channel is narrow and a thorough knowledge of the localities, of the laws, rules and regulations, concerning navigation, is absolutely necessary.

The aids to navigation, from Father Point to Montreal, are kept in perfect condition. A trip on the river proves the excellence of our nautical services, the sense of duty and the high standard of the officials in charge of those services. At night, the river is in fact a thoroughfare of lights. In the day time, the course, marked with many buoys, is shown with clearness and precision.

The federal authority has more than fulfilled its duty to protect life and property. Its achievement arouses the wonder and admiration of the traveller.

Notwithstanding this system of protection, the ocean-going vessels are piloted, from Father Point to Montreal, by a group of men who are chosen on account of their exceptional competency and who successfully perform hazardous and perilous duties.

This means that the small vessels, engaged in the coasting trade, navigating in the same waters, should be under the control of masters who are safe, cautious and in every way experienced.

Without exception, the motor-ships hold to the middle of the deep channel, in order to take advantage of the currents and of the aids to navigation; buoys, range lights, etc. As a result, they have often to meet other vessels of large and small tonnage and they are also overtaken by them.

Under the circumstances, it is regrettable that some small craft venture in these narrow waters without charts and without the essential instruments of navigation; that many have a scant knowledge of the rules of the road or none at all; that signals are either unheeded or often misunderstood; that the pilots and the masters of the big ships have taken, as a result, the bad habit of not giving the prescribed signals when they meet or overtake the small ships. This habit is against the law and the regulations and is a constant danger to navigation.

All the witnesses, even the shipowners, have stated that the motor-ships do not use their sails, between Quebec and Montreal, and only on very rare occasions below Quebec and always for the purpose of aiding the motor.

When the Commission inspected the river, below and above Quebec, many small coasting ships were encountered and this fact was abundantly confirmed: not one was using sails.

The first part of the document discusses the general principles of the project. It outlines the objectives and the scope of the work. The second part describes the methodology used in the study. This includes the data collection methods and the analysis techniques. The third part presents the results of the study. These are discussed in the context of the research objectives. The final part concludes the document and provides recommendations for future research.

The methodology section details the experimental design and the data collection process. It explains how the data was analyzed and how the results were interpreted. The results section provides a comprehensive overview of the findings. It includes a discussion of the strengths and limitations of the study. The conclusion summarizes the key findings and offers suggestions for further research in this area.

The discussion section explores the implications of the study's findings. It compares the results with previous research and discusses the broader context of the field. The conclusion reiterates the main points of the study and emphasizes the importance of the findings. The recommendations provide a clear path forward for future research and practical applications.

The final section of the document is a list of references. This includes all the sources cited throughout the text. The references are organized alphabetically and provide a detailed list of the works consulted during the research process. This section is essential for verifying the accuracy of the information presented in the document and for further exploration of the topic.

The engine is their main, if not their sole motive power. The sails are only an auxiliary power, never or very seldom, put in use. They are not sailing-ships with an auxiliary motor but really motor-ships, with an auxiliary sail equipment.

One may very well doubt whether the sails alone could allow the ships to make voyages.

Section 10

Loading.

Late in the fall, coasting is very active.

Then the cargoes are often too heavy; the docks are overloaded with goods; the navigation of the ships become dangerous, these high deck-loads interfere with the vision of the helmsman and restrict the radius of visibility; and the regulation lights are, at times, displaced.

Section 11.

Lake boats navigating on the St. Lawrence.

Many lake boats come down from Montreal into the lower St. Lawrence. The regulations on the Great Lakes, concerning signals and lights are different from the local and international regulations on the river. Hence, a new complication for the coasting and ocean navigation, as, too often, the masters of the lake boats continue, when out of the canals, to follow their own rules.

Section 12.

Control of the small navigation by the central and local authorities.

The small coasters seem to remain outside of the normal and efficacious control of the central and local authorities; no official has the duty to supervise their equipment, crews or loading and to distribute notices and information to the seamen.

The clearances are given in a summary fashion by the customs officials. Everyone holds himself strictly within his statutory functions and takes good care not to go beyond.

The rules and regulations, dealing with the St. Lawrence, are, in many cases, infringed; the penalties, provided for in such cases, are never imposed.

Section 13.

Use of auxiliary channels.

The question of opening auxiliary channels, which might be exclusively used by the small vessels, was discussed before the Commission. In this connection, be it noted that rule no- 7, relating to the St. Lawrence River, is not observed and that moreover, an account of the heavy draft of some motor-ships, this rule has become inapplicable.

A double channel between Quebec and Montreal is not necessary and, further, its cost would be prohibitive.

The authorities can control navigation in the existing channels, provided that the regulations are observed. Yet, the Repentigny channel, between Montreal and Quebec and the south channel, beyond the Island of Orleans, could be used by the small vessels to a larger extent and the traffic, in the deep channel near Montreal and the north channel below Quebec, would be less congested.



The facts, discussed in the thirteen preceding sections, are the salient facts disclosed at the enquiry and upon them are based the recommendations of the Commission.

Other facts were put aside, either because they were without any importance or because they were beyond the scope of the Commission.

CHAPTER IV

RECOMMENDATIONS OF THE COMMISSION.

FIRST RECOMMENDATION:

REGULATING NAVIGATION ON THE ST. LAWRENCE RIVER.

Navigation on the St. Lawrence River must be regulated in an intelligent and effective manner, in view of our international commitments and the necessity of protecting maritime shipping generally.

Moreover, these regulations must be applied to all and must be enforced by adequate sanctions.

Finally, these regulations must meet the exigencies of the present situation and put an end to all abusive practices.

SECOND RECOMMENDATION:

PATROL.

The Commission visited the Ste. Claire River when traffic was at its height. The immense Detroit industry was feeding its plants with raw materials and was distributing its products. Ships of very great tonnage, moved in opposite directions, without the slightest trouble, in rather restricted waters. Their movement was strictly regulated under the supervision control and sanction of a naval patrol.

Why not follow this example and maintain on the St. Lawrence River, by day and by night, a patrol which would supervise the traffic and would advise the authorities of any infraction?

On land, traffic is severely controlled, infractions are punished and a police force sees to the observance of the laws and regulations. Should not the same system prevail on the St. Lawrence, one of the most important maritime lanes in the world.

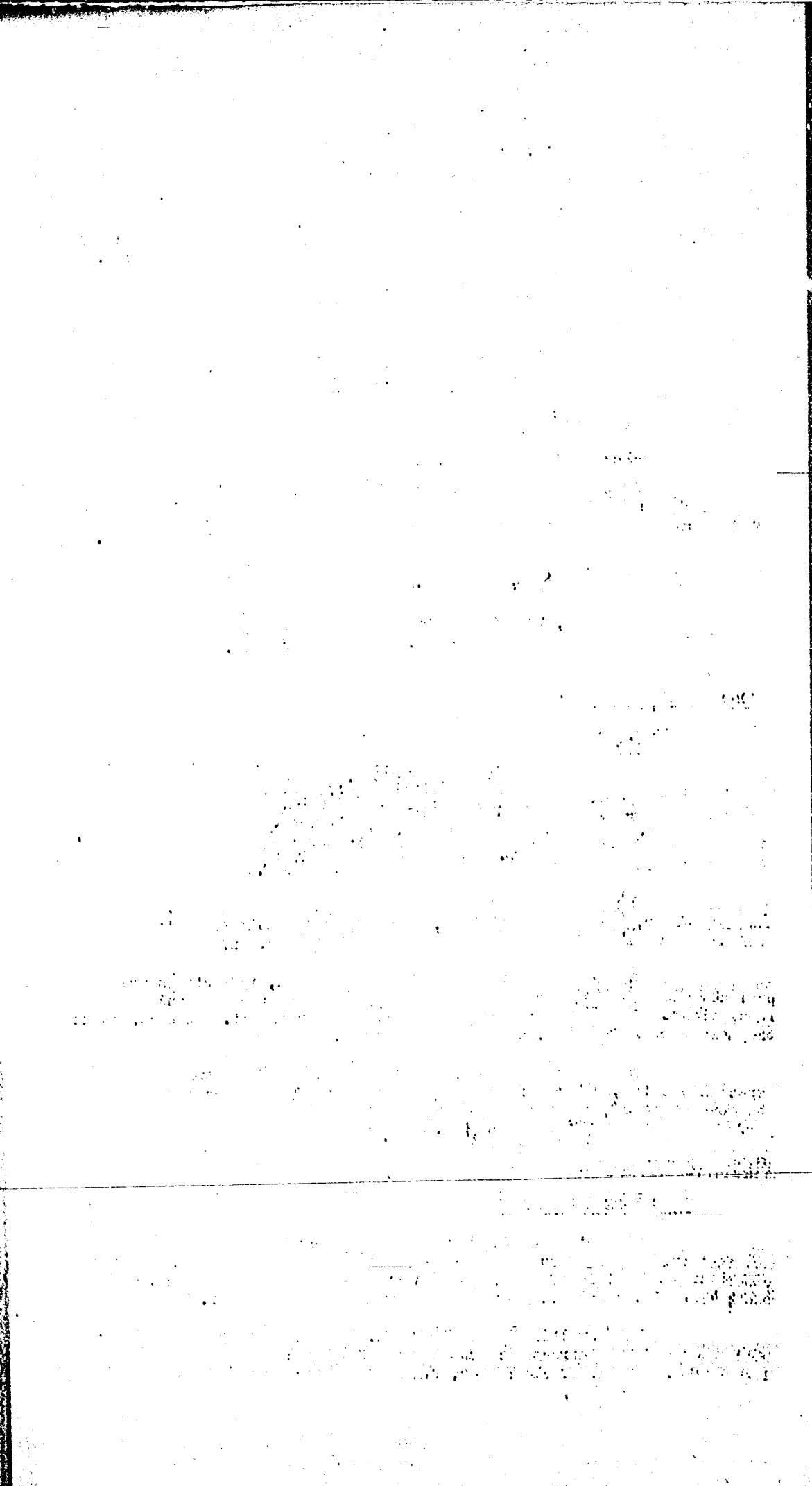
This patrol duty could be performed by one or two ships specially detailed for this service or, without any additional cost by the government ships, which are already engaged on the river in the performance of other departmental duties.

THIRD RECOMMENDATION:

SANCTIONS AND PENALTIES

The method of imposing sanctions ought to be simple and summary, without undue delay and complication. Competent and experienced officials of sound judgment would constitute the sanctioning body; their decisions being subject to appeal to the Minister.

The penalties would be graded, according to the seriousness of the infraction: suspension of certificates for a more or less long period, refusal of clearances, fines of various amounts.



FOURTH RECOMMENDATION:

CLASSIFICATION.

It is imperative that the auxiliary schooners should be uniformly classified, in all the administrative branches of the department and that the anomalies of the present system should cease.

This classification must be based upon the real facts and not upon a technical fiction.

It has been conclusively shown that the motor-ships, coasting on the St. Lawrence, are steamships and not sailing-ships.

Therefore, they must come under the general law concerning the inspection of ships and the competency of masters.

The cost of this inspection should be as low as possible.

The details of the examinations, which the masters will pass, ought to be determined by competent officials of the department.

The new system should only come into force after all the parties concerned have been allowed a sufficient delay to prepare themselves for the required examination.

FIFTH RECOMMENDATION:

EDUCATIONAL FACILITIES.

In order to aid the applicants for examination and the young men who contemplate a sea-faring career, the government should devise a system of education, easy and gratuitous.

During the winter months, courses and lectures would be given in the principal localities where the crews are recruited for the coasting trade.

Available pilots and mariners residing in these localities might act, when ever practicable, as teachers or lecturers.

The instruments, books and models, needed for these courses and lectures, could be supplied upon easy terms.

The books would have to be written in a simple style so as to be readily understood.

The examinations, free from any formality, complication or non-essential matters, ought to be held at convenient dates and places so that the candidates will not lose time nor money in expensive travelling.

SIXTH RECOMMENDATION:

AID TO MARINERS.

The official publications, relating to navigation on the St. Lawrence, are numerous, instructive and valuable. Unfortunately, their circulation is very limited.

To attain its object, this literature should be profusely, gratuitously, or at least unexpensively distributed, be to the point, concise, clear and contain many illustrations.

The book, annually published by the Department of Transport, ship channel branch, and entitled: "Information concerning the River St. Lawrence Ship Channel from Father Point to Montreal", is thorough and complete, but most of the seamen, heard during the investigation, had no knowledge of this publication.

The officials of the Departments of Transport and of Customs, in the different ports on the St. Lawrence, should, as part of their

duties, fully advertise these publications and extend their circulation.

By means of these publications, the seamen, engaged in the coasting trade, will educate themselves, improve their knowledge and better their situation.

In the main ports of the St. Lawrence, an official should be given the special charge of looking after the interests of the coasting ships and of their seamen, of ascertaining that their crews, equipment, lights and loads are satisfactory, of supplying, upon request, the ship-owners and the masters, with all material, information and documents and of reporting his findings to the competent authorities.

Before concluding, I wish to thank once more Messrs. Wiillard, St. Laurent and Kaine. They have been helpful, not only during the investigation, but also during the preparation and discussion of this report. I must add that they entirely concur in all its recommendations.

Lucien Cannon
COMMISSIONER.

QUEBEC, October 20, 1942.



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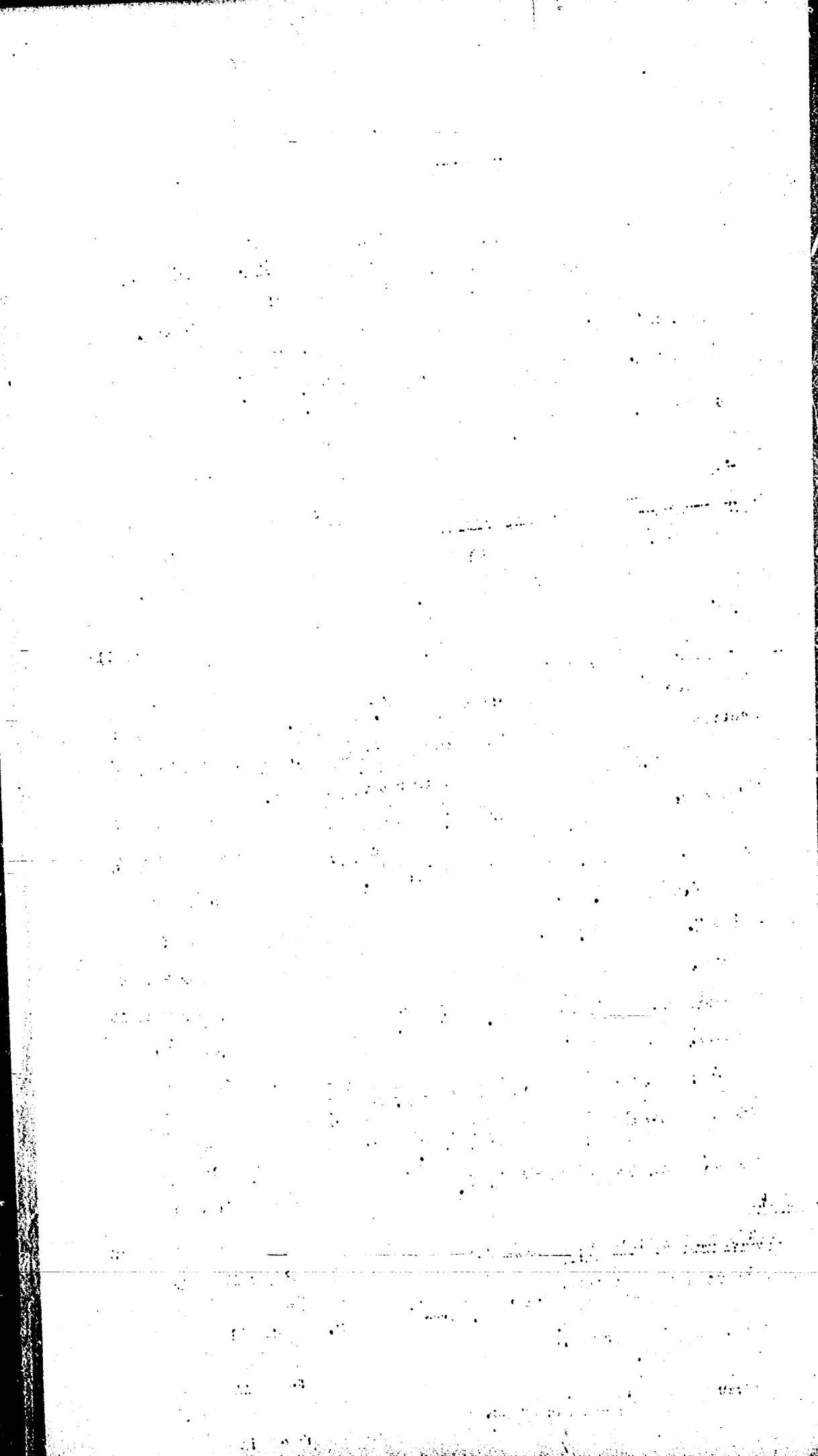
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ALL INFORMATION CONTAINED

HEREIN IS UNCLASSIFIED

DATE 08-11-01 BY 60322

DATE 08-11-01 BY 60322

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Copy of the Order-in-Council no. 214-3404, appointing the Royal Commission.

Appendix no- 2.

Copy of the interim report to the Hon. the Minister of Transport, July 8th, 1940.

Appendix no- 3.

Copy of a letter from the Hon. the Minister of Transport, containing new instructions. August 15th, 1941.

Appendix no- 4.

List of the witnesses who appeared before the Commission and notes of their evidence.

Appendix no- 5.

List of the memoranda produced by several witnesses and the said memoranda.

Appendix no- 6.

Evidence heard in Ottawa on January 27th, and 28th, 1942, with the documents filed in support thereof.

Appendix no- 7.

Data secured through correspondence.

Appendix no- 8.

- a) Departmental file, containing the correspondence exchanged from April 1919 to December 1939, relating to the clearance of Auxiliary Schooners as sailing-ships without properly certificated masters.
- b) Complaints received during the same period relating to the navigation of small vessels on the St. Lawrence.
- c) Documents numbered from 1 to 12-c.

These appendices are in Dept. of Transport files. They are not suitable for Heroc.